

Date: April 25, 2023

Honorable Mayor and Council Members:

Author and title: Melanie Conti, Administrative Analyst I; Erin Brewster, Sustainability Program Manager

Title: Single-Use Water Bottle Policy Recommendations

Approved By: _____ Jen Callaway, Town Manager

Recommended Action:

- (1) Provide feedback on staff recommendations for policy options, supporting outreach, and incentive programs intended to reduce the use of single-use water bottles.
- (2) Direct staff to develop an ordinance regulating single-use water bottles for Council consideration.

Discussion:

I. Background

In 2019, Town Council directed staff to explore solutions for litter and waste in our community, after local students and environmental advocates showed strong support for waste reduction policies. After a community engagement process, staff presented policy options to Council in February 2020. A stakeholder working group was convened to develop specific policy recommendations for Council, ultimately resulting in the Single-Use Foodware Ordinance that was adopted on November 8, 2022.

At the first reading of the Town's Single-Use Foodware Ordinance on October 25, 2022, Council members indicated there was interest in exploring a plastic water bottle ban, following South Lake Tahoe's adoption of a similar ordinance. Due to the complexity of policy options and potential impacts of such a ban, it was determined this item should be explored separately from the Foodware Ordinance and was added as a potential new item to the Council Priorities Work Plan at the November 8, 2022, Council meeting.

As part of the Council Priorities work plan item, staff also identified the following key policy concerns that should be addressed as part of exploring a potential single-use plastic water bottle ban:

- Equity: what groups could be disproportionately impacted by this policy, and how could the Town address this in the planning process?
- Emergency preparedness and response: How could the Town ensure that sufficient safe drinking water is available if an emergency disrupts the water supply?
- Greenhouse gas emissions: What are the alternatives to single-use plastic water bottles and what are the lifecycle GHG emissions from these alternatives?
- Businesses and special events: What would the rollout and implementation timeline look like to provide businesses and special events ample time to prepare for this change?

In order to address the above issues and ensure opportunities for stakeholder input to inform such a policy, staff recommended a policy consideration process that would include at a minimum convening

one stakeholder advisory group discussion, holding one community workshop, and conducting surveys for the general public and the business community. In addition to this local community engagement, staff planned to conduct outreach to other jurisdictions that have implemented similar policies to understand best practices and lessons learned, as well as conduct other research into the environmental impacts of single-use plastic alternatives.

New state legislation will also address the impacts of packaging, including single-use plastics. Senate Bill 54, signed by the Governor on June 30, 2022, is a new statewide packaging law that aims to reduce plastic waste and ensure that packaging is actually recyclable or compostable. This law requires that by 2032:

- 100% of packaging in the state is recyclable or compostable.
- 25% reduction in plastic packaging.
- 65% of all single-use plastic packaging is recycled.

To accomplish these goals, this law creates an extended producer responsibility program and directs CalRecycle, the state's solid waste and recycling agency, to create a supporting regulatory framework by 2025. It is not expected these regulations will prohibit the use of most plastic beverage bottles but may affect harder-to-recycle types of beverage packaging such as aseptic cartons.

II. Summary of Staff Recommendations

Based on the results of the community engagement process, staff recommend the following:

1. Develop a comprehensive outreach and incentive program to support a reduction in use of single-use bottles, promote a shift to reusable water bottles, and incentivize installation of additional refill stations in the community.
2. Develop an ordinance for Council consideration prohibiting the sale and commercial distribution of water packaged in single-use plastic bottles or paper cartons less than one gallon in volume.
3. Include exemptions for emergencies, social services, healthcare, and other situations that may impact health and safety.
4. Report back to Council at least one year after the effective date on implementation of the ordinance and outreach campaign, including impacts on residents and businesses.
5. Investigate options to expand the ordinance to include other beverages in single-use plastic packaging and provide recommendations to Council for future consideration.

III. Environmental Impacts of Single-Use Beverage Packaging

Single-use packaging, particularly plastics, comprises a significant percentage of waste and litter in California. The League to Save Lake Tahoe reports that plastic bottles are in the top five types of litter found in the neighboring Tahoe Basin and South Lake Tahoe.¹ In addition, the UC Davis Tahoe Environmental Resource Center (TERC) studied the effects of microplastics in Lake Tahoe and found plastic in almost every sample taken from beaches around the lake. Because no wastewater is discharged to Lake Tahoe, most of the microplastic waste appears to be coming from plastic litter, especially plastic bottles and bags.²

¹ [The League to Save Lake Tahoe](#)

² [UC Davis Tahoe Environmental Resource Center](#)

In addition to litter impacts, disposable products also carry embedded carbon emissions from the production, distribution, and disposal of each product. The production of each plastic water bottle requires an average of 25% of the bottle capacity filled with petroleum.³ Americans purchased 31.2 billion liters of bottled water in 2006, which requires about 17 million barrels of oil, or enough energy to fuel one million cars for one year.⁴

Water is available from the tap at every residential and commercial building in Truckee, representing an opportunity to reduce the use of an unnecessary disposable product. Not only can bottled water cost thousands of times more than tap water, but it is not subject to the strict environmental regulations that tap water must meet, which include public reporting of water quality testing results.

Staff also researched the lifecycle environmental impacts of alternative types of single-use beverage packaging to understand the potential consequences of consumers switching to alternative single-use packaging. A meta-analysis of lifecycle studies from the United Nations Environmental Programme found the following:

- Plastic bottles vs. cartons: Beverage carton systems are environmentally preferred for most beverages (milk, juice, etc.) but have no advantage when used for water, because water cartons typically contain an additional aluminum barrier layer. As a result, PET bottles show a similar performance to cartons for water.
- Plastic bottles vs. glass bottles: Glass bottles used only once show worse environmental performance than single-use plastic bottles in all impact categories except eutrophication and freshwater aquatic ecotoxicity. Glass bottles (0.75 l) need to be reused at least three times to be environmentally equivalent to aluminum cans and PET bottles (0.5 l).
- Plastic bottles vs. aluminum cans: Compared to a 0.33-liter aluminum can, a 0.5-liter PET plastic bottle has slightly greater climate impact.

Overall, the greatest environmental benefit is from reducing disposable packaging by switching to reusable bottles, rather than switching to alternative single-use packaging.

IV. Existing Plastic Bottle Bans

The Town adopted a sustainable purchasing policy in April 2021 that includes a prohibition on the purchase or distribution of single-use plastic water bottles at Town-sponsored events. The policy recommends using reusable cups and pitchers or water bottle filling stations whenever feasible. However, this policy does not apply to most special events held within the Town or the broader retail sale of bottles.

In October 2022, South Lake Tahoe became the first jurisdiction in California to adopt an ordinance banning the retail sale of single-use plastic bottles. The ordinance prohibits the distribution of single-use plastic water bottles of less than one gallon at city facilities and city-affiliated events beginning April 22, 2023, and expands this prohibition to all retail sales beginning April 22, 2024. Additionally, several jurisdictions in Massachusetts have adopted similar bans, beginning with the Town of Concord in 2012. A full list of single-use plastic bottle ordinances researched by Town staff can be found in Attachment 1.

Town staff met with staff and advocates involved in adoption of plastic bottle bans in several other jurisdictions and gathered some lessons learned and other key takeaways:

- Water refill stations: To encourage the use of reusable bottles, most jurisdictions with bans have supported installation and visibility of refill stations throughout the community. Examples include Concord, MA, which created a map of all refill stations, water fountains, and businesses willing to refill reusable bottles. The [“Concord on Tap” water map](#) is available online, and also distributed

³ [National Geographic](#)

⁴ [Pacific Institute](#)

to locations frequented by visitors such as tourist attractions and bed and breakfasts in the area. Locally, the Tahoe Water Suppliers Association and Tahoe Fund offer a grant program to support installation of publicly accessible water refill stations in the Tahoe Basin. The program currently provides up to \$500 for each indoor refill station, and \$1000 for each outdoor station.

- Alternatives to plastic: In jurisdictions with bans on the sale of plastic water bottles, stores continue to sell water in alternative packaging such as aluminum, glass, and paper cartons (where allowed). San Francisco International Airport (SFO) prohibits the sale of any beverage in plastic or aseptic paper packaging. SFO staff report that their vendors have been able to source the same or similar products in alternative packaging for most products affected by the ban.
- Outreach campaigns: Jurisdiction staff expressed the importance of a public outreach campaign to encourage use of reusable/refillable bottles alongside any ban. Many jurisdictions with existing plastic bottle bans are also tourist destinations, including those on Cape Cod and Martha's Vineyard, and emphasized the importance of messaging to visitors before their arrival.

V. Community Engagement Process

Town staff collected community input on potential single-use bottle regulations via a community survey, a community workshop, and a stakeholder advisory committee.

A community survey for residents, visitors, and businesses in Truckee was available online from February 3-20, 2023. The survey was shared online through Keep Truckee Green and Town of Truckee outreach channels, including e-blasts and social media, as well as through partner agencies including Truckee Chamber, Truckee Downtown Merchants Association, and Visit Truckee-Tahoe. Staff also conducted in-person intercept surveys outside Mi Pueblito Market on February 17, where many responses collected were in Spanish. In addition, staff conducted direct phone call and email outreach to businesses, including grocers and other retail stores, to receive business responses.

Staff hosted an in-person community workshop on February 8, 2023, at the Community Rec Center. The workshop was advertised along with the survey through Keep Truckee Green, the Town, Truckee Chamber, TDMA, and Visit Truckee-Tahoe's website and social media outreach channels. Attendees heard a brief presentation on the community engagement process and considerations for policies and actions, and then provided feedback on a series of prompts. Most of the 13 attendees were Truckee High School students involved in the Envirolution Club.

Staff also convened a group of community stakeholders to provide additional opportunities for input from business representatives and other key local stakeholders. This group was convened twice, on January 26 and March 8, 2023. Town staff provided a research brief in advance of each meeting to prepare members for the topic of discussion. Members discussed potential impacts on their sector of operations, concerns, and provided feedback on potential policy options. Stakeholders included representatives from local businesses, special events, healthcare, emergency operations, and education. A full list of the stakeholder advisory committee members is provided below.

Community Representatives:

- Tim James, California Grocer's Association
- Ryan Parrish, Grocery Outlet
- Chelsea Minor, Raley's
- Tammy Raber, Shell Gas Station and J&L Food Mart
- Keenan Polan, Special Event Organizer – Barracuda Classic
- Nick Schling, Special Event Organizer – Barracuda Classic

- Cassie Hebel, Special Event Organizer – Truckee Thursdays
- Jessica Penman, Truckee Chamber of Commerce
- Heather Lutz, Tahoe Forest Hospital Nutrition Specialist
- Tanja Hester, Member of Public
- Sophia Martin, Student
- Missy Mohler, Sierra Watershed Education Partnerships

Town Representatives:

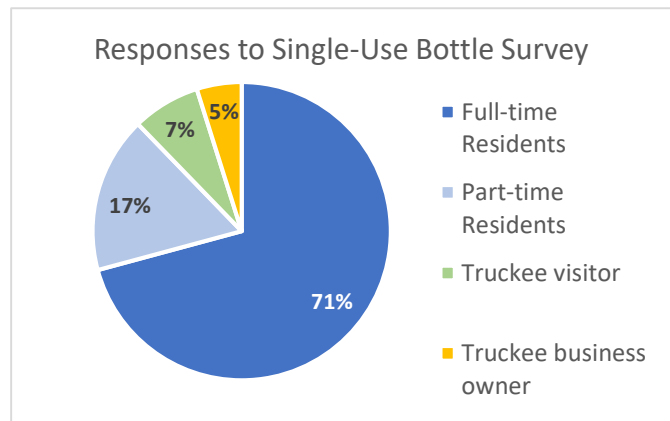
- Anna Klovstad, Councilmember
- Courtney Henderson, Councilmember
- Erica Mertens, Diversity, Equity, & Inclusion Program Manager
- Bob Womack, Emergency Services Coordinator

Additionally, Visit Truckee-Tahoe was invited but unable to attend.

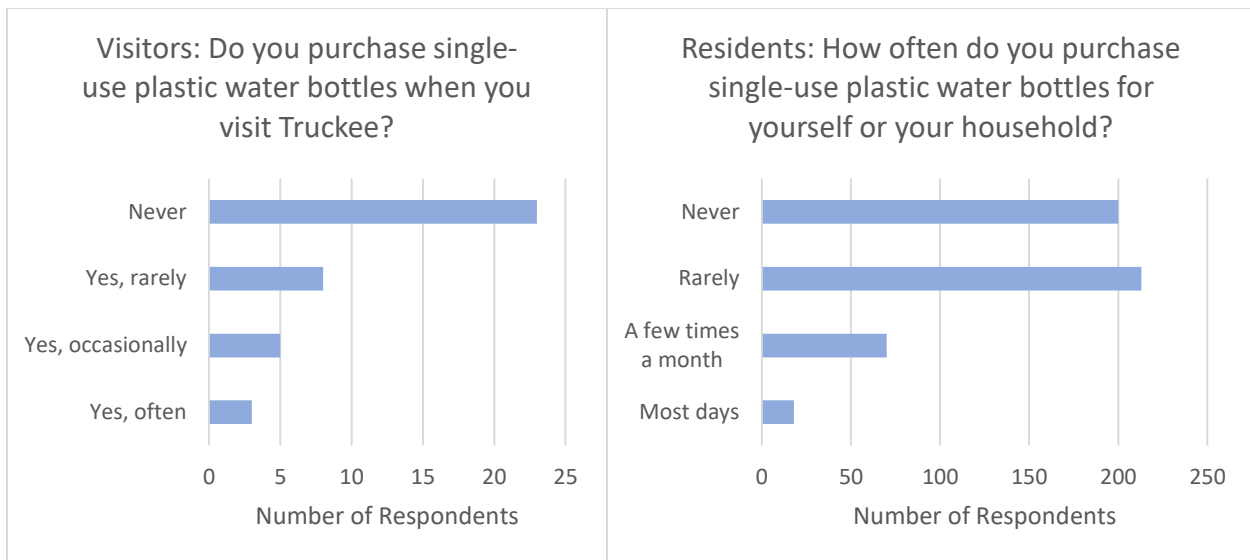
VI. Community Survey Results

Town staff received 637 responses via the survey, with 603 from the online survey and an additional 34 responses collected in person outside Mi Pueblito market. The online survey was only available in English, with the in-person intercept surveys conducted in both English and Spanish. 17 survey responses were received in Spanish. Complete survey results are provided as Attachment 2.

The survey had specific questions for residents, visitors, and business owners. The vast majority of responses (88%) were received from residents, either full-time or part-time. The survey asked questions about use of both single-use and reusable water bottles and assessed support for various policy options. Full survey results can be found in Attachment 2.



Overall, reported use of single-use plastic water bottles was low among both visitors and residents, with 82% indicating they never or rarely purchase single-use water bottles.



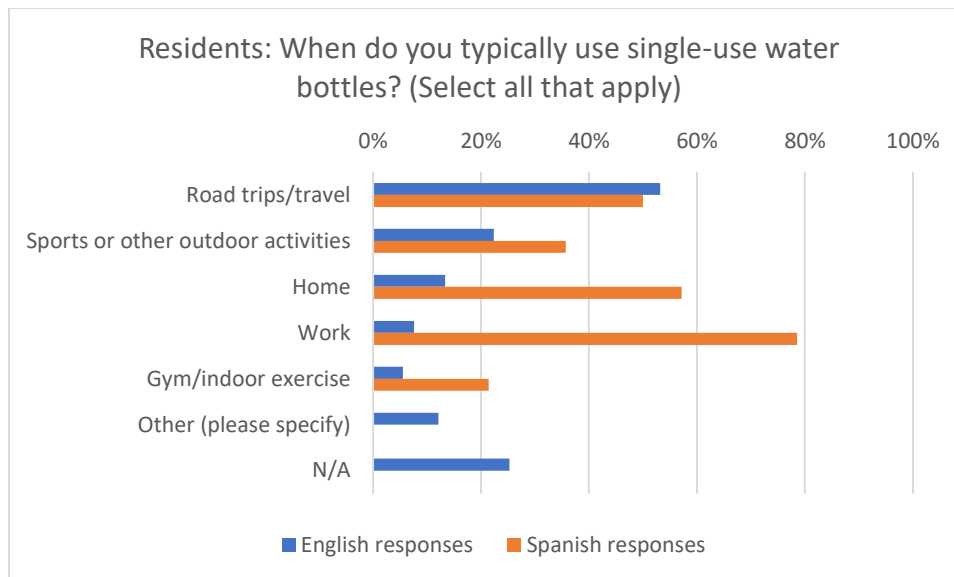
Survey results also reported high use of reusable water bottles. Nearly all visitors and residents (97%) said they own a reusable water bottle, indicating high potential to reduce the use of disposable bottles. The majority of residents (80%) reported using their reusable water bottle most days, and 92% of visitors said they typically bring and use their reusable water bottle when they visit Truckee.

Overall, residents and visitors indicated the most common reason for purchasing single-use water bottles was for road trips or travel, followed by sports or other outdoor activities. Only 15% of residents and visitors indicated they typically used single-use water bottles at work, and less than 10% reported typically using them at home. Convenience was cited as the most common reason for using single-use water bottles, with only a small percentage of residents or visitors expressing concern over tap water quality or taste. Both residents and visitors stated that better access to water fountains or refill stations throughout Truckee would reduce their use of single use bottled water.

Survey responses indicate a single-use plastic bottle ban would likely reduce overall purchase of single-use water bottles and increase use of reusable bottles, with low likelihood of people switching to other beverages. This suggests a ban on the sale of small-volume single-use water bottles would be successful in achieving the overall goal of reducing use of disposable packaging and promoting a culture of reuse.

Spanish-Language Survey Results

There were some significant differences in the survey results between the responses collected in English and Spanish. Most notably, use of single-use water bottles was much higher among Spanish-speaking respondents, with 36% reporting they used single-use water bottles most days (compared to only 4% of all respondents). The majority of Spanish-speaking respondents also reported typically using single-use water bottles at both work and at home.



Other key differences in Spanish-language survey responses:

- Fewer respondents reported owning a reusable water bottle (71% versus 98% of English-language respondents).
- Only 29% said they used a reusable water bottle most days, compared to 82% of English-language respondents.
- Much higher levels of concern over tap water quality and taste as a primary reason for purchasing single-use water bottles.
- Half as likely to drink tap water as an alternative if single-use water bottles are not available.
- Higher likelihood of switching to other beverages if single-use water bottles are not available, which could potentially have negative health impacts.

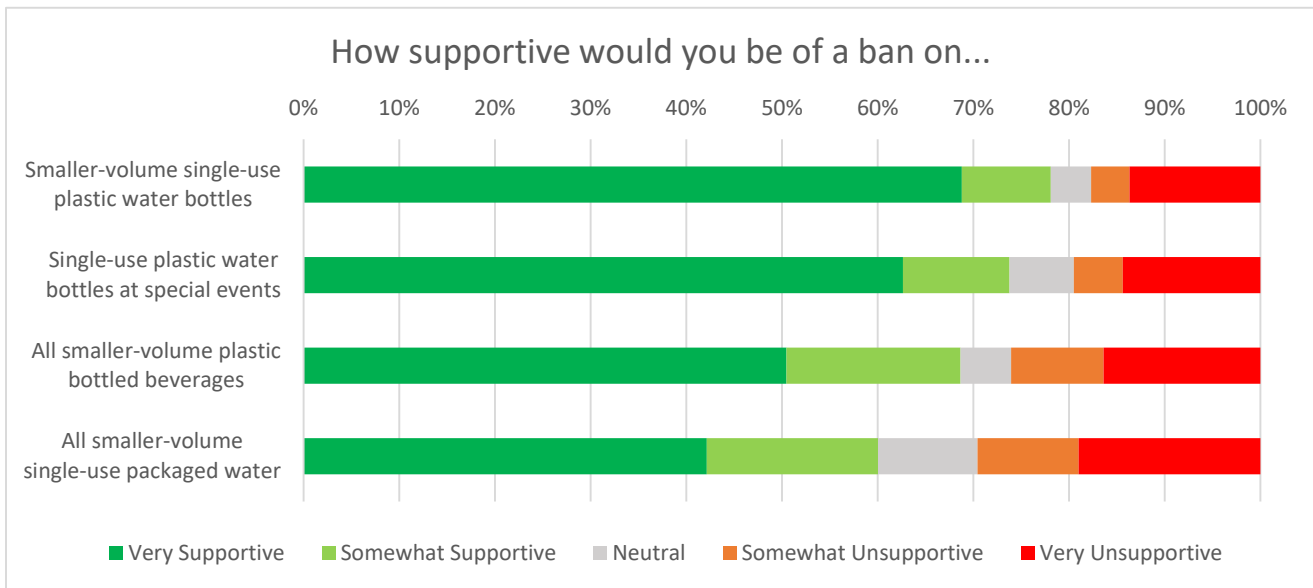
Due to differences in survey methodology between the majority of English-language responses (online survey, mainly driven from email subscribers or followers of Keep Truckee Green) versus all Spanish-language responses (intercept survey), some of this difference is likely attributable to self-selection bias reflected in the online survey. Additionally, the survey did not correct for socioeconomic factors, so further research is needed to determine the cause of these differences. However, these results do indicate a single-use water bottle ban may disproportionately impact the Spanish-speaking community in Truckee. Staff recommends further investigation of what barriers may be contributing to the higher likelihood of purchasing water bottles and lower likelihood to drink tap water for Spanish-speakers. The survey did not adequately capture this information, thus targeted outreach with potentially disproportionately impacted communities is recommended prior to the drafting of an ordinance.

Staff recommends working with the Town’s Diversity, Equity, and Inclusion Program Manager to ensure an ordinance outreach plan includes comprehensive direct outreach and resources for Truckee’s potentially most impacted populations, including the Spanish-speaking, unhoused, and low-income. Strategies may include providing education and resources on local tap water cleanliness and safety, environmental benefits of switching to reusable water bottles, and providing reusable water bottles. Further strategies may be determined based off of feedback from local residents on the existing barriers of access to clean and safe drinking water.

Community Support for Policy Options

In the survey, residents, visitors, and businesses were asked to rate their support for four policy options:

- A ban on the sale of smaller-volume single-use plastic water bottles
- A ban on the sale of all smaller-volume single-use plastic bottled beverages
- A ban on the sale of smaller-volume water packaged in any single-use packaging (i.e. plastic, paper, glass, and aluminum)
- A ban on the sale of smaller-volume single-use plastic water bottles at special events



Overall, survey respondents were most supportive of a ban on the sale of single-use plastic water bottles at all retailers and at special events. The least popular policy option was banning all single use packaged water, regardless of packaging type. Support for all policy options was highest among visitors surveyed, and lowest among businesses.

VII. Community Workshop and Stakeholder Input

The community workshop and stakeholder committee meetings provided additional opportunities for community input into policy options through direct discussions and interactive activities. Staff have summarized the feedback received through these meetings below.

Environmental Impacts

Participants in both the community workshop and stakeholder committee cited litter and microplastics in the environment as their primary concern related to single-use plastics. However, many raised concerns that a ban on single-use plastic bottles could simply shift consumers towards alternative single-use packaging options with higher environmental impact. Specific recommendations to mitigate environmental impacts included:

- Important to evaluate environmental impact of packaging alternatives.
- Important to ensure alternative packaging options are recyclable to avoid creating more waste.
- Ensure access to reusable water bottles without unnecessarily distributing them to households that likely already have a cupboard full of them.
- Make sure reusable bottles are actually reused and don't just create additional plastic waste, like thicker "reusable" plastic grocery bags.
- Importance of educating the community on the environmental impacts of plastic to help support desired behavior change.

Equity

Participants emphasized the importance of ensuring access to water as a basic human need, especially for vulnerable populations, and ensuring any regulation does not create barriers to safe and affordable water. While refilling a reusable water bottle with tap water is cheaper in the long run compared to frequent purchases of single-use plastic bottles, the initial cost of a reusable bottle may be a financial barrier to lower-income residents. Specific concerns and recommendations from the stakeholder group included:

- Concerns about the higher cost of alternative single-use packaging options for water, and the impact on lower-income households.
- Importance of ensuring easy access to refill stations or drinking fountains so people have a viable alternative to higher-priced single-use options.
- Concerns about health impacts if consumers switch to other beverages with added sugars due to lack of availability or higher price of water in alternative packaging.
- Importance of educating residents about the health impacts of single-use plastics, which could disproportionately impact populations that consume more beverages in plastic packaging.
- Making sure to consider impacts on low-income households, especially those experiencing homelessness, who may not have a reusable water bottle or access to facilities to wash them, which could lead to unsanitary conditions.
- Consideration of interaction with the Town's Single-Use Foodware Ordinance, which could result in those without a reusable bottle having to pay \$0.25 for a disposable cup to fill with water.
- Ensure social service organizations, food banks, and healthcare facilities can provide bottled water to support the health and safety needs of individuals.
- Need to address community concerns about tap water quality and taste, and ensure people have access to safe drinking water throughout the community.
- Concerns that even though Truckee tap water is safe, old pipes may still present a health risk, especially in older homes.
- Additional outreach may be needed to understand the barrier to transitioning away from bottled water. For example, subsidized water filters instead of free reusable water bottles may be a better way to address concerns over tap water and achieve greater transition to reusable bottles.

Emergency Preparedness

Community workshop and stakeholder committee participants expressed the importance of making sure any regulation does not impact the ability of the community to source water in an emergency. All existing bans on single-use plastic bottles apply only to small-volume bottles, with a threshold of either one gallon or 34 ounces (1 liter), depending on the jurisdiction. Therefore, the sale of larger volume water containers in any type of packaging, including single-use plastic, would not be prohibited under such an ordinance. Smaller-volume water in alternative types of single-use packaging would also still be allowed. Further, bans in other jurisdictions include exemptions for an emergency or other situation where bottled water may be necessary to protect the public health, safety, and welfare of the local community, allowing for the commercial sale of plastic water bottles if deemed necessary by the Town Manager. The Town coordinates with the California Office of Emergency Services to provide water and other critical supplies in an emergency. Based on conversations with the Town's Emergency Services Coordinator, adopting an ordinance limited to small-volume water with appropriate exemptions for emergencies is not anticipated to impede the Town's ability to source water in an emergency.

Business Impacts

Both residents and business representatives expressed concern over the impact a ban on single-use plastic bottles might have on businesses. Business stakeholders also emphasized that many businesses have already implemented sustainability initiatives to reduce microplastics and encourage use of more sustainable product options. Representatives of several local retailers expressed the opinion that

education and outreach may be a more effective way to reduce the use of single-use plastic bottles than a ban. Specific concerns and recommendations include:

- Consider the impact of switching to alternative products (size, weight, availability, etc.).
- Significant amount of shelf space devoted to single-use water bottles that will need to be restocked and reconfigured, and adequate time will be needed to source alternative products.
- Clear consumer demand for single-use bottles based on sales.
- Sales of single-use water bottles represent a significant percentage of revenue for some businesses, such as convenience stores.
- Importance of educating consumers both inside and outside the store and finding the right incentives to achieve desired behavior change.
- Front-line employees will bear the brunt of anger from consumers who are unhappy with the regulations, which was a big challenge during COVID.
- Difficulty of predicting consumer behavior and anticipating impacts of product bans.
- Concern about burden of additional regulation on businesses.
- Concern over setting a precedent that could lead to broader product bans.
- Importance of allowing sufficient time for businesses to adapt to regulations.

Additionally, staff met with representatives of the American Beverage Association (ABA) to hear concerns about a potential regulation on single-use plastic beverage bottles. ABA representatives emphasized that plastic beverage bottles are highly recyclable, described industry efforts to further improve the recyclability of plastic beverage bottles and caps, and expressed concerns about the environmental impacts of alternatives to plastic due to higher weight and lower recyclability. They also noted upcoming state legislation that will improve recyclability of all packaging in California (SB 54) and require a minimum recycled content for beverage bottles (AB 793) and expressed their preference for statewide rather than local efforts to regulate packaging.

Special Events

Both community survey respondents and the stakeholder working group expressed strong support for including special events in any ban on the sale of single-use plastic bottles. The stakeholder committee included three representatives involved in organizing special events in Truckee. They and other committee members expressed a few concerns specifically to the impact on special events:

- Many events provide single-use water bottles to event volunteers and would need to find replacement options that are reusable or in alternative packaging.
- Concern over what products vendors at events will sell as an alternative, and whether this will increase consumption of sugary beverages.
- Support for providing water refill stations at events.
- Could potentially increase use of disposable cups, which are less recyclable than plastic bottles.

Visitor Impacts

Given the high numbers of visitors in the Truckee area, the stakeholder committee also emphasized the importance of educating visitors before they arrive so that they are prepared. Additional recommendations related to tourists and travel included:

- Some people need a single-use option for water (people passing through on the highway, visitors who forgot their reusable bottle, etc.), so it's important not to ban all options.
- People passing through town may not be aware of regulations in advance, so working with retailers on signage/messaging is important.
- Visitors may need reassurance on tap water quality to encourage use of reusable water bottles, which could include working with hotels or short-term rentals on educational signage.

VIII. Staff Recommendations

Based on the results of community engagement, staff research, and lessons learned from other jurisdictions, staff recommend the following actions:

1. **Develop a comprehensive outreach and incentive program to support a reduction in use of single-use bottles, promote a shift to reusable water bottles, and incentivize installation of additional refill stations in the community.**

Staff research into other bottle bans indicated that a comprehensive outreach campaign, along with supporting infrastructure such as refill stations, is critical to the success of an ordinance banning single-use plastic bottles. Case studies of water bottle bans at university campuses suggest that without supporting elements such as accessible refill stations, nutrition education, and development of a strong sustainability culture, these policies can have negative environmental and health impacts.⁵⁶ Accordingly, staff recommend developing a program that includes the following components:

- A community education and outreach campaign focused on educating residents and visitors on the environmental and health impacts of single-use water bottles and promoting a culture of reuse.
- Development of a regional refill station map in coordination with other Tahoe basin agencies.
- Working with community partners to distribute reusable water bottles to vulnerable populations.
- Purchase of water refill stations for special events.
- Development of a grant program to incentivize installation of additional public water refill stations.

This outreach and incentive campaign could function as a standalone waste reduction initiative, or support implementation of an ordinance. If Council recommends development of a single-use water bottle ordinance, staff recommend prioritizing implementation of the outreach campaign ahead of ordinance development. This will ensure that refill stations are in place well before a ban takes effect, and that behavior change campaigns have a chance to establish a culture of reuse and community support for a single-use bottle ban.

2. **Develop an ordinance for Council consideration prohibiting the sale and commercial distribution of water packaged in single-use plastic bottles or paper cartons less than one gallon in volume.**

Staff recommend a volume threshold of one gallon for consistency with the regulations adopted in South Lake Tahoe. This will reduce confusion for retailers with stores in both jurisdictions as well as support consistency in regional messaging about single-use water bottles for residents and visitors.

In addition to single-use plastic bottles, staff recommend also prohibiting water packaged in paper cartons, as community feedback indicated recyclability of packaging alternatives was a key concern. Unlike glass or aluminum alternatives, this type of packaging is not recyclable in Truckee.

While existing single-use bottle ordinances cover only the retail sale of bottles by businesses and special events, Town staff recommend any ordinance should also prohibit commercial distribution. This would prohibit the distribution of single-use plastic water bottles at no cost by hotels, special events, and other commercial entities, with the exception of the exemptions recommended below.

⁵ [NPR- University of Vermont's Ban on Bottled Water Backfires](#)

⁶ [Washington University St. Louis - Bottled Water Ban: Update 2015](#)

While the Town's purchasing policy already prohibits the purchase or distribution of single-use plastic water bottles at Town-sponsored events, staff recommend incorporating these existing requirements into the ordinance to clarify that municipal facilities and events are covered by the new regulations and demonstrate the Town's commitment to reducing single-use plastics.

Staff recommend that the ordinance provide a long on-ramp between passage and implementation of the retail ban, to allow time for development and rollout of outreach and incentive programs, and time for businesses and events to prepare and source alternatives. South Lake Tahoe allowed for approximately 18 months between adoption of the ordinance and the effective date of the ban on retail sale of single-use plastic bottles, and Town staff recommend a similar timeline for any ban adopted in Truckee.

3. Include exemptions for emergencies, social services, healthcare, and other situations that may impact health and safety.

Staff recommend incorporating exemptions for emergencies to ensure any regulations do not impede the Town's or individuals' ability to source adequate water in an emergency situation. Additionally, based on community feedback, staff recommend exemptions for healthcare facilities, as well as organizations providing social services who distribute single-use water bottles to protect the health and safety of community members.

4. Report back to Council at least one year after the effective date on implementation of the ordinance and outreach campaign, including impacts on residents and businesses.

This will provide Town Council with an opportunity to assess the effectiveness of any adopted regulations, success of the outreach and incentive campaign, and discuss impacts on residents, businesses, and visitors. It will also provide an opportunity to consider any recommended changes to the ordinance or outreach programs. Given that South Lake Tahoe's ban on the retail sale of single-use bottles is not yet in effect, it is difficult to fully anticipate the outcome of these regulations locally. The other jurisdictions Town staff spoke to did not have a system in place to track the success or impacts of the adopted single-use bottle bans. While Town staff have endeavored to anticipate and mitigate potential negative impacts, this report will serve as an important checkpoint to ensure any ordinance is achieving the desired outcomes.

5. Investigate options to expand the ordinance to include other beverages in single-use plastic packaging and provide them to Council for consideration.

During the first stakeholder group meeting, Town staff were asked to investigate if any jurisdictions had ordinances prohibiting the sale of other beverages in single-use plastic bottles. Staff found that the six towns on the island of Martha's Vineyard had banned the sale of both water and soft drinks (defined as carbonated beverages with added sweetener and/or flavoring) in single-use plastic bottles under 34 ounces (1 liter).

Staff solicited feedback on a broader single-use plastic bottle ban in the online survey as well as the community and stakeholder workshops. While this policy option was not among the most popular in the community-wide survey, most participants in the community workshop and five stakeholder advisory committee members expressed support for consideration of this option. Based on this feedback, staff recommend further investigating options to expand any adopted regulations to other beverages. However, due to the complexity of a broader ban and how it impacts the key equity, nutrition, environmental, and business concerns raised by stakeholders, staff believe more engagement and research is needed before a specific policy proposal can be recommended to Council.

The GHG reduction and environmental benefits of a single-use plastic water bottle ban largely result from a switch to reusable and refillable options, which are not generally available for other types of

beverages purchased from grocery or other retail stores. Since GHG reduction and recyclability of alternative packaging types were highlighted as key concerns during the community engagement process, additional research is needed to examine the environmental impacts of a broader ban.

Another key policy consideration in a broader single-use plastic bottle ban is which beverage types would be included. The bylaws adopted by Martha's Vineyard towns apply only to water and soft drinks (defined as carbonated beverages with added flavoring and/or sweetener). Currently, no jurisdiction bans all plastic-bottled beverages, though San Francisco International Airport does prohibit the sale of any beverage in plastic or aseptic paper packaging. A broad ban on these packaging types in Truckee could have the effect of prohibiting the sale of many types of beverages without alternative packaging options, including juice boxes, juice, and smoothies, and dairy or plant-based milk in small-volume containers. Accordingly, staff propose conducting additional community engagement specifically about which beverage and packaging types should be covered by a broader plastic bottle ban if this is an option Town Council wishes to consider.

Staff recommend including these recommendations with the year 1 report to Council on ordinance implementation described above, both to allow for sufficient time to research these issues and incorporate any lessons learned from the implementation of the original ordinance into a broader ban.

IX. Next Steps

If directed by Council to proceed with the recommendations listed above, staff anticipates the following general timeline for implementation based on staff capacity and existing programs:

Summer 2023

- Conduct additional community engagement with potentially most impacted populations.
- Develop regional refill station map in coordination with Drink Tahoe Tap (Tahoe Water Suppliers Association).
- Develop refill station incentive program criteria and bring to Council for approval.

Fall 2023

- Coordinate with Drink Tahoe Tap (TWSA) to develop and implement an outreach and engagement campaign.
- Launch refill station incentive program.

Winter 2023/24

- Develop draft ordinance and proposed supportive programs for businesses (grants, technical assistance, etc.) for Council consideration.
- First reading of ordinance, with an expected effective date approximately eighteen months after adoption.

This proposed timeline is designed to allow for sufficient time to conduct additional community engagement to inform development of both the outreach campaign and ordinance, and to have the refill station incentive program and outreach campaigns in place before a new ordinance is adopted. Additionally, this timeline will accommodate staff support for existing programs, such as implementation of the Single-Use Foodware Reduction Ordinance measures that take effect on January 1, 2024. As part of developing a single-use bottle reduction ordinance, staff will propose a more detailed timeline for ordinance implementation, including supporting programs for businesses.

Priority:

<input type="checkbox"/>	Enhanced Communication	<input checked="" type="checkbox"/>	Climate and Greenhouse Gas Reduction	<input type="checkbox"/>	Housing
<input type="checkbox"/>	Infrastructure Investment	<input type="checkbox"/>	Emergency and Wildfire Preparedness	<input type="checkbox"/>	Core Service

Fiscal Impact: Implementation of new a new single-use water bottle ordinance will require significant staff time for business technical support and community outreach. Successful implementation of any ordinance will also require a comprehensive outreach campaign to encourage residents and visitors to switch to reusable water bottles, including incentivizing installation of additional refill stations in the community. Proposed CIP budget C2309 includes \$16,500 in FY 23/24 and \$11,500 in FY 24/25 to support implementation of these policies. This proposed budget includes the following estimated costs: \$3,000 for purchase of water refill stations for special events, \$2,000 for development of a regional refill station map and purchase of reusable water bottles in coordination with Drink Tahoe Tap, \$13,000 for refill station grants and \$5,000 for outreach and education. The proposed budget will be considered for adoption in June 2023 as part of the FY23/24 budget adoption process.

Public Communication:

- February 8 community workshop
- Flyer postings, business phone calls and emails, social media, newsletter, and online promotion of the survey (from Keep Truckee Green, Town of Truckee, Truckee Downtown Merchants Association, Visit Truckee-Tahoe, Truckee Chamber of Commerce)
- Agenda Posting

Attachments:

1. Existing Single-Use Water Bottle Bans
2. Community Survey Results