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Regulatory Proposal

PRO2026-04

Proposed Pesticide Use Information Framework: Towards a Strategic Approach

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Executive summary

Health Canada is seeking public input on the proposed Pesticide Use Information Framework.

Health Canada makes science-based decisions to support the safe and sustainable use of effective pesticide products in Canada. This involves further strengthening of human health and environmental protection, by improving the availability of real-world information to support pesticide assessment decisions, and transparency of decision-making.

This framework provides a structured approach for identifying, collecting, and managing pesticide use information across diverse sectors in Canada. Pesticide use information encompasses a broad spectrum of information ranging from general agronomic/use practices to detailed product-specific application information needed to conduct risk assessments and develop risk management options. The goal is to enhance the availability of real-world information to support pesticide assessments and timely decisions while supporting food and economic security in Canada. The proposed framework serves as guidance, recognizing that ongoing scientific, technical and policy advancements may require updates in the future.

Stakeholders, partners and the public are invited to submit written comments within 45 days of publication via the Pesticides Publications Section. (See the Next Steps section of this document.) All feedback will help inform the development of the Pesticide Use Information Framework.

1.0 Background

Health Canada makes science-based decisions, to support the safe and sustainable use of effective pesticides in Canada with the support of other Federal, Provincial and Territorial (FPT) government partners.

Real-world pesticide use information will better inform regulatory decisions as accurate characterization of pesticide use is important for human health and environmental risk assessments, value assessments, and for the development of risk management options. Pesticide use information also helps inform other Government programs, policies such as food security and other objectives regarding pesticides, like Health Canada's Canadian water monitoring program. Historical challenges related to pesticide use information included gaps in information availability, timeliness, and reliance on conservative assumptions.

The Pesticide Use Information Framework seeks to address these challenges through a cohesive, adaptive approach that leverages advances in science and technology, data science, information management, and stakeholder engagement. This Framework will provide transparency on how Health Canada intends to identify, gather, manage and consider real-world pesticide use information in pesticide assessments and support pesticide regulation in Canada.

Pest management practices, including pesticide use, are evolving with the advancement of science and technology (for example, drones), and the use of real-world pesticide use information is important in Health Canada's pesticide assessments. The proposed Pesticide Use Information Framework would inform stakeholders of the approach for gathering, use and management of pesticide use information to help ensure the Health Canada's assessment of risks

to human health and the environment, and value assessments are informed by the real-world pesticide use information. Gathering pesticide use information can be resource-intensive and, the extent of information gathering will depend on resource availability for Health Canada, partners and stakeholders.

The proposed Pesticide Use Information Framework would provide transparency and improve consistency on how Health Canada intends to identify information needs, gather, manage and disclose pesticide use information to support pesticide regulation in Canada. The proposed Framework would help address information gaps in support of robust and timely decisions, and to address health and environmental risks in a timely manner. It will help ensure that Canadians have access to the pesticides they need for agriculture and other sectors, that are safe and effective, which in turn helps support food and economic security in Canada. Increasing access to information being used for regulatory decisions will further improve public understanding of regulatory decisions.

2.0 What is pesticide use information

Health Canada uses a wide array of pesticide use information to conduct modern, accurate and relevant assessments that are critical for pre- and post-market regulatory decisions. More information to characterize risk and value is needed for agricultural (in other words, crops and livestock) and non-agricultural use sectors (for example, forestry, structural, industrial, antimicrobial preservatives, companion animals, aquatic uses, domestic products). Pesticide use information encompasses a broad spectrum of information, ranging from general agronomic/use practices to detailed product-specific application information as outlined below.

2.1 General pesticide use information:

General pesticide use information includes the information that is related to when, where, how and under what conditions a pesticide is used and the postapplication activities conducted. This information is not product-specific and can be used in many risk and value assessments. It includes:

- Crop/commodity production practices, such as planting dates, seeding rates, and harvesting dates,
- Farm/site management such as tillage practices,
- Pests and pest management practices,
- Pesticide application information such as methods (in other words, target, application type, equipment used), and, application activities needed such as pesticide transfer activities (for example, mixing and loading), and
- Postapplication activities such as worker re-entry and various activities contacting treated crops/areas/items (for example, wood, paint).

2.2 Product-specific usage information:

Product-specific usage information relates to how much a specific pesticide is used by end users. This information includes:

- Amount of active ingredient used/year,
- Actual application rate(s), number of applications/year and the interval between applications,
- For agricultural scenarios, percentage of the crop that is treated. For non-crop or non-agricultural sectors, amount of product used.

Product-specific usage information can only be used in assessments for a specific pesticide. It is related to actual use of a pesticide itself, which is impacted by annual pest pressure and the availability of alternative products in the marketplace.

Registrants are required to submit sales data, reported as the total volume sold, annually to Health Canada under the Pest Control Products Sales Information Reporting Regulations. Sales data of a pesticide does not mean that it was actually used (for example, stored for next season use, disposed of due to spoilage) and does not provide details such as on what crop/commodity/site it was applied to, or use of imported pesticide treated seed.

3.0 Current approach to gathering pesticide use information

General pesticide use information: Currently, general pesticide use information is identified and requested by Health Canada on an ad hoc basis at different phases of pesticide regulation. For example, information can be:

- Submitted by pesticide applicants/registrants or government sponsors (for example, minor use) as part of the application package for pre-market assessments.
- Submitted by registrants, partners and stakeholders during the information gathering stage for post-market assessments following its identification by Health Canada.
- Received from applicants/registrants, stakeholders, partners and other non-government organizations (for example, environmental group) during public consultation of a proposed decision.
- Identified and gathered by Health Canada from several sources on an ad hoc basis during assessments such as the information from Statistics Canada, federal crop/sector profiles, provincial production guides, publicly available literature, user groups, federal/provincial/territorial and municipal resources, academia, proprietary data sets, internal data sets compiled from past research and through targeted consultation with experts, such as federal and provincial grower associations, provincial extension staff and provincial minor use coordinators.

Product specific usage information: Currently product-specific usage information for various agriculture sectors is available to Health Canada primarily from data collection companies and it is considered as proprietary information (in other words, information is protected from disclosure to third parties).

Health Canada also requests registrants to provide product-specific usage information during a re-evaluation and on an ad hoc basis during pre-market assessments (for example, percent crop treated with a specific pesticide). This information will be used to refine the risk assessments to represent real-world exposure scenarios. Very few sources of product-specific usage information have been identified for the non-crop sectors and what is available tends to be limited in scope.

Pesticide use information gathering faces challenges in timeliness, quality and availability. In the absence of real-world pesticide use information, Health Canada considers conservative assumptions that may not be reflective of the real-world pesticide use scenarios in risk assessments (human health and environmental) and value assessments.

When real-world pesticide use information is received during later stages of the assessment such as during consultation, it may result in re-doing and updating the risk and value assessments and may impact timeliness and predictability of pesticide regulatory decision making.

4.0 How pesticide use information is used

Both product-specific usage information and general pesticide use information are required for conducting risk and value assessments, including for the following activities:

- Water modelling: identification of model parameters (for example, tillage practices, canopy cover and height, rooting depth, different soil parameters).
- Assessing environmental exposure characterization for consideration in terrestrial and aquatic risk assessments.
- Water monitoring data interpretation (for example, identification of geographic areas of use).
- For exposure characterization of human health risks from product exposure during application (for example, application methods, area treated), and postapplication (for example, postapplication activities such as hand weeding or assessment of efficacy), as well as for dietary risk assessment (for example, percent crop treated).
- Inform value assessments such as which crops/sites are primarily treated with a certain active ingredient by volume and by coverage (for example, percent crop treated).

Pesticide use information is also required for developing practical risk management options such as application rate reductions or limiting the number of applications that are viable for pest management and realistically viable re-entry intervals. It is also used for making labels more clear and understandable to users, and to avoid label misinterpretation through use of standardized and defined terms.

As part of the risk assessment process, Health Canada first considers the product-specific usage information as per the label (for example, application rate(s), number, frequency, timing). Available general pesticide use information is then considered. As per the requirements of the *Pest Control Products Act*, users are required to follow label directions.

Refinements to risk assessments are considered when a risk is identified based upon conservative label use information (for example, maximum application rate, maximum number of applications). As part of risk refinements, information on real-world use of an active ingredient is considered. For example, typical application rates and the percent crop treated is considered

when refining dietary risk assessments. General pesticide use information helps Health Canada to have realistic assumptions in human health and environmental exposure models and obtain realistic pesticide use scenarios used to derive more realistic exposure estimation for risk assessments. This will also lead to more practical mitigation measures on the registered label. In the absence of real-world pesticide use information, conservative or possibly outdated assumptions are considered and this may lead to risk mitigation measures that could be overly restrictive and may not reflect real-world practices.

5.0 Proposed pesticide use information framework

5.1 Objectives

The objectives of the proposed Framework are to:

- Renew and expand the evidence base for assessing risk and value of pesticides;
- Ensure regulatory decisions on pesticides reflecting current use practices;
- Improve access to safe and effective pesticides in a timely manner; and
- Better inform decisions and increase public confidence

The proposed framework is designed to be adaptable, leveraging a flexible mix of information sources, technologies, partnerships, and governance solutions that can be tailored to sector-specific needs. It informs partners and stakeholders of the proposed approach to be taken by Health Canada to gather general and product-specific usage information.

The intent of this proposed framework is to collect the real-world pesticide use information on a voluntary basis, and the collected information is primarily considered for establishing real-world pesticide exposure modelling scenarios, for refining risk assessments and identification of risk mitigation measures. If the real-world pesticide use information is not received in a timely manner, Health Canada would use conservative assumptions for exposure modelling, and refined risk assessments and identification of practical risk mitigation measures may not be possible. This can result in the loss of products or uses important to a sector.

5.2 Development pathway for the proposed pesticide use information framework

To inform the development of a Pesticide Use Information framework, Health Canada sought feedback and input from FPT partners, academia, user groups, non-governmental organizations, and pesticide manufacturers through a number of engagement forums and mechanisms (for example, Technical Working Groups). In May 2024, Health Canada published a What We Heard Report (Pesticide use information framework development) from the engagements with stakeholders and partners. In addition, Health Canada completed pilot initiatives for gathering general and product-specific use information. Valuable feedback received from these engagements and lessons learned from pilot initiatives on gathering of pesticide product-specific usage information on select fruit crops and ornamentals, and general use information gathering on apples were also considered in the development of this framework. In addition, other pesticide general use information gathering initiatives completed or in progress (potato, grape, corn, adult mosquito management, forestry and rodenticides) informed the development of this proposed framework.

Based on this, Health Canada would be focusing its effort primarily in gathering general pesticide use information by accessing existing information and using targeted engagement and consultations through expert polls, surveys and expert panels.

The proposed framework outlines:

- Approach for identification and prioritization of pesticide use information needs.
- Partnership and collaboration.
- Proposed strategies for gathering pesticide use information.
- Establishing timing and frequency of information gathering.
- Information quality requirements.
- Information management and transparency.

5.3 Approach for identification and prioritization of pesticide use information needs

Health Canada identifies general use and/or product-specific usage information needed for risk (environment and health) and value assessments. When specific pesticide use information to support pesticide assessments is not available in existing Health Canada sources such as pesticide label, proprietary data, internal data sets (including information submitted by registrants), crop profiles, provincial production guides and other credible sources of published literature, it is identified as an information need. Pesticide use information will focus on the needs that are essential for regulatory decision-making.

Once an information need is identified, Health Canada makes every effort to prioritise and plan the scope, develop strategies and identify timing of information gathering in consultation with stakeholders and partners to minimise stakeholder fatigue and to avoid seasons of peak activity when possible for pesticide experts/end-users, and to improve user participation.

Factors influencing prioritization would be related to the stage of assessments as per the Health Canada's post-market workplan and re-evaluations being initiated. Pesticides undergoing re-evaluation with an information need would be prioritised followed by upcoming initiations. Emerging issues (for example, invasive pests) would also be considered depending on available resources.

5.4 Partnerships and collaboration

Gathering of pesticide use information is resource intensive and collaboration with partners and stakeholders would be key for the efficient use of available resources internally and externally to identify and gather pesticide use information. Partnerships and collaborations would help in addressing information needs and access to information that are not currently available in public sources or registrant provided information.

Targeted engagements and collaboration with stakeholders and government partners for specific pesticide use information gathering projects would be made. Developing new partnerships and collaboration with FPT partners and stakeholders (for example, pesticide users, user groups, research community, municipalities) are key:

- To build trust and to promote the participation of pesticide end-users in the information gathering process.
- To identify and leverage new sources of information, and to provide intelligence on existing and emerging information sources and access opportunities.
- To identify sectoral developments (for example, new technologies or production systems / methods), and general stakeholder issues.
- To promote information sharing while ensuring confidentiality and privacy protection.
- To create opportunities to obtain advice on project implementation strategies, issues, and provide expert advice on questionnaire development and information gathering mechanisms such as the use of surveys and expert consultations.

5.5 Proposed strategies for gathering pesticide use information

When an information need is identified and no inhouse and publicly available source of information is available, Health Canada would identify the appropriate information gathering strategies, in consultation with stakeholders and partners when needed. These may include:

5.5.1 Access to existing information sources already collected by external partners

Information relevant to product-specific pesticide use may have been collected by either government partners, stakeholders or third-party data collectors and may not be publicly available. In such cases, it would be necessary to establish formal agreements and, if required, pay associated fees to access this data. Subject to the availability of funds, Health Canada would consider purchasing proprietary data as a source of product-specific pesticide use information. Health Canada would also continue to assess pesticide use data collected by Statistics Canada. Additionally, Health Canada will explore agreements with federal and provincial government partners to access existing information.

5.5.2 Modern technology

Health Canada would leverage the use of modern technology and methods such as artificial intelligence (AI) to collect pesticide use information available in the public domain or in Health Canada databases. This approach would be used more for general pesticide use information gathering because it is more readily available than product-specific usage information. Depending on the references and sources of information considered, Health Canada may engage the sector experts for validation of the collected information.

Pesticide use information would also leverage any modern technology developed to store and manage all pesticide use information.

5.5.3 Information gathering through surveys and expert consultations

When information is not available through existing sources, Health Canada would employ a structured and targeted information-gathering approach to expand and renew the evidence base that supports refined risk assessments based on real-world data. These approaches include the use of surveys and expert consultations, each selected based on the sector and specific information needs identified.

An expert poll would be a structured survey of expert opinions such as provincial or industry experts, while a survey would be directed to end-users. Health Canada undertakes both expert polls and surveys (surveys administered by a contract data collection company and surveys conducted directly by the Health Canada).

Expert panels consisting of specific sector experts such as government partners, user groups, and academia may be formed to help identify potential sources of information to address Health Canada information needs and aid in the interpretation of information gathered through various means (for example, internal and external searches, surveys, expert polls). Expert panels may also be used to address smaller sectors or new technologies where it would be challenging to obtain information.

Expert consultations will be through targeted outreach. This focused approach is applicable primarily when specific or specialized information is required and is not available from other sources such as registrant provided information, internal databases, product-specific usage information, crop production guides, sector profiles, publicly available information. It may also be used to validate information collected previously by Health Canada.

To ensure efficiency in gathering pesticide use information, it is essential to use terminology familiar to participants. As a result, Health Canada would collaborate with stakeholders and FPT partners to develop shared vision, common definitions, information gathering approaches and requirements to enable clear understanding and effective participation in information-gathering activities. Additionally, sector input will be sought to determine the most appropriate information gathering method (for example, survey, expert consultations) and to identify suitable contacts within each sector or expert group.

5.5.4 Information from other countries

Canadian-specific pesticide use information is preferred. In the absence of such information and to address a time-sensitive need, Health Canada may consider relevant pesticide use information from international partners through collaboration with foreign pesticide regulatory authorities such as United States Environmental Protection Agency (USEPA). The USEPA has pesticide use information datasets and access to such information for northern states where similar practices are expected and may benefit Health Canada in using the relevant information.

5.6 Establishing timing and frequency of information gathering

To ensure effective and timely decision-making, Health Canada may establish a structured process for the timing and frequency of pesticide use information collection. This would vary depending on the sector and depend on how quickly the sector evolves with time. Additionally, general use information may be gathered over the course of every day regulatory activities that could be added to the database for future reference.

Subject to available funding, **product-specific information** would be gathered regularly from recognized third-party data providers and partners. As outlined in the What We Heard report, product-specific usage information is highly time-sensitive and may be influenced by factors including pest pressure, the emergence of alternative pest control products, and user preferences.

Data from outside proprietary sources is only identified when they are linked to specific assessments and in such situations, Health Canada will formally request relevant information from registrants or other stakeholders, to integrate these findings into both pre-market and post-market pesticide assessments and informing necessary refinements of risk assessments.

General pesticide use information gathering would continue based on the identified need and available resources. General pesticide use information would be collected as needed and updated proactively, with the frequency determined by sector advancements and in consultation with the sector.

The timing and methods of data collection, communication methods and products would be guided by input from sectors, stakeholders, and partners to maximize participation and minimize disruption on sector activities by stakeholders. Typically, surveys, expert consultations will be scheduled during the fall-winter period to optimize stakeholder engagement.

Health Canada in collaboration with partners and implicated sectors would develop appropriate questionnaires, plain language communication products outlining the intent of data collection and its use, data quality and timing of gathering.

5.7 Information quality

Health Canada places importance on ensuring that the information collected through expert consultations and surveys is representative, and reliable.

To determine the minimum number of responses required for pesticide use information, the Health Canada proposes to follow a methodology aligned with established approaches used by Statistics Canada, the USEPA, and Environment and Climate Change Canada (ECCC). This approach is designed to maintain consistency and rigour in different information gathering strategies.

For expert consultations, a minimum of one expert response per targeted province is required for the information to be considered representative and valid. This approach is consistent with practices used by the USEPA and other regulatory bodies, relying on the expertise and professional judgment of the field experts.

For surveys conducted by contracted data collection companies, Health Canada accepts their data quality or data validity conclusions, provided the approach is based on well established and acceptable scientific practices and well-documented. This practice enables the agency to leverage external expertise while maintaining high standards for data integrity.

For surveys administered by Health Canada, there are two key factors determining the validity of the survey results, the minimum sample size and the representativeness. Health Canada considers a statistical approach for each survey to calculate the target sample size, using appropriate formulas based on the type of survey questions. Questions may be designed to estimate proportions (such as Yes/No or multiple choice answers regarding equipment use) or to estimate means (such as the percentage of crop area treated). Population size (for example, growers) would be considered when available, and the target sample size is established prior to launching each survey and will be discussed and communicated to stakeholders.

To address potential bias, Health Canada conducts a representativeness analysis for every survey. This analysis ensures that the sample accurately reflects the target population, with particular attention paid to regional representation. Other important characteristics such as farm size (small, medium, or large acreage), type of operation (irrigated or non-irrigated), and equipment type (boom sprayer, backpack sprayer) are also considered to confirm that survey responses are representative of the population.

When the minimum required sample size is reached and the representativeness is acceptable, the survey is considered acceptable and valid.

When the minimum required sample sizes are not reached, the data validity will be determined by Health Canada based on the acceptable margin of errors, confidence level, and the intended use of the information. In some cases, survey results may be sent to a field expert for additional verification. If the expert confirms the data's acceptability, it is considered valid; otherwise, it is not used for decision-making.

If representativeness is found to be lacking, regardless of sample size, Health Canada would consider issuing a follow-up questionnaire to underrepresented populations or regions, or seek further expert validation to ensure the survey results accurately reflect the intended population. Only when these standards are met is the data considered fit for regulatory or policy use.

5.8 Geographic granularity

Information would generally be collected at the provincial/territorial level, but may also be gathered at the national, regional or municipal level as needed. Regional differences would be considered when seeking general use and product-specific usage information.

For Health Canada led surveys, as described above, a representativeness analysis would be conducted to confirm that the number of responses is sufficient to accurately reflect the surveyed population, including appropriate geographic representation. Requirements related geographic granularity will be discussed and communicated to participating partners and sector(s) before initiating the information gathering.

5.9 Information management and transparency

Once the information is gathered and summarized, it would be made accessible internally, while protecting the privacy and confidentiality of the information providers and as per the data sharing agreements.

All collected pesticide use information will be stored in Health Canada's internal information repository for current and future consideration. This information would be considered primarily in pesticide assessments while protecting privacy and confidentiality of the information providers. A digital platform to collect, manage and share relevant pesticide use information may be developed in the future (pending resource availability).

Information will be aggregated at appropriate levels (regional, provincial, or national) to respect privacy and confidentiality. When information needs to be published as a summary report, Health Canada will include contextual details and relevant references to ensure correct interpretation. This process would help minimize misinformation and misinterpretation.

5.10 Confidentiality and privacy

Information gathered by Health Canada may be made publicly available when used in Health Canada assessments. In certain cases, pesticide use information may contain Confidential Business Information and it will be governed by, and managed according to, the *Pest Control Products Act*.

Information collected through surveys or expert consultations may contain Privacy Information including the personal information, which will be governed by the *Privacy Act*.

Pesticide use information will be used exclusively for assessment and policy initiative purposes and not for compliance or enforcement. As part of the Technical group discussions, stakeholders have been informed of this policy to address any concerns. Before the launch of information gathering, Health Canada will discuss with participating partners and stakeholders how the gathered information would be used and address any concerns. Confidential information will be clearly identified and protected according to existing policies and procedures.

6.0 Conclusion

This proposed Pesticide Use Information Framework has been developed after numerous engagement activities with partners and stakeholders, whose valuable feedback has been systematically incorporated through the What We Heard Report (Pesticide use information framework development). Lessons learned from pilot projects focused on pesticide use information have further informed the development of the Framework.

The primary intent of this proposed Framework is to outline the approach for gathering, using and managing real world pesticide use information to support pesticide regulatory decisions.

Health Canada remains committed to ongoing collaboration with provincial and territorial governments and stakeholders, ensuring that prevailing practices in pesticide use are effectively integrated into regulatory decision-making. To address the needs identified by risk assessors, product-specific usage information will be obtained on an as-needed basis, with a targeted focus on products under evaluation with anticipated refinement needs. Based on the resource availability, Health Canada aims to enhance the collection of general pesticide use information in collaboration with partners and stakeholders.

Furthermore, Health Canada will continue to leverage existing information sources, advanced AI technologies, available proprietary information, and access information from external entities such as other governments, user organizations, and pesticide registrants. In circumstances where publicly accessible information is insufficient for pesticide assessments, surveys or expert consultations would be considered. Ultimately, the achievement of the proposed Framework's objectives relies upon resource availability and, sustained partner and stakeholder collaboration and engagement.

7.0 Next Steps

Health Canada will accept written comments on PRO2026-04 up to 45 days from the date of publication of the document. Comments on the proposed decision can be submitted during the consultation period to Health Canada through Pesticides Publications Section, or the Public Engagement Portal (Public Engagement Forms – Consultation Comment). For more information or if you have questions, contact the Pesticides Information Service.

Before making a final decision on the Proposed Pesticide Use Information Framework, the comments received during the consultation period that are directly related to this regulatory proposal will be taken into consideration.