

**VILLAGE OF PEMBERTON  
-COMMITTEE OF THE WHOLE MEETING AGENDA-**

**Agenda** for the **Committee of the Whole** of Council of the Village of Pemberton to be held Tuesday, July 24, 2018 at 8:00 a.m. in Council Chambers, 7400 Prospect Street. This is Meeting No. 179.

*“This meeting is being recorded on audio tape for minute-taking purposes as authorized by the Village of Pemberton Audio recording of Meetings Policy dated September 14, 2010.”*

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Item of Business	Page No.
<b>1. CALL TO ORDER</b>	
In honour of the Lil'wat7ul, the Village of Pemberton acknowledges that we are meeting within the unceded territory of the Lil'wat Nation.	
<b>2. APPROVAL OF AGENDA</b>	1
<b>Recommendation:</b> THAT the Agenda be approved as presented.	
<b>3. DELEGATIONS</b>	
a) <b>Tourism Pemberton</b>	
i. <b>Future Funding Request</b>	2
ii. <b>Rural Dividend Program – Request for letter of support and funding to cover grant shortfall</b>	3
<b>4. RECESS at 9:00 a.m. to accommodate the Regular Council Meeting.</b>	
<b>5. RECONVENE at 1:00 p.m. in Council Chambers.</b>	
<b>6. ADOPTION OF MINUTES</b>	10
a) <b>Committee of the Whole No. 178, Tuesday, June 26, 2018</b>	
<b>Recommendation:</b> THAT the minutes of the Committee of the Whole Meeting No. 178, held Tuesday, June 26, 2018 adopted as circulated.	
<b>7. SINGLE USE ITEMS: WASTE REDUCTION STRATEGIES</b>	13
<b>Recommendation:</b> THAT the report be received;	
<b>AND THAT</b> the Committee of the Whole provide direction.	
<b>8. CANNABIS RETAIL LICENCE APPLICATION</b>	24
<b>Recommendation:</b> THAT the report be received;	
<b>AND THAT</b> the Committee of the Whole provide direction.	
<b>9. ADJOURNMENT</b>	



Mayor Mike Richman & Council,  
Village of Pemberton,  
Box 100,  
Pemberton, B.C., V0N 2L0

June 21, 2018

Dear Mayor Richman & Council ;

Tourism Pemberton would again like to thank you for the funds afforded to us through the CIOF.

As you know, Tourism brings an exceptional amount of dollars to our community , along with jobs. Many jobs exist because of Tourism. Our mandate is to create Tourism opportunities and our greatest accomplishment is the continuation of the Slow Food Cycle Sunday. The budget last year was \$30k and without the help from our many sponsors the event would not have been the success that it was.

As with most economic development initiatives, Tourism Pemberton requires additional funding. The Area C Director of the SLRD generously increased funding this year to \$10k from the matching \$4K. We seek additional funds either matching to the limit of the SLRD or a \$2500 contribution to again match the SLRD funds directly as a sponsor of the SFCS event.

Tourism Pemberton will also be hosting a Long Table Dinner the afternoon of the evening prior to Slow Food Cycle Sunday keeping in with the tradition of showcasing our local farms and farm products.

Thanking you in advance,

Yours truly,

A handwritten signature in black ink, appearing to read "Mark Mendonca".

Mark Mendonca, President.

[info@tourismpembertonbc.com](mailto:info@tourismpembertonbc.com) [www.tourismpembertonbc.com](http://www.tourismpembertonbc.com)  
Box 602, Pemberton, British Columbia, CANADA, V0N 2L0



Tourism Pemberton,  
Box 602,  
Pemberton, B.C., V0N 2L0

July 18, 2018

Mayor & Council,  
Village of Pemberton,  
Box 100,  
Pemberton, B.C., V0N 2L0

Dear Mayor Richman & Council :

Tourism Pemberton would like to request a letter of support from the Village of Pemberton for their RDP application regarding MRDT funding.

Tourism Pemberton's mission is to develop and market tourism in the Pemberton Valley and surrounding areas to the benefit of tourists and residents. The organization's vision is to promote Pemberton and District as BC's premier adventure gateway community and to positively impact the local economy.

Located in the centre of town with plenty of parking, the commercial core has everything you need for your visit to Pemberton: ice, dairy free and gluten free products, local and organic products, fresh meat and produce. All your shopping needs: restaurants, liquor stores, pharmacy, camping supplies, motor vehicle supplies, gifts ,you can even get a tattoo after shopping. We are open 7 days a week and holidays.

As you know Tourism has and continues to grow amongst our group of communities. N'Quatqua First Nation has seen exceptional growth in and around Anderson Lake. The communities of Lower Stl'atl'imx Nation have also been encouraged with continued growth in the Hot springs and there has been talk of Air B&B in those areas as well. The newly built T'zil learning and its Cultural Centre along with the new gas station and its amenities are sure to bring more tourism to the area. Recently speaking with the manager of the T'spun Grocery Store there has been a sharp increase of shoppers heading to Joffre.

Tourism Pemberton continues to grow our marketing with the creation of an area hiking map and with the collaborative efforts with Whistler Publishing the Pemberton Visitors Guide was created. We continue to work with Destination BC and our partners while working on projects such as the Sea to Sky Cultural Connector and the Sea to Sky Bike Campaign. We have also hosted tourism writers & tour guides . We continue to host the very successful Slow Food Cycle and this year we gave added the Long Table event during the same weekend. We continue to work with Parks and Forestry on several ongoing issues including better communication to all levels of government. We welcome the opening of the Rutherford Whitewater kayaking and hope to expand its use as the park is developed.

Tourism Pemberton has determined that a more sustainable model of funding could come thru the Municipal Regional District Tax (MRDT) and as such we would like to proceed as the lead to acquiring such funds. As you know these funds would be dispersed through a separate board and as per the new rules housing strategies can also be included. If successful, the funds would be used to directly market our communities.

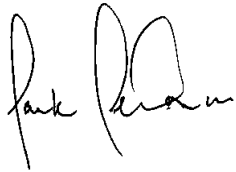
I have attached a quote from Cadence Strategies. The organization is very well versed in the application process and has been very successful in the past. As part of the requirements of the MRDT application we are required to have both a five-year marketing strategy along with a one-year tactical plan.

The RDP application requires community support. Our current membership of thirty-three is at the highest ever. We also need in the letter of support reference to community or economic development plans that show the importance of Tourism and we must demonstrate that we are aligned with such plans.

Tourism Pemberton is prepared to pay the costs related to the writing of the RDP grant. Two successful intakes will be required to fund the \$20,000 and there would be a shortfall of \$4000. We are asking for a commitment from both the SLRD and the Village of Pemberton for the balance/shortfall. While Tourism Pemberton is grateful for the funds provided by the Village thru the CIOF and matched by the SLRD it is imperative that Tourism Pemberton finds a balanced and secured funding method.

Thanking you in advance,

Yours Truly,

A handwritten signature in black ink, appearing to read 'Mark Mendonca', written in a cursive style.

Mark Mendonca

President



July 13, 2018

Mr. Mark Mendonca  
Tourism Pemberton  
By Email: markmendonca@ica.net

Dear Mark:

Re: Tourism Pemberton – MRDT/Sustainable Funding Proposal

Further to our conversations and meetings, I am pleased to submit this proposal to work together with the Board of Tourism Pemberton and with tourism stakeholders in the Village of Pemberton and Area C to create a five-year tourism strategy and detailed one year tactical plan and pursue support for securing the Municipal Regional District Tax (MRDT) as part of a sustainable funding model for destination marketing and development.

## Background

It has been my pleasure to work with the Board of Tourism Pemberton and local tourism stakeholders in the past under Destination BC's Community Tourism Foundation program. Cadence Strategies facilitated the development of a community tourism plan for Pemberton in 2014 with an update and review in 2015. As discussed both then and on Sunday, there is a significant year-round tourism opportunity that can be activated in Pemberton if sustainable funds are secured for destination marketing and management.

I have worked extensively throughout the Province of BC and Alberta assisting destinations in crafting sustainable funding models. My clients have included Tourism Prince George, City of Fernie, Banff/Lake Louise Tourism, Nelson Kootenay Lake Tourism, Red Mountain Resort/Tourism Rossland, City of White Rock, Sunshine Coast Tourism, Tourism Abbotsford the City of Campbell River, and the Slokan Valley/Nakusp. I am currently working in the District of Hope and the City of Maple Ridge where, together with tourism stakeholders, we are developing tourism strategies and detailed tactics to assist them with building support for the MRDT.

Working with these many destinations has allowed me to craft a collaborative process to secure support for funding destination marketing. Through a disciplined process that is respectful of the interests and concerns of all, many of these destinations have chosen to pursue and successfully secured application of the Municipal Regional District Tax (MRDT) alongside other revenue sources. While I am not able to guarantee a successful MRDT petition in Pemberton, I have an excellent track record and will work diligently with you to achieve your objectives.

## The Process/Scope of Work

As you are aware, the accommodation sector collects this additional fee (2% or 3%) on overnight stays in properties having four or more rooms available for nightly rental. Typically, the accommodation sector representatives who must sign a petition requesting that Victoria apply the MRDT, have concerns that must be acknowledged as legitimate and then addressed in a manner that provides them the necessary comfort to proceed. This often entails many meetings, face-to-face conversations and discussions in order to be successful. Ideally, a local champion from the accommodation sector can be identified early in the process and become an advocate alongside myself and all the Directors on the Board of Tourism Pemberton.

Working with your guidance and local insights, I would propose the following scope of work be undertaken in two Phases. The first Phase explores the elements of sustainable funding for Tourism Pemberton and the critical success factors to secure MRDT. The second phase secures all the necessary elements for the MRDT application:

### *Phase I:*

#### *Step One – Project Launch*

- Meet with yourself and other Tourism Pemberton representatives to review project, approach, timing and confirm optimal path forward – review each of the eligible collectors of MRDT and strategize together on sequence and manner of engagement
- Review previous tourism plans and any reports available on implementation/ results to date achieved by Tourism Pemberton and identify priority opportunities that could be activated with incremental and sustainable funding
- Prepare excel spreadsheet of all potential MRDT collectors in agreed catchment area including key contact, email, phone number, address and number of rooms available for nightly rental
- Compare spreadsheet with accommodators collecting PST as reported through Ministry of Finance to Destination BC

#### *Step Two – Prepare Fact Sheet*

- Prepare for review with yourself and other Tourism Pemberton representatives a ‘MRDT Frequently Asked Questions’ fact sheet (2-4 pages) that considers:
  - Options for sustainable funding of destination marketing activities in BC (the MRDT foremost among them)
  - What is the MRDT – how is it collected – how is it approved/renewed
  - Other communities collecting the MRDT – their budgets and the results they have experienced
  - Testimonials from other accommodators now collecting the MRDT
  - Estimates of the amount that could be collected in Pemberton/Area C
  - Types of investments that could be made if funds were on hand
  - Possible governance models and/or considerations in crafting a governance model
  - Ways to ‘level the playing field’ so all businesses that will benefit from increased destination marketing will also contribute – propose a suite of benefits available to collectors of MRDT that other tourism businesses must pay for

#### *Step Three – Conduct one-on-one drop in meetings with accommodators*

- Schedule one-on-one meetings with owners/general managers of eligible MRDT collecting accommodations and meet with them to share the MRDT fact sheet and to listen to their ideas/concerns - discuss various models that have been successfully deployed elsewhere (est. 12 meetings/follow up telephone discussions)
- Solicit their input to a five-year tourism strategy and Year One tactical plan that must accompany the petition for MRDT identifying their high priority marketing strategies

- Discuss key elements of the governance model (size and representation of Board of Directors etc.)
- Secure petition signatures from those that are ready to sign (Note: once signatures begin to be collected it is important to keep momentum or they become 'stale' and Victoria will require that the signatures be renewed)

This concludes Phase I activities. The key deliverables from Phase I include the following:

- Summary report of engagement activities identifying the following:
  - MRDT tracking spreadsheet
  - MRDT Fact Sheet
  - Identification of accommodators in favour and ready to sign the petition for MRDT
  - Petition signatures, if gathered
  - Stakeholder input to highest opportunity target markets (for consideration in 5-year strategy)
  - Key areas of investment seen as having high potential for returns and being an appropriate use of MRDT funds (for consideration in 5-year strategy)
  - Elements of preferred governance model for destination marketing – any modifications to current governance structure that may prove necessary to secure majority support for MRDT
  - Other components of the sustainable funding model beyond MRDT – local/regional government contributions; cooperative marketing programs; grants etc.
  - Recommendations for next steps/Phase II

## *Phase II:*

### *Step Four – Develop draft five-year marketing strategy and Year One tactical plan*

- Review available primary and secondary market research to inform recommendations related to Pemberton's unique selling proposition and target markets as well as priority opportunities
- Facilitate a ½ day workshop (3 hours) with the Board of Tourism Pemberton to brainstorm priority strategies for inclusion in five-year marketing strategy and Year One tactical plan
- Develop draft five-year marketing strategy and Year One tactical plan that incorporates accommodator input received to date as well as other high priority opportunities to be activated based upon Tourism Pemberton input and facilitator knowledge and experience including:
  - Measurable Objectives to be achieved by Tourism Pemberton
  - Pemberton's Unique Selling Proposition/Competitive Advantage
  - Recommended Target Markets
  - Strategy Areas including (amongst other areas):
    - Content Acquisition/Curation
    - Social Media Engagement
    - Web Presence
    - Media Relations
    - Festivals & Events
  - Partnership Opportunities (neighbouring DMO's, Destination BC, Provincial Sector Organizations like Mountain Bike BC, other communities and DMOs etc.)
  - Training/Support for tourism businesses to improve Experiential Quality leveraging DBC's Remarkable Experiences program and other tools
- Recommend a Sustainable Funding Model for Pemberton (MRDT, local government contributions through economic development, grants, leveraged marketing opportunities, voluntary contributions from other tourism businesses that do not collect MRDT etc.)
- Recommend changes to the Tourism Pemberton Governance Model, if any

### *Step Five – Conduct Open House*

- Facilitate an open house for all tourism businesses and other interested residents to review draft plan and engage in dialogue regarding recommendations; confirm priority opportunities for Year One and the nature/composition of funding and governance model
- Secure additional petition signatures at Open Houses from those eligible properties now willing to sign

### *Step Six – Additional one-on-one meetings*

- Incorporate new strategy ideas/recommendations received during open houses into final draft five-year Strategic Plan and Year One Tactical Plan
- Return for a second series of one-on-one meetings with accommodators to secure their support for the MRDT petition
- Conduct telephone follow ups as necessary
- Provide regular reports on status of petition support to the Board of Tourism Pemberton
- Continue to strategize with Tourism Pemberton to ensure majority of rooms and majority of properties are in favour of the MRDT application

### *Step Seven:*

- Once majority support is secured, distribute final draft strategy to all accommodators eligible to collect the proposed MRDT and request final comments
- Prepare MRDT submission package for Victoria including five-year marketing strategy and detailed Year 1 tactical plan and submit to Destination BC for their review prior to forwarding to Victoria (application requirements can be found at [www.destinationbc.ca/...Program/MRDT-Program-Requirements-Master-Document-September-1.pdf.aspx](http://www.destinationbc.ca/...Program/MRDT-Program-Requirements-Master-Document-September-1.pdf.aspx))
- Incorporate any feedback received from the Destination BC application review
- Assist Tourism Pemberton representatives to secure local government letters of support from each local government (Village of Pemberton and SLRD) which must accompany MRDT application to Victoria (including presentations to Council and/or Regional District Board if required)
- Prepare final MRDT application package for submission to Victoria

## **Fees and Timing**

Phase I scope of work will be delivered for a fixed fee of \$10,000 + GST. This includes travel costs (km/meals) for 2-3 trips to engage with accommodators and with the Board of Directors.

Phase II scope of work will be delivered for a fixed fee of \$14,800 + GST. This includes travel costs (km/meals) for a planned 2-3 separate trips as well as meeting space/refreshments for one Board workshop (10 attendees) and one Open House with an estimate 20-30 attendees.

The proposed timing for the meetings with accommodators, the Board workshop and the Open House will be discussed with you once funding is confirmed to proceed. However, it is anticipated that the entire project will require a total of 6-9 months once it commences. Phase I can begin in September, 2018 and be completed by year end (3 months).



I would be pleased to review this proposal with you and make any changes to the scope of work that would best serve the project. Thank you for this opportunity to provide a proposal to work with you.

Yours truly,

*Suzanne Denbak*

Suzanne Denbak, B.Comm., CPA/CA, MBA  
Principal, Cadence Strategies  
President, Cadence Resort Marketing Inc.

**VILLAGE OF PEMBERTON  
-COMMITTEE OF THE WHOLE MEETING MINUTES-**

**Minutes** for the **Committee of the Whole** of Council of the Village of Pemberton held Tuesday, June 26, 2018 at 1:00 p.m. in Council Chamber, 7400 Prospect Street. This is Meeting No. 178.

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**ATTENDING:** Mayor Mike Richman  
Councillor Ted Craddock  
Councillor James Linklater  
Councillor Karen Ross

**REGRETS:** Councillor Jennie Helmer

**STAFF:** Nikki Gilmore, Chief Administrative Officer  
Sheena Fraser, Manager of Corporate & Legislative Services  
Tim Harris, Manager of Operations & Development Services  
Wendy Olsson, Executive Assistant  
Lisa Pedrini, Senior Planner  
Gwendolyn Kennedy, Legislative Assistant

**Public:** 9

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**1. CALL TO ORDER**

At 12:59 p.m. Mayor Richman called the June 26, 2018 Committee of Whole meeting to order.

In honour of the Lil'wat7ul, the Village of Pemberton acknowledges that we are meeting within the unceded territory of the Lil'wat Nation.

**2. APPROVAL OF AGENDA**

Moved/Seconded  
**THAT** the agenda be approved as circulated.  
**CARRIED**

**3. ADOPTION OF MINUTES**

**a) Committee of the Whole No. 177, Tuesday, May 29, 2018**

Moved/Seconded  
**THAT** the minutes of Committee of the Whole Meeting No. 177, held Tuesday, May 29, 2018, be adopted as circulated.  
**CARRIED**

#### 4. Delegations

##### a) Pemberton Men's Shed Society – Derek Walton

Mr. Walton presented a slide show highlighting the role of the Pemberton Valley Men's Shed Society (PVMSS) and explaining their need for a permanent, integrated location. PVMSS advised that they have been provided notice that they are required to vacate the current premises by the fall of 2019.

PVMSS is seeking a central location for a facility of up to 2400 square feet that will house a Workshop, the Tool Library and meeting space for social events. Part of this space could be in the form of an enclosed, semi-outdoor area.

Mr. Walton provided additional information in response to questions from the Committee:

- PVMSS has had some preliminary discussion with the Pemberton Lions. The Committee suggested pursuing this avenue as the Lions are in the very early stages of planning development of their property.
- PVMSS is willing to share space with another group.
- While preferring a single, integrated facility, PVMSS would be willing to host social events at a separate location.
- PVMSS is interested in the Village's recently purchased property next to the Community Barn.
- PVMSS will continue to search for a temporary location, with the understanding that any solution from the Village will not meet their deadline of fall 2019.

#### 5. UBCM Minister Meetings – Topics Discussion

The Committee of the Whole reviewed the draft Minister Meeting Briefs.

Moved/Seconded

**THAT** the Committee of the Whole recommend to Council that the UBCM briefs be accepted as presented.

**CARRIED**

Moved/Seconded

**THAT** the Committee of the Whole recommend to Council that a request for a meeting be submitted to the Premier's Office on the topics of Impacts of Increased Tourism in the Pemberton Area and Mount Currie Mountain Rock Avalanche Risk Mitigation.

**AND THAT** the Committee of the Whole recommend to Council that a request for a meeting be submitted to the Minister of Tourism, Arts and Culture on the topic of Impacts of Increased Tourism in the Pemberton Area.

**AND THAT** the Committee of the Whole recommend to Council that the Squamish-Lillooet Regional District and Lil'wat Nation be invited to attend the any Minister meetings granted on the topic of the Mount Currie Mountain Rock Avalanche Risk Mitigation.

**AND THAT** the Committee of the Whole recommend to Council that a letter of support be requested from Lil'wat Nation and Squamish-Lillooet Regional District to accompany the Village's brief respecting the Mount Currie Mountain Rock Avalanche Risk Mitigation.

**CARRIED**

## **6. ADJOURNMENT**

At 1:46 p.m. the Committee of the Whole Meeting was adjourned.

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Mike Richman  
Mayor

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Sheena Fraser  
Corporate Officer

**Date:** July 24, 2018

**To:** Nikki Gilmore, Chief Administrative Officer

**From:** Gwendolyn Kennedy, Legislative Assistant

**Subject:** Single-Use Items: Waste Reduction Strategies

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## **PURPOSE**

The purpose of this report is to provide an overview of the waste management and environmental issues related to single-use plastic bags and other single-use items, to provide a summary of research and action undertaken by other municipalities, and to offer some recommendations for waste-reduction measures that may be suitable for implementation in Pemberton.

The background section of this report summarizes the broader environmental concerns around single-use items and plastic waste; presents some data on local waste composition; considers the objectives of waste reduction strategies; provides a brief description of single use items and their impacts on the waste stream and the environment; and summarizes initiatives undertaken by other municipalities.

The discussion section addresses issues to consider when examining options for a waste reduction strategy.

## **BACKGROUND**

At the Committee of the Whole Meeting No. 162, held May 16, 2017, the Committee reviewed Council's Strategic Priorities and recommended that consideration be given to adding to the work plan researching a plastic bag elimination strategy. This recommendation was confirmed by resolution of Council at the Regular Meeting No. 1452, held on June 6, 2017 and although this initiative was added to the 2017 work plan due to staffing changes and limited resources this project was deferred to 2018.

Waste and pollution are growing international problems that threaten the future of our world. Plastics are a significant part of the problem as their production, use and disposal adversely affect marine ecosystems and wildlife and impact human health. According to Zero Waste Canada, approximately 50% of plastic items are used just once and thrown away, and more than 8 million tons of plastic waste winds up in our oceans every year. Plastic waste disposal is about to get much more challenging, as the repercussions of China's ban of plastic waste imports are felt. By 2030, it is estimated that 111 million tons of plastic waste will have nowhere to go<sup>1</sup>.

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<sup>1</sup> Mortillaro, N. 2018. *111 million tonnes of plastic waste will have nowhere to go by 2030 due to Chinese import ban: study*. 16 20. <http://www.cbc.ca/news/technology/china-plastics-import-ban-1.4712764>.

As a result, governments at all levels are seeking ways to reduce waste and litter, often with a focus on single-use items and plastics. Locally, the Squamish-Lillooet Regional District (SLRD) developed a Solid Waste and Resource Management Plan, adopted in March 2016, establishing a per capita waste disposal target of 350 kg/year<sup>2</sup>. A key component of the plan is the emphasis on source reduction over waste management. Achieving source reduction goals depends on decreasing consumption, extending product life, minimizing packaging, and promoting re-use, all of which are supported by the elimination of single-use items.

In 2016, per capita solid waste was 379 kg in Whistler<sup>3</sup> and 610 kg in Squamish<sup>4</sup>, with plastics and paper making up approximately 25% of waste (there is no data available for Pemberton)<sup>5</sup>. Achieving zero waste goals in the long term, and even reaching the more modest SLRD per capita waste goal of 350 kg/person by 2020, will depend on eliminating the wasteful use of disposable items. Although necessitating a change in attitude for most, this will cause only minimal inconvenience and no real hardship.

Single-use items are a major contributor to waste and litter, filling up public waste bins and adding to residential, commercial and regional waste disposal costs, and are the most obvious target for waste reduction plans. While plastic bags have become the focus of waste-reduction strategies, they may not be the easiest or most effective target. Local governments need to consider their objectives and their ability to implement and enforce policies before deciding how to address the issues of waste reduction and environmental protection. Some municipalities have chosen a broad approach while others have focused attention exclusively on plastic bags. Many factors need to be considered before deciding on a suitable course of action for Pemberton.

### **Objective & Benefits**

The primary objective of local governments in enacting single-use item bans and levies is typically to reduce solid waste and litter. Solid waste management is a significant cost to local governments and litter is an immediate and visible threat to local ecosystems and wildlife<sup>6</sup>. Strategies that achieve significant waste reduction may bring cost savings while facilitating progress toward zero waste goals.

Secondary benefits to reducing single-use item waste include:

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<sup>2</sup>Baker, Todd. 2016. "Solid Waste and Resource Management Plan." *Squamish-Lillooet Regional District*. March 16. <https://www.slrd.bc.ca/sites/default/files/pdfs/UES/recycling-composting-solidwaste/SWRMP/SLRD%20SWRMP%202016-03-16.pdf>.

<sup>3</sup>Resort Municipality of Whistler. 2016. Landfilled Waste. <https://www.whistler.ca/municipal-gov/community-monitoring/landfilled-waste>.

<sup>4</sup>District of Squamish. 2018. "Zero Waste." *Squamish*. <https://squamish.ca/our-services/garbage-and-waste-diversion/zerowaste/>.

<sup>5</sup>District of Squamish. 2018. "Zero Waste." *Squamish*. <https://squamish.ca/our-services/garbage-and-waste-diversion/zerowaste/>; Resort Municipality of Whistler. 2016. Landfilled Waste. <https://www.whistler.ca/municipal-gov/community-monitoring/landfilled-waste>.

<sup>6</sup>Currently the Solid Waste Management Service budget is established at \$246,530 for which the Village shares in the expenses. In 2018 the Village was not requisitioned for this service as the service is supported through revenues earned and project surplus.

- Reduction of wasted water, chemicals, energy and other resources in the manufacture of disposable items;
- Transition away from a throw-away culture;
- Reduction of harmful chemicals in the environment from the manufacture and use of single-use items;
- Reduction in waste of non-renewable resources;
- Reduction in green-house gas emissions in manufacture, transport, recycling and disposal of bags;
- Reduction in environmental damage caused by extraction and refining of raw materials and by the manufacture of bags;
- Reduction in negative impacts on wildlife from plastic bags and plastic particles in the environment.

## Single-use Items – an Overview

### *Plastic Bags*

Plastic bags and packaging have benefits to society and to our environment. Plastic packaging, with its high strength to weight ratio, significantly reduces the raw material needed to make the packaging and reduces waste management, manufacturing and transport costs. The manufacture of plastic bags has a much lower carbon footprint than paper or reusable bags. Additionally, plastic packaging keeps products fresh and prevents contamination, reducing food waste and impacting public health and safety.

Regardless of the benefits of plastic packaging, there is no avoiding the fact that the manufacture of plastics is damaging to our environment and consumes non-renewable resources. As well, plastic bags and the fragments of plastic bags that end up as litter are particularly hazardous to wildlife. While recycling may appear to be a solution, with China's ban on importing plastic waste, recycling options are very limited. Furthermore, although less damaging than producing new materials, recycling uses energy, water and other resources and impacts our carbon footprint.

### *Other Single-Use Items*

Other single-use items may have a greater impact on waste management than plastic bags. Straws, coffee cups and polystyrene take-out food containers have been identified as significant sources of waste. Unfortunately, there is no local data on the quantity of single-use items in the solid waste stream for the Pemberton area. The City of Vancouver reports that disposable cups alone make up 22% of litter; collecting and disposing of this waste costs the City \$2.5 million annually.

## Alternatives

There are many alternatives to single-use bags and containers. Some, such as reusable bags, mugs and food containers, can significantly reduce waste, while others are as harmful as the items they replace.

### *Paper Bags*

Despite being sourced from natural materials, paper bags are not benign. Every phase of the manufacturing process, from the harvesting of trees to the final distribution of the bags, uses up valuable resources and energy and causes environmental damage. Paper bags have a larger

carbon footprint than plastic and must be reused three (3) times to be a better choice in this regard.

Paper bags are larger and bulkier than plastic and take up more space in waste management systems. They are easily recyclable and can be composted, but composting should be the last choice as it effectively removes a value-added item from use and returns it to soil, wasting the energy and resources used in the manufacturing process.

#### *Reusable Bags*

Depending on the type of bag, reusable bags must be used 11 to 341 times to have a smaller carbon footprint than thin-film plastic bags. If reusable bags are priced too low they may be treated as disposable items and become part of the problem. Reusable bags need to be washable and sturdy enough to withstand years of regular use. Ideally, they should be made from recycled or repurposed materials and should be recycled or repurposed at the end of their useful lives. A reusable bag that meets all these criteria is a valuable part of any waste-reduction strategy.

Pemberton has had first-hand experience with a program designed to provide reusable bags to shoppers who forget to bring their own. Unfortunately, the Boomerang Bags initiative has not been entirely successful: despite having supplied 2400 bags so far, the bag bin at Pemberton Valley Supermarket is frequently empty as bags are rarely returned. As a result, shoppers who rely on finding reusable bags at the store most often end up having to use single-use plastic bags.

#### *Degradable Plastic Bags*

A popular alternative to single-use plastic bags because they come with most of the benefits of plastics, these bags do not truly degrade but only break into small fragments that pollute our waterways and harm wildlife. They are not recyclable, and if inadvertently tossed into a recycle bin, can contaminate large quantities of recyclable plastics. Although popular with consumers, degradable plastic bags are more harmful than single-use thin-film plastic bags.

#### *Bioplastics*

Made from natural materials such as starches, bioplastics are touted as compostable and biodegradable. However, they do not biodegrade in landfill sites or in backyard compost bins and they are not recyclable. Like so-called degradable plastics, they appeal to consumers due to convenience but are not a solution to the problem of waste reduction.

#### *Reusable Food Containers & Straws*

There are plenty of reusable take-out food containers available, from reusable cloth bags to tiffin tins. Many people already use personal travel mugs and may need only some encouragement to bring their own containers and utensils for take-out meals. Vancouver has suggested an exchange service for take-out food containers. Reusable straws are available, but the easiest way to eliminate waste from single-use straws is to stop serving straws, and many Vancouver restaurants have done this voluntarily.

### **Other Municipalities**

Several BC municipalities have considered the issue of single-use item waste. Vancouver and Victoria have conducted extensive research which has informed this report. A summary of the position of several BC municipalities follows.



### *Victoria*

The City of Victoria was the first BC municipality to act, passing a bylaw prohibiting the distribution or sale of single-use plastic bags by retailers on January 11, 2018. The bylaw, titled "Checkout Bag Regulation Bylaw No. 18-008", took effect July 1, 2018. It permits the sale of paper bags but does not address other single-use items such as coffee cups and straws. Plastic bags will continue to be permitted for loose bulk items such as fruit, vegetables, nuts, grains or candy; small hardware such as nuts and bolts; frozen foods, meat, poultry and fish; bakery goods not already packaged; flowers, potted plants; prepared foods; prescription drugs; live fish; protection for bed linens, bedding or any large item that does not easily fit in a reusable bag; newspapers or other printed material left at a residence or business; and clothing after it has been professionally laundered.

The Canadian Plastic Bag Association filed a petition in court challenging Victoria's authority to implement the ban. Some municipalities, including Oak Bay and Esquimalt, chose to wait for the outcome of the court case before proceeding with similar action. On June 19, 2018, the BC Supreme Court ruled in favour of Victoria and dismissed the challenge to the Checkout Bag Regulation. This decision is an important milestone and will pave the way for other municipalities considering implementing similar legislation.

### *Saanich*

Saanich would prefer to see the Province provide a regulatory framework on the issue and is not contemplating a ban or levy at this time.

### *Parksville*

On April 19, 2018, Parksville Council passed a motion directing Staff to investigate the possibility of a plastic bag ban or levy.

### *Qualicum Beach*

Qualicum Beach introduced a bylaw titled "Town of Qualicum Beach Single-Use Item Reduction Bylaw No. 723, 2018". The bylaw received first reading on March 19, 2018 and has been referred for a legal review. The intent of the bylaw is to prohibit the sale and distribution of single-use plastic bags and to impose fines on offenders. Although the bylaw allows for the addition of other single-use items in the future, its focus for now is strictly on single-use plastic bags.

### *New Westminster*

On February 19, 2018, a Council member proposed a motion calling for a ban on single use plastic straws and bags by 2019. The motion was referred to Staff to propose a reduction strategy rather than an outright ban.

### *Kamloops*

Kamloops has adopted a voluntary BYO (Bring Your Own) pledge program. Businesses and residents can pledge to support the BYO initiative.

### *Whistler*

Retailers voluntarily implemented a \$0.05 charge for plastic bags, resulting in a 43% drop in plastic bag use in two years. There are no immediate plans to implement a mandatory ban or levy. Retailers keep the collected fees to offset their costs to administer the program.

### *Vancouver*

The City of Vancouver approved its Single-Use Item Reduction Strategy on May 16, 2018. The result of two years of extensive research, the strategy will ban the distribution of single-use plastic straws and expanded polystyrene foam cups and containers by November 1, 2019 and will offer businesses some flexibility in choosing how to reduce use of disposable cups and single-use shopping bags. A key component of the strategy is the requirement that businesses track and report single-use bag distribution. Vancouver's wide-reaching program includes support for individuals and businesses in the form of pilot programs, infrastructure and services, in recognition that objectives will be more easily achieved if the City works with the community to support the transition away from single-use items and toward zero waste.

### *Union of BC Municipalities (UBCM)*

Single-use item bans and levies have been addressed by resolution by UBCM in 2006, 2008, 2009 and 2012. In 2008, the membership endorsed Resolution B88 (Appendix A), but response from the Province indicated no action would be taken. In 2018, there has been a resurgence of interest in single-use item waste, with both New Westminster and Vancouver indicating their intention to bring forward resolutions at the annual convention in Whistler this September.

### *Lower Mainland Local Government Association (LMLGA)*

At the Lower Mainland Local Government Association Convention in May 2018, Resolution R3 (Appendix B), calling on Metro Vancouver and the Province of British Columbia to move towards banning the use and manufacture of single-use disposable items including, but not limited to bags, containers, styrofoam and straws, was not endorsed.

## **DISCUSSION & COMMENTS**

### **Unintended Consequences of Action**

Unanticipated spin-off effects of any actions must be considered. These include:

- A reduction in plastic bag use may lead to an increase in the number of paper bags in the waste stream, thus increasing waste management costs and waste of natural resources.
- Reducing the availability of thin-film plastic shopping bags may cause consumers to purchase kitchen garbage bags which have a greater impact on the environment.
- A ban or levy in Pemberton may encourage consumers to shop in neighbouring municipalities instead.
- Some consumers may treat reusable bags as disposable items, resulting in greater waste than the use of thin-film plastic bags.
- A sudden drop in recyclable materials may negatively impact recycling programs.

### **Bags versus Single-Use Items**

Victoria and Qualicum Beach have chosen to limit their actions to single-use plastic bags, while Vancouver has included straws, polystyrene cups and food containers, coffee cups and all single-use bags in their initiative. By widening the scope of the policy, the City of Vancouver will achieve greater waste reduction. However, administrative costs will be higher with a broad approach and enforcement may be difficult to manage. Addressing one item at a time may be easier to manage from an administrative side and may allow the community time to adapt to each change.

## **Plastics Industry Argument**

The Canadian Plastic Bag Association will resist bans and levies as these actions impact their sales. They focus their lobby efforts on the good plastics do, implying that all the benefits of plastics will be lost under a plastic bag ban or levy. The goal of waste reduction efforts is not to ban the manufacture and use of all plastics indiscriminately, but to eliminate unnecessary and wasteful use of plastics. Plastics will continue to play an important role in society; the numerous exceptions to any ban or levy will ensure that they may continue to be used where they are needed.

## **Waste Reduction Measures**

Bans tend to generate both more support and more opposition than levies. The Town of Qualicum Beach collected data from an online survey and found that 65% of respondents supported a plastic bag ban while 51% favoured a levy. Furthermore, 26% of respondents opposed a ban and 22% opposed a levy. Although more popular, bans may be difficult to enforce and may have unintended consequences. With limited resources for enforcement, less controversial measures such as an education campaign and a levy may be a more successful in Pemberton.

Levies are collected by businesses to be used as they see fit. Voluntary or mandatory, levies are generally more popular with the business community than bans, and research has shown that they can be very effective. Whistler reported a 43% reduction in plastic bag use two (2) years after businesses adopted a voluntary bag fee of \$0.05.

## **Public Consultation**

Public consultation is an essential component of any single-use item reduction strategy. A strong and effective education campaign will provide residents with a basic understanding of the issue and increase the chance that they will support measures chosen by Council. An essential first step, an education campaign may be the only action needed if effective. Given the challenges municipalities will face in enforcing a ban or levy, these measures will not succeed without community support.

There may be other actions that the Village can undertake to encourage residents and businesses to voluntarily reduce waste; public and stakeholder input would be valuable in identifying options for source reduction.

## **Measurement**

The impacts of any new action should be measurable so that it may be evaluated for success and modified as necessary. Baseline data could be obtained by conducting a waste composition study at the transfer station. However, ongoing data collection requires Staff time and is expensive. Vancouver's bylaw passes the requirement to monitor waste reduction on to businesses, an approach that may be advantageous in Pemberton as well.

## **COMMUNICATIONS**

A strong communications plan will be essential to success with this initiative.

## **LEGAL CONSIDERATIONS**

The court ruling on the legal challenge to Victoria's plastic bag ban will reduce the risk of legal action in response to waste reduction legislation, but legal action is a possibility with any mandatory action that impacts businesses. A legal opinion is a minimum requirement before proceeding with a ban or mandatory levy.

## **IMPACT ON BUDGET & STAFFING**

The work to date was undertaken as part of the regular work within Corporate & Legislative Services. Future costs will depend on the direction chosen by Council. If a ban or levy is implemented, there will be Staff and budget impacts for an education campaign, public consultation and enforcement. Some Staff time will be needed to monitor and report on the effectiveness of any measures taken.

## **INTERDEPARTMENTAL IMPACT & APPROVAL**

The project will require the assistance of the Office of the CAO for communications and public consultation and engagement.

Interdepartmental Approval by:	Nikki Gilmore, Chief Administrative Officer
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## **IMPACT ON THE REGION OR NEIGHBOURING JURISDICTIONS**

Local levies and bans may encourage residents to shop in neighbouring jurisdictions.

## **ALTERNATIVE OPTIONS**

Each of the options presented may apply to single-use plastic bags only, all single-use bags, and/or other single-use items. Each alternative should be accompanied by data collection to permit evaluation of the effectiveness of the strategy.

### **Option 1: Do Nothing**

This option relies on market forces and regional/provincial waste management strategies to drive waste reduction locally and is unlikely to bring significant change.

### **Option 2: Education Campaign**

An education campaign is a necessary first step that should be undertaken even before requesting public and stakeholder input. The action may stop at this point or proceed to other measures if warranted. Public education and engagement are necessary components to any other measures taken.

### **Option 3: Voluntary Levy**

With Village support and accompanied by an education campaign, asking businesses to voluntarily impose a fee for single-use bags and/or other items may be effective. Levies retain consumer choice and are less likely to incite strong opposition than bans. Revenue

generated belongs to the business. This strategy avoids the legal complications that may accompany any mandatory action.

#### **Option 4: Mandatory Levy**

Less popular with business than a voluntary levy but more popular than a ban, a mandatory levy may be an effective choice. Customer choice is retained and businesses may use the revenue to offset costs or to develop green initiatives. Enforcement is a concern, as Staff time will be needed for monitoring and enforcement. Legal challenges are a possibility but unlikely.

#### **Option 5: Ban**

An outright ban, if enforced, will lead to an immediate reduction in solid waste and litter. However, compliance may be difficult to enforce and will impact Staff costs. Spin-off impacts such as consumers choosing to shop elsewhere should be considered. Furthermore, the Village must consider the possibility of legal action from businesses or associations such as the Canadian Plastic Bag Association and Restaurants Canada.

### **POTENTIAL GOVERNANCE CONSIDERATIONS**

Review of this initiative aligns with Strategic Priority No. Four: Social Responsibility, in which the Village strives to create a strong and vibrant community, recognizing the importance and benefits of healthy, engaged citizens as well as an accessible and well managed natural environment.

The objectives also align with the SLRD long term waste management goals, which emphasize the importance of reduction and re-use to prevent unnecessary waste from entering the waste management system.

### **RECOMMENDATIONS**

Staff recommends that the Committee of the Whole consider their objectives and the Village's ability to implement and enforce the various options before the Village moves forward with developing a strategy. Staff recommends using the City of Vancouver's collaborative approach as a model. Successful waste reduction will not happen without the support of residents and the business community. The Village's ability to enforce regulations is limited, but with community support, much may be achieved.

**Recommendation:** **THAT** the Committee of the Whole provide direction regarding a single-use item waste reduction strategy.

#### **Attachments:**

Appendix A: UBCM Resolution B88, 2008  
Appendix B: LMLGA Resolution R3, 2018

Submitted by:	Gwendolyn Kennedy, Legislative Assistant
CAO Approval by:	Nikki Gilmore, Chief Administrative Officer

## APPENDIX A

### **B88 - BAN ON THIN FILM SHOPPING BAGS – UBCM 2008**

WHEREAS the proliferation of free thin plastic bags has created negative impacts such as the need for expensive and inefficient waste management, the pollution of natural and human environments, the release of greenhouse gasses that increase our society's carbon footprint and an overall encouragement of inefficient single use consumption:

THEREFORE BE IT RESOLVED that the Union of British Columbia Municipalities request that the provincial government ban thin film plastic grocery bags.

### **RESPONSE: Ministry of Environment**

The policy of the B.C. government respecting waste management and recycling is to shift responsibility for managing products at their end of life from local governments and the general taxpayer to industry and consumers under the province's Recycling Regulation. Packaging, including disposable shopping bags, is one product category under consideration for a new provincial stewardship program.

In September 2008 leading retail organisations in B.C. voluntarily committed to reduce the use of disposable shopping bags by half over the coming five years as well as to develop reuse and recycling options to address immediate concerns regarding disposable shopping bags.

Given the commitment of the retail industry to take voluntary action the Ministry of Environment is not considering a provincial ban on disposable shopping bags at this time, but instead will monitor the success of this industry initiative.

## **APPENDIX B**

### **ENVIRONMENT R3 Restricting the Use of Single-Use Plastic Items Port Moody LMLGA 2018**

Therefore be it resolved that Metro Vancouver and the Province of British Columbia move towards banning the use and manufacture of single-use disposable plastic items, including, but not limited to bags, containers, styrofoam, straws, etc. ON MOTION, was NOT ENDORSED

LIDSTONE & COMPANY  
BARRISTERS AND SOLICITORS

MEMORANDUM

TO: Clients  
FROM: Sara Dubinsky  
DATE: July 13, 2018  
RE: Cannabis Legalization Updates

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This memo summarizes recent pertinent developments in the implementation of cannabis legalization in BC:

1. A portion of the *Cannabis Control and Licensing Act* is now in force;
2. The *Cannabis Distribution Act* is now in force;
3. Three supporting regulations have also come into effect:
  - a. the Cannabis Control and Licensing Interim Regulation,
  - b. the Cannabis Transitional Regulation and
  - c. the Cannabis Distribution Regulation.
4. The Province has published a new Guide regarding the licencing process
5. The Province has announced that local governments will be given greater authority to prohibit cannabis production in the ALR

**Cannabis Control and Licensing Act**

Many of the enabling and administrative provisions of the CCLA are now in force, including the provisions governing applications for and issuance of licences for the retail sale of cannabis.

**Cannabis Distribution Act**

This Act, now in force, authorizes the Province to operate the Provincial cannabis distribution system and conduct retail and online cannabis sales.

**Cannabis Control and Licensing Interim Regulation**

This Regulation establishes two classes of licences under the CCLA: retail store licences and marketing licences, and imposes rules and requirements in respect of each class of licence.



Only retail store licences must have the applicable local government's recommendation that the licence be issued or amended, as a mandatory prerequisite to licence issuance/ amendment.

Where issuance of the retail store licence may affect nearby residents, local governments must take into account the location of the proposed store, and must provide comments and recommendations that:

- Are in writing;
- Include the views of the local government on the general impact on the community;
- Include the views of the residents;
- Describe the method used to gather the views of the residents;
- Indicate whether the application should be approved or rejected; and
- State the reasons for the recommendation.

Additional provisions of note in the Regulation include a prohibition on federally licenced cannabis producers obtaining retail store licences, and a cap of 8 retail store licences that may be issued to a "group of related persons". Fees have also been established for licence applications, amendments and renewals. The initial application fee for a retail store licence is \$7500, and the fee is \$1500 for subsequent years.

### **Guide: BC Cannabis Retail Store Licensing Process**

This Guide contains the step by step process to apply for a retail store licence to sell cannabis. A mandatory step (step 5) is obtaining the recommendation of the local government that a licence be issued, before the Liquor and Cannabis Regulation Branch will consider whether to issue a licence. The branch is not bound by a recommendation to issue a licence and may reject an application notwithstanding local government support.

Once the Province determines that an applicant is eligible for the licence, has met all of the application requirements, and has the local government's support, conditional approval will be granted.

After obtaining conditional approval, the applicant must then finalise arrangements for securing the store location, conduct renovations if necessary, and pass a store inspection which will assess if the premises meet provincial and local government regulations and requirements. Once a licence has been finally approved, licensees must register and train employees, register with the Liquor Distribution Branch, and can then obtain and sell cannabis.

As a matter of policy, the government will not operate public cannabis retail stores in communities that have expressed opposition to having cannabis retailers in their jurisdictions.

### **Cannabis Production in the ALR**

The Province has issued an information bulletin announcing changes that impact local government control over cannabis production in the ALR.

Since May 2015, production of medical marijuana in accordance with the federal regulations has been a designated farm use, that could not be prohibited by a local government bylaw (absent ministerial approval).

Today the Province announced that going forward local governments will have authority to prohibit certain types of cannabis production, namely production that impacts the productive capacity of agricultural land, such as cement-based cannabis production “bunkers”.

Local governments must continue to allow cannabis production where the cannabis is grown in ways that preserve the productive capacity of agricultural land, such as growing in an open field or in a structure that has a soil base.

Local government must also allow cannabis production:

- In a pre-existing structure (or structure under construction, with approved permits) as of July 13, 2018; and
- In an existing licenced production facility.

## Cannabis Retail Licence Application Process

The drop down menu below is from the BC Government website Cannabis Licensing page. To view the page click on the following link: [Private Retail Licence Application Steps](#)

Each tab provides information with respect to what is required to prepare for and make an application for a Private Retail Licence.

Individuals (sole proprietors), partnerships, corporations and Indigenous nations may apply for a cannabis retail store licence. Below is a step-by-step guide to applying for a non-medical cannabis retail store licence and selling cannabis products.

[Show all](#) | [Collapse all](#)

- 1 Register the business ▾
- 2 Create a Business BCeID ▾
- 3 Find a store location ▾
- 4 Submit an application ▾
- 5 Get local government or Indigenous nation recommendation ▾
- 6 Conditional approval for a licence ▾
- 7 Pass a store inspection ▾
- 8 Receive a licence ▾
- 9 Register and train employees ▾
- 10 Order cannabis products ▾
- 11 Report your sales ▾

Other links of interest have been provided below:

[Private Retail Licencing Guide](#)

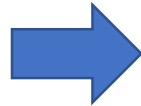
Non-Medical Cannabis Retail Sales [FAQ's](#)

Local Governments Role: [Local Governments' Role in Licencing](#)

# *Cannabis Act (Bill C-45)*

## Retail Licence Application Flow Chart

**STEP ONE**



**DECISION**

### CONSIDERATIONS

MUNICIPAL OBJECTIVES
PUBLIC CONSULTATION
MUNICIPAL CONTROL
FINANCIAL EXPOSURE
FINANCING OF START-UP & LEGAL COSTS
CONFLICT OF INTEREST ISSUES
CORPORATE STRUCTURE
CHOOSE DIRECTORS
PREPARE ARTICLES OF INCORPORATION

### OBTAIN APPROVAL OF INSPECTOR OF MUNICIPALITIES

ARTICLES OF INCORPORATION
COVER LETTER ADDRESSING ALL CONSIDERATIONS REGARDING CORPORATE STRUCTURE
BACKGROUND REPORTS
CERTIFIED COPY OF COUNCIL RESOLUTION

[Guide for Launching and Maintaining a Local Government Corporation](#)

### FILE APPLICATION TO INCORPORATE

GET A BUSINESS NUMBER
REGISTER TO COLLECT PST

# *Cannabis Act (Bill C-45)*

## Retail Licence Application Flow Chart



1. Hire an operator.
2. Make application for a retail licence:
  - Store location (purchase or lease; ensure zoning, floor plan, store front and signage meet requirements)
  - Financial and security checks of directors and officers
  - Approval of local government
  - Pay application fee of \$7,500 plus first annual licence fee of \$1,500.