

Community Services Report to
SPC on Community and Protective Services
2019 December 11

ISC: UNRESTRICTED
CPS2019-1518

Pest Management Policy

EXECUTIVE SUMMARY

The City has several policies, bylaws and guidelines that direct pest management, including the Integrated Pest Management (IPM) Plan and Policy. Based on advances in the scientific understanding of how to manage urban pests; updates to provincial and federal policies and procedures; the need to more clearly articulate a cross-corporate pest management mandate; and direction contained with the Pesticide Toxicity Report (CPS2017-0510), Administration is proposing a new Pest Management Policy (Attachment 1).

The proposed Pest Management Policy and Pest Management Implementation Plan Framework (Attachment 2) were drafted based on: a review and synthesis of scientific literature and best practices, an examination of pest management policies from other cities, input from a broad range of stakeholders, and the need to find cost savings and efficiencies in pest management. All research and feedback was carefully considered by the project team to update pest management policies and procedures. The proposed Policy and Implementation Plan Framework are organized around the following policy statements:

1. Prioritizing human health and ecosystem health objectives by developing protocols to ensure that pesticides are only used for managing legislated pests, protecting City infrastructure and assets, and minimizing risk to human health and safety;
2. Engaging citizens and stakeholders by developing and implementing pest management educational programs and materials targeting various public and stakeholder audiences as a method of pest risk mitigation;
3. Being adaptable and accountable by developing a working group with applicable cross-corporate members to implement aspects of the Pest Management Policy in order to ensure compliance, distribution of best practices across the Corporation, and to execute efficiencies in pest management; and,
4. Making science-based decisions and actions by developing a pest management prioritization process to determine where and when pest management efforts are needed and how pest management actions are carried out.

This report recommends the rescindment of the existing IPM Plan Policy CPCS017 (Attachment 3), the adoption of the proposed Pest Management Policy, and provides further detail on the work undertaken with this policy review. A summary of the changes between the existing and proposed policies is included in Attachment 4.

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ADMINISTRATION RECOMMENDATION:

That the Standing Policy Committee on Community and Protective Services recommends that Council:

1. Adopt the proposed Pest Management Policy (Attachment 1); and
2. Rescind the Integrated Pest Management Plan Policy (CSPS017) (Attachment 3).

RECOMMENDATION OF THE STANDING POLICY COMMITTEE ON COMMUNITY AND PROTECTIVE SERVICES, 2019 DECEMBER 11:

That Council adopt Administration Recommendations contained in Report CPS2019-1518.

PREVIOUS COUNCIL DIRECTION / POLICY

On 2017 June 26, Council received the Pesticide Toxicity Report (CPS2017-0510) for information and directed Administration to use the report, and to consider key stakeholder submissions to inform the update to the Integrated Pest Management Plan and Policy.

On 2016 November 07, Council received the Update on Dandelion Control on City Property report (CPS2016-0825) for information. A Motion Arising from this report directed Administration to evaluate pesticide toxicity as part of the Integrated Pest Management Plan review, "with the goal of eliminating the more toxic pesticides from use on City land".

On 2015 June 15, Council adopted NM2015-12 (Dandelion Control on City Property) and directed Administration to prepare a report on effective dandelion control for the entire City including financial ramifications and return to Council through the Standing Policy Committee on Community and Protective Services no later than October 05, 2015.

On 1998 January 26, Council adopted the Integrated Pest Management Plan (OE98-08).

BACKGROUND

A formal pest management program for The City has been in place since its adoption of the Integrated Pest Management Plan in 1998. Attachment 4 contains an outline of this policy's intent and how it compares to the proposed Pest Management Policy. Since the adoption of the IPM program with the policy, The City has developed several policies, bylaws and guidelines that direct the management of pests, as well as Council reports on pesticide toxicity, pesticide bans and dandelion control.

While many of the documents provide good direction for how to approach pest management, several of them are outdated. There is also a need to incorporate recent advances in the scientific understanding of how to prevent, control, and manage pests in urban environments. Further, Council reports on pesticide toxicity (CPS2017-0510) and dandelion control on City property (CPS2016-0825) provided key learnings and direction to revise and update The City's approach to pest management.

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INVESTIGATION: ALTERNATIVES AND ANALYSIS

The proposed Pest Management Policy (Attachment 1) and Pest Management Implementation Plan Framework (Attachment 2) were crafted based on a synthesis of direction contained within the aforementioned Council reports, scientific literature, best practices review of pest management policies from other jurisdictions, input from a broad range of stakeholders, and a desire to find efficiencies in cross-corporate pest management.

Pesticide Toxicity Report

On 2017 June 26, Council received the Pesticide Toxicity Report (CPS2017-0510) for information and directed Administration to use the report to inform the update to the Integrated Pest Management Plan and Policy. The key findings of that report are summarised below:

The Pesticide Management Review Agency is a division of Health Canada that evaluates and regulates the use of pesticides to prevent unacceptable exposure risks to individuals and the environment. Toxicity is defined as the degree to which a pesticide can cause short or long-term harm to an organism. The potential health risk a pesticide poses is a combination of its toxicity and exposure to the pesticide. When either toxicity or exposure to a pesticide increases, the risk of harm increases.

All products registered for use in Canada are considered to be of acceptable risk when used in accordance with the label. The Province further limits risk by categorizing pesticides into four schedules that regulate how and where products are applied as well as their availability to the public or licensed pesticide applicators.

The City of Calgary has neither the expertise nor the authority to evaluate toxicity. The City can best manage exposure risk through a strict adherence to regulatory requirements for application and by adhering to Integrated Pest Management principles such that where pesticide use is warranted, the least toxic, most effective pesticide product is selected. Other practices that reduce or eliminate the need for pesticide application should be prioritised, taking into consideration exposure risk to humans and the environment, efficacy and cost. Through this work, Administration committed to annual reporting on pest management practices, and to enhanced communications on pesticide use and undertaking alternative pesticide trials.

Review of Scientific Literature and Best Practices

Administration undertook a review of the best practices in pest management. Among the documents reviewed, there was a wide-range of definitions used for pest management. The review of other jurisdictions revealed that policy statements must be sufficient to provide direction for decision makers, but must also provide direction for implementation. Additionally, developing a pest management policy must be practical in terms of the amount and type of resources available. Thus, understanding the type of resources that are available to a municipality in terms of human and financial resources through time, and mapping out an implementation plan that is commensurate with these resources, will likely lead to better management outcomes.

Input from Internal and External Stakeholders

During the internal engagement process, 21 business units were engaged and 63 surveys were completed. External stakeholders included professional societies, school boards, sport/recreational groups, academia, government, advocacy groups, and industry. Additionally,

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members of the general public participated in an online engagement opportunity. 132 individuals contributed a total of 1051 individual responses to the nine questions asked via the Engage portal. An Engagement Summary (Attachment 5) was compiled and it contains an overview of what Administration heard from stakeholders, as well as the response to address the varied and important input.

Implementation Plan

Successful and efficient policy requires a robust plan of action. To address this, an Implementation Plan Framework was developed in accordance with Results Based Accountability (RBA). This approach outlines how the Pest Management Policy is to be acted upon. As such, the benefit and measure of success is clearly articulated with each policy statement.

Sustainable pest management requires evolving beyond short-term control methods to a more comprehensive long-term strategy that addresses root causes of invasion, spread, and impacts of pests. The RBA approach to pest management policy provides clarity for The City to respond quickly, effectively, transparently and efficiently to new invasions, emerging research, flexible funding, and the needs of Calgarians. Further, the Policy is an opportunity to reiterate and strengthen The City's commitment to be strategically aligned in Corporate-wide environmental mandates and to ensure the best and most economically viable approach to pest management for Calgarians.

Implementation of the numerous strategies articulated in the Implementation Plan Framework is beyond the scope of a single business unit. Pest management in The City requires a long-term commitment across numerous business units, particularly asset stewards. Hence the strategy to develop a cross-corporate working group with applicable representatives of Administration to implement aspects of the Pest Management Policy in order to ensure compliance. This working group would also regularly articulate the benefit of flexible resourcing aligned with the cyclical, ongoing and long-term need to manage pests that pose a threat to City infrastructure and the health and safety of Calgarians.

Stakeholder Engagement, Research and Communication

As per the previous Investigation section, the proposed Pest Management Policy was informed by input from two main groups of stakeholders: internal stakeholders affected by pest management, and key external stakeholders including industry, citizens, health advocacy groups, government, and professional societies. All feedback was carefully considered by the project team to update the pest management policies. A summary of engagement results and Administration's responses to feedback is included in Attachment 5. Proposed changes were shared with internal and external stakeholders for an opportunity to provide feedback on the draft policy.

Several external organizations provided letters and/or specific feedback and these are included in Attachment 6. Broadly, feedback addressed pesticide use and supporting a principles-based approach to policy.

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During the implementation phase of the proposed Pest Management Policy, further engagement will occur to understand community-specific topics such as public perceptions of pests, and priorities and trade-offs with respect to pest management.

Strategic Alignment

One Calgary

Pest management is predominantly linked to One Calgary 2019-2022 Citizen Priority, A Healthy and Green City:

- Calgary is a leader in caring about the health of the environment and promotes resilient neighbourhoods where residents connect with one another and can live active, healthy lifestyles.

Pest management falls under the Parks and Open Spaces Line of Service:

- Our service plans, builds, maintains and stewards an accessible parks system. We conserve and promote biodiverse ecosystems and cultural landscapes. We provide Calgarians with nature in the city and safe, inclusive, social and active opportunities.

Under the Parks and Open Spaces service line, The City has committed to continue using a balanced approach to managing legislated weeds, nuisance pest species and other threats to our environment and quality of life.

Social, Environmental, Economic (External)

Social

Human health and safety is prioritized in all aspects of pest management. Conservation and resilience of biodiversity and healthy, functioning ecosystems are essential to human health, effective pest management, municipal service delivery, and risk reduction. The program is aligned with best practices and research, and strives to meet or exceed all federal, provincial and municipal requirements.

Environmental

As noted in One Calgary, Calgary is a leader in caring about the health of the environment. It promotes resilient neighbourhoods where residents connect with one another and can live active, healthy lifestyles. Managing pests ensures exposure, risk and vulnerability of natural assets are minimized when selecting pest management strategies.

Economic

The proposed pest management program directs fiscally effective and adaptable management over time. It is accountable to the citizens of Calgary and considers economic, social, environmental, organizational and financial sustainability objectives.

Financial Capacity

Current and Future Operating Budget:

No major impacts to current and future operating budgets are anticipated. The Pest Management Policy Implementation Framework aims to ensure pest management is fiscally

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resilient and efficient. Executing a cross-corporate pest management program could lead to reduced operating costs in the long term, but this is difficult to measure at this time. The Framework directs that a cost-benefit analysis be conducted to inform budgetary considerations of pest management, as a component of prioritized decision making and that existing funding is sufficient for program delivery.

Current and Future Capital Budget:

The proposed Pest Management Policy does not propose any direct implications on current or future capital budgets. However, as per the above, there may be efficiencies and overall capital cost reductions to be found in formalizing a cross-corporate pest management program. For example, cost-benefit analysis of pest management is executed proactively on capital projects and this may lead to fiscal efficiencies.

Risk Assessment

The project team identified project risks and opportunities. The risks can be characterized as reputational due to misalignment with current science and not complying with federal and provincial policies, an inconsistent approach to managing pests across the corporation and a reactive versus a systematic and proactive approach to pest management. The Framework outlines a holistic approach to pest management, ensuring compliance with legislation, cross-corporate environmental objectives and prioritizing human health and safety. For example, the Framework identifies the need to establish a formal cross-corporate program to ensure accountability and transparency across the Corporation.

REASON(S) FOR RECOMMENDATION(S):

The proposed Pest Management Policy advances the scientific understanding of how to manage urban pests, aligns The City with provincial and federal policies and procedures, and clearly articulates a cross-corporate pest management mandate. Additionally, it ensures that human health and safety is prioritized in all aspects of pest management. Conservation and resilience of biodiversity and healthy, functioning ecosystems are essential to human health, effective pest management, municipal service delivery, and risk reduction. Also, delivering and collaborating on accessible information is necessary to secure support and positive actions for pest management. It is accountable to the citizens of Calgary and considers economic, social, environmental, organizational and financial sustainability objectives.

ATTACHMENT(S)

1. Proposed Pest Management Policy
2. Pest Management Policy Implementation Plan Framework
3. Current Integrated Pest Management Plan Policy (CSPS017)
4. Summary of Changes: Integrated Pest Management Policy (1998) vs Proposed Pest Management Policy (2019)
5. Engagement Summary
6. Stakeholder Letters