



Eugene City Council

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EUGENE CITY COUNCIL AGENDA

February 26, 2014

12:00 PM CITY COUNCIL WORK SESSION

Harris Hall

125 East 8th Avenue

Eugene, Oregon 97401

Meeting of February 26, 2014;
Her Honor Mayor Kitty Piercy Presiding

Councilors

George Brown, President	Pat Farr, Vice President
Mike Clark	George Poling
Chris Pryor	Claire Syrett
Betty Taylor	Alan Zelenka

CITY COUNCIL WORK SESSION

Harris Hall

**12:00 p.m. A. WORK SESSION:
Enhancing Current Integrated Pest Management in Parks
(Pesticide Use as a Last Alternative)**

**time approximate*

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EUGENE CITY COUNCIL

AGENDA ITEM SUMMARY



Work Session: Enhancing Current Integrated Pest Management in Parks (Pesticide Use as a Last Alternative)

Meeting Date: February 26, 2014
 Department: Public Works
www.eugene-or.gov

Agenda Item Number: A
 Contact: Kevin Finney
 Contact Telephone Number: 541-682-4809

ISSUE STATEMENT

This item is in response to council direction to hold a work session to discuss enhancements to the integrated pest management practices implemented in the City's parks.

BACKGROUND

The council has asked several questions related to current parkland management practices, the use of Integrated Pest Management (IPM) strategies, implementation of the Pesticide-Free Parks Program, and the possibility of expanding that program. These questions are addressed in a memo to the Mayor and City Council (Attachment A). In this agenda item summary, staff provides an overview of current pest management practices and outlines a proposed resolution (Attachment B).

Integrated Pest Management

Parks and Open Spaces staff follows the principles of IPM to manage stinging insects, invasive plants, and other weeds, pests, and pathogens on over 4,400 acres of parklands. IPM is a coordinated decision-making and action-taking process that uses the most appropriate pest control methods and strategies in an environmentally and economically sound manner to meet the City's pest management objectives. The IPM strategy is based upon monitoring of pest levels, establishing thresholds for actions against the pest, evaluation of control options, selection of the most effective control method (chemical or non-chemical) with the lowest non-target impacts, and timing control actions according to the pest's life cycle and biology. Once a control action has been taken, results are monitored and future actions are informed by the results. A commitment to IPM does not preclude the use of chemical pesticides, but the application of the IPM strategy results in the pesticide option being exercised only when necessary.

When IPM is implemented, cultural practices are modified to reduce pest populations and least toxic non-chemical control methods are tried before pesticides are applied. Cultural practice modifications might include approaches such as using heavy mulches to reduce weeds, sealing up potential wasp nesting sites to reduce stinging insects, or pruning to increase air flow. If a pest

cannot be controlled without the use of pesticides, IPM strategy allows use of the least toxic effective pesticide that will have the fewest non-target impacts. For example, staff might try hand-pulling and sheet-mulching invasive weeds at Hendricks Park before using a pesticide. If non-chemical methods are not successful in controlling the invasives, staff might reconsider whether control of the plant is critical to the function of the plant community. If it is critical, staff will choose the least toxic herbicide that is known to be effective against the weed in question and make the application at the time the weed is most vulnerable.

Parks and Open Space's IPM Policy

City staff has used an Integrated Pest Management (IPM) strategy to manage parklands since the early 1980s, and have been leaders in the IPM field for thirty years. The POS IPM Policy and Operations Manual (IPM POM) was published in 2007 and has been updated several times, most recently in June 2013. The IPM POM document is over 100 pages and contains detailed guidelines for the management of pests in many types of developed landscapes, vacant lands, natural habitats, rights-of-way and medians, the golf course and rose garden, as well as bioswales and waterways. The manual contains information on cultural practices to prevent or limit the impacts of each pest and describes the effective control methods for the pest, including non-chemical methods, and where applicable, the pesticides which are known to be effective against the pest.

The use of pesticides in the management of the athletic fields which POS maintains provides a good example of POS' implementation of the IPM Policy and Operations Manual. Staff monitors weeds in 48 softball fields, and soccer fields, with a goal of providing a safe playing surface with a minimum of pesticide inputs. Occasionally a pest problem cannot be controlled with cultural practices and in the past four years POS staff made five herbicide applications on or near sports fields. Three of the applications involved use of glyphosate (Roundup) to eradicate weeds during the renovation of an overgrown, unused infield; one application was made to eliminate thistles at a field where mowing and other methods were not achieving control; and one application involved using glyphosate to kill weeds along the fence lines near a play field.

Pesticide-Free Parks and No-Pesticide Zones

The IPM POM also outlines two programs which further limit the use of pesticides on parklands: the Pesticide-Free Parks Program and the No-Pesticide Zone policy. In partnership with the Northwest Center for Alternatives to Pesticides (NCAP) the City launched the Pesticide-Free Parks Program in 2007. Staff chose six parks distributed throughout the City which could be reasonably maintained without the use of pesticides, obtained the support of the neighborhood association for each park, and launched the program. Additional parks have been added to the program and the City currently has nine pesticide-free parks which are managed entirely without the use of pesticides, often with the assistance of neighborhood groups or other volunteers. Additional parks are added to the program when volunteer groups adopt them, committing to help with weed control on the site.

The No-Pesticide Zone policy establishes no-pesticide zones from 25 to 100 feet wide around certain park features, including: playgrounds, picnic areas, dog parks, swimming and wading pools, and spray play areas. These areas are managed without pesticides, and weeds are pulled by hand, burned or controlled with other non-chemical means.

Development of the Proposed Resolution

Parks and Open Space staff met twice with Councilor Claire Syrett to learn about her concerns and goals for the work session and to develop the resolution language. With Councilor Syrett's input, staff developed a draft resolution (Attachment B) for council consideration. The draft resolution:

- Outlines the history and policy context for the development of the resolution,
- Explains concerns related to the use of pesticides in general and neonicotinoids specifically
- Endorses the ongoing implementation of POS' Integrated Pest Management policy and procedures,
- Endorses the expansion of the Pesticide-Free Parks program,
- Requires all City departments to adopt an IPM policy and procedures, and
- Bans the use of neonicotinoid insecticides on City property.

RELATED CITY POLICIES

The Eugene City Council has adopted goals and policies that direct the City to conserve and enhance the natural environment and provide an attractive and healthy place to live (Council Goals, adopted in 1999), pursue sustainability (Resolution #4618, adopted in 2000), protect natural resources (Growth Management Policy #17), and support recovery of threatened Upper Willamette Spring Chinook Salmon (Resolution #4615, adopted in 2000).

As part of its role in implementing these policies, and to implement sound land management practices, it is the policy of the City of Eugene Parks and Open Space Division to practice Integrated Pest Management (IPM).

COUNCIL OPTIONS

The Council can:

1. Adopt the proposed resolution as presented,
2. Request changes to the resolution before approval, or
3. Take no action.

CITY MANAGER'S RECOMMENDATION

The City Manager recommends adoption of the resolution as presented.

SUGGESTED MOTION

Move to adopt Resolution No. 5101.

ATTACHMENTS

- A. Memo to Mayor and Council re: Enhancing Current Integrated Pest Management Implementation
- B. Proposed Resolution

Item A.

FOR MORE INFORMATION

Staff Contact: Kevin Finney, Park Operations Manager

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Staff E-Mail: kevin.p.finney@ci.eugene.or.us



ATTACHMENT A

Memorandum

Date: February 19, 2014

To: Mayor Piercy and City Council

From: Kevin Finney, Park Operations Manager

Subject: Enhancing Current Integrated Pest Management Implementation

The City Council has scheduled a work session for February 26, 2014 to discuss enhancing the City's implementation of Integrated Pest Management (IPM) on City lands. Staff has worked with Councilor Syrett to develop a draft resolution for Council consideration and the intent and implications of that resolution will be communicated in the agenda item summary. In this memo, staff provides responses to the specific questions presented in the Work Session Request Form. At the work session, staff will answer more general questions and provide the broader background on the concept of integrated pest management (IPM) and the City's implementation of IPM.

The Work Session Request questions and the responses from the Parks and Open Space Division staff are presented below.

Should the City of Eugene adopt policy to enhance current Integrated Pest Management protocols with a "Pesticide Use as a Last Alternative" and what challenges and benefits would result from such a policy?

The "pesticide use as a last alternative" approach to pest management is an integral part of POS' adopted IPM protocols. The POS IPM Policy requires that before any pesticide is applied:

- Thresholds for acceptable pest populations are set,
- the pest population is monitored, and
- practical preventive actions are taken.

If a pest population exceeds the tolerable threshold, and practical non-pesticide prevention methods are not effective in reducing the population below the threshold, control measures may be taken. The lowest-risk control method, for example hand-pulling weeds, is used first. If lower-risk methods are unsuccessful in controlling the pest, alternate methods such as targeted spraying may be employed.

Should the City of Eugene adopt a city-wide policy creating "pesticide-free parks" and what would be required to expand the "pesticide-free parks" protocol currently used at a select number of city parks to all city parks?

The current POS policy provides for adding parks to the Pesticide-Free Parks program as they are adopted by groups of volunteers who agree to help manage the weeds on the site. If all developed parks in the City were managed without the use of pesticides, the appearance and function of the parklands would change significantly unless additional resources were available to manage the pests. While volunteers play a vital role in the maintenance of Eugene's Pesticide-Free Parks, they have not always been able to keep up with the weeds in the PFP parks.

A 2007 study completed by Portland Parks and Recreation in partnership with the Northwest Center for Alternatives to Pesticides, 2004-2007 Pesticide Free Parks Trial Program, compared the cost of managing neighborhood parks through a pesticide-free parks program to the cost of managing the parks through the agency's existing IPM program. The study results showed that the PFP approach increased weed-management costs by nearly ten times, with most of the agency's costs involved with the volunteer coordination. Based on the Portland study, adoption of the PFP approach in all of Eugene's developed parks would cost about \$350,000 for one-time start up and at least \$275,000/year in additional ongoing operating costs. In addition, the program would likely require at least 19,000 hours of volunteer labor each year. Portland's study used medium-sized parks where weed pressure and landscape complexity were low, so the costs for Eugene's more complex system would likely be higher. The Portland research excluded natural areas from their study in order to avoid impacts on the existing weed management strategies in the natural areas.

An analysis contained in the report concluded that estimated carbon release per year was about three times higher for the PFP program compared to the IPM management model, largely due to the propane fuel used to burn weeds and the carbon generated by the volunteers' transportation to the sites.

Which parks currently have this protocol and what are the challenges and benefits for those parks?

As of December 2013, there are nine parks in Eugene's Pesticide-Free Parks Program:

- Awbrey Park, (Ward 5)
- Berkeley Park, (Ward 8)
- Brewer Park, (Ward 5)
- Friendly Park, (Ward 1)
- Gilbert Park, (Ward 7)
- Rosetta Park, (Ward 7)
- Scobert Gardens Park, (Ward 7)
- Shadow Wood Park, (Ward 2) and
- Washington Park (Ward 1).

Six of Eugene's pesticide-free parks comprise the original cohort of parks, selected in 2006 for the ease with which they could be maintained without pesticides or significant other inputs. Rosetta, Washington and Friendly Parks were added to the PFP program over the next seven years, through agreements with neighbors and other volunteers who committed to assisting with

the weed management in their park. The size, complexity, neighborhood values, and the number of park amenities at a park have a significant impact on the success of the pesticide-free approach to management. Washington Park, with ball fields, shrub beds, a playground, and a spray play area, has presented challenges for the program and volunteers have not always been able to keep up with the weed management at the park. Some neighbors of Rosetta Park have objected to the less-manicured appearance of their neighborhood park but in general complaints about the appearance of pesticide-free parks are unusual.

Eugene's Pesticide-Free Parks program provides parks throughout the City where park users can play and relax in an outdoor environment maintained without pesticides. People who are especially sensitive to chemicals, parents of young children, and other members of the community can recreate in a pesticide-free environment in their part of town. The pesticide-free parks are also community showcases for the many effective non-chemical methods that are available to manage pests.

What would be the challenges and benefits of expanding this protocol to all City parks?

The benefits of expanding the PFP protocol to all City parks would include: likely expansion of awareness of alternative weed-control methods and an increased sense of safety for individuals who are concerned about environmental exposures to chemicals.

The expansion of the Pesticide-Free-Parks program on any large scale presents many substantial challenges. The projected up-front expenses and increased ongoing costs for parks maintenance and volunteer coordination are outlined above. In Portland's study, eliminating the use of herbicides, and managing weeds through a volunteer-based program increased costs nearly tenfold. Pesticide applications in Eugene's developed parks are made in support of General Fund services and cost increases to the weed management program would have an impact on that funding source and potentially on other General Fund services.

If the Pesticide-Free Parks program were expanded from the developed parks to include the natural areas, such as Spencer Butte Park, the Ridgeline Park system (including the Ridgeline Trail), Delta Ponds, and the West Eugene Wetlands, where targeted use of herbicides is critical for habitat management and restoration work, we would expect to see significant expansion of invasive weed populations, loss of native habitat, and possible extirpation of sensitive species. Weed species such as ivy, blackberry, and false brome have spread throughout the City's natural areas, smothering and outcompeting native trees, shrubs and understory plants. Hand pulling and other volunteer activities have not proven effective in managing these invasives in natural areas and environmentally-aware land managers in POS and organizations such as The Nature Conservancy have developed protocols for effectively managing invasive weeds with an IPM approach that includes herbicides. POS staff has used these IPM protocols with great success in City natural areas, allowing enhancement and restoration of habitat previously over-run with invasive species. Some granting agencies, such as the Oregon Watershed Enhancement Board (OWEB), will not grant funds for pesticide-free invasive weed control projects because they have not proved to be effective. Without the option of using herbicides to implement the best management practices expected by OWEB, City restoration projects would be ineligible for funding by this major granting agency.

Item A.

For more information contact:

Kevin Finney, Park Operations Manager

541-682-4809

Kevin.p.finney@ci.eugene.or.us

ATTACHMENT B

COUNCIL RESOLUTION 5xxx

A RESOLUTION ENDORSING ON-GOING IMPLEMENTATION OF THE CITY OF EUGENE'S PARKS AND OPEN SPACE DIVISION'S INTEGRATED PEST MANAGEMENT (IPM) POLICY AND PROCEDURES, ENDORSING EXPANSION OF THE PESTICIDE-FREE PARKS PROGRAM, REQUIRING ALL CITY DEPARTMENTS TO ADOPT AN IPM POLICY AND PROCEDURES, AND BANNING USE OF NEONICOTINOIDS ON ALL CITY PROPERTY

DATE SUBMITTED: February 26, 2014

PASSED:

OPPOSED:

ABSENT:

REJECTED:

DEFERRED TO:

Resolution No. 5xxx

A RESOLUTION ENDORSING ON-GOING IMPLEMENTATION OF THE CITY OF EUGENE'S PARKS AND OPEN SPACE DIVISION'S INTEGRATED PEST MANAGEMENT POLICY AND PROCEDURES, ENDORSING EXPANSION OF THE PESTICIDE-FREE PARK PROGRAM, REQUIRING ALL CITY DEPARTMENTS TO ADOPT AN IPM POLICY AND PROCEDURES, AND BANNING THE USE OF NEONICOTINOIDS ON CITY PROPERTY

The City Council of the City of Eugene finds that:

A. In 1999, the City Council adopted as one of its main goals the following: *Healthy Natural and Built Environment* – a community that conserves and enhances the natural environment and provides an attractive and healthy place to live.

B. On February 28, 2000, the City Council adopted Resolution No. 4618 adopting a definition and statement of intent regarding application of sustainability principles to the City of Eugene, and affirmed the commitment of City elected officials and staff to uphold these principles.

C. In October 2000, the City of Eugene hired CH2M Hill, a consulting company, to perform a review of the City's practices and activities, and their associated potential to affect the environment. The final report entitled "*A Review of City of Eugene Activities for Potential to Affect the Natural Environment*" was released in March 2001. This assessment of City activities and their associated environmental impacts was intended to help identify activities that the City performs which may be harmful to the environment and to examine and implement ways to reduce those impacts. One of the recommendations in the final report was to work towards using Integrated Pest Management (IPM) principles and practices in all City-managed landscaping and maintenance.

D. In 2003, the City adopted and implemented an *Environmental Policy*. The policy states that the City of Eugene is committed to protecting, preserving, and restoring the natural environment and that City decision-making will be guided by the goals of increasing environmental benefits and reducing or eliminating negative environmental impacts in all aspects of the City's activities, while maintaining the City's fiscal integrity and the community's economic vitality.

E. One aspect of protecting public health is reducing the public's exposure to pesticides. According to the U.S. Environmental Protection Agency, infants and children may be especially sensitive to health risks posed by pesticides for several reasons: (a) their internal organs are still developing and maturing; (b) in relation to their body weight, infants and children eat and drink more than adults, possibly increasing their exposure to pesticides in food and water; and (c) certain behaviors, such as playing on floors or lawns or putting objects in their mouths, increase a child's exposure to pesticides used in homes and yards.

F. Recent research suggests that there is a possible link between pesticides that contain neonicotinoids and the die-off of plant pollinators, including honey bees, native bees, butterflies, moths, and other insects. Neonicotinoids are synthetic chemical insecticides that are similar in

structure and action to nicotine, a naturally occurring plant compound. Neonicotinoids are absorbed into plant tissue and can be present in pollen and nectar, making them potentially toxic to pollinators.

G. In March 2009, the City’s Parks and Open Space Division adopted an *Integrated Pest Management (IPM) Policy and Operations Manual*. The policy and operations manual applies to all City park and open space lands.

- To stay current with best management practices and information about the efficacy of different IPM protocols, the manual was updated in April 2010, May 2012, and June 2013.
- Within the manual, “No Pesticide Zones” are described for most areas where high numbers of park users, particularly infants and children, concentrate. For example, there are “No Pesticide Zones” around playgrounds, exercise stations, dog parks, picnic areas, community gardens, outdoor swimming pools, wading pools, and water spray play features.
- The Parks and Open Space Division is recognized regionally as a leader in the field of IPM on public lands.

H. In 2006, the Parks and Open Space Division initiated a Pesticide-Free Parks Program. A pesticide-free park is one that is maintained without the use of registered pesticides. No registered pesticides are used in a City of Eugene pesticide-free park during the calendar year of designation unless there is a threat to public health or safety. As of December 2013, there are nine parks in the Pesticide-Free Parks Program, which include the following:

- Awbrey Park,
- Berkeley Park,
- Brewer Park,
- Friendly Park,
- Gilbert Park,
- Rosetta Park,
- Scobert Gardens Park,
- Shadow Wood Park, and
- Washington Park.

I. The City Council finds that it would be in the public interest and consistent with adopted City policy for the City to continue to demonstrate its commitment to a safe and healthy community environment through continued implementation of Integrated Pest Management practices in our parks and open spaces and expansion of the Pesticide Free Park Program.

NOW, THEREFORE,

BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF EUGENE, a Municipal Corporation of the State of Oregon, as follows:

Section 1. The City’s Parks and Open Space Division will continue to implement its Integrated Pest Management (IPM) policy and procedures on all City park and open space lands. The IPM procedures will be updated periodically, as new information and best management practices become available. The most current version of the IPM Policy and Operations Manual will continue to be accessible to the public from the City’s web site.

Section 2. The City's Parks and Open Space Division will work, to the best of its ability, to expand its Pesticide-Free Parks Program to additional Neighborhood Parks.

Section 3. Within eighteen (18) months following the adoption of this Resolution, all Departments within the City of Eugene shall adopt an Integrated Pest Management policy and associated operational procedures and begin operating consistent with the policy and procedures.

Section 4. Beginning with the effective date of this Resolution, the City of Eugene will not use any product that contains neonicotinoids on any City property.

Section 5. This Resolution shall become effective immediately upon its adoption.

The foregoing Resolution adopted the 26th day of February, 2014.

City Recorder

Integrated Pest Management for City Parks and Facilities

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Kevin Finney
Park Operations Manager



February 26, 2014

Integrated Pest Management for City Parks and Facilities

1. What pests do we control?
2. Integrated Pest Management (IPM)
 1. *The IPM decision-making process*
 2. *How the City uses IPM*
3. Partnering to reduce the use of pesticides
4. Questions

What pests do we control?

The pests most frequently controlled by City staff include:

- Weeds such as ivy, blackberry, and other invasive non-natives, and
- Animals including mice, ants and wasps.

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Integrated Pest Management (IPM)

POS and Facility Management use IPM, a rational framework for making decisions about pest control. The IPM approach includes:



1. Establishment of action thresholds
2. Identification and monitoring of pests
3. Prevention to manage pests before they become a threat.
4. Control actions when prevention methods do not manage the pest
5. Evaluation and adjustment to continually improve outcomes

Integrated Pest Management (IPM)

Where the City uses IPM:

- All City parks and natural areas
- Fire Stations, Police Headquarters and Emergency Services Campuses
- The Hult Center, Atrium and Train Depot
- Laurelwood Golf Course
- Pools and Community Centers
- Downtown flower pots
- The 911 Center
- The Wastewater Treatment Plant
- Campbell Senior Center
- Street median plantings



How the City uses IPM – Policy and Procedures

Integrated Pest Management (IPM) Policy and Operations Manual

City of Eugene
Public Works Department
Parks and Open Space Division
1820 Roosevelt Blvd.
Eugene, OR 97402-4159
541-682-4800
www.eugene-or.gov/parks



May 15, 2012

- The POS IPM Policy and Operations Manual outlines prevention and control methods for pests in more than 20 specific landscapes and habitat types.
- The latest edition of The POS IPM Manual contains over 100 pages of information about using IPM to manage pests in parks and natural areas.
- The POS IPM Manual has been adapted for the IPM programs in the Facility Management and Wastewater Divisions.

How the City uses IPM – No Spray Zones

POS has designated No-Spray Zones in developed parks, establishing setbacks of 25 to 100 feet around:

- Playgrounds
- Picnic areas
- Dog parks
- Stormwater inlets
- Swimming pools
- Community gardens



How the City uses IPM

The Facility Management Division manages the lawns and beds at several City facilities without the use of pesticides:

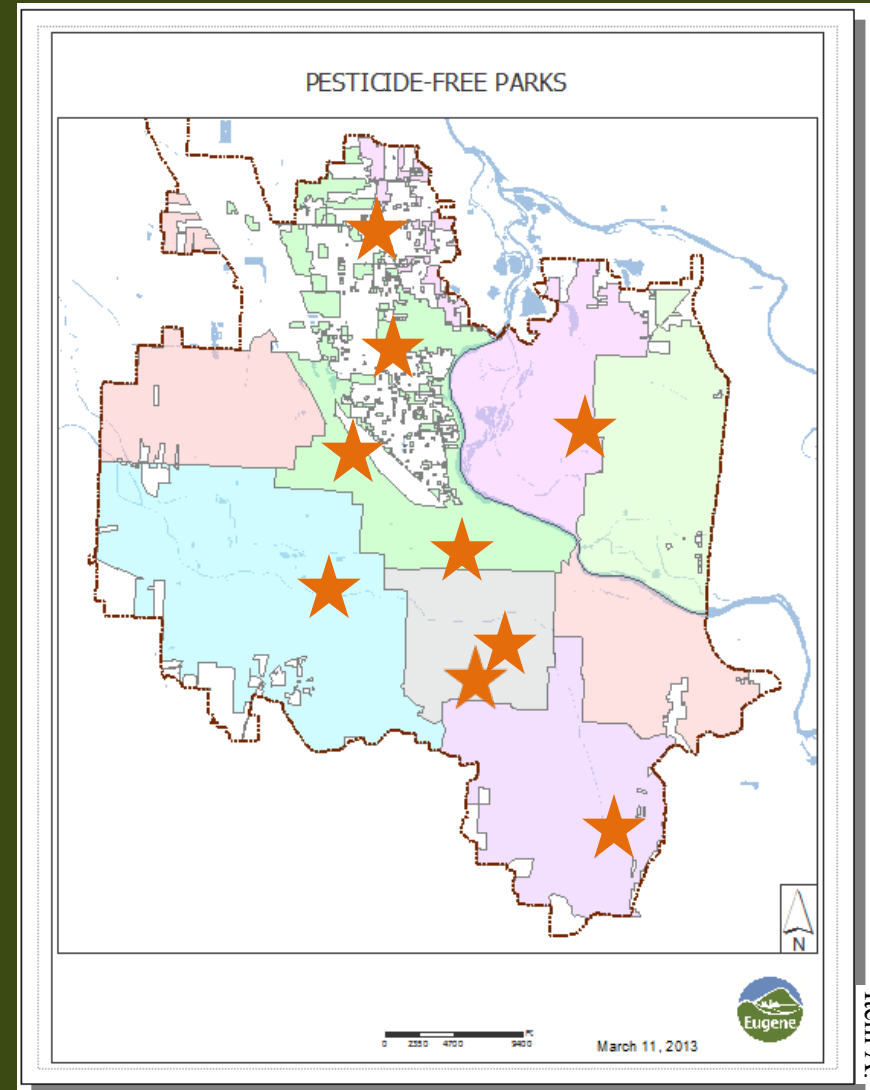
- Facility Management Campus and Lincoln Yards
- Police Services Building
- The Train Depot
- Washington Park and River House Community Centers
- The Police Headquarters Building
- The Kaufman House



How the City uses IPM – Pesticide-Free Parks

Parks and Open Space partnered with the Northwest Center for Alternatives to Pesticides (NCAP) and neighborhood groups to establish nine Pesticide-Free Parks throughout the City:

- Awbrey Park - Ward 5
- Berkeley Park - Ward 8
- Brewer Park - Ward 5
- Friendly Park - Ward 1
- Gilbert Park - Ward 7
- Rosetta Park - Ward 7
- Scobert Gardens Park - Ward 7
- Shadow Wood Park - Ward 2
- Washington Park - Ward 1



How the City uses IPM – Facilities landscapes and buildings

The Facility Management Division also:

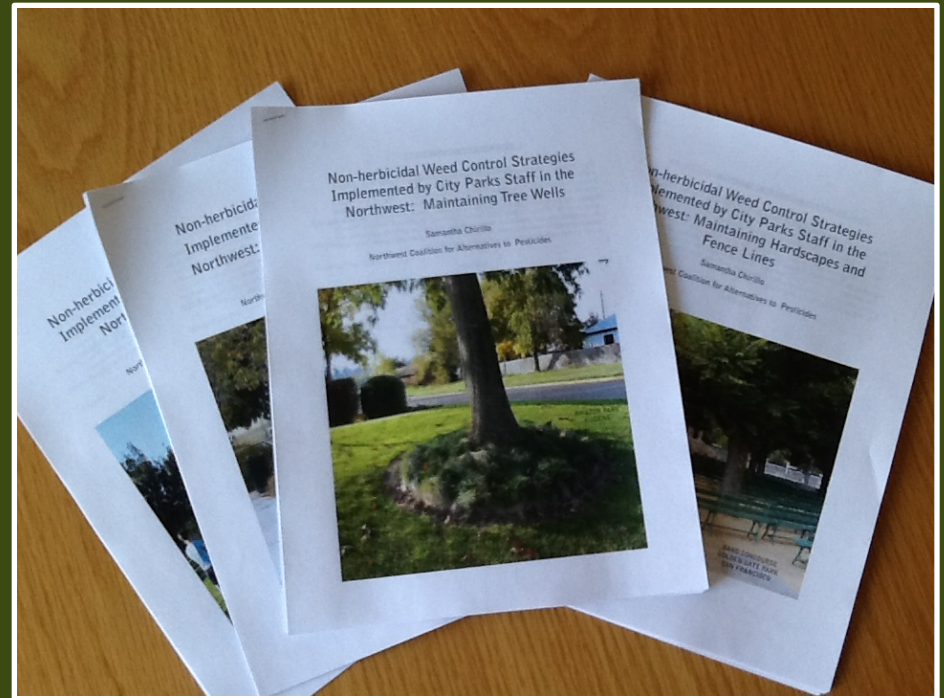
- Works with on-site staff to manage pests such as fleas and mice in City facilities without the use of pesticides.



- Uses IPM to manage crane fly in the turf at Fire Stations 2, 6 and 11 without the use of pesticides.

Partnering to reduce the use of pesticides

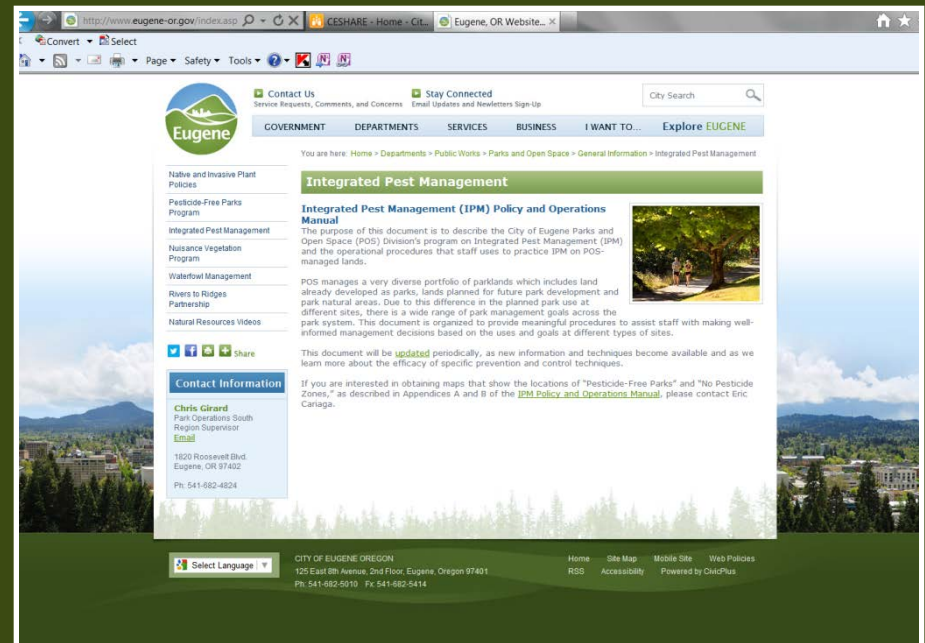
- Parks and Open Space also partners with NCAP and other park management agencies throughout the West to document and publish best management practices for park systems.
- To date, POS staff has contributed to four white papers on non-herbicidal control strategies for park maintenance.



Promoting the IPM approach

The City website includes:

- A link to the POS Integrated Pest Management Policy and Operations Manual.
- Information about the City's Pesticide-Free Parks, and
- A link to the NCAP website and access to NCAP's library of information on non-chemical pest control methods.



Questions?



