

CITY OF BURNABY

ENVIRONMENT COMMITTEE

HIS WORSHIP, THE MAYOR
AND COUNCILLORS

RE: UPDATE TO COSMETIC HERBICIDE EDUCATION PROGRAM

RECOMMENDATIONS:

1. **THAT** Council approve an enhanced education program designed to provide information on the effects of cosmetic herbicides and to provide alternatives to residents to be delivered for a period of one (1) year.
2. **THAT** Council request staff to report back to Committee and Council after this one (1) year period on the outcome of the enhanced program.

REPORT

The Environment Committee, at its Open meeting held on 2005 January 11, received and adopted the attached report regarding cosmetic herbicide and pesticide limiting initiatives at the local and senior levels of government, the outcome of the eight month education program to reduce the use of cosmetic herbicides on private properties, and a proposed strategy to address cosmetic herbicide usage in 2005.

The Committee noted that an expansion of the most effective components of the 2004 education program along with new resources from the GVRD and continued senior government initiatives would form the best strategy for the City in 2005.

The Committee further noted that an enhanced program for 2005 would focus on repeat messaging/program branding, *ii*) message targeting throughout the growing season, and *iii*) expansion of the most effective program elements – those being workshops, print media, and retailer relationships.

Respectfully submitted,

Councillor D. Johnston
Chair

Councillor P. Calendino
Vice Chair

Councillor C. Redman
Member

COPY - CITY MANAGER
- DIRECTOR PLANNING & BUILDING
- DIR. PARKS, RECREATION & CULTURAL SERVICES
- DIRECTOR ENGINEERING
- CITY SOLICITOR

TO: CHAIRPERSON & MEMBERS
ENVIRONMENT COMMITTEE

DATE: 2004 01 07

FILE: 32100-20 CH

FROM: DIRECTOR ENGINEERING
DIRECTOR PLANNING AND BUILDING
DIRECTOR PARKS, RECREATION & CULTURAL SERVICES

SUBJECT: UPDATE TO COSMETIC HERBICIDE EDUCATION PROGRAM

PURPOSE: To provide the Committee and Council with an update on cosmetic herbicide and pesticide limiting initiatives at the local and senior levels of government, the outcome of the eight month education program to reduce the use of cosmetic herbicides on private properties, and a proposed strategy to address cosmetic herbicide usage in 2005.

RECOMMENDATIONS:

1. **THAT** the Committee recommend to Council that an enhanced education program designed to provide information on the effects of cosmetic herbicides and to provide alternatives to residents, be delivered for a period of one (1) year.
2. **THAT** staff be requested to report back to Committee and Council after this one (1) year period on the outcome of the enhanced program.

REPORT

1.0 INTRODUCTION

At the October 8, 2002 Environment Committee meeting, the committee approved in-principle a workplan for reducing cosmetic herbicide usage on private properties, including the undertaking of a public and stakeholder consultation process.

At a subsequent February 5, 2003 Environment Committee meeting, committee members received a report from staff detailing the proposed public and stakeholder consultation process for restricting cosmetic herbicide usage on private lands. Arising from the discussion, the Committee approved the consultation process that included public open house meetings, questionnaires and a telephone pre-education survey.

At its October 20, 2003 Environment Committee meeting, committee members received a report from staff on the results of the public and stakeholder consultation process. Based on stakeholder support for education at that time, and the initiatives underway at the federal, provincial and regional levels regarding pesticide usage, the Committee approved a two-phased strategy for addressing this issue.

Phase I consisted of the development and delivery of an education program that was targeted to residential, commercial, vendor, landscape and industrial herbicide users. The purpose of the City's *Let it Grow, Naturally!* education program (February to September 2004) was to provide information on the effects of cosmetic herbicides, and to identify alternatives to their use. Phase II consisted of a review of the education program's impact, and an assessment of the need to undertake additional measures such as a by-law, to further reduce the use of cosmetic herbicides on private properties.

This report provides the Committee with:

- a) an update of recent initiatives at the federal, provincial, regional and local level;
- b) the outcome of an eight-month education program (*Let it Grow, Naturally!*);
- c) the findings of a telephone (post-education) survey, and comparison with a 2003 telephone (pre-education) survey;
- d) policy options for future program direction; and
- e) a proposed strategy to further reduce the use of cosmetic herbicides on private properties.

2.0 UPDATE OF RECENT INITIATIVES AT THE FEDERAL, PROVINCIAL AND REGIONAL LEVEL

2.1 Federal Government

In March 2002, a working group of Health Canada's Pest Management Regulatory Agency (PMRA) made an assessment that determined that domestic class herbicide / fertilizer combinations ("weed n' feed" products) are prone to improper use. To address these concerns, the PMRA has asked manufacturers of herbicide/fertilizer combinations to provide tear-off advisories to vendors for placement close to product displays. However at this time, the current status of this initiative is not known. The

PMRA is also in its final stages of completing re-evaluations for 2,4-D, dicamba, MCPA and mecoprop, which are ingredients commonly found in lawn care products.

The new Pest Control Products Act introduced in 2003 addresses the assessment of risks associated with cumulative and combined exposures to pesticides. It focuses on establishing a comprehensive public registry of pesticides, labeling of products, vendor education and regular pesticide (re)evaluation.

2.2 Provincial Government

In October 2003, the Integrated Pest Management Act (which replaces the Pesticide Control Act) was passed in the Legislature. The new Act will require that all applicators use integrated pest management principles. On December 11, 2004, an Order in Council was passed to bring the Integrated Pest Management Act into force on December 31, 2004. Regulations to accompany the IPM Act have been completed and were also brought into force on December 31, 2004.

On March 25, 2004, the Minister of Water, Land and Air Protection introduced legislation that allows municipalities to regulate, prohibit, and impose requirements in relation to the application of pesticides, except exempted pesticides, for the purpose of maintaining outdoor greenery on residential or municipal lands. This legislation was brought into force as a result of Section 9 of the Community Charter, which introduces the concept of concurrent regulatory authority, whereby municipalities and the province have a shared interest in regulating certain activities.

2.3 Local Initiatives

Greater Vancouver Regional District

In September 2003, the Greater Vancouver Regional District contributed to a focus group session of garden centre operators, which was sponsored by the BC Landscape and Nursery Association. As a result of this session, garden centre operators from across the Lower Mainland and Fraser Valley indicated the need for improved access to localized, problem-specific information on organic or low-toxicity pesticide alternatives.

The Greater Vancouver Regional District has also addressed the issue of pesticide reduction as part of its natural yard care education program, which provides information on a number of related environmental issues, including pesticide and

solid waste reduction, composting and water conservation. In the Spring of 2005, the GVRD is expected to unveil brochures on the natural yard care theme, as well as interactive *Sustainability Suitcases*, for which a natural yard care “plug-in” will be available. These suitcases will likely be available for loan to educators throughout the region.

City of Port Moody

On December 2, 2003, the City of Port Moody became the first municipality in the Province to pass a bylaw controlling the use of cosmetic pesticides (effective Jan. 1, 2006), except on Crown lands or to prevent the deterioration of hard landscapes. The City is also currently in the middle of a three-year long education program in preparation for the upcoming ban. This education program consists of a demonstration plot, author talks, a web site and a variety of print materials.

City of New Westminster

On March 22, 2004, the City of New Westminster Council passed a motion to prepare a by-law to restrict the use of cosmetic pesticides. New Westminster Council indicated that they would also approach the GVRD Board about a region-wide regulation to limit the use of potentially harmful pesticides.

North Shore Municipalities

The North Shore Recycling Program is delivering a natural yard care education program in all three North Shore municipalities, through the provision of workshops and various educational materials. However, individually each North Shore municipality has differed in its approach to pesticide regulation. While the District of North Vancouver has committed to education rather than regulation, the District of West Vancouver has developed a sample bylaw (modeled after Port Moody’s bylaw) which it has made available for public feedback. West Vancouver staff will be reporting to council in early 2005 with recommendations on a future approach. The City of North Vancouver will be evaluating the outcome of West Vancouver’s public consultation in order to assess its own future program direction.

City of Vancouver

On January 15, 2004, the City of Vancouver passed a pesticide by-law in-principle which is modelled after a Toronto, Ontario bylaw. Amendments may be forthcoming, with final approval expected in 2005. In addition, the City has implemented a *Grow Natural* education campaign that will be continued in 2005.

2.4 Other Regulatory Initiatives

On April 1, 2004, a bylaw came into force in Toronto, Ontario that bans the outdoor use of pesticides on public and private property, except in the case of infestations. However, as a result of the difficulty in defining guidelines and action thresholds for infestations (including dandelions), by-law implementation has been modified to extend homeowner education until September 1, 2007. Similarly, enforcement staff will only begin issuing warnings to homeowners between January 1, 2007 and August 31, 2007. As part of the modified implementation, golf courses, lawn bowling greens and cemeteries will now be exempt from the bylaw, provided they follow IPM principles.

2.5 Summary

For many initiatives currently underway, there is a greater degree of emphasis on education as a critical front-end component, even where bylaws have been proposed for future implementation. Challenges in bylaw implementation and enforcement, as well as other legal, funding and resource issues, make education a critical and necessary step for changing public attitudes and behaviours.

3.0 BURNABY'S COSMETIC HERBICIDE EDUCATION PROGRAM DELIVERABLES

Over an eight month period (February to September 2004), staff delivered the *Let it Grow, Naturally!* cosmetic herbicide education program to private property owners (residents), special interest groups, vendors, and licensed contractors ([see attachment #1](#)). In summary, this comprehensive education program included the following deliverables:

Information Guide

- A detailed information guide was created as the basis for the program;
- Over 6,000 English, Chinese and Italian versions were distributed.

News Media

- Three InfoBurnaby articles, three newsletter articles to special interest groups, and two Burnaby Now columns were created.

24-Hour Telephone Information Line

- The City's existing 24-hour recycling and yard waste telephone information line (604-294-7089) was modified to contain chemical free garden information.

Web Site

- Over seven updates or new links were added to the web page over the course of the gardening season (Spring to Summer 2004).

Special Event Displays

- Nine special event displays at key community events in Burnaby (such as the Rhododendron Festival);
- Three special event displays at key gardening events outside of Burnaby (such as the BC Home & Garden Show in Vancouver).

Workshops

- Six organic gardening and six organic lawn care workshops for adult residents (provided in partnership with Burnaby School Board);
- Four native plant workshops for child and adult residents (provided in partnership with Douglas College's Institute of Urban Ecology..

Presentations

- Six presentations to special interest groups (such as the Italian community at St. Helen's Church in north Burnaby).

Other

- One property tax insert;
- One series of posters delivered to civic facilities throughout Burnaby
- Two series of letters – one to pesticide vendors and one to local garden/landscape contractors in Burnaby.

Staff also met with representatives from Mandeville and GardenWorks to explore opportunities for future partnership. As a result of this meeting, educational materials were displayed in each store and an information session was held at GardenWorks on the

topic of lawn care. It is also to be noted that local branches of Mandeville Gardens and GardenWorks have adopted the "pharmacy model" of pesticide product display, such that customers must approach a pharmacy-style counter and seek advice before having direct access to traditional chemical products. In contrast, low-toxicity and organic products are being made more accessible to the consumer, through product placement on low shelving with appropriate signage.

4.0 BURNABY'S TELEPHONE SURVEY FINDINGS

As the committee will recall, a telephone survey of randomly-selected Burnaby residents was conducted by CV Marketing Research on behalf of the City from May 27 to June 13, 2003. The purpose of this pre-education program survey was to determine the pattern of pesticide use on private properties, to assess residents' level of concern for the potential impacts of cosmetic herbicides on human health and the environment, and finally, to assess residents' support for a future program direction.

A post-education program survey was also conducted by CV Marketing Research from September 9 to September 15, 2004, following delivery of the *Let it Grow, Naturally!* Program. The purpose of this survey was to measure the education program's impact on Burnaby residents (through comparison with the earlier survey), and to re-assess public support for a future program direction. The 2003/2004 survey comparisons, and additional 2004 survey findings are summarized below:

4.1 2003/2004 Survey Comparisons

Factor	2003 Results†	2004 Results†	% Difference	Comments
<i>Product Use</i>				
Cosmetic Herbicide Use (overall)	31%	22%	- 9%	As indicated by respondents who are responsible for their greenery.
Cosmetic Herbicide Use (on lawns)	41%	32%	- 9%	As indicated by respondents with lawns.
Use of Broadcast Application (on lawns)	50%	44%	- 6%	As opposed to spot application only.
Weed n' Feed Use	37%	32%	- 5%	Product most frequently used (or cited in survey).
Round-up/Grass & Weed Killer	26%	34%	+ 8%	Products most frequently used after Weed n' Feed.
<i>Perceived Risk</i>				

Factor	2003 Results†	2004 Results‡	% Difference	Comments
Effects of Cosmetic Herbicides on Human Health	44%	34%	- 10%	May require additional investigation to explain.
Effects of Cosmetic Herbicides on the Environment	44%	31%	- 13%	May require additional investigation to explain.

† The margin of error for the 2003 survey is +/- 5.7% (300 sample size).

‡ The margin of error for the 2004 survey is +/- 5.6% (302 sample size).

4.2 Summary of Telephone Survey Findings

The majority of respondents surveyed reside in single family homes (51%), followed by apartments (21%). All respondents have some form of greenery, although lawns are the most common type indicated (83%).

Between 2003 and 2004, there has been a decrease in the use of cosmetic herbicides overall (9%), a decrease in the use of cosmetic herbicides on lawns specifically (9%), and a decrease in the broadcast application of products to lawns (6%). There has also been an increase in the use of Round-Up/Grass & Weed Killer (8%), however these products are more likely to be used through spot applications (as opposed to Weed n' Feed).

Most respondents had fewer concerns about the effects of cosmetic herbicides on human health (10%) or the environment (13%), compared to 2003. Despite this, a number of residents had heard about the City's cosmetic herbicide program (14%), and many had committed to using this information now or in the future (greater than 50%).

When asked about what programs they would be willing to support in the future, the majority of respondents indicated support for an education-only program, particularly one that could expand upon the 2004 program (75%). Support for any type of education program plus a bylaw fell notably (52%).

5.0 POLICY OPTIONS FOR FUTURE PROGRAM DIRECTION

A matrix of options available to address future cosmetic herbicide use on private properties, is noted below:

Policy Option	Description	Other Comments
1a. Education (Current)	To continue providing information on alternatives to herbicide use and plant health care tips (<i>see Let it Grow, Naturally!</i> program elements).	Telephone survey indicates some impact of this program over an eight month period.
1b. Education (Enhanced)	Enhanced version of 1a; extended workshop series, web site and print media, and increased retailer involvement.	Could incorporate information on the European chafer, for maximum benefit.
2. Bylaw - Restricted Use	To restrict certain herbicide applications based on: <i>i)</i> the method of application (e.g. broadcast), <i>ii)</i> the timing of application, <i>iii)</i> the type of product being used, or <i>iv)</i> the area of application (eg. sensitive areas), except to control infestations.	Several Quebec bylaws specify required wind velocities, weather conditions, buffers to sensitive areas, or size of treatment areas; these types of bylaws may be most appropriate for restricting all cosmetic pesticides.
3. Ban	To prohibit the use of all (non-exempted) cosmetic herbicides regardless of the method, timing or area of application, or the type of product being, except to control infestations.	This type of bylaw (concerning all cosmetic pesticides) was adopted in Toronto on April 1, 2004, however there are difficulties defining 'infestation'.

6.0 PROPOSED STRATEGY TO ENHANCE THE COSMETIC HERBICIDE EDUCATION PROGRAM

Based on the results of the telephone post-survey, and interest in the *Let it Grow, Naturally!* Program workshop series, a general conclusion can be reached that many residents prefer continued education as the most important step towards the goal of reducing cosmetic herbicide use. Staff are of the opinion that an additional year of enhanced education would allow the City to continue its leadership role in changing

public attitude regarding cosmetic herbicide use, while providing flexibility for the consideration of additional restriction measures, if and when required. Therefore, an expansion of the most effective components of the 2004 *Let it Grow, Naturally!* Program, along with new resources from the GVRD and continued senior government initiatives would form the best strategy for the City in 2005.

Having reviewed the delivery of the 2004 *Let it Grow, Naturally!* Program, staff believe that an enhanced program for 2005 should focus on: *i)* repeat messaging/program branding, *ii)* message targeting throughout the growing season, and *iii)* expansion of the most effective program elements – those being workshops, print media, and retailer relationships.

Should council approve the enhanced education program proposed for 2005, staff would report back to committee and council on the results of the enhanced program and any recommended strategic direction in early 2006.

7.0 CONCLUSION

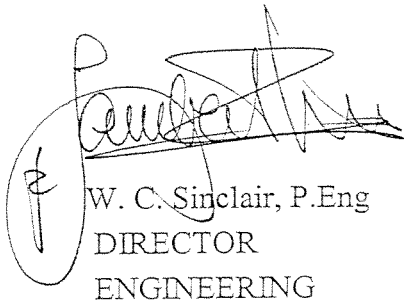
In 2004, the City undertook an eight-month education program to provide alternatives to use of traditional cosmetic herbicide products, and to convey the possible health and environmental impacts associated with their use. As a result of this program, staff delivered 6,000 multi-lingual information guides, 16 workshops, 12 special event displays, 6 presentations, a wide variety of print and on-line materials, and a 24-hour telephone information line.

As a result of the telephone post-education survey conducted by CV Marketing, it was found that there was a slight reduction in the use of cosmetic herbicides on residential properties compared to 2003. As well, a number of residents had heard of the City's *Let it Grow, Naturally!* Program and many had adopted some of the tips or recommendations it provided. Finally, out of several program options available, most respondents indicated support for an education-only program in 2005.

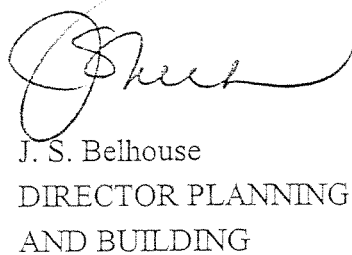
Given the findings of the telephone post-survey, and the challenges currently associated with the implementation of pesticide bylaws, it is recommended that an enhanced education program be adopted by Council to address the issue of reducing cosmetic herbicide usage on private properties. The recommended education-only approach would

provide the City with an additional opportunity to modify public attitude towards the use of cosmetic herbicides on private properties, without precluding the possibility of a bylaw in the future.

Upon the completion of the enhanced education program, staff would conduct another post-evaluation and bring back a report summarizing the program's progress and recommended future directions in early 2006.



W. C. Sinclair, P.Eng
DIRECTOR
ENGINEERING



J. S. Belhouse
DIRECTOR PLANNING
AND BUILDING



K. Friars
DIRECTOR PARKS,
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YH/DD:

cc: City Manager
City Solicitor

Attachment #1

Let it Grow, Naturally!

City of Burnaby Cosmetic Herbicide Education Program
(February - September 2004)

Deliverable		Date	Description	Audience
1.	Information Guide - English (E), Chinese (C) & Italian (I) (Total: ~6,000 given to specific groups and to public at special events; <1/6 were Chinese or Italian)	18-Feb-04	• 100 (E)	Byrne Creek Streamkeepers
		09-Mar-04	• 100 (E)	Mandeville & GardenWorks (Burnaby)
		23-Apr-04	• 30 each of (E), (I) and (C)	Mandeville & GardenWorks (Burnaby)
		18-May-04	• 100 (E), 80 each of (I) and (C)	GardenWorks
		23-Apr-04	• 30 each of (E), (I) and (C)	Burnaby Multicultural Society
		11-May-04	• 100 (E), 25 each of (I) and (C)	Robertson's Home Hardware
		13-May-04	• 50 (E), 25 each of (I) and (C)	Home Hardware (Burnaby)
2.	News Media (Total: 8 publications)	Feb-04	• InfoBurnaby (Winter 2004)	All Burnaby taxpayers
		Mar/Apr-04	• BC Council of Garden Clubs newsletter	BC-wide garden club members
		Apr-04	• Condominium Homeowner's Association newsletter	BC-wide strata members
		Jun-04	• InfoBurnaby (Spring 2004)	All Burnaby taxpayers
		Jun/Jul-04	• Burnaby Allotment Garden (BARAGA) newsletter	Garden members
		Jul-04	• InfoBurnaby (summer 2004)	All Burnaby taxpayers
		07-Aug-04	• Burnaby Now informational quiz	50,000 +
		14-Aug-04	• Burnaby Now column	50,000 +

	Deliverable	Date	Description	Audience
13.	24-Hr Telephone Information Line (604-294-7089)	18-Feb-04 to present	• Recycling and natural gardening hotline	
4.	Web site www.city.burnaby.bc.ca/cityhall/departments/engnm/whtshp_wrkshp.html (Total: 7 updates)	08-Jan-04	• summary of 03-Oct-03 council decision • workshop notices	those with internet access
		18-Feb-04 (update)	• link to electronic info guide • info on 24-hr phone line	
		19-Apr-04 (update)	• link to electronic Chinese and Italian info guides	
		11-May-04 (update)	• on-line survey • links to web resources • new workshop notices	
		28-May-04 (update)	• link to lawn maintenance schedule	
		07-Jul-04 (update)	• link to alternative groundcover info	
		22-Jul-04 (update)	• info on chemical-free lawn signs and blue box stickers	
		03-Aug-04 (update)	• link to library book list	
5.	Special Event Displays (Total: 12 displays)	18-Feb-04 to 22-Feb-04	• BC Home and Garden Show	1,400 visitors, 200 est. from Burnaby
		13-Mar-04	• VanDusen Exhibit	50 gardeners
		20-Mar-04	• BC Council of Garden Clubs AGM	140 gardeners
		02-May-04	• Burnaby Rhodo Festival	300 (mixed)*
		08-May-04	• Great Salmon Send-Off	100 (mixed) residents
		26-May-04	• Environment Week Kick-Off	<25 staff
		29-May-04	• Recycling Depot Open House	<100 visitors
		04-Jun-04	• Brentwood Mall	50
		05-Jun-04	• Hats Off Day Parade	500 (mixed) visitors
		06/07-Jun-04	• GardenWorks (Burnaby)	unknown

Deliverable		Date	Description	Audience
		04-Jul-04	• Discovery Days Festival	<100 (mixed) residents
		26-Sep-04	• BC River's Day	<50 (mixed) residents
6a.	Workshops - Organic Gardening (Total: 6 courses)	27-Mar-04	• offered in partnership with Burnaby Adult & Continuing Education Program at the Canada Way Education Centre	123 (adult) residents total
		17-Apr-04 (am)		
		17-Apr-04 (pm)		
		01-May-04 (am)		
		01-May-04 (pm)		
		15-May-04		
6b.	Workshops - Organic Lawn Care (Total: 6 courses)	03-Apr-04 (am)	• offered in partnership with Burnaby Adult & Continuing Education Program at the Canada Way Education Centre	122 (adult) residents total
		03-Apr-04 (pm)		
		24-Apr-04 (am)		
		24-Apr-04 (pm)		
		08-May-04 (am)		
		08-May-04 (pm)		
6c.	Workshops - Native Plant/Eco-Friendly Gardening (Total: 4 courses)	06-Jun-04	<ul style="list-style-type: none"> • Environment Week event • offered in partnership with Douglas College's Institute of Urban Ecology (IUE) • at the Burnaby Village Museum 	75 (mixed) residents total; ~50% children

Deliverable		Date	Description	Audience
		19-Jul-04	<ul style="list-style-type: none"> • offered in partnership with IUE and the Burnaby Public Library's summer reading program • at the Metrotown and McGill Branch Libraries 	
		26-Jul-04		
		29-Jul-04		
7.	Presentations (Total: 6 presentations)	20-Mar-04	• BC Council of Garden Clubs AGM	140 gardeners
		17-Apr-04	• Condominium Homeowner's Association AGM	5 visitors
		29-Apr-04	• South Burnaby Neighbourhood House	10 mothers
		04-May-04	• St. Helen's Church	150 Italian residents
		06-Jun-04	• GardenWorks clinic	10 visitors
		11-Sep-04	• South Burnaby garden Club AGM	25 gardeners
8.	Other	09-Mar-04	• Meeting with Mandeville & GardenWorks vendors	
		May-04	• Property tax insert (Pennies from Heaven)	
		12-Mar-04	• Information letter to local garden/landscape contractors.	
		05-May-04	• Information letter to local pesticide vendors	
		May/Jun-04	• Let it Grow, Naturally! poster distribution to civic facilities	
		Jun-04	• Chemical-Free lawn sign and blue box sticker distribution to streamkeepers	

* Mixed refers to adults and children.