

CORPORATE REPORT

	NO: R141	COUNCIL DATE:	JULY 21, 2014	
REGULAR	COUNCIL			
TO:	Mayor & Council	DATE:	July 11, 2014	
FROM:	Acting General Manager, Engineering General Manager, Planning and Developm General Manager, Parks, Recreation and C General Manager, Finance and Technology	FILE: ent ulture	5280-50 (BCS)	
SUBJECT:	City of Surrey Biodiversity Conservation St	rategy		

RECOMMENDATION

The Engineering Department, Planning and Development Department, and Parks, Recreation & Culture Department recommend that Council;

- Receive this report as information;
- Approve the Biodiversity Conservation Strategy, a copy of which is attached as Appendix I to this report;
- Authorize staff to prepare and bring forward an amendment to the Official Community Plan to include the "Habitat Suitability Map" from the Biodiversity Conservation Strategy, a copy of which is attached as Appendix II to this report;
- Authorize staff to prepare and bring forward an amendment to the Surrey Sustainable Development Checklist to include measures that support the Biodiversity Conservation Strategy;
- Authorize staff to prepare and bring forward an amendment to the Official Community Plan to include Sensitive Ecosystem Development Permit Areas (DPA's) and Guidelines in which supports the Biodiversity Conservation Strategy's Green Infrastructure Network (GIN);
- Authorize staff to prepare and bring forward an amendment to the City of Surrey Tree Protection By-law, 2006 No. 16100, Soil Conservation and Protection By-law, 2007 No. 16389, and Pesticide Use Control By-law, 2011 No. 17160 by replacing the current Environmentally Sensitive Areas (ESA) maps, with the "Habitat Suitability Map" from the Biodiversity Conservation Strategy;
- Authorize staff to prepare and bring forward for Council consideration, Terms of Reference for a potential Surrey Riparian Area By-law including a program of consultation with key stakeholders; and

• Authorize staff to develop the financial strategy in support of the Biodiversity Conservation Strategy land acquisition and management as outlined in this report.

INTENT

The purpose of this report is to obtain Council approval of the Biodiversity Conservation Strategy (BCS) and related policies, where the BCS provides:

- a mapping inventory of environmental features and ecological assets;
- a mapping inventory of vegetation types and structures;
- a delineation of a City wide GIN;
- a determination of specific habitat criteria including the location and characteristics of corridors, sites and hubs to maintain biodiversity;
- management strategies to support City-wide Biodiversity conservation in the Matrix areas and the GIN; and
- Indicators to monitor progress of the BCS.

BACKGROUND

At its Regular meeting April 4, 2011 Council considered and adopted the recommendations of Corporate Report No. Ro61; 2011 titled "City of Surrey Ecosystem Management Study". In adopting the recommendations of that report, Council approved the Environmental Management Study (EMS) and its recommendations. One of the recommendations of that report was that staff be authorized to bring forward a Terms of Reference for the development of a Biodiversity Conservation Strategy for the City.

At its Regular meeting on November 28, 2011, Council considered and approved the recommendations of Corporate Report No. R216; 2011 titled "*Terms of Reference for the Preparation of a Biodiversity Conservation Strategy*", thereby authorizing staff to proceed with preparation of a Biodiversity Conservation Strategy for the City based on the terms of reference contained in that report.

Following authorization for the preparation of the Strategy, a supporting Staff Steering Committee and Working Group were established:

- A Steering Committee involving senior staff from each of the Engineering Department, the Planning and Development Department and the Parks, Recreation and Culture Department was formed and oversaw the work of the consultant responsible for preparing the Strategy.
- A Working Group was formed with representation from each of nine community and environmental groups, First Nations, neighbouring municipalities, government agencies and members of the City Committees (Environmental Sustainability Advisory Committee, Development Advisory Committee) along with City staff. The members of the Working Group are listed in Appendix III to this report.

At its Regular meeting on March 11, 2013, Council received the Corporate Report No. Ro43; 2013 titled "*Update on the Preparation of the Biodiversity Conservation Strategy*" which summarized the progress of the BCS to date. This report outlined an amended timetable for the completion of the BCS and also outlined the development of a Financial Strategy for Council's consideration that will recommend financial mechanisms to implement the BCS and progressively acquire the GIN lands identified in the Strategy that will need to be purchased

At its Regular meeting on May 26, 2014, Council considered and approved the recommendations of Corporate Report No. Ro90; 2014 titled "*Green Surrey*" *Program* which summarized the development of the Green Surrey Program. The development and implementation of the BCS is a key component of the Green Surrey Program.

DISCUSSION

The BCS recognizes the City's biodiversity as a key foundation of a healthy, livable and sustainable community. Preserving nature (including plants, wildlife, and ecological values and functions) provides many benefits: clean air and water, improved health and livability, reduced infrastructure needs (artificial stormwater detention/retention), aesthetics, and recreational values. Habitat loss attributed to population growth and land development is the greatest risk to the City's biodiversity. Invasive species, climate change, pollution, and other types of human activity are also concerns. Preserving and restoring habitat (natural areas) is essential, as is demonstrating the value and importance of conserving biodiversity to the community.

The BCS is developed as a shared vision for conservation and is designed to facilitate cooperation amongst citizens and leaders of the public and private sector. It acknowledges biodiversity as a foundation for a healthy, livable, sustainable, and resilient community and offers a clear and operable strategy to preserve the natural environment while accommodating urban growth objectives.

Goals and Objectives

The goal of the BCS is to preserve the City's biodiversity over the long term. In general, the focus of the BCS is to provide direction for biodiversity management in the City over time. The BCS identifies and quantifies the current biodiversity and wildlife habitat resources within the City and establishes both short-term and longer-term management recommendations and guidelines to assist in ensuring that priority biodiversity across the City is conserved and thrives into the future. Specifically, the BCS:

- Identifies and quantifies current biodiversity and wildlife habitat resources within the City;
- Sets conservation objectives for species and populations of wildlife and ecosystems (i.e. biodiversity targets) across the City;
- Establishes habitat conservation criteria for corridors, sites and hubs in support of maintaining biodiversity and specific ecosystems and wildlife across the City;
- Identifies the lands that should be managed to maintain a network of natural areas to ensure that target levels of biodiversity are maintained in perpetuity across the City. This includes the Green Infrastructure Network (GIN) and Matrix areas; and
- Establishes indicators and measures that will be monitored over time to assist in quantifying progress on and the effectiveness of the BCS, which will assist in ensuring that amendments are made to the BCS as necessary to maintain its effectiveness.

Biodiversity Management Areas

The City has a diversity of habitat types and ecosystems (e.g. geography, climate, land use, habitat quality/quantity). The City has been divided in 14 Management Areas that recognize this diversity as illustrated in the map attached as Appendix IV to this report. Representative wildlife species were selected to guide management decisions in different management areas, based on specific habitat requirements of these species.

Green Infrastructure Network (GIN)

A GIN is an interconnected network of protected open space and natural areas that conserves both ecosystem values and functions while providing benefits to people and wildlife. Maintaining interconnected, large, contiguous natural areas is important to maintain biodiversity across management areas, as is preserving a variety of habitats that support different species of plants, wildlife and other organisms.

In an effort to preserve land for biodiversity while meeting the needs of a growing City, a focused approach was applied to develop an optimized GIN for the City. The GIN was spatially identified by meeting the needs of maintaining biodiversity while balancing private property development opportunities identified in the City's established land-use plans. The recommended GIN conserves important habitat within each management area and guides future land acquisition, development, and other management actions. The GIN includes natural areas, parks, streams, riparian areas, and natural corridors that together function as a system of "hubs", "sites", and connecting "corridors". Each hub, site and corridor is provided with specific management objectives to ensure biodiversity is conserved, protected and enhanced.

The GIN identifies that approximately 10,200 acres (4,130 hectares) of land are required to maintain the City's biodiversity. The GIN map will help direct land-use planning, future GIN acquisition and management and identify the Sensitive Ecosystems Development Permit Areas. The Sensitive Ecosystems Development Permit Areas Guidelines will then outline the environmental evaluations that will be required when developing in and adjacent to the GIN. A copy of the GIN included in the BCS is attached as Appendix V to this report.

Supporting Development of lands outside the GIN

Land outside the GIN consists of developed areas (the urban matrix) and agricultural lands. Most of the urban matrix is private land, while a portion (e.g. boulevards and street trees) is managed by the City. These areas are also home to a diversity of plants and wildlife.

The Sustainable Development Checklist is a way to evaluate the environmental and community benefits arising from a proposed property development, and to identify any economic social and environmental impacts or sustainable development features. It is proposed that the Surrey Sustainable Development Checklist will be amended to incorporate attributes and objectives of the BCS to help guide development elsewhere in the urban matrix. Components for enhanced biodiversity may specify different features (e.g. green walls, bird boxes, naturescaping) that developers and homeowners can choose from, to enhance local biodiversity on private land. This amendment will add further detail to describe how the development is meeting the objectives the BCS and the Environmental Pillar under the Sustainability Charter. It is also proposed that specific BCS objectives will be evaluated and reported upon within Planning Land-use Reports to Council. This reporting feature will also be incorporated in the Land-use Planning Report Template.

Habitat Suitability Mapping

In 1990, the City established an Environmentally Sensitive Areas (ESA) Map. This map identified environmentally sensitive lands including ecologically sensitivities, hydrological processes and natural hazards. The ESA map was used to guide land-use planning as well as City By-laws. Since 1990, there have been significant land development changes as such new mapping is warranted.

Habitat Suitability mapping is based on work completed for the Ecosystem Management Study and Terrestrial Ecosystem Mapping data and incorporated information from the Environmentally Sensitive Areas (ESA) map and other relevant data sources based on species at risk presence, species accounts and known ecosystem habitat inventories. Habitat classification and mapping was confirmed with strategic ground assessments. Through detailed biological interpretation, a "Habitat Suitability Map" was created which will replace the ESA map. This map identifies the most biologically diverse habitats across the City in a comparative analysis from High value to Low value. The Habitat Suitability map also helps to direct the conservation of key biodiversity assets in the City and was used in part to derive the GIN map.

Informing existing Management Tools

There are a number of existing land-use planning management plans and tools that were informed by or referenced the ESA Map that will now be informed or make reference to the Habitat Sustainability Map. These tools include:

- The Official Community Plan;
- Neighbourhood Concept Plans;
- Parks, Recreation and Culture Strategic Plan;
- Tree Protection By-law, 2006 No. 16100;
- Soil Conservation and Protection By-law, 2007 No. 16389; and
- Pesticide Use Control By-law, 2011 No. 17160.

A complete summary of how each of these related plans and By-laws are informed by the Habitat Sustainability Map is included as an attachment as Appendix VI. In order to update some of these tools, staff will be preparing housekeeping amendment By-laws to incorporate the Habitat Sustainability Map.

Additional Management Tools

As identified above, the GIN identifies that approximately 10,200 acres (4,130 hectares) of land are required to maintain biodiversity across the City. Of the approximately 10,200 acres (4,130 hectares), approximately 7,100 acres (2,875 hectares) of land are currently under public control (City lands, City parks, Regional Parks, Provincial lands, etc.) leaving approximately 3,100 acres (1,255 hectares) needing to be placed under public control.

The City has several tools to manage biodiversity, but there are limitations. Municipal authority is granted under the Local Government Act including the ability to protect and acquire land/funds through parkland dedication or other mechanisms. As the City develops, these land-use tools are expected to result in the retention of approximately 2,000 acres (810 hectares) of land in support of the BCS, leaving approximately 1,100 acres (445 hectares) needing to be acquired in concert with the development of the City. Of the approximately 1,100 acres, just over 200 acres (81 hectares) are within the ALR.

In an effort to acquire the amount of land that is necessary to support the BCS, the City can implement two new processes to increase the amount of land dedicated to the City during the development process as compared to current processes. These two processes are the creation of new development permit areas and the introduction of a new Riparian Area By-law. With these two processes in place, the City may be able to acquire lands through dedication through the development process which will result in the reduction in the amount of land the City is required to purchase.

• Development Permit Areas

Sensitive Ecosystem Development Permit Areas (DPA's) and Guidelines are recommended for riparian areas and lands identified within and adjacent to the GIN. The DPA's will recognize the value of the GIN and adjacent lands and will require that landowners seeking to develop work within the City so that they develop their lands in a sustainable manner that protects and enhances biodiversity

• Riparian Area By-law

Riparian areas are among the most biologically diverse habitat types. With recent changes to the Federal Fisheries Act and subsequent staff reductions at the Department of Fisheries and Oceans (DFO), the City's Environmental Review Committee (ERC) was dissolved. In the absence of an ERC, the City has relying upon Qualified Environmental Professionals to recommend appropriate development setbacks from watercourses through Detailed Riparian Areas Regulation ("RAR") Assessments which determine the development setback to meet the requirements of the Provincial RAR. This Provincial riparian setback regulation was designed to only protect fish and not larger ecosystem values such as forest stand integrity, ecosystem values, wildlife passage, beaver management or other public amenities like park trails. Development of a Surrey specific Riparian Area By-law could support of the Sensitive Ecosystem DPA's and further protect the ecological integrity of the City's riparian areas as riparian areas under City control allows for greater opportunity to effectively manage these areas for tree hazards, storm water control and other key civic functions. A process for developing such a by-law including a program of consultation with key internal and external stakeholders and a review of other municipal by-laws in the region could be developed and brought to Council for consideration.

With these two recommended processes in place (DPA's and a potential Surrey Riparian Area Bylaw), it is anticipated that additional lands could be acquired in support of the BCS through the development process, thereby reducing the amount of lands the City would be required to purchase in support of the GIN.

Information Access

The BCS will be made available to the public through the City's website. Mapping information such as the Habitat Suitability Map and the GIN map will be made available to staff and the public on COSMOS. By conveying this information through COSMOS, the City is well enabled to assist the public in permitting and land development decisions.

Monitoring and Reporting

Indicator species were identified as part of a long term biodiversity monitoring strategy to help assess development impacts to ecological integrity, identify changes in biodiversity, and evaluate management actions. The BCS identifies many biological and physical attributes that may be tracked over time to determine the success of the BCS. Attributes included among others are: the amount of land identified in the GIN that is protected and restored, the number of intact corridors, the amount of wildlife friendly road crossings, the presence of indicator species, the number of residents receiving educational awareness through the City's Nature Centre, the number of volunteers at local hatcheries, the amount of habitat features built and maintained (such as bird boxes) etc.

High level progress of the BCS and GIN acquisition will be monitored annually and reported upon as part of the annual Sustainability Charter Progress Report. It is proposed that staff will bring forward a more detailed BCS monitoring report to Council every 4-years which summarizes the results from the BCS monitoring strategy and how it is specifically delivering on the BCS and the Environmental Pillar Objectives of the Sustainability Charter.

Financial Strategy

As the City continues to develop, the remaining undeveloped lands become increasingly valuable to maintaining biodiversity while at the same time becoming increasingly valuable to development. This results in rising land value over time. Providing protection for the GIN is projected to occur over a 50 year planning horizon with the majority of land protection to occur over the first 25 years to address greenfield development which has the highest ecological values.

As indicated above, existing tools will leave approximately 1,100 acres (445 hectares) needing to be acquired in concert with the development of the City, and that the newly proposed management tools will help to reduce the amount of lands the City would be required to purchase in support of the GIN.

In addition to the acquisition of lands, funding is required to support related biodiversity conservation strategies including development of a Farm Trust to support biodiversity stewardship on ALR lands, the development of specific habitat features, public education, and the restoration of GIN lands as well as ongoing monitoring for success.

Green City Program

The Green City Program was initiated in 2006 as a sustainable tree planting and tree management program intended to expand the City's tree inventory. The works undertaken through this program include the planting of street trees, renovating older medians, community tree planting celebrations, street landscaping and tree planting in parks and other city-managed natural areas.

The Green City Program is funded from an allocation of 2% of all building permit revenues received by the City. At present the Green City Program has accumulated a reserve of approximately \$5 million. It is recommended that \$2 million of this reserve be made available to acquire the land necessary to support the BCS as opportunities arise.

Development Cost Charges

At present, the City has a development cost charge for parkland acquisition, and of that, a portion of this charge is to fund the acquisition of natural areas, some of which is lands that is necessary to support the BCS. In order to broaden the scope and rate of the City's existing development cost charge to acquire the lands that is necessary to support the BCS, following the development and implementation of the newly proposed management tools that will refine the amount of lands the City would be required to purchase in support of the GIN, staff will undertake an update of the parkland development cost charge.

It is expected that the newly proposed management tools will be developed and implemented over the next 6 to 8 months, therefore an update of the parkland development cost charge can then be included as part the biennial update of the City's infrastructure development cost charge, which is scheduled to commence in 2015, with planned implementation for March 15, 2016.

As with all development cost charge reviews and updates, the update of the parkland development cost charge necessary to acquire the lands that is necessary to support the BCS will include consultation with the Urban Development Institute and the Development Advisory Committee.

Revenues from the Development of City Land

Surrey City Development Corporation generates an annual revenue stream to the City from its profits realized through capital appreciation, leases and/or property management revenues. At present, the City receives approximately \$4.5 million per year from Surrey City Development Corporation. This revenue is currently being used to offset the borrowing costs for the Build Surrey Program, as outlined in the Adopted 2014 (2014-2018) Five Year Financial Plan. It is recommended that as part of the consideration in the development of the 2015 Five-Year (2015-2019) Financial Plan, that the opportunity to utilize Surrey City Development Corporation revenues be considered as a potential source of revenue to acquire the lands that are necessary to support the BCS.

Supplemental Funding

In addition to the initial funding from the Green City Program should additional funding be required to acquire the lands that are necessary to support the BCS as opportunities arise, it recommended that the City borrow funding from the Municipal Lands Reserve Fund, to a cumulative maximum of \$2 million.

Public Consultation

As part of this process, stakeholders and the public worked with the City and consulting staff to identify important places, values, and challenges for biodiversity.

The Working Group met 4 times throughout the development of the BCS and provided input and feedback on the development of the Strategy.

The General Public was consulted though a Public Open House, information on the City's website and Place Speak Social Media campaign. Results from the consultation process found that there is general support for the BCS and mapping with some general concerns and suggestions for consideration. Some of these concerns and suggestions included, but were not limited to:

- The City's sincerity of managing for conservation due to the City's past and current promotion of development;
- The need to quickly adopt BCS policies before the City loses more biodiversity through development;
- The City's need to protect more native trees and biodiversity through a Riparian By-law and Development Permit Areas;
- How the City would manage wildlife and nuisance wildlife;
- The City's limited ability to manage and influence ALR lands due to the Farm Practices Protection (Right to Farm) Act;
- The management of biodiversity in light of climate change; and
- The equitable financial responsibility for the implementation of the BCS.

Staff have taken these comments and comments from the Environmental and Sustainability Advisory Committee, the Agricultural Food and Sustainability Committee as well as the Development Advisory Committee and incorporated them into the BCS where applicable.

Next Steps

Following Council's consideration of this report and related recommendations, staff will be working to:

- Incorporate Sensitive Ecosystem Development Permit Areas (DPAs) and Guidelines within new OCP through future amendment Fall 2014;
- Include the Suitability Habitat map into the OCP through a future amendment Fall 2014;
- Develop Terms of Reference for the development of a Riparian Area By-law September 2014; and
- Develop a Financial Strategy to support the BCS Winter 2014 / Spring 2015.

SUSTAINABILITY CONSIDERATIONS

The proposed Strategy is an integral part of the Ecosystem Management Study and will assist in meeting the objectives of the City's Sustainability Charter; more particularly the following:

- EN 12: Enhancement and Protection of Natural areas, fish habitat and wildlife habitat: By undertaking an Ecosystem Management study to update the City's mapping, policies and practices with regard to the identification, protection and management of environmentally sensitive areas using the Ecosystem Management Approach;
- EN9-7: Sustainable Land Use Planning and Development Practices: By formalizing site planning processes that avoid critical habitat and preserve and protect and enhance natural habitat and landscape features; and
- EN17: Enhance Biodiversity: By developing practical, effective and equitable approaches to protecting fish habitat and wildlife habitat through the development of a coordinated biodiversity strategy.

CONCLUSION

Based on the above discussion, it is recommended that Council:

- Approve the Biodiversity Conservation Strategy, a copy of which is attached as Appendix I to this report;
- Authorize staff to prepare and bring forward an amendment to the Official Community Plan to include the "Habitat Suitability Map" from the Biodiversity Conservation Strategy, a copy of which is attached as Appendix II to this report;
- Authorize staff to prepare and bring forward an amendment to the Surrey Sustainable Development Checklist to include measures that support the Biodiversity Conservation Strategy;
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- Authorize staff to prepare and bring forward for Council consideration, Terms of Reference for a potential Surrey Riparian Area By-law including a program of consultation with key stakeholders; and
- Authorize staff the financial strategy in support of the Biodiversity Conservation Strategy land acquisition and management as outlined in this report.

Gerry McKinnon Acting General Manager, Engineering Jean Lamontagne General Manager, Planning and Development

Vivienne Wilke General Manager Finance and Technology Laurie Cavan General Manager, Parks, Recreation & Culture

Appendix I - Biodiversity Conservation Strategy
Appendix II - Habitat Suitability Map
Appendix III - Biodiversity Conservation Strategy Working Group Membership
Appendix IV - Management Areas Map
Appendix V - Green Infrastructure Network Map
Appendix VI - Summary of Related Plans and By-laws

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APPENDIX I

Please click on <u>"BIODIVERSITY CONSERVATION</u>

STRATEGY"

link to view Appendix

APPENDIX II



APPENDIX III

Biodiversity Conservation Strategy Working Group Membership

City Committees	
Environmental and Sustainability Advisory Committee	Al Schulze
Development Advisory Committee	Deana Grinnell
Community Groups/NGOs/ Conservation Organizations Friends of Semiahmoo Bay Society	Marg Cuthbert
Little Campbell Watershed Society	David Riley
Sunnyside Acres Heritage Society	Roy Strang
Surrey Environmental Partners	Deb Jack
A Rocha Canada	Peter de Koning Christy Juteau
Langley Environmental Partners Society	Lisa Dreves Kim Greenwood
Semiahmoo Fish and Game Club	Ron Meadley Phillip Milligan
Ducks Unlimited	Dan Buffet
David Suzuki Foundation	John Werring
First Nations Semiahmoo First Nation	Joanne Charles
Municipalities	Lust's Ct A 1
rownsnip of Langley	Justin St. Andrassy
Corporation of Delta	Erin Clement
Metro Vancouver	Erin Embley

APPENDIX IV





Related Plans and By-laws

The BCS can be linked to a number of By-laws and Plans that may require housekeeping amendments to include references to the Habitat Sustainability Map.

Neighbourhood Concept Plans (NCPs)

The BCS will assist in streamlining the environmental assessment component of the NCP preparation process and help to guide future land use and density decisions. Mapping from the BCS can be used to holistically assess ecosystem and wildlife values and better prioritize areas for preservation and management.

Parks, Recreation and Culture Strategic Plan

The Parks, Recreation and Culture Strategic Plan (2008-2017) includes recommendations P-2, P-11 and P-13 regarding updating Natural Areas Management Planning and Park Acquisition strategy and prioritization to integrate the most current environmental plans. If approved, the BCS will help fulfill these recommendations. In addition, opportunities will be identified early on in development planning processes to maintain, sustain and enhance key areas of the GIN to support Natural Areas Management Planning and the Parkland Acquisition Strategy.

Tree Protection By-law

Currently the Tree Protection By-law identifies trees located within a High Environmentally Area of the (ESA) map as protected under the by-lawThe BCS is intended to replace the ESA mapping that is referenced in the existing OCP 12900 By-law, which facilitates a subsequent amendment to the Tree Protection By-law to include the BCS "*Habitat Suitability Map*" mapping as "Schedule A" to that By-law. By Replacing the ESA map in the Tree Protection By-law, any tree in the High category of the *Habitat Suitability Map* would be protected.

Soil Conservation and Protection By-law

The BCS was intended to replace the ESA mapping which is referenced in the existing OCP 12900 By-law, which will facilitates a subsequent amendment to Soil Conservation and Protection Bylaw to include the BCS "Habitat Suitability Map" mapping as "Schedule A" to that By-law. Currently the Soil Conservation and Protection By-law requires a permit to deposit or removal of soil within a High and Medium Environmentally Sensitive Area of the (ESA) map. By Replacing the ESA map in the Soil Conservation and Protection By-law, a permit would be required to deposit or remove soil in any High or Moderate category of the Habitat Suitability Map.

Pesticide Use Control By-law

The BCS is intended to replace the ESA mapping that is referenced in the existing OCP, 12900 Bylaw, which facilitates a subsequent amendment Pesticide Use Control By-law to include the BCS "Habitat Suitability Map" mapping as reference to the area which may allow the use of pesticides to manage Pests that threaten Sensitive Ecosystems.