Communication from Public

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Comments for Public Posting: Beyond Pesticides supports the adoption of an organic land management in Los Angeles parks and playing fields and support Councilmember Koretz's motion to study three organic parks. Beyond Pesticides strongly encourages the passage of an organic landscaping pilot parks program. This program will help the city shift to sustainable land management practices, ensuring that the products and practices used in Los Angeles are compatible the organic systems that protect people and local ecology. This legislation takes on a special importance during the current public health pandemic and into the future. The chemical pesticides restricted by this legislation can contribute to underlying conditions that increase people's vulnerability to Covid-19, the coronavirus—especially those with immune and nervous system, respiratory disease, and other illnesses. And because people of color residents are disproportionately affected by Covid-19, taking steps to eliminate hazards that exacerbate those risks, is absolutely critical. Earlier this year, The Black Institute, an environmental justice organization based in New York City, released a report finding significant disparities in where pesticides were applied in that city, with low income residents at greatest risk. Because many low-income residents are living in apartments, with no yard space, they and their families are big users of public parks. In addition to protecting the residents of the city and the surrounding ecosystem that Los Angeles shares with other communities, as lawmakers you play an instrumental role in exploring proven ways to tackle inequality and environmental racism, the devastating declines in biodiversity, and reverse climate change by promoting soil carbon sequestration. I am attaching the full text of our comments. Thank you. Jay Feldman, executive director, Beyond Pesticides.



Statement of
Jay Feldman, Executive Director
Beyond Pesticides

on

Organic Landscaping Pilot Programs

Council File #18-0788

to

Los Angeles City Council, Health, Education, Neighborhoods, Parks, Arts, and River Committee

June 26, 2020

Thank you for the opportunity to address the Committee. Beyond Pesticides is a national, grassroots, membership organization that represents community-based organizations and a range of people seeking to improve protections from pesticides and promote alternative pest management strategies that reduce or eliminate a reliance on toxic pesticides. Our membership spans the 50 states, the District of Columbia, and groups around the world. We are submitting this statement on behalf of our supporters who are residents of Los Angeles.

Beyond Pesticides supports the adoption of an organic land management in Los Angeles parks and playing fields and support Councilmember Koretz's motion to study three organic parks.

Beyond Pesticides strongly encourages the passage of an organic landscaping pilot parks program. This program will help the city shift to sustainable land management practices, ensuring that the products and practices used in Los Angeles are compatible the organic systems that protect people and local ecology. We are seeing across the country the adoption of land management practices that stop the unnecessary use of hazardous pesticides applied for aesthetic purposes. While addressing urgent local concerns related to public health and the environment, moving ahead with pilot sites that adopt organic land management will be an important first step to reversing the escalating crisis in biodiversity, including pollinator declines and the climate crisis—which is exacerbated by petroleum-based, synthetic pesticides, the release of carbon into the environment, and the lost opportunity to sequester carbon in organic soil systems.

This legislation takes on a special importance during the current public health pandemic and into the future. The chemical pesticides restricted by this legislation can contribute to underlying conditions that increase people's vulnerability to Covid-19, the coronavirus—especially those with immune and nervous system, respiratory disease, and other illnesses. Since the Centers of Disease Control and Prevention (CDC) has indicated that older people and those with co-morbidity factors are at elevated risk to Covid-19, it is critical that local jurisdictions, like Los Angeles, take urgent steps to reduce risk factors. This is especially true

where there is disproportionate risk to the essential workforce and a high number of at-risk residents, which is the case in Los Angeles.

The quicker we can move to eliminate unnecessary toxic pesticides—which are unnesssary and cost-effective in turf and landscape management— the City will provide critical protections for community health, particularly for children, the elderly, and vulnerable population groups that suffer from compromised immune and neurological systems, cancer, reproductive problems, respiratory illness and asthma, Parkinson's, Alzheimer's, diabetes, or learning disabilities. We urge the Council Committee to adopt this measure, and begin the urgent transition to hazard reduction at a time of increasing awareness of the danger that pesticides pose to human health and the environment, while the federal regulatory system is undergoing a severe reduction in programmatic work, adequate scientific assessment, and, in many cases, a reversal of safety decisions that had been made by the U.S. Environmental Protection Agency (EPA) previously. This is an urgent problem, given that the state regulatory system relies heavily on the underlying scientific determinations of EPA.

Restricting Hazardous Pesticide Use Promotes Environmental Justice

Earlier this year, The Black Institute, an environmental justice organization based in New York City, released a report finding significant disparities in where pesticides were applied in that city, with low income residents at greatest risk. Because many low-income residents are living in apartments, with no yard space, they and their families are big users of public parks. Adoption of this legislation could lead to a city-wide land management program that especially protects children, a vulnerable population groups, from exposure to pesticide use at local parks, playgrounds, and playing fields.

As The Black Institute report reads, "It is difficult to keep children happy and healthy on a miniscule budget. Poisoning parks with toxic chemicals is yet another strike against the Black and Brown community. Enjoying a free, public space should not carry unexpected consequences. The number of cancer cases being reported should be a reminder to city officials that the herbicide [glyphosate] is not safe and should not be treated as such. A chemical that disproportionately impacts people of color is an act of environmental racism. When Black and Brown families that are economically disadvantaged must bear the burden of toxic exposure at a higher rate than white families, there is no argument that can change the racist nature of the subject."²

Not only will this legislation begin a process that protects low-income communities at local parks, it will also stop hazardous pesticide drift from occurring onto neighboring property, as well as in homeowner associations and condominium complexes where residents often have little say over landscaping practices. (See Addendum B—Key Areas of Public Health Concern with Toxic Pesticides)

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¹ The Black Institute. 2020. Poison Parks. https://theblackinstitute.org/wp-content/uploads/2020/01/TBI Poison Parks Report. 010820 FINAL.pdf.

² Ibid.

Healthy Lawn Ordinances Gaining Momentum

Beyond Pesticides has seen firsthand the adoption of strong pesticide reform ordinances in communities throughout the country. Beyond Pesticides' *Map of Pesticide Reform Policies* highlights over 180 communities that have enacted some level of lawn and landscape pesticide reduction policy.³ The organization has been involved in implementation of the practices required by these policies by conducting soil analyses on demonstration sites to evaluate soil biology, holding training seminars to teach cultural practices and organic compatible materials (See Products Compatible with Organic Land Management⁴), and producing organic land management plans that build soil microbial life to cycle nutrients naturally. This approach supports turf systems in parks and on playing fields that are more resilient, better able to withstand stress, and less dependent on water resources.

As land managers learn the horticultural techniques utilized by organic land managers, including cultural practices and organic compatible products, there is greater appreciation for the benefits of moving to these common sense, sustainable approaches to land care. (See Addendum A—Economic Benefits of Organic Management)

Conclusion

In light of the success and urgent need to move toward safer land management practices, we urge the Los Angeles City Council to approve the implementation of organic pilot sites. In addition to protecting the residents of the city and the surrounding ecosystem that Los Angeles shares with other communities, as lawmakers you play an instrumental role in exploring proven ways to tackle inequality and environmental racism, the devastating declines in biodiversity, and reverse climate change by promoting soil carbon sequestration.

Thank you for your consideration of our comments. We remain available to answer any questions on the hazards of pesticides and the benefits of natural land care.

³ Beyond Pesticides Map of Pesticide Reform Policies. 2016. https://www.google.com/maps/d/viewer?mid=1VLpVWvifO2JOrgxf1-d1DLyDruE&II=39.03573413957711%2C-94.19459570507814&z=5.

⁴ Beyond Pesticides Organic Compatible Product List. 2020. bit.ly/OrganicCompatible.

Addendum A. Economic Benefits of Organic Management

Incentivizing a Systems Approach that Eliminates the Need for Toxic Pesticides

By limiting the use of pesticides linked to adverse health and environmental outcomes, local pesticide ordinances can incentivize land managers to transition to practices that have been shown to maintain turf expectations with *de minimis* financial implications. While conventional, chemical-intensive turf and landscape management programs are generally centered on a synthetic product approach that continually treats the symptoms of turf problems with toxic chemicals, the alternative, systems-based approach focuses on the root causes of pest problems, which lie in the soil. These cutting edge land management techniques reveal that toxic pesticides are not needed for successful turf management. Rather, this approach incorporates preventive steps based on supporting soil biology to improve soil fertility and turf grass health, natural or organic products based on a soil analysis that determines need, and specific cultural practices, including mowing height, aeration, dethatching, and over-seeding.

Research from the University of Maryland finds that proper mowing height alone can reduce weed and diseases by 50 to 80% in fescue grass. In the case of mowing high, the natural system supported by this practice is an increase in the root depth of grass. Deeper roots provide greater capacity for the grass to draw water and nutrients from the soil, and stronger grass plants are better able to crowd out weeds or slough off pest pressure. Thus, the practices incorporated as part of a systems approach build resiliency, a term used to describe the ability for an environment to bounce back to its previous state after a disturbance. By fostering healthy soil biology, this approach leads to less need for outside inputs, such as synthetic pesticides and fertilizers. And when properly maintained, lawns and playing fields cared for in this way meet the same expectations of conventional, chemically managed turf.

Cost of Organic Is on Par with Conventional in the Long-Term

Although there is often significant discussion over the expense of transitioning to an organic land care program, the cost of implementing an organic systems approach is not likely to be substantially more than current costs, and there is likely to be savings in the long-term. This is because chemical-intensive turf and landscape management programs are generally centered on an approach reliant on costly synthetic products that continually treat symptoms with toxic chemicals, rather than focus on the root causes of pest problems, which lie in the soil. Experience finds that an organic systems approach will build a soil environment rich in microbial diversity that will produce strong, healthy landscapes able to withstand stress from weeds, pests, fungus and other disease.

In considering cost, local governments should reflect on the externalities associated with pesticide use, including its effect to reduce the risk of exposure to carcinogens, prevent the contamination of groundwater and surface water, and the poisoning of wildlife. These are costs that residents are already paying for, through hospital visits, expensive clean-ups, and the need for species conservation and habitat restoration. An organic land care program is not only generally on par with and in the long run less expensive than a conventional chemical based

⁵ University of Maryland. 2016. Mowing/Grasscycling.. https://extension.umd.edu/hgic/mowinggrasscycling-lawns.

program, it also reduces and in many cases eliminates costly externalities borne by the community at large.

The following provide select examples of the experience of cities and institutions with organic land care programs:

- A report, produced by nationally renowned turfgrass expert and Beyond Pesticides' board member Chip Osborne in coordination with Grassroots Environmental Education, looks specifically at the cost of conventional and organic turf management on school athletic fields. The report concludes that once established, a natural turf management program can result in savings of greater than 25% compared to a conventional turf management program.⁶
- There is also the research from Harvard University which determined that, ultimately, total operating costs of its organic maintenance program are expected to be the same as the conventionally based program. In a 2009 New York Times article, the school determined that irrigation was reduced by 30%, saving 2 million gallons of water a year as a result of reduced irrigation needs. The school was also spending \$35,000/year trucking yard waste off site. The university can now use those materials for composting and has saved an additional \$10k/year due to the decreased cost and need to purchase fertilizer from off-campus sources. 8
- The Department of Energy and Environmental Protection in the state of Connecticut, which itself has a successful ban on pesticide use in school playing fields, notes in its information on organic lawn care that, "If your lawn is currently chemically dependent, initially it may be more expensive to restore it. But in the long- term, an organic lawn will actually cost you less money. Once established, an organic lawn uses less water and fertilizers, and requires less labor for mowing and maintenance."
- The experience in South Miami, FL may also be instructive. The city completed a two-year pilot program that limited toxic pesticide use only to organic certified products, the city codified the practice into law. memorandum codifying these practices into law. A memo by the city describes the success of this approach regarding cost. It reads, "Thusfar this initiative has been a qualified success, allowing the city to cut down on its wastefootprint significantly at relatively little expense, and providing a model for other local government to use as guidance." ¹⁰
- One year after passing and implementing an organic landscape management policy, the
 City of Irvine California's fields look "as pristine as ever," according to the Orange

http://www.nytimes.com/2009/09/24/garden/24garden.html? r=2

⁶ Osborne, Charles and Doug Wood. 2010. A cost Comparison of Conventional (Chemical) Turf Management and Natural (Organic) Turf Management on School Athletic Fields. Grassroots Environmental Education. http://www.grassrootsinfo.org/pdf/turfcomparisonreport.pdf

⁷ Raver, Anne. 2009. The Grass is Greener at Harvard.

⁸ Harvard University. 2009. Harvard Yard Soils Restoration Project Summary Report.

http://www.slideshare.net/harvard_uos/harvard-yard-soils-restoration-project-summary-report-22509-4936446.

⁹ Connecticut Department of Energy and Environmental Protection. 2016. Organic Land Care: Your neighbors will

[&]quot;go green" with envy. http://www.ct.gov/deep/cwp/view.asp?a=2708&q=382644#Expensive.

¹⁰ City of South Miami. 2019. City Commission Agenda Item Report: Inter-office Memorandum. https://beyondpesticides.org/assets/media/documents/SouthMiami FL Organicordinance.pdf.

County Register.¹¹ It notes further, "Weeding by hand and using organic pesticides, which must be applied more frequently, will increase costs by about 5.6 percent in a \$21.2 million landscaping budget, according to a city report on implementation of the program."

While a decade ago the natural systems approach required slightly increased up-front costs and saw savings in the long run, technology and practices have now progressed to the point where parity can often be achieved from the outset.

¹¹ Perkes, Courtney. 2017. Irvine Little League mom leads charge to wipe out pesticides on ball fields nationwide. Orange County Register. http://www.ocregister.com/2017/05/24/irvine-group-working-to-get-pesticides-off-city-baseball-fields-nationwide/.

Appendix B. Key Areas of Public Health Concern with Toxic Pesticides

Pesticide-Induced Diseases

The scientific literature documents elevated rates of chronic diseases among people exposed to pesticides, with increasing numbers of studies associated with both specific illnesses and a range of illnesses. Beyond Pesticides' Pesticide-Induced Diseases Database¹² documents over 750 studies linked to human health effects. Of which, there are 359 studies on cancer; 107 studies on sexual and reproductive dysfunction; 102 studies on Parkinson's disease; 87 studies on learning and developmental disorders; 33 studies on birth defects; 32 studies on asthma; 18 studies on diabetes; and 12 studies on Alzheimer's disease.

The studies in the database show that our current approach to restricting pesticide use through risk assessment-based mitigation measures is not working. This failed human experiment must be ended. The warnings of those who have expressed concerns about risk assessment, such as U.S. Environmental Protection Agency (EPA) Administrator under Presidents Nixon and Reagan, William Ruckelshaus, have been borne out by three decades of use and study. Mr. Ruckelshaus in 1984 said, "We should remember that risk assessment data can be like the captured spy: If you torture it long enough, it will tell you anything you want to know." EPA's risk assessment fails to look at chemical mixtures, synergistic effects, certain health endpoints (such as endocrine disruption), disproportionate effects to vulnerable population groups, and regular noncompliance with product label directions. These deficiencies contribute to its severe limitations in defining real world poisoning, as captured by epidemiologic studies in the database.

Children's Vulnerability

Children face unique dangers from pesticide exposure. The National Academy of Sciences reports that children are more susceptible to chemicals than adults and estimates that 50% of lifetime pesticide exposures occur during the first five years of life. In fact, studies show children's developing organs create "early windows of great vulnerability" during which exposure to pesticides can cause great damage. For example, according to researchers at the University of California-Berkeley School of Public Health, exposure to pesticides while in the womb increases the odds that a child will have attention deficit hyperactivity disorder (ADHD). Likewise, Cincinnati Children's Hospital Medical Center found a strong association between urinary concentrations of pyrethroids, a commonly used lawn care pesticide, and the development of ADHD, primarily in boys (aged 8 to 15). Any concentrations found above the

¹² Beyond Pesticides. 2020. Pesticide Induced Diseases Database. http://www.beyondpesticides.org/resources/pesticide-induced-diseases-database/overview.

¹³ National Research Council, National Academy of Sciences. 1993. Pesticides in the Diets of Infants and Children, National Academy Press, Washington, DC: 184-185.

¹⁴ Landrigan, P.J., L Claudio, SB Markowitz, et al. 1999. "Pesticides and inner-city children: exposures, risks, and prevention." Environmental Health Perspectives 107 (Suppl 3): 431-437.

¹⁵ Marks AR, Harley K, Bradman A, Kogut K, Barr DB, Johnson C, et al. 2010. Organophosphate Pesticide Exposure and Attention in Young Mexican-American Children: The CHAMACOS Study. Environ Health Perspect 118:1768-1774.

level of detection corresponded to a three-fold increase in the chance of developing ADHD, when compared to boys without detectable levels.¹⁶

As EPA points out in its document, *Pesticides and Their Impact on Children: Key Facts and Talking Points*:¹⁷

- "Due to key differences in physiology and behavior, children are more susceptible to environmental hazards than adults."
- "Children spend more time outdoors on grass, playing fields, and play equipment where pesticides may be present."
- "Children's hand-to-mouth contact is more frequent, exposing them to toxins through ingestion."

In 2012, the American Academy of Pediatrics (AAP) released a landmark policy statement, *Pesticide Exposure in Children*, on the effects of pesticide exposure in children, acknowledging the risks to children from both acute and chronic effects. AAP's statement notes that, "Children encounter pesticides daily and have unique susceptibilities to their potential toxicity." The report discusses how kids are exposed to pesticides every day in air, food, dust, and soil. Children also frequently come into contact with pesticide residue on pets and treated lawns, gardens, and indoor spaces.

Pesticides, such as glyphosate and its formulated products (Roundup) and 2,4-D, both widely used on turf and lawns, can be tracked indoors resulting in long-term exposures. Scientific studies show that pesticides, like 2,4-D, that are applied to lawns drift and are tracked indoors where they settle in dust, air and on surfaces and may remain in carpets. Pesticides in these environments may increase the risk of developing asthma, exacerbate a previous asthmatic condition, or even trigger asthma attacks by increasing bronchial hyper-responsiveness. This is especially important as infants crawling behavior and proximity to the floor account for a greater potential than adults for dermal and inhalation exposure to contaminants on carpets, floors, lawns, and soil.

¹⁶ Wagner-Schuman, et al. 2015. Association of pyrethroid pesticide exposure with attention-deficit/hyperactivity disorder in a nationally representative sample of U.S. children. Environmental Health 14, 44. https://ehjournal.biomedcentral.com/articles/10.1186/s12940-015-0030-y

¹⁷ See: https://www.epa.gov/sites/production/files/2015-12/documents/pest-impact-hsstaff.pdf.

¹⁸ Roberts JR, Karr CJ; Council On Environmental Health. 2012. Pesticide exposure in children. Pediatrics. 2012 Dec; 130(6):e1765-88.

¹⁹ Nishioka, M., et al. 1996. Measuring lawn transport of lawn-applied herbicide acids from turf. Env Science Technology, 30:3313-3320.

²⁰ Nishioka, M., et al. 2001. "Distribution of 2,4-D in Air and on Surfaces Inside Residences. Environmental Health Perspectives 109(11).

²¹ Hernández, AF., Parrón, T. and Alarcón, R. 2011. Pesticides and asthma. Curr Opin Allergy Clin Immunol.11(2):90-6.

²² Bearer, CF. 2000. The special and unique vulnerability of children to environmental hazards. Neurotoxicology 21: 925-934; and Fenske, R., et al. 1990. Potential Exposure and Health Risks of Infants following Indoor Residential Pesticide Applications. Am J. Public Health. 80:689-693.

A study published in the Journal of the National Cancer Institute finds that household and garden pesticide use can increase the risk of childhood leukemia as much as seven-fold.²³ Similarly, a 2010 meta-analysis on residential pesticide use and childhood leukemia finds an association with exposure during pregnancy, as well as to insecticides and herbicides. An association is also found for exposure to insecticides during childhood.²⁴

Prenatal exposures to pesticides can also have long-lasting impacts on infants and children. Herbicides, like glyphosate, can adversely affect embryonic, placental and umbilical cord cells, and can impact fetal development. Preconception exposures to glyphosate were found to moderately increase the risk for spontaneous abortions in mothers exposed to glyphosate products. One 2010 analysis observed that women who use pesticides in their homes or yards were two times more likely to have offspring with neural tube defects than women who did not use pesticides. Studies also find that pesticides, like 2,4-D, can also pass from mother to child through umbilical cord blood and breast milk. 27,28

Biomonitoring testing has also documented pesticide residues in children. Residues of lawn pesticides, like 2,4-D and mecoprop, were found in 15 percent of children tested, ages three to seven, whose parents had recently applied the lawn chemicals. Breakdown products of organophosphate insecticides were present in 98.7 percent of children tested.²⁹ In one study, children in areas where glyphosate is routinely applied were found to have detectable concentrations in their urine.³⁰ While glyphosate is excreted quickly from the body, it was concluded, "a part may be retained or conjugated with other compounds that can stimulate biochemical and physiological responses." A 2002 study finds children born to parents exposed to glyphosate show a higher incidence of attention deficit disorder and hyperactivity.³¹

Pesticides and Pets

Studies find that dogs exposed to herbicide-treated lawns and gardens can double their chance of developing canine lymphoma (1) and may increase the risk of bladder cancer in certain breeds by four to seven times (2).

²³ Lowengart, R. et al. 1987. Childhood Leukemia and Parent's Occupational and Home Exposures. Journal of the National Cancer Institute. 79:39.

²⁴ Turner, M.C., et al. 2010. Residential pesticides and childhood leukemia: a systematic review and meta-analysis. Environ Health Perspect 118(1):33-41.

²⁵ Arbuckle, T. E., Lin, Z., & Mery, L. S. (2001). An Exploratory Analysis of the Effect of Pesticide Exposure on the Risk of Spontaneous Abortion in an Ontario Farm Population. Environ Health Perspect, 109, 851–857.

²⁶Brender, JD., et al. 2010. Maternal Pesticide Exposure and Neural Tube Defects in Mexican Americans. Ann Epidemiol. 20(1):16-22.

²⁷ Pohl, HR., et al. 2000. Breast-feeding exposure of infants to selected pesticides. Toxicol Ind Health. 16:65-77.

²⁸ Sturtz, N., et al. 2000. Detection of 2,4-dichlorophenoxyacetic acid (2,4-D) residues in neonates breast-fed by 2,4-D exposed dams. Neurotoxicology 21(1-2): 147-54.

²⁹ Valcke, Mathieu, et al. 2004. Characterization of exposure to pesticides used in average residential homes with children ages 3 to 7 in Quebec. National Institute of Public Health, Québec.

³⁰ Acquavella, J. F., et al. (2004). Glyphosate Biomonitoring for Farmers and Their Families: Results from the Farm Family Exposure Study. Environ Health Perspect. 112(3), 321-326.

³¹ Cox C. 2004. Journal of Pesticide Reform. Vol. 24 (4) citing: Garry, V.F. et al. 2002. "Birth defects, season of conception, and sex of children born to pesticide applicators living in the Red River Valley of Minnesota." Environ. Health Persp. 110 (Suppl. 3):441-449.

- (1) Scottish Terriers exposed to pesticide-treated lawns and gardens are more likely to develop transitional cell carcinoma of the bladder, a type of cancer.³²
- (2) "Statistically significant" increase in the risk of canine malignant lymphoma in dogs when exposed to herbicides, particularly 2,4-D, commonly used on lawns and in "weed and feed" products.³³

Adverse Effects to Wildlife

While the data is pouring in on intersex species in waterways that surround urban and suburban areas and there are certainly a mix of factors, the contribution of runoff from suburban landscapes are seen as an important contributor. In *Suburbanization, estrogen contamination, and sex ratio in wild amphibian populations,* the authors from Yale University's School of Forestry and Environmental Studies and the U.S. Geological Survey (USGS) find the following: "While there is evidence that such endocrine disruption can result from the application of agricultural pesticides and through exposure to wastewater effluent, we have identified a diversity of endocrine disrupting chemicals within suburban neighborhoods. Sampling populations of a local frog species, we found a strong association between the degree of landscape development and frog offspring sex ratio. Our study points to rarely studied contamination sources, like vegetation landscaping and impervious surface runoff, that may be associated with endocrine disruption environments around suburban homes."³⁴

³² Hayes, H. et al., 1991. "Case-control study of canine malignant lymphoma: positive association with dog owner's use of 2,4-D acid herbicides," Journal of the National Cancer Institute, 83(17):1226.

³³ <u>Glickman, Lawrence, et al. 2004. "Herbicide exposure and the risk of transitional cell carcinoma of the urinary bladder in Scottish Terriers," Journal of the American Veterinary Medical Association 224(8):1290-1297.</u>

³⁴ Lambert, M.R., Giller, G.S.J., Barber, L.B., Fitzgerald, K.C., Skelly, D.K., 2015. Suburbanization, estrogen contamination, and sex ratio in wild amphibian populations. Proc. Natl. Acad. Sci. 112, 11881e11886.

Appendix D. The Failure of EPA's Regulatory System

Pesticides are, by their very nature, poisons. The Federal Insecticide Fungicide and Rodenticide Act (FIFRA), the law governing pesticide registration and use in the U.S., relies on a risk-benefit assessment, which allows the use of pesticides with known hazards based on the judgment that certain levels of risk are acceptable. However, EPA, which performs risk assessments, assumes that a pesticide would not be marketed if there were no benefits to using it and therefore no risk/benefit analysis is conducted or evaluated by the agency "up front." Registration of a pesticide by EPA does not guarantee that the chemical is "safe," particularly for vulnerable populations such as pregnant mothers, children, pets, and those with chemical sensitivities. Below are examples of concern within the pesticide registration process. These factors should give pause to lawmakers tasked with protecting public and environmental health, and supports action to prohibit toxic pesticides and, in so doing, encourage alternatives.

Conditional Registration. EPA will often approve the use of a pesticide without all of the necessary data required to fully register the chemical, and will assign it a "conditional" registration. The agency assumes that while it waits for additional data the product would not cause adverse impacts that would prevent an eventual full registration. A recent report (2013) from the Government Accountability Office, entitled EPA Should Take Steps to improve Its Oversight of Conditional Registrations, 35 strongly criticizes this process, citing poor internal management of data requirements, constituting an "internal control weakness." The report states, "The extent to which EPA ensures that companies submit additional required data and EPA reviews these data is unknown. Specifically, EPA does not have a reliable system, such as an automated data system, to track key information related to conditional registrations, including whether companies have submitted additional data within required time frames." However, these recommendations do not go far enough. Pesticides without all the data required for a full understanding of human and environmental toxicity should not be allowed on the market. Several historic examples exist of pesticides that have been restricted or canceled due to health or environmental risks decades after first registration. Chlorpyrifos, an organophosphate insecticide, which is associated with numerous adverse health effects, including reproductive and neurotoxic effects, had its residential uses canceled in 2001. Others, like propoxur, diazinon, carbaryl, aldicarb, carbofuran, and most recently endosulfan, have seen their uses restricted or canceled after years on the market due to unreasonable human and environmental effects. Recently, a product manufactured by DuPont, Imprelis, with the active ingredient aminocyclopyrachlor, was removed from the market only two years after EPA approval under conditional registration.³⁶ Marketed as a broadleaf weed killer, Imprelis was found to damage and kill trees. However, in EPA's registration of the chemical, the agency noted, "In accordance with FIFRA Section 3(c)(7)(C), the Agency believes that the conditional registration of aminocyclopyrachlor will not cause any unreasonable adverse effects to human health or to the environment and that the use of the pesticide is in the public's interest; and is

³⁵ Government Accountability Office. August 2013. EPA Should Take Steps to Improve Its Oversight of Conditional Registrations. GAO-13-145. http://www.gao.gov/products/GAO-13-145.

³⁶ Environmental Protection Agency. June 2012. Imprelis and Investigation of Damage to Trees. http://www.epa.gov/pesticides/regulating/imprelis.html.

therefore granting the conditional registration."37

Failure to test or disclose inert ingredients. Despite their innocuous name, inert ingredients in pesticide formulations are neither chemically, biologically, or toxicologically inert; in fact they can be just as toxic as the active ingredient. Quite often, inert ingredients constitute over 95% of the pesticide product. In general, inert ingredients are minimally evaluated, even though many are known to state, federal, and international agencies to be hazardous to human health. For example, until October 23, 2014, 38 creosols, chemicals listed as hazardous waste under Superfund regulations and considered possible human carcinogens by EPA,³⁹ were allowed in pesticide formulations without any disclosure requirement. EPA recently took action to remove cresols and 71 other inert ingredients from inclusion in pesticide formulations as a result of petitions from health and consumer groups. However, numerous hazardous inerts remain. For example, a 2009 study, entitled Glyphosate Formulations Induce Apoptosis and Necrosis in Human Umbilical, Embryonic, and Placental Cells, 40 found that an inert ingredient in formulations of the weed killer Roundup (glyphosate), polyethoxlated tallowamine (POEA), is more toxic to human cells than the active ingredient glyphosate, and, in fact, amplifies the toxicity of the product – an effect not tested or accounted for by the pesticide registration process. A 2014 study, Major pesticides are more toxic to human cells than their declared active principle, found inert ingredients had the potential to magnify the effects of active ingredients by 1,000-fold.

Pesticide manufacturers argue against the disclosure of inert ingredients on pesticide product labels, maintaining that this information is proprietary. Limited review of inert ingredients in pesticide products highlights a significant flaw with the regulatory process. Rather than adopt a precautionary approach when it comes to chemicals with unknown toxicity, EPA allows uncertainties and relies on flawed risk assessments that do not adequately address exposure and hazard. Then, when data becomes available on hazards, these pesticides, both active ingredients and inerts, have already left a toxic trail on the environment and people's well-being.

<u>Label Restrictions Inadequate.</u> From a public health perspective, an inadequate regulatory system results in a pesticide product label that is also inadequate, failing to restrict use or convey hazard information. While a resident may be able to glean some acute toxicity data,

³⁷ Environmental Protection Agency. August 2010. Registration of the New Active Ingredient Aminocyclopyrachlor for Use on Non-Crop Areas, Sod Farms, Turf, and Residential Lawns.

 $[\]frac{http://www.regulations.gov/contentStreamer?objectId=0900006480b405d8\&disposition=attachment\&contentType=pdf.$

³⁸ Environmental Protection Agency. October 2014. EPA Proposes to Remove 72 Chemicals from Approved Pesticide Inert Ingredient List.

 $[\]frac{\text{http://yosemite.epa.gov/opa/admpress.nsf/bd4379a92ceceeac8525735900400c27/3397554fa65588d685257d7a0}{061a300! OpenDocument.}$

³⁹ Environmental Protectin Agency. October 2013. Cresol/Cresylic Acid. http://www.epa.gov/ttnatw01/hlthef/cresols.html.

⁴⁰ Benachour and Seralini. 2009. Glyposate Formulations Induce Apoptosis and Necrosis in Human Umbilical, Embryonic, and Placental Cells. *Chemical Research and Toxicology*. http://pubs.acs.org/doi/abs/10.1021/tx800218n.

chronic or long-term effects will not be found on products' labels. Despite certain pesticides being linked to health endpoints, such as exacerbation of asthma,⁴¹ learning disabilities,⁴² or behavioral disorders,⁴³ this information is not disclosed on the label. Furthermore, data gaps for certain health endpoints are also not disclosed.

Mixtures and Synergism. In addition to gaps in testing inert ingredients and their mixture with active ingredients in pesticide products, there is an absence of review of the health and environmental impacts of pesticides used in combination. A study by Warren Porter, PhD., professor of zoology and environmental toxicology at the University of Wisconsin, Madison, examined the effect of fetal exposures to a mixture of 2,4-D, mecoprop, and dicamba exposure —frequently used together in lawn products like Weed B Gone Max and Trillion— on the mother's ability to successfully bring young to birth and weaning.⁴⁴ A 2011 study, entitled Additivity of pyrethroid actions on sodium influx in cerebrocotorial neurons in primary culture, 45 finds that the combined mixture's effect is equal to the sum of the effects of individual pyrethoids. This equates to a cumulative toxic loading for exposed individuals. Similarly, researchers looked at the cumulative impact the numerous pesticides that may be found in honey bee hives in the 2014 paper Four Common Pesticides, Their Mixtures and a Formulation Solvent in the Hive Environment Have High Oral Toxicity to Honey Bee Larvae. 46 The findings of the study send no mixed messages —pesticides, whether looked at individually, in different combinations, or even broken down into their allegedly inert component parts have serious consequences on the bee larvae survival rates. The synergistic effects in most combinations of the pesticides amplify these mortality rates around the four-day mark.

Research by Tyrone Hayes, PhD, professor of integrative biology at UC Berkeley has compared the impact of exposure to realistic combinations of small concentrations of pesticides on frogs, finding that frog tadpoles exposed to mixtures of pesticides took longer to metamorphose to adults and were smaller at metamorphosis than those exposed to single pesticides, with consequences for frog survival. The study revealed that "estimating ecological risk and the impact of pesticides on amphibians using studies that examine only single pesticides at high concentrations may lead to gross underestimations of the role of pesticides in amphibian declines."⁴⁷

⁴¹ Hernandez et al. 2011. Pesticides and Asthma. *Current opinion in allergy and clinical immunology*. http://www.ncbi.nlm.nih.gov/pubmed/21368619.

⁴² Horton et al. 2011. Impact of Prenatal Exposure to Piperonyl Butoxide and Permethrin on 36-Month Neurodevelopment. *Pediatrics*. http://www.ncbi.nlm.nih.gov/pubmed/21300677.

⁴³ Furlong et al. 2014. Prenatal exposure to organophosphate pesticides and reciprocal social behavior in childhood.

⁴⁴ Cavieres MF, Jaeger J, Porter W. Developmental toxicity of a commercial herbicide mixture in mice: I. Effects on embryo implantation and litter size. Environmental Health Perspectives. 2002;110(11):1081-1085.

⁴⁵ Cao et al. 2011. Additivity of Pyrethroid Actions on Sodium Influx in Cerebrocortical Neurons in Primary Culture. *Environmental Health Perspectives.* http://ehp.niehs.nih.gov/1003394/.

⁴⁶ Zhu et al. 2014. Four Common Pesticides, Their Mixtures and a Formulation Solvent in the Hive Environment Have High Oral Toxicity to Honey Bee Larvae. PLOS One. http://www.plosone.org/article/info%3Adoi%2F10.1371%2Fjournal.pone.0077547.

⁴⁷ Hayes TB, Case P, Chui S, et al. Pesticide Mixtures, Endocrine Disruption, and Amphibian Declines: Are We Underestimating the Impact? *Environmental Health Perspectives*. 2006;114(Suppl 1):40-50. doi:10.1289/ehp.8051.

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Health Effects of 30 Commonly Used Pesticides

	1	Health Effects							
		Cancer	Endocrine Disruption	Reproductive Effects	Neurotoxicity	Kidney/Liver Damage	Sensitizer/ Irritant	Birth Defects	
	Herbicides								
	2,4-D*	X ⁴	X ¹⁰	X ⁷	Χ ⁸	Χ ⁸	X ¹	X ¹¹	
	Benfluralin					X1	X1		
	Bensulide				X ²	X ¹	X ²		
	Clopyralid			X ⁷			X ²	Х7	
	Dicamba*			Χ¹	X ²	X ²	X ¹	X ¹	
	Diquat Dibromide			X ¹²		X ¹¹	X ¹		
	Dithiopyr					X ¹	Χ¹		
	Fluazipop-p-butyl			X ¹		X1		X1	
	Glyphosate*	X12	Χ ⁸	Χ¹		Χs	X ¹		
	lmazapyr					X ⁷	Χ²		
	Isoxaben	X ₃				X ²			
	MCPA		Χe	X ²	X ²	X ¹¹	X1		
	Mecroporp (MCPP)+	Possible ³	X _e	X ²	X ¹	X ₉	X ¹	Χ¹	
	Pelargonic Acid+						X1		
Pesticides	Pendimethalin*	Possible ³	X _e	X ¹			Χ²		
	Triclopyr			X ⁷		Χa	Χ¹	X ⁷	
	Trifluralin+	Possible ³	X _e	Χ¹		X ²	X ¹		
Pes	Insecticides								
	Acephate	Possible ³	X _e	X11	Χ ⁹		Χ²		
	Bifenthrin**	Possible ³	Suspected ^{6,10}		Χ ⁸		X ¹	Xa	
	Carbaryl	Χ³	X ¹⁰	X8	X ¹	X ¹¹	X11	X ⁷	
	Fipronil	Possible ³	X _e	X ⁸	Χ ⁸	X ⁸	Χ ⁸		
	lmidacloprid ≠			X ⁷		X ²		X ⁷	
	Malathion+	Possible ³	X10	X11	X ⁹	X ²	X ²	X ²	
	Permethrin++	Χ³	Suspected ^{6,10}	X1,7	X ^{9,7}	Χa	X ¹		
	Trichlorfon	Χ³	X _e	X11	X ²	X ²		X ²	
	Fungicides								
	Azoxystrobin					X ²	X ²		
	Myclobutanil		Probable ⁶	X ²		X ²			
	Propiconazole	Possible ³	X _e	X ²		X ¹	X1		
	Sulfur						X1		
	Thiophanate methyl	Χ³	X ¹	Χ¹	Suspected ¹	X ¹	X ²	X ¹	
	Ziram	Suggestive ³	Suspected ⁶		X ²	X ²	X ²		
	Totals:	16	17	21	14	25	26	12	

^{*}These pesticides are among the top 10 most heavily used pesticides in the home and garden sector from 2006-2007, according to the latest sales and usage data available from EPA (2011), available at http://www.epa.gov/opp00001/pestsales/07pestsales/market_estimates2007.pdf.
† EPA lists all gynthetic pyrethroids under the same cateagory. While all synthetic pyrethroids have similar toxicological profiles, some may be more or less toxic in certain categories than others. See Beyond Pasticides' synthetic pyrethroid fact sheet at bit hy/TLBuPB for additional information.
‡ Imidacloprid is a systemic insecticide in the neonicotinoid chemical class, which is linked to bee decline.

Description

Most toxicity determinations based on interpretations and conclusions of studies by university, government, or organization databases. Empty cells may refer to either insufficient data or if the chemical is considered relatively non-toxic based on currently available data.

The list of 30 commonly used lawn chemicals is based on information provided by the General Accounting Office 1990 Report, "Lawn Care Pesticides: Risks Remain Uncertain While Prohibited Safety Claims Continue," U.S. Environmental Protection Agency (EPA) National Pesticide Survey (1990), Farm Chemicals Handbook (1989), The National Home and Garden Pesticide Use Survey by Research Triangle Institute, NC (1992), multiple state reports, current EPA Environmental Impact Statements, and Risk Assessments, EPA national sales and usage data, best-selling products at Lowe's and Home Depot, and Beyond Pesticides' information requests.

For more information on hazards associated with pesticides, please see Beyond Pesticides' Gateway on Pesticide Hazards and Safe Pest Management at www.beyondpesticides.org/gateway. For questions and other inquiries, please contact our office at 202-543-5450, email info@beyondpesticides.org or visit us on the web at www.beyondpesticides.org.

Citations

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Last Updated May 2015

Appendix D. Environmental Effects of 30 Commonly Used Lawn Pesticides

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Environmental Effects of 30 Commonly Used Lawn Pesticides

		Health Effects								
	•	Detected in Groundwater	Potential Leacher	Toxic to Birds	Toxic to Fish/ Aquatic Organisms	Toxic to Bees	Toxic to Mammals			
	Herbicides									
	2,4-D*	X1,2,3,4,7	X ^{3,4}	X1,2,3,11	X1,2,3,11	X1,11	X ^{3,4,12}			
	Benfluralin	X ⁷		X ^{3,11}	X ^{3,11}	X ^{5,11}				
	Clopyralid	X ^{2,7}	X ^{2,11}	X ¹¹	X ¹¹	X ¹¹				
	Dicamba	X ^{2,7}	X ^{1,2,3}	X ^{10,11}	X1,2,3,11	X ^{5,10,11}				
	Diquat Dibromide		Χs	X ^{1,3,11}	X ^{1,3,11}	X ^{5,11}	X ¹			
	Dithiopyr				X ^{5,6,11}	X ^{5,11}				
	Fluazipop-p-butyl				X1,4,6,11	X1,4				
	Glyphosate*	X ₈	Χ ⁵	X ^{1,3,11}	X ^{1,2,11}	X ¹¹	X ⁴			
	lmazapyr	X ²	X ^{2,3}		X ^{2,5,11}	X ^{5,11}				
	Isoxaben		X11	X ¹¹	X ^{3,11}	X11				
	MCPA	X ^{4.7}	X ^{1,4,11}	X ^{1,3,11}	X ^{1,3,11}	Χ ⁵	X ³			
	Mecoprop (MCPP)*	X ⁴	X1,2,3,11	X ^{3,11}	X ²	X11	Χ³			
	Pelargonic Acid*			X ^{3 §}	X ^{3 §}	X ⁵				
	Pendimethalin*	X ^{3,7}		X ^{1,3,11}	X ^{1,3,11}	X ^{5,11}	X ₃			
2	Triclopyr	X ^{2,7}	X1,2,3,11	X ^{2,3,11}	X ^{2,3,11}	X ^{5,11}				
Pesticides	Trifluralin+	X ^{4,7}			X ^{3,11}	X ^{5,11,12}				
	Insecticides									
£	Acephate		X ¹	X ^{1,3,10,11}	X ^{3,11}	X ^{1,3,10,11}	X ₃			
	Bifenthrin**			X1,10,11	X1,10,11	X1,10,11	X1,4			
	Carbaryl	X ^{1,3,7}	X ¹¹	X ^{2,11}	X ^{1,2,3,11}	X ^{1,2,3,11}	X ^{3,11}			
	Fipronil	X ⁷	X ^{5,11}	X ^{2,4,10,11}	X ^{2,4,10,11}	X ^{2,4,10,11}	X ⁴			
	Imidacloprid #	X ⁷	X1,2,10,11	X ^{1,2,11}	X ^{1,2,11}	X ^{1,2,10,11}				
	Malathion+	X1,2,3,7	X1,3,5	X1,2,3,10,11	X1,2,3,10,11	X1,3,10,11	X ³			
	Permethrin**	X ^{2,7}			X ^{1,2,3,11}	X ^{1,2,3,11}				
	Trichlorfon		X1,3,11	X ^{1,3,11}	X ^{1,3,11}	X ^{1,11}	X ⁴			
	Fungicides									
	Azoxystrobin	Χa	X ^{3,4,11}	X11	X ^{3,11}	X11				
	Myclobutanil	X ⁷			Χs					
	Propiconazole	X ⁷	Χ³		X ^{3,11}	X ^{5,11}	X11			
	Sulfur		X ¹	X ¹¹	X11	X11				
	Thiophanate methyl		Χ³		X ^{3,11}	X11				
	Ziram		X ^{3,4}	X1,3,11	X ^{1,3,11}	X11	X ₃			
	Totals:	19	20	22	30	29	14			

^{*}These pesticides are among the top 10 most heavily used pesticides in the home and garden sector from 2006-2007, according to the latest sales and usage data available from EPA (2011), available at http://www.epa.gov/opp00001/pestsales/07pestsales/market_estimates2007.pdf.
*TEPA lists all synthetic pyrethroids under the same category. While all synthetic pyrethroids untoxicological profiles, some may be more or less toxic in certain categories than others. See Beyond Pesticides' synthetic pyrethroid fact sheet at bit.ly/TLBuPB for additional information.

‡ Imidacloprid is a systemic insecticide in the neonicotinoid chemical class, which is linked to bee decline.

§ Based on in-vitro mammalian cell study.

Description

Most toxicity determinations based on interpretations and conclusions of studies by university, government, or organization databases. Empty cells may refer to either insufficient data or if the chemical is considered relatively non-toxic based on currently available data. The column labeled "Potential to Leach" refers to a chemical's potential to move into deeper soil layers and eventually into groundwater. The column labeled "Toxic to Mammals" refers to conclusions based on evidence from studies done on non-human mammals.

The list of 30 commonly used lawn chemicals is based on information provided by the General Accounting Office 1990 Report, "Lawn Care Pesticides: Risks Remain Uncertain While Prohibited Safety Claims Continue," U.S. Environmental Protection Agency (EPA) National Pesticide Survey (1990), Farm Chemicals Handbook (1989), The National Home and Garden Pesticide Use Survey by Research Triangle Institute, NC (1992), multiple state reports, current EPA Environmental Impact Statements, and Risk Assessments, EPA national sales and usage data, best-selling products at Lowe's and Home Depot, and Beyond Pesticides' information requests.

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Last Updated May 2015

Communication from Public

Name: Annelisa Moe

Date Submitted: 06/26/2020 09:15 AM

Council File No: 18-0788

Comments for Public Posting: Heal the Bay is an environmental nonprofit with over 30 years of

experience and 15,000 members dedicated to making the coastal waters and watersheds of greater Los Angeles safe, healthy, and clean. Heal the Bay supports the Motion (Koretz - Blumenfield - O'Farrell) relative to establishing Organic Landscaping Program in three City parks, which will improve upon the heath of our environment through the implementation of well developed nature-based solutions in the City of LA. Well developed nature-based solutions play an important role in improving local water quality, but they also provide additional benefits that can

lead to healthier and more climate resilient communities.