

**TOWN OF SAN ANSELMO
STAFF REPORT
April 21, 2014**

For the Meeting of May 27, 2014

TO: Town Council

FROM: Diane Henderson, Interim Planning Director

SUBJECT: Introduce and waive the first reading of the ordinance amending the San Anselmo Municipal Code by adding a new Chapter 9 to Title 5 Sanitation and Health regulating the use of single use carryout bags.

RECOMMENDATION

1. That the Town Council make a motion to introduce the proposed ordinance (first reading).
2. That the Town Council make a motion to read the ordinance by title only and waive further reading of the ordinance.
3. That the Town Manager then read the title of the attached ordinance "AN ORDINANCE OF THE TOWN OF SAN ANSELMO AMENDING THE SAN ANSELMO MUNICIPAL CODE BY ADDING A NEW CHAPTER 9 TO TITLE 5 SANITATION AND HEALTH REGULATING THE USE OF SINGLE USE CARRYOUT BAGS".
4. That the Town Council make a motion to schedule a public hearing, second reading and adoption of the ordinance at the June 10, 2014 Town Council meeting.

BACKGROUND

The negative effect on the environment with regard to single use plastic bags is well-documented, and includes hazards to marine life and other wildlife that get caught or entangled in, or ingest plastic bags when littered in the environment. Due to the lightweight nature of plastic bags, and the fact that they are not biodegradable, they easily become litter that resides in the environment for many years. Other effects include covering and clogging storm drains as well as aesthetic effects, and many landfill operators employ full time staff to catch blowing bags and paper before they escape into the environment. The negative effects of single use paper bags include increased greenhouse gas emissions and other pollution resulting from the production and transportation of the bags.

On September 23, 2008, the Town Council adopted a resolution encouraging San Anselmo businesses to voluntarily stop using plastic bags, replacing the plastic bags with the environmentally friendly alternatives.

On May 7, 2013 the Marin County Grand Jury issued its report "Holding the Bag" which encouraged that the Marin Hazardous and Solid Waste Joint Powers Authority (JPA), of which the Town is a member, "prepare the Model Single-Use Bag Ordinance to implement the strictest rules possible and encourage all agencies to adopt the Ordinance with minimal changes. A ban on single-use plastic carry-out bags should be imposed in all grocery stores, convenience stores, pharmacies and restaurants within the County and apply to all establishments, no matter how large or small." A copy of the full report can be found at:

<http://www.marincounty.org/main/board-actions/2013/july/~media/Files/MarinGov/Board%20Actions/2013/2013Jul/20130716CAOCGJBagREPORT.pdf>

Regulatory Setting

In 2006, the State of California passed AB 2449, which limited local government regulation of plastic bags. It required large grocery stores to have plastic bag recycling receptacles, but precluded cities from requiring a fee for distribution of plastic bags. Although CalRecycle has not been able to gather accurate data, they estimate that less than 5% of plastic bags are currently being recycled. For the past several years, various bills that would have banned grocery stores, convenience stores, and pharmacies from providing plastic bags have been introduced in the State legislature, but none have been adopted. However, there is a renewed interest and possibility of a compromise bill that is expected to be introduced in the legislature again this year.

Since adoption of AB 2449, over 90 California cities and counties have enacted some form of restrictions on the provision of single use carryout bags. Since state legislation precluded local government from placing a fee on plastic bags, most ordinances have banned the distribution of plastic carryout bags and required that stores charge a minimum fee for recycled content paper carryout bags to shift consumers from plastic bags to either recycled paper or reusable bags. In Marin County, Fairfax, Mill Valley and the unincorporated County have existing bans of distribution of plastic carryout bags. The County and Mill Valley ordinances establish a minimum fee of 5 cents for recycled content paper bags to give retailers the ability to offer a reasonably priced alternative bag. San Rafael, Novato and Sausalito recently adopted ordinances that establish a minimum fee of 10 cents for recycled content paper bags.

The adoption of plastic bag ban ordinances by local governments in California has been hamstrung by legal actions initiated by the Save the Plastic Bag Coalition (STPBC) which has sued several jurisdictions citing violations of the California Environmental Quality Act (CEQA). STPBC correctly points out that the manufacture and distribution of plastic carryout bags produce less greenhouse gases than paper bags and has pressed for the preparation of full environmental impact reports to assess these impacts. The County of Marin was sued for its ordinance adoption which utilized a CEQA Categorical Exemption. The California Court of Appeals ruled in favor of Marin County in June 2013.

Due to concerns over potential CEQA litigation by member agencies, the Marin County Hazardous and Solid Waste Management Joint Powers Authority authorized and paid for the preparation of a model single use carryout bag ordinance and environmental impact report (EIR) that could then be used by member agencies for ordinance adoption. The Draft EIR was published on November 1, 2013 for a 45-day public review period, and the Final EIR was published in January, 2014 and certified by the JPA Board on January 16, 2014.

On March 11, 2014, the Town Council received an update report on the status of the plastic bag ban ordinance under consideration by Marin cities and towns. Staff requested that Council provide direction regarding which alternative the Council would prefer to pursue. Specifically, staff asked Council if they desired to adopt an ordinance that applies to the three types of retailers (which would affect our supermarkets, pharmacies and convenience/liquor stores) or to all retail outlets and restaurants; and also asked Council to provide direction regarding the charge for recycled bags. After discussing the alternatives, Council directed staff to prepare an ordinance based on Alternative 4 of the EIR (charge 10 cents for recycled paper carryout bags, applicable only to supermarkets, pharmacies and convenience/liquor stores) for consideration by the Town Council.

DISCUSSION

Draft Model Ordinance and Alternatives

The JPA-proposed model ordinance would ban the distribution of plastic carryout bags by certain retailers and require that retailers who choose to make paper bags available to customers as an alternative charge at least five cents for each recyclable paper carryout bag provided. The ordinance would exempt plastic or paper product bags (bags without handles used for produce, meat or bulk food items) or bags for prescription drugs as allowed by state law. The minimum paper bag charge would not be applicable to customers who participate in the state's Supplemental Food Program. The charges accumulated by the sale of recycled paper carryout bags would be retained by the merchant to offset the increased costs of paper vs. plastic bags.

The proposed model ordinance would only be applicable to three types of retailers:

- Supermarkets with over \$2,000,000 in annual sales,
- Pharmacies over 10,000 square feet in size, and
- Convenience or liquor stores that include the sale of milk, bread, soda and snack foods.

The proposed ordinance would also require that affected stores:

- Offer reusable bags for sale,
- Provide clear signage for the charges for paper and reusable bags,
- Place the charge for each recyclable paper or reusable bag on the customer receipt, and
- Encourage patrons to use reusable bags through signage and verbal communications.

As required by law, the EIR examined a range of alternatives to the model ordinance to give member agencies a broader range of options in terms of preferred regulations. These include:

- Alternative 1: No project (i.e., no new regulations are adopted)
- Alternative 2: Expand the range of retailers subject to the ordinance to include all retail establishments *except* restaurants
- Alternative 3: Expand the range of retailers subject to the ordinance to include all retail establishments *including* restaurants
- Alternative 4: Increase the minimum charge for recycled paper carryout bags to 10 cents, applicable only to supermarkets, pharmacies and convenience/liquor stores
- Alternative 5: Increase the minimum charge for recycled paper carryout bags to 25 cents applicable only to supermarkets, pharmacies and convenience/liquor stores
- Alternative 6: Expand the plastic bag ban to include product bags (bags without handles used for produce, meat or bulk food items) with a minimum fee of 5 cents for recycled paper carryout bags
- Alternative 7: Increase the minimum charge for recycled paper carryout bags to 25 cents applicable to all retailers

In February the City of San Rafael adopted an ordinance that follows Alternative 4, with some modifications. The San Rafael ordinance essentially applies to the three types of retailers, as well as public events such as the Downtown Farmer's Market Festival, which includes approximately 50-60 covered vendors on an average market day. In addition, the San Rafael Council made clear its intention to revisit the ordinance in one year in order to make it applicable to all retailers, including restaurants, and to increase the charge for other types of checkout bags to a minimum of \$0.25 per bag, which was studied in the Draft EIR as Alternative 7.

On February 25, 2014, the City of Novato also adopted an ordinance which implements Alternative 4. Sausalito also recently adopted an ordinance that follows Alternative 4 and Larkspur is currently considering a similar ordinance. Belvedere staff is considering recommendation of an ordinance which follows Alternative 3; while Tiburon is currently not proceeding with an ordinance.

Based on direction provided to staff at the March 11, 2014 Council meeting, staff prepared the attached ordinance which will prohibit plastic bags and require a 10 cent charge for recycled paper bags. The ordinance will only apply to supermarkets, pharmacies and convenience/liquor stores. Staff has included a provision that the ordinance go into effect on January 1, 2015, providing approximately six months for retailers to make necessary plans to accommodate the new requirements. The San Rafael ordinance included a similar timeline, to ensure adequate notice and provide a smooth transition.

CONCLUSION

Consistent with action by other jurisdictions who are members of the JPA and Council direction, staff recommends adoption of the attached ordinance which follows EIR Alternative 4 (prohibit plastic bags and charge 10 cents for a paper bag), applicable only to supermarkets, pharmacies and convenience/liquor stores. The ordinance would go into effect on January 1, 2015.

Respectfully submitted,

A handwritten signature in black ink, reading "Diane M. Henderson". The signature is written in a cursive style with a long horizontal flourish at the end.

Diane M. Henderson
Interim Director of Planning

Attachment:

1. Draft Ordinance

ORDINANCE NO. ____

AN ORDINANCE OF THE TOWN OF SAN ANSELMO AMENDING THE MUNICIPAL CODE BY ADDING A NEW CHAPTER 9 TO TITLE 5 SANITATION AND HEALTH REGULATING THE USE OF SINGLE USE CARRYOUT BAGS

WHEREAS, according to the U.S. Environmental Protection Agency, 32 million tons of plastic waste was generated in 2011, representing 12.7 percent of the total municipal solid waste stream, and only 8 percent of the total plastic waste generated in 2011 was recovered for recycling; and

WHEREAS, according to the California Integrated Waste Management Board, less than 5 percent of all single use plastic bags are recycled in California; and

WHEREAS, plastic bags are not biodegradable, are lightweight, and blow about easily, often becoming litter in the environment causing harm to wildlife and clogging storm drains; and

WHEREAS, according to the 2013 Marin County Grand Jury report entitled "Holding the Bag", Redwood Landfill, Inc. has to hire full time personnel whose main task is to capture plastic bags from blowing off the site and polluting the surrounding area; and

WHEREAS, according to the California Waste Management Board, California taxpayers spend nearly \$25 million annually to collect plastic bags and send them to the landfill; and

WHEREAS, according to the California Coastal Commission, up to 80 percent of all marine debris is plastic, which can never biodegrade, and plastic bags were the fourth most prevalent type of litter (over 1 million bags) picked up by volunteers during the Ocean Conservancy's 2012 International Coastal Cleanup Day; and

WHEREAS, Bay Area plastic bag reduction ordinances have resulted in significant reductions of plastic bag litter in the environment, including 59% to 90% reductions of litter in storm drains, neighborhoods, creeks, rivers, and beaches recorded in San Jose and Santa Cruz; and

WHEREAS, according to the California Coastal Commission, Plastic marine debris affects at least 267 species worldwide, including 86 percent of all sea turtle species,, which often mistake plastic bags for jellyfish; and

WHEREAS, according to Californians Against Waste, at least 69 jurisdictions in California have adopted ordinances banning the use of single-use plastic bag covering at least 90 municipalities, with local and national businesses successfully replacing plastic bags with affordable, durable, recyclable products and most importantly, reusable bags; and

WHEREAS, the Town Council on April 26, 2011 approved the San Anselmo Climate Action Plan which includes recommended actions to adopt a policy to achieve zero waste going to landfills and to require diversion of construction and demolition debris from construction, demolition and renovation projects; and

WHEREAS, the Town desires to implement a program to achieve the Marin County Hazardous and Solid Waste Management Joint Powers Authority goal to increase the diversion of materials from landfill and transformation facilities to an eighty percent (80%) diversion level by 2012 and a ninety-four percent (94%) diversion level by 2025, ensuring that resources are used to their highest potential and that Marin's ecological footprint is reduced; and

WHEREAS, in 2013 the Marin County Hazardous and Solid Waste Management Joint Powers Authority (JPA) prepared a draft Model Single Use Carryout Bag Reduction Ordinance that participating JPA member agencies within Marin County (including the Town of San Anselmo) can consider for adoption; and

WHEREAS, the JPA was assigned the role of administering the California Environmental Quality Act ("CEQA") process, and a determination was made that the JPA would prepare an Environmental Impact Report ("EIR") through Final EIR completion for adoption of the model ordinance in all of the member municipalities. The JPA prepared a Notice of Preparation for an EIR for the draft model ordinance, which was published on June 21, 2013, initiating a 30-day review period. On July 9, 2013, the JPA conducted a public scoping meeting, and

WHEREAS, on November 1, 2013 the Single Use Carryout Bag Reduction Ordinance Draft EIR was completed and published for public review (State Clearinghouse #2013062049). Commencing on November 1, 2013, a 45-day public review period was observed, ending on December 15, 2013. The Draft EIR concluded that: a) for each environmental issue studied, impacts would either be less-than-significant or beneficial; b) the draft model ordinance would not result in any significant, unavoidable impacts, or any significant impacts that require mitigation. Further, as required by the CEQA Guidelines, the Draft EIR analyzed alternatives to the project (model ordinance) and identified an environmentally superior alternative to the project. Seven alternatives were evaluated in the Draft EIR. The analysis of alternatives is presented in Section 6.0 of the Draft EIR, which concluded that Alternative 4 (Mandatory Charge of \$0.10 for Recyclable Paper Carryout Bags) would be environmentally superior compared to the draft model ordinance; and

WHEREAS, pursuant to Public Resources Code Section 21091(d)(2)(A) and CEQA Guidelines Sections 15088 and 15089, the JPA responded to all environmental comments that were submitted on the Draft EIR during the public review period. A Final EIR was prepared and published; and

WHEREAS, on January 16, 2014 the JPA Board of Directors held a duly-noticed public hearing on the Final EIR, accepting all oral and written public testimony and the written report of the JPA staff. Following closure of the public hearing and deliberation, the Board of Directors, on an 11-0 vote, adopted Resolution No. 2014-01 certifying the Single Use Bag Reduction Ordinance Final EIR. This certification was based on and supported by findings, which are incorporated herein by reference; and

WHEREAS, following the certification of the Final EIR by the JPA Board of Directors, the Town of San Anselmo determined to proceed with one of the alternatives (Alternative 4:

Mandatory Charge of \$0.10 for Recyclable Paper Carryout Bags) in the Final EIR as a basis for adoption of a Townwide ordinance (proposed ordinance); and

WHEREAS, the Final EIR was reviewed to determine if it adequately analyzed the environmental impacts of the proposed ordinance. Based on this review, and as set forth in the findings below, the Town Council has determined that adoption of the proposed ordinance would not result in any significant new information or new significant impacts that had not been previously analyzed in the Final EIR. Consistent with the requirements of the CEQA Guidelines Section 15096 the Town of San Anselmo has considered the Final EIR prepared by the JPA as the lead agency, and has reached its own conclusions on whether and how to approve the proposed ordinance based on findings of fact contained herein; and

WHEREAS, on May 27, 2014, the San Anselmo Town Council held a duly-noticed public hearing on the proposed ordinance, and did consider all oral and written public comment, the staff reports, the Final EIR, and the Record as a whole prior to making a determination on the proposed ordinance; and

NOW, THEREFORE, the Town Council of the Town of San Anselmo does ordain as follows:

SECTION 1:

FINDINGS. The Town Council of the Town of San Anselmo hereby finds that:

- A. General Plan Consistency. The proposed ordinance to ban the use of plastic single use carryout bags is consistent with the goals and policies of the San Anselmo General Plan, including Conservation Goals 1 (minimize environmental harm), 2 (protect creeks from pollution), and 4 (protect habitats for fish, wildlife and flora) and Conservation Policies 1 (minimize pollution), 3 (protect biological processes), 4 (maintain streams), 6 (maintain wildlife and waterlife), 10 (overburdening waste disposal), 11 (coordinate water supply and waste disposal) and 13 (reduce unnecessary or inefficient resource consumption) in that the proposed ordinance would reduce the presence and impacts of plastic bag litter in areas of natural habitat and reduce generation of solid waste, as set forth in Exhibit A, attached hereto and incorporated herein by reference.
- B. Public Health, Safety and Welfare. The public health, safety and general welfare will not be adversely impacted by the proposed ordinance to restrict the distribution of single use carryout bags. Rather, the public health, safety and general welfare will be enhanced and further protected by reducing land-filling of waste products, reducing long-lasting litter throughout the community and natural areas, reducing costs of removal of debris from storm drains and other public clean-up costs.
- C. Final EIR. The Final EIR has been prepared in accordance with the CEQA Guidelines and adequately analyzes the environmental effects of the proposed ordinance.
- D. Record of Proceedings. The following information is incorporated by reference and made part of the Record supporting these findings:

- The Notice of Preparation (NOP) and all other public notices issued by the JPA in conjunction with the project;
- All comments submitted by agencies or members of the public during the 45-day public comment period for the Draft EIR;
- All comments and correspondence submitted to the JPA and Town of San Anselmo with respect to the Project, in addition to timely comments on the Draft EIR;
- All findings and resolutions adopted by JPA decision makers and the San Anselmo Town Council in connection with the project, and all documents cited or referred to therein;
- All reports, studies, memoranda, staff reports, maps, exhibits, illustrations, diagrams or other planning materials relating to the Project prepared by the JPA, Town or by consultants to the JPA/Town or responsible or trustee agencies, with respect to the Town's compliance with the requirements of CEQA and with respect to the Town's actions on the Project;
- All documents submitted to the Town by other public agencies or members of the public in connection with the project, up through the close of the public hearing on May 27, 2014;
- Minutes, as available, of all public meetings and public hearings held by the JPA and the Town in connection with the Project;
- Any documentary or other evidence submitted to the JPA and Town at public meetings and public hearings;
- Matters of common knowledge to the JPA and Town, including, but not limited to, those cited above; and
- Any other materials required to be in the Record of Proceedings by Public Resources Code Section 21167.6, subdivision (e).

Consistent with Section 21081.6(d) of the California Environmental Quality Act, the documents which constitute the record of proceedings for approving this project are located in and may be obtained from the San Anselmo Town Clerk's Office, 525 San Anselmo Avenue, San Anselmo, CA. The Town Clerk is the custodian of records for all matters before the Town Council.

The Town Council has relied on all of the documents listed above in reaching its decision on the Project.

- E. CEQA Findings: The Town Council hereby makes the findings, pursuant to CEQA Guidelines Section 15096 as set forth in Exhibit B, attached hereto and incorporated herein by reference.
- F. Mitigation Monitoring and Reporting Program. Consistent with Public Resources Code Section 21081.6, the Town Council does not need to adopt a Mitigation Monitoring Program in that the adoption and implementation of the proposed ordinance would not result in any significant effects on the environment that would require mitigation.

SECTION 2:

A new Chapter 9 is hereby added to Title 5 (SANITATION AND HEALTH) of the San Anselmo Municipal Code as follows:

Chapter 9 Regulation of Single Use Carryout Bags

5-9.01 Definitions.

For purposes of this Chapter, the following definitions shall apply:

- a. "Checkout bag" means a carryout bag intended to convey or protect goods, products or packaged food products provided by a store to a customer at the point of sale.
- b. "Customer" means any person purchasing goods from a store.
- c. "Operator" means the person in control of, or having the responsibility for, the operation of a store, which may include, but is not limited to, the owner of the store.
- d. "Plastic carryout bag" means any bag made predominantly of plastic derived from either petroleum or a biologically-based source, such as corn or other plant sources, which is provided to a customer at the point of sale. "Plastic carryout bag" includes compostable and biodegradable bags but does not include reusable bags or product bags.
- e. "Postconsumer recycled material" means a material that would otherwise be destined for solid waste disposal, having completed its intended end use and product life cycle. "Postconsumer recycled material" does not include materials and by-products generated from, and commonly reused within, an original manufacturing and fabrication process.
- f. "Product bag" means any bag without handles used exclusively to carry produce, meats, or other food items such as bulk foods to the point of sale inside a store or to prevent such food items from coming into direct contact with other purchased items.
- g. "Recyclable" means material that can be sorted, cleansed, and reconstituted using available recycling collection programs for the purpose of using the altered form in the manufacture of a new product. "Recycling" does not include burning, incinerating, converting, or otherwise thermally destroying solid waste.
- h. "Recyclable paper carryout bag" means a paper bag that meets all of the following requirements: (1) contains no old growth fiber, (2) is one hundred percent (100%) recyclable overall and contains a minimum of forty percent (40%) post-consumer recycled material; (3) is capable of composting, consistent with the timeline and specifications of the American Society

of Testing and Materials (ASTM) Standard D6400; (4) is accepted for recycling in curbside programs in the Town of San Anselmo; (5) has printed on the bag the name of the manufacturer, the location (country) where the bag was manufactured, and the percentage of postconsumer recycled material used; and (6) displays the word "Recyclable" in a highly visible manner on the outside of the bag.

i. "Reusable bag" means a bag with handles that is specifically designed and manufactured for multiple reuse and meets all of the following requirements: (1) has a minimum lifetime of 125 uses, which for purposes of this subsection, means the capability of carrying a minimum of 22 pounds 125 times over a distance of at least 175 feet; (2) has a minimum volume of 15 liters; (3) is machine washable or is made from a material that can be cleaned or disinfected; (4) does not contain lead, cadmium, or any other heavy metal in toxic amounts; (5) has printed on the bag, or on a tag that is permanently affixed to the bag, the name of the manufacturer, the location (country) where the bag was manufactured, a statement that the bag does not contain lead, cadmium, or any other heavy metal in toxic amounts, and the percentage of postconsumer recycled material used, if any; and (6) if made of plastic, is a minimum of at least 2.25 mils thick.

j. "Single Use Carryout Bag" means a bag made of plastic, paper, or other material, that is provided by a store to a customer at the point of sale that is not a reusable bag and does not meet the requirements of a reusable bag. A "single use carryout bag" does not include a "product bag" or a bag provided by a pharmacy pursuant to Chapter 9 (commencing with Section 4000) of Division 2 of the California Business and Professions Code to a customer purchasing a prescription medication.

k. "Store" means a retail establishment located within the incorporated area of the Town of San Anselmo that meets any one or more of the following definitions:

1. A full-line, self-service retail store with gross annual sales of two million dollars (\$2,000,000), or more, that sells a line of dry grocery, canned goods, or nonfood items and some perishable items;

2. A store of at least 10,000 square feet of retail space that generates sales or use tax pursuant to the Bradley-Burns Uniform Local Sales and Use Tax Law (Part 1.5 (commencing with Section 7200) of Division 2 of the Revenue and Taxation Code) and that has a pharmacy licensed pursuant to Chapter 9 (commencing with Section 4000) of Division 2 of the Business and Professions Code; or

3. A drug store, pharmacy, supermarket, grocery store, convenience food store, foodmart, or other entity engaged in the retail sale of a limited line of goods that includes milk, bread, soda, and snack foods, including those stores with a Type 20 or 21 license issued by the Department of Alcoholic Beverage Control.

5-9.02 Plastic carryout bags prohibited.

a. No store shall provide to any customer a plastic carryout bag.

b. This prohibition applies to bags provided for the purpose of carrying away goods from the point of sale and does not apply to product bags.

5-9.03 Permitted bags.

All stores shall provide or make available to a customer only recyclable paper carryout bags or reusable bags for the purpose of carrying away goods or other materials from the point of sale, subject to the terms of this Chapter. Nothing in this Chapter prohibits customers from using bags of any type that they bring to the store themselves or from carrying away goods that are not placed in a bag, in lieu of using bags provided by the store.

5-9.04 Regulation of recyclable paper carryout bags.

- a. Any store that provides a recyclable paper carryout bag to a customer must charge the customer at least ten cents (\$0.10) for each bag provided, except as otherwise provided in this Chapter.
- b. The Town Council may increase the ten cent (\$0.10) minimum charge by Resolution.
- c. No store shall rebate or otherwise reimburse a customer any portion of the minimum charge required in Subsection (a), except as otherwise provided in this Chapter.
- d. All stores must post signage clearly indicating the per bag charge for recyclable paper carryout bags.
- e. All stores must indicate on the customer receipt the number of recyclable paper carryout bags provided and the total amount charged for the bags.
- f. All monies collected by a store for recyclable paper bags under this Chapter will be retained by the store.

5-9.05 Use of reusable bags.

- a. All stores shall make reusable bags available for purchase by a customer for at least ten cents (\$0.10) for each bag provided, except as otherwise provided in this Chapter.
- b. The Town Council may increase the ten cent (\$0.10) minimum charge by Resolution.
- c. A store may provide reusable bags to customers at no cost until three (3) months after the effective date of the ordinance. On and after three (3) months after effective date of the ordinance, a store may provide reusable bags to customers at no cost only when combined with a time-limited store promotional program. Such events shall not exceed a total of 30 days within any consecutive 12-month period.
- d. Each store is strongly encouraged to educate its staff to promote reusable bags and to post signs encouraging customers to use reusable bags.
- e. No store shall rebate or otherwise reimburse a customer any portion of the minimum charge required in Subsection a, except as otherwise provided in this Chapter.
- f. All stores must post signage clearly indicating the per bag charge for reusable bags.
- g. All stores must indicate on the customer receipt the number of reusable bags provided and the total amount charged for the bags.
- h. Each store is strongly encouraged to charge for a reusable bag at least what it cost to procure the reusable bags in order to encourage maximum reusability and not cause them to be treated as throw-away.

i. All monies collected by a store for reusable bags under this Chapter will be retained by the store.

5-9.06 Exempt customers.

All stores must provide at the point of sale, free of charge, either reusable bags or recyclable paper carryout bags or both, at the store’s option, to any customer participating either in the California Special Supplemental Food Program for Women, Infants, and Children pursuant to Article 2 (commencing with Section 123275) of Chapter 1 of Part 2 of Division 106 of the Health and Safety Code or in the Supplemental Food Program pursuant to Chapter 10 (commencing with Section 15500) of Part 3 of Division 9 of the Welfare and Institutions Code.

5-9.07 Enforcement and violation – penalty.

a. The Town Code Enforcement official or his/her designee has primary responsibility for enforcement of this Chapter.

b. If the Code Enforcement official or his/her designee determines that a violation of this Chapter has occurred; he/she will issue a written warning notice to the operator of a store that a violation has occurred and the potential penalties that will apply for future violations.

c. Any store that violates or fails to comply with any of the requirements of this Chapter after a written warning notice has been issued for that violation shall be guilty of an infraction.

d. Violations of this ordinance shall be punishable as follows:

Plastic Bag Compliance Fee Matrix

Violations	Number of Scanners/Registers		
	1-3	4-9	10 or more
First	Written Warning Notice		
Second	\$135.00	\$200.00	\$220.00
Third	\$185.00	\$250.00	\$270.00
Fourth	\$270.00	\$400.00	\$440.00

Fifth Administrative Civil Penalty or Referral to DA

e. A fine shall be imposed for each day a violation occurs or is allowed to continue.

f. Any store operator who receives a written warning notice or fine may request an administrative review of the accuracy of the determination or the propriety of any fine issued, by filing a written notice of appeal with the Town Manager no later than 30 days after receipt of a written warning notice or fine, as applicable. The notice of appeal must include all facts supporting the appeal and any statements and evidence, including copies of all written documentation and a list of any witnesses that the appellant wishes to be considered in connection with the appeal. The appeal will be heard by the Town Manager. The Town Manager will conduct a hearing concerning the appeal within 45 days from the date that the notice of appeal is filed, or on a later date if agreed upon by the appellant and the Town Manager, and will give the appellant 10 days prior written notice of the date of the hearing. The Town Manager may sustain, rescind, or modify the written warning notice or fine, as applicable, by written decision. The Town Manager will have the power to waive any portion of the fine in a manner

consistent with the decision. The decision of the Town Manager is final and effective on the date of service of the written decision, is not subject to further administrative review, and constitutes the final administrative decision.

5-9.08 No conflict with federal or state law.

Nothing in this ordinance is intended to create any requirement, power or duty that is in conflict with any federal or state law.

SECTION 3:

If any section, subsection, sentence, clause or phrase of this Ordinance is for any reason held to be invalid, such decision shall not affect the validity of the remaining portions of this Ordinance. The Council hereby declares that it would have adopted the Ordinance and each section, subsection, sentence, clause or phrase thereof, irrespective of the fact that any one or more sections, subsections, sentences, clauses or phrases be declared invalid.

SECTION 4:

A summary of this Ordinance shall be published and a certified copy of the full text of this Ordinance shall be posted in the office of the Town Clerk at least five (5) days prior to the Council meeting at which it is adopted.

This Ordinance shall be in full force and effect on January 1, 2015, and the summary of this Ordinance shall be published within fifteen (15) days after the adoption, together with the names of those Councilmembers voting for or against same, in the Marin Independent Journal, a newspaper of general circulation published and circulated in the Town of San Anselmo, County of Marin, State of California.

Within fifteen (15) days after adoption, the Town Clerk shall also post in the office of the Town of San Anselmo, a certified copy of the full text of this Ordinance along with the names of those Councilmembers voting for or against the Ordinance.

AYES:

NOES:

ABSENT:

ABSTAIN:

Tom McInerney, Mayor

ATTEST:

Barbara Chambers, Town Clerk

The foregoing Ordinance No. _____ was read and introduced at a Regular Meeting of the Town Council of the Town of San Anselmo on the _____ day of _____, 2014, and ordered passed to print by the following vote, to wit:

AYES: Councilmembers:

NOES: Councilmembers:

ABSENT: Councilmembers:

and will come up for adoption as an Ordinance of the Town of San Anselmo at a regular meeting of the Council to be held on the _____ day of _____, 2014.

Barbara Chambers, Town Clerk

EXHIBIT A: Statement of General Plan Compliance Findings and Facts Supporting Adoption of Ordinance No. ____ Regulating the Use of Single Use Carryout Bags

The Findings and Facts set forth below support the finding that adoption of the proposed ordinance is consistent with the policies and programs of the San Anselmo General Plan, specifically with the following:

Conservation Goal 1: “Minimize environmental harm and the disruption of natural features, particularly in hillside and unstable soil areas.”

Conservation Goal 2: “Protect creeks from pollution and against any unnecessary disturbance of the natural contours and vegetation of the banks.”

Conservation Goal 4: “Preserve and protect significant habitats for fish, wildlife, and flora.”

Conservation Policy 1: “Air, water, and noise pollution shall be prevented or minimized.”

Conservation Policy 3: “Activities causing damage to hydrological and biological processes shall be discouraged.”

Conservation Policy 4: “Streams shall be maintained in or restored to their natural state. A flood channel maintaining the natural settings on San Anselmo Creek and Sleepy Hollow Creek shall be of adequate width and properly maintained to allow passage of flood waters and preservation of riparian vegetation and habitat. Removal of vegetation on the hillsides should be closely controlled in order to minimize erosion, siltation of watercourses, and runoff.”

Conservation Policy 6: “A diversity and abundance of wildlife and waterlife shall be maintained or encouraged where it does not now exist. Vegetation and animal habitats shall be preserved wherever possible.”

Conservation Policy 10: “Projects shall not overburden the water supply, fire protection, waste disposal, schools, traffic and circulation, or other services and facilities, or adversely affect the financial or social environment of the community.”

Conservation Policy 11: “Water supply, flood control, waste water and solid waste disposal, soil conservation, and open space preservation shall be coordinated to create the greatest public benefit and the least degree of environmental damage.”

Conservation Policy 13: “The Town and County shall take measures to reduce existing and future inefficient or unnecessary energy or natural resources consumption. Recyclable and biodegradable materials shall be utilized and used materials shall be recycled or reused whenever possible.”

Finding: Based on the Record, the Town Council finds that the proposed ordinance is consistent with the policies and programs of the San Anselmo General Plan in that the ordinance would reduce the distribution of plastic single-use carryout bags in San Anselmo by 95%, reducing the estimated number of plastic bags given out to consumers from approximately 6.6 million per year to 330,000 annually, thereby substantially reducing the proportion of plastic bags which are prevalent as litter in San Anselmo's open spaces, including baylands, marshlands, riparian areas and marine environments which are habitat for a variety of species, including those listed as endangered, and reducing the generation of solid waste.

Facts in Support of Finding: The terrestrial and marine wetland habitats found in San Anselmo and around Marin County in general support a wide variety of animal species, including special status species such as the Northern Spotted Owl, California clapper rail, the California black rail, the salt marsh harvest mouse, the California Least Tern, Western pond turtle and California red-legged frog. The Final EIR identifies plastic carryout bags as having an effect on biological resources as a result of litter that enters the storm drain system and ultimately coastal and marine environments. Plastic bags as litter affect both terrestrial animal species and marine species that ingest the single use plastic carryout bags or become tangled in the bag (Green Cities California MEA, 2010 (http://greencitiescalifornia.org/assets/pages/single-use-bags_MEA.pdf)).

Based on data collected for the Ocean Conservancy's Report from the September 2009 International Coastal Cleanup Day, approximately 11% of total debris items collected was single use plastic carryout bags (Ocean Conservancy, April 2010). Over 260 species of wildlife, including invertebrates, turtles, fish, seabirds and mammals have been reported to ingest or become entangled in plastic debris. Ingestion of entanglement may result in impaired movement and feeding, reduced productivity, lacerations, ulcers and death (Laist, 1997; Derraik and Gregory, 2009). Ingested single use plastic carryout bags can affect wildlife by clogging animal throats and causing choking, filling animal stomachs so they cannot consume food and infecting animals with toxins from the plastic (Green Cities California MEA, 2010). According to the International Coastal Clean-up Report (2005), 2.2% of all animals found dead during the 2004 survey had been entangled in plastic bags. Adopting a ban on plastic bag distribution will reduce the impacts to wildlife and habitat quality.

**EXHIBIT B: Statement of CEQA Findings and Facts Supporting Adoption of Ordinance
No. ____ Regulating the Use of Single Use Carryout Bags**

The Findings and Facts set forth below support the findings required by the California Environmental Quality Act for actions taken by responsible agencies as set forth in CEQA Guidelines Section 15096 as follows:

Findings per Section 15096 (a): Based on the Record, the Town Council finds that the Final EIR prepared by the Marin Hazardous and Solid Waste Management Joint Powers Authority (SCH #2013062049) has been considered by the Town Council, which has reached its own independent conclusions on whether and how to approve the proposed ordinance. After individual analysis, the Town Council finds that none of the impacts resulting from the project would be significant. More specifically, as detailed in the Final EIR at Sections 4.0-5.0 and 6.0 (as it relates to Alternative 4), incorporated herein by reference, the Single Use Carryout Bag Reduction Ordinance would have less than significant impacts with respect to Air Quality (Section 4.1), Biological Resources (Section 4.2), Greenhouse Gas Emissions (Section 4.3), Hydrology/Water Quality (Section 4.4), Utilities and Service Systems (Section 4.5), and Long Term Impacts (Section 5). The CEQA Guidelines require that a lead agency make findings rejecting the adoption of an alternative in-lieu of the project (model ordinance) if the Final EIR concludes that the project will result in significant impacts. However, in this case, the Town is not required to make such findings in that all potentially significant impacts of the project (model ordinance) have been determined to be less-than-significant. Nonetheless, the Town has concluded that one of the Final EIR alternatives, Alternative 4: Mandatory Charge of \$0.10 for Recyclable Paper Carryout Bags would be environmentally superior compared to the model ordinance as it would result in a beneficial effect with respect to air pollution. In addition, this alternative would result in slightly reduced greenhouse gas emissions compared to the Proposed Ordinance. This alternative would also reduce solid waste in area landfills compared to the Proposed Ordinance, but would increase water use and wastewater generation compared to the Proposed Ordinance for washing reusable bags. However, water and wastewater impacts would remain less-than-significant. Alternative 4 would also meet the project objectives outlined in the Final EIR and described as follows:

- Reducing the environmental impacts related to single use plastic carryout bags, such as impacts to biological resources (including marine environments), water quality and utilities (solid waste equipment and facilities).
- Deterring the use of paper carryout bags by retail customers.
- Promoting a shift toward the use of reusable carryout bags by retail customers.
- Reducing the amount of single use plastic carryout bags in landfill volumes.
- Reducing litter and the associated adverse impacts to storm water systems, aesthetics and marine and terrestrial environments.

Thus, adoption of the proposed ordinance (EIR Alternative 4 with minor changes and additions) by the Town of San Anselmo would result in an environmentally superior project in comparison to the model ordinance that is analyzed as the project in the certified Final EIR.

Findings per Section 15096 (f): Based on the Record, the Town Council finds that they have considered the environmental effects of the proposed ordinance as shown in the Final EIR

prepared by the Marin Hazardous and Solid Waste Management Joint Powers Authority (SCH #2013062049) prior to reaching a decision on the proposed ordinance. The Town Council also finds that preparation of either a Subsequent or Supplemental EIR as provided under CEQA Guidelines Sections 15162 and 15163 is not required. Based on its review of the Record, the Town Council determined that the proposed ordinance would not result in any significant new information or new significant impacts that had not been previously analyzed in the Final EIR in that the proposed ordinance is consistent with that analyzed as Alternative 4 and there have not been substantial changes with respect to the circumstances under which the project is proposed to be carried out or new information available since publication of the Final EIR in January, 2014.

Findings per Section 15096 (g): Based on the Record, the Town Council finds that adoption of alternatives or mitigation measures to the project analyzed in the Final EIR prepared by the Marin Hazardous and Solid Waste Management Joint Powers Authority (SCH #2013062049) is not necessary to substantially lessen or avoid any significant effects the project would have on the environment since none of the impacts resulting from the project would be significant.

Findings per Section 15096 (h): Based on the Record, the Town Council finds that the findings required under Section 15091 of the CEQA Guidelines are not required to be made since none of the impacts resulting from the project would be significant. More specifically, as detailed in the Final EIR Sections 4.0-5.0 and 6.0 (as it relates to Alternative 4), incorporated herein by reference, the Single Use Carryout Bag Reduction Ordinance would have less than significant impacts with respect to Air Quality (Section 4.1), Biological Resources (Section 4.2), Greenhouse Gas Emissions (Section 4.3), Hydrology/Water Quality (Section 4.4), Utilities and Service Systems (Section 4.5), and Long term impacts (Section 5).