



# **SINGLE-USE ITEM REDUCTION BY-LAW IMPLEMENTATION ENGAGEMENT REPORT**

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# MODUS

from insight to impact

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# 1 WHY WE ENGAGED

## 1.1 CONTEXT

On June 5, 2018, Vancouver City Council adopted a Single-Use Item Reduction Strategy to reduce the use of plastic and paper shopping bags, polystyrene foam take-out containers and foam cups, disposable cups, take-out containers, straws and utensils.

The City completed 3 phases of consultation to develop the Single-Use Item Reduction Strategy:

- **Phase 1: October 2016** - A Single-Use Item workshop as one of 5 Zero Waste 2040 workshops
- **Phase 2: Jun 2017-Feb 2018** - Stakeholder consultation and public engagement on potential options to include in a Draft Single-Use Item Reduction Strategy
- **Phase 3: late March-mid April 2018** – Public and stakeholder feedback on the Draft Single-Use Item Reduction Strategy.

Since Council adopted the strategy, staff have been developing proposed by-law changes and implementation details for Council's consideration. The by-law changes are identified in the strategy as follows:

1. A ban on foam cups and foam take-out containers, effective June 1, 2019
2. A ban on plastic straws, with exemptions for accessibility and health care needs, effective June 1, 2019
3. Requirements for single-use utensils to be given out only upon request
4. Reduction plans for single-use cups
5. Reduction plans for plastic and paper shopping bags
6. Requirements for compostable single-use items to be tested and approved at local compost facilities
7. Requirements for paper-based single-use items to contain 40% recycled content

The City initiated a fourth phase of stakeholder engagement to inform the details of these by-laws.

## 1.2 PURPOSE

As part of the process to develop and enact the single-use item by-laws, the City engaged MODUS to undertake a targeted stakeholder engagement process that aimed to achieve the following objectives:

### 1.2.1 PRIMARY OBJECTIVES:

- To inform key by-law details and implementation plans including possible exemptions and phasing for Council approval
- To gain pragmatic insights into implementation planning (phasing, timing, resources) that will improve implementation success

### 1.2.2 SECONDARY OBJECTIVES:

- To mobilize strategic networks needed for implementation of the by-laws ensuring a diverse group of people and influencers
- To enhance the City's knowledge of the complexity of implementing these bylaws, and to learn about the economic and social impacts of the by-laws
- To provide a range of stakeholders that have a diversity of unique cultural and community needs with genuine opportunities to share their knowledge and concerns, and to feel heard

## 2 WHO WE ENGAGED WITH

### 2.1 STAKEHOLDER MAPPING

This phase of engagement was targeted to specific stakeholders and focused on identifying considerations and strategies for successful implementation of the single-use item by-laws.

At the beginning of this process, City staff, MODUS and Masala<sup>1</sup> staff participated in a stakeholder mapping exercise. The purpose of this exercise was to:

- Identify **high-interest, high-influence stakeholders**;
- Identify **other individuals/groups** who will be interested in/affected by the process;
- Identify the **most important issues** to these stakeholders / individuals / groups;
- Identify the **communications channels** that will be most effective with the identified stakeholders/ individuals / groups
- Identify Project Champions, described in section 2.2, that could help identify additional stakeholders and inform the engagement design

Through this mapping, and based on the consultation components identified in the City of Vancouver's August 2018 Request for Proposals (RFP), we identified the following categories of stakeholders:

- Food Industry Stakeholders (e.g. Restaurants, coffee shops, entertainment venues, food delivery services, restaurant associations, charitable food providers,)
- Retail Industry Stakeholders (e.g. Malls, retailers, retail associations)
- People who rely on straws as an accessibility tool
- Representatives from organizations who work closely with people who rely on straws as an accessibility tool

Food and Retail stakeholders were selected based on the following factors:

- **Compliance** - license holders that would be directly required to comply with the by-laws
- **Volume** – stakeholders that use and distribute high volumes of the single-use items impacted by the by-laws
- **Service type** – stakeholders that are representative of the broad and diverse types of services and goods that currently rely on the use of single-use items
- **Business size** – stakeholders of varying sizes, from multi-national corporate chains to small, independent shops

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<sup>1</sup> MODUS subcontracted Masala Consulting to complete a portion of this engagement.

- **Involvement in previous phases of engagement** – building on existing relationships while also reaching out to stakeholders underrepresented to date

To engage ethnoculturally and linguistically diverse independent restaurants (South Asian, Southeast Asian, Latin American), Masala was contracted to conduct in-person interviews.<sup>2</sup> The interviews leveraged pre-existing relationships and were conducted in English as it was determined these specific stakeholders either had sufficient English language proficiency or had someone else in the business with sufficient English language proficiency.

For engagement on plastic straws and accessibility considerations, we sought to engage people with disabilities that depend on straws as an accessibility tool. Our Project Champions from organizations who work closely with persons with disabilities helped us identify the specific disabilities to target:

- Arthritis
- Autism
- Cerebral palsy
- Multiple sclerosis
- Muscular dystrophy
- Spinal cord injuries
- Stroke recovery and rehabilitation<sup>3</sup>

## 2.2 PROJECT CHAMPIONS

MODUS conducted pre-interviews with 14 key stakeholders representing a diverse range of food and retail industry interests, and health and disability advocates and organizations.

The purpose of these interviews was to identify issues, opportunities and considerations for engagement with stakeholders, helping to shape the design, format and content of engagement activities of this phase. These findings informed the development of the project's *Stakeholder Communications and Engagement Strategy*.

Another purpose of the interviews was to identify which of the 14 key stakeholders would be interested to continue working with the MODUS team to promote participation in engagement

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<sup>2</sup> The City of Vancouver engaged Chinese, Southeast Asian and East Asian businesses under a separate contract.

<sup>3</sup> Examples of stroke-related injuries include dysphagia (difficulty swallowing or paralysis of the throat muscles) and hemiparesis (weakness or paralysis on one side of the body).

activities, and identify specific stakeholders to engage. Of the 14, 6 agreed to and supported participant promotions and recruitment throughout the engagement process.

Please see Appendix 1 for a list of project champions.

## 2.3 STAKEHOLDER LIST

A stakeholder list was initially built based on the results of stakeholder mapping and the City's existing stakeholder list from previous phases of engagement (Phases 1-3). The list was then maintained and updated throughout the process as we tracked participation by type of stakeholder, and sought to fill any gaps in participation.

Given that the City's stakeholder list only had a few accessibility stakeholders who had reached out to the City, MODUS reached out to non-profits and organizations who advocate or work directly with individuals that depend on straws as an accessibility tool upon recommendations from the Project Champions to build out the project stakeholder list. While MODUS' initial approach attempted to go through non-profits and other organizations to directly reach individuals, most non-profits and other organizations contacted were unable to provide individual's names and contact information due to privacy concerns. As a result, MODUS relied on non-profits to reach out to their members through their own communication channels and promote the process on our behalf.

Table 1 provides an overview of the different categories of stakeholders that were targeted in this engagement.



Table 1. Number of stakeholders invited by category.

| Type                                    | Number of Stakeholders Invited |
|---|--------------------------------|
| <b>FOOD &amp; RETAIL</b>                |                                |
| Beverage Primary (independent)          | 8                              |
| Beverage Primary (local chain)          | 8                              |
| Beverage Primary (national/intl chain)  | 3                              |
| Business Improvement Area (BIA)         | 5                              |
| Caterers                                | 4                              |
| Conferences / large events              | 3                              |
| Educational Institution                 | 4                              |
| Event venues                            | 5                              |
| Film Industry                           | 1                              |
| Food delivery                           | 3                              |
| Grocers (independent)                   | 5                              |
| Grocers (local chain)                   | 3                              |
| Grocers (national/intl)                 | 2                              |
| Hotels/Motels                           | 2                              |
| Malls/Commercial Landlords              | 5                              |
| Mobile food vendors                     | 3 <sup>4</sup>                 |
| Movie Theatres                          | 2                              |
| NGOs/charities                          | 6                              |
| Non-food retailer (independent)         | 41                             |
| Non-food retailer (local chain)         | 6                              |
| Non-food retailer (national/intl chain) | 12 <sup>5</sup>                |
| Restaurants (dine-in, independent)      | 17 <sup>6</sup>                |
| Restaurants (dine-in, local chain)      | 7                              |

<sup>4</sup> Alan Rockett, Street Activities Coordinator with the City of Vancouver, sent out an invitation to all licensed mobile food vendors. Exact number reached not certain.

<sup>5</sup> Retail Council of Canada sent out invitations to 95 additional non-food retailers. Exact breakdown of independent, local and national/international chains these were sent to is unclear.

<sup>6</sup> Restaurants Canada sent out invitations to webinar electronically via newsletter and member website. Exact number reached not certain.

|  |            |
|--|------------|
| Restaurants (dine-in, national/intl chain)                                 | 4          |
| Restaurants (quick service, public)  | 2          |
| Restaurants (quick service, independent)                                   | 7          |
| Restaurants (quick service, local chain)                                   | 10         |
| Restaurants (quick service, national/intl chain)                           | 12         |
| Restaurants (association)  | 2          |
| Retail (association)   | 3          |
| <b>TOTAL Food and Retail</b>   | <b>195</b> |
| <b>ACCESSIBILITY</b>   |            |
| People who rely on straws for accessibility (individuals or organizations) | 40         |
| <b>TOTAL Accessibility</b>   | <b>40</b>  |

Appendix 2 provides the list of participating stakeholder organizations.

**Independent:** a stand-alone business with one location based in Metro Vancouver.

**Local chain:** a business with more than one location, whose locations are all located within British Columbia, business started in Metro Vancouver.

**National/international chain:** a business with multiple locations across Canada and the U.S. Headquarters are often not located in Vancouver but can be.

**Quick service:** a food-service business where patrons order food at the counter and do not receive table service from a server.

**Public:** a public institution such as parks board concessions or the Vancouver Aquarium.

### 3 HOW WE INVITED STAKEHOLDERS

MODUS invited targeted stakeholders to participate in this engagement as follows:

#### Food and Retail Stakeholders

Following an introductory email from the City, MODUS and Masala sent invitations offering stakeholders a choice to participating in their preferred activity. Local stakeholders were given the choice of an in-depth interview or workshop. Out of town stakeholders were given the choice of an in-depth interview or webinar. Appendix 3 provides a copy of this invitation.

Postcards were distributed during on-street visits to neighbourhood shopping streets. One on-street visits to businesses were organized in collaboration in the Victoria Drive Business Improvement Association while others were conducted by Masala during their outreach.

Where needed, MODUS worked with Project Champions to activate their networks to boost attendance to the food and retail workshop and webinar. The exact number of stakeholders reached through these efforts is uncertain.

- Restaurants Canada sent electronic invitations to their members for the workshop and webinar via a newsletter and member website.
- The Retail Council of Canada (British Columbia chapter) emailed invitations for the workshop and webinar to members, including grocers and non-food retailers.
- Alan Rockett, Street Activities Coordinator with the City of Vancouver, sent out an invitation to all licensed mobile food vendors.

#### Accessibility Stakeholders

Again, following an introductory email from the City, MODUS emailed accessibility stakeholders with a choice of an in-depth interview (in-person- individually or in small groups - or over the phone) or workshop.

In an effort to build the accessibility stakeholder list and increase participation, MODUS also:

- Contacted organizations representing persons with disabilities
- Recruited individuals who depend on plastic straws for daily living
- Invited the following organizations to promote the in-person workshop for straws and accessibility using a social media package provided by the City, as shown in Appendix 3a.
  - Disability Alliance of BC
  - The Voice of the Cerebral Palsied of Greater Vancouver
  - Disability Foundation
  - ConnecTra
  - Spinal Cord Injury BC
  - Cerebral Palsy Association
  - Neil Squire Society

- o Arthritis Society
- o GF Strong
- o MS Society
- o Muscular Dystrophy Society
- o Canadian Institute for the Blind
- o BCITS Technology for the Living

We used a number of communication methods to reach stakeholders. Table 2 describes each of those promotional tactics and its purpose and desired audience.

Table 2. Descriptions of the purpose and intended audiences of each promotional tactic.

| PROMOTIONAL TACTIC           | PURPOSE/AUDIENCE  |
|------------------------------|---|
| EMAIL INTRODUCTION FROM CITY | City staff emailed targeted stakeholders to let them know that MODUS and Masala would be reaching out to them to participate in the engagement process  |
| EMAIL INVITATIONS            | <p>MODUS and Masala sent to targeted stakeholders</p> <p>Champions sent to selected connections</p> <p>Described what, why of project and opportunities to engage</p> <p>Recruited participation in interview, workshop or webinar</p>                          |
| RESOURCE BOOKLET             | <p>MODUS and Masala sent in a follow-up email to targeted stakeholders upon request to provide more information about the consultation topic</p> <p>Used during interviews/workshops/webinar</p> <p>Described bylaws, rationale, alternatives and scenarios</p> |
| PHONE SCRIPT                 | <p>MODUS and Masala placed direct calls to stakeholders</p> <p>Described what, why of project and opportunities to engage</p> <p>Recruited participation in interview, workshop or webinar</p>  |
| POSTCARDS                    | MODUS handed out during targeted business outreach for interviews   |

| PROMOTIONAL TACTIC | PURPOSE/AUDIENCE  |
|--------------------|---|
|                    | Described project at-a-glance, project contact info   |
| SOCIAL MEDIA POSTS | MODUS sent to project champions a social media package provided by the City to recruit participants for accessibility interviews and workshop           |
| OUTREACH AT EVENT  | Attended Connectra Event at the RoundHouse Community Centre on February 14, 2019 to recruit participants for accessibility tool interviews and workshop |

See Appendix 3 for stakeholder invitations and Appendix 4 for resource booklet

## 4 WHAT WE ENGAGED ON

As part of this phase of engagement, we engaged stakeholders on the following topics:

- Issues and opportunities for businesses relating to the by-laws
- Acceptability and timing of the by-laws
- Ways to support implementation, including City of Vancouver supports
- Specific wording of the by-laws
- Requirements to ensure accessibility

Relating to the following topics:

Primary, in this order of priority:

- A ban on foam cups and foam containers
- A ban on plastic and compostable plastic straws, with provisions for accessibility
- Reduction plans for plastic and paper shopping bags
- Reduction plans for disposable cups
- A by-request requirement for single-use utensils

Secondary:

- Minimum 40% post-consumer recycled content in paper single-use items
- Requirements for compostable plastics to be tested and approved at local commercial compost facilities

Appendix 4 shows the proposed by-law amendments in the Resource Booklet that was shared with participants.

See Appendix 5 for interview guides for food, retail and accessibility stakeholders.

## 5 HOW WE ENGAGED

### 5.1 ENGAGEMENT STRATEGIES

Our engagement efforts were guided by the following strategies:

**Pre-engagement:** engage project champions early in shaping the engagement strategy through pre-interviews.

**Provide stakeholders with choice:** stakeholders were provided with the option of a one-on-one interview (in person or on the phone) or participation in a group workshop or webinar. In some cases, we allowed stakeholders to provide responses by email.

**Go to them:** when possible we attended existing meetings and events to meet stakeholder where they were. For example, we attended a drop-in coffee support group run through Spinal Cord Injury of BC, a support group for individuals living with cerebral palsy, and the ConnecTra Abilities Expo and Job Fair

**Adapt engagement activities to match demand:** as engagement rolled out and we started to receive RSVPs it became evident that there was more interest in one-on-one interviews than in attending a workshop. Investing in more interviews was more time-intensive, and thus required a trade-off: the total number of individuals engaged was less, but one-on-one interviews allowed for greater depth than would have been gathered from workshop participation.

**Leverage existing relationships:** we reached out to stakeholders who had participated in previous phases of engagement in order to build on existing relationships. Masala had an opportunity to build on the strong relationships built in previous phases of engagement as well as put into practice lessons learned on engaging small, ethnically diverse restaurants. These lessons included going to restaurateurs in person, repeatedly visiting to build trust and relationship, and working around their schedules.

**Map out the entire system:** in order to make sure that we were getting different perspectives on by-law implementation, we mapped out the entire system of stakeholders impacted by the by-laws, and used the map to then identify specific stakeholders needed to represent all parts of the system.

**Track representation:** we used the stakeholder categories identified in stakeholder mapping to track representation of different stakeholders and conducted strategic outreach at different times to fill any gaps in representation.

Table 3 provides an overview of each of our engagement activities as well as the purpose, target audience and participation rates for each activity.

Table 3. Description of each engagement activity's purpose, audience and participation.

| ACTIVITY                      | PURPOSE  | AUDIENCE  | PARTICIPATION                                       |
|-------------------------------|--|---|---|
| PRE-INTERVIEWS WITH CHAMPIONS | <p>Identify stakeholders to engage</p> <p>Identify opportunities to co-host engagement sessions</p> <p>Raise awareness amongst networks and distribute information when appropriate</p> <p>Provide input</p> | Well-connected stakeholders from representative groups                | <p>Food and Retail: 11</p> <p>Accessibility: 3</p>  |
| INTERVIEWS                    | <p>Inform stakeholders on proposed by-laws</p> <p>Gain in-depth stakeholder perspectives on timing, phasing and resourcing of implementation</p>   | All target stakeholders   | <p>Food and Retail: 52</p> <p>Accessibility: 13</p> |
| WORKSHOPS                     | <p>Inform stakeholders on proposed by-laws</p> <p>Gain high-level perspectives based on dialogue between different stakeholders on timing, phasing and resourcing of implementation</p>                      | All target stakeholders   | <p>Food and Retail: 11</p> <p>Accessibility: 4</p>  |
| WEBINAR                       | <p>Inform stakeholders on proposed by-laws</p> <p>Consult on timing, phasing and resourcing of implementation</p>  | Retail and Restaurant Stakeholders (unable to attend in person event) | Food and Retail: 30 organizations                   |

## 5.2 PRE-ENGAGEMENT INTERVIEWS

As a first step to this phase of consultation, MODUS conducted pre-interviews with the 14 project champions described in section 2.1.1 (see Appendix 6 for the stakeholder pre-interview guide including list of individuals interviewed).

The purpose of these interviews was to identify issues, opportunities and considerations for engagement with stakeholders, helping to shape the design, format and content of engagement activities of this phase. These findings informed the development of a *Stakeholder Communications and Engagement Strategy*.

MODUS worked with these key stakeholders to promote participation in engagement activities and disseminate information throughout the process.

## 5.3 IN-DEPTH INTERVIEWS

One-on-one interviews were conducted with key stakeholders to gain practical insights into phasing, timing and resourcing of implementing bylaw changes and understand diverse unique perspectives on bylaw requirements.

Interviews were semi-structured in format, with pre-determined questions following an interview guide but allowing for the interviewee to bring up different topics as conversation flows. Interviews were conducted at locations most convenient, accessible and comfortable to interviewees, either in-person or over the phone. Participants were also given the opportunity to do interviews in small groups.

## 5.4 WORKSHOPS

In-person workshops were conducted to gain practical insights into timing and resourcing of implementing bylaw changes, generate dialogue between different stakeholders and understand diverse unique perspectives on bylaw requirements. See Appendix 7 for workshop plan.

## 5.5 WEBINAR

A webinar allowed members of industry associations and representatives from regional, national, or multi-national businesses to learn about the project and provide input on questions mirroring those asked in the in-person workshops. See Appendix 8 for webinar workshop plan.



Figure 1 provides a summary of all engagement activities by topic (plastic straws and accessibility/all by-laws) and by type (interviews vs workshops/webinars).

Figure 1. Engagement activities by topic and type

|   | <b>"GO-TO THEM"</b><br>Stakeholder Interviews                   | <b>"GATHER WITH US"</b><br>Stakeholder workshops/webinars         |
|---|---|---|
| <b>Plastic Straws and Accessibility</b> | 13 interviews with PWD individuals and organizations            | 1 stakeholder workshop (4 ppl)                                    |
| <b>All by-laws</b>                      | 52 interviews with food industry & retail industry stakeholders | 1 stakeholder workshop (11 ppl)<br>+<br>1 online webinar (29 ppl) |

## 5.6 PARTICIPATION

In total, MODUS directly sent invitations to 235 stakeholders (not including stakeholders engaged by the Project Champions), and 111 stakeholders participated in this process. Table 4 lists the number and type of stakeholders who participated and who were invited to participate in an engagement activity.

Table 4. Number of stakeholders who participated and were invited by stakeholder type.

| Type                                   | Number of Stakeholders who Participated | Number of Stakeholders Invited <sup>7</sup> |
|--|---|---|
| <b>FOOD &amp; RETAIL<sup>8</sup></b>   |   |   |
| Beverage Primary (independent)         | 0                                       | 8   |
| Beverage Primary (local chain)         | 3                                       | 8   |
| Beverage Primary (national/intl chain) | 2                                       | 3   |
| Business Improvement Area (BIA)        | 3                                       | 5   |
| Caterers                               | 2                                       | 4   |
| Conferences / large events             | 2                                       | 3   |
| Educational Institution                | 1                                       | 4   |
| Event venues                           | 1                                       | 5   |
| Film Industry                          | 0                                       | 1   |
| Food delivery                          | 2                                       | 3   |
| Grocers (independent)                  | 5                                       | 5   |
| Grocers (local chain)                  | 0                                       | 3   |
| Grocers (national/intl)                | 4                                       | 2   |
| Hotels/Motels                          | 1                                       | 2   |
| Malls/Commercial Landlords             | 1                                       | 5   |
| Mobile food vendors                    | 1                                       | 3   |
| Movie Theatres                         | 1                                       | 2   |
| NGOs/charities                         | 5                                       | 6   |
| Non-food retailer (independent)        | 8                                       | 41  |

<sup>7</sup> This number includes number of postcards distributed

<sup>8</sup> Does not include the number of restaurants and retailers reached through Restaurants Canada's and Retail Council of Canada's engagement with their members, or licensed mobile food vendors reached through the City of Vancouver.

|  |            |                 |
|--|------------|-----------------|
| Non-food retailer (local chain)  | 1          | 6               |
| Non-food retailer (national/intl chain)                                    | 18         | 12              |
| Restaurants (dine-in, independent)   | 6          | 17              |
| Restaurants (dine-in, local chain)   | 2          | 7               |
| Restaurants (dine-in, national/intl chain)                                 | 5          | 4               |
| Restaurants (quick service, public)  | 1          | 2               |
| Restaurants (quick service, independent)                                   | 4          | 7               |
| Restaurants (quick service, local chain)                                   | 5          | 10              |
| Restaurants (quick service, national/intl chain)                           | 5          | 12              |
| Restaurants (association)  | 1          | 2               |
| Retail (association)   | 3          | 3               |
| <b>Subtotal</b>  | 92         | 195             |
| <b>ACCESSIBILITY</b>   |            |                 |
| People who rely on straws for accessibility (individuals or organizations) | 17         | 40 <sup>9</sup> |
| <b>Subtotal</b>  | 17         | 40              |
| <b>Total</b>   | <b>109</b> | <b>235</b>      |

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<sup>9</sup> Does not include number of stakeholders reached through social media by organizations representing persons with disabilities.

Table 5 summarizes how many stakeholders were engaged by specific engagement activity, as compared to our initial and adjusted target participation rates for each.

Table 5. Initial vs. Adjusted vs. Actual participation by engagement activity.

| ACTIVITY  | INITIAL TARGET PARTICIPATION NUMBER | ADJUSTED TARGET PARTICIPATION | ACTUAL PARTICIPATION |
|---|-------------------------------------|-------------------------------|----------------------|
| <b><u>FOOD AND RETAIL</u></b>   |                                     |                               |                      |
| STAKEHOLDER INTERVIEWS  | 25                                  | 35                            | 42                   |
| INTERVIEWS FOCUSED ON CULTURALLY-DIVERSE, SMALL INDEPENDENT BUSINESSES (MASALA) | 10                                  | 10                            | 10                   |
| WORKSHOP  | 60                                  | 30                            | 11                   |
| WEBINAR   | 20                                  | 10                            | 29                   |
| <b>SUBTOTAL</b>   | <b>115</b>                          | <b>85</b>                     | <b>92</b>            |
| <b><u>ACCESSIBILITY</u></b>   |                                     |                               |                      |
| IN-DEPTH INTERVIEWS   | 10                                  | 20                            | 13                   |
| WORKSHOP  | 30                                  | 10                            | 4                    |
| <b>SUBTOTAL</b>   | <b>40</b>                           | <b>30</b>                     | <b>17</b>            |
| <b>TOTAL</b>  | <b>155</b>                          | <b>115</b>                    | <b>109</b>           |

The process was designed to give stakeholders choice as to how they engaged with this process and offered in-person, one-on-one, group workshop and webinar options. In providing stakeholders with choice, it meant we needed to remain adaptive to stakeholder engagement preferences.

Midway through our engagement process it became evident that there was more interest in one-on-one interviews than in attending a workshop. Given that one-on-one interviews are more time intensive, but do allow for greater depth of information, we decided to adjust our target numbers to reflect a shift of emphasis from gathering larger groups of stakeholders in a workshop setting, to more emphasis on one-on-one in-depth interviews.

Specifically, this meant:

- reducing the number of food and retail workshops from 2 to 1
- reducing the number of food and retail webinars from 2 to 1
- reducing the number of small group accessibility workshops from 3 to 1 (this adjustment also reflected the number of opportunities we were presented to attend pre-existing support groups and conduct a group interview, those numbers now reflected in interviews conducted)
- increasing the number of target interviews for food and retail by 10
- and increasing the number of target interviews for accessibility stakeholders by 10

Throughout the process we kept track of participation numbers by stakeholder category to ensure we were getting different perspectives on by-law implementation (as represented in Table 5). In instances where participation was low, we invested additional time to conduct outreach through direct phone calls, in-person visits or through a targeted push from our project champions. In instances where there were not strong existing relationships with organizations or individuals (as was the case for the accessibility stakeholders), additional time was invested in building relationships with champions and making connections with new organizations and networks.

Other efforts made to increase participation included:

- Adjusting the date of our accessibility workshop to give participants more chance to make travel arrangements and allow champions to do more recruitment
- Worked with our project champions to spread invitations through their networks including on social media
- Reached out to accessibility advocates active on social media to invite their participation and suggest other individuals to invite

Overall, our shift in emphasis to one-on-one interviews, while netting in lower participation numbers than initially forecasted, was a success in gathering the in depth understanding we were seeking. For the accessibility interviews in specific, although our total number of participants was lower than forecasted, we succeeded in reaching a range of individuals with lived experience using straws as an accessibility tool and were getting consistent feedback across interviews. There is an opportunity to build on the relationships built during this phase of engagement in future phases of engagement where there will be an opportunity to involve our accessibility champions in developing informational campaigns relating to the use of straws as an accessibility tool.

# 6 WHAT WE HEARD

## 6.1 FOAM CUPS AND FOAM CONTAINERS

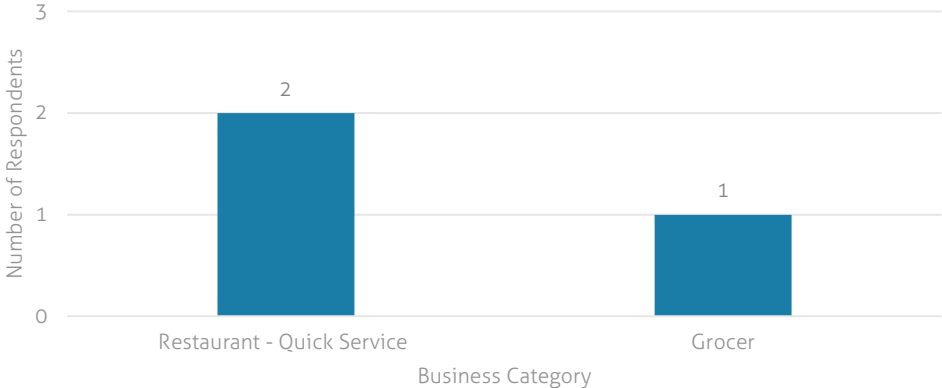
### 6.1.1 CURRENT USE

Of the stakeholders engaged, foam cups and foam containers were typically used by independent food service businesses (quick service, sit-down or caterers) and charitable food<sup>10</sup> providers.

#### *Businesses*

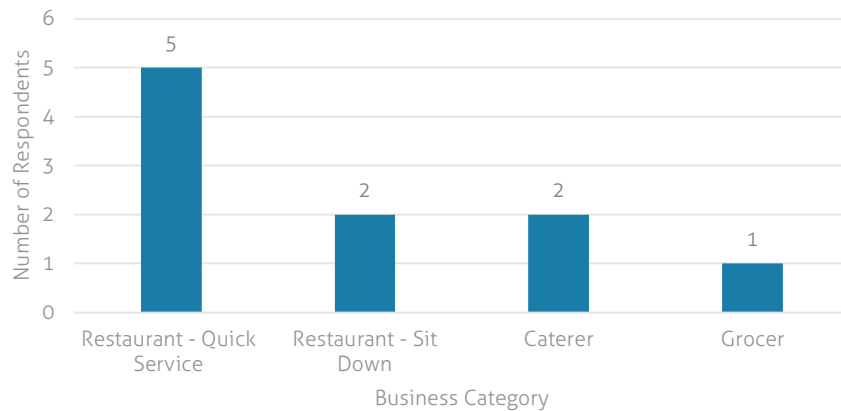
Overall, 3 respondents use foam cups and 10 use foam containers. 9 of the respondents are independent businesses (5 sit-down restaurants, 2 quick-service restaurants and 2 caterer) and 2 were multinational/international chains (1 grocer and 1 with both sit-down and quick-service food operations). 2 of the respondents indicated they use both foam cups and containers while 3 others (1 independent sit-down restaurant, 1 mall/commercial landlord and 1 educational institution) indicated they use foam products; however, due to research limitations, it cannot be said whether these 3 respondents use foam cups, containers or both. Figures 2 and 3 show the number and business category of respondents who use foam cups and foam containers.

Figure 2. Summary of respondents using foam cups by business category



<sup>10</sup> Defined as non-profits that provide low cost or free meals to clients.

Figure 3. Summary of respondents using foam containers by business category



73 respondents reported that they don't use foam cups and foam containers. These respondents were a mix of beverage establishments, caterers, conferences/festivals, grocers, event venues, hotels, mobile food vendors, non-food retailers, and sit-down and quick-service restaurants of all ownership types.

All but one of the independent businesses who used foam cups and/or containers were operated by individuals and served food from an ethnocultural background of non-European descent. These businesses used foam containers to hold their food products for take-out. These products are typically served warm with sauce that has potential for leakage and spillage. Of the 3 businesses that used foam cups, one used foam cups to serve store-made drinks while others served pop, juices and water.

Businesses that used foam containers had an average of 2.5 on the dependency scale. Foam cup users recorded an average dependency of 1.5. Businesses that indicated higher level dependencies for containers (level 3 & 4) were all independent businesses (4 sit-down restaurants and 2 quick-service restaurants). Figures 4 - 6 show the business level of dependence on foam containers and foam cups by ownership type and by business category.

Figure 4. Business level of dependence on foam containers by ownership type.

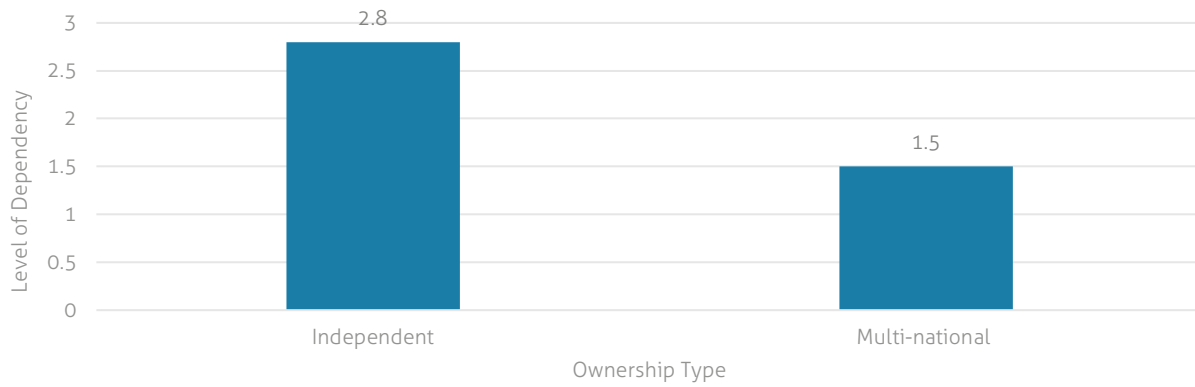


Figure 5. Business level of dependence on foam container by business category.

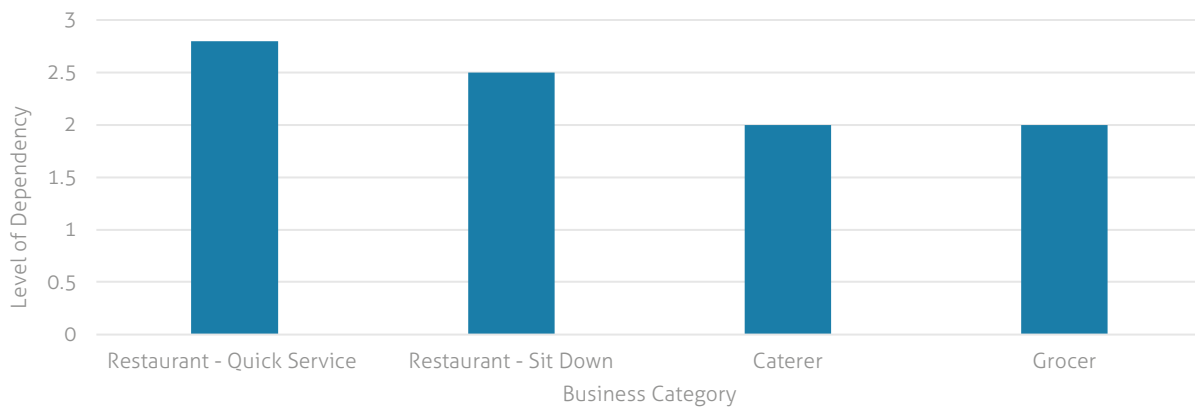
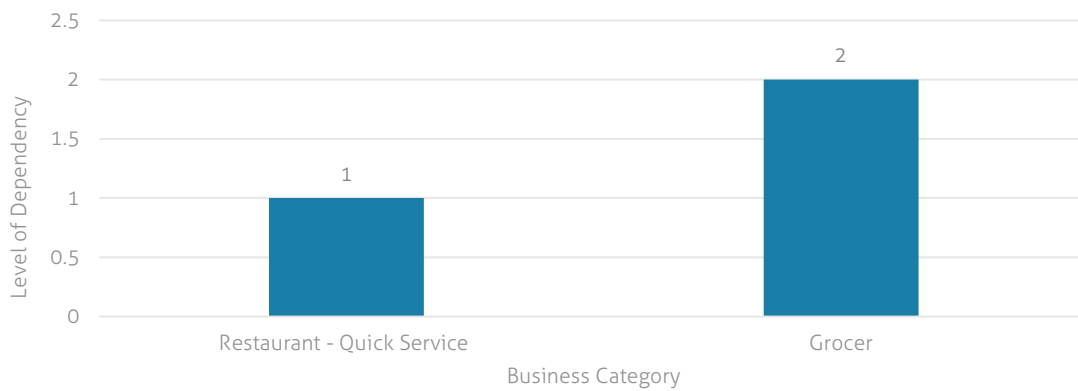


Figure 6. Business level of dependence on foam cups by business category





### ***Charitable food providers***

Charitable food providers use foam containers and cups to varying degrees. Those with lower-barrier<sup>11</sup> programs are more dependent on using foam than those with higher-barrier<sup>12</sup> programs. Patrons of lower-barrier programs are more likely to take their meals to go and less likely to return reusable dishware, bowls and cutlery, rendering the use of reusables impractical and expensive in lower-barrier settings. Additionally, reusable cutlery, bowls and containers may cause greater safety concerns as potentially violent patrons may use reusable cutlery to injure other patrons and staff.

Dishwashing capacity is another factor determining a charitable food provider's use of foam cups and containers. Emergency shelters, operating for 6-8 months in the fall/winter months, are often temporary spaces without any dishwashing facilities. Other charitable food providers lack adequate space or staff capacity to wash the volumes of reusables they would use. Charitable food providers that typically use reusable dishware, bowls and cutlery and have adequate dishwashing facilities will occasionally use foam cups and foam containers for special, high-volume meals, such as Thanksgiving or Christmas dinner, or when dishwashing facilities are out of order.

Charitable food providers range from 5 (highly dependent) to 1 (not dependent at all). This dependency varies based on the type of clients they serve and capacity for large-scale dishwashing.

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<sup>11</sup> Defined as programs or shelters where a minimum number of expectations are placed on people who wish to services. This means individuals wishing to access services are not expected to abstain from using alcohol or other drugs or from carrying on with street activities while accessing services or living on-site, so long as they do not engage in these activities in common areas and are respectful of other tenants and staff. (HereToHelp. *Housing Glossary*. heretohelp.bc.ca)

<sup>12</sup> Defined as programs or shelters where there are requirements for entry, for example sobriety. (BC Housing. *Glossary*. bchousing.org)

## 6.1.2 CONSIDERATIONS FOR THE BY-LAW

### *Functionality of alternatives*

Of the 10 businesses that use foam containers, many were unsure of how well alternatives to foam would work with their products. Several of these businesses serve food products that are saucy, soggy and served warm. Foam, from their perspective, is the best available product to hold wet products with potential for leakage while maintaining warmth. One stakeholder tried using paper/cardboard-based containers but found that their product (curry) leaked.

### *Cost of alternatives*

Businesses who use foam cups and foam containers expressed concern that alternatives to foam are more expensive and as a result, could hurt their profit margins under their current business model. The research did not elicit responses on how much more alternatives to foam cups and containers would cost.

Cost of alternatives is also a concern for charitable food providers. As non-profits, charitable food providers are operating on tight budgets largely from donations and charities. Alternatives to foam are more expensive, which negatively impacts their budget and ability to provide charitable services.

### *Lack of time to research*

Both businesses and charitable food providers are interested in finding environmentally-friendly alternatives to foam. However, many stakeholders indicated they did not have the time or capacity to do research into appropriate and cost-effective alternatives to foam.

### *Customer education*

Businesses expressed concern that they may receive backlash from customers who are unaware of the City's by-law to ban foam products or unaware of the impact of foam on the waste stream and environment.

### *Lack of clarity on alternatives that comply*

Both businesses and charitable food providers were unsure of what market-available alternatives complied with the proposed by-laws. One charitable food provider shared his experience of purchasing 'compostable' containers from their supplier without knowing that the containers were not able to be composted in local compost facilities because his supplier incorrectly advised that the City required all food serviceware to be compostable. This illustrates the reliance of stakeholders with low time and capacity to rely on their suppliers for guidance on what to buy, and the need for the City to also educate suppliers as a key stakeholder group. Clear guidelines on what types of products and materials are allowed was deemed highly necessary by all stakeholders.

### *Varied services*

As discussed in the previous section, charitable food providers vary in the types of services they provide and patrons they serve. They also vary in the *number* of different services each provide. For example, a charitable food provider may operate several different types of spaces, from meal programs and temporary shelters to supported housing, while another may only operate supported housing. This variation of services between and within organizations means that a one-size-fits-all approach will not work and that a case-by-case approach may be needed.

### *Donations*

Occasionally, charitable food providers will receive donations of supplies and materials, including foam cups and foam containers. As they receive these supplies and materials at no cost, charitable food providers will use them to save money within their operating budgets.

## 6.1.3 PREFERRED STRATEGIES FOR COMPLIANCE

**When asked how they would comply with the proposed by-law, stakeholders suggested the following strategies:**

- *Substitute with paper and plastic alternatives:* Businesses suggested that they would switch to paper or plastic cups and containers. However, several were uncertain what materials they would choose without knowing what alternatives are available and the functionality with their product.
- *Increase budget for alternatives:* Charitable food providers suggested they would need to work with funders to find more money in order to mitigate the financial impact of spending more on alternatives to foam, and the effect this would have on their operating budgets.
- *Use of reusables:* Some businesses suggested they would be interested in using reusables. One unique example is an independent caterer who is using reusable steel tiffins for 40% of their orders and sees the potential to expand this model city-wide.

## 6.1.4 TIMING

Twelve businesses responded to the question on the time needed for them to phase out foam cups and containers. Seven of the twelve businesses who indicated they rely on foam cups and foam containers stated they would be ready to phase out these items by June 1, 2019. These businesses typically estimated 2 to 3 months as the time needed to transition out of foam cups and foam containers, which would involve finishing existing stock of foam products and ordering an alternative.

The 5 businesses that would not be ready by June 1, 2019 typically estimated 1 to 2 years as the time needed to transition. These businesses expressed concern with the increased costs of

purchasing more expensive cups and containers, concerns with alternatives at holding in heat and desire for more time to research appropriate and cost-effective alternatives. These businesses also indicated there needed to be more time to train staff on how to describe the rationale for the ban to customers.

Charitable food providers were not asked the timing needed to phase out foam and containers specifically. However, they were asked the overall time needed to comply with the by-laws for all the materials identified in the Single-Use Item Reduction Strategy, if implementation of the by-laws is staggered. For organizations with more types of services, a minimum of 1 year is needed between each by-law change; for organizations with less types of services, a minimum of 6 months is needed. The time needed between each by-law change is to research and find new products that comply with the new by-laws, make operations changes or facility upgrades to accommodate (ie. new dishwasher), ensure changes can be made within existing budgets or to seek approval from organization leads and funders.

### 6.1.5 SUPPORTS NEEDED

Stakeholders suggested several types of supports the City can provide to facilitate the transition away from foam cups and foam containers, including:

- Best practice guidelines for products and materials that comply with the by-law and work with the municipal composting and recycling system;
- Broader public education on the proposed by-law and rationale;
- Grants and subsidies to support charitable food providers and independent businesses with transitioning away from foam products; and
- Coordination of bulk purchasing of alternatives to foam to reduce purchasing costs.
- Grants or resources to help set up "bring your own container" programs

### 6.1.6 CONCLUSIONS

- Out of the 92 businesses and charitable food services interviewed, 10 use foam containers, 3 use foam cups in their operations and 87 do not use either. Two of the businesses using foam containers also use foam cups. 9 of these respondents are independent businesses (5 sit-down restaurants, 3 quick-service restaurants and 1 caterer). 2 were multinational/international chains (1 grocer and 1 with both sit-down and quick-service food operations).
- Five out of the 12 businesses who answered questions on timing stated they would not be ready to comply by June 1, 2019. These businesses expressed concerns with finding cost-effective alternatives that are able to carry certain products (warm, wet products) without negatively impacting customer experience significantly
- Use and dependence on foam cups and foam containers by charitable food providers varies by type of clients they serve and capacity for large-volume dishwashing. While all are interested in transitioning away from foam products, there are widely differing

capacities to change depending on the program, indicating a need for a case-by-case approach

- Both businesses and charitable food providers identified that the two most meaningful and important ways for the City to support them in complying with the proposed by-law are by providing education to businesses/charitable food providers on the by-law changes, including clear guidelines for accepted substitute materials, and conducting public education campaigns to inform the public on the by-law changes. Developing and sharing accepted material guidelines is needed to support independent businesses and charitable food providers in finding and purchasing appropriate alternatives to foam. Broader public education on the foam ban will help mediate conversations with customers on changes to their shopping/dining experience. Sufficient time is needed in order to do both business and public education effectively.
- Targeted outreach and education for independent businesses owned and operated by non-White individuals and persons with limited English proficiency is needed. Uncertainty of appropriate alternatives and lack of knowledge of local composting and recycling systems are indications that culturally and linguistically appropriate outreach beyond translation is necessary to not only inform and educate stakeholders of new by-laws but also to facilitate the transition and successful compliance of the by-laws. Maintaining strong personal relationships directly with non-White business operators or through groups/organizations that have strong personal relationships with non-White business operators will facilitate mutual learning of issues, opportunities and unintended consequences during by-law implementation. This may mean hiring a designated team of individuals with the linguistic and cultural fluency to conduct regular outreach to business operators or retaining organizations that have existing relationships with business operators.

## 6.2 PLASTIC STRAWS

### 6.2.1 ANALYSIS APPROACH

The draft by-law requirements for plastic straws proposed to phase in the start date for by-law requirements according to business license type. In order to draw conclusions accordingly, this section will summarize respondents' feedback mainly according to license type, but also occasionally refer to the business types defined elsewhere in this report.

A license issued by the City of Vancouver is required in order to carry on any business, trade, profession or other occupation in Vancouver. For example, this includes commercial, industrial, home-based and out-of-town businesses (e.g. business conducted within Vancouver with the business office located outside Vancouver), as well as non-profit organizations such as community associations and non-profit housing. The City's License By-Law (No. 4450) defines the types of licenses available.

Respondents were divided into the categories summarized in Table 6, based on their license type(s). It is possible for a respondent to hold multiple license types. For example, a business with multiple locations may have different license types for each location. Or a site with multiple uses may have multiple license types for the same location. Definitions for all license types included in each category can be found in Appendix 9.

Table 6. Description of Categories Used for Data Analysis

|   | Category                  | Description   | Respondents  |
|---|---------------------------|---|--|
| 1 | Restaurant License Holder | <p>Respondents held a Restaurant license but did not hold a Limited Service Food Establishment license.</p> <p>Restaurant licenses are for:</p> <ul style="list-style-type: none"> <li>• Use of premises for the primary purpose of selling and serving prepared food to the public.</li> <li>• At least 17 indoor or outdoor seats for customers consuming food purchased on the premises.</li> <li>• Can include customer participation such as karaoke, dancing or open microphone performing.</li> <li>• Can include liquor service.</li> </ul> | <p>13 respondents held a Restaurant license but not a Limited Service Food Establishment license. 2 of these respondents held other food vendor license types in addition to a Restaurant license:</p> <ul style="list-style-type: none"> <li>• Liquor Establishment (1 respondent)</li> <li>• Street Vendor (1 respondent)</li> </ul> |
| 2 | Limited Food Service      | Respondents held a Limited Food Service Establishment license but did not hold a Restaurant license.  | 10 respondents held a Limited Service Food Establishment license but   |

|   |   |  |  |
|---|---|--|--|
|   | Establishment License Holder                                    | <p>Limited Food Service Establishment licenses are for:</p> <ul style="list-style-type: none"> <li>Any premises where food that is not prepackaged is prepared and served.</li> <li>No more than 16 seats of any kind, whether inside or outside, are provided for customers consuming food purchased on the premises.</li> <li>Does not include the sale of alcoholic drinks to customers for consumption on the premises.</li> </ul> | <p>not a Restaurant license. 3 of these respondents held other food vendor license types in addition to a Limited Service Food Establishment license:</p> <ul style="list-style-type: none"> <li>Retail Dealer - Food</li> <li>Caterer</li> <li>Venue and Theatre</li> </ul>   |
| 3 | Both Restaurant and Limited Service Food Establishment Licenses | <p>Respondents held both a Restaurant license and a Limited Service Food Establishment license.</p>  | <p>9 respondents held both a Restaurant license and a Limited Service Food Establishment license. 5 of these respondents also held one or more of the following food vendor license types:</p> <ul style="list-style-type: none"> <li>Retail Dealer - Food (3 respondents)</li> <li>Wholesale Dealer - Food (2 respondents)</li> <li>Venue (1 respondent)</li> <li>Liquor Establishment (2 respondents)</li> </ul> |
| 4 | Grocery and Market Outlet License Holders                       | <p>Respondents held one of the license types typically associated with grocery stores and supermarkets:</p> <ul style="list-style-type: none"> <li>Retail Dealer - Grocery</li> <li>Retail Dealer - Market Outlet</li> </ul>   | <p>4 respondents held Grocery and/or Market Outlet license types.</p>  |

|   |       |  |   |
|---|-------|--|---|
| 5 | Other | Respondents were not license holders, or held a license type or combination of license types that did not fall into one of the above categories. | <p>7 respondents held other license types, or did not hold a license as follows:</p> <ul style="list-style-type: none"> <li>• Retail Dealer - Food (1 respondent)</li> <li>• Caterer (1 respondent)</li> <li>• Unknown license type (3 respondents)</li> <li>• Festival (not a license holder) (2 respondents)</li> </ul> |
|---|-------|--|---|

Each category described in Table 6 was further analysed according to the following "straw service types:"

- **Primarily dine-in.** Customers are most likely to consume drinks with straws on the license holder's premises.
- **Primarily take-out.** Customers are most likely to consume drinks with straws away from the license holder's premises.
- **Mix of dine-in and take-out.** Customers are equally likely to consume drinks with straws on and off the license holder's premises.
- **Unknown.** It is unknown whether customers are most likely to consume drinks with straws on-site, off-site or a mix of both.

Each respondent's straw service type was determined according to the decision tree shown in Table 7.



Table 7 - Decision Tree for Determining Respondent's Straw Service Type

|   |                             |                   |  |                             |                   |   |                   |         |    |  |  |
|---|-----------------------------|-------------------|--|-----------------------------|-------------------|---|-------------------|---------|----|--|--|
| 1) Engagement Question: What percentage of customers that use a straw stay on-site? |                             |                   |  |                             |                   |   |                   |         |    |  |  |
| 0-25%   | 50%                         | 75-100%           | No response  |                             |                   |   |                   |         |    |  |  |
| ↓   | ↓                           | ↓                 | 2) Engagement Question: What percentage of customers stay on-site overall? |                             |                   |   |                   |         |    |  |  |
|   |                             |                   | 0-20%  | 50-60%                      | 80-100%           | No response   |                   |         |    |  |  |
|   |                             |                   | ↓  | ↓                           | ↓                 | 3) Is the consultant familiar enough with the business to reasonably assume their straw service type? |                   |         |    |  |  |
|   |                             |                   |  |                             |                   | Yes   |                   |         | No |  |  |
|   |                             |                   |  |                             |                   | 4) Are they primarily dine-in or take-out?  |                   |         |    |  |  |
| Take-out  | Dine-in                     |                   |  |                             |                   |   |                   |         |    |  |  |
| ↓   | ↓                           |                   |  |                             |                   |   |                   |         |    |  |  |
| Primarily Take-out  | Mix of dine-in and take-out | Primarily Dine-in | Primarily Take-out   | Mix of dine-in and take-out | Primarily Dine-in | Primarily Take-Out  | Primarily Dine-in | Unknown |    |  |  |

## 6.2.2 CURRENT USE

The businesses interviewed described serving a wide variety of drinks, including pop, juices, cocktails, milkshakes, lassis, smoothies, slushed ice drinks and others. Overall, 22 businesses give out plastic straws, 16 distribute compostable plastic straws and 9 use paper straws.<sup>13</sup> Note that not all respondents who answered questions about straws described the type(s) of straws they currently use.

### *Straw service: dine-in vs. take-out*

Table 8 and Figure 7 provide the breakdown of respondents by category and straw service type.

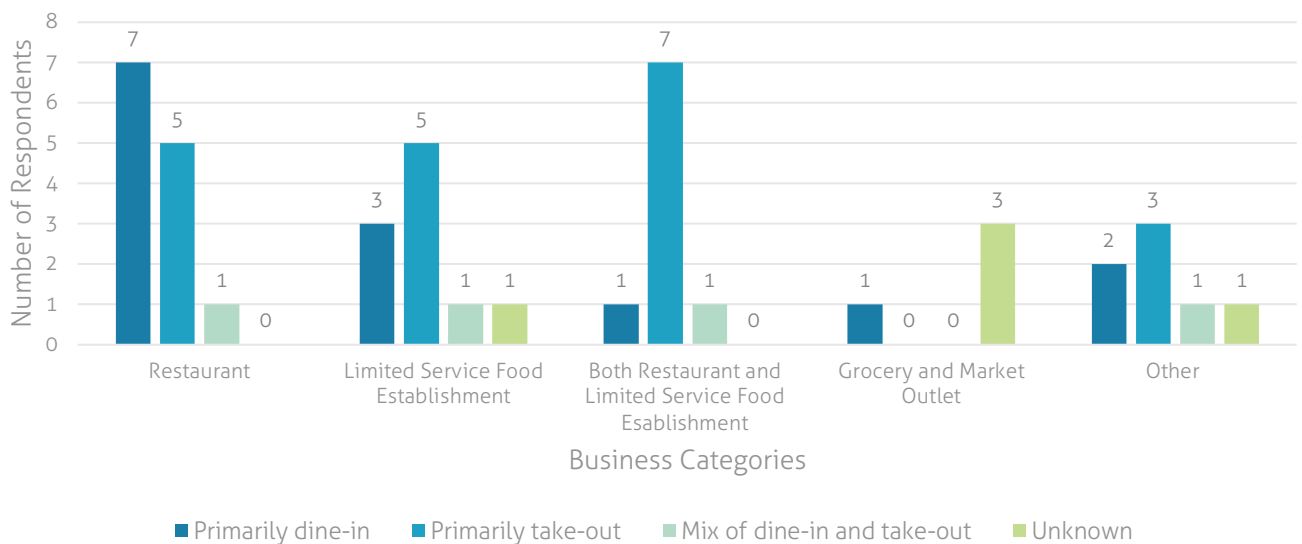
License type is not strongly correlated with straw service type. There were respondents with primarily dine-in straw service and primarily take-out straw service across all categories. Restaurant license holders and Limited Service Food Establishment license holders were only slightly more likely to have primarily dine-in and primarily take-out straw service, respectively, however; respondents that held both a Restaurant license and Limited Service Food Establishment license were much more likely to have primarily take-out straw service.

*Table 8 - Summary of Straw Service Type for Each Category*

|   | Category   | Total Respondents re: Straw Questions | Straw Service Type |                    |                             |          |
|---|--|---------------------------------------|--------------------|--------------------|-----------------------------|----------|
|   |  |                                       | Primarily dine-in  | Primarily take-out | Mix of dine-in and take-out | Unknown  |
| 1 | Restaurant   | 13                                    | 7                  | 5                  | 1                           |          |
| 2 | Limited Service Food Establishment                     | 10                                    | 3                  | 5                  | 1                           | 1        |
| 3 | Both Restaurant and Limited Service Food Establishment | 9                                     | 1                  | 7                  | 1                           |          |
| 4 | Grocery and Market Outlet                              | 4                                     | 1                  |                    |                             | 3        |
| 5 | Other  | 7                                     | 2                  | 3                  | 1                           | 1        |
|   | <b>SUM:</b>  | <b>43</b>                             | <b>14</b>          | <b>20</b>          | <b>4</b>                    | <b>5</b> |

<sup>13</sup> Respondents could choose multiple types of straws they use.

Figure 7 – Summary of Straw Service Types by Business Category



### 6.2.3 LEVEL OF DEPENDENCE

Respondents rated their dependence on plastic and compostable plastic straws across the spectrum from "not dependent" to "entirely dependent."

Respondents who described being mostly or entirely dependent explained that:

- They use plastic and compostable plastic straws for thicker drinks like milkshakes and lassis
- They use plastic and compostable plastic straws for to-go drinks
- Some customers believe plastic and compostable plastic straws are needed for hygiene

Respondents who described being only slightly dependent or not dependent on plastic and compostable plastic straws explained that:

- They already don't serve drinks with a straw
- Their primary business is not selling thicker drinks or to-go drinks.

#### *Restaurant License Holders*

Seven out of 13 restaurant license holders described their dependence on plastic and/or compostable plastic straws as a 4, or "mostly dependent," with respondents representing both straw service types. See Table 9.

Table 9- Restaurant License Holders - Dependence on Plastic and/or Compostable Plastic Straws

| Straw Service Type          | 1 - Not Dependent | 2 - Slightly Dependent | 3 - Somewhat Dependent | 4 - Mostly Dependent | 5 - Entirely Dependent | Did Not Respond |
|-----------------------------|-------------------|------------------------|------------------------|----------------------|------------------------|-----------------|
| Primarily Dine-in           |                   | X                      | X                      | X X X                |                        | X X             |
| Primarily Take-out          |                   | X                      |                        | X X X X              |                        |                 |
| Mix of Dine-in and Take-out |                   | X                      |                        |                      |                        |                 |
| <b>SUM</b>                  |                   | <b>3</b>               | <b>1</b>               | <b>7</b>             |                        | <b>2</b>        |

#### Limited Service Food Establishment License Holders

Six out of 10 Limited Service Food Establishment license holders described their dependence on plastic and/or compostable plastic straws as a 4, "mostly dependent" or 5, "entirely dependent" with respondents representing both straw service types. See Table 10.

Table 10- Limited Service Food Establishment License Holders - Dependence on Plastic and/or Compostable Plastic Straws

| Straw Service Type          | 1 - Not Dependent | 2 - Slightly Dependent | 3 - Somewhat Dependent | 4 - Mostly Dependent | 5 - Entirely Dependent | Did Not Respond |
|-----------------------------|-------------------|------------------------|------------------------|----------------------|------------------------|-----------------|
| Primarily Dine-in           | X                 |                        |                        | X                    | X                      |                 |
| Primarily Take-out          |                   |                        |                        | X X                  | X                      | X X             |
| Mix of Dine-in and Take-out |                   |                        |                        |                      | X                      |                 |
| Unknown                     |                   |                        |                        |                      |                        | X               |
| <b>SUM</b>                  | <b>1</b>          |                        |                        | <b>3</b>             | <b>3</b>               | <b>3</b>        |

**Mixed License Types: Restaurant and Limited Service Food Establishment**

Respondents in this category expressed a range of dependence on plastic and/or compostable plastic straws from 1, "not dependent" to 5, "entirely dependent." In contrast to the previous categories, respondents with primarily take-out straw service tended to describe being not dependent or only slightly dependent on plastic and/or compostable plastic straws, with the exception of one respondent with primarily take-out straw service who stated they were entirely dependent on plastic and/or compostable plastic straws. See Table 11.

*Table 11- Both Restaurant and Limited Service Food Establishment License Holders - Dependence on Plastic and/or Compostable Plastic Straws*

| Straw Service Type          | 1 - Not Dependent | 2 - Slightly Dependent | 3 - Somewhat Dependent | 4 - Mostly Dependent | 5 - Entirely Dependent | Did Not Respond |
|-----------------------------|-------------------|------------------------|------------------------|----------------------|------------------------|-----------------|
| Primarily Dine-in           |                   |                        | X                      |                      |                        |                 |
| Primarily Take-out          | X X               | X X                    |                        |                      | X                      | X X             |
| Mix of Dine-in and Take-out |                   |                        |                        | X                    |                        |                 |
| <b>SUM</b>                  | <b>2</b>          | <b>2</b>               | <b>1</b>               | <b>1</b>             | <b>1</b>               | <b>2</b>        |

**Grocery and Market Outlet License Holders**

Only one grocery/market outlet license holder answered the question about their dependence on plastic straws and stated that they were only slightly dependent. See Table 12.

*Table 12- Grocery and Market Outlet License Holders - Dependence on Plastic and/or Compostable Plastic Straws*

| Straw Service Type | 1 - Not Dependent | 2 - Slightly Dependent | 3 - Somewhat Dependent | 4 - Mostly Dependent | 5 - Entirely Dependent | Did Not Respond |
|--------------------|-------------------|------------------------|------------------------|----------------------|------------------------|-----------------|
| Primarily Dine-in  |                   |                        |                        |                      |                        | X               |
| Unknown            |                   | X                      |                        |                      |                        | X X             |
| <b>SUM</b>         |                   | <b>1</b>               |                        |                      |                        | <b>3</b>        |

**Other License Holders**

Respondents in this category with primarily dine-in and mixed straw service indicated that they were not dependent on plastic and/or compostable plastic straws. One of these respondents held a Caterer license and the other two respondents' license types were unknown.

The respondent with primarily take-out straw service was somewhat dependent on straws and represents a festival. See Table 13.

*Table 13- Other License Holders - Dependence on Plastic and/or Compostable Plastic Straws*

| <b>Straw Service Type</b>   | <b>1 - Not Dependent</b> | <b>2 - Slightly Dependent</b> | <b>3 - Somewhat Dependent</b> | <b>4 - Mostly Dependent</b> | <b>5 - Entirely Dependent</b> | <b>Did Not Respond</b> |
|-----------------------------|--------------------------|-------------------------------|-------------------------------|-----------------------------|-------------------------------|------------------------|
| Primarily Dine-in           | X X                      |                               |                               |                             |                               |                        |
| Primarily Take-out          |                          |                               | X                             |                             |                               | X X                    |
| Mix of Dine-in and Take-out | X                        |                               |                               |                             |                               |                        |
| Unknown                     |                          |                               |                               |                             |                               | X                      |
| <b>SUM</b>                  | <b>3</b>                 |                               | <b>1</b>                      |                             |                               | <b>3</b>               |

## 6.2.4 CONSIDERATIONS FOR THE BY-LAW

### *Use of Compostable Plastic Straws*

Many businesses are currently using or would like to use compostable plastic straws as an alternative to plastic straws. Businesses, and their suppliers, perceive compostable plastic straws to be an environmentally friendly substitute to disposable plastic straws without significant disruptions to their current operations, supply chains and customer experience.

As such, businesses expressed frustration that compostable plastic straws are not allowed in the proposed by-law and expressed a desire for different composting facilities that are able to process compostable plastic straws. These participants expressed the belief that municipalities should invest in these compost facilities.

### *Customer experience with current alternatives*

Across all business and ownership types, there was a perceived decrease in customer experience with current alternatives to plastic and compostable plastic straws. The most common alternative available on the market is paper. According to the businesses, paper straws become soggy, especially for thicker drinks like smoothies and milkshakes, and at times will dissolve into drinks. Businesses who have transitioned to paper straws often hear customer complaints about the sogginess and poorer experience with the paper straw.

Sippy lids are another common alternative currently available. While this option works for many watery, non-chunky drinks, participants indicated that thicker drinks that may contain solid chunks are challenging to drink with sippy lids. Businesses also expressed concern that sippy lids may result in poorer customer experience, e.g. lipstick.

Re-usable straws made of metal and glass are also available. However, businesses expressed concern with health and safety liabilities and were uncertain if metal and glass would alter the feeling and taste of their product negatively.

### *Cost of alternatives*

In addition to the concerns with customer experience regarding plastic and compostable plastic straw alternatives, businesses were concerned that alternative straws would be more expensive and hurt their profit margins.

### *Phasing by license type*

The draft by-law for plastic straws proposes to phase in the start dates by license type. Participants were consulted on the prospect of those holding a Restaurant license complying first, and then all other license types will follow suit 3 years later. Consultation results indicate several challenges with the proposed phasing, as follows:

- *Restaurant license holders' readiness to comply does not align with the proposed start date phasing.* The proposed by-law phasing hypothesized that Restaurant license holders would be more likely to have dine-in straw service and that license holders with primarily dine-in straw service would be able to comply with the proposed by-law requirements sooner. However, this consultation found that whether a business has primarily dine-in or primarily take-out straw service is not strongly aligned with whether they hold a Restaurant license or other license type. Both Restaurant and Limited Service Food Establishment license holders reported a range of straw service types: primarily dine-in, primarily take-out, or an approximately equal mix of both. Accordingly, Restaurant license holders were not significantly more likely to be ready to comply with the proposed by-law requirements sooner than other license types. Restaurant license holders reported their readiness to comply across a range of dates from June 1, 2019 to 3 years (see Section 6.2.8).
- *Respondents' readiness to comply does not align with license type.* Every category of respondents reported a range of dates by which they would be ready to comply with the proposed by-law requirements (see Section 6.2.8). Respondents that reported being ready to comply by June 1, 2019 or in 1 year held the following license types: Restaurant, Limited Service Food Establishment, Caterer, Liquor Establishment, Street Vendor, Retail Dealer - Grocery, Retail Dealer - Food, Venue, and Wholesale Dealer. Respondents that reported being ready to comply in 2-3 years or longer held the following license types: Restaurant, Limited Service Food Establishment, Retail Dealer - Food, Retail Dealer - Market Outlet, Theatre, and Venue. Ultimately, a respondents' readiness to comply is determined more by the types of drinks they serve, whether those drinks customarily depend on a plastic straw to be consumed, and the portion of sales made up of plastic straw-dependent drinks versus other food and beverage.
- *Businesses may have different license types for different locations.* This is primarily an issue for national/international chains where different locations may be of different sizes and may thus fall under different license types in Vancouver. During the transition phase, affected companies would have to have separate supply chains and ordering procedures, which may increase risk of incorrect orders and delayed supply shipments, and have different customer experience in these locations. Further investigation and consultation is recommended to understand the extent of this challenge.
- *Businesses may hold different license types for the same location.* For example, one cultural centre offers in-house catering services in their 2 banquet halls but also operates one restaurant, one restaurant/bar, and serves food in their sport courts, museum, library, Montessori school and language school all on the same site. This respondent holds the following license types: Restaurant Class 1 – With Liquor Service, Liquor Establishment, and Club. Phasing by different license types would mean the by-law would apply to some services at that location but not the other, potentially creating confusion for patrons and staff.



## 6.2.5 STRAWS FOR ACCESSIBILITY

This consultation found that single-use plastic straws are needed by many persons with disabilities to be able to consume beverages and liquefied foods. For example, some individuals have limited to no use of their hands and limbs and/or have poor muscle control of their face, neck and jaw muscles. Drinking or eating independently would not be possible without a plastic straw. It is also understood that individuals may also rely on single-use plastic straws to drink and eat due to their age (both young and old) or a temporary healthcare need, such as oral surgery.

Prior to June 2018, when Vancouver City Council approved a plastic straw ban by-law in principle, single-use plastic straws, both straight and bendable, were easy to obtain at drink-serving businesses for those interviewed as part of this phase of consultation. From their experience, straws were available at self-serve stations or would be provided when requested without questions asked. After June 2018, some participants have experienced more difficulties obtaining plastic straws in businesses. Difficulties include finding that businesses no longer have straws readily available. Other difficulties include receiving more resistance from staff to providing a straw. Participants shared stories of having restaurant staff pass judgement on them and question their disability and need for a straw and were made to explain their medical condition before they were able to receive a straw. Further, most participants have noticed that straws are increasingly challenging to find in retailers that sell straws for personal use.

### 6.2.5.1 Reasons for single-use bendable plastic straws

Single-use bendable plastic straws have been determined through consultation with persons with disabilities to meet the widest range of accessibility needs. As described in Figure 8, single-use bendable plastic straws meet all the accessibility criteria that allow persons who need straws to be able to safely drink and eat.

Figure 8 – Plastic Straw Alternatives Compared to Accessibility Criteria

SINGLE-USE ITEM REDUCTION STRATEGY  
April 2019

PLASTIC STRAW ALTERNATIVES COMPARED TO ACCESSIBILITY CRITERIA

|                          | Accessibility Criteria |                |                 |              |                          |                      |                           | Meets All Criteria |
|--------------------------|------------------------|----------------|-----------------|--------------|--------------------------|----------------------|---------------------------|--------------------|
|                          | No Choking Hazard      | No Injury Risk | No Allergy Risk | Positionable | Doesn't Require Cleaning | Low Cost to Customer | Safe At High Temperatures |                    |
| Bendy Disposable Plastic | ✓                      | ✓              | ✓               | ✓            | ✓                        | ✓                    | ✓                         | ✓                  |
| Disposable Plastic       | ✓                      | ✓              | ✓               | ✗            | ✓                        | ✓                    | ✓                         | ✗                  |
| Compostable Plastic      | ✓                      | ✓              | ✗               | ✗            | ✓                        | ✓                    | ✗                         | ✗                  |
| Metal                    | ✓                      | ✗              | ✓               | ✗            | ✗                        | ✗                    | ✗                         | ✗                  |
| Bamboo                   | ✓                      | ✗              | ✗               | ✗            | ✗                        | ✗                    | ✓                         | ✗                  |
| Glass                    | ✓                      | ✗              | ✓               | ✗            | ✗                        | ✗                    | ✗                         | ✗                  |
| Silicone                 | ✓                      | ✓              | ✗               | ✗            | ✗                        | ✗                    | ✓                         | ✗                  |
| Acrylic                  | ✓                      | ✗              | ✓               | ✗            | ✗                        | ✗                    | ✗                         | ✗                  |
| Paper                    | ✗                      | ✓              | ✓               | ✗            | ✓                        | ✓                    | ✗                         | ✗                  |
| Pasta                    | ✗                      | ✗              | ✗               | ✗            | ✓                        | ✓                    | ✗                         | ✗                  |

Chart adapted by City of Vancouver based on original by Sarah Packwood: [https://twitter.com/\\_sbsmith/status/998632056241307649](https://twitter.com/_sbsmith/status/998632056241307649), Accessed January/2019



From the interviews and workshop conducted with persons with disabilities, 2 characteristics of single-use bendable plastic straws were commonly identified by stakeholders as critical to a straw’s functionality:

*Positionable:* A straw needs to be able to be positioned in any which way an individual needs in order for a straw to accommodate all body types and physical limitations. For example, a positionable straw would allow an individual who may be unable to sit up straight, whose head is oriented at non-vertical angles, who has limited movement of their hands or a combination of these limitations among others to position their straw to not only reach their mouth, but to also allow the intake of liquid at an appropriate rate of flow. No other straw alternatives available on the market are able to be freely positioned as well as a bendable plastic straw.

*Pliable:* A straw also needs to be sufficiently pliable enough to allow individuals to bite down on the straw without injury. Individuals may need to bite on straw to hold its position and to create suction (for people with weak facial muscles).

Accessibility stakeholders often described trying paper and metal straws as alternatives to plastic. From their experiences, participants were not able to use paper straws without the straw dissolving. As participants typically have straws in their liquid for extended period of time, the paper straw disintegrates and pieces of paper float in the liquid, at risk of being swallowed and creating a choking hazard. Metal straws work for some of the individuals who participated in this process. However, these individuals had no need of biting down on the straw, which can be painful and create an injury risk is using a metal straw. Metal straws can also be dangerous with hot liquids.

#### 6.2.5.2 Considerations for plastic straws for accessibility

##### *Individually wrapped*

Many accessibility stakeholders expressed a desire for bendable plastic straws to be wrapped individually. This consultation found that individuals who rely on plastic straws for accessibility may be more likely to experience a compromised immune system. For those with immune deficiency health issues, cleanliness and hygiene is of utmost importance. Individually wrapped straws would ensure that straws are kept clean prior to serving. This is especially important since businesses would be giving out many times fewer plastic straws overall under the proposed by-law requirements, so a business' stock of plastic straws would last longer and may be more likely to get dusty before being given out.

##### *Demonstrating availability*

For accessibility stakeholders, not knowing the accessibility features in a business is a barrier to visiting the business. For example, a person that needs grab bars to use the bathroom wants to know if a restaurant has an accessible bathroom with grab bars before deciding whether to go to that restaurant. Without grab bars, this person would not be able to use the bathroom for the duration of their stay. Similarly, knowing whether a business carries bendable plastic straws may be a deciding factor in an individual's decision to go to a business as it would determine their ability to consume a beverage at this business.

Participants suggested several ways businesses can demonstrate bendable plastic straws are available for accessibility needs:

- describe availability on the business' website
- place signage at the door in front of the business and waiting area
- put an icon on the menu that individuals can point to when giving their order. This is important for individuals who may not be able to speak or have English language capacity.

By demonstrating availability of bendable plastic straws, a business can provide sufficient information for an individual to assess whether a business is accessible for them.

### ***Straw length***

Participants at the accessibility stakeholder workshop discussed the need for straw length to be considered in relation to a glass or cup's height. Straws that are too long compared to the height of the glass are at risk of falling over or tipping the glass when an individual tries to maneuver the straw with their mouth. Straws that are too short may be difficult to reach and cannot be positioned appropriately. Making different lengths of plastic straws available can help to increase inclusion as well as accessibility.

#### **6.2.5.3 Effectiveness of proposed by-law for ensuring accessibility**

##### ***Required stock of bendable plastic straws***

As discussed in the previous sections, accessibility stakeholders agreed that single-use bendable plastic straws were the best option to meet the most accessibility needs.

##### ***By-request***

Accessibility stakeholders generally agreed that a by-request approach was appropriate for making bendable plastic straws available, but there were mixed perspectives on how offering and receiving a bendable plastic straw should be undertaken in practice.

Many accessibility stakeholders assumed that the individual needing a bendable plastic straw would initiate the request for a bendable plastic straw and be provided one with no questions asked. These respondents felt that this approach would mitigate the need for servers/cashiers to make any assumptions about who needs a bendable plastic straw.

However, other accessibility stakeholders preferred for servers/cashiers to ask all patrons if they need a bendable plastic straw for accessibility reasons, assuming that staff are trained to prompt in an appropriate way. These respondents were concerned that the first approach, where an individual initiates the request for a bendable plastic straw may result in staff questioning whether they really need it. If questioned in this way, the individual would end up having to explain their disability to staff and may feel judged in the process. Respondents that shared this concern described having had negative experiences with service staff when requesting a plastic straw. Some of these respondents would prefer to be automatically offered bendable plastic straw when the need is obvious; however, this approach would not work for individuals whose disability it not visibly obvious.

Finally, one accessibility stakeholder suggested that servers could simply advise customers that bendable plastic straws are available for accessibility if needed as part of a standard script when taking drink orders, but some accessibility stakeholders were concerned that this approach could lead to every customer requesting a bendable plastic straw, even if they don't really need one.

#### 6.2.5.4 Feedback from food vendors

##### *Readiness to provide bendable plastic straws*

Businesses were asked how long they would need to be ready to provide bendable plastic straws by request. Of the 22 businesses that answered this question, 13 responded that they would be able to provide bendable plastic straws and train staff within 6 months. These businesses felt they would be able to source and introduce bendable plastic to distribution systems and operations, and train staff within this time frame. These businesses held the following license types:

- Restaurant Class 1 – With and without liquor service,
- Restaurant Class 2 – with and without liquor service,
- Limited Service Food Establishment,
- Retail Dealer – Food, Venue (Theatre, Other),
- Theatre (Neighbourhood),
- Liquor Establishment Standard (Class 1, Class 2, Class 7),
- Retail Dealer – Grocery,
- Retail Dealer – Food (Small Pharmacy), and
- Caterer.

The other 9 needed 12 months or longer due to uncertainty of their suppliers having stock of bendable plastic straws, and time needed to train staff. These businesses typically had multiple locations across different jurisdictions with complex supply chains. These businesses held the following license types:

- Restaurant Class 1 – with and without liquor service,
- Limited Food Establishment,
- Retail Dealer – Food (Convenience Store),
- Retail Dealer – Grocery, and
- Retail Dealer – Food (Small Pharmacy).

##### *Concerns with providing straws for accessibility reasons by-request*

Three key concerns were raised by businesses in providing bendable plastic straws by-request:

- *Confusing communication to consumers:* Some businesses have already stopped stocking plastic straws and are now seen as re-introducing plastic straws. Others expressed the challenge of justifying to customers that plastic straws are being banned to achieve waste reduction goals while bendable plastic straws are still available by-request. Making bendable plastic straws available by-request for accessibility is a challenging consumer education piece that will require significant staff training and City-led public education.
- *Concerns with all patrons requesting straws:* Businesses expressed concern that all patrons will request a bendable plastic straw, even if they don't need one. While many understand the desire for not questioning an individual requesting a bendable plastic

straw, many are concerned that the proposed by-request approach would counteract the by-law's goal to reduce waste from plastic straws.

- *Contradictions with brand image:* Some businesses have a strong brand image of being environmentally-friendly and taking strong initiative in being zero-waste. Their clientele is typically environmentally conscious and as such, these businesses expressed concern that providing bendable plastic straws by-request would contradict their brand image and that they may receive customer backlash.

#### 6.2.5.5 Supports needed

##### *Staff training and public education*

All respondents agreed there is a need for businesses, their staff and the general public to have greater understanding of the needs of persons with disabilities in public settings. Training and education materials on the reasons why individuals may need a bendable plastic straw, and best practices for offering bendable plastic straws without assumptions or judgement is needed.

## 6.2.6 PREFERRED STRATEGIES FOR COMPLIANCE

Of the 43 businesses interviewed who answered the questions about plastic straws, ten would comply with the ban on plastic straws (other than requirements for bendable plastic straws) by not giving out straws, 15 would prefer to replace plastic straws with a substitute and 17 would do a combination of not giving out straws and replacing (e.g. by not giving out straws for the majority of drinks, but giving out paper straws for certain types of drinks that customarily depend on a straw to be consumed, such as milkshakes).

Those who preferred to not give out straws were most likely to be sit-down restaurants and other types of businesses that do not serve to-go drinks as a main aspect of their business model. These businesses suggested the following strategies to do this:

- Not give out any straws
- Provide an acceptable substitute to plastic straws (such as paper straws) by-request only
- Use sippy lids
- Encourage patrons to bring their own reusable straws

Those preferring to replace with a substitute were more likely to be quick service restaurants and beverage establishments with significant sales from take-away drinks. Other business types preferring to replace with a substitute include movie theatres, and festivals. Paper straws were the most commonly suggested alternative, though most respondents would prefer another alternative citing issues with sogginess. Many would prefer to use compostable plastic straws if allowed under the proposed by-law.

One business noted that they were testing paper straws that were quadruple-layered paper straws to prevent sogginess from occurring with their product.

Businesses that preferred to not give out straws included the following license types:

- Restaurant Class 1 – With and without liquor service
- Limited Food Service Establishment
- Retail Dealer – Food
- Retail Dealer - Grocery
- Wholesale Dealer – Food
- Caterer
- Liquor Establishment

Businesses that preferred to replace with a substitute included the following license types:

- Limited Service Food Establishment
- Retail Dealer – Food (Convenience Store)
- Venue (Theatre, Other)
- Restaurant Class 1 – With and without liquor service
- Wholesale Dealer
- Festival (*not a license type*)

Businesses that preferred to do a combination of not giving out and replacing with a substitute included the following license types:

- Restaurant Class 1 – No liquor service
- Limited Service Food Establishment
- Retail Dealer – Market Outlet
- Retail Dealer – Food
- Does not have a City of Vancouver business license

### ***Operational changes***

The most common operational changes that businesses stated that they need to make in order to comply with the proposed by-law are:

- Source plastic straw alternatives that are product-appropriate (either from same supplier or different supplier) and develop new distribution systems to store locations
- Change drink preparatory procedures for those no longer giving out straws and train staff with these new procedures
- Train staff for providing bendable plastic straws by request for accessibility

## 6.2.7 ACCEPTABILITY OF THE PROPOSED BY-LAW

Respondents rated the proposed by-law requirements across the spectrum from unacceptable to acceptable.

Respondents who found the proposed by-law requirements to be acceptable or somewhat acceptable or explained that:

- They already planned to phase out the use of plastic straws (either by not giving them out, or replacing with an acceptable substitute)
- Their business does not heavily rely on
- The ban on plastic straws aligns with their eco-friendly policies
- Their customers already refuse straws

Businesses who were neutral (rating of 3.0) to the proposed by-law were all independent, sit-down restaurants. These businesses agreed with the general intent of reducing waste from straws but were concerned that June 1, 2019 was too soon to be able educate consumers of the by-law and change consumer expectations to automatically receive a plastic straw with their drink.

Respondents who found the proposed by-law requirements to be unacceptable or unacceptable gave the following reasons:

- They feel that there are no viable alternatives to plastic straws available on the market
- Alternatives to plastic straws cost more
- June 1, 2019 is too soon to change supply chains and change consumer expectations



**Restaurant License Holders**

Restaurant license holders rated the acceptability of the proposed by-law from "unacceptable" (1) to "slightly acceptable" (4). See Table 14. Respondents with primarily dine-in straw service were more likely to rate the acceptability of the proposed by-law requirements for plastic straws higher than those with primarily take-out straw service.

*Table 14- Restaurant License Holders - Acceptability of Proposed By-law Requirements for Plastic Straws*

| <b>Straw Service Type</b>   | <b>1 - Unacceptable</b> | <b>2 - Somewhat unacceptable</b> | <b>3 - Neutral</b> | <b>4 - Somewhat acceptable</b> | <b>5 - Acceptable</b> | <b>Did not respond</b> |
|-----------------------------|-------------------------|----------------------------------|--------------------|--------------------------------|-----------------------|------------------------|
| Primarily Dine-in           |                         | X X                              | X                  | X X                            |                       | X X                    |
| Primarily Take-out          | X                       | X                                | X X                |                                |                       | X                      |
| Mix of Dine-in and Take-out |                         |                                  |                    |                                |                       | X                      |
| <b>SUM</b>                  | <b>1</b>                | <b>3</b>                         | <b>3</b>           | <b>2</b>                       |                       | <b>4</b>               |

### ***Limited Service Food Establishment License Holders***

Limited Service Food Establishment license holders rated the acceptability of the proposed by-law from "unacceptable" (1) to "acceptable" (5). See Table 15. Similar to Restaurant license holders, respondents with primarily dine-in straw service tended to rate the acceptability of the proposed by-law requirements for plastic straws higher than those with primarily take-out straw service, with the exception of one respondent with primarily dine-in straw service. This respondent held Venue and Theatre licenses in addition to a Limited Service Food Establishment license.

*Table 15- Limited Service Food Establishment License Holders - Acceptability of Proposed By-law Requirements for Plastic Straws*

| <b>Straw Service Type</b>   | <b>1 - Unacceptable</b> | <b>2 - Somewhat unacceptable</b> | <b>3 - Neutral</b> | <b>4 - Somewhat acceptable</b> | <b>5 - Acceptable</b> | <b>Did not respond</b> |
|-----------------------------|-------------------------|----------------------------------|--------------------|--------------------------------|-----------------------|------------------------|
| Primarily Dine-in           | X                       |                                  |                    | X                              | X                     |                        |
| Primarily Take-out          | X X                     | X                                |                    |                                |                       | X X                    |
| Mix of Dine-in and Take-out |                         |                                  |                    |                                |                       | X                      |
| Unknown                     |                         |                                  |                    |                                | X                     |                        |
| <b>SUM</b>                  | <b>3</b>                | <b>1</b>                         |                    | <b>1</b>                       | <b>2</b>              | <b>3</b>               |

**Mixed License Types: Restaurant and Limited Service Food Establishment**

Five out of 9 respondents in this category did not answer the question about acceptability of the proposed by-law requirements for plastic straws. Three respondents in this category with primarily take-out straw service rated the proposed by-law requirements as 5, "acceptable." See Table 16.

*Table 16- Both Restaurant and Limited Service Food Establishment License Holders - Acceptability of Proposed By-law Requirements for Plastic Straws*

| <b>Straw Service Type</b>   | <b>1 - Unacceptable</b> | <b>2 - Somewhat unacceptable</b> | <b>3 - Neutral</b> | <b>4 - Somewhat acceptable</b> | <b>5 - Acceptable</b> | <b>Did not respond</b> |
|-----------------------------|-------------------------|----------------------------------|--------------------|--------------------------------|-----------------------|------------------------|
| Primarily Dine-in           |                         |                                  |                    |                                |                       | X                      |
| Primarily Take-out          |                         | X                                |                    |                                | X X X                 | X X X                  |
| Mix of Dine-in and Take-out |                         |                                  |                    |                                |                       | X                      |
| <b>SUM</b>                  |                         | <b>1</b>                         |                    |                                | <b>3</b>              | <b>5</b>               |

**Grocery and Market Outlet License Holders**

Three out of 4 grocery and market outlet license holders rated the acceptability of the proposed by-law as neutral or acceptable. One respondent rated the proposed by-law as unacceptable. See Table 17.

*Table 17- Grocery and Market Outlet License Holders - Acceptability of Proposed By-law Requirements for Plastic Straws -*

| <b>Straw Service Type</b> | <b>1 - Unacceptable</b> | <b>2 - Somewhat unacceptable</b> | <b>3 - Neutral</b> | <b>4 - Somewhat acceptable</b> | <b>5 - Acceptable</b> | <b>Did not respond</b> |
|---------------------------|-------------------------|----------------------------------|--------------------|--------------------------------|-----------------------|------------------------|
| Primarily Dine-in         | X                       |                                  |                    |                                |                       |                        |
| Unknown                   |                         |                                  | X                  |                                | X X                   |                        |
| <b>SUM</b>                | <b>1</b>                |                                  | <b>1</b>           |                                | <b>2</b>              |                        |

### ***Other License Holders***

One respondent with primarily dine-in straw service (and an unknown license type) rated the proposed by-law requirements for plastic straws as acceptable.

The respondents with primarily take-out straw service rated the proposed by-law requirements as somewhat unacceptable (Festival), neutral (unknown license type), and acceptable (Retail Dealer - Food). The respondent with an unknown straw service type (Festival) rated the proposed by-law requirements as unacceptable. See Table 18.

*Table 18- Other License Holders - Acceptability of Proposed By-law Requirements for Plastic Straws*

| <b>Straw Service Type</b>   | <b>1 - Unacceptable</b> | <b>2 - Somewhat unacceptable</b> | <b>3 - Neutral</b> | <b>4 - Somewhat acceptable</b> | <b>5 - Acceptable</b> | <b>Did not respond</b> |
|-----------------------------|-------------------------|----------------------------------|--------------------|--------------------------------|-----------------------|------------------------|
| Primarily Dine-in           |                         |                                  |                    |                                | X                     | X                      |
| Primarily Take-out          |                         | X                                | X                  |                                | X                     |                        |
| Mix of Dine-in and Take-out |                         |                                  |                    |                                |                       | X                      |
| Unknown                     | X                       |                                  |                    |                                |                       |                        |
| <b>SUM</b>                  | <b>1</b>                | <b>1</b>                         | <b>1</b>           |                                | <b>2</b>              | <b>2</b>               |

## 6.2.8 TIMING

Seventeen respondents indicated they would be ready to comply with the proposed by-law requirements for plastic straws by June 1, 2019, which included respondents across all categories:

- Restaurant (4 respondents, including 1 Street Vendor license)
- Limited Service Food Establishment (4 respondents, including 1 Caterer license)
- Both Restaurant and Limited Service Food Establishment (4 respondents, including 1 Liquor Establishment license)
- Grocery and Market Outlet (1 respondent, including 1 Retail Dealer - Food license)
- Other (1 Caterer license, 1 festival, 2 unknown license types)

These businesses already have plans to phase out plastic straws either by not giving out straws, using sippy lids, replacing with a substitute or a combination thereof.

Fifteen businesses were not ready for June 1, 2019 but indicated they would be ready within 5 months to 3 years (by 2022). This includes respondents from all categories except Grocery and Market Outlet:

- Restaurant (7 respondents, including 1 Liquor Establishment license and 1 Venue license)
- Limited Service Food Establishment (1 respondent, including 1 Retail Dealer - Food license)
- Both Restaurant and Limited Service Food Establishment (3 respondents, including 2 Retail Dealer - Food licenses, 1 Venue license, 1 Liquor Establishment license, and 1 Wholesale Dealer license)
- Other (1 festival)

These respondents described needed more time to comply with the proposed by-law requirements for plastic straws because:

- Suppliers need time to develop viable alternatives for their product that comply with the City's proposed by-laws,
- Food vendors need time to train staff, especially for providing bendable plastic straws by request for accessibility,
- Food vendors need time to design a new customer experience for drinks that do not rely on straws,
- Food vendors need time to change supply chains, particularly for stores with many locations, and
- Time is needed for consumer education.

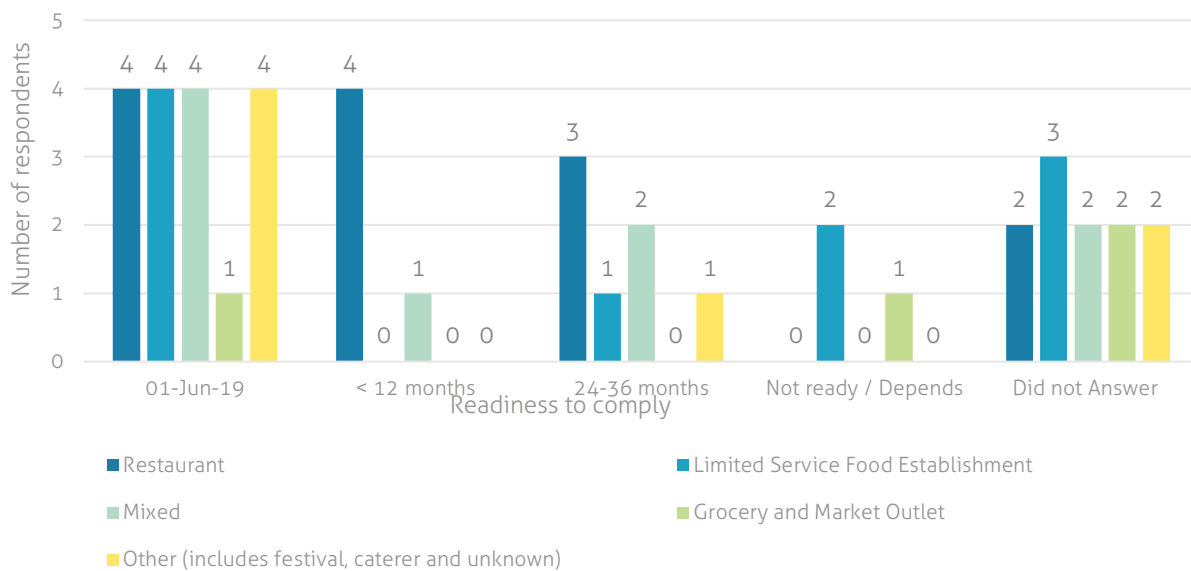
Four respondents stated they would not be ready for 2022, or that they weren't able to give a specific answer about timing. These businesses were hesitant to commit to any timeline without a viable alternative, concerned with the higher cost of alternatives or believed that having different recycling and composting infrastructure that can handle plastic and/or compostable

plastic straws – including collection and processing - was a better strategy to meet the City’s environmental goals.

Eleven respondents did not answer questions about when they could be ready to comply with the proposed by-law requirements for plastic straws.

See Figure 9 for a full summary of business readiness to comply with the straw by-laws.

Figure 9 – Summary of readiness to comply to the straw by-laws by Business Category



**Restaurant License Holders**

The median time identified by restaurant license holders to comply with the proposed by-law requirements for plastic straws was one year. Four out of 10 restaurant license holders indicated that they would be ready to comply with the proposed by-law requirements for plastic straws by June 1, 2019. Six respondents described needing between 1 and 3 years to be ready to comply.

Table 19 shows how respondents' readiness to comply was distributed across straw service types.

Table 19- Restaurant License Holders - Readiness to Comply with Proposed By-law Requirements for Plastic Straws

| Straw Service Type          | June 1, 2019 | 1 year   | 2 years  | 3 years  | Did not respond |
|-----------------------------|--------------|----------|----------|----------|-----------------|
| Primarily Dine-in           | X X          | X X      | X        |          | X X             |
| Primarily Take-out          | X            | X X      | X        | X        |                 |
| Mix of Dine-in and Take-out | X            |          |          |          |                 |
| <b>SUM</b>                  | <b>4</b>     | <b>4</b> | <b>2</b> | <b>1</b> | <b>2</b>        |

### *Limited Service Food Establishment License Holders*

Four out of 10 Limited Service Food Establishment license holders indicated that they would be ready to comply with the proposed by-law requirements for plastic straws by June 1, 2019 (including a holder of a Caterer license). Three respondents did not provide an answer to this question.

One respondent indicated that they require 3 years to be ready (also holds a Retail Dealer - Food license), and 2 respondents explained that they are unable to say how long they need to be ready to comply because it depends on viable alternatives, such as compostable plastic, being available and allowed under the by-law.

Table 20 shows how respondents' readiness to comply was distributed across straw service types. Respondents with a primarily dine-in, mixed or unknown straw service type advised that they are ready to comply with the proposed by-law requirements for plastic straws on June 1, 2019, with the exception of one respondent with primarily dine-in straw service. This respondent held Venue and Theatre licenses in addition to Limited Service Food Establishment licenses.



Table 20- Limited Service Food Establishment License Holders - Readiness to Comply with Proposed By-law Requirements for Plastic Straws

| Straw Service Type          | June 1, 2019 | 3 years  | Depends on viable alternative being available | Did not respond |
|-----------------------------|--------------|----------|---|-----------------|
| Primarily Dine-in           | X X          |          | X   |                 |
| Primarily Take-out          |              | X        | X   | X X X           |
| Mix of Dine-in and Take-out | X            |          |   |                 |
| Unknown                     | X            |          |   |                 |
| <b>SUM</b>                  | <b>4</b>     | <b>1</b> | <b>2</b>                                      | <b>3</b>        |

#### ***Mixed License Types: Restaurant and Limited Service Food Establishment***

Four out of 11 respondents with both a Restaurant license and a Limited Service Food Establishment license indicated that they would be ready to comply with the proposed by-law requirements for plastic straws by June 1, 2019. Two respondents did not provide an answer to this question. Other respondents indicated they would need between 5 months and 3 years to comply.

Table 21 shows how respondents' readiness to comply was distributed across straw service types. In contrast to the previous categories, 4 out of 7 respondents with primarily take-out straw service (including one respondent with a Liquor Establishment license) described being ready to comply by June 1, 2019, whereas the respondent with primarily dine-in straw service described needing 2 years to comply. This respondent's business type is a mall, which includes businesses with Retail Dealer - Food licenses and food court-style vendors (usually Limited Service Food Establishment licenses).

Table 21- Both Restaurant and Limited Service Food Establishment License Holders - Readiness to Comply with Proposed By-law Requirements for Plastic Straws

| Straw Service Type          | June 1, 2019 | 5 months | 2 years  | 3 years  | Did not respond |
|-----------------------------|--------------|----------|----------|----------|-----------------|
| Primarily Dine-in           |              |          | X        |          |                 |
| Primarily Take-out          | X X X X      | X        |          | X        | X               |
| Mix of Dine-in and Take-out |              |          |          |          | X               |
| <b>SUM</b>                  | <b>4</b>     | <b>1</b> | <b>1</b> | <b>1</b> | <b>2</b>        |

**Grocery and Market Outlet License Holders**

Two grocery and market outlet license holders did not answer the question about readiness to comply with the proposed by-law requirements for plastic straws. One respondent in this category stated they could be ready by June 1, 2019 and one respondent advised that they couldn't give an answer about timing because it would depend on viable alternatives being available. See Table 22.

Table 22- Grocery and Market Outlet License Holders - Readiness to Comply with Proposed By-law Requirements for Plastic Straws

| Straw Service Type | June 1, 2019 | Depends on viable alternative being available | Did not respond |
|--------------------|--------------|---|-----------------|
| Primarily Dine-in  |              | X   |                 |
| Unknown            | X            |   | X X             |
| <b>SUM</b>         | <b>1</b>     | <b>1</b>                                      | <b>2</b>        |

**Other License Holders**

Four respondents with primarily dine-in or mixed straw service indicated they would be ready to comply by June 1, 2019 (includes a festival, 2 unknown license types and a holder of a Caterer

license). One respondent with primarily take-out straw service described needed 3 years to comply (a festival).

Table 23 shows how respondents' readiness to comply was distributed across straw service types.

Table 23- Other License Holders - Readiness to Comply with Proposed By-law Requirements for Plastic Straws

| Straw Service Type          | June 1, 2019 | 3 years  | Did not respond |
|-----------------------------|--------------|----------|-----------------|
| Primarily Dine-in           | X X          |          |                 |
| Primarily Take-out          |              | X        | X X             |
| Mix of Dine-in and Take-out | X            |          |                 |
| Unknown                     | X            |          |                 |
| <b>SUM</b>                  | <b>4</b>     | <b>1</b> | <b>2</b>        |

### 6.2.9 SUPPORTS NEEDED

Stakeholders suggested several types of supports the City can provide to facilitate the transition away from plastic and compostable plastic straws, including:

- *Public education:* Stakeholders indicated the need for consistent message for the by-law, including the rationale for by-request straws for accessibility reasons. This consistent messaging can be through public advertisements, social media campaigns and standardized signage to be placed in stores.
- *Staff education:* Businesses suggested that the City provide educational materials for business staff in order to understand the need for bendable plastic straws. Persons with disability stakeholders highlighted the need for de-stigmatization and sensitivity training.

### 6.2.10 CONCLUSIONS

- Many businesses have taken action to phase out plastic straws, whether it is by not giving them out, or replacing them with paper or compostable plastic straws. This indicates awareness of the societal perception of plastic straws and acceptability of a plastic straw ban in principle.
- Certain businesses, primarily sit-down restaurants and businesses that don't provide drinks as a core aspect of their business model are accepting of reducing the use of plastic and compostable plastic straws. Strategies for these businesses include providing substitute straws only by-request, using sippy lids, not giving out straws and encouraging

patrons to bring their own straw. These businesses were more likely to be ready to comply by June 1, 2019 or within 1 year.

- Other businesses, whose business model is dependent on serving to-go drinks, are less accepting of the by-law. Without compostable plastic straws, these businesses perceive there to be no viable alternative currently available on the market. These businesses were more likely to indicate that they need 2-3 years to be ready to comply with the proposed by-law requirements for plastic straws.
- June 1, 2019 is too soon. About 12 months lead time is needed for businesses to change supply chains, train staff, and for the public to become educated and aware about the by-law requirements for plastic straws.
- Single-use bendable plastic straws meet the widest range of accessibility needs. Individually wrapped straws would help to improve accessibility for persons with compromised immune systems.
- Accessibility stakeholders agree that a by-request approach for single-use bendable plastic straws for accessibility is reasonable, but there is a range of preferences for how to offer and request straws in practice.
- There is concern from business owners that the by-request approach for bendable plastic straws for accessibility will lead to all customers requesting straws, even if they don't need one for accessibility, which may result in no reduction in the use of straws.

### *Next Steps*

- It is recommended that the timeline for phasing in the by-law requirements for plastic straws be investigated further to identify an alternate approach that more closely aligns with stakeholders' readiness to comply
- Consistent messaging and clear education materials to businesses and public is needed for single-use bendable plastic straws for accessibility and to describe the intent of the by-law requirements to reduce the majority of waste from plastic straws, while improving accessibility
- Collaboration with accessibility stakeholders and food vendors is recommended to identify best practices for offering single-use bendable plastic straws for accessibility

## 6.3 PLASTIC AND PAPER SHOPPING BAGS

### 6.3.1 CURRENT USE

51 respondents answered questions regarding shopping bags. Overall, 38 businesses indicated that they use plastic shopping bags, 34 use paper shopping bags, and 4 use reusable shopping bags. Note that many respondents use more than one type of shopping bag (e.g. offering a choice of plastic or paper, or paper and reusable bags, etc.) Businesses distribute shopping bags to allow customers to contain and carry products out of stores easily. Businesses explained that it's considered part of good customer service to make shopping bags available for purchases of multiple products, bulky items or items prone to spillage and leakage. Bags are also used by quick-service and sit-down restaurants to contain leftover food, and food and drink for take-away and food delivery orders. Strategies to distribute bags range from cashiers automatically bagging customers' product, prompts at check-out for a bag and only providing bags when requested. See Figure 10 and 11 for breakdown of plastic and paper bag use by business type.

Figure 10. Use of plastic bags by business type. Please note that none of the beverage establishments, event venues, festivals and theatres interviewed used plastic bags.

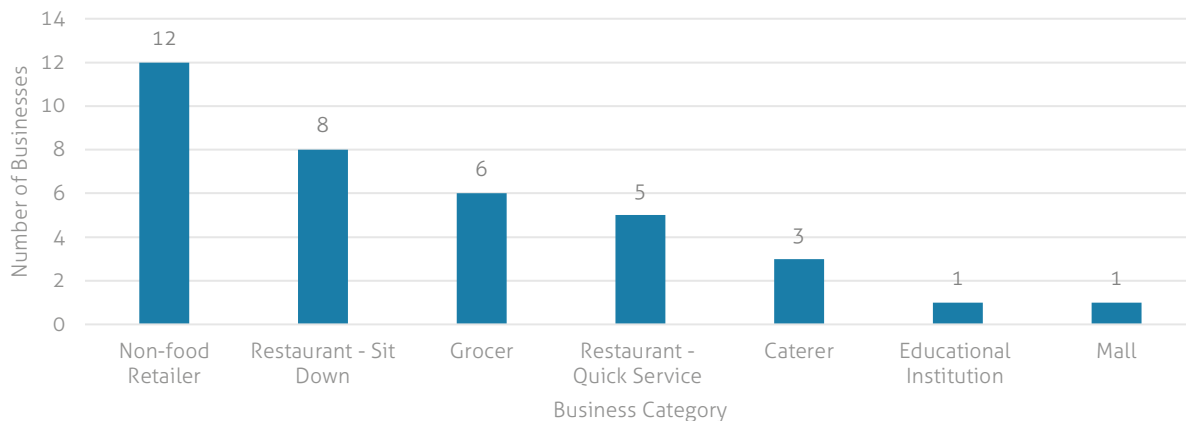
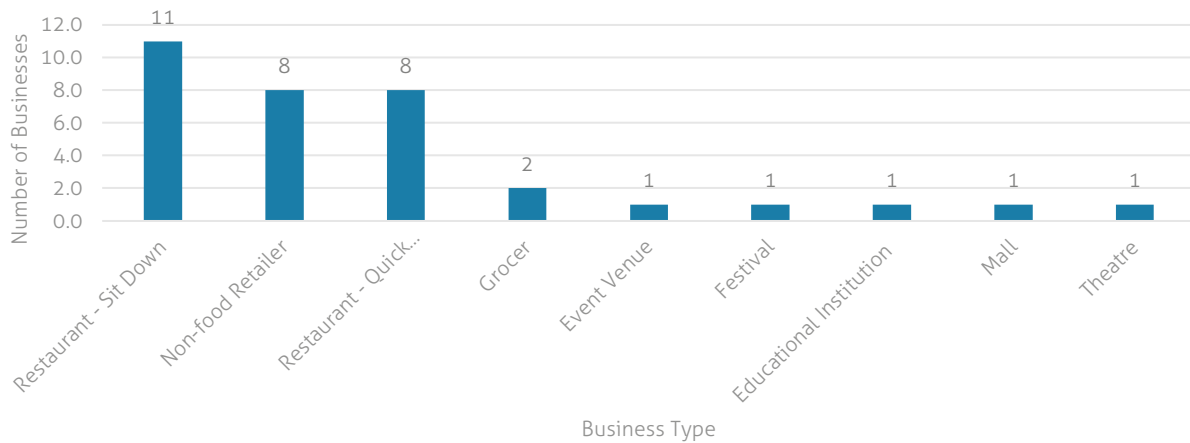


Figure 11. Use of paper bag by business type. Please note that that none of the beverage establishments and caterers interviewed used paper bags.



On average, businesses were somewhat dependent on giving out plastic bags (an average rating of 3.3). When analyzing the data by business type, malls and independent grocers were most dependent on plastic bags, with businesses in these groups rating their dependence as a 4 or 5 (mostly dependent to entirely dependent). Quick-service and sit-down restaurants were between somewhat and mostly dependent, with ratings between 3 and 4. Non-food retailers were slightly dependent with an average rating of 2.5.

Businesses were also somewhat dependent on giving out paper bags (an average rating of 3.4). Theatres, malls, quick service restaurants and grocers all gave ratings of 4 and 5 while non-food retailers clustered between 2-3.

Interestingly, there was a significant difference between national/international quick service restaurants and national/international sit-down restaurants for both plastic and paper bags. National/international quick service restaurants were entirely dependent (rating 5.0) for both plastic and paper bags while national/international sit-down restaurants were somewhat dependent (rating 3.0 and 3.5). In contrast, there was no notable difference in dependence between independent quick-service and sit-down restaurants.

See Figures 12 and 13 for level of dependency for plastic and paper bags broken down by business type.

Figure 12. Level of dependency on plastic bags by business type. Please note that the beverage establishments, event venues, festivals and theatres interviewed did not use plastic bags.

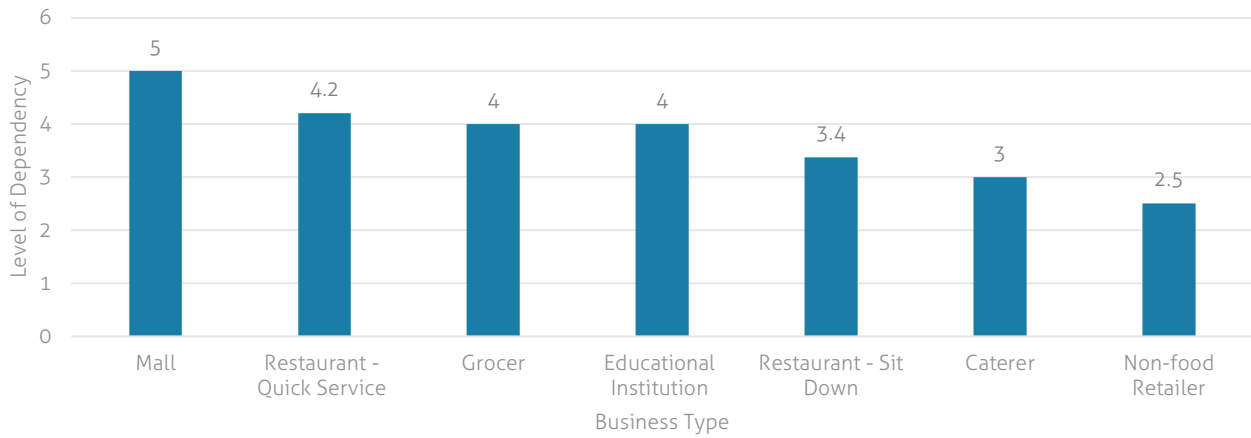
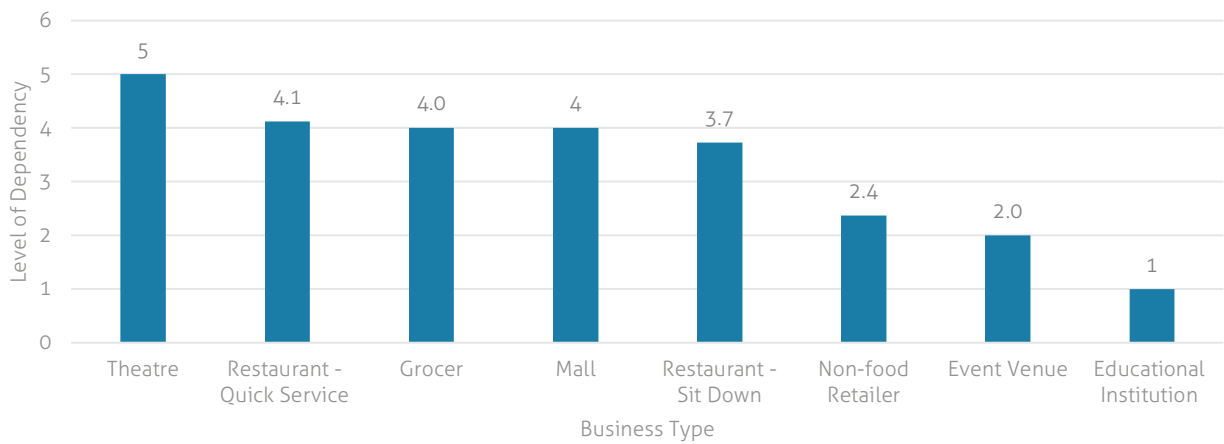


Figure 13. Level of dependency on paper bags by business type. Please note that the beverage establishments, caterers and festivals did not use paper bags.



## 6.3.2 CONSIDERATIONS FOR BY-LAW APPROACHES

### *Paper vs. plastic bags*

There was general confusion and uncertainty over the inclusion of paper in the proposed by-law for both Approach A and B. Businesses held a common perception that paper as a material was better for the environment than plastic. Many businesses who currently use plastic bags would turn to paper bags as an alternative. As the proposed by-law would also restrict the distribution of paper bags, businesses perceived the proposed by-law as leaving them with no viable alternative.

### *Health and Safety Concerns*

A few businesses expressed a desire to explore the use of reusable bags in their take-away food operations. However, they were unsure of the health and safety requirements related to customers bringing their own bag to carry food and drink products.

### *Clarity of by-law language*

There was confusion amongst businesses over the reduction plan approach, for both Approach A and Approach B. Some businesses perceived that they had to choose one option for both plastic and paper bags and did not understand that the proposed by-law (both Approach A and B) would allow them to choose different reduction plans for each material type. The final by-law will need to be clearly written and accompanied by an education and awareness campaign to ensure license holders fully understand all the details.

### *Not giving out*

Both Approach A and B give the option for businesses to choose "do not give out" as their reduction plan for plastic and/or paper shopping bags. Currently, not giving out shopping bags is considered to be unfeasible for many businesses. Some perceive providing a bag as necessary, particularly for businesses whose customers purchase multiple or bulky items that are difficult to carry by hand, while others perceive that their customers expect a single-use shopping bag with their product and fear customer backlash if shopping bags were not provided.

Fourteen businesses felt that carrying a reusable bag is not an expected consumer behavior and not giving out bags would be challenging. These businesses explained that it is still a strong consumer expectation to receive a bag especially for elderly individuals and customers making spontaneous purchases. However, one business would prefer to not give out bags over charging a fee. They operate in a low-income neighbourhood and would prefer to encourage their customers to adopt the new behaviour of carrying reusable bags rather than charge their customers a relatively high fee for bags, compared to the price of their products.



### ***Charging a fee***

Businesses had mixed perspectives on charging fees for bags. Some, consisting of non-food retailers, grocers, theatres, quick-service restaurants and sit-down restaurants, were in favour of City-set minimums as proposed in Approach B, raising concerns that fees set by individual businesses would lead to a “race to the bottom” where businesses would charge minimal fees and have little impact on reducing distribution. An even playing field where fees were consistent across all businesses was preferred by these businesses, 20 of which were national/international chains, 8 independent and 5 local chains.

However, opponents to City-set minimums, consisting of non-food retailers, grocers, theatres, quick-service restaurants, sit-down restaurants and caterers, preferred the flexibility and autonomy of businesses to set their own fees, as proposed in Approach A. From their perspective, businesses themselves know their operations and customers best and would be able to set fees that would reduce bag distribution without deterring customers and diminishing sales. Businesses also perceived the suggested fees were too high, particularly for businesses whose products have low per unit price points (e.g. below \$5). Opponents to City-set minimums consisted of 19 national/international chains, 4 independent businesses, and 2 local chains.

Other suggestions for fees included:

- Fees for paper and plastic should be the same in order to prevent the incentivization of one material type over the other;
- Revenues gained from charging fees could be used by businesses to offset administration costs of reporting distribution amounts under Approach A; and
- Fees should be implemented in a stepwise manner, similar to City of Victoria’s approach where fees increase over time. According to respondents, this would capture different consumer audiences with each increase and provide additional opportunities to raise awareness and educate consumers

### ***Tracking and reporting***

Roughly one-third of businesses interviewed indicated that they currently track their bag purchases, though none track distribution numbers. These businesses consisted of non-food retailers, quick service restaurants, sit-down restaurants, one grocer and a mall. All but 2 were multi-national/international chains. Businesses typically track purchase orders and most of the national/international chains and franchises already report these numbers to Recycle BC, often at a regional scale. For those that do not currently track bag distribution numbers, tracking purchase orders was the primary method that they would use to comply with the proposed reporting requirements.

Businesses raised a variety of concerns related to tracking and reporting, including:

- Lack of time to report for small businesses with few staff;

- Purchase order data is not disaggregated at store level for most national/international chains and franchises;
- Franchises' concern of capacity for franchisees to individually report;
- Administrative burden to national/international chains with existing reporting requirements in other jurisdictions and concern that all municipalities would require separate reports;
- Reporting is redundant for businesses that are members of the Recycle BC program because Recycle BC is asking for numbers on the same items, albeit at the provincial level; and
- Perceived lack of fairness towards early adopters who will need to do additional work for initiatives they are already doing.

### ***Baseline and target for Approach A Customized Plan***

Overall, the proposed 80% target for Approach A Customized Plans was between slightly unacceptable to neutral for businesses on average (2.7). Businesses who were more accepting of the 80% target do not give out bags often nor does their business model rely on providing bags to customers. Caterers and grocers were the types of businesses to be most accepting of the proposed 80% reduction target.

Those less accepting of the 80% target felt the target is too ambitious and unachievable given current customer expectations. In particular, take-out food operations highlight that their business depends on being able to give out disposable bags. An alternative could be to encourage more customers to bring their own bags; however, businesses are uncertain of the health and safety liabilities with using customer-brought reusable bags into restaurant kitchens, risking contamination of other food products being prepared. These businesses do not see an alternative method of handing customers multiple food items without providing a disposable bag. Non-food retailers, quick-service and sit-down restaurants, malls, educational institutions and theatres were among the types of businesses to be least accepting of the proposed 80% reduction target.

Businesses also highlight that measuring a business' reduction against current baseline distribution amounts does not account for the reduction that early adopters have already achieved through previous actions, such as voluntarily implementing bag fees over the past several years. Requiring early adopters that have already made significant reductions to reduce their current distribution amounts by 80% is seen as unfair and puts the early adopters at a competitive disadvantage compared to businesses that have not made any efforts to reduce distribution amounts up to this point.

The baseline and reduction target requirement also do not account for business growth, locations that serve tourists and the rise of food delivery services.

An additional concern raised by one business was that there needs to be a standard method of calculating baseline amounts. Different methods of calculation may lead to widely varying

amounts, which can have significant implications for how much a business will be required to reduce their distribution.

### ***Plastic bag ban***

Both approaches propose to impose a ban on plastic bags if

- The weight of empty plastic bags residential garbage in Vancouver does not decrease 80% below 2018 amounts by 2021 (Approach A) or 2024 (Approach B), and
- The weight of empty plastic bags in public litter cans in Vancouver does not decrease by 80% below 2018 amounts by 2021 (Approach A) or 2024 (Approach B).

On average, businesses felt the acceptability of a potential ban on plastic bags was between neutral and slightly acceptable (3.5) if it came into effect in 2 years and between slightly acceptable and acceptable in 5 years (4.3).

One cluster of businesses (11) was not concerned with a potential ban as it would not impact their business significantly. Some of the businesses also felt that bans on plastic bags were happening in other jurisdictions so businesses and consumers have precedence to adapt. These businesses consisted of theatres, quick service restaurants, sit-down restaurants, non-food retailers, caterers and an educational institution.

A second cluster of businesses (7) had no issues with the ban as they would shift to distributing paper bags. These businesses were sit-down restaurants, non-food retailers and caterers.

A third cluster (5) had concerns with the customer experience of carrying multiple, bulky objects, food leakage and customer service. These businesses consisted of sit-down and quick service restaurants and non-food retailers.

For the third cluster of businesses, 5 years was a more reasonable timeline to allow for consumer behaviours to change and for larger companies to make necessary changes in purchasing, ordering and operations.

### 6.3.3 PREFERRED OPTIONS TO COMPLY WITH APPROACH A AND B

This section describes the pros and cons that businesses expressed for each Approach A and B, and which reduction plan option stakeholders would choose under Approach A and B. Table 24 outlines the pros and cons for Bag Reduction Plan Approaches A and B as identified by stakeholders.

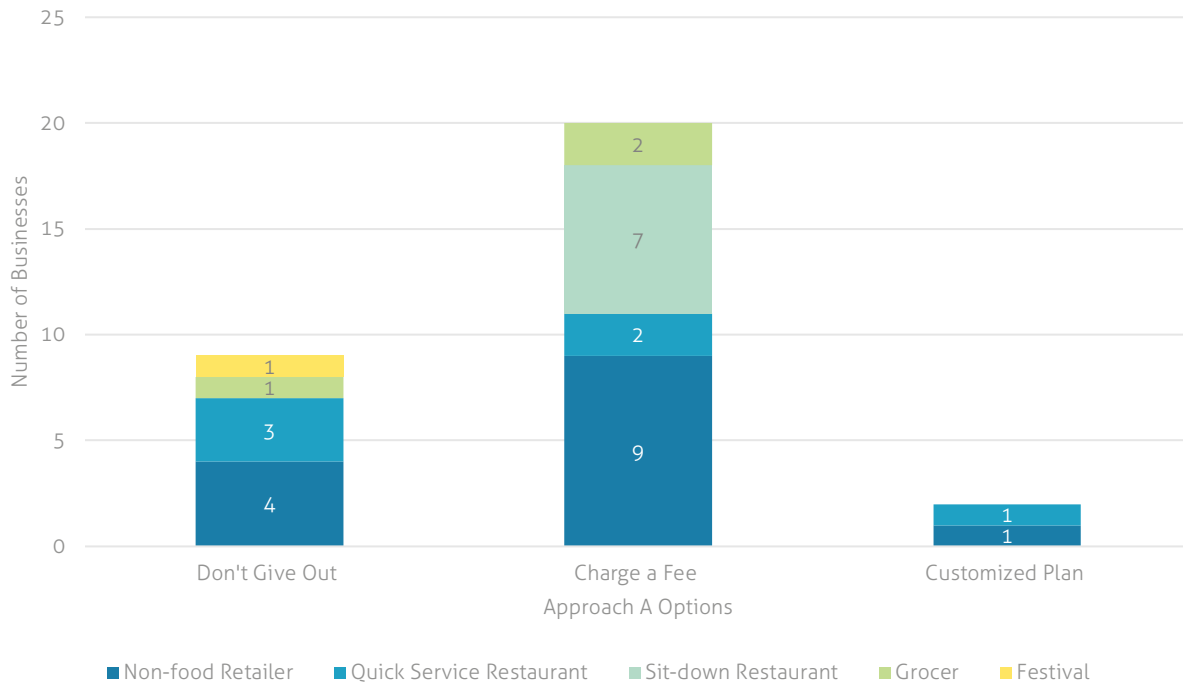
Table 24. Pros and Cons for Bag Reduction Plan Approach A and B as Identified by Stakeholders

|      | APPROACH A  | APPROACH B   |
|------|---|--|
| Pros | <ul style="list-style-type: none"> <li>• Customizable</li> <li>• More flexibility and autonomy for businesses (for actions and fees)</li> <li>• Easy transition as some are already charging fees set by business</li> </ul>  | <ul style="list-style-type: none"> <li>• Even playing field</li> <li>• Takes pressure off business if fee is set by City</li> <li>• Simple and consistent</li> <li>• Easier communication with customer, no reporting and administrative burden</li> </ul>                       |
| Cons | <ul style="list-style-type: none"> <li>• Complexity and time for reporting</li> <li>• Increased administrative burden</li> <li>• customized plan option 80% - reduction target is too ambitious, unachievable</li> <li>• Concerns with uneven playing field (different businesses doing different actions)</li> <li>• Shorter time frame for reaching city-wide reduction target before implementing plastic bag ban</li> </ul> | <ul style="list-style-type: none"> <li>• Proposed fees are too high</li> <li>• Too rigid, less opportunity for business innovation</li> <li>• More bags given out due to longer timeframe for reaching city-wide reduction target before implementing plastic bag ban</li> </ul> |

### 6.3.3.1 Approach A – Plastic Shopping Bags

Figure 14 illustrates stakeholder preferences for Approach A options for plastic bags by business type.

Figure 14 Preferred Approach A option for plastic bags by business type



#### ***Not give out***

Nine businesses selected Option 1, do not give out plastic shopping bags. Of these 9 businesses, 4 selected to charge a fee for paper bags while one does not provide any bags already.

#### ***Charge a fee – set by the business***

Twenty-two businesses preferred Option 2, charge a fee on plastic shopping bags. Non-food retailers and sit-down restaurants were the most common types of businesses to select this option.

#### ***Customized plan***

Two businesses selected customized plans (one quick service restaurant and one grocer). Only one of these businesses provided examples of initiatives they would include in their customized plan, which are as follows:

- Provide discounts, implement a customer loyalty program, and put up signage encouraging customers to bring their own bag;

- For bigger orders, the business would provide a large paper bag and charge a fee;
- Wholesale for bread – trays and ongoing – customers could bring their own box / bag.

For this business, a customized plan is an attractive option as it allows the business flexibility to implement different reduction strategies for different products and services.

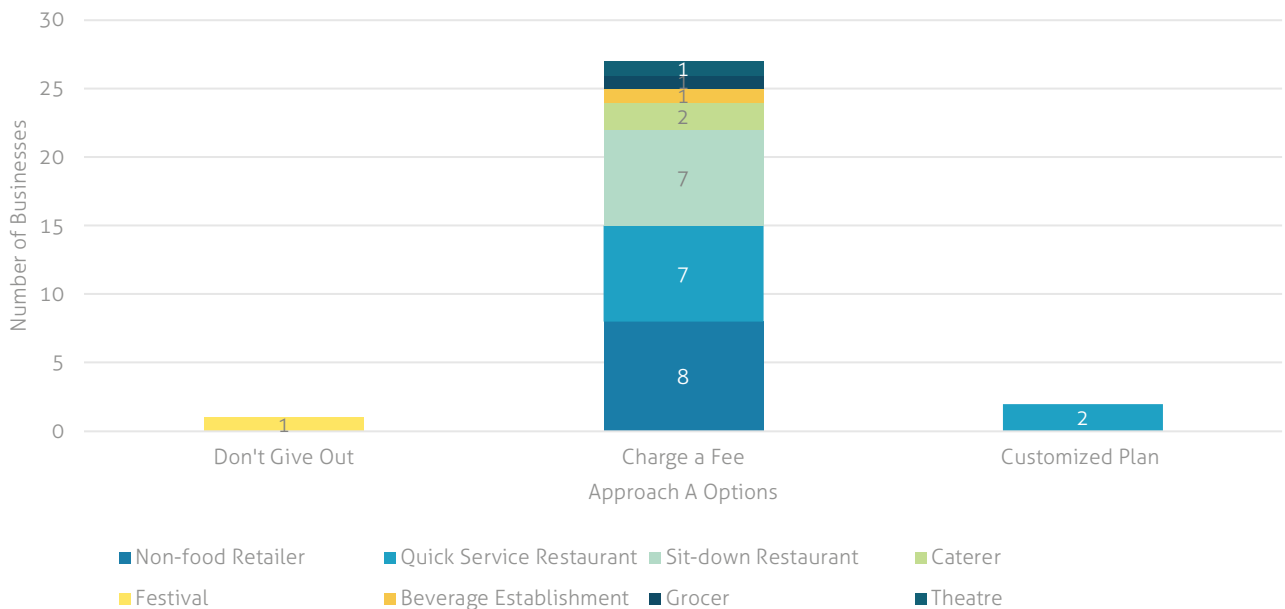
Some respondents gave examples of initiatives that could be used for customized plans, even though they did not select customized plan as their preferred option. Their examples included:

- Customer discounts, though some expressed concern over what to do if a customer buys a product that does not need bag – would they still receive a discount?
- Reusable bags for “members” of their store (loyalty program)
- Bags by-request only
- Signage encouraging customers to bring own bags in order to reduce waste

### 6.3.3.2 Approach A - Paper Shopping Bags

Figure 15 illustrates stakeholder preferences for Approach A options for paper bags by business type.

Figure 15. Preferred Approach A options for paper bags by business type.



**Not Give Out**

Only one business, a festival, opted not to distribute paper shopping bags.

**Charge a fee – set by the business**

Twenty-seven businesses preferred to charge a fee for paper bags. A wide range of businesses, including quick-service and sit-down restaurants, beverage establishments, non-food retailers, theatres, caterers and grocers, with all different ownership types selected this option.

Most of the businesses that selected Option 2, charge a fee on paper shopping bags preferred to charge a fee between \$0.05 and \$0.15 while 9 preferred to charge above \$0.25. There was no discernible pattern in business or ownership type.

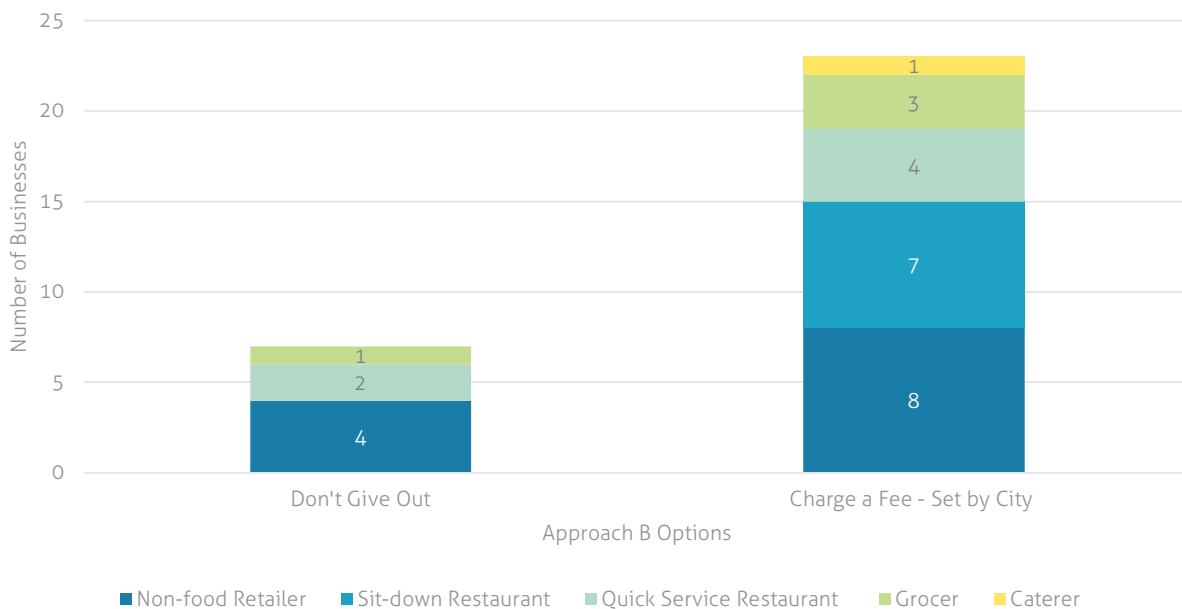
**6.3.3.3 Customized Plan**

Two businesses opted for customized plans for paper shopping bags. Both were quick service restaurants; one had also opted for a customized plan for plastic bags. The customized plan options for paper bags suggested by respondents were the same as the options suggested for plastic bags

**6.3.3.4 Approach B - Plastic Shopping Bags**

Figure 16 illustrates stakeholder preferences for Approach B options for plastic bags by business type.

Figure 16 Preferred Approach B options for plastic bags by business type



**Not give out**

Under Approach B, 7 businesses preferred not to give out plastic bags. Four of these 7 also stated that would charge a fee for paper and 1 already does not provide any bags,

**Charge a fee – minimum set by the City**

There were 26 businesses that preferred to charge a fee. When asked the level of acceptability for varying fee amounts for plastic shopping bags, businesses rated the acceptability on average between neutral and slightly acceptable (3.7) for a \$0.15 charge and between slightly unacceptable and neutral for a \$0.25 charge (2.8). Of note was a significant drop in acceptability between \$0.15 and \$0.25 for all sit-down restaurants (3.4 to 1.6).

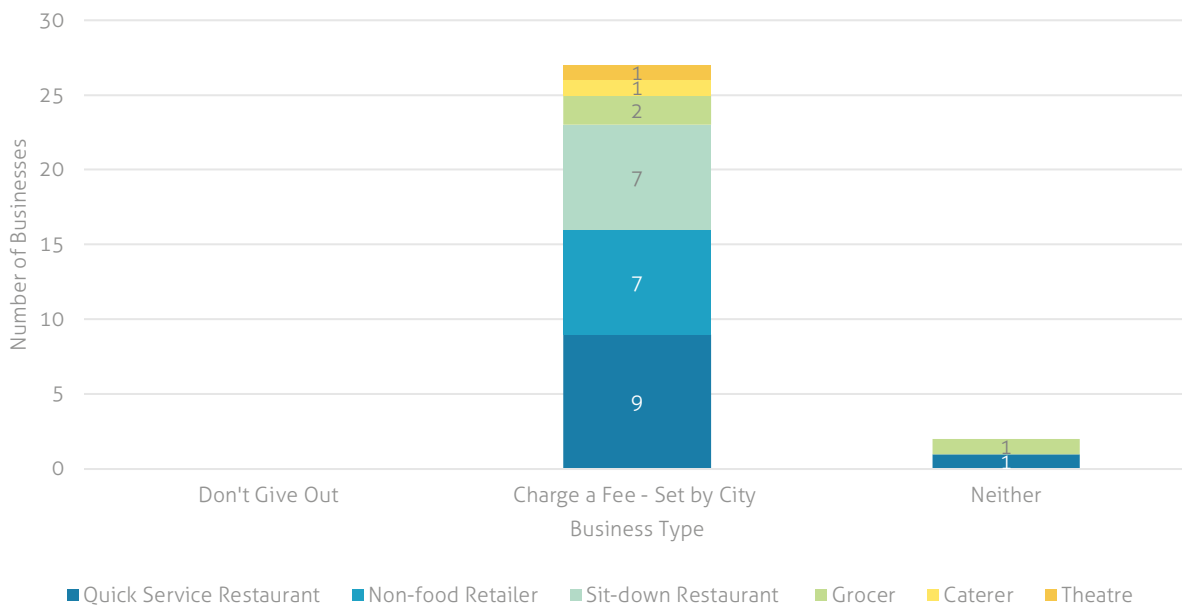
Seventeen businesses preferred charging between \$0.05 and \$0.15 for plastic bags, 9 of which are independent businesses and 6 of which are national/international chains or franchises. Nine other businesses of mixed types suggested a \$0.25 fee and one suggested a \$0.75 fee.

No pattern by business type is observed.

**6.3.3.5 Approach B - Paper Shopping Bags**

Figure 17 illustrates stakeholder preferences for Approach B options for paper bags by business type.

Figure 17 Preferred Approach B options for paper bags by business type





For paper bags, zero businesses selected the not give out option under Approach B. Twenty-seven businesses preferred to charge a fee set by the City while one business refused to select either option.

When asked what the minimum fee for paper bags should be, 7 businesses stated the fee should be between \$0.05 - \$0.10. These businesses, a mix of independent and national/international businesses and a mix of sit-down restaurants, quick service restaurants, non-food retailers and a theatre, all were "entirely dependent" or "mostly dependent" on giving out paper bags. Nine businesses preferred a fee between \$0.15 - \$0.20. These businesses were also a mix of independent and national/international, sit-down, quick-service and non-food retailers. Five businesses felt a \$0.25 fee was ideal while another 3 businesses preferred fees above \$0.50.

The one business that selected neither option stated that paper bags were necessary to protect their food for health and safety reasons and that their average cost for products was low (less than \$5) and as such, adding a fee would be "cost prohibitive" to customers and their business's profit margins.

### 6.3.4 LEVEL OF ACCEPTABILITY

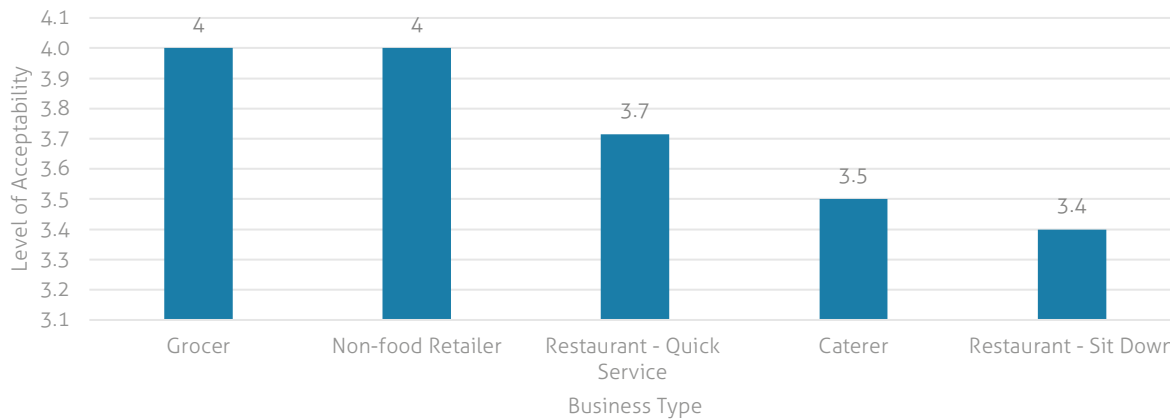
#### *Approach A*

Overall, Approach A received an acceptability level of 3.7, between neutral and slightly acceptable. Non-food retailers and grocers had slightly higher acceptability (4.0) compared to sit-down restaurants (3.4). Independent businesses rated the acceptability of Approach A higher than franchises, local chains and national/international chains (3.8 compared to 3.7, 3.5 and 3.0).

Of the businesses that were more accepting of Approach A, rating the by-law between slightly acceptable and acceptable, 5 were quick service restaurants, 2 were non-food retailers and 2 were sit-down restaurants. Seven were independent businesses, 3 were local chains and 1 was a franchise. These businesses liked Approach A as it allows more flexibility for businesses to set their own fees and take their own actions.

For businesses with lower levels of acceptability (3 and below), 2 were quick service restaurants, 2 were non-food retailers and 3 were sit-down restaurants. Four were independent businesses, 2 were franchises, 1 was a local chain while another was a multi-national/international chain. The reporting requirements for Approach A were a reason for lower levels of acceptability. The time and effort needed to gather the data and report is perceived as an unnecessary burden, especially by early adopters who have already implemented reduction actions that work with the proposed by-law, such as fees on shopping bags, but currently have no requirement to report their distribution amounts. See Figure 18 for level of acceptability for Approach A by business type.

Figure 18 Level of acceptability for Approach A by business type. Note that beverage establishments, event venues, festivals, educational institutions, malls and theatres interviewed did not respond to this question.



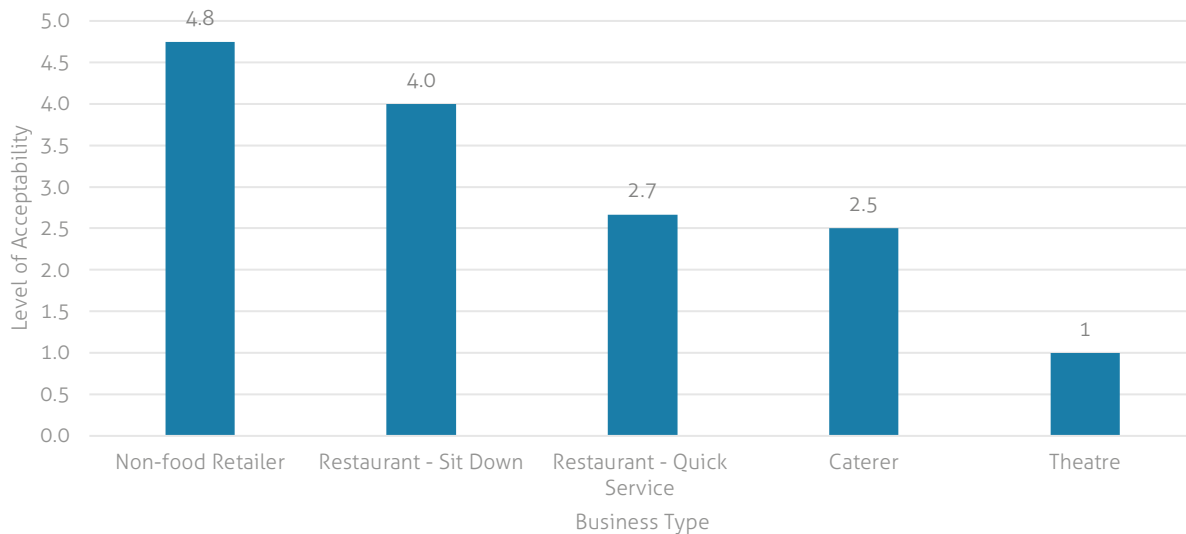
### Approach B

Overall, Approach B received an acceptability level of 3.4, between neutral and slightly acceptable. Quick-service restaurants and caterers had the 2 lowest acceptability ratings by business type (2.7 and 2.5) while non-food retailers had a highest at 4.8.

Those who are more accepting of Approach B (rating 4.0 – 5.0) like this approach as there is an even playing field between businesses. This approach also allows for easier communication with customers as a fee consistent across businesses is easier to explain. Further, a consistent fee (or consistent policy of any other type) would create less consumer confusion.

Those less accepting (1.0-3.0) are more likely to deem providing bags as essential to their service. Examples provided by respondents include popcorn bags for theatres and high-volume quick-service restaurants with significant percentage of take-out orders. It should be noted popcorn bags would be exempt from the by-law and that these responses were made under a misperception of the proposed by-law. These businesses also expressed concern for the lack of flexibility for businesses to set their own fees and customer backlash for charging too much for low-priced food. See Figure 19 for level of acceptability for Approach B by business type.

Figure 19. Level of acceptability for Approach B by business type. Note that beverage establishments, grocers, event venues, festivals, educational institutions and malls interviewed did not respond to this question



### 6.3.5 TIMING

All non-food retailers except for one stated they would be ready to comply with Approach A and Approach B within one year, with the majority able to comply with 6-months lead time. Six months is needed to train staff, update point-of-sales (POS) systems and establish customer awareness. It should be noted that the majority of the non-food retailers that responded to this question were national/international chains.

All quick-service restaurants provided similar explanations of how they would comply with the by-law, namely training staff, updating POS systems and establishing customer awareness. However, most quick-service restaurants stated they needed around one year to be ready. Quick-service restaurants were a mix of independent, local chains and national/international chains.

There was greater variance amongst sit-down restaurants, ranging from 6 months to 2 years. Reasons for provided for these responses include onerous reporting needs for Approach A, strict reduction requirements in Approach A and time for consumer behaviour to change, Those needing longer time periods to comply were more likely to be independents.

### 6.3.6 SUPPORTS NEEDED

Stakeholders suggested several types of supports the City can provide to facilitate the transition away from plastic and paper shopping bags, including:

- Public education materials explaining purpose and rationale of the by-law and where the fees collected go (if business chooses fees as their reduction plan)
- A phased implementation approach from City, which may involve a stepwise increase approach to fees with ongoing communication after initial uptake
- Coordination with health authorities over the use of customer's reusable bags in take-out food contexts

### 6.3.7 CONCLUSIONS

- The need for reducing plastic bag distribution is understood better than the need for reducing paper bags. Substituting paper bags for plastic bags is a common strategy to reduce use of plastic bags that is perceived to be environmentally-friendly by many stakeholders.
- Most businesses, regardless of business and ownership type would opt to charge a fee under Approach A or B.
- Though some large and small businesses preferred the flexibility of Approach A, many businesses, particularly small businesses, expressed concern that Approach A would create an uneven playing field and a "race to the bottom" with lower fees that won't drive significant reduction
- Only 3 businesses were interested in developing a customized reduction plan for plastic and/or paper shopping bags under Approach A
- Stakeholders felt that a plastic bag ban was more acceptable if they were given 5 years to try and meet the city-wide reduction target, rather than 2 years. However, many stakeholders felt that a plastic bag ban would not be a significant impact to their business as they could switch to charging a fee on paper bags instead, and they have seen customers get used to plastic bag bans in other jurisdictions. Other stakeholders are concerned about the prospect of a plastic bag ban because of customer expectations and the use of plastic bags to transport potentially leaky food containers.
- Business capacity for reporting distribution numbers varies significantly. While most businesses indicated that it would be possible to report based on purchase order information for shopping bags, businesses were concerned about the time and administrative burden it would create to collect this data, and for national and international chains, the difficulties to disaggregate their data at the local and individual store level

- Reduction target requirements for Customized Plans do not account for business growth and previous actions implemented by early adopters.
- An 80% reduction target (whether for customized plans or the city-wide target) may be too ambitious, given that bags are perceived to be needed for customer experience and health and safety reasons.
- Clarity is needed on the use of reusable bags in food service contexts.

## 6.4 DISPOSABLE CUPS

### 6.4.1 CURRENT USE

#### Businesses

Among the 40 businesses engaged, 20 indicated that they use plastic cups, 10 used compostable plastic cups and 29 used paper cups lined with plastic. Plastic and compostable plastic cups are typically used to serve cold and room temperature drinks, both watery and thick products. Paper cups are used for both hot and cold drinks.

Figures 20-22 show how dependent different types of businesses described being on each type of single-use cup. Businesses expressed the highest level of dependence on compostable plastic cups (4.9), though plastic and paper cups were also heavily relied upon (3.8 & 3.9). Beverage establishments, quick service restaurants and sit-down restaurants with significant take-out business rated a high level of dependence across all types of paper and plastic cups, while businesses of all types whose primary sales do not come from drinks were less dependent.

Businesses that use compostable plastic cups were typically early adopters who had previously made efforts to make their operations more environmentally-friendly. These businesses were primarily local chains (5 out of 10) and included 3 quick-service restaurants, 2 beverage establishments, 1 festival, 1 grocer and 1 non-food retailer.

Figure 20. Dependency on plastic cup use by business category

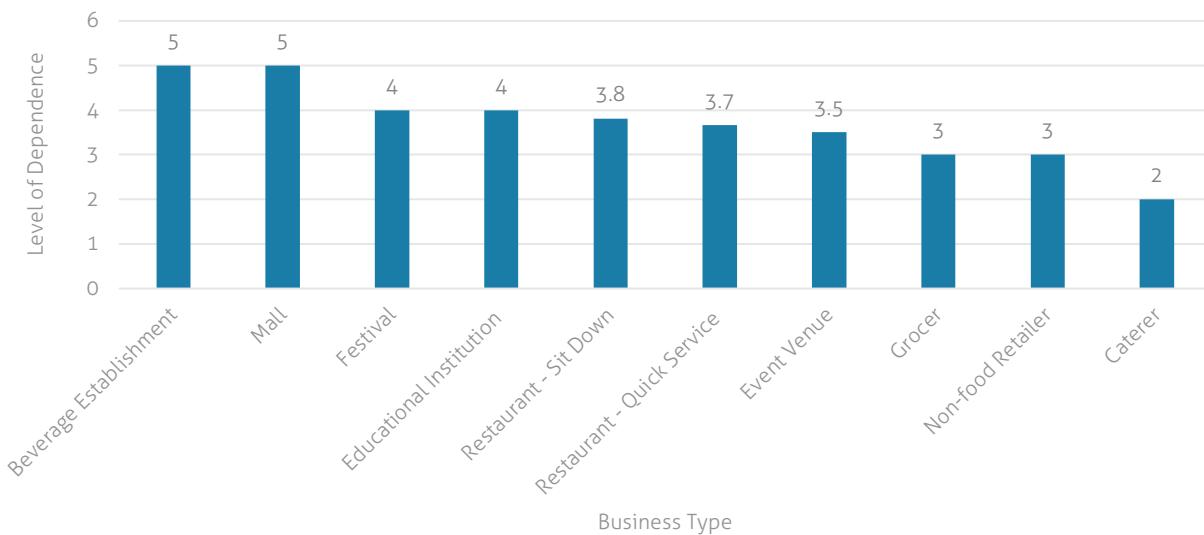


Figure 21. Dependence on compostable plastic cup use by business category. No event venues, sit-down restaurants, festivals, educational institutions, malls or theatres interviewed used compostable plastic cups.

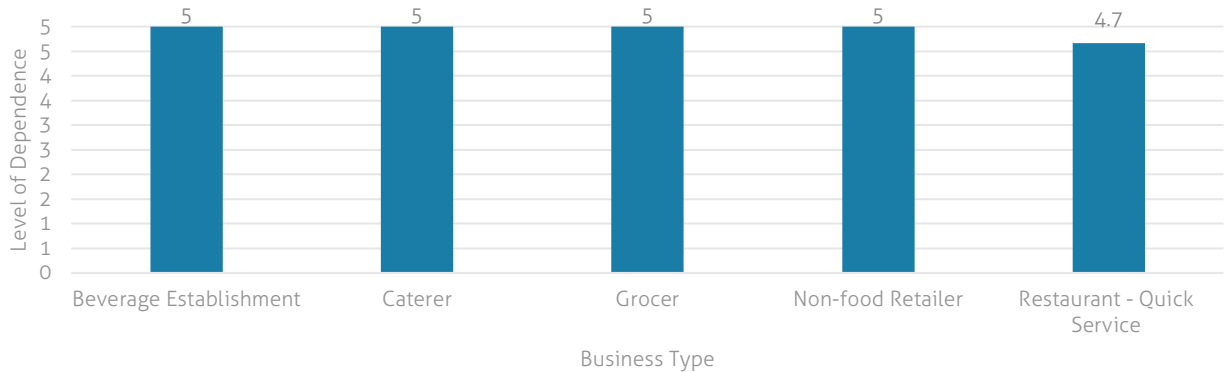
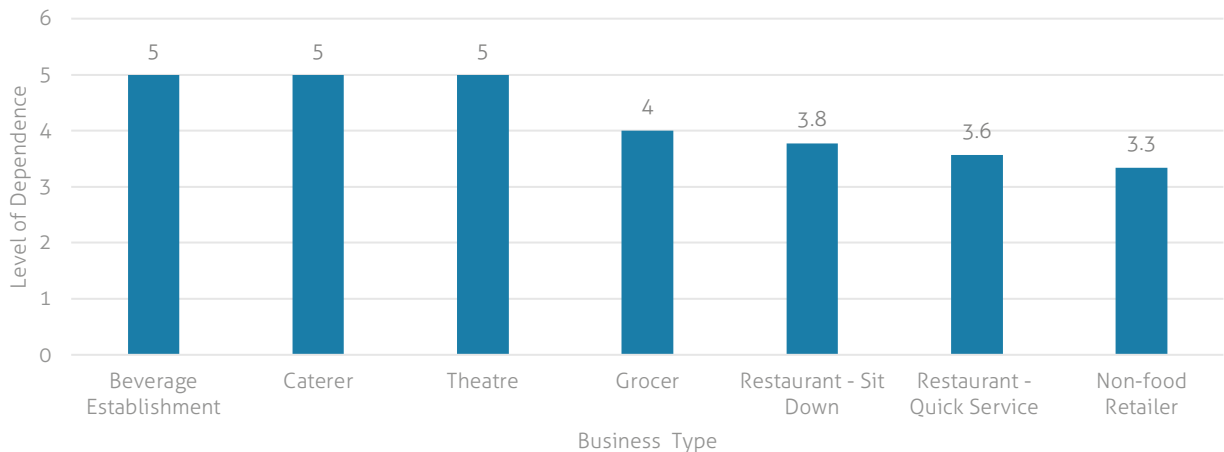


Figure 22. Dependence on use of paper cups by business category. No event venue, festival, educational institution or mall interviewed used paper cups.



**Charitable food providers**

Five charitable food providers responded to questions regarding cups. Charitable food providers typically use paper and plastic cups for hot and cold beverages. Some providers give cups for both take-out and dine-in drinks while others only use them for take-out. Cups are also used to dispense medicine to clients. Estimates of usage range from 500 cups daily to 6,000-8,000 a week (i.e. 850-1150 per day). Those that use fewer disposable cups only distribute cups for special events and emergencies (e.g. when dishwashers are broken or when running temporary shelters that don't have dishwashing facilities). Only half of the charitable food providers interviewed described having dishwashing facilities.

## 6.4.2 CONSIDERATIONS FOR BY-LAW APPROACHES

### *Not giving out*

In both Approach A and Approach B for a disposable cup reduction plan, licence holders would have the option to choose "don't give out" as their reduction plan. This is an easy option for some, particularly dine-in restaurants whose patrons primarily stay on-site. However, other respondents indicated that this is not an option for them, such as high-volume, high-turnover settings, and outdoor events that lack dishwashing facilities. Businesses with large volumes of tourist clientele also explained that not giving out cups is not feasible for them because tourists will likely not have prior knowledge of the by-laws and consumer behavioral norms in Vancouver.

### *Challenges with reusable*

Several charitable food providers described having tried switching to using reusable cups. However, the initial cost of purchasing reusable cups was quite high, many went missing very quickly and the organizations were forced to switch back to disposable cups. Furthermore, reusable cups in certain meal programs are a hazard for breakage and injury.

### *Food and health safety concerns*

Businesses expressed uncertainty around health and safety regulations for customers to bring in their own cup for cold drinks.

Some businesses have previously considered offering a bring-your-own cup discount or reusable cup share program, but none have followed through. These respondents explained that having customers use their own cup may not only cause delays due to washing and cleaning individual cups, but may also lead to mixing up orders, which could have serious health safety concerns.

One example of this is a high-volume, high-turnover smoothie bar that serves around 70-80 smoothies per hour during peak times. Their product allows for customization to accommodate all different allergies, dietary needs and restrictions. With their current drink preparatory procedures, this business is concerned that allowing customers to bring their own cups may cause order mix-ups and lead to a customer having an allergic reaction by getting the wrong drink.

### *Charging a fee*

Similar to their perspectives on bags, businesses expressed the following considerations for charging fees for disposable cups:

- Allowing businesses to set their own fees (as in Approach A) may result in a "race to the bottom" where businesses would charge minimal fees and have little impact on reducing distribution.



- Customers may be upset at fees that are relatively high compared to the price of the product. This concern is amplified when a disposable cup is needed in contexts where drinks are taken to-go. Businesses also expressed that there might be food safety concerns with bringing your own cup (i.e. smoothie bar).
- Some businesses are skeptical of the effectiveness of a fee given that disposable cups are deemed necessary in certain contexts – where the business model is “drinks on-the-go” and bringing your own cup may pose a food safety risk. In these cases, businesses were concerned that a high fee would result in customer backlash as opposed to a reduction in usage.
- In response to a fee while considering customer backlash, several businesses suggested that they would decrease the current price of their product then add the fee (whether set by the business as in Approach A or set by the City as in Approach B) to the new reduced price in order for the overall price of their product to be the same as current.

Charitable food providers explained that charging a fee is not an option for their context. These non-profits and charities provide free or low-cost meals to homeless, low-income and often mentally ill individuals.

### *Tracking and reporting for Customized Plans*

Respondents were asked if they already track the number or weight of disposable cups they distribute. Ten out of the 34 businesses that responded to this question tracked either their number or weight of disposable cups. Nine out of the 10 are national/international chains or franchise operators and none were independent businesses. Several of these chains raised concerns that tracking within their current system only occurs at a provincial or regional level and that it would be complex and resource-intensive to specifically report for individual stores within the City of Vancouver limits.

Of the 24 that do not currently track the number and weight of disposable cups, most would report the number and weight of disposable cups they distribute by tracking their purchase orders. Several of the businesses, all independent businesses, were concerned that tracking and reporting would require extra staff resources to administer, which may be costly for their business.

Twenty businesses responded that they were willing to report the number and weight of cups. Several of the independent businesses would only be willing to do so if the reporting was simple and not cumbersome, and maximum one time a year. Another national/international chain stated that they would only do so if the City of Vancouver’s requirements are the same as Recycle BC’s. The 6 businesses that were not willing to report were either concerned with the time and complexity it would take to report or explained that they would not be able to collect this information.

### ***Baseline and target for Customized Plans***

For Approach A, the proposed target for businesses that choose a customized plans is a 50% reduction one year after implementing their customized plan. On average, the acceptability of this target is 2.1, just above slightly unacceptable. Those who felt this target is unacceptable or slightly unacceptable typically have operations heavily dependent on to-go drinks and have a high volume of orders. Businesses feel there is no viable alternative to distributing disposable cups and any reduction in distribution would mean a reduction in sales. As with bags, respondents were concerned that this baseline and target approach disadvantages early adopters who have already made efforts to reduce distribution. Those efforts would not only go unrecognized under the Customized Plan reduction target, but may also put early adopters at a disadvantage financially as they would have to further change their operations to meet the 50% target.

Businesses expressed concern over the one-year timeline for the 50% target. Respondents felt that one year is insufficient time to research and test new operating and drink preparation procedures, source new products and change consumer behavior.

### ***Potential Disposable Cup Ban***

Respondents were consulted on a draft by-law that proposed a potential City-wide ban on the distribution of disposable cups if the City as a whole does not meet a 50% reduction of disposable cups found in residential, landfill and street litter cans from 2018 levels. On average, businesses rated this proposal between slightly unacceptable and neutral (2.6) if the waste assessment and ban were to occur in 2 years' time. Beverage establishments were the least accepting of this City-wide reduction target and timeline, stating that a ban would be impossible under any timeline. Others (quick-service and sit-down restaurants who sell large quantities of drinks) felt this timeline was too quick to be able to find alternatives. With high volume, high turnover of drink products, businesses did not see reusable cups as a viable alternative. All of these businesses expressed concerns about decreased sales if a disposable cup ban were to occur.

Businesses who are more accepting of the ban, typically businesses that are not as dependent on selling drink products, still expressed skepticism that consumer behavior will change to a degree that a 50% reduction target is achievable.

Businesses were slightly more accepting of a 5-year timeframe for a 50% reduction target and potential ban (3.2), but expressed concerns about consumer behavior and lack of viable alternative given the current business models of many beverage establishments and quick-service restaurants.

### 6.4.3 PREFERRED STRATEGIES FOR COMPLIANCE

Businesses selected their preferred choice of reduction plan for each of the 2 approaches presented to stakeholders. This section presents a summary of their preferences and reasons why. See Table 25 for an outline of the pros and cons for Cup Reduction Plan Approaches A and B as identified by stakeholders.

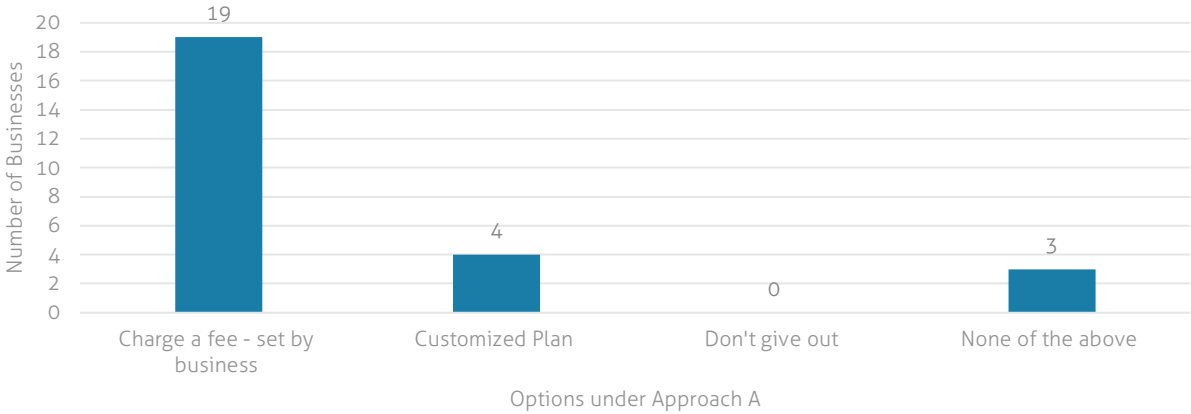
Table 25. - Pros and Cons for Cup Reduction Plan Approach A and B as Identified by Stakeholders

|      | APPROACH A  | APPROACH B  |
|------|---|---|
| Pros | <ul style="list-style-type: none"> <li>• More flexibility and autonomy for businesses</li> <li>• Businesses able to set own fee</li> </ul>  | <ul style="list-style-type: none"> <li>• Even playing field</li> <li>• Takes pressure off business if fee is set by City</li> <li>• Easier communication with customer, simple</li> </ul> |
| Cons | <ul style="list-style-type: none"> <li>• Complexity and time for reporting; Increased administrative burden</li> <li>• Concerns with uneven playing field (different businesses doing different actions)</li> </ul> | <ul style="list-style-type: none"> <li>• Proposed fees are too high</li> <li>• Concerns with customer backlash</li> </ul>   |

#### 6.4.3.1 Approach A

Figure 24 shows which reduction plan option respondents indicated they would choose under Approach A.

Figure 24. Respondent preferences for reduction plan options under Approach A. Please note that 2 businesses chose 2 options, which are not reflected in the figure: one chose to either charge a fee or to not give out cups while the other chose to either charge a fee or to do a customized reduction plan.



Given the 3 options under approach A, no businesses opted to not give out disposable cups. Nineteen out of 28 respondents preferred to charge a fee set by the business. Two of these businesses raised concerns that fees set by businesses may lead to lower and lower fees in order to provide better customer experience than competitors. Four businesses selected customized plans as their preferred cup reduction plan. These businesses, 3 quick service restaurants and a beverage establishment, suggested they would implement the following initiatives as their customized plan:

- Discounts for “bring your own mug” (perceived as better for customer experience than charging a fee);
- Mug share program, though investigation into health and safety liability will need to be conducted first. One business suggested such a system could work by having customers pay a deposit for use of a reusable cup then receive a discount for on their drink purchase when it is used;
- “Member loyalty” mug, similar to a mug share program but only for one business

One business, a festival, stated that vendors for the festival would likely charge a fee for disposable cups but the festival itself would engage in a customized plan for the beer garden (charging a refundable deposit for use of reusable mug).

Three businesses would not select any of the 3 options, each with different reasons:

- No need for reduction and preferred to see requirements for compostable cups;
- No need for reduction as businesses’ disposable cups are recyclable in BC’s blue box program. Additional concerns with fees given low price point of products and necessity of providing cups to customers;
- Given the lack of dishwashing facilities needed to use reusable cups, charging fees for cups is not acceptable to customers and there are health concerns with people bringing their own cups.

6.4.3.2 Approach B

Figure 25 shows which reduction plan option respondents indicated they would choose under Approach B.

Figure 25. Respondent preferences for reduction plan options under Approach B



Under Approach B, 26 businesses out of 28 chose to charge a fee set by the City, no businesses opted to not give out cups, and 2 businesses did not find either option acceptable.

Of the businesses that chose to charge a fee, there was an average acceptability level of 3.3 (between neutral and slightly acceptable) for a \$0.25 fee on all disposable cups. Businesses with low levels of acceptability (1-2), a mix of quick-service restaurants, sit-down restaurants, caterers, and non-food retailer, either served high volume of drinks or expressed concern over customer backlash as a result of increased prices.

When asked the ideal fee level, one cluster of businesses preferred \$0.05-\$0.15. These businesses either explained that they did not want to overcharge customers for the cup, or that they served products with lower prices per unit and felt that a 25 cent fee was too high in comparison. Another cluster of businesses preferred fee levels between \$0.25 - \$1.00. Fee levels in this range would draw customer attention to the issue but businesses felt a customer’s spending power would be the primary determining factor in the fee’s effectiveness at reducing usage. Several others were unsure what an ideal fee would be to reduce usage. One stated that the fee should be dependent on consumer behaviour while another stated the fee should be different based on the size and material of the cup.

Two businesses, both national/international quick-service restaurant chains, did not select either option. One explained that they see a need for conducting further investigation into disposal and collection infrastructure and research into more environmentally-friendly materials, as the economic impact of a fee on cups would be too much for their business. The other wanted the ability to set their own fee, as offered under Approach A.

### 6.4.3.3 Changes to operations

When asked how they would comply with either of the proposed by-law approaches, stakeholders suggested the following actions:

- Re-program Point of Sale (POS) systems for tracking distribution and fees;
- Staff training on new requirements, rationale and customer prompts;
- Revise leases with food court tenants;
- Change festival policies, educate vendors on new by-laws and develop enforcement strategy;
- Develop techniques for reporting and measuring for franchisees;
- Explore opportunities for mug share programs and bring-your-own-cup discounts, including review of company health and safety policies and investigating health authority health and safety protocols; and
- Buy more ceramic cups and glassware.

## 6.4.4 LEVEL OF ACCEPTABILITY

### *Approach A*

Overall, businesses had an average acceptability of 3.4 for Approach A (between neutral and slightly acceptable.) No patterns were observed between business and ownership types. Those with higher levels of acceptability (4-5) agreed with the idea of reducing waste but had concerns with increased product prices while businesses with lower levels of acceptability (1-2) did not perceive there to be a viable alternative for their current business model without distributing disposable cups. Furthermore, these businesses were concerned with an uneven playing field as a result of no City-set minimum fee and the allowance of actions under the Customized Plan, as well as concerns with the quick timeline for compliance.

### *Approach B*

Businesses had an average acceptability of 3.2 for Approach B. No patterns by business and ownership type were observed here either. Businesses with higher levels of acceptability preferred the City to set a minimum fee level. This takes the pressure off of businesses to set their own fee and allowing the City to take responsibility in cases of customer backlash. In contrast, those with lower levels of acceptability towards Approach B perceived the City-set minimums to be too high and would prefer the flexibility to set their own fee.

### 6.4.5 TIMING

When asked the time needed to be ready to comply with either by-law approach, businesses typically gave one of 3 answers:

- *Ready from now to 6 months from now:* Businesses in this cluster would only need to train staff and educate their customers on the new by-laws. These businesses have already implemented strategies to reduce, such as fees for disposable cups, or do not depend heavily on selling drinks for their business model. 10 respondents indicated they would need this time frame to be ready.
- *12-24 months:* Businesses in this cluster are more heavily dependent on the sale of drinks. Their rationale for this time scale is the need to research viable alternatives - not only material types for cups but also operational procedures. Operational procedures include review of health and safety protocol prior to accepting customer reusable cups. Others need this time to develop a tracking and inventory systems. 12 respondents indicated they would need this time frame to be ready.
- *Uncertain of time frame:* This cluster of businesses were uncertain how to operationalize any of the proposed options. 3 respondents gave this response.

There were no patterns by business or ownership type in any of these 3 clusters.

### 6.4.6 SUPPORTS NEEDED

Respondents identified the following types of supportive actions that would help them comply with the proposed by-law for disposable cups:

- Broader public education on the proposed by-law and rationale;
- Grants and subsidies to support charitable food providers and independent businesses with initial investment in reusable cups;
- City-led incentives for businesses to use more reusable items in their stores, such as certain fees waived; and
- Coordination with health authorities to clarify health and safety regulations around bring-your-own-cup and cup-share programs

### 6.4.7 CONCLUSIONS

- Respondents reported wide ranging levels of dependence, and corresponding time scales to be ready. There is a strong perception that many contexts still require the use of disposable cups.
- Businesses indicated that the proposed timeline to meet the proposed reduction targets for disposable cups is not feasible without viable alternative ways of serving drinks
- Businesses need more clarity on the health and safety requirements for accepting customer's reusable cups and mug share programs.

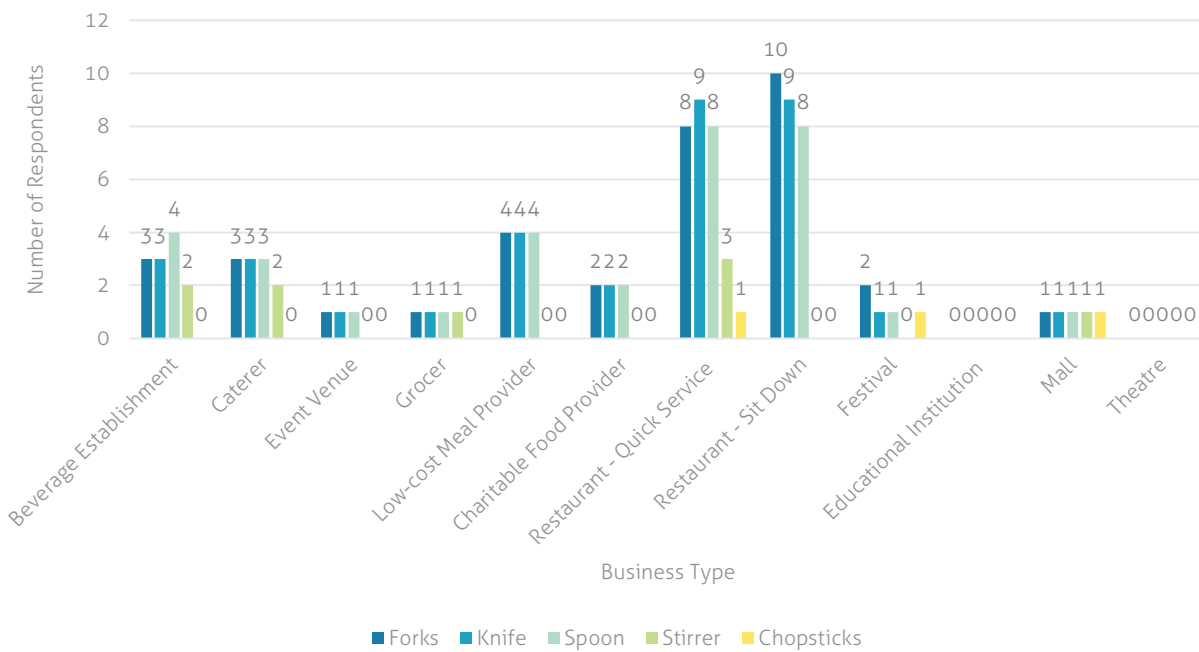
- In both Approach A and B, no respondent chose "do not give out cups" as their reduction plan. In both Approach A and B, the majority of businesses preferred charging a fee as their reduction plan approach.
- There are certain contexts where use of disposable cups are seen as unavoidable at this time (i.e. in the event that accepting the customer's reusable cup or mug-share are found to be a health and safety risk; or if a convenient reusable alternative is not available for to-go drinks). Without viable models for switching to reusable cups initiatives towards reductions may not achieve desired outcome.

## 6.5 UTENSILS

### 6.5.1 CURRENT USE

Single-use utensils are used by 35 of the 92 businesses and charitable food providers. The types of businesses using single-use utensils varied widely, including quick-service restaurants, sit-down restaurants, malls in their food courts, and caterers. Single-use utensils, which include forks, knives, spoons, chopsticks and stirrers are currently offered at self-serve stations in cafes, grocer delis, food courts and catered/drop-off events. Many respondents indicated that single-use utensils are often automatically provided with a food item, especially if it is obvious a product needs a utensil, for example salad, soup or poutine, and with food delivery. See Figure 26 for use of single-use utensils by business type.

Figure 26. Single-Use Utensil Use by Business Type





Some quick-service restaurants and beverage establishments provide utensils by-request. These places serve products that do not necessarily need a utensil, such as pre-packaged food in a café.

Charitable food providers will provide single-use utensils for their meals, both for dine-in and take-out. Similar to foam usage, locations that use single-use utensils as opposed to reusable utensils do so because of increased risk of injury as a result of patron behaviour (see Section 6.1.1.)

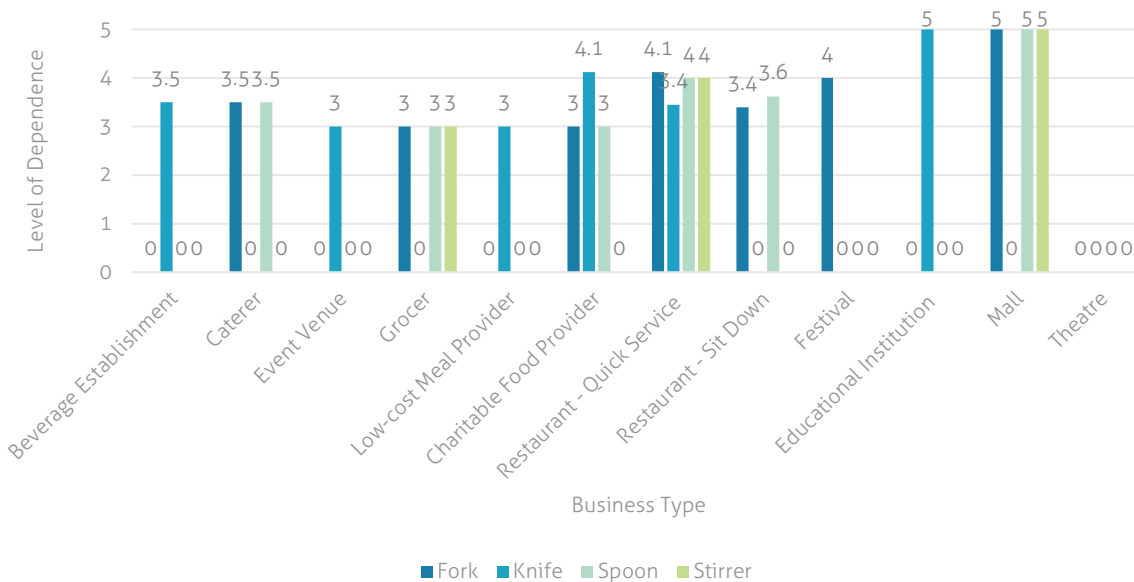
**Dependence**

On average, businesses were between somewhat and mostly dependent on single-use forks, spoons and knives (3.7). Malls (5.0), quick service restaurants (4.1) and festivals rated themselves as most dependent on these single-use utensils.

For charitable food providers, the level of dependence on distributing single-use utensils varies based on the types of programs they provide and patrons they serve. Similar to their dependence on foam containers and single-use cups, organizations with lower-barrier programs will likely have more patrons taking their meals to go and less likely to return reusable utensils. Furthermore, reusable utensils may pose a greater safety risk in lower-barrier programs as these patrons are more likely to be violent towards. Of the 3 charitable food providers who answered this question, one was entirely dependent (5.0), one was not dependent (1.0) and the other was unsure.

There is insufficient data to report on chopsticks as only 3 of the respondents consulted in this portion of engagement indicated they use chopsticks. See Figure 27 for respondents’ level of dependence measured against business type.

Figure 27. Single-Use Utensil Level of Dependence by Business Category



## 6.5.2 CONSIDERATIONS FOR BY-LAW APPROACHES

### *Slowed service and increased waste*

In businesses that often experience a high volume of customers and orders in a short span of time, having each individual customer ask for the utensil they need and the cashier having to provide that utensil takes up valuable time. Quick-service restaurants at lunch time may go through hundreds of orders during the lunch rush in one location and quick order times are essential to ensure all patrons receive their order in a timely manner. Providing this timely service while complying with the by-law may result in adverse environmental impacts, as illustrated by one example brought forward by an interviewee.

This quick-service restaurant provides a variety of soups, stews, sandwiches, bowls and side dishes, all of which may require different utensils (fork, spoon, knife). At their locations in dense employment hubs, lunchtime rushes may bring 100-200 orders per location. This requires efficient order times in order to ensure their customers are able to receive and consume their orders within their lunch break. Currently, utensils are available at self-serve stations right beside where customers will receive their food order. Customers usually take only the utensils they need. However, in order to comply with the proposed by-law (removing self-serve stations) while maintaining efficient order times, this restaurant said they might opt to bundle all their utensils into one package for cashiers to provide when requested. For example, a customer might ask for a fork, but they would be provided with a pre-bundled package containing a fork, spoon and knife. This would result in customers potentially receiving utensils they don't need, inadvertently creating more waste.

As such, in order to comply with the proposed by-request by-law, one common solution suggested by interviewed businesses would be to bundle all utensils in one package. While this would help speed up order, it may actually result in increased waste.

### *Customer service*

Businesses of all types expressed concerns that customers would be annoyed when it is obvious a food product needs a utensil in order to be consumed. For example, a stew always needs a spoon to be eaten. Businesses are concerned that patrons may think the business has poor customer service by not providing a utensil when it is obviously needed.

### *Reusable utensils*

Using reusable, washable utensils as an alternative to single-use utensils may work for some businesses but not others. Through interviews, businesses and charitable food providers identified 2 conditions that in combination would make using reusable utensils not a feasible option:

- Lack of dishwashing facilities: Outdoor festivals, food trucks, catered events, temporary shelters and venues/stores that do not have enough dishwashing capacity to keep up

with the customer flow. Some venues simply do not have sufficient floor area in their kitchen space to install an additional dishwasher to meet the utensil demand

- **Insufficient staffing:** in high-volume, high turnover settings, there would need to be enough staffing to bus and wash utensils as they are being used. This would result in the need to staff more people in a given shift, resulting in increased labour costs, changing shift times and work flow.

Furthermore, reusable utensils are more expensive and are more prone to being stolen and needing to be replaced. Venues, restaurants, other businesses and charitable food providers may not have sufficient storage space to store the number of reusable utensils needed to provide their service.

There were additional safety concerns with using reusable silverware in sports stadium contexts and shelters where charitable food providers serve food to low-barrier individuals.

### ***Restrictions by material type***

Several businesses did not understand the rationale for a by-request by-law across all material types as certain materials are perceived to be more environmentally-friendly than others, e.g. wood and bamboo over plastic. These businesses suggested the City to consider a by-law restricting certain material type as opposed to a by-law that may require significant operational changes. Educating businesses and customers about the environmental impacts of each type of single-use material will be important to help stakeholders understand the rationale for the by-law.

## **6.5.3 PREFERRED STRATEGIES FOR COMPLIANCE**

**When asked how they would comply with the proposed by-law, stakeholders suggested the following strategies:**

- ***Change operation flow and staff training:*** Businesses will need to figure out how their operational procedures, from ordering, food preparation and delivery of food, will change in order to accommodate customer requests for a utensil. Staff will need to be trained in this new customer interaction.
- ***Signage:*** Businesses would put up signage educating and reminding customers that utensils are only provided when requested.
- ***Provide reusable utensils:*** Some businesses and charitable food providers indicated that they would like to switch to using reusable utensils instead to avoid having to ask every customer or client what utensils they would like. These respondents described the need to do the following in order to offer reusable utensils:
  - ***Additional dishwashing facilities:*** Some business and charitable food providers would need additional dishwashing facilities to handle extra loads of reusable silverware. This may not be possible in all contexts given kitchen space limitations.

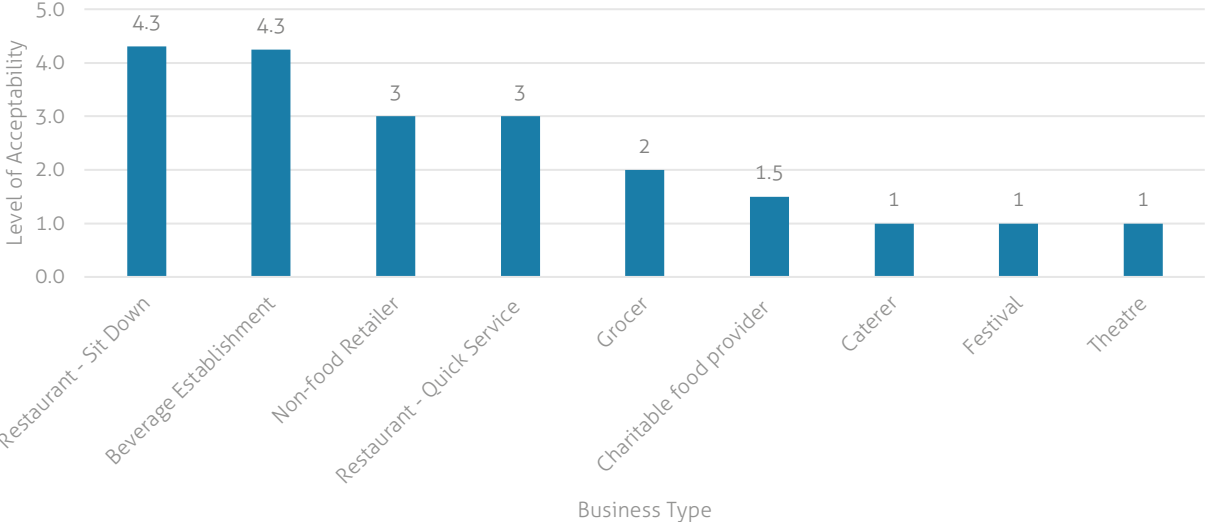
- o *Additional staffing:* More “hands on deck” may be needed to wash dishes and bus the influx of reusable utensils, which may not be possible given increased labour costs. Additional staffing may also result in increasing schedule duration for staff.

### 6.5.4 LEVEL OF ACCEPTABILITY

#### By-request

Overall the by-request portion of the by-law had an acceptability ranking of 2.6 (between slightly unacceptable and neutral). Beverage establishments and sit-down restaurants were the most accepting of the by-request utensils (4.3) in contrast to charitable food providers (1.5) and festivals, theatres and caterers (1.0). No event venues, educational institutions or malls/commercial landlords responded to this question. See Figure 28 for level of acceptability for proposed single-use utensil by-law by business type.

Figure 28. Level of acceptability for the proposed single-use utensil by-law by business type.



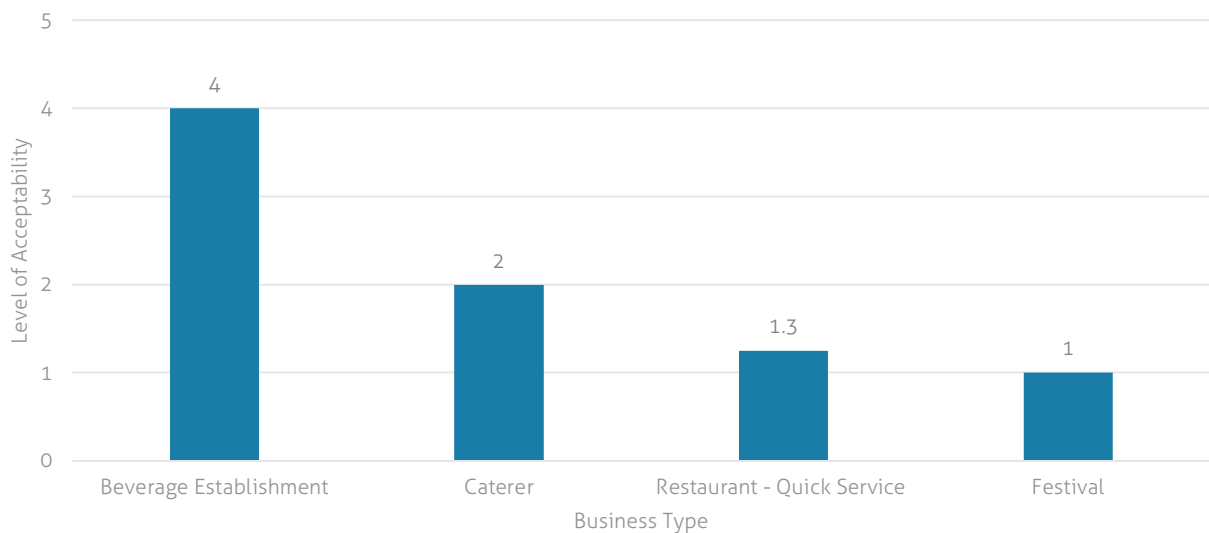
Those who were accepting of the by-request by-law were often already doing this, such as beverage establishments that serve pre-packaged food and quick service restaurants whose primary product does not need utensils.

Businesses who felt the by-request was unacceptable and slightly unacceptable were concerned with slowing down order and service times, annoying customer interactions and lack of current consumer norms to ask for utensils.

## Self-serve

The average acceptability for self-serve stations was 1.9, with festivals at 1.0 and quick service restaurants at 1.3. For quick, to-go services, stakeholders indicated that switching to reusable silverware to avoid having to ask customers if they want utensils is not feasible due to a lack of dishwashing on-site facilities, insufficient staffing and the risk of slowed service. See Figure 29 for level of acceptability for removing self-serve stations by business type.

Figure 29. Level of acceptability for removing self-serve stations by business category. Please note that none of the respondents belonging to the business types not included in the graph did not respond to this question.



## 6.5.5 TIMING

Two primary groupings of businesses emerged regarding timing to be ready for the proposed by-law:

- *Immediately to 6 months:* Most of these businesses are already providing utensils by-request or only providing utensils when a food product needs it. Minimal changes to their operations are needed according to these businesses, but time is needed for sufficient public education and development of in-store signage.
- *12 months or more:* These businesses would need to conduct large operational changes, including shifting their supply chains, reconfiguring store layouts, developing new customer interaction procedures and re-training staff with these new procedures. Others in this group disagreed with the by-request approach and felt that compostable utensils should be allowed to be given out automatically.

This variation in timing existed within business types and ownership types. For example, some quick service restaurants felt able to transition within 6 months while others felt they needed more than a year to make the changes.

### 6.5.6 SUPPORTS NEEDED

Stakeholders suggested several types of supports the City can provide to facilitate compliance with this by-law, including:

- Widespread public education campaign on the by-law and rationale;
- Business education campaign, including educational materials clarifying terminology (what does by-request include) and protocols related to health and safety of using/washing reusable silverware;
- Supports for small businesses to buy more reusable silverware and upgrade dishwashing facilities;
- City-led incentives for businesses to use more reusable items in their stores, such as waiving certain fees; and
- Different composting facilities that can accept compostable utensils, so that compostable utensils can be given out automatically

### 6.5.7 CONCLUSIONS

- Stakeholders expressed a high degree of uncertainty about the impact of the proposed by-law due to the multiple factors and conditions where single-use utensils are deemed necessary, as well as the effort and operational changes required to comply with the by-law
  - Especially for high-volume, quick turnover services and their related challenges, i.e. lack of dishwashing facilities and increased labour time and costs
- Businesses are concerned that the proposed by-law will cause them to be perceived as having poor customer service, especially when serving foods that obviously require utensils to consume
- Not allowing self-serve stations could unintentionally increase waste since some businesses may opt to provide pre-bundled single-use utensils on request to avoid slowing down order and service times
- There are safety concerns with using reusable silverware in certain contexts, e.g. sports stadiums, low-barrier shelters
- Some stakeholders would prefer a by-law that restricts utensils by material type as opposed to by-request.
- Public and stakeholder education is needed on the rationale for the proposed by-law, including information about the environmental impacts of different types of single-use materials.

## 6.6 COMPOSTABLE SINGLE-USE ITEMS

### 6.6.1 CURRENT USE

Nineteen businesses indicated that they are currently using compostable single-use items. These businesses, a mix of local chains, quick service restaurants, national/international sit-down restaurants, independent quick-service and sit-down restaurants, and independent caterers, reported using a wide range of compostable single use items, including the following (number of respondents indicated in brackets):

- Straws made of paper (1) or compostable plastic (1)
- Shopping bags made of 40% recycled paper content (2)
- Cups made of paper (3) and/or compostable plastic (2)
- Utensils made of compostable plastic (e.g. polylactic acid derived from corn starch) (3)
- Take-out food containers made of plant fiber (e.g. sugar cane bagasse) (2)

Two charitable food providers also currently use compostable or biodegradable single-use items, including the following items:

- containers;
- cups; and
- utensils

These charitable food providers were unsure of the precise material of these single-use items and whether these materials were compostable or only biodegradable at the time of the workshop. Confusion and lack of knowledge over the appropriate compostable material to purchase was evident in their responses.

### 6.6.2 PRICE DIFFERENCE

While all respondents that use compostable single-use items agreed that they are more expensive than non-compostable products, the price difference between compostable and non-compostable single-use items quoted by businesses varied widely, ranging from 20-30% more expensive to 300% more expensive. Businesses explained that the difference in price varied for each type of single-use item. With the wide range of products available, many felt unable to estimate how much more expensive compostable single-use items were overall.

One local chain beverage establishment shared that compostable plastic cups are 5 to 10 cents more per cup than a recyclable plastic cup. This equates to an additional expense of roughly \$250,000 per year for compostable plastic cups.

### 6.6.3 IN-STORE ORGANICS COLLECTION

Of the businesses that responded to the question, "Do you have in-store collection for organics/green bin collection for compostable plastic single-use items?," 24 businesses had in-store organics collection and 7 did not.

Some businesses further explained why they do not have in-store organics collection. Businesses that are located in office buildings or malls explained that their commercial landlords are responsible for waste management in those buildings. And one of the franchises interviewed advised that franchisees are not required to have in-store organics collection.

Businesses were also asked if they knew where their organics hauler takes their waste. Three respondents said that they knew where their organic waste is taken after collection while 11 did not.

## 6.7 RECYCLED CONTENT

### 6.7.1 CURRENT USE

Sixteen businesses indicated that they are currently using single-use items with recycled paper content. The most common product was paper bags, followed by disposable napkins and paper straws. Three businesses reported that their products were made using post-consumer recycled content while 4 did not know whether their products used post-consumer recycled content or post-industrial recycled content.

### 6.7.2 PRICE DIFFERENCE & AVAILABILITY

Only one respondent reported seeing a price difference between paper with recycled content and virgin paper. They explained that products with recycled paper content are more expensive.

Respondents shared that the following paper products with recycled content are available on the market, at the following percentages of recycled content:

- Bags: 20%, 40%, 100%
- Cups: 30%, 50%
- Containers: 30%, 100%

### 6.7.3 FUNCTIONALITY

Some businesses stated that bags made of recycled content are less durable, can carry less weight and don't hold up to moisture as well as bags made of virgin paper content. Others perceived no differences in performance. One business noted that paper cups and paper containers are no longer considered food grade beyond a certain percentage composed of recycled content.



## 6.8 OVERALL

### 6.8.1 IMPLEMENTATION SCHEDULE

#### *Simultaneous or staggered start dates*

Stakeholders were asked if they preferred the by-laws to come into effect all at once, or spaced out over time. Of the 25 businesses that responded to this question, 7 preferred simultaneous start dates compared to 18 that preferred staggered start dates. Businesses that preferred simultaneous start dates felt that educating the consumer would be easier and that it is easier to change purchase orders all at the same time.

Those that preferred staggered start dates expressed the need for extensive time and capacity to research, plan and implement the changes for each by-law. Especially for single-use items with no current apparent alternative, the changes may take considerable time and effort to research. Changing purchase orders for multiple items simultaneously would be time intensive and costly. Businesses also suggested that a staggered implementation approach would allow the City of Vancouver to evaluate the effectiveness of each by-law, assess if there are any unintended consequences, and adapt if necessary, for the next by-law.

It is important to note that several businesses suggested to stagger the implementation of the various by-laws but announce the implementation schedule for all of the by-laws at the same time. This would allow for businesses to understand all the changes that are set to take place and plan ahead for all of them while also being able to focus on getting into compliance with one by-law at a time. Furthermore, businesses highlighted that each by-law requires a shift in consumer norms and expectations. Many expressed the view that shifting one consumer norm is challenging enough, let alone several at the same time.

Others suggested that the City should implement the by-laws with a small group of businesses first before implementing it city-wide.

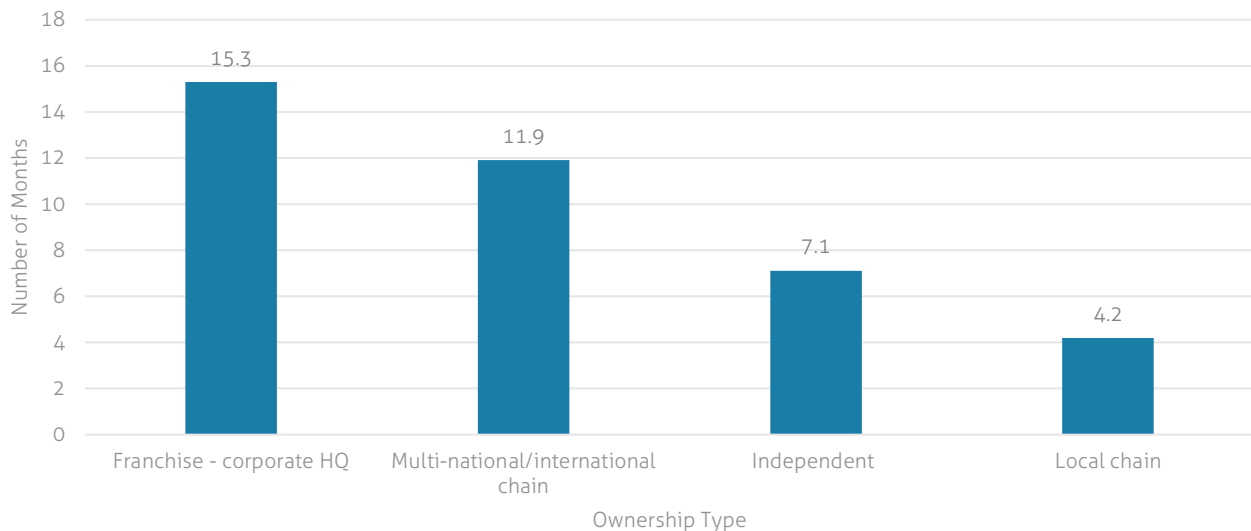
#### *Timing*

On average businesses preferred the following order for implementation and average amounts of time to be ready to comply with each by-law:

1. Foam cups and foam take-out containers (2.4 months)
2. Plastic straws (6.3 months)
3. Shopping bags (10.2 months)
4. Disposable cups (14.7 months)
5. Single-use utensils (14.9 months)

Interestingly, franchises had the longest average amounts of time to be ready, averaging 15.3 months across all by-laws, followed by multi-national/international chains (11.9 months), independent businesses (7.1 months) then local chains (4.2 months). See Figure 30 for average times to be ready to comply with the by-laws by ownership type.

Figure 30. Average time to be ready to comply with each by-law by ownership type



There were notable variances in the preferred start date order based on business type. . These variances are as follows:

- Event venues, non-food retailers and quick-service restaurants all followed the above order.
- Beverage establishments preferred cups and plastic straws to be implemented last and second last, respectively.
- Sit-down restaurants preferred the utensils by-law to be implemented before cups.
- Grocers preferred implementing the by-law for shopping bags before plastic straws.
- Beverage establishments and caterers were the only business types that did not prefer cups and utensils to be implemented last. Beverage establishments preferred cups and plastic straws to be last and caterers preferred shopping bags and utensils to be last.

## 6.8.2 CROSS-CUTTING THEMES

Several cross-cutting themes emerged throughout consultation.

### *Business licenses vs business operations*

Businesses often engage in multiple types of services that may not be immediately apparent. For example, one caterer also operates 3 cafés while several non-food retailers have quick-service food operations. Businesses will often have a primary service, e.g. dine-in restaurant, but also provide catering services and increasingly, food delivery.

However, businesses within a category may also vary greatly. A quick-service restaurant serving burgers and milkshakes would depend upon very different single-use items than a quick-service restaurant specializing in salads. This makes phasing in by-law requirements by business type, let alone by business license, challenging given that a business's use of single-use items is more closely tied to its specific function rather than its business license type.

### *Health and safety*

Using more reusables, whether through incentives for customers to bring their own reusable item or through reusable item share programs, is a popular strategy that businesses are interested in exploring to comply with the proposed by-laws and ultimately, to reduce waste. However, many expressed concern, and sometimes frustration, over the lack of clarity of what is allowed and not allowed under health and safety regulations.

Sample questions (paraphrased) raised by businesses include:

"Are we allowed to use customer bags to contain our food products in drive-throughs?"  
– *National/international quick-service restaurant chain*

"Is it food safe to serve cold beverages in customer cups?" - *Local beverage establishment chain*

"We've explored a container share program but have run into challenges regarding health and safety." - *Local quick-service/sit-down restaurant chain*

Businesses are also concerned about the liability of bring-your-own-reusable item programs. If a customer becomes ill after eating the business's food product in a container they brought themselves, is the business liable? It would be very difficult to prove whether the container was already contaminated before the food product was placed in it or if something occurred in the food preparation that caused the customer to become sick. The above challenges need to be addressed before widespread reduction, not just substitution with different material types, of single-use items can occur.

### ***Consistency across jurisdictions***

National/international businesses with multiple locations in various jurisdictions have a strong desire for there to be consistency in policy and reporting requirements across jurisdictions. These businesses expressed concern over having a multitude of supply chains to purchase and deliver diverse products to stores in multiple jurisdictions that each have different specifications regarding single-use items. This lack of harmonization greatly increases the complexity of the supply chain and may cause more incorrect and delayed shipments to stores, ultimately impacting the store's operations.

Different reporting requirements for each municipality will also cause administrative burden, according to these businesses. Many businesses are members of the Recycle BC program and already report their distribution data by material type province-wide to Recycle BC. These businesses suggested the City could use the same date instead of requiring them to undertake additional reporting.

### ***Enforcement at festivals***

Festivals expressed concern over how the by-laws will be enforced at their events. Festivals, as the organizers of the event, can set policies, and provide guidelines and support for their vendors prior to the event. However, not all vendors will follow the policies and guidelines given to them. While festivals have the authority to fine or not re-invite vendors to participate in subsequent events if they do not follow the rules, monitoring all vendors is a challenge, especially for larger festivals and festivals that are largely run by volunteers. As festivals on the day-of are often quite busy for the organizers, they often lack capacity to enforce rules. Enforcement seems to be key to successful implementation of the by-laws at these events.

### ***Food delivery***

Food delivery is widely used amongst the independent businesses interviewed. Orders through food delivery apps range from 10% to 80% of the business's orders and this proportion is increasing. Many single-use items are currently being used in food delivery orders, from disposable cups, plastic straws, utensils and bags. Some apps have provided options for customers to request utensils during the ordering procedure. However, businesses have received complaints from customers when they have not ordered utensils through the app and did not receive utensils when receiving their food items. Almost all the businesses who use food delivery apps use paper bags to contain food and separate orders.

Two food delivery services took part in this phase of consultation, though only one provided a response to questions asked by the team. This food delivery service delivers one order at a time so they do not require a bag to separate orders. However, orders without a bag may increase the risk for spillage during delivery. This food delivery app is open to allowing customers to opt to purchase a bag for a fee as well as use a company insulated reusable bag to contain the order if a customer does not opt to purchase a bag.

### ***Disagreement with reduction***

Several businesses expressed general disagreement with the premise of reducing single-use items. These businesses, typically national/international chains, believed that recycling and composting are sufficient in reaching positive environmental goals.

One such businesses suggested that recycling is an important part of the circular economy and that the circular economy in Vancouver needs to be built up.

Others supported more robust composting systems that would have facilities able to accept and process compostable plastic products and a collection system that is more aligned between commercial and residential systems. Businesses who have organics collection contracts with composting facilities that are able to take their compostable products when disposed in-store expressed frustration that when a customer throws away their product in a residential or street trash can, the blame is on the business and not the City for that product not being composted. However, it's possible that this business is not familiar with the BC Recycling Regulation (under authority of the Environmental Management Act), which makes industry responsibility to manage the life cycle of designated products and consumer packaging (including single-use items disposed by the residential sector).

### ***Upstream impacts***

Businesses expressed frustration that they are the target of these by-laws and that other large producers of single-use items upstream are not being targeted. Policies to restrict or ban packaging from products found in supermarkets and large suppliers were suggested by several businesses, in particular the independent businesses interviewed.

### ***Explanation of the by-laws***

Throughout the consultation, stakeholders noted how complex the subject matter was. Discussing all the single-use items at once seemed overwhelming for some, not only having to understand the language of the proposed by-laws but also having to consider how their business/organization would have to adapt. Simplifying the regulations and actions needed to comply and applying implementation one at a time may reduce confusion for businesses.

### ***Newcomers and tourists***

Businesses expressed concern that newcomers and tourists will not know about the restrictions on single-use items in Vancouver. According to businesses, these populations will likely not be carrying their own reusables and will still need to use single-use items. As a result, businesses with locations in tourist hotspots may have challenges reducing distribution.

### ***Incentives and penalties***

Businesses commented that the proposed enforcement approach seemed to focus on fines as the primary means of ensuring compliance but lacked any positive incentives for businesses to implement the by-laws. Businesses felt they should be incentivized to "do good", perhaps

through fees waived if they use more reusables, recognition of their efforts by the City, or any other mechanism to encourage rather than force compliance.

### 6.8.3 CHARITABLE FOOD PROVIDERS

Charitable food providers all expressed a desire to be part of the solution and understood the need for a reduction of single-use items. However, different non-profits have widely varying capacities to reduce the use of single-use items due to 2 factors: limited staff and monetary resources, and the particular needs of the populations they serve.

One solution discussed by the charitable food providers was for the City to provide grants for job training for the underemployed that use their meal programs. One barrier for the programs to using more reusable dishware and utensils is the lack of dishwashing staff. If non-profits received grants to fund dish-washing positions, they would be able to employ graduates of their kitchen skills training program. This would be a way to overcome the financial and labour barriers that non-profits face when trying to switch to more use of re-usable items provide necessary job skills that are transferable to other employment.

### 6.8.4 FURTHER ENGAGEMENT

Many questions remain following this phase of consultation. The following are areas where further discussion is recommended:

- Public and business education on the topics below. Methods of outreach and education will need to be tailored to different groups, depending on level of understanding of waste reduction, capacity or time to learn and English language capacity among other factors:
  - What the by-laws are and rationale for each
  - Reduction vs. recycling and composting
  - What other cities/jurisdictions are doing to reduce single-use waste
  - What you can do as a consumer (to reduce, use more reusables, etc.)
  - What you can do as a business (guidelines to selecting materials and products, examples of suppliers, things to look for when purchasing)
  - Responsibilities of businesses to manage the life cycle of designated products and consumer packaging under the BC Recycling Regulation
  - Straws as an accessibility tool, rationale
- Consultation and involvement of suppliers and recycling/composting facilities regarding available products that are able to be processed in local facilities
- Consultation with health authorities regarding health and safety regulations around bring-your-own bag/cup/container and bag/cup/container share programs in different settings
- Consultation with persons with disabilities on educational materials for businesses and the public regarding the need for plastic straws for accessibility and inclusion
- Further investigation and engagement with the public and businesses to help them imagine reduction strategies for contexts that seemingly depend on the distribution of single-use items:

- Disposable cups and plastic/compostable plastic straws for cold, to-go drinks
- Disposable cups and single-use utensils for businesses with insufficient dishwashing capacity
- Disposable cups and single-use utensils in settings where risk for customer and staff injury is high
- Single-use utensils in high-volume, high-turnover settings
- Shopping bags for drive-through food service

## 7 CONCLUSIONS

The following section describes high-level findings from across all the previous sections.

- Overall uncertainty amongst stakeholders over strategies to comply and timelines to transition due to lack of market-available alternatives
- Business' perceptions of customer expectations and health and safety regulations are barriers to not giving out single-use items or using reusable items
- Public awareness and perception of the need for reducing a single-use item influences the perceived possibility of change for businesses. Evidence for this is that many businesses in the consultations have already voluntarily taken action on reducing/replacing plastic straws and implementing fees on plastic shopping bags, 2 items with a high-level of public awareness and media coverage. Generating public awareness, understanding and buy-in may help broaden the spectrum of possible reduction strategies businesses are willing to undertake.
- There is a general preference to charge fees and find substitutes as opposed to not giving out single-use items. Charging fees and finding substitutions minimizes the time and effort to make operational changes to business models.
- Simultaneous announcement of by-law requirements but staggered implementation is preferred. This would allow businesses to understand, research and plan for changes with sufficient lead time.
- Clear by-laws, best practice guidelines and education materials are needed to reduce uncertainty for businesses. Providing clear, consistent guidelines to follow will reduce the time and effort businesses need to spend getting into compliance with the by-laws.
- Further investigation needs to be conducted into using business licenses as a phasing mechanism.
- Bendable plastic straws are essential to increase accessibility for a wide range of needs. Until alternatives that are as positionable and pliable are available on the market, bendable plastic straws remain the best option to be made available at businesses for accessibility needs. Business concerns around all customers requesting straws, not just individuals who need it for accessibility reasons, will need to be addressed to ensure the by-law has the intended effects.

- Monetary support for the transition to comply with the by-laws is desired by non-profits and independent businesses. Some non-profits and independent businesses may not have sufficient time to research or capital to purchase re-usable cups and silverware, install/expand dishwashing facilities and pay more staff time to dish wash.
- Uncertainty of appropriate alternatives and lack of knowledge of municipal composting and recycling systems are indications that culturally and linguistically appropriate outreach beyond translation is necessary to not only inform and educate stakeholders of new by-laws but also to facilitate the transition and successful compliance of the by-laws.
- Current efforts to work with other jurisdictions and higher levels of government to coordinate a harmonized approach to reducing single-use items are crucial to reducing administrative burden and supply chain complexity, especially for businesses operating in multiple jurisdictions.



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# APPENDIX 1: PROJECT CHAMPIONS



| Organization  | Name                            |
|---|---------------------------------|
| City of Vancouver – Civic Engagement                                  | Katie O’Callaghan               |
| City of Vancouver - Civic Theatres                                    | Huan Huang                      |
| Streetfood Society  | Simon Cotton                    |
| MOSAIC  | Sherman Chan                    |
| Former City of Vancouver Persons with Disabilities Advisory Committee | Cathy Browne                    |
| BC Restaurants & FoodServices Association                             | Ian Tostensen                   |
| Tourism Vancouver   | Gwendal Castellan               |
| Potluck Café Society / Planted Network                                | Dounia Saeme / Karen Giesbrecht |
| Vancouver Economic Commission   | Meg O’Shea                      |
| Disability Alliance BC  | Michelle Hewitt / Pam Horton    |
| Packaging Association of Canada                                       | Rachel Morier                   |
| Restaurants Canada  | Mark von Schellwitz             |
| Retail Council of Canada  | Greg Wilson                     |

## **APPENDIX 2: PARTICIPATING ORGANIZATIONS**



## FOOD AND RETAIL ORGANIZATIONS

| Participating Organizations                      |
|--|
| JJ Bean  |
| Body Energy Club                                 |
| The Juice Truck                                  |
| Matchstick                                       |
| Jugo Juice                                       |
| Starbucks  |
| Downtown Vancouver BIA                           |
| Stratchona BIA                                   |
| West Broadway BIA                                |
| Butler Did It Catering                           |
| Drew's Catering                                  |
| Powell Street Festival                           |
| Latincouver                                      |
| SFU Harbour Centre                               |
| Vancouver Convention Centre                      |
| Bonjour Marketplace                              |
| Chicken and Duck Limited                         |
| Consumer Food Market                             |
| Tak Fung Noodle                                  |
| Calabria Meat Shop                               |
| Overwaitea Food Group (SaveOn, Urban Fare, etc.) |
| Costco   |
| Loblaws  |
| Sobey's  |
| Fairmont Waterfront                              |
| CF Pacific Centre                                |
| Cineplex   |
| Salvation Army Belkin House                      |
| Salvation Army Harbour Light                     |
| Catholic Charities                               |
| RainCity Housing                                 |

| Participating Organizations         |
|-------------------------------------|
| Union Gospel Mission                |
| Dave's Flowers                      |
| Winnie's Flowers                    |
| Dave's shoes                        |
| Xing Fa Hang Trading                |
| Wui King Herbal                     |
| Community & Window Thrift + Vintage |
| High Point Beer & Wine              |
| Out and About                       |
| BC Liquor                           |
| Indigo Books & Music Inc.           |
| Alcanna                             |
| Mountain Equipment Co-op            |
| London Drugs                        |
| Lululemon                           |
| Pharmasave                          |
| Canadian Tire                       |
| Wal-mart                            |
| Home Hardware                       |
| Bed Bath & Beyond                   |
| Best Buy                            |
| Staples                             |
| HBC (Hudson's Bay Company)          |
| Dollarama                           |
| IKEA                                |
| Rona/Lowe's                         |
| Home Depot                          |
| Aritzia                             |
| Best Falafel                        |
| Italian Cultural Centre             |
| Chutney Villa                       |
| All India Sweets                    |
| Dosa Factory                        |
| House of Dosas                      |

| Participating Organizations                 |
|---|
| Tacofino                                    |
| White Spot                                  |
| Moxies                                      |
| Recipe Unlimited                            |
| Opa!  |
| Boston Pizza                                |
| Brown's Restaurant Group                    |
| Gulberg                                     |
| Ms Tiffin                                   |
| Himalaya                                    |
| Ba Le                                       |
| Tractor                                     |
| Earnest Ice Cream                           |
| Sal y Limon                                 |
| Chao Veggie Express                         |
| Cartems Donuts                              |
| Panago                                      |
| McDonalds                                   |
| 7-11 Canada                                 |
| Circle-K                                    |
| A&W Foods of Canada                         |
| Vancouver Aquarium                          |
| Retail Council of Canada                    |
| Canadian Federation of Independent Business |
| Restaurants Canada                          |
| Skip the Dishes                             |
| UberEats                                    |

## ACCESSIBILITY ORGANIZATIONS

| <b>Participating Organizations</b>   |
|--|
| BCITS Technology for the Living  |
| Canadian Institute for the Blind   |
| Cerebral Palsy Association   |
| ConnecTra  |
| Disability Alliance of BC  |
| Disability Foundation  |
| Former members of the City of Vancouver Persons with Disabilities Advisory Committee |
| GF Strong  |
| Luke Galvini (SFU)   |
| MS Society   |
| Spinal Cord Injury BC  |
| The Voice of the Cerebral Palsied of Greater Vancouver                               |



## **APPENDIX 3: ENGAGEMENT INVITATIONS**

# Straws as an Adaptive Aid Stakeholders Invitation to Participate

City staff are developing by-laws to reduce waste from single-use items, such as plastic and paper shopping bags, disposable cups, take-out food containers and disposable straws and utensils.

We have heard from previous phases of consultation that reducing access to plastic straws can make life more complicated for people who rely on them as an adaptive aid (for example due to age, disability or healthcare need).

The City values all members of its diverse communities and strives to meet the needs of everyone, regardless of ability. In support of this, we are working directly with people with lived experiences and organizations representing stakeholders who rely on straws as an adaptive aid to:

- better understand how to reduce waste from plastic straws while also improving accessibility; and
- assess how to improve public awareness of bendable plastic straws as an adaptive aid for those who need them

What the City learns from this engagement process will inform the by-laws and implementation plans that staff will bring forward for Council's consideration in spring 2019.

You are invited to participate in an upcoming engagement opportunity. Please choose one of the options below. Registration is on a first-come-first-served basis so please RSVP as soon as possible.

**A. Workshop:** A 2-hour workshop with a presentation from City of Vancouver staff and roundtable discussion with other people with lived experiences and representatives from organizations representing stakeholder who rely on straws as an adaptive aid. (20 spaces available)

Tuesday, April 9: 2-4pm – Mt. Pleasant Community Centre

**B. One-on-one interview:** a 30-minute interview at a time and location of your convenience between March 1– April 18 (20 spaces available)

If you require any assistance related to disability, communications, accessibility or dietary restrictions, **please include this information in your RSVP by March 26**, or contact Ignatius at:

604 736 7755 extension 124 (TTY)  
[hello@thinkmodus.ca](mailto:hello@thinkmodus.ca)

If you would like to provide your input but would prefer to do so in another format (i.e. email response), please include this information in your RSVP by March 26.

# Food and Retail Stakeholders Invitation to Participate

## **Process**

1. Email from City of Vancouver (Stu), introducing project and MODUS (January 28)
2. Follow-up email from MODUS (January 28)
3. Follow-up phone call/visit from MODUS (January Jan 29-30)

## **Introductory email from City**

Dear \_\_\_\_\_,

On June 5, 2018, Vancouver City Council adopted a Single-Use Item Reduction Strategy to reduce the use of plastic and paper shopping bags, polystyrene foam take-out containers and foam cups, disposable cups, take-out containers, straws and utensils.

Following Council's approval of the Strategy in June, staff have been working to develop a number of by-law requirements and implementation plans in support of the strategy. These by-laws and implementation plans are currently expected to be brought forward for Council's consideration and approval in spring 2019.

You are invited to participate in an upcoming consultation process that will help to inform the by-law requirements and implementation plans. This phase of consultation will occur from January-February 2019.

MODUS has been contracted by the City of Vancouver to facilitate this portion of our stakeholder consultation. Ignatius But ([ignatius@thinkmodus.ca](mailto:ignatius@thinkmodus.ca)) from MODUS will be contacting you shortly with an invitation to participate in one of our upcoming engagement activities.

If you have any questions, please email me at [stu.popp@vancouver.ca](mailto:stu.popp@vancouver.ca).

## Follow-up email from MODUS

Dear \_\_\_\_\_,

My name is Ignatius and I am following up on an email from the City of Vancouver regarding the City's current engagement on proposed by-laws for the Single Use Item Reduction Strategy.

City staff are developing by-laws to reduce waste from single-use items, such as plastic and paper shopping bags, disposable cups, take-out food containers and disposable straws and utensils.

In this engagement process, the City is seeking input from a targeted group of invited stakeholders on the implementation details of the by-laws, such as how implementation will be phased and resourced. What the City learns from this engagement process will inform the by-laws and implementation plans that staff will bring forward for Council's consideration in spring 2019.

You are invited to participate in an upcoming engagement opportunity. Please choose one of the options below. Registration is on a first-come-first-served basis so please RSVP as soon as possible.

- A. One-on-one interview:** a 45-60-minute interview at a time and location of your convenience between January 30 - February 15

OR

- B. Multi-stakeholder workshop (for local stakeholders):** A 3-hour workshop for local stakeholders with a presentation from City of Vancouver staff and roundtable discussion with other key stakeholders
1. Wednesday, February 27, 5:30-8:30pm – Hillcrest Community Centre
  2. Monday, March 4, 10am-1pm – Creekside Community Centre

OR

- C. Webinar (for out of town stakeholders):** A 3-hour webinar with a presentation from City of Vancouver staff and interactive polls
1. Wednesday, March 6, 10am-1pm (PST)
  2. Thursday, March 7, 10am-1pm (PST)

Please RSVP with your FIRST and SECOND choice by February 7, 2019.

**Follow-up call from MODUS** (*if stakeholders is unresponsive via email or only generic email is found*)

My name is \_\_\_\_ and I am calling from MODUS on behalf of the City of Vancouver's Single-Use Item Reduction Strategy team to follow up on emails sent by the City and MODUS on January 28<sup>th</sup>? Is this a good time for us to chat?

The City is developing by-laws to reduce waste from single-use items, such as plastic and paper shopping bags, disposable cups, take-out food containers and disposable straws and utensils.

The City has contracted MODUS to facilitate stakeholder consultation on the draft by-laws. In this engagement process, the City is seeking input from a *targeted* group of invited stakeholders on the implementation details of the by-laws, such as how implementation will be phased and resourced. What the City learns from this engagement process will inform the by-laws and implementation plans that staff bring forward for Council's consideration in spring 2019.

You can participate in a one-on-one interview or in a multi-stakeholder workshop. For those of you who are out of town we will also run a webinar.

Given space limitations, and to maximize the number of stakeholders involved, you will only be participating in one of the following three activities.

- A. One-on-one interview:** a 45-60-minute interview at a time and location of your convenience between January 28 - February 15

OR

- B. Multi-stakeholder workshop (for local stakeholders):** A 3-hour workshop with a presentation from City of Vancouver staff and roundtable discussion with other key stakeholders

1. Wednesday, February 27, 5:30-8:30pm – Hillcrest Community Centre
2. Monday, March 4, 10am-1pm – Creekside Community Centre

OR

- C. Webinar (for out of town stakeholders):** a 3-hour webinar for out of town stakeholders

1. Wednesday, March 6, 10am-1pm (PST)
2. Thursday, March 7, 10am-1pm (PST)

Would you be interested in participating?

*Note down preferred activity and time if applicable.*

*If they need more time to consider before registering:*

Registration is on a first-come-first-served basis so we encourage you to please RSVP as soon as possible. Please RSVP with your FIRST and SECOND choice by February 7, 2019.

Thank you very much for your time.



# Proposed By-Laws for Single-Use Items Could Change how you do Business

**The Single-Use Item Reduction Strategy includes proposed by-laws to:**

- ban foam cups and containers
- ban the use of plastic straws with some exceptions for health care and accessibility needs
- reduce the use of plastic and paper bags and disposable cups
- reduce the use of single-use utensils

**Your Turn:** Help shape the by-laws and implementation plans that staff will present to Council in spring 2019. Share with City staff how the proposed by-laws will impact your business and what support you will need.



#ReduceSingleUse



# Share Your Input

You can participate and provide feedback in one of two ways, select the option that works best for you.

## Workshop

Mon., March 4

10:00am-1:00pm

Creekside Community Centre

**OR**

## Interview

Schedule an in-person or phone interview at your convenience.



Workshops and interviews are first-come first-serve;

**RSVP by February 27 to [ignatius@thinkmodus.ca](mailto:ignatius@thinkmodus.ca)**

For more information, visit [vancouver.ca/zerowaste](http://vancouver.ca/zerowaste)



MODUS Planning, Design and Engagement, Inc.  
is consulting stakeholders on behalf of the  
City of Vancouver

[#ReduceSingleUse](#)



## **APPENDIX 4: RESOURCE BOOKLETS**

# Proposed Single-Use Item By-laws for Consultation

MODUS Interviews

February 4 - February 15, 2019



#ReduceSingleUse  
[vancouver.ca/zerowaste](http://vancouver.ca/zerowaste)

# Purpose of Proposed By-laws

## Context

On June 5, 2018, Vancouver City Council adopted a Single-Use Item Reduction Strategy to reduce the use of plastic and paper shopping bags, polystyrene foam take-out containers and foam cups, disposable cups, take-out containers, straws and utensils.

Following Council's approval, staff have been working to develop a number of proposed by-law requirements and implementation plans in support of the strategy.

## Rationale for Single-Use Item Reduction By-laws

- 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
- It costs Vancouver taxpayers about \$2.5 million per year for the City to collect these items from public waste bins and to clean up when they become litter

# Purpose of Consultation

At this stage, no by-laws have been enacted by Council. City staff are looking for feedback on specific aspects of the proposed by-laws, which will inform the by-law recommendations presented to Council in spring 2019.

This phase of consultation is designed to reach a diverse set of stakeholders representing a broad spectrum of interests within a manageable sample size.

The intent is to allow stakeholders to dig deep into questions and provide in-depth responses about potential by-law details.

Part of the current consultation is to assess the need for additional sessions or broader comment phase.

**All by-law requirements proposed on these slides are pending Council approval.**

# Proposed Foam Restrictions

Food and drink cannot be served in foam cups or foam containers.

## Exemptions:

- Hospitals
- Healthcare offices
- Community care facilities
- Raw or uncooked food (unless intended to be eaten without further preparation, such as sushi)
- Containers of food packaged and sealed outside Vancouver

Beginning June 1, 2019 (pending Council approval)

# Proposed Plastic Straw Restrictions

- No license holder may distribute single-use plastic straws to any person, except for bendy plastic straws for use as an **adaptive aid**
- Applies to straws made from disposable plastic (e.g. polypropylene) and compostable plastic (e.g. PLA)
- To help improve accessibility in Vancouver, every license holder that serves food must keep bendy plastic straws in stock, and provide one when requested by a customer
- Bendy plastic straws must be made from disposable plastic
- Beginning **June 1, 2019 (pending Council approval)**

## Proposed phasing:

- At first - Applies to Restaurant license holder only
- In 3 years - Applies to all other license holders that serve food



# Why would bendy straws - made from disposable plastics - be required?

| Accessibility Criteria   |                   |                |                 |              |                          |                      |                           | Meets All Criteria |
|--------------------------|-------------------|----------------|-----------------|--------------|--------------------------|----------------------|---------------------------|--------------------|
|                          | No Choking Hazard | No Injury Risk | No Allergy Risk | Positionable | Doesn't Require Cleaning | Low Cost to Consumer | Safe at High Temperatures |                    |
| Bendy Disposable Plastic | Green             | Green          | Green           | Green        | Green                    | Green                | Green                     | Green ✓            |
| Disposable Plastic       | Green             | Green          | Green           | Red          | Green                    | Green                | Green                     | Red ✗              |
| Compostable Plastic      | Green             | Green          | Red             | Red          | Green                    | Green                | Red                       | Red ✗              |
| Metal                    | Green             | Red            | Green           | Red          | Red                      | Red                  | Red                       | Red ✗              |
| Bamboo                   | Green             | Red            | Red             | Red          | Red                      | Red                  | Green                     | Red ✗              |
| Glass                    | Green             | Red            | Green           | Red          | Red                      | Red                  | Red                       | Red ✗              |
| Silicone                 | Green             | Green          | Red             | Red          | Red                      | Red                  | Green                     | Red ✗              |
| Acrylic                  | Green             | Red            | Green           | Red          | Red                      | Red                  | Red                       | Red ✗              |
| Paper                    | Red               | Green          | Green           | Red          | Green                    | Green                | Red                       | Red ✗              |
| Pasta                    | Red               | Red            | Red             | Red          | Green                    | Green                | Red                       | Red ✗              |

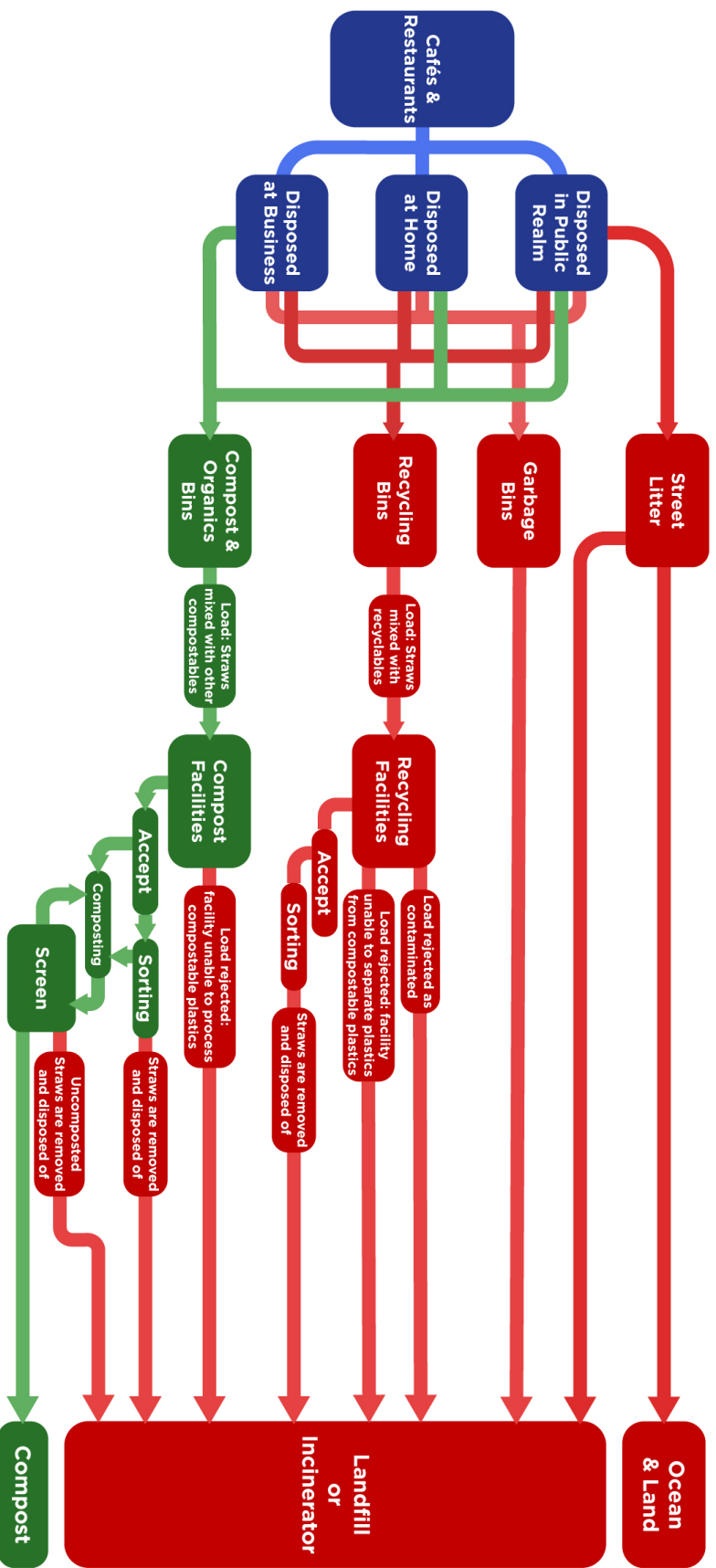
Only bendy plastic straws meet all the accessibility needs shown in this table.

# Compostable Plastic Straws Included in Proposed By-Law

- Compostable plastic straws are **not designed to break down on land or in water** and can cause environmental harm when littered just like disposable plastic straws.
- Very **few composting facilities** that serve Vancouver accept compostable plastic and can successfully break it down.
- Compostable plastic straws that go to composting facilities that don't accept compostable plastic will get screened out and **sent to landfill or incinerator**.
- The City doesn't control what composting facility organics from businesses and most multi-family buildings go to, so there's no guarantee that compostable plastic straws will go to a facility that can compost them.




# Compostable Plastic Straws

The diagram below identifies different paths that compostable plastic straws – distributed from cafes and restaurants in Vancouver – may take, depending on how they are disposed.



# Proposed Bag Reduction Plans - Approach A

Approved in principle by Council on June 5, 2018, except details of Customized Plan requirements and 2021 reduction targets

|  <b>Plastic Bags</b> | <p>Choose from:</p> <ul style="list-style-type: none"> <li>i) Don't give out</li> <li>ii) Charge a fee – set by business</li> <li>iii) Submit a Customized Plan</li> </ul> <p>Report number and weight of plastic bags distributed to City each year</p> <p><b>City-wide plastic bag ban if the weight of empty plastic bags in residential garbage and public litter cans in Vancouver doesn't decrease 80% below 2018 amounts by 2021</b></p> |
|--|---|
|  <b>Paper Bags</b>    | <p>Choose from:</p> <ul style="list-style-type: none"> <li>i) Don't give out</li> <li>ii) Charge a fee – set by business</li> <li>iii) Submit a Customized Plan</li> </ul> <p>Report number and weight of plastic bags distributed to City each year</p>  |
|  <b>Reusable Bags</b> | <p>No Restrictions</p> <p>No reporting</p>  |

# Proposed Bag Reduction Plans – Approach A




## Option iii - Customized Plans

If your organization chooses **option iii**, you must submit a form to the City with the following:

- Description of how you will reduce the distribution of plastic and/or paper bags
- Number and weight of plastic and/or paper bags you distributed in the year prior to implementing your **option iii** plan (baseline amount)
- Description of how you calculated your baseline amount
- Description of how you will track the number and weight of plastic and/or paper bags you distribute

If you select **option iii**, the number and weight of plastic and/or paper bags you distribute each year must be 80% less than your baseline amount, or you could be subject to a fine up to \$1,000.

# Proposed Bag Reduction Plans – Approach B

|  |  |
|--|--|
|  <p><b>Plastic Bags</b></p> | <p>Choose from:</p> <ul style="list-style-type: none"> <li>i) Don't give out</li> <li>ii) Charge a fee – set by business; above a minimum set by City (15 or 25 cents)</li> </ul> <p>Reporting requirement TBD in 2 years</p> <p><b>City-wide plastic bag ban if the weight of empty plastic bags in residential garbage and public litter cans in Vancouver doesn't decrease 80% below 2018 amounts by 2024</b></p> |
|  <p><b>Paper Bags</b></p>     | <p>Choose from:</p> <ul style="list-style-type: none"> <li>i) Don't give out</li> <li>ii) Charge a fee – set by business, above a minimum set by City (15 or 25 cents)</li> </ul> <p>Reporting requirement TBD in 2 years</p>  |
|  <p><b>Reusable Bags</b></p>  | <p>Charge a fee – set by business; above a minimum set by City (\$1 or \$2)</p> <p>NO reporting required</p>   |

Beginning in 2019/20  
(Date TBD through consultation)

# Proposed Exemptions to Bag Reduction Plans

## Small Paper Bags:

Any bag made out of paper that is less than 15cm x 20cm when flat.


### Bags Used to:

- Package loose bulk items such as fruit, vegetables, nuts, grains or candy
- Package loose small hardware items such as nails and bolts
- Contain or wrap frozen foods, meat, poultry or fish, whether pre-packaged or not
- Wrap flowers or potted plants
- Protect prepared foods or bakery goods that are not pre-packaged
- Contain prescription drugs received from a pharmacy
- Transport live fish
- Protect linens, bedding or other similar large items that cannot easily fit in a reusable bag
- Protect newspapers or other printed material intended to be left at the person's residence or place of business
- Protect clothes after professional laundering or dry cleaning
- Package medical supplies and items used in the provision of health services
- Protect tires that cannot easily fit in a reusable bag

# Proposed Cup Reduction Plans – Approach A

Approved in principle by Council on June 5, 2018,  
except details of Customized Plan requirements and 2021 reduction targets

**Hot & Cold  
Cups**



Choose from:

- i) Don't give out
- ii) Charge a fee – set by business
- iii) Submit a Customized Plan

Report number and weight of disposable cups distributed to City each year

**Full disposable cup ban if the weight of disposable cups within residential garbage and public litter cans in Vancouver doesn't decrease 50% below 2018 amounts by 2021**

Beginning in 2019/20  
(Date TBD through consultation)



# Proposed Cup Reduction Plans – Approach A

## Option iii - Customized Plans


If your organization chooses **option iii**, you must submit a form to the City with the following:

- Description of how you will reduce the distribution of disposable cups
- Number and weight of disposable cups you distributed in the year prior to implementing your **option iii** plan (baseline amount)
- Description of how you calculated your baseline amount
- Description of how you will track the number and weight of disposable cups you distribute

If you select **option iii**, the number and weight of disposable cups you distribute each year must be 50% less than your baseline amount, or you could be subject to a fine up to \$1,000.

# Proposed Cup Reduction Plans – Approach B

**Hot & Cold Cups**



Choose from:

- i) Don't give out
- ii) Charge a fee – set by business; above minimum set by City (25 cents)

Reporting requirement TBD in 2 years

**City-wide disposable cup ban if the weight of disposable cups within residential garbage and public litter cans in Vancouver doesn't decrease 50% below 2018 amounts by 2024**

Beginning in 2019/20  
(Date TBD through consultation)

# Proposed Exemptions to Cup Reduction Plans

## Disposable cups used as:

- Take-out food containers (e.g. to serve food such as desserts, jello, soup, etc.)

## Disposable cups used in:

- A hospital
- A healthcare office
- Any facility licensed as a community care facility under the Community Care and Assisted Living Act

# Proposed Utensils By-Request Requirements

- Only given out if requested by customer
- Includes single-use forks, spoons, knives, chopsticks, stirrers
- Applies to all materials (plastic, compostable plastic, bamboo, wood, etc.)
- May not be stocked at self-serve stations
- Beginning in 2019/2020 (date TBD through consultation)

# Proposed Exemptions for Straw and Utensil Restrictions

- Hospitals, health care offices and community care facilities
- Single-use utensils and straws packaged and sealed together with food or drink that has been packaged and sealed outside Vancouver (e.g. juice box straws)
- Packages of single-use utensils or single-use straws sold for personal use

# Enforcement

The City has several tools for enforcement.

To help organizations comply with the by-law changes, initial actions will focus on education, outreach and support.

Following these initial actions, organizations who do not make changes to comply with the by-laws will be subject to penalties and fines. For example, the recommendation for serving food or drink in a foam cup or foam container is a fine of \$250 per offense.

License holders that submit Customized Reduction Plans for bags or cups will be subject to a fine of up to \$1000 per year and may be required to amend their reduction plan if they:

- Do not achieve the required reduction amounts, and
- Do not make efforts to reduce distribution of these items.

# Proposed Action for Compostable Single-Use Items (other than straws)

The City will monitor new developments regarding compostable plastics and compost technology and report back to Council in 2021 on ways to regulate compostable single-use items.

# Proposed Action Regarding Recycled Content for Single-Use Items Made of Paper

The City will research further to determine:

- Availability of single-use items made from recycled paper
- Pros and cons of different sources of recycled paper

Potential to phase in requirements for recycled content in paper bags, paper cups and other paper single-use items.



## **APPENDIX 5: INTERVIEW GUIDES**

## GENERAL INTERVIEW RESPONSE TEMPLATE

|  |  |   |
|--|--|---|
| Interviewee name, title, organization: |  |   |
| Interviewer:                           |  |   |
| Date:                                  |  |   |
| Type of business:                      | <input type="checkbox"/> Beverage Establishment<br><input type="checkbox"/> Caterer<br><input type="checkbox"/> Edu institution<br><input type="checkbox"/> Event venue<br><input type="checkbox"/> Food supplier<br><input type="checkbox"/> Mobile food vendor | <input type="checkbox"/> Grocer<br><input type="checkbox"/> Hotel<br><input type="checkbox"/> Low-cost meal provider<br><input type="checkbox"/> Mall<br><input type="checkbox"/> Theatre<br><input type="checkbox"/> Non-food retailer<br><input type="checkbox"/> Restaurant / dine-in<br><input type="checkbox"/> Restaurant / quick-service |
| Type of ownership                      | <input type="checkbox"/> Multi-national/national chain<br><input type="checkbox"/> Local chain   | <input type="checkbox"/> Franchise - Corporate headquarters<br><input type="checkbox"/> Franchise operator<br><input type="checkbox"/> Independent  |

### Step A: Introductions and Permissions

The City is developing bylaws to reduce the use of plastic and paper shopping bags, polystyrene foam take-out containers and foam cups, disposable cups, take-out containers, straws and utensils.

Garbage pick-up of SUIs from sidewalks, parks, etc. cost the city \$2.5 million last year and take up valuable space in our landfill.

Consulting with you on the timing and graduated approaches for the by-laws is an important part of how the City can ensure success of new by-law requirements.

In this phase of consultation, we are asking for input on these bylaws from a targeted group of invited stakeholders.

Your input will inform the by-law requirements and implementation plans, which will be presented to Council in spring 2019.

Do you agree to participate? Do you have any questions before we begin?

**Step B: Ask introductory questions**

1. Have you heard of the COV Single-Use Item Reduction Strategy before?      Y / N

2. What type of business license do you have?

- |   |  |
|---|--|
| <input type="checkbox"/> Limited Service Food Establishment | <input type="checkbox"/> Retail Dealer – Food    |
| <input type="checkbox"/> Restaurant – Class 1               | <input type="checkbox"/> Retail Dealer – Grocery |
| <input type="checkbox"/> Restaurant – Class 2               | <input type="checkbox"/> Retail Dealer – Market  |
| <input type="checkbox"/> Retail Dealer                      | <input type="checkbox"/> Street Vendor           |
| <input type="checkbox"/> Other                              |  |

3. (If food vendor) are your patrons more likely to stay on-site or take-out?  
Estimate:

On-site \_\_\_\_\_%

Take-out \_\_\_\_\_%

**Step C: Ask Q1 and Q2. Select SUI's that apply.**

|   |   |   |
|---|---|---|
| <p>1. Which of the following single-use items do you use or distribute?<br/>Please check all that apply.</p>  |   | <p>2. How dependent is your business on giving out this item?<br/>1 = not dependent, can be easily replaced by an alternative.<br/>2 = slightly dependent<br/>3 = somewhat dependent<br/>4 = mostly dependent<br/>5 = entirely dependent, cannot be replaced by an alternative.</p> |
| <p><b>Foam</b></p> <p><input type="checkbox"/> Take-out containers<br/><input type="checkbox"/> Cups<br/><input type="checkbox"/> Other</p>   |   | <p><input type="checkbox"/> _____<br/><input type="checkbox"/> _____<br/><input type="checkbox"/> _____</p>   |
| <p><b>Straws</b></p> <p><input type="checkbox"/> Plastic<br/><input type="checkbox"/> Compostable plastic<br/><input type="checkbox"/> Paper<br/><input type="checkbox"/> Other</p>   |   | <p><input type="checkbox"/> _____<br/><input type="checkbox"/> _____<br/><input type="checkbox"/> _____</p>   |
| <p><b>Cups</b></p> <p><input type="checkbox"/> Plastic<br/><input type="checkbox"/> Compostable plastic<br/><input type="checkbox"/> Paper</p>  |   | <p><input type="checkbox"/> _____<br/><input type="checkbox"/> _____<br/><input type="checkbox"/> _____</p>   |
| <p><b>Bags</b></p> <p><input type="checkbox"/> Plastic<br/><input type="checkbox"/> Paper<br/><input type="checkbox"/> Reusable</p>   |   | <p><input type="checkbox"/> _____<br/><input type="checkbox"/> _____<br/><input type="checkbox"/> _____</p>   |
| <p><b>Utensils</b></p> <p><b>Type</b></p> <p><input type="checkbox"/> Forks<br/><input type="checkbox"/> Knives<br/><input type="checkbox"/> Spoons<br/><input type="checkbox"/> Chopstick<br/><input type="checkbox"/> Stirrers<br/><input type="checkbox"/> Other</p> | <p><b>Material</b></p> <p><input type="checkbox"/> _____<br/><input type="checkbox"/> _____<br/><input type="checkbox"/> _____<br/><input type="checkbox"/> _____<br/><input type="checkbox"/> _____<br/><input type="checkbox"/> _____</p> | <p><input type="checkbox"/> _____<br/><input type="checkbox"/> _____<br/><input type="checkbox"/> _____<br/><input type="checkbox"/> _____<br/><input type="checkbox"/> _____<br/><input type="checkbox"/> _____</p>  |

3. Have you changed your practices to reduce or eliminate any of these items? Y / N

If so, how? What motivated you to make a change?

#### Step D: Explain relevant by-laws

- Explain the by-laws, section by section, relevant to the interviewee, based on previous answers, using the “by-law explainer” slides. The by-law explainer slides will have details of the proposed by-law for each of the materials:
  - **Foam:** details and requirements of proposed by-law, timing
  - **Straws:** details and requirements of proposed by-law, timing
  - **Utensils:** details and requirements of proposed by-law, timing
  - **Bags:** details of by-law options, timing for each option
  - **Cups:** details of by-law options, timing for each option
  - **Recycled paper content and compostable single-use items:** City recommendation, FAQs
  
- Encourage any clarifying questions before interviewer begins asking questions.

# FOAM

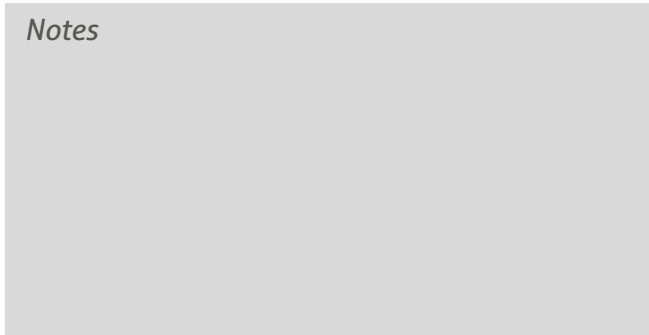
## Questions

1. Would you be ready to phase out foam cups and foam containers by June 2019?    Y    /    N

2. If no, why?

- Changing supply chain takes longer
- Staff training
- Signage?
- Other \_\_\_\_\_

*Notes*



3. How much time would you need to be ready if Council were to adopt the by-law?

4. What issues would a ban on foam cups and foam containers create for you?

- [Probe] increased costs?
- [Probe] inconvenience in workflow?
- [Probe] customer experience?

## Additional Questions

5. What supports from the City would you need to be ready?

# STRAWS

## Questions:

1. What portion of customers who use straws stay on site?

0%                  25%                  50%                  75%                  100%

2. How acceptable would a ban on plastic and compostable plastic straws for your business?

1 – unacceptable   2 – slightly unacceptable   3 – neutral   4 – slightly acceptable   5- acceptable

a) Why?

3. How would you plan to comply with the ban?      Reduce use   /      Replace with substitute

a. If reduce use, how would you change your business model/ operations?

b. If replace, what alternatives would you use?

4. What would you need to do in order to comply with the ban on plastic and compostable straws?

- Change supply chain
- Staff training
- Signage
- Other \_\_\_\_\_

*Notes*

5. What would you need to do in order to provide "bendy straws" for customers (by request only)?  
(To improve accessibility)

- Change supply chain
- Staff training
- Signage
- Other \_\_\_\_\_

*Notes*

- 6. Would you be ready to phase out straws by June 2019?            Y       /       N  
    Would you be ready to phase out straws by 2022?            Y       /       N  
    a. If no, why?

7. How much time would you need to be ready to phase out straws? Why?  
    [probe] How much lead time would your business/organization need to change your supply chain?

8. How much time would you need to be ready to provide bendy straws? Why?

9. Are there other approaches to reducing straws you would like us to consider?

### **Additional Questions**

10. How would the ban affect your customer's experience?

11. What supports from the City do you need to be ready?



# BAG REDUCTION

## Approach A Questions

1. Do you track the number and weight of plastic and paper bags you distribute?    Y       /       N
  - a. If no, what would you need to do in order to track the number and weight of bags you distribute?
    - New inventory tracking system
    - Staff training
    - Extra staff resources
    - Other \_\_\_\_\_
  
2. For all options under Approach A, would you be willing to report to the City the number and weight of plastic and paper bags you distribute?    Y       /       N
  - a. If no, why?
  
3. Within Approach A, which Option would you choose?
  - a. For plastic bags    1       /       2       /       3
  - b. For paper bags    1       /       2       /       3
  - c. If Option 3 for either plastic bags, paper bags or both, what initiatives would you like to submit for consideration?
 

[Probe] Provide discounts, implement customer loyalty program, signage
  
4. To regulate the use of Option 3 reduction plans, the City is proposing the following:  
 If you choose option 3, you must complete a written form to submit the following information:
  - o Description of how you will reduce distribution of plastic and/or paper bags
  - o Number and weight of plastic and/or paper bags you distributed in the year prior to implementing Option C plan (baseline amount)
  - o Description of how you calculated your baseline amount
  - o Description of how you will track the number and weight of plastic and/or paper bags you distribute

*In addition, if you select option c for your reduction plan, the number and weight of plastic and/or paper bags you distribute each year must be 80% less than your baseline amount, or you could be subject to a fine up to \$1,000.*

  - a. Is it feasible for your organization to provide the information for the written form described above?    Y       /       N  
 If no, why not?

b. How acceptable is the 80% reduction requirement for plastic and/or paper bags in Option C reduction plans?

1 – unacceptable 2 – slightly unacceptable 3 – neutral 4 – slightly acceptable 5- acceptable

Why?

c. Is there another approach for regulating Option C plans you would like the City to consider instead?

5. How acceptable is Approach A for your business?

1 – unacceptable 2 – slightly unacceptable 3 – neutral 4 – slightly acceptable 5- acceptable

a. Why?

### Approach B Questions

6. Within Approach B, which Option would you choose?

a. For plastic bags 1 / 2

b. For paper bags 1 / 2

7. Approach B proposes a minimum fee on plastic, paper and reusable shopping bags.

a. How acceptable is a minimum fee of 15 cents for plastic and paper shopping bags?

1 2 3 4 5

b. How acceptable is a minimum fee of 25 cents for plastic and paper shopping bags?

1 2 3 4 5

c. How acceptable is a minimum fee of \$1 for reusable bags?

1 2 3 4 5

d. How acceptable is a minimum fee of \$2 for reusable bags?

1 2 3 4 5

e. What do you think the minimum fee should be for each type of bag?

i. Plastic bags: \_\_\_\_\_

ii. Paper bags: \_\_\_\_\_

iii. Reusable bags: \_\_\_\_\_

8. How acceptable is Approach B for your business?

1 – unacceptable 2 – slightly unacceptable 3 – neutral 4 – slightly acceptable 5- acceptable

a. Why?

9. What are the pros and cons of Approach A and Approach B?

10. What do you need to change about your operations to comply...

f. with Approach A? Why?

b. With Approach B? Why?

11. How much time would you need to be ready for...

a. Approach A? Why?

b. Approach B? Why?

12. Both approaches propose to impose a ban on plastic bags if

- The weight of empty plastic bags residential garbage in Vancouver does not decrease 80% below 2018 amounts by 2021 (Approach A) or 2024 (Approach B), and
- The weight of empty plastic bags in public litter cans in Vancouver does not decrease by 80% below 2018 amounts by 2021 (Approach A) or 2024 (Approach B).

a. If a ban on plastic bags was imposed in 2 years as in Approach A, how would this affect your business?

b. In 5 years, as in Approach B, how would this affect your business?

13. A. How acceptable is an 80% reduction target for plastic bags in 2 years (Approach A)?

1                    2                    3                    4                    5

b. in 5 years (Approach B)?

1                    2                    3                    4                    5

14. Are there other approaches to reduce distribution of plastic and paper bags that you would like the City to consider?

## **Additional Questions**

15. Should any other bags be exempt from the by-law (either approach?) (*Interviewer refer to list of current exemptions*)
  
16. What supports from the City do you need to comply?
  
17. How will either approach to reduce bags affect your customer's experience?



c. Is there another approach for regulating Option 3 plans you would like the City to consider instead?

5. How acceptable is Approach A for your business?

1– unacceptable 2 – slightly unacceptable 3 – neutral 4 – slightly acceptable 5- acceptable

Why?

### Approach B Questions

6. Within Approach B, which Option would you choose?      1      /      2

7. Approach B proposes a minimum fee on disposable cups.

a. How acceptable is a minimum fee of 25 cents for disposable cups?

1                      2                      3                      4                      5

b. What do you think the minimum fee should be?

8. How acceptable is Approach B for your business?

1 – unacceptable 2 – slightly unacceptable 3 – neutral 4 – slightly acceptable 5- acceptable

c. Why?

9. What are the pros and cons of Approach A and Approach B?

10. What do you need to change about your operations to comply with...

a. Approach A? Why?

b. Approach B? Why?

11. How much time would you need to be ready for...

a. Approach A? Why?

b. Approach B? Why?

12. Both approaches propose to impose a ban on disposable cups if:

- The weight of disposable cups disposed to residential garbage in the City does not decrease 50% below 2018 amounts by 2021 (Approach A) or 2024 (Approach B), and
- The weight of disposable cups disposed to litter cans in the City does not decrease 50% below 2018 amounts by 2021 (Approach A) or 2024 (Approach B).

a. If a ban on disposable cups was imposed in 2 years as in Approach A, how would this affect your business?

d. In 5 years , as in Approach B, how would this affect your business?

13. A. How acceptable is a 50% reduction target for disposable cups in 2 years (Approach A)?

1                    2                    3                    4                    5

b. in 5 years (Approach B)?

1                    2                    3                    4                    5

14. Are there other approaches to reduce distribution of disposable cups that you would like the City to consider?

### Additional Questions

15. Are there any other uses for cups that should be exempt from the by-law (either approach)?  
*(Interviewer refer to list of current exemptions)*

16. What supports from the City do you need to comply?

17. How will either approach to reduce cups affect your customer's experience?

# UTENSILS

## Questions

1. How acceptable is giving out utensils by-request for your business?

1 – unacceptable 2 – slightly unacceptable 3 – neutral 4 – slightly acceptable 5- acceptable

a. Why?

2. How acceptable is removing single-use utensils from self-serve stations for your business?

1- unacceptable 2 – slightly unacceptable 3 – neutral 4 – slightly acceptable 5- acceptable

a. Why?

3. What do you need to change to comply with the by-law?

Staff training

Store layout

Signage

Other: \_\_\_\_\_

4. What are the challenges with making these changes?

5. How much time do you need to make these changes and comply? Why?

## Additional Questions

6. How will the changes affect your customer's experience?

7. What supports from the City do you need to comply?



# COMPOSTABLE SINGLE-USE ITEMS

## Questions

1. Do you use compostable single-use items (cups, containers, straws, utensils)?

Y / N

If yes, for what items and what are they made of? [probe: compostable plastic, oxo-degradable plastic, paper, paper lined with compostable plastic, bamboo, wood]

2. In your experience, what is the difference in price between compostable plastic and disposable (regular) plastic?

3. Do you have in-store organics/green bin collection for compostable plastic single-use items?

Y / N

- a. If yes, where do they go? [probe] what hauler collects your organics, what composting facility do they go to?

I don't know where they go / I know where they go (*please specify below*)

## 40% RECYCLED PAPER CONTENT

### Questions

1. Do you use single-use items with recycled paper content? Y / N
2. If yes, what single-use items?
  - a. What % of it is made of recycled paper content?
  - b. To the best of your knowledge, is it:
    - post-consumer recycled content;
    - post-industrial recycled content;
    - don't know
3. In your experience, what is the difference in price between recycled paper vs. virgin paper single-use items?
4. In your experience, what % of recycled paper content is available for these single-use items?

Bags: \_\_\_\_\_ % / Don't know

Cups: \_\_\_\_\_ % / Don't know

Containers: \_\_\_\_\_% / Don't know
5. Do you know any difference in how well single-use items with recycled paper content perform compared to products made of virgin paper?

## Overall Questions - All Interviews

1. Would you prefer all the by-laws to be... Enacted at the same time / Staggered?

Why?

If staggered, what is your preferred order and timing for implementation?  
(Order from 1-5 and indicate time frame)

- Foam                      timing: \_\_\_\_\_
- Straws                    timing: \_\_\_\_\_
- Bags                      timing: \_\_\_\_\_
- Cups                      timing: \_\_\_\_\_
- Utensils                timing: \_\_\_\_\_

2. How will the by-laws impact your use of food delivery services?

3. What other ideas do you have for the City to reduce waste from single-use items?

4. *For non-profits:* Would your organization prefer to be exempted from these by-laws or are there other forms of support that would help reduce your use and distribution of single-use items?

5. Would you be interested in participating in future conversations with the City and other businesses to share your experience of implementing the by-laws?                      Y      /      N

a. What is the best way for the City to communicate with you about this issue? [probe for social media, City website, email, apps [specify], mail, other.]

b. What is the best way for you to provide your input? [probe: interview, survey, online survey, in-person workshop, webinar, open house]

6. Do you think there is a need for additional consultation sessions or a broader comment phase to provide input on the by-laws before Staff bring them forward to Council for adoption? Why? Why not?

# STRAWS AS AN ADAPTIVE AID WORKSHOP QUESTIONS

## INTRODUCTION

The City is developing bylaws to reduce the use of plastic and paper shopping bags, polystyrene foam take-out containers and foam cups, disposable cups, take-out containers, straws and utensils.

The proposed plastic straw ban is meant to be a proactive step in reducing plastic waste, litter and its impact on our marine environment.

The City values all members of its diverse communities and strives to meet the needs of everyone, regardless of ability. In support of this, the City is developing an Accessible City strategy.

We know that banning plastic straws can make life more complicated for people who rely on them as an adaptive aid (for example, due to age, disability or healthcare need). As a result, the City is proposing that vendors be required to keep a supply of bendable plastic straws available by request for customers who need them.

As part of this consultation, we are working with organizations that represent stakeholders who rely on straws as an adaptive aid to:

- better understand how to reduce waste from plastic straws while also improving accessibility;
- determine if bendable plastic straws are the most suitable type of straw to be used as an adaptive aid; and
- assess how to ensure restaurant staff training and improve public awareness of bendable plastic straws as an adaptive aid for those who need them

When Council adopted the Single-Use Item Reduction strategy in June 2018, the potential impacts that a plastic straw ban could have on people who rely on straws as an adaptive aid was flagged by the

community as a concern. For this reason, the proposed ban on plastic straws will be the focus of this interview. However, please let us know whether you would like to be consulted on the other proposed by-laws (plastic and paper shopping bags, polystyrene foam take-out containers and foam cups, disposable cups, take-out containers, and utensils) in future consultations.

Your input will inform future consultations, the by-law requirements and implementation plans, including education and outreach planning, which will be presented to Council in spring 2019.

For Consultation Purposes Only - Not for Distribution

## QUESTIONS

1. How easily were you able to obtain plastic straws in restaurants or other places that sell drinks:
  - a. Before June 2018, when Vancouver City Council approved a plastic straw ban in principle?
    - 1 – It was always difficult
    - 2 – Most of the time it was difficult
    - 3 – Sometimes it was difficult, sometimes it was easy
    - 4 – Most of the time it was easy
    - 5- It was always easy
  - b. After June 2018?
    - 1 – It is always difficult
    - 2 – Most of the time it is difficult
    - 3 – Sometimes it is difficult, sometimes it is easy
    - 4 – Most of the time it is easy
    - 5- It is always easy

Please describe the types of experiences you had getting a straw when you needed one after June 2018.

2. The online community has developed this table evaluating how well different types of straws meet accessibility needs. (see page 7 in the *Single-Use Item Reduction By-law Consultation Resource Booklet*)

Do you agree that the bendy plastic straw the best option to meet the full-range of accessibility needs?

If no, why not?

Would you make any changes to this table to make sure it is appropriate to use as an education tool about why bendy plastic straws are needed to improve accessibility in Vancouver?

3. The proposed by-law requires businesses to have bendy plastic straws in stock as an adaptive aid AND provide them when requested by a customer. How acceptable would this be in terms of meeting your accessibility needs?
- 1 – unacceptable
  - 2 – slightly unacceptable
  - 3 – neutral
  - 4 – slightly acceptable
  - 5- acceptable

If it is unacceptable, why?

4. How would you like businesses to demonstrate that bendy plastic straws are available by-request for accessibility needs?
5. What do businesses and their staff need to know/have training on to appropriately serve customers who use straws as an adaptive aid?
6. Which term do you prefer to be used?
- Adaptive aid
  - Accessibility tool
  - Other: \_\_\_\_\_
7. Is there a need for bendy plastic straws to be individually wrapped?  
If yes, why?



8. Before staff bring the by-laws forward to Council for approval, do you think there is a need for the City to have additional consultation sessions or a broader comment phase for persons with disabilities to provide input on:
  - a. The plastic straw by-law? Why or why not?
  - b. The other single-use item by-laws? Why or Why not?
9. Would you be interested in participating in future conversations with the City and other businesses or community groups to share your experience with how the plastic straw ban by-law is implemented?

Y / N

- a. What is the best way for the City to communicate with you about this issue?
- b. What is the best way for you to provide your input to the City about this issue?

## **APPENDIX 6: PRE-INTERVIEW GUIDES**

## Guide to Pre-Engagement Key Informant Interviews

### Purpose of these interviews

To identify issues, opportunities, and considerations for our upcoming engagement with stakeholders, shaping our communications and engagement strategy.

### Key Informants to be interviewed

- Representatives of organizations that work with the stakeholder populations we will target
- Industry “insiders” who can identify the stakeholders to target, and advise on how to most effectively reach and interact with them
- City of Vancouver internal stakeholders with relevant knowledge

### Proposed Key Informants

This initial list draws from suggestions shared at the stakeholder mapping workshop, and from our analysis of how to cover and balance the large and small operations and diversity of interests we will reach: food industry, health, disability advocates, packaging and retail. The list was also reviewed and added to by CoV staff.



# MODUS

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|   | Organization   | Name                | Position                            | Rationale   |
|---|--|---------------------|-------------------------------------|---|
| 1 | CoV Internal   | Katie O'Callaghan   | Team Lead                           | Former Engagement Specialist on CoV Reduce Single-Use team, designed Phases 2-3.  |
| 2 | Restaurants Canada   | Mark von Schellwitz | VP Western Canada                   | Represents national restaurant chains. Was an "ambassador" for Phases 2-3, hosted Phase 2 roundtable meeting in Toronto with their member restaurants, helps push out information in social media. Spoke at Council.<br><i>Ask Mark how to engage food delivery services and if any associations represent these businesses.</i>  |
| 3 | BC Restaurants & Foodservices Association                    | Ian Tostensen       | President/CEO                       | Represents local restaurants. Has been following SUI strategy. Was engaged in Renewable City strategy.<br><i>Ask Ian how to engage food delivery services and if any associations represent these businesses.</i>   |
| 4 | Potluck Society / DTES Chefs Table                           | Dounia Saeme        | Program Manager                     | Was an "ambassador" for local non-profits for Phases 2-3. Coordinated a consultation session with DTES non-profits for the City in Phases 2-3. Spoke at Council.  |
| 5 | CoV Persons With Disabilities Advisory Committee             | Cathy Browne        | Past Chair, appointment ended Nov 4 | Reached out to the Reduce Single-Use team regarding accessibility issues for straws. Is familiar with many organizations, was active in the Translink consultation, and has provided recommendations for this next phase of consultation with persons with disabilities.  |
| 6 | Disability Alliance of BC                                    | Pat Danforth        | Chair                               | Recommended by MODUS as an organization that could help us identify other organizations that serve people with disabilities   |
| 7 | Packaging Association of Canada (PAC) – Packaging Consortium | Rachel Morier       | Director of Sustainability          | PAC can reach out to their membership and recommend rep from the packaging industry. PAC's Pacific Regional Leadership Council is working to engage their members to address ocean plastics. They hosted an ocean plastics event at Vancouver Aquarium for their members and released a white paper on packaging and ocean plastics together with Ocean Wise in Oct 2018. |



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|    |   |                   |  |   |
|----|---|-------------------|--|---|
| 8  | Retail Council of Canada  | Greg Wilson       | Director, Government Relations (BC)                                      | The Retail Council of Canada represents thousands of retail businesses across the country. Greg has been an “ambassador” through Phases 2-3, and RCC hosted a roundtable workshop for the City in Montreal in Phase 2.          |
| 9  | Vancouver Economic Commission-Sustainable Community Development | Meg O’Shea        | Program Manager, Thriving Vancouver Manager, Small to Medium Enterprises | Recommended by MODUS. Vince has worked with their ED. Pietra helped promote our previous consultations with their members.  |
| 10 | BIA (Business Improvement Areas) Partnership                    |                   |  | City staff attended the BIA Working Group meeting during Phase 3 of the consultation. Some member BIAs provided comments in Phase 3.  |
| 11 | BC Place  | Paul McArdle      | Centerplate General Manager  | Recommended by MODUS and identified during stakeholder mapping. Participated in the Phase 1 consultation workshop for single-use items and has a zero waste program.  |
| 12 | Tourism Vancouver   | Gwendal Castellán | Sustainable Destination Specialist                                       | Tourism Vancouver can provide insights into how to engage the tourism industry, especially hotels and other service providers. Tourism Vancouver hosted a consultation for the City during Phase 2., which Gwendal coordinated. |
| 13 | MOSAIC  | Olga Stachova     | CEO  | Recommended by MODUS as a resource on how best to reach multicultural audiences.  |
| 15 | Streetfood Vancouver Society                                    | Simon Cotton      | President  | Represents food trucks in Vancouver, a sector we haven’t managed to engage in Phases 1-3.   |



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|    |  |               |                         |   |
|----|--|---------------|-------------------------|---|
| 16 | Vancouver Civic Theatres   | Huan Huang    | Food & Beverage Manager | Added by Vince as an organization with reach to multiple theatre venues   |
| 17 | Alliance of Beverage Licensees for a responsible liquor industry (ABLE BC) | Jeff Guignard | Executive Director      | The voice of BC's private liquor industry. Represents private liquor stores, bars, hotels, night clubs. Recommended by Alcanna, an Alberta-based private liquor store company who recently approached us for an update on our consultation process. |

## Introductory Email from the City

**Note: MODUS will advise the City when to send this and who in the table shall receive it. City to send this email to individual recipients from the table, rather than as a group.**

On June 5, 2018, Vancouver City Council adopted a Single-Use Item Reduction Strategy to reduce the use of plastic and paper shopping bags, polystyrene foam take-out containers and foam cups, single-use cups, take-out containers, straws and utensils.

Following Council's approval of the Strategy in June, staff have been working to develop a number of by-law requirements and implementation plans in support of the strategy. These by-laws and implementation plans are currently expected to be brought forward for Council's consideration and approval in spring 2019.

You are invited to participate in an upcoming consultation process that will help to inform the by-law requirements and implementation plans. This phase of consultation will occur from January-February 2019.

MODUS has been contracted by the City of Vancouver to facilitate this portion of our stakeholder consultation. Ignatius But ([ignatius@thinkmodus.ca](mailto:ignatius@thinkmodus.ca)) from MODUS will be contacting you shortly to arrange a brief interview as a first step to provide input on the consultation process.

If you have any questions, please email me at [stu.popp@vancouver.ca](mailto:stu.popp@vancouver.ca).

## Follow-up Email from MODUS

Dear

My name is Ignatius and I am following up on an email from the City of Vancouver regarding the City's current engagement on its Single-Use Item Reduction Bylaws.

The City is developing bylaws to reduce waste from single-use items, such as plastic and paper shopping bags, disposable cups, take-out food containers and disposable straws and utensils.

In this phase of consultation, we will be asking for input from a targeted group of invited stakeholders to help inform the by-law requirements and implementation plans.

We have designed a process to engage targeted stakeholders on this topic, and as a first step, we are reaching out for advice on how we can refine our engagement process.

Given your experience as....., we need your perspectives on:

1. Who we should target in this phase of engagement to ensure a targeted, but representative sample of different perspectives; and
2. How to outreach and work with these stakeholders to understand their perspectives.

Would you be willing to participate in a short (30 min) interview with the project team? If so, please let Jess McIndoe ([jess@thinkmodus.ca](mailto:jess@thinkmodus.ca)) know dates and times that work best for you between November 27-December 7, 2018, and she will schedule an interview.



## Interview Guide

Hello,

My name is ----- and I'm working for the City of Vancouver to engage stakeholders on the topic of waste reduction, more specifically on the City's initiative to implement new bylaws to reduce waste from single-use items.

Thank you for agreeing to participate in this interview. I will provide a quick overview of the project, the purpose of this interview and then dive into the questions.

The City of Vancouver has committed to the goal becoming a zero-waste city by 2040 and in working towards this goal, it is seeking to reduce waste from single use items such as plastic and paper shopping bags, disposable cups, take-out food containers and disposable straws and utensils. As a next step, the City is developing the following by-laws:

1. A ban on polystyrene foam cups and foam containers
2. A ban on plastic straws (with exemptions for accessibility and health care needs)
3. Requirements for single-use utensils like forks and spoons to be given out only on request
4. Requirements for businesses to have reduction plans for single-use cups
5. Requirements for businesses to have reduction plans for plastic and paper shopping bags
6. Requirements for compostable and paper-based packaging

In this engagement process, staff will be asking for input from a *targeted* group of invited stakeholders on the implementation details of the bylaws, such as how implementation will be phased and resourced. What the City learns from this engagement process will inform recommendations brought forward to Council.

We are looking to invite stakeholders and stakeholder groups that represent the diverse types of community groups and businesses that use and produce single-use items.

While we will undertake the bulk of our engagement after Christmas, at this stage we are engaging on **how we engage** on this project. The purpose of these early interviews is to give stakeholders an opportunity to shape some of the details in the way we engage on this project, and to help us determine how to select a representative cross-section of stakeholders and how to reach them.

Our current plan is to provide stakeholders, by invitation, the opportunity to give input through one of the following options:

- One-on-one Interviews, either in-person or over the phone;
- Stakeholder workshops; or

- Stakeholder webinar

For those unable to provide input in one of those methods, we may include an online survey.

As a first step, we are reaching out to individuals like yourself to understand:

- Who we should target in this phase of engagement to ensure a targeted, but representative sample of different perspectives; and
- How to outreach and work with these stakeholders to understand their perspectives.

Do you have any questions before we begin?

### Questions

*Please note that questions will be customized based on prior knowledge and research of the pre-interviewee.*

1. What organization/group of people do you represent? Who are your members?

*Objective: to gain better understanding of who the interviewee is connected to and assess which of our stakeholder groups we can cover through them.*

2. ***If they participated in previous engagements on SUI Reduction Strategy, ask:***

What worked or didn't work for you in those engagements?

- a. Probe: Any comments regarding the process (from being notified of process, communications, how you were engaged, format of workshops and meetings)
- b. Probe: Any comments regarding the content that was discussed? Was there anything that was difficult to understand? Anything that was not discussed that should be considered before the bylaw is implemented?

*Objective: to gain insight into what worked and didn't work from last phase to inform our communications and engagement strategy.*

3. This phase we are inviting specific individuals and groups who are able to speak to a representative cross-section of perspectives. With this in mind, who should we engage?
  - a. Probe: *(depending on interviewee)* Who would have a perspective that we may not have considered? *(If needed, prompt with stakeholder types we are currently considering)*
  - b. Probe: *(if they ID a group we haven't already accounted for)* What representative organization/association is relevant to that stakeholder group?

*Objective: To ensure we target a representative group of stakeholders in engagement.*



4. Considering these groups and those you represent, what are they most interested in learning about? Providing input on? What questions might they have about the bylaws and this process?

*Objectives: to understand what is important to stakeholders, what aspect of the bylaws stakeholders are interested in; to inform how to prepare education materials and FAQs.*

5. We want to know how best to involve stakeholder groups, accommodating each stakeholder's unique needs. We are currently planning to have four different ways stakeholders can participate – one-on-one interviews, multi-stakeholder workshop, and webinar. Stakeholders can choose one of the three options to take part in. For those unable to provide input in one of those methods, we may include an online survey.

Of the groups and individuals you are in contact with and those you have mentioned previously in this interview...

- a. What should we consider when designing these engagement activities?
- b. Which of the three options would they prefer?

*Objective: to gain insight into how we can improve our engagement formats and design to accommodate their needs*

6. What can we do to help stakeholders provide the best input?

## **7. For Organizations that Represent People with Disabilities:**

What should we consider when designing engagement activities for people with disabilities?

- a. Probe: when sharing information about this process
  - b. Probe: when designing in person workshops
  - c. Probe: when conducting interviews (on the phone, in person)
  - d. Probe; when designing a group discussion format
  - e. Probe: when designing on line engagement
8. As part of this engagement process, we are planning to utilize “Project Champions” to help share information and gather perspectives from stakeholders they represent or are closely affiliated with. How can we support you to best distribute and collect information from your stakeholders?
  9. Anything else you would like to share?

Thank you for your participation.

# **APPENDIX 7: WORKSHOP EVENT PLANS**



# ADAPTIVE AID WORKSHOP EVENT PLAN

City of Vancouver Single Use Item By-law  
Consultation

Prepared by: MODUS Planning, Design & Engagement Inc.

Version: v2

Date: February 21, 2019



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Appendix A – Hosting Accessible City Public Events and Meetings - Guidelines for City Staff

## INTRODUCTION AND BACKGROUND

On June 5, 2018, Vancouver City Council adopted a Single-Use Item Reduction Strategy to reduce the use of plastic and paper shopping bags, polystyrene foam take-out containers and foam cups, disposable cups, take-out containers, straws and utensils.

Council instructed staff to explore options to reduce use and distribution of these single-use items. Staff are now developing proposed by-law changes and implementation details for Council's consideration. The by-law changes are identified in the strategy as follows:

1. A ban on foam cups and foam take-out containers, effective June 1, 2019
2. A ban on plastic straws, with exemptions for accessibility and health care needs, effective June 1, 2019
3. Requirements for single-use utensils to be given out only upon request
4. Reduction plans for single-use cups
5. Reduction plans for plastic and paper shopping bags
6. Requirements for compostable and paper-based single-use items.

## OBJECTIVES

The City values all members of its diverse communities and strives to meet the needs of everyone, regardless of ability. In support of this, the City is developing an Accessible City strategy.

We know that banning plastic straws can make life more complicated for people who rely on them as an adaptive aid (for example, due to age, disability or healthcare need). As a result, the City is proposing that vendors be required to keep a supply of bendable plastic straws available by request for customers who need them.

As part of this consultation, we are working directly with people with lived experiences and organizations representing stakeholders who rely on straws as an adaptive aid to:

- better understand how to reduce waste from plastic straws while also improving accessibility;
- determine if bendable plastic straws are the most suitable type of straw to be used as an adaptive aid; and
- assess how to ensure restaurant staff training and improve public awareness of bendable plastic straws as an adaptive aid for those who need them

What the City learns from workshops like these will inform the by-laws and implementation plans that staff will bring forward for Council's consideration in spring 2019.

When Council adopted the Single-Use Item Reduction strategy in June 2018, the potential impacts that a plastic straw ban could have on people who rely on straws as an adaptive aid was flagged by the community as a concern. For this reason, the proposed ban on plastic straws will be the focus of this event. However, as part of this event, stakeholders will be asked if they would like to be consulted on the other proposed by-laws (plastic and paper shopping bags, polystyrene foam take-out containers and foam cups, disposable cups, take-out containers, and utensils) in future consultations.

Input received during this workshop will inform future consultations, the by-law requirements and implementation plans, including education and outreach planning, which will be presented to Council in spring 2019.



## EVENT DETAILS

### ENSURING ACCESSIBILITY

To ensure accessibility for all participants, the event will be designed to meet the requirements in the City of Vancouver's guidelines. This event is being held at Mt. Pleasant Community Centre, a City of Vancouver community centre. MODUS representatives have called the centre and walked through accessibility requirements with staff.

Invitations to participants also ask stakeholders to include their accessibility requirements in their RSVP to MODUS. These requirements will then be incorporated into v2 of this event plan and reviewed by the MODUS accessibility lead to ensure they are provided for in planning and day of the event. Invitations will request the following information from participants:

- Any assistance needed relating to disability, communications or accessibility
- Any dietary restrictions
- Any other considerations to reduce barriers to participants

Please refer to the City's accessible events guide (see link in appendix A).

### TIME & LOCATION

The workshop will take place on Tuesday, March 12, 2-4pm at Mount Pleasant Community Centre Multipurpose Room 2.

### PARTICIPANTS

Engagement on 3.1.1 (plastic straws) will focus on people with disabilities, specifically those with disabilities that depend on straws as an accessibility tool. Our Project Champions from organizations who work closely with persons with disabilities have helped us identify the specific disabilities to target:

- Arthritis
- Autism
- Cerebral palsy
- Multiple sclerosis
- Muscular dystrophy
- Spinal cord injuries

Stroke recovery and rehabilitation<sup>1</sup> See Stakeholder List, Adaptive Aid Stakeholders tab, for most up to date list of stakeholders who will receive invitations. This list has been populated with the support of our disability champions.

---

<sup>1</sup> Examples of stroke-related injuries include dysphagia (difficulty swallowing or paralysis of the throat muscles) and hemiparesis (weakness or paralysis on one side of the body).

## SUMMARY AGENDA

Overall, the workshop will follow the following format, to be adjusted with recommendations from Champions:

- Welcome and introductions
- Overview of process, topic and objectives
- Round-table discussion
- Report back and plenary discussion
- Next Steps

## DETAILED AGENDA

| ACTIVITY                   | DURATION | DESCRIPTION   |
|----------------------------|----------|---|
| Introductions and overview | 30 min   | <p>Introduction of key staff members, overview of workshop objectives, format and agenda.</p> <p>Questions from participants.</p> <p>Presentation by City staff of background and context</p>   |
| Round-table discussion     | 60 min   | <p>Table facilitators will lead a facilitated discussion following pre-identified questions. Table facilitators will pre-populate flipchart paper with the questions prior to the activity.</p> <p>Participants will be separated into small groups of 3-4 and will be asked to reflect on each question themselves, share their responses with the group verbally (or through an alternative for non-verbal participants) then discuss as a group. Participant responses and key points of discussion will be recorded on sticky notes by facilitators/note-takers.</p> <p>Questions:</p> <ol style="list-style-type: none"> <li>1. How easily were you able to obtain plastic straws in restaurants or other place that sell drinks...             <ol style="list-style-type: none"> <li>a. Before June 2018, when Vancouver City Council approved a plastic straw ban in principle? (Likert 1 – it was always difficult, 2 – it was often difficult, 3 – sometimes it was difficult,</li> </ol> </li> </ol> |

| ACTIVITY | DURATION | DESCRIPTION  |
|----------|----------|--|
|          |          | <p>sometimes it was easy, 4 – it was often easy, 5 – it was always easy)</p> <p>Please describe the types of experiences you had getting a straw when you needed one <u>before June 2018</u>.</p> <p>b. How did that change after June 2018? (Likert 1 – it’s become a lot harder, 2 – it’s become somewhat harder, 3 – no change, 4 – it’s become somewhat easier, 5 –it’s become a lot easier)</p> <p>Please describe the types of experiences you’ve had getting a straw when you needed one <u>since June 2018</u>.</p> <p>2. Through online research City staff have developed this table evaluating how well different types of straws meet accessibility needs. (Interview to show and verbally describe the table from PowerPoint slides.)</p> <p>Do you agree that the bendy plastic straw is the best option to meet the full-range of accessibility needs? If no, why not?</p> <p>Would you make any changes to this table to make sure it is appropriate to use as an education tool about why bendy plastic straws are needed to improve accessibility in Vancouver?</p> <p>3. The proposed by-law requires businesses to have bendy plastic straws in stock AND to provide them when requested by a customer. How acceptable would this be in terms of meeting your accessibility needs? (Likert scale: 1 – unacceptable, 2 – slightly unacceptable, 3 – neutral, 4 – slightly acceptable, 5 – acceptable)</p> <p>If it is unacceptable, why?</p> <p>4. How would you like businesses to demonstrate that plastic straws are available by-request for accessibility needs?</p> |

| ACTIVITY                           | DURATION | DESCRIPTION   |
|------------------------------------|----------|---|
|                                    |          | <p>[probes] staff service? Signage? Other?</p> <ol style="list-style-type: none"> <li>5. What do businesses and staff need to know/have training to appropriately serve customers who use straws as an adaptive aid?</li> <li>6. Which term do you prefer to be used? (Adaptive aid, accessibility tool, other)</li> <li>7. Is there a need for bendy plastic straws to be individually wrapped? If yes, why?</li> <li>8. Would you be interested in participating in future conversations with the City and other businesses or community groups to share your experience with how the plastic straw ban by-law is implemented? Y/N             <ol style="list-style-type: none"> <li>a. What is the best way for the City to communicate with you about this issue? [probe for social media, City website, email, apps (specify) ,mail, other]</li> <li>b. What is the best way for you to provide your input to the City about this issue? [probe: interview, survey, online survey, in-person workshop, webinar, open house]</li> </ol> </li> <li>9. Before staff bring the by-laws forward to Council for approval, do you think there is a need for the City to have additional consultation sessions or a broader comment phase for persons with different accessibility needs to provide input on:             <ol style="list-style-type: none"> <li>a. The plastic straw by-law? Why or why not?</li> <li>b. The other single-use item by-laws? Why or why not? (Probe: be sure to specifically prompt for foam.)</li> </ol> </li> </ol> |
| Report back and plenary discussion | 20 min   | <p>Table facilitators will report back key themes from what was said at their tables to the whole group.</p> <p>Lead facilitator to facilitate plenary discussion, checking with participants if key points were recorded and understood accurately.</p>  |

| ACTIVITY   | DURATION | DESCRIPTION |
|------------|----------|-------------|
| Next steps | 10 min   |             |
| Total time | 120 min  |             |

## COMMUNICATIONS MATERIALS

- Name tags will be provided with opportunity to share pronouns
- Print materials will be available in high contrast, large font at least size 14
- Presenters will be reminded to state their name before speaking and describe any charts or graphics in the presentation
- Other communication materials and equipment to be included as requested by participants

## ROOM SET-UP

- Welcome table
  - Registration list, name tags, evaluation form, participant guidebook
- 3 round tables – seating for 3-4 at each table with room for a wheelchair at each
  - Non-scented, non-toxic markers, flipcharts, post-it notes
  - Tables to be set up allowing for sufficient room for wheelchairs to move without obstructions, avoiding designating specific sections for wheelchairs
  - Room between tables to allow for persons in wheelchairs to maneuver without obstruction as well as allowing for the parking of mobility aids and room for assistance dogs
  - Seats to be arranged at the front for people with hearing or visual needs.
- Presentation area
  - Podium/lectern, laptop, projector and clicker

## STAFF ROLES

MODUS will send a memo prior to the event reminding staff of applicable accessibility guidelines including reduced scent protocol.

| ROLE                           | PERSONEL                      |
|--------------------------------|-------------------------------|
| Lead facilitator               | Sarah Gillett                 |
| Presenter(s)                   | Monica Kosmak                 |
| Table facilitators/note takers | Ignatius But<br>Michael Meyer |

| ROLE               | PERSONEL  |
|--------------------|---|
|                    | Stacey Forrester<br>Vince Verlaan<br>Sarah Gillett        |
| Accessibility Lead | Stacey Forrester  |
| Resource persons   | City staff: Monica Kosmak, Andrea McKenzie, Julie LeBlanc |

## ACCESSIBILITY LEAD

MODUS has assigned a staff person, Stacey Forrester, to take the lead at the event on ensuring the room meets the accessibility needs of participants. Stacey will be available to support participants and troubleshoot any accessibility needs that arise.

## MATERIALS AND EQUIPMENT

| Material                     | Lead  | Notes |
|------------------------------|-------|-------|
| <b>Welcome table</b>         |       |       |
| Registration list            | MODUS |       |
| Name tags                    | MODUS |       |
| Evaluation form              | MODUS |       |
| <b>Information materials</b> |       |       |
| Resource booklet             | COV   |       |
| Adaptive Aid table           | COV   |       |
| Worksheets                   | COV   |       |



| Overview  |                          |                                       |
|---|--------------------------|---------------------------------------|
| Overview PowerPoint presentation  | COV                      |                                       |
| Projector   | Included in room booking |                                       |
| Laptop  | MODUS                    |                                       |
| Clicker   | MODUS                    |                                       |
| Round-table discussions   |                          |                                       |
| Markers   | MODUS                    |                                       |
| Post-it notes   | MODUS                    |                                       |
| Food and Beverage: Food will be ordered that meets the specified dietary requirements as per participants RSVP. All items will be clearly labelled. |                          |                                       |
| Food and beverage   | MODUS                    | Ensure clear labeling of ingredients. |
| Utensils/straws/etc   | MODUS                    | Bring bendable plastic straws         |
| Plates and cutlery  | MODUS                    |                                       |

## APPENDIX A

### **Hosting Accessible City Public Events and Meetings Guidelines for City Staff**

<http://citywire.city.vancouver.bc.ca/hr/hs/di/documents/hosting-accessible-public-events-and-mtgs-staff-guidelines.pdf>



# EVENT PLAN FOR FOOD & RETAIL STAKEHOLDER ENGAGEMENT

City of Vancouver Single Use Item By-law  
Consultation

Prepared by: MODUS Planning, Design & Engagement Inc.

Version: v2

Date: February 19 2019



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## INTRODUCTION AND BACKGROUND

On June 5, 2018, Vancouver City Council adopted a Single-Use Item Reduction Strategy to reduce the use of plastic and paper shopping bags, polystyrene foam take-out containers and foam cups, single-use cups, take-out containers, straws and utensils.

Council instructed staff to explore how to substantially reduce the use and distribution of bags, cups and take out containers and then later straws. Staff are now determining implementation strategies and details they will include in a report back to Council. This will incorporate early work developing by-laws identified in the strategy including:

1. A ban on plastic straws, with exemptions for accessibility and health care needs
2. Requirements for single-use utensils to be given out only upon request
3. Reduction plans for single-use cups
4. Reduction plans for plastic and paper shopping bags
5. Requirements for compostable and paper-based packaging

The City of Vancouver will host a workshop for invited stakeholders from the food and retail industry who represent broad and diverse types of services and goods that currently rely on single-use items.

## WORKSHOP OBJECTIVES

### Primary Objectives:

- To help inform by-law requirements and implementation plans (including possible exemptions and phasing) for Council approval
- To gain pragmatic insights into implementation planning (phasing, timing, resources) that will ensure implementation success

### Secondary Objectives:

- To enhance our knowledge of the complexity of implementing these bylaws, and to learn about the environmental, economic and social impacts of the by-laws
- To build relationships with stakeholders and build a foundation for ongoing collaboration for finding solutions to reduce single-use items

## EVENT DETAILS

### TIME & LOCATION

Monday, March 4 10am-1pm at Creekside Community Centre, Multi-Purpose Room 2

### PARTICIPANTS

The workshop will be attended by 20-30 stakeholders from a diverse range of businesses/sectors within the food and retail industry. The specific stakeholders invited have been chosen based on the following criteria:

- Use/distribute high volumes of single-use items implicated in the by-laws
- Are representative of the broad and diverse types of services and goods that currently rely on the use of single-use items
- Vary in size, from multi-national corporate chains to small, independent shops
- Were either involved in previous phases of engagement or have not been involved or invited to participated in previous phases

Participants were invited to take part in the consultation process and were given a choice between in-person interviews, webinars, and the workshops described in this event plan. (Local participants were given the option of this workshop. Out of town participants were offered the webinar.) The participant invitation list was developed from stakeholder lists from previous phases of consultation, initial Phase 4 consultation with key industry champions, and further research by City and MODUS staff. Workshop participants will generally be of the following stakeholder categories:

- Beverage primary establishments
- Food delivery
- Grocers
- Mobile food vendors
- Hotels
- Non-food retailers
- Restaurants (quick service and dine-in)

## SUMMARY AGENDA

**Introductions, brief presentation, background of project = 15 mins**

**Topic-based Round-table Discussions = 40 mins x 3 rounds = 120 mins**

There will be three rounds of topic-based discussions. In each round, participants will choose the topic they are interested in discussing and assign themselves to the corresponding discussion table.

Each round of discussion will follow this structure:

1. Checking our understanding (10 mins)
2. Exploring issues, opportunities and supportive actions (20 mins)
3. Testing feasibility and acceptability of proposed by-laws (10 mins)

**Overall Round-table Discussions = 15 mins**

The final round of discussion will focus on the by-law implementation process as a whole. Similar to the topic-based round-table discussions, MODUS table facilitators will lead a discussion aided by a table worksheet that is pre-populated with questions. Participants again will be asked to:

1. Individually and silently reflect on the question
2. Then write their response on sticky notes (one thought/idea per sticky)
3. Share and discuss with the group

**Plenary Discussion / Q&A session = 5 mins**

**Closing and next steps = 15 mins**

## DETAILED AGENDA

| ACTIVITY                                | TIME          | DESCRIPTION  |
|---|---------------|--|
| Setup                                   | 9:00-9:30am   | MODUS and City staff arrive to set up  |
| Team Huddle                             | 9:00 – 9:45   | Team huddle  |
| Participant check-in                    | 9:45 – 10am   | <p>Participants will check-in to the Welcome Table upon arrival. Participants will receive a participant questionnaire outlining the workshop agenda, details of the by-laws in resource booklet (printed PowerPoint deck with space for notes) and a questionnaire booklet (key questions for each by-law). The questionnaire booklet will also ask for participants on details on the business they represent (to mirror demographic information being collected in interviews)</p> <p><b>Roles:</b> One MODUS member to staff Welcome Table</p> |
| Introductions and overview presentation | 10-10:15      | <p>MODUS facilitator to welcome participants and introduce key staff members</p> <p>City staff to present overview and purpose of by-laws and consultation process.</p> <p>MODUS facilitator to review purpose, agenda and format of workshop.</p>   |
| Topic-based discussion<br>Round 1       | 10:15 – 10:55 | <p>There will be three rounds of discussion. Participants will select one topic to discuss per round, and will move/mix to another table for each new round.</p> <p>Each round-table discussion will focus on a different topic:</p> <ul style="list-style-type: none"> <li>• Foam</li> <li>• Straws</li> <li>• Bags</li> <li>• Cups</li> </ul>  |



|  |  |   |
|--|--|---|
|  |  | <ul style="list-style-type: none"> <li>• Utensils</li> </ul> <p>Please note that Compostable Products and Recycled Content will not have a round-table discussion, but will be covered in resource booklet and have questions in the participant questionnaire.</p> <p>Each round of discussion will follow this structure:</p> <ol style="list-style-type: none"> <li>1. <b>Checking our understanding</b> (10 mins)<br/>This phase includes a 5 minute staff explanation of the by-laws at the table. Staff will use printed copies of the resource booklet (staff-approved PowerPoint slide deck) to explain the by-laws. Participants will be provided with resource booklet to follow along. A 5 minute Q&amp;A period will follow to clarify participant questions about the by-laws.</li> <li>2. <b>Exploring issues, opportunities and supportive actions</b> (20 min)<br/>Following the staff explanation and Q&amp;A, MODUS facilitators will lead a round table discussion. Discussion will be centred on a table worksheet pre-populated with questions. Participants will be encouraged to work together to share their ideas around each of the questions in the allotted period of time.<br/><br/>The table facilitator will use the table worksheet to organize the dialogue and record input for each round of discussion. Each table will have its own worksheet as each topic will have unique questions.<br/><br/>In the group process, participants will be asked to: <ol style="list-style-type: none"> <li>1. Individually and silently reflect on the question</li> <li>2. Then write their response on sticky notes (one thought/idea per sticky)</li> <li>3. Share and discuss with the group</li> </ol> </li> <li>3. <b>Testing feasibility and acceptability of proposed by-laws</b> (10 min)<br/><br/>At the end of the round of discussion, participants will be asked to answer the questions in their questionnaire relating to each topic. The questions here will focus on testing the feasibility and acceptability on specific</li> </ol> |
|--|--|---|

|                                   |                 |   |
|-----------------------------------|-----------------|---|
|                                   |                 | aspects of the proposed by-laws. Questions will primarily be quantitative in nature with some room for open ended comments.   |
| Switch topics                     | 10:55 - 11      |   |
| Topic-based discussion<br>Round 2 | 11 – 11:40      | Same format as above  |
| <i>Break</i>                      | 11:40 – 11:45   |   |
| Topic-based discussion<br>Round 3 | 11:45 – 12:25pm | Same format as above  |
| Overall discussion                | 12:25 – 12:40   | <p>The table facilitator will use the table worksheet to organize the dialogue and record input for each round of discussion. Each table will have its own worksheet as each topic will have unique questions.</p> <p>In the group process, participants will first be asked to reflect on each question themselves, then to share their responses with the group and discuss as a group.</p> |
| Plenary Q&A                       | 12:40 – 12:55   | Open forum for participants to ask questions to Staff. Facilitated by MODUS lead facilitator.   |
| Closing and Next Steps            | 12:55 – 1pm     | City staff to thank attendees and to explain how this input will be used and outline next steps for the process.  |
| Total time                        | 180 min         |   |

## **APPENDIX 8: WEBINAR EVENT PLAN**



# WEBINAR PLAN FOR FOOD & RETAIL STAKEHOLDER ENGAGEMENT

City of Vancouver Single Use Item By-law  
Consultation

Prepared by: MODUS Planning, Design & Engagement Inc.

Version: v3

Date: 1 March 2019



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**Webinar Set up .....Error! Bookmark not defined.**

**Staff roles.....Error! Bookmark not defined.**

**Materials and equipment.....Error! Bookmark not defined.**

**Appendix A .....Error! Bookmark not defined.**

## INTRODUCTION AND BACKGROUND

On June 5, 2018, Vancouver City Council adopted a Single-Use Item Reduction Strategy to reduce the use of plastic and paper shopping bags, polystyrene foam take-out containers and foam cups, single-use cups, take-out containers, straws and utensils.

Staff are now drafting new by-laws that would set:

1. A ban on plastic straws, with exemptions for accessibility and health care needs
2. A ban on foam cups and takeout containers, with specific exemptions
3. Requirements for single-use utensils to be given out only upon request
4. Requirements for reduction plans for single-use cups
5. Requirements for reduction plans for plastic and paper shopping bags

Staff are also undertaking research into compostable packaging and recycled paper content for paper-based packaging. This is in response to Council's direction for staff to report back with by-law requirements for compostable packaging to be approved compostable, which indicates that it has been tested and approved at a local commercial compost facility, and a minimum 40% post-consumer content for paper-based packaging.

Input received from stakeholders during this phase of consultation will inform the proposed by-law requirements that staff will bring forward for Council's consideration in spring 2019. By-laws for compostable packaging and recycled paper content will be considered after additional research is complete, including information gathered through this engagement process.

In order to involve stakeholders based outside the Lower Mainland who cannot attend an in-person workshop, the City of Vancouver will also host a webinar event for invited stakeholders from the food and retail industry. The webinar event follows a structure similar to an in-person workshop the City of Vancouver is hosting for local food and retail stakeholders, with modifications made to reflect the different nature of gathering information online instead of in person. This document outlines the objectives, structure and content of the webinar.

## WEBINAR OBJECTIVES

### Primary Objectives:

- To help inform by-law requirements and implementation plans (including possible exemptions and phasing) for Council approval
- To gain pragmatic insights into implementation planning (phasing, timing, required resources) that will help ensure implementation success

### Secondary Objectives:

- To enhance our knowledge of the complexity of implementing these bylaws, and to learn about the environmental, economic and social impacts of the by-laws

- To build relationships with stakeholders as a foundation for ongoing collaboration for finding solutions to reduce single-use items

## EVENT DETAILS

### TIME & LOCATION

April 11<sup>th</sup>, 10 am – 1 pm PST (1pm – 4pm EST)

### PARTICIPANTS

The target participants include stakeholders from a diverse range of businesses/sectors within the food and retail industry that met the following criteria:

- Use or distribute high volumes of single-use items targeted in the by-laws
- Represent the broad and diverse types of services and goods that currently rely on the targeted single-use items (i.e. mix of food service and retail)
- Represent national brands based outside of the Lower Mainland
- Were either involved in previous phases of engagement or have not been involved

Participants were invited to take part in the consultation process and were given a choice between in-person interviews, workshop, and the webinar described in this event plan. The invitation list was developed from stakeholder lists from previous phases of consultation, initial Phase 4 consultation with key industry champions, and further research by City and MODUS staff. The webinar is targeting organizations whose headquarters are located outside of Vancouver. Webinar participants will generally belong to one of the following categories:

- Beverage primary chains
- Grocers
- Hotel chains
- Non-food retail chains
- Restaurant chains

A reminder email will be sent March 28th, 2019.

Webinar login information will be sent to confirmed participants on April 4th, 2019.

## SUMMARY AGENDA

- **Introductions of City and MODUS staff; overview of webinar agenda and format; test interactive components using questions unrelated to SUI (e.g. favourite flavour of ice cream, favourite movie) (10 min)**
- **Presentation (15 min)**
  - SUI background - why Vancouver developed a SUI Reduction Strategy, what products are covered, objective of the strategy (focus on reduction)
  - High level overview of by-laws being tested through consultation
  - Purpose of the consultation
  - Explanation of how the rest of the webinar will work
- **Deep Dive on Strategy #1: Bags**
- **Deep Dive on Strategy #2: Straws**
- **Deep Dive on Strategy #3: Utensils**
- **Deep Dive on Strategy #4: Foam cups and containers**
- **Deep Dive on Strategy #5: Disposable cups (other than foam)**
- **Deep Dive on Compostable Products and Recycled Content**
  - Participants choose which SUI category(ies) they are interested in discussing
  - Each category will be discussed for 20-30 min depending on the complexity of the topic
  - Participants can log out of the webinar (or mute their line and do something else) when a category that is not relevant to them is being discussed.
  - Participants affected by multiple categories are welcome to provide comments on multiple categories.
  - Each Deep Dive session will start with a presentation from City staff on the by-law followed by a Q & A period (participants participate by chat box or by unmuting their microphone)
  - After the Q &A the facilitators will ask some questions using the polling function or chat boxes (private or public).
  - Participants will also be asked to answer additional questions in a participant questionnaire (fillable PDF, downloaded from webinar site that participants can email in after the webinar)
  - Questions asked during the webinar and featured in the participant questionnaire will mirror the questions asked in the Food and Retail in-person workshop (see questions in Appendix A)
- **Closing and next steps (15 min)**



## DETAILED AGENDA

| ACTIVITY   | TIME                      | DESCRIPTION  |
|--|---------------------------|--|
| Participant sign-in                                | 10 min<br>before<br>start | <p>The webinar platform will open 10 minutes before 10 am. Participants will be asked to enter their name and the name of the organization they represent as part of signing in to the webinar. Participant names will be visible to other participants.</p> <p>The participant guidebook with key questions for each by-law will be made available as a PDF file for download.</p>  |
| Introductions and agenda; test interactive element | 15 min                    | <p>Give participants 5 minutes before jumping in.</p> <p>At 10:05am MODUS facilitator officially opens webinar with territorial acknowledgement</p> <p>Welcomes participants and introduces key staff members</p> <p>MODUS facilitator review agenda and format of webinar, including a test of the interactive technology (e.g. sample poll).</p>   |
| SUI Reduction Overview presentation                | 10 min                    | City staff present overview and purpose of by-laws and consultation process.   |
| Deep Dive # 1<br>Bags                              | 30 min                    | <p>There will be six rounds of discussion. The first five will focus on one type of SUI (bags, straws, utensils, foam cups/containers, cups). The sixth round will discuss compostable products and recycled content. Participants may choose to participate in each round, if they use or distribute all targeted SUI, or they may choose to leave the webinar and return only for those categories of SUI that are relevant to their operations.</p> <p>Each round will focus on a different topic:</p> <ul style="list-style-type: none"> <li>• Bags</li> <li>• Straws</li> <li>• Utensils</li> </ul> |

|                           |        |   |
|---------------------------|--------|---|
|                           |        | <ul style="list-style-type: none"> <li>• Foam (cups and takeout containers)</li> <li>• Cups</li> <li>• Compostable products and recycled content</li> </ul> <p>City staff will present the proposed by-law for the type of SUI under discussion. A MODUS recorder will make notes and record input for each round of discussion.</p> <p>Following a presentation by City staff about the proposed by-law, there will be a Q and A period. The Q and A period will use online polling, typed responses, and also provide opportunities for participants to share their thoughts via an open mic. Online polling will be used to prompt all participants to respond, and the MODUS facilitator will probe for more rationale and detailed insights (to be answered via chat box and/or open mic). If the group for a particular topic is smaller than 5, then the MODUS facilitator may invite participants to unmute their lines one at a time to provide their answers verbally, rather than by using the chat function.</p> <p>Participants will also be invited to provide their input privately to the webinar hosts (rather than to all participants) via the private chat feature.</p> <p>All participants will be asked to complete the participant guidebook and email it to MODUS) within 3 business days.</p> <p><i>(See questions for all the topics in Appendix A)</i></p> |
| Deep Dive # 2<br>Straws   | 20 min | Same format as above  |
| Deep Dive # 3<br>Utensils | 20 min | Same format as above  |
| Deep Dive # 4<br>Foam     | 20 min | Same format as above  |
| Deep Dive # 5             | 30 min | Same format as above  |

|   |         |   |
|---|---------|---|
| Cups  |         |   |
| Deep Dive #6<br>Compostable<br>Plastics and<br>Recycled Content | 20 min  | Same format as above  |
| Q&A<br>Closing and Next<br>Steps                                | 20 min  | City staff will thank attendees and explain how this input will be used and outline next steps for the process. |
| Total time  | 180 min |   |

## **APPENDIX 9: DEFINITION OF LICENSE TYPES**

## APPENDIX 9 – DEFINITION OF LICENSE TYPES

The license types referred to in Section 6.2 (Plastic Straws) are defined in Table 30 based on the City's License By-law (No. 4450).

*Table 30 - Definitions of License Types Held by Respondents that Answered Straw Questions*

| License Type                       | Definition*  |
|------------------------------------|--|
| Caterer                            | Any person who prepares and offers for sale food for consumption at premises other than where that person carries on the business.   |
| Limited Food Service Establishment | Any premises where food that is not prepackaged is prepared and served, where no more than sixteen seats of any kind, including chairs, stools and seats or benches, whether inside or outside, are provided for customers consuming food purchased in the establishment, and that does not include the sale of alcoholic drinks to customers for consumption on the premises. |
| Liquor Establishment               | A business the primary purpose of which is the sale and service of alcoholic drinks to customers for consumption on the premises (includes a club or a community association that sells alcoholic drinks for consumption on the premises)  |
| Restaurant                         | Use of premises for the primary purpose of selling and serving prepared food to the public, where the premises include at least 17 indoor or outdoor seats for customers consuming food purchased on the premises, and can include liquor service. Can also include customer participation such as karaoke, dancing or open microphone performing.                             |
| Retail Dealer - Food               | Any person who carries on the business of selling commodities including foodstuffs directly to the public but does not includes a retail dealer - grocery or a retail dealer - market outlet.  |
| Retail Dealer - Grocery            | Any person who carries on the business of selling commodities including foodstuffs directly to the public and whose business customarily includes two or more of a   |

|                               |   |
|-------------------------------|---|
|                               | bakery, butcher, delicatessen, and food service (snack bar) but does not include a retailer dealer - market outlet.   |
| Retail Dealer - Market Outlet | Any person who carries on the business of selling commodities which may include foodstuffs directly to the public from premises having a total floor area greater than 4,645 square metres.                   |
| Street Vendor                 | No definition provided  |
| Theatre                       | A building or premises used or intended to be used for the purpose of theatrical, operatic or dramatic performances, vaudeville or similar exhibitions, or for the projection or display of moving pictures.  |
| Venue                         | A business, located in a stadium, arena, or theater, that provides live sporting or entertainment events, and that sells alcoholic drinks to customers attending such events for consumption on the premises. |
| Wholesale Dealer - Food       | Any person who carries on the business of selling foodstuffs to retail dealers or to other wholesale dealers or to contractors or to manufacturers for use in their business.                                 |

\*Note that definitions are taken from the City of Vancouver's License By-law (No. 4450), but in some cases have been modified or paraphrased to simplify the language.