2014 ANNUAL REPORT ON THE ENVIRONMENT

CHAPTER VIII

WILDLIFE AND THE ENVIRONMENT IN FAIRFAX COUNTY

VIII-1. IMPACTS OF DEER IN FAIRFAX COUNTY

A. OVERVIEW

The adverse impacts of white-tailed deer in Fairfax County are readily recognized as a problem by many of its residents. While the "problem" is seen from a variety of perspectives, there is a general consensus that the root cause is "overabundance" of deer in many local areas. There is also a general public perception that a deer management program is needed to address the "problem."

The road to an acceptable deer management solution, however, is not so easily determined. Some of the factors essential to a solution are subject to strenuous debate and attract a wide spectrum of opinion. For example, what is the optimum population level, and if population reduction is required, what means shall be used? The sport hunting community, recreational nature lovers, residential property owners, environmental preservationists and animal rights/welfare groups have widely differing viewpoints on these issues. However, most residents recognize the need to take action due to the numerous and severe impacts of overabundant deer.

The Fairfax County Board of Supervisors is ultimately responsible for determining the county's policy on deer management, and should work with staff and citizens to create and implement a safe, effective and humane deer management program.

B. BACKGROUND

1. Are Deer Overabundant in Fairfax County?

Caughly (1981) defined four contexts in which the term "overabundance" can be understood when referring to an animal species population. These definitions have since been widely used by most serious scholars in the wildlife management field and by public administrators responsible for wildlife management programs.

1. When the animals threaten human life or livelihood.

2. When the animals depress the density of, or destroy, particular favored species.

3. When the animals are too numerous for their own good.

4. When their numbers cause ecosystem dysfunction.

Where does Fairfax County stand vis-a-vis these four criteria? The available data strongly (even overwhelmingly) suggest that:

1. We experience an unacceptable number of deer-vehicle collisions resulting in deaths, injuries and major property damage. Owners of commercial agricultural and nursery enterprises suffer substantial damage.

2. In many areas of the county, deer routinely leave their enclaves of "natural" habitat to forage in nearby gardens and yards, causing widespread damage to landscaping and thus major economic loss to property owners. Through voracious browsing, deer are rapidly eradicating numerous threatened and endangered botanical species from the "natural" habitat. In addition, this loss of plant habitat is adversely affecting numerous vertebrate and invertebrate species of smaller physical size, such as many bird species, that are unable to compete with large herbivores for plant-based food sources.

3. Data for Fairfax County, based on Virginia Department of Game and Inland Fisheries assessments spanning ten years, indicate that its various deer herds showed a single individual in excellent condition, a very few in good condition, most about evenly split between fair and poor condition and a few emaciated individuals. This shows quite clearly that no longer can the available habitats meet the minimum nutritional requirements that would maintain the deer population in sound health. A 125-pound deer requires approximately 6.5 pounds of forage per day, or some 2,370 pounds of vegetation per year.

4. Many of our parklands and stream valleys show severe browse lines, nearly total eradication of understory and loss of numerous botanical species upon which the continuous process of woodland regeneration is dependent. These changes in turn lead to the inevitable loss of a wide variety of animal species. Thus, our remaining natural ecosystem is being severely deformed through the eruption of a single species that has become overdominant in the food chain.

   Vegetation surveys were conducted by the Fairfax County Park Authority across eleven parks in 2013. Of 140 data points measured, 48 showed severe browse with no native vegetation between six inches and six feet above the ground; 56 showed heavy browse with limited plant growth and severe hedging. This equates to 74% of plots demonstrating heavy or severe impacts from white-tailed deer. (Source Kristen Sinclair, FCPA)

According to each of Caughly's four criteria, it is apparent that Fairfax County has a serious overabundance of deer. In recognition of the public perception of a significant problem, the Board of Supervisors directed county staff to develop a plan for deer management. In October of 1997, county staff contracted with a consulting firm to "study and review existing data on deer, deer-habitat interactions, deer-human conflicts, and deer management proposals within the county." Staff also asked the consultants to recommend suitable methods for addressing the various problem areas. These studies and recommendations were presented in the Consultant's Report (Natural Resource Consultants, December 1997). In 1998, the county created a new position

and appointed a Wildlife Biologist who had broad experience with Fairfax County parks and parkland issues. In summer 1999, the county executive convened an ad hoc Deer Management Committee of experts and stakeholders to discuss and evaluate the plan drawn up by the staff and the early implementation efforts. The report of this committee and its recommendations were forwarded to the Board of Supervisors in September 1999 in advance of the season of peak deer problems, which occurs in the fall. The Board of Supervisors approved recommended measures to reduce the deer population to more sustainable and less destructive levels. Since then, the deer management program has made substantial progress in achieving significant population reductions in some of our most threatened parklands.

Fairfax County's Deer Management Plan has served the county well since 1998, but is in need of an update in order to address new methods for population reduction as well as more comprehensive strategies for working across jurisdictions and on private land.

2. A Description of the Problem

a. Data on Deer Abundance in Fairfax County

To begin this discussion, the terms overabundance and overpopulation should be distinguished. Overabundance refers to population levels that have adverse impacts on the community and other species, while overpopulation refers to population levels of the species that are an imminent danger to itself through disease and starvation. This latter phenomenon is responsible for the population eruption and subsequent collapse of deer herds that has been a topic of scientific study for the past 70 years. While the following information supports a conclusion that deer are overabundant in Fairfax County, neither the data nor experts from a variety of sources have indicated that a level of overpopulation exists, though the relatively poor health of much of the county's deer herds suggest that we may be approaching overpopulation.

Data from the Virginia Department of Game and Inland Fisheries deer density surveys in Fairfax County parks prior to the county's deer management program showed deer densities from 90-419 deer/sq. mile (Table VIII-1-1).

Table VIII-1-1 Deer Density Baseline Surveys	
Location	**Est. Deer/Square Mile**
Huntley Meadow Park	90-114
Riverbend Park	213
Meadowlark Gardens Park	90-115
Bull Run Regional Park	419
Fort Belvoir	90
Mason Neck NWR	-

(Source: W. Dan Lovelace, Wildlife Biologist, Virginia Department of Game and Inland Fisheries.)

The Fairfax County Park Authority recently estimated deer populations at parks countywide through the use of aerial infrared surveys via fixed-wing aircraft Table VIII-1-2). These surveys count, at a specific point in time, the number of deer inside the park and within a small distance in the surrounding neighborhood. These counts are divided by the number of square miles surveyed to come up with estimated population densities.

There was an overall average density of 47 deer per square mile. Deer management methods at the surveyed parks have included archery, sharpshooting and managed hunting, occasionally in combination. The recent counts and browse surveys combined indicate that deer populations may have been reduced somewhat since the deer management program has been implemented, though populations have not been held low enough for long enough to observe widespread vegetative recovery in the parks.

While many of the data are limited, taken collectively, the observations of professional park staff, poor health of evaluated deer and high deer densities indicate that deer are overabundant and are negatively impacting the ecology of sizeable areas of Fairfax County. More recent, but fragmentary, data for a number of parks show deer population densities several times larger than ecological carrying capacities. Unfortunately, there are few reliable data available for densities and extent of damage on private lands and the adjacent small islands and corridors of natural habitat. Even though the information available is primarily anecdotal, it is voluminous, and there is a general public perception of a significant and growing problem of deer overabundance.

Table VIII-1-2
Aerial Infrared Surveys of Deer Density, 2013-2014

Park Name	Est. deer per square mile	Survey date	First year of deer management
Riverbend	32	12/27/13	1999
Scotts Run Nature Preserve	40	12/27/13	2012
Lake Fairfax	43	12/27/13	2007
Fred Crabtree	92	12/27/13	2013
Old Colchester	13		2013
Laurel Hill	107	2/6/14	2010
Burke Lake	66	2/6/14	2002
Lake Accotink and Accotink Stream Valley	46	2/6/14	2012
Wakefield	60	2/6/14	2012
Frying Pan Farm	18	2/6/14	N/A
Ellanor C. Lawrence	15	2/6/14	2001
Sully Woodlands (includes Cub Run Stream Valley, Hickory Forest, Rock Hill, Richard Jones, Mountain Road, Elklick Preserve and Poplar Ford)	35	2/6/14	2006

(Source: Kristen Sinclair, Senior Natural Resource Specialist, FCPA)

b. Causes of Overabundance in Urban/Suburban Areas

i. Urbanization/Changes in Habitat

Over recent decades, Fairfax County has transformed from a largely agrarian and woodland area to a multifaceted employment, residential and retail area. Over 1,080,000 people reside in the 395 square miles of the county. Of these 395 square miles, about 140 square miles are wooded and open land and some three square miles are remaining agricultural land. This change from an agrarian area to a developed one has markedly decreased the amount of land usually regarded as suitable for deer habitat and has changed their food sources and movement patterns. This urban/suburban habitat of the county provides a fairly good nutritional base for deer, including manicured lawns, athletic fields, college campuses, golf courses and landscaped residential communities.

Overabundance is particularly common where the course of development has left protected "islands" or "corridors" of deer habitat in or near urban and suburban areas. As the development process reduces the area of natural habitat, deer are forced into these remaining islands and corridors at very high population densities. Because the deer then deplete the forage plants in these enclaves, they venture out into the surrounding developed community in search of food. In such situations, conflicts with humans frequently arise in the form of deer-vehicle collisions and depredations on gardens and ornamental plantings (Flyger et al, 1983; Cypher & Cypher, 1988). Moreover, in such situations, natural predators (e.g., wolves, bobcats, mountain lions) have normally long since been eliminated and hunting is usually prohibited.

ii. Loss of Predators

The precolonial levels of deer in Virginia could be attributed to predation by bobcats, black bears, eastern gray wolves and eastern mountain lions, in addition to the number taken by Native American hunters. While none of these predators depended solely on deer, the deer/predator interactions and the added effects of hunters kept the population levels low and well within the carrying capacity of the land. Increasing human populations and land development have virtually eliminated wildlife predators from the county. In the first half of the last century, hunting had reduced the deer population to very low levels. However in the latter half of that century, with growing human population and reduction of huntable habitats, recreational hunting had almost disappeared in the county. While the number of deer harvested through "Out of Season Kill Permits" has increased in recent years (Table VIII-1-3), the combination of seasonal hunting and out-of-season kill permits does not affect the deer population at sufficient levels to prevent significant deer/human conflicts or ecological damage.

It should be noted that, while the number of out-of-season permits was markedly fewer in 2001, the number of deer taken increased dramatically. A similar pattern occurred in 2003, 2006 and 2010. This is quite consistent with intensification of problems in a smaller number of areas as land clearing for development squeezes the deer population into smaller and more isolated patches of habitat.

Table VIII-1-3
Out of Season Kill Permits Issued For Deer Damage in Fairfax County
Virginia Department of Game and Inland Fisheries

Year	Permits	Number Taken
1989	5	25
1990	3	4
1991	19	41
1992	18	43
1993	42	222
1994	31	131
1995	65	193
1996	165	244
1997	147	310
1998	157	297
1999	216	377
2000	197	263
2001	148	398
2002	187	249
2003	173	311
2004	217	279
2005	191	219
2006	168	258
2007	152	245
2008	140	275
2009	182	211
2010	152	403
2011	55	171
2012	143	295
2013	125	254

(Source: Susan Alger, Matt Knox, Mark Pritt, Jerry Sims, John Rohm, and Kevin Rose, Virginia Department of Game and Inland Fisheries.)

c. Problems Created by Overabundance

i. Ecological Impact

Effects of a persistent and overabundant deer population include the loss of biodiversity and a negative effect on ecological and biotic systems. These can be seen in a declining understory (lower height plants and shrubs that serve as a food source for birds) and the appearance of browse lines, which occur when deer eat almost all the vegetation within their reach and the woods develop a "line" at the top of their reach. While few detailed deer/forest impact studies have been performed in the county, in a report to the Animal Services Division, Fairfax County Police Department, the Superintendent of Administration of the Northern Virginia Regional Park Authority noted that "the ever present browse line had now become a common sight in most of our parks. The deer have eaten all of the herbaceous and woody plant growth within their reach. This has eliminated an entire stratum of habitat from the parks."

The browse line and loss of understory are not the only indications of this ecological impact. There is an abundance of technical literature reporting the effects of a high deer population on plant communities when the lower ecosystem carrying capacity (see page 366) is exceeded. However, the apparent poor health of the county's deer indicates a level of deer density that reportedly approaches the higher biological carrying capacity. There are also numerous studies documenting the negative effects of overabundant deer on wildlife species. For other vertebrates, this may occur through direct competition for food sources or more often by altering the habitat. For example, in some areas of the county, the number of species of birds has markedly diminished through loss of the necessary habitat due to excessive browsing by deer.

As noted in the 1997 Consultant Report and throughout the scientific literature, "the consequences of a persistent, overabundant deer problem can be long-term loss of biodiversity and negative impact to functioning ecological and biotic processes." We have already begun to see a loss of biodiversity that is beginning to lead to a loss of ecosystem stability, with far more widespread and serious effects than just the shorter-term effects of overabundant deer.

ii. Property Loss and Damage (Vehicular, Plantings)

Nationally there are 1.5 million deer-vehicle collisions annually that cause more than $1 billion in damage and kill several hundred people. In a prior year, the Insurance Institute for Highway Safety ranked Virginia as the state with the seventh largest number of such collisions. The IIHS data showed the average insurance claim for vehicular damage was $2,600, but with injuries the total average claim rose to $11,000. The Fairfax County Police Department does an excellent job of analysis of the data on deer-vehicle collisions that require a

police presence in their aftermath or that are otherwise reported. The numbers appear to have increased, but the data (Table VIII-1-4) do not show a consistent trend. For those accidents tabulated from January 1998 through 2002, the average damage per vehicle was about $2,300. Over a five year period from January 1998 through 2002, the Virginia Department of Transportation picked up 4,507 carcasses of deer killed in vehicular collisions from rights-of-way in the county. In 2002, VDOT picked up 1,057 deer carcasses from the roadway and immediately adjacent right-of-way in Fairfax County, which represents a small increase from earlier years. This increase most likely represents normal variation from year to year. Data for the first six months of 2011, as compiled by State Farm, a major insurance company, show that deer-vehicle collisions resulted in property damage with an average cost of $3,171.

Police and highway experts estimate that only 20-25 percent of deer impacting vehicles die at the scene (i.e., on the road itself or in the right-of-way); many receive injuries that are soon fatal, but die in the woods or in a nearby yard. Thus, a reasonable estimate would indicate some 18,000-22,500 deer-vehicle collisions in the county during the 1998-2002 period. One can reasonably infer that many, if not most, of these collisions result in property damage to the vehicle. In addition to those crashes that required a police presence, in 2002 there were 1,057 reported deer-vehicle collisions, and in 2003 the number increased to 1,371 reported collisions.

County personnel report an increasing number of complaints of damage to native and ornamental plants in Fairfax County. Referring again to the "Out of Season Kill Permits Issued for Deer Damage" (Table VIII-1-3), an indication is given of homeowner attempts to address property loss primarily thought to be ornamental in nature. Further, although numerous deer management programs are available, such as planting less preferred species and fencing, the effectiveness of these methods declines dramatically with increased deer densities, leading to declining food sources and willingness of deer to eat even undesirable plants. These activities may also tend to increase vehicular incidents, as deer must look farther afield for food sources.

iii. Disease

Another problem associated with deer overabundance is the prevalence of Lyme Disease. See Section VIII-4 below in this chapter for a discussion of Lyme Disease.

Table VIII-1-4
Deer-Vehicle Collisions in Fairfax County

Year	Non Injury	Injury Crashes	Fatal Crashes	Total
1993	154	6	0	160
1994	149	10	0	159
1995	127	6	0	133
1996	157	20	0	177
1997	168	17	1	186
1998	144	23	0	167
1999	177	18	1	196
2000	144	17	0	161
2001	143	22	0	165
2002	122	10	0	132
2003	160	19	0	179
2004	122	14	1	137
2005	151	13	1	165
2006	115	14	0	129*
2007	133	19	0	152*
2008	114	16	0	130
2009	99	25	0	124
2010	102	18	0	120
2011	103	20	0	123
2012	80	14	0	94
2013	103	18	0	121

* 41 and 43 percent of these crashes occurred in October and November.
(Source: 1993-2001: Michael Uram, FCPD; 2002-2004, 2006: Earl Hodnett, former county Wildlife Biologist; 2005: Emily Yance-Houser, FCPD; 2008, 2010: Brandi Horita, FCPD; 2009, 2011-2013; Kevin Rose VDGIF.)

C. ISSUES IN ADDRESSING THE PROBLEM

To effectively manage the deer population, the implications and interrelationships of population dynamics, carrying capacity, public opinion and methods for management must be understood and incorporated into the program.

1. Understanding Population Dynamics

The concept of population dynamics is crucial to understanding the current problem and the development of a workable solution. There are no simple mathematical models that can be applied to determining the growth of the population of a species in a particular area, and the least complex deer management models and programs based on solely on nutritional deer carrying capacity (see section on carrying capacity below) consider neither the deer population's interactions with the human population nor its interactions with a biodiverse ecosystem.

One important concept to understand is that of home range. Deer show a strong attachment to a home range, and it has been shown that deer forcibly relocated often die of malnutrition even if food is accessible in their new habitats. When natural dispersal from the home range occurs, it is usually the younger males that migrate. This has four implications for Fairfax County deer management:

1. Deer often occupy a home range that can include both a park and the surrounding community or islands and corridors of "natural" habitat plus the yards and gardens of adjacent residential communities.

2. A dramatic decrease of the deer in one area will not necessarily result, in the short term, in an increased dispersal of deer from other areas into the depleted area, with a consequent lessening of population density in those other areas.

3. Deer cannot be eliminated from the county under today's conditions, because the deer surviving in surrounding home ranges will, in the long term, undergo natural dispersal and repopulate the depleted areas. This implies that parks and the surrounding areas must be managed as a unit and that solving the problem in one area does not automatically translate to another area.

4. Epizootic hemorrhagic disease, a viral disease fatal to deer but posing no threat to humans, may be a factor in natural reduction of the deer population. EHD has sometimes been implicated as a significant factor in the boom-bust cycle observed within deer populations that have been the subject of long-term study. Deer fatalities due to EHD have been diagnosed in the southeastern portion of the county, and these diagnosed cases probably represent only a small fraction of those succumbing to the disease. Weather, the size and compactness of deer herds and the overall health of the deer play a major role in EHD transmission.

> Thus, it is not possible to predict the future course of this disease within the county, except to note that it usually takes several years to run its course within a deer population and we appear to be in the early stages of an outbreak.

Other concepts that affect population dynamics include compensatory reproductive responses, survival and predation. Again, it must be noted that deer management is not a simple mathematical equation; it must take into account many biological and behavioral factors, many of which are not fully understood, especially in an environment such as Fairfax County. For example, in many cases, as the size of an animal population decreases, the number of offspring increases, despite the fact that food is becoming less adequate. This phenomenon leads to the population eruption-crash cycles that are widely discussed in the scientific literature. More complete data and an improved understanding of the unique characteristics of Fairfax County must be collected and considered as the management program evolves.

2. Determining Carrying Capacity Goals

Carrying capacity is the level of a population that can be supported by an ecosystem or tolerated by the community. To determine the appropriate population level as a goal for a management plan, it is essential to distinguish among the following:

1. Biological carrying capacity, i.e., a species specific level that is primarily concerned with the population that can be supported with the available nutritional resources

2. Cultural carrying capacity, i.e., a level that is driven by human concerns (the population that can be tolerated by the community at large)

3. Ecosystem carrying capacity, i.e., the population level that can be supported by an ecosystem without disturbance of its stability or reduction of its biodiversity.

The biological carrying capacity is the highest density possible and is part of the framework to understand population dynamics. Populations are not generally managed for biological carrying capacity because populations at this level are necessarily unhealthy due to a lack of resources. The traditional view that has been widely used by fish and game departments where a primary concern is to maintain adequate stocks of deer for sport hunting does not adequately account for the effects of relatively high population levels on the ecosystem in which the species resides. The cultural carrying capacity is defined by Ellingwood and Spingnesti (1986) as the maximum number of deer that can coexist compatibly with local human communities before conflicting with some human interest. This level is driven by human values, economics and desires independent of ecological considerations. DeCalesta (1998) used the term diversity carrying capacity in a more restrictive sense than ecosystem carrying capacity, but both concepts consider the maximum species population density that does not negatively impact diversity of fauna or flora, including diversity of habitat structure as

well as species richness. He contends that deer impacts on biodiversity occur at population densities well below traditional definitions of ecosystem carrying capacity.

Thus, biological carrying capacity is the highest population density and is considerably in excess of cultural carrying capacity (human societal tolerance), which in turn accepts notably higher densities than ecosystem carrying capacity. Finally, diversity carrying capacity has the smallest maximum population density.

3. Considering Public Opinion

Goals for management and methods to use to reach those goals are very different issues; consensus or conflict among groups of constituencies may occur at either or both levels. Goals may vary from a biological carrying capacity level that meets hunting concerns to a much lower carrying capacity level based on an ecological or biodiversity perspective. Cultural carrying capacity may run the gamut of levels, depending on the varying values and tolerances of different constituencies within the community. Even where there is agreement on the level of deer density desired, the methods to reach those goals may be in dispute. Some groups may have a zero-tolerance for lethal means, whereas others may readily support managed hunts or sharpshooters.

As indicated in the 1997 Consultant Report, deer control action by the county should not be undertaken until it is determined that there is sufficient community and political support for it. Again, the need for data, this time in the form of public opinion surveys, is stressed. Additionally, there is a need to adequately educate the public about the issues in order to ensure well-informed constituent responses. This is one of the purposes of the extensive tutorial that forms the beginning of this section ---- to give the general public sufficient information on deer population biology to support well-informed judgments.

D. METHODS FOR DEER POPULATION MANAGEMENT

1. Population Reduction Approaches

a. Let Nature Take its Course - Eruption/Collapse

This approach is based on using no human intervention to affect the deer population one way or the other. This has been studied by wildlife biologists for more than half a century. The findings are that the population goes through an eruptive phase with explosive population growth until it nears biological carrying capacity. This is followed by eruptions of parasitic and infectious diseases (such as EHD) and by large-scale starvation, which causes the population to crash to perhaps 15-25 percent of its peak level. Thereupon, the herd recovers to begin the cycle anew.

Some study populations have been followed through five or six successive cycles. Although the deer population of Fairfax County can be considered to be in the early stages of the eruptive phase, it is well short of a peak. Public concerns about the current and expected future impacts on the community rule this out as an option.

b. Lethal Methods

i. Managed Hunting

Experiences with managed hunts over the past several years indicate they have been highly cost effective. This is in sharp contrast to their initial use in 1998, when costs were high and relatively few deer were taken. The dramatic upturn in the learning curve is very encouraging. Necessarily, managed hunts are conducted primarily in parkland, and while the amount of deer population reduction in these local areas is no doubt ecologically beneficial, in terms of absolute numbers it has been insufficient to make an immediate noticeable difference in the overall problem.

ii. Archery Hunting

Archery hunting has proven an effective and acceptable means of deer control in residential areas where use of firearms is deemed too hazardous or is restricted by law and ordinance. Archery is a quiet and short-range method, with most deer being taken within less than 100 feet. During the 1998 public hunting season, 789 deer were taken in Fairfax County, of which 597 were taken by archery and the remainder by shotgun. In 1999, archery accounted for 686 of the total of 1,046 deer, and in 2000 accounted for 626 of 1,028 deer. With out-of-season kill permits, archery can be used year-round, even in residential neighborhoods. In 2003, the organized Urban Archery Program harvested 119 deer and an additional 854 were taken with archery equipment by individuals. Archery hunting has become the most effective method for use in suburban parks that remain open to the public. It is also a cost-effective method, relying on numerous volunteer archers who have demonstrated skill through qualifications. During the 2014-2015 hunt season, archery is planned to occur at over 65 parks countywide, including parks managed by the Fairfax County Park Authority and NOVA Parks (Northern Virginia Regional Park Authority). During the prior hunt season (2013-2014), 1,005 deer were harvested via archery on FCPA and NOVA Parks property. (Source, Fairfax County Police Department, VDGIF).

iii. Traditional Public Hunting

Under current restrictions outlined by VDGIF, traditional public hunting is not sufficient to address the problem, based on hunters' limited access to deer

habitat and preference for antlered deer. Moreover, the habitat that is accessible is not where the major problem areas are located.

iv. Trap and Kill

This method has usually been conducted by darting with anesthetics and dispatching the animal by gunshot or a lethal drug. The former is less effective than sharpshooters while the latter leaves the meat unfit for human consumption. The use of drop nets and stun guns is explained in the 1997 Consultant Report as a possible lethal method. This method allows for release of non-targeted males and results in meat uncontaminated by drugs but is very cost inefficient.

v. Sharpshooters

The use of professional animal control personnel, police experts or qualified and experienced volunteers has been proved to be a safe, cost-effective and successful means of management if lethal methods are employed. Sharpshooting is sufficient to greatly reduce the population within a park. Earlier experience with this method in Fairfax County has led to significant refinements and greatly improved cost-effectiveness. Earlier data indicated a cost per deer taken ranging from $4.15 to $22.97. More recent data indicate a cost of $29.58 per deer taken. In the 2007-2008 season, 76 does and 43 bucks were taken by sharpshooters, for a total of 119 deer. Once again, the number of deer removed from the population by this method is not sufficient to have more than a modest local effect. However, the sharpshooter program has been so effective in our larger parks that vegetation has begun to recover and the focus can now shift to some of our smaller parks. Recent management efforts by the Fairfax County Park Authority using a private sharpshooting vendor have demonstrated the ability to reduce deer populations to less than 15 deer per square mile at Ellanor C. Lawrence Park in one season (2013-2014). (Source: Kristen Sinclair, FCPA)

vi. Reintroduce Predators

The reintroduction of the usual species of deer predators into an urbanized setting such as Fairfax County is biologically unworkable and publicly unacceptable.

c. Nonlethal Methods

i. Trap and Relocate

Experiments with this approach have been largely unsuccessful due to high initial mortality (up to 85 percent) of the relocated deer. Moreover, there are few locations within a reasonable distance of this area that would accept relocated deer, since most nearby areas have similar problems. The use of drop nets and stun guns is suggested in the 1997 Consultant Report as a possible method for deer capture. More traditional methods use anesthetic darts. This method is considered infeasible for Fairfax County; it is also prohibited under state game regulations.

ii. Contraception

Steroidal/hormonal contraception has proved very costly and difficult to implement and only very marginally effective. Immunocontraception (where the female's immune system is stimulated so as to prevent fertilization of eggs), on the other hand, holds some promise for deer management, but it is currently in an experimental stage. The Humane Society of the United States has conducted field studies at the enclosed National Institute of Standards and Technology site in Montgomery County, but due to difficulty with marking deer, the Humane Society is not yet conducting studies for free-ranging deer such as those in Fairfax County. The recent technical literature discusses requirements for sites chosen for pilot tests. All indications are that this is not a near term solution for the county but might hold promise for limiting populations in the future, once populations have been reduced to desired levels.

iii. Sterilization

The City of Fairfax has undertaken an experimental research effort to sterilize deer within the city limits, beginning in 2014. This research study will last five years and should provide guidance to VDGIF and regional land managers as to the effectiveness and cost of deer sterilization.

2. Conflict Mitigation Approaches

Conflict mitigation is directed toward reducing the direct impacts of deer on the human population and thereby increasing the tolerance of the community for the existing deer population.

a. Supplemental Feeding

Conceptually, this approach is supposed to divert deer from the landscape plantings in gardens and yards. Supplemental feeding might somewhat improve the health of

the existing deer population but would almost certainly drive it to even higher levels. Thus, consideration of this approach would be counterproductive for Fairfax County, since it does nothing to reduce the excess deer population.

b. Fencing

Fencing can be effective if implemented correctly. Fences must be eight feet tall and can be costly to erect depending on the material used. Deer exclosures have demonstrated that fencing can be effective to protect small areas of garden and forest.

c. Repellants

In the past, repellants have had limited success. In addition, they are generally costly and most require frequent replenishment. Also, many of them have odors that are no more acceptable to humans than they are to deer. However, repellants containing denatonium benzoate have been used very successfully by commercial tree farms and are now available through retail nurseries. Denatonium benzoate is the bitterest-tasting substance known to science and is usually compounded in a polymer latex emulsion (such as Tree Guard™) which is sprayed on plants and will last for approximately three months and will not wash away in rains. Because it is simply bitter-tasting and not poisonous, it may be safely used on any vegetation not destined for human consumption.

d. Roadside Reflectors

Roadside reflectors divert light from vehicle headlights toward the sides of the roadway and are intended to frighten the deer away from the road, thereby reducing the likelihood of vehicle collisions. The method is potentially most useful in the evening and early morning hours when the majority of deer-vehicle collisions occur. While expensive, this technique has shown some limited promise in tests. The Virginia Department of Motor Vehicles gave the county a $40,000 grant to conduct studies of the effectiveness of roadside reflectors. The first test site was a section of Telegraph Road that has had a high incidence of deer-vehicle collisions. The initial results show limited promise but are confounded by three other factors: (1) construction activity in the area may have driven many deer away; (2) a high incidence of epizootic hemorrhagic disease that may have naturally reduced the population; and (3) an archery hunting program at Fort Belvoir that definitely reduced the population in that area. The county staff identified and began testing at additional test sites, but these also had problems that rendered data interpretation extremely difficult.

e. Underpasses

Construction of underpasses has been suggested as a way of providing deer with a safe means of getting to the other side of busy roads. Not only is it exceedingly costly, but there are no data available now or expected in the future that would pinpoint likely sites. Consequently, this approach is regarded as wholly impractical for Fairfax County.

f. Use of Less-Favored Plants

Landscaping with plant species that are less favored by deer has been advocated as a way of reducing depredation of yards and gardens. However, as Cypher & Cypher (1988) and numerous other wildlife biologists have shown, when deer populations exhaust the preferred plant species, they readily turn to those less-preferred. Thus, in the short term this approach might seem to work, but longer term experience indicates that it is relatively ineffective.

E. PUBLIC EDUCATION PROGRAM NEEDS

As noted above, an educated public that has an understanding of the population dynamics of deer, the concepts of carrying capacity, the different management options and an understanding of the various values of the community in addressing ongoing management is essential to the successful implementation of a deer management program. The recommended public education program should encompass the following:

- The county Deer Management website already serves as a primary vehicle for making much of the information mentioned below more readily available and updatable. See: http://www.fairfaxcounty.gov/living/animals/wildlife/management/deer-management.htm

- Develop pamphlets that are easily read, easily mailed, available through various county offices and through the local Supervisors' offices. These should include information on:

  - Deer and deer biology.
  - Ecosystem and population dynamics in general, and as they relate to the interaction between deer and other species of both plants and animals.
  - Methods of population management, including their relative feasibility and cost-effectiveness for achieving both short-term and long-term goals.
  - The deer management program.
  - Permits required for implementation of private control measures.
  - Fencing and repellents.
  - Safe driving and how to avoid deer on the road.

- Lyme disease and its prevention (See Section VIII-4 of this report).
- Who to contact for additional information.

However, given the continuing shift from print material to website availability of information, much of the above may be more efficiently made available by the latter means.

- Establish networking among the following agencies for provision of consistent public information:

  - Fairfax County government offices.
  - Fairfax County Supervisors district offices.
  - Fairfax County Wildlife Biologist.
  - Fairfax County Animal Services Division.
  - Nature Centers.
  - Health Departments.
  - State agencies, particularly Virginia Department of Game and Inland Fisheries and the Virginia Department of Transportation.
  - The Humane Society.

- Compile and make available a comprehensive bibliography of literature on deer management in urban environments. (The references attached to this section provide a limited example.) Make this information available to schools, civic and technical groups and interested individuals.

- Establish an archive of evidence documenting how deer can change the characteristics of a landscape. This should show:

  - Habitat characteristics before deer damage.
  - Habitat characteristics during and after deer damage.
  - Habitat characteristics during regeneration after deer population is reduced.
  - Statistics and trends for vehicle/deer collisions, number of injuries/fatalities and types of damage.

- Create a visual display of the above for use at schools, fairs, libraries, etc., and develop presentations for use at public meetings and meetings of civic groups.

- Establish a county self-service telephone number for wildlife problems and public information. This could be a menu-driven hotline that would direct people to the proper location on the information network or to the appropriate county office.

F. PUBLIC AGENCY RESPONSIBILITY

The Animal Services Division of the Fairfax County Police Department has been assigned primary responsibility for deer management by the Board of Supervisors. However, due to the legal concept that ownership and disposition of wildlife is vested in the commonwealth, the Virginia Department of Game and Inland Fisheries exercises significant regulatory and permitting functions that affect Fairfax County's deer management activities. The county Wildlife Biologist and the Animal Services Division, in coordination with applicable land-holding agencies (e.g., Northern Virginia Regional Park Authority, Fairfax County Park Authority) and other public authorities, implements the Integrated Deer Management Plan on public lands. In addition, the county Wildlife Biologist and the Animal Services Division advise private businesses and residents in addressing deer management on privately owned parcels in Fairfax County. Deer management on federally owned tracts of land within Fairfax County (e.g., Mason Neck National Wildlife Refuge, Fort Belvoir) is the responsibility of the respective federal agencies and is subject to the applicable federal policies and regulations.

G. PROGRAM IMPLEMENTATION ACTIVITIES

An Integrated Deer Management Plan was developed by county staff subsequent to the Consultant Report received in December, 1997. In November 1998, the Board of Supervisors directed that program implementation activities commence. Subsequently, in summer 1999, the county executive convened a Deer Management Committee comprised of experts and various stakeholders to evaluate the plan and initial implementation efforts and to prepare recommendations for the Board of Supervisors for further implementation of the plan during the fall and winter of 1999-2000. This committee initially met annually to review progress in program implementation and to make recommendations on additional approaches. The county Wildlife Biologist and the Animal Services Division of the Police Department prepare the annual Fairfax County Deer Management Report to the Board of Supervisors that contains extensive data on the program. Additional material is provided on the county website http://www.fairfaxcounty.gov/living/animals/wildlife/management/deer-management.htm.

The Fairfax County Park Authority Board also receives an annual implementation plan for deer management on parkland, as prepared by FCPA staff and the Police Department. This includes data on the prior year's activities and plans for the upcoming hunt season.

On December 8, 1997, the Fairfax County Board of Supervisors approved managed hunts for Riverbend Park and the Upper Potomac Regional Park, both in the Dranesville District. Plans by the county Wildlife Biologist and the Animal Services Division were approved by the Northern Virginia Regional Park Authority and the Fairfax County Park Authority for four managed hunts for each of the two locations. The hunts were planned for January and February of 1998. The managed hunts conducted in 1998 were largely unsuccessful in

achieving planned program objectives and had associated costs that were difficult to justify. However, some of these costs could be attributed to greater-than-necessary safety measures that experience now indicates would not be needed in the future. In contrast, four managed hunts, involving 132 hunters, conducted in the fall and winter of 1999-2000 were very cost effective, with 195 deer taken at a cost per animal of $9.51. The seven managed hunts conducted in the fall and winter of 2000-2001 involved 223 hunters, who took a total of 351 deer at a cost per animal of $17.94. Of the 351 deer taken, 222 were donated to a program that feeds needy families. For 2001-2002 hunt season, the program returned a profit of $7.28 per animal because the permit fees collected exceeded program costs. This was also true in the 2002-2003 season, with a profit of $79.60 per animal taken.

The sharpshooter program, which utilizes Police Department Special Operations Division tactical teams, has been cost-efficient from the outset. These teams must engage in extensive marksmanship training on a regular basis in order to maintain the required proficiency. Instead of practicing on a target range, they are utilizing this required training time in a field setting with the deer more closely resembling operational targets. The harvested deer are collected by a charitable organization that provides meals to the needy. Even in the early part of the learning curve, this program has shown satisfactory harvest rates. Whereas, similar programs in most mid-Atlantic jurisdictions have harvests listed in hours per deer taken, Fairfax County in 2000 had a harvest rate of 1.54 deer per hour. From late December 1999 through late January 2000, fourteen sharpshooting sessions over a total of 41 hours were conducted, with a total harvest of 89 deer at a cost of $4.15 per animal. In the same period of 2000-2001, there were 23 sharpshooter sessions, totaling 94.75 man-hours, which took 146 deer, at a cost per deer taken of $22.97. In the 2002-2003 season, the sharpshooter program took 248 deer. In 2001, the cost per animal rose to $44.99 if all costs were attributed solely to the Deer Management Program, but this would be fallacious due to the fact that this activity also represents proficiency training for the police tactical units which must be conducted anyway. A major reason for this increase in cost per animal is that most of the sites in a given year represented repeat visits to locations first addressed in previous years. As the herd population density decreases, the time expended on each animal increases, and this is further increased by the increased wariness of the surviving members of the herd. The most recent data indicate a cost of $29.58 per deer taken. In the 2007-2008 season, 76 does and 43 bucks were taken by sharpshooters, for a total of 119 deer. Thus, the costs are very much in line with expectations and will drop once again as more new sites are brought into future years' mix of new and old locations.

Clearly, the managed hunt and sharpshooter programs must be conducted largely in parkland due to safety considerations, but this is also where some of the most substantial benefits are to be achieved. From the outset, the Northern Virginia Regional Park Authority has taken a position of active involvement and has reaped corresponding benefits. It is very important that the Northern Virginia Regional Park system continue to be a full participant in these efforts, otherwise the regional parks will act as a reservoir for

deer herds that will emerge to adversely impact nearby residential communities and Fairfax County parks.

The Fairfax County Park Authority has been actively involved and availed itself of the clear benefits offered by the program to the ecology of its parks. The FCPA reported in June, 2003 significant regeneration of the vegetative understory in two of our parks that were among the most overgrazed and have had herd reduction measures used for two successive years. This degree of success is very encouraging, and it is planned that the FCPA will continue its active involvement in the program and thereby exercise the ecological stewardship that is so necessary to the biotic health of our parks and parkland. By mid-year 2004, the thinning of the herd in several of our larger parks had led to significant regeneration of vegetation so that the emphasis will now shift to smaller parks and those that have not yet had program activities implemented.

Out-of-season kill permits have, for some years, been one of the few legal avenues open to private property owners to permanently remove deer that are causing serious damage to their properties. Such permits are issued by the Virginia Department of Game and Inland Fisheries after verification of the damage. Generally, however, permits are only issued for holders of larger property parcels because of safety considerations. Fairfax County should work in coordination with the VDGIF to make these permits available on a wider basis to qualified residents.

Archery hunting is quite effective in suburban areas since it is much safer than the use of firearms due to the short range of the projectiles. In addition to those residents who have the necessary skills and equipment, there are several commercial firms that offer specialized deer removal services. In one recent year, 1,085 deer (up from 854 deer during the previous year) were harvested using archery equipment. Another 158 (up from 119) deer were taken under the county's Urban Archery Program. This reduction of the county's deer herd by 1,243 individuals demonstrates the effectiveness of archery as a tool in meeting program goals and as a method that can be safely employed in even heavily populated areas. Under the guidance of the county Wildlife Biologist, a countywide archery program has just been implemented that will make permitted archery services more readily available to residents in neighborhoods and to smaller commercial parcels where firearms are not permitted or are not practical.

The use of roadside reflectors (strieter-lite technology) that reflect automobile headlights into wooded areas bordering the roadside has been suggested as a method of discouraging deer from crossing roadways in the evening and early morning hours, when most deer-vehicle collisions occur. In mid-November 1999, the Board of Supervisors approved $10,000 for a pilot program to test strieter-lite reflectors in selected locations. In addition, a grant of $40,000 was received from the Virginia Department of Motor Vehicles for testing and evaluation of this technology at several locations in Fairfax County. Unfortunately, all of the test locations experienced confounding factors such as roadway modification, adjacent development, deer herd reduction through hunting and disease, etc., that made it difficult to draw reliable inferences from the collected data. In addition, the

manufacturer of the reflectors has apparently discovered that the initial design was reflecting light in a part of the spectrum to which deer's eyes are relatively insensitive, and the design is now being changed. Such inferences as can be drawn from the data suggest that there is only a slight reduction in deer-vehicle collisions due to the use of reflectors. This conclusion appears to be borne out by tests in other eastern areas where there was an absence of confounding factors. The tests in Fairfax County have shown this technology to have so little promise that it cannot be recommended for continuance.

Even though Fairfax County has not conducted a pilot project to test the feasibility of immunocontraception, this technology has shown a limited potential for the future. A program being conducted by the Humane Society of the United States on the fenced campus of the National Institute of Standards and Technology in Montgomery County is being carefully monitored for possible applicability to Fairfax County. After the deer population has been reduced to generally acceptable levels, this methodology might provide a feasible method of sustaining these levels in some local herds for the long term, but with the important caveat that it appears workable primarily on closed, fenced parcels. In mid-November 2000, the Board of Supervisors approved $10,000 to develop a pilot demonstration program on deer contraception, but results of this technology have shown almost no promise for long term applicability.

H. CONCLUSIONS

The need for a comprehensive deer management program for Fairfax County is not in serious dispute. However, there is perhaps a somewhat wider array of opinion about the appropriate context for determining carrying capacity level for the management program and the particular methodologies to employ in reaching program goals.

As noted in much of the reference literature, deer have traditionally been viewed as livestock and woodlands and meadows as pasture. Deer management models and programs have been based largely upon nutritional deer carrying capacity that does not consider issues of biodiversity, altered natural processes, natural herd demographics and behavior, or adverse impacts on mankind. Many of the assumptions upon which the Integrated Deer Management Plan for Fairfax County is based require adjustment based on continued environmental assessment of the county and to meet more precisely defined ecological goals.

It is evident that, while deer in Fairfax County have not reached a state of overpopulation (as earlier defined), they are near biological carrying capacity as shown by their poor physical condition and their relentless foraging outside their "natural" habitat. It is equally evident that, for the majority of residents, deer have greatly exceeded cultural carrying capacity in terms of representing a serious vehicular hazard and their depredations on both private landscaping and our public parklands. There is now substantial evidence

documenting the fact that ecological and biodiversity carrying capacities have long since been exceeded.

In light of the Environmental Quality Advisory Council's role as an advocate for protection of environmental quality, it is EQAC's view that a biodiversity approach is needed in Fairfax County. However, as cautioned in the 1997 Consultant Report, EQAC too cautions against attempts to move responses forward without adequate data, clearly articulated plans and education and consensus building of major stakeholders. While moving quickly may assuage the concerns of some vocal groups, a true solution must address the problem with a long-term approach, considering the needs of all major stakeholders. The overall management approach must address an ecological goal that is based on sound science and also considers the value system of an educated community.

All of these caveats having been noted, the problem is of such proportions that every feasible approach must be employed not only to keep the burgeoning deer population in check, but more important, to systematically reduce it to sustainable levels. It is evident that the current managed hunt and sharpshooter programs have reached an admirable level of cost-effectiveness but are not reducing the countywide deer population at a rate sufficient to achieve the ecological carrying capacity. The archery program should be of significant help but must be evaluated for effectiveness over the first two to three years. Thus, it is incumbent upon the Board of Supervisors to continue to take increased and decisive action to address this problem over the long term, while recognizing that it is not going to be possible to please all of the people all of the time. It is likewise essential that the Fairfax County Park Authority continue its active participation in the deer management program in order to exercise the necessary stewardship of the ecological well-being of the county's parklands, which now constitute nearly 10 percent of the land area of the county. The regeneration of parkland where the program has been implemented for several years shows clearly the benefits to be derived and makes it possible to schedule other parks for program activities.

I. RECENT ACTIVITIES AND ISSUES OF NOTE

- The county Wildlife Biologist position became vacant in 2008 and there was a considerable lapse in program activities until a suitable replacement could be identified and brought aboard. At the same time, the nationwide recessionary environment severely impacted the county budget and caused additional reductions in program activities. The county Wildlife Biologist position was filled by a highly qualified individual who conducted a thoroughgoing assessment of the wildlife management programs and introduced some additional activities. The position again became vacant in 2014. During the interim, the program was overseen by Animal Control Services Division, Fairfax County Police Department. A new Wildlife Management Specialist was brought on board in summer 2014. This position now reports to the Director of Fairfax County's Animal Shelter.

- However, despite these difficulties, the deer management program was able to conduct some managed hunts and sharpshooter events.

- The Wildlife Biologist and the Director of Animal Services have conducted an extensive program review in order to maximize the ongoing effectiveness of the program and the most efficient application of fiscal resources.

- An archery program has been implemented, which will make it possible to address deer control in residential areas where discharge of firearms is prohibited.

- EQAC feels that it is essential to maintain the programs for controlling the deer population. Otherwise: (1) each year we will lose ground and the damage to key vegetation will increase; and (2) the diet of the excessively large deer herd will become less adequate and the health of the individual members of the herd will suffer.

J. COMMENTS

The comments and recommendations provided below address only the first section of this chapter (deer management issues). A comment and a recommendation addressing geese issues and comments addressing coyotes and wildlife borne disease issues are found beginning on pages 392, 395 and 404, respectively.

1. While limited program activities were conducted during the vacancy in the position of Wildlife Biologist it is apparent that there was considerable additional damage to the vegetation of the vital understory throughout the county.

2. Due to the recessionary environment in which the county has been operating, it was necessary to cancel the Assistant Wildlife Biologist position that had been authorized but not yet filled. It is hoped that economic recovery will make it possible to restore program staff to an appropriate level.

3. Public understanding and perceptions of the deer management program were assessed through a survey conducted in mid-2010. The results of the survey are available on the county website http://www.fairfaxcounty.gov/living/animals/wildlife/deer-management-survey-results.htm.

K. RECOMMENDATIONS

There are three recommendations for continuance of activity in the deer management program:

1. Managed hunts should be continued as they have become both cost-effective and efficient in reducing excesses in the deer herd.

2. The sharpshooter events should be continued because they are both humane and cost-effective.

3. The archery program should be continued as a means of controlling deer depredation of vegetation on residential properties where firearms cannot be used. Archery is also particularly cost-effective, relying on hundreds of qualified volunteers contributing thousands of hunt hours to the program at no cost.

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Earl Hodnett and Vicky Monroe, former Wildlife Biologists, Animal Services Division, Fairfax County Police Department.

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W. Dan Lovelace, former Wildlife Biologist, Virginia Department of Game and Inland Fisheries.

Mark Pritt, former Wildlife Biologist, Virginia Department of Game and Inland Fisheries.

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Pat McElroy, Wildlife Biologist, Humane Society of the United States.

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Emily Yance-Houser, Fairfax County Police Department.

Susan Alger, Virginia Department of Game and Inland Fisheries.

Matt Knox and Nelson Lafon, Deer Biologists, Virginia Department of Game and Inland Fisheries.

Jerry Peters, Green Fire

LIST OF REFERENCES

NOTE: Most of the references listed below contain extensive bibliographies. The two symposia of 1997 contain between them 83 papers, each with its own separate bibliography, which, in the aggregate, offer hundreds of additional references for those wishing more detailed information on a variety of specific topics.

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VIII-2. IMPACTS OF GEESE IN FAIRFAX COUNTY

A. OVERVIEW

Canada geese, once almost exclusively migratory, have to an increasing extent become year-round residents in Fairfax County. Although these resident populations are not evenly distributed throughout the county, many of our ponds and lakes, both large and small, and their adjacent shore areas have been occupied as permanent habitat. Geese have also become an increasing problem on parkland, golf courses and similar facilities. The problem is not so much the animals *per se* but rather the fecal contamination they bring to our water bodies and watercourses and their fouling of grassy open areas. Geese wastes are a well-documented source of fecal coliform bacterial contamination, which has reached alarming levels in many ponds, lakes and reservoirs, even those forming part of our domestic water supply. An additional problem is the damage resident geese cause to our marshes, where they feed on sprouting plants so voraciously that some once plentiful botanical species have all but disappeared. Addressing these problems inevitably requires reducing the goose population, but this is complicated, because geese are protected by federal migratory waterfowl laws.

B. BACKGROUND

1. Origins of the Goose Problem in Fairfax County

In earlier times, the Canada goose was a strictly migratory bird with its nesting range in wilderness areas of Canada and its winter range well to the south of our area. Geese passed through our area twice a year on their migrations. By the late 1960s, some Canada geese had begun to establish resident populations in this region. This is thought to have begun with birds that were propagated to stock local hunting preserves. Since that time, local Canada goose populations have undergone a dramatic upsurgence. This increase now includes numerous populations of geese that have become permanent residents in the mid-Atlantic region rather than migrating. These permanent populations have become quite obvious in many parts of Fairfax County. Wildlife biologists estimate that the Canada goose population is increasing at about 15 percent annually, which indicates that problems associated with resident goose populations soon will increase to critical levels unless remedial actions are undertaken.

2. Environmental Impact of Geese

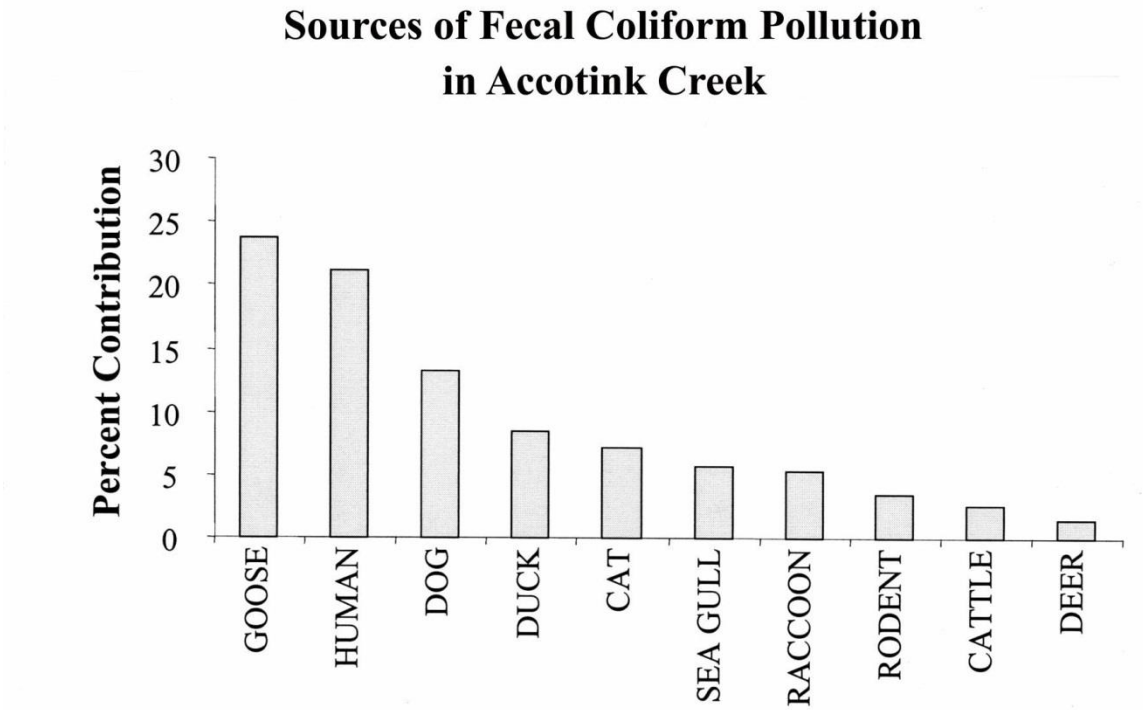
A primary impact of geese is environmental pollution, particularly pollution of streams, ponds and lakes with fecal coliform bacteria from their wastes. The magnitude of the problem is illustrated in two examples below.

Several years ago, when the Evans Farm property in McLean was in the process of being rezoned for residential development, the farm pond, which was a prominent feature of the site, was extensively sampled to determine if it contained significant levels of pollution. It was known that a resident population of Canada geese was a major contributor to any pollution of the pond. Depending on where the water samples were taken in the pond, the levels of fecal coliform bacteria were found to be from 21 to 27 times those allowable in surface waters in the Commonwealth of Virginia. Drainage from this pond passed through an under-the-road culvert to a much larger pond on the other side of the highway that had two families of resident geese. This pond had fecal coliform counts about three times the allowable level.

More recently, an environmental pollution study was conducted to determine the total maximum daily load of fecal coliform contamination that should be permitted in a portion of Accotink Creek that feeds Lake Accotink. Federal Environmental Protection Agency standards indicated that 98 percent of current levels of pollution should be eliminated, a truly draconian expectation. DNA tests to determine the sources of the extant fecal coliform bacteria pollution revealed that anseriform waterfowl (i.e., geese and ducks) accounted for 32 percent and other wildlife for about 17 percent of the total (see Figure VIII-2-1). With waterfowl being federally protected species and other wildlife largely beyond our control, half of the current pollution load is effectively beyond the power of the county to eliminate in the near term.

Another major impact of resident geese is significant alteration of the ecology of our marshlands. While migratory geese visited marshes on their twice-yearly trips through our region, the stopovers were brief and were timed so that plants had either not yet sprouted or had matured sufficiently that they were not destroyed by feeding activity. However, populations of resident geese are permanent voracious foragers that feed on newly sprouting plants to the point that some plant species are nearly eliminated from the habitat. This is particularly true of plants such as wild rice, which reseed themselves annually and provide food to many animal species. When all of the sprouting plants are consumed before they can mature and produce seeds, there will be no new plants the following year. For example, where wild rice was once an abundant species, many of our marshes are now nearly devoid of it. Thus, because of the ways in which geese change the ecology of marshes they have caused loss not only of key plant species but also of the animal species that are dependent on those plants.

Figure VIII-2-1



3. Hunting Creek Total Maximum Daily Load—Geese Control Required

A Total Maximum Daily Load is a regulatory document called for in the U.S. Clean Water Act for waters that are determined to be impaired. A TMDL determines the maximum amount (load) of a pollutant that a body of water can receive while still meeting water quality standards.

Fairfax County's Cameron Run was listed as impaired for bacteria in Virginia's 2008305(b)/303(d) Water Quality Assessment Integrated Report (VADEQ, 2008) due to exceedances of criteria for E. coli bacteria. As a result the VADEQ issued a TMDL[1] for bacteria that includes a requirement to control the many sources of bacteria entering the stream. One of the controls was for geese. The TMDL states the following:

> *"Given the effort of the local jurisdictions to reduce their resident geese population, the 85% reduction in population was applied uniformly across the Cameron Run watershed."*

1 Bacteria TMDLs for the Hunting Creek, Cameron Run, and Holmes Run Watersheds , Virginia Department of Environmental Quality, November 2, 2010

It is expected that at some point in the future, the VADEQ will develop an implementation plan for the TMDL which will include an 85% reduction in geese bacteria entering Cameron Run.

C. ISSUES IN ADDRESSING THE PROBLEM

1. Goose Population Biology

Canada geese are large birds weighing 20-25 pounds, with a life expectancy of some 20 years. Geese mate for life and remain together as pairs year-round. If one of the pair dies or is killed, the other will find a new mate. Mating season is from early February through early April, with nesting season from late March through mid-May. Geese begin to nest at three years of age. Eggs are laid approximately one per day until there is an average of five eggs per nest. Incubation (sitting the eggs) does not begin until all eggs have been laid. Eggs not being incubated are cool to the touch. Incubation time is 28-30 days. Normally, all eggs hatch on the same day. Maturation of goslings occurs from early May to early July.

Geese prefer isolated sites near water to nest, with small islands being a favored location. Nests usually are built on the ground in the open, but occasionally are located in brushy or marshy areas if flooding is not a problem. If chased from their accustomed area or if the nesting area has too many pairs, they will find alternative sites, sometimes farther away from water, sometimes near other ponds in the vicinity, and occasionally on rooftops or other unlikely locations.
Migration is a learned process with which resident geese have not become familiar. Geese return to the general area of their birth to nest, sometimes to the exact site and at least to a nearby pond or lake. Migratory geese nest in Canada while geese nesting in our area are resident geese that were born here. Whereas migratory geese have a flight range of 2,000-3,000 miles, resident geese rarely venture more than 100-200 miles and then only in search of food, water, or safety. Migratory geese do not become resident unless they are injured and can no longer fly for long distances.

Molting season runs from early June to late July. Flight feathers are lost in June and the birds are unable to fly for several weeks, but by early August new flight feathers are fully developed and all birds (except for those injured) are able to fly again. During the molting period, geese need to be near water so they can escape from predators by swimming. They also need an easily accessible food supply during this time.

Natural predators of geese include foxes, raccoons, large owls, snapping turtles and, more recently, coyotes.

2. Considerations of Public Opinion

Many residents find considerable aesthetic reward in having a few geese in areas where they can be observed and feel that the presence of such attractive wildlife creates a pleasant ambience. While this may be true, many others find the fouling of yards, open space and water bodies to be unacceptable, especially where geese congregate in appreciable numbers. Moreover, most of the public is unaware, or at best only dimly aware, of the extent to which geese are major polluters of our ponds, lakes and reservoirs, including some of our water supply sources. As the general public becomes better informed about the pollution aspects of goose populations, greater consensus on remedial approaches should result.

3. Federal Limitations on Remedial Action

Geese, as migratory waterfowl, are protected by federal laws administered by the U.S. Fish and Wildlife Service. Therefore, population reduction by lethal measures applied to adult or juvenile geese is generally not an option. In situations where adult birds are creating an extreme nuisance, the Department of Agriculture Wildlife Service can send staff to round up and relocate them. However, the Fish and Wildlife Service does issue permits for egg addling (including egg oiling) programs as a means of population stabilization. The permitting program was revamped in 2007 so that any landowner can now obtain an egg addling permit from the U.S. Fish and Wildlife Service online. Whereas Fairfax County used to hold such a permit for programs anywhere in the county under supervision and/or monitoring by the county Wildlife Biologist, its permit now covers only county-owned land. The Fairfax County Park Authority has its own egg addling permit applicable to its parklands. Use of trained Border Collies to harass geese into leaving an area is not regulated so long as they do not directly attack or kill the geese.

D. METHODS FOR POPULATION MANAGEMENT

Population management methods that utilize immediate population reduction are severely limited due to stringent federal regulations against killing geese once they are hatched. However, the methods outlined below are permissible and accepted approaches to controlling goose populations. Population stabilization, coupled with measures that discourage geese from future nesting in an area, has proved effective in longer term reductions of population. Quite recently, the Park Authority conducted an experimental managed hunt on a county-owned privately-managed golf course in which course personnel obtained regular hunting licenses that allowed an individual to take, using shotguns, six geese per day in the regular goose hunting season. The results were encouraging and suggest that hunts thus conducted might well be an attractive method for the future on county-owned properties of sufficient size.

1. Population Stabilization

Egg addling and egg oiling are quite effective in preventing eggs from hatching. Strictly speaking, egg addling is vigorous shaking of the egg at a fairly early stage in order to homogenize the contents. This will prevent further development of the egg. Egg oiling coats the surface of the shell with a vegetable oil such as corn oil, which will prevent oxygen from getting to the interior of the egg. This also is effective in halting further development of the egg. Sometimes both methods are referred to as "egg addling." When a clutch of eggs is thus treated, the goose will continue to attempt to incubate them for the normal period, but they will fail to hatch, thus limiting the population to the adult geese already present.

2. Population Exclusion

Most nuisance abatement measures are based on population exclusion. For example, trained Border Collies have been successfully employed to herd geese away from areas where they constitute a nuisance. The geese soon learn to avoid areas patrolled by the dogs, regarding them as unsafe, and they move to other areas where they do not feel threatened. This method of control has been particularly effective in large, relatively open areas such as golf courses. The major negative aspect of this method is the impact on adjacent properties. When the dogs herd the geese off of one property, they necessarily go to the one next door or in the near vicinity. However, if a pair of geese have already made a nest and if dogs are not present all of the time, the geese quickly learn that the can return to their nest. Thus, while one locale is benefited, adjacent locales are afflicted through transference of the problem.

3. Special Foraging Areas

In some cases, an area can be set aside where a small population of geese can be resident without creating an undue nuisance. However, in such cases the aesthetic appeal of having the geese nearby must be balanced by adequate consideration of the water pollution and other waste problems created.

4. Landscaping Modifications

Altering landscaping can sometimes be an effective tool in discouraging geese from congregating near ponds. Bushy plantings, reeds and tall grasses, strategically placed around a pond, will be perceived by geese as a hiding place for predators, thus discouraging them from using that area.

5. Repellents

There are commercially available, nontoxic chemical repellents that discourage geese from eating grass. The disadvantage to this approach is the necessity for frequent reapplications, since each time the grass is mowed most of the repellent is removed along with the clippings.

6. Prohibition of Feeding

Feeding geese encourages them to become resident and to congregate in areas where a "free lunch" is provided. This exacerbates the very nuisance that one is attempting reduce. Also, feeding bread and various kitchen scraps is harmful to the geese's health even though they will avidly feed on such items.

7. Combined Approaches

Clearly, combinations of several of the above approaches can be far more effective than their use individually. For example, the use of trained Border Collies together with landscaping modifications can be quite effective in creating an "undesirable" habitat. If egg oiling is added to this for the few nests that may be established, significant reductions in usage of this area in following years can be achieved.

8. Immuno-contraception

Immuno-contraception has been proposed for controlling Canada goose populations. However, it is inherently fraught with even greater limitations and disadvantages than is this technique with respect to deer populations. Therefore, it is not a subject for serious consideration for Fairfax County.

E. PUBLIC EDUCATION PROGRAM NEEDS

Public awareness of both the pollution problems caused by geese and of the mating and nesting cycle of geese is the key to being able to effectively address the "goose problem." At present, insufficient attention has been given by the public media to the pollution aspects of the problem. Since this pollution creates significant public health risks, the problem needs coverage on the county website and through informative bulletins to local homeowners associations.

F. PUBLIC AGENCY RESPONSIBILITY

The office of the county Wildlife Biologist within the Animal Services Division of the Fairfax County Police Department has been assigned primary responsibility for

management of geese by the Board of Supervisors. However, due to the fact that Canada geese are federally protected waterfowl, the U.S. Fish and Wildlife Service exercises significant regulatory and permitting functions that govern Fairfax County's geese management activities. Fairfax County was the first local jurisdiction in the nation to be granted a master permit for egg addling programs and is thereby authorized to train residents, as individuals or groups, to conduct egg addling under its monitoring and control. Except for federally issued hunting permits, intentional killing of hatched geese by humans is prohibited by federal law. In cases where it is necessary for adult geese or hatchlings to be removed from an area, this activity is conducted by the staff of the U.S. Department of Agriculture - Wildlife Services under permit from the U.S. Fish and Wildlife Service.

The population stabilization (egg oiling) program is highly cost effective since, once trained, all labor intensive activities are performed by local citizen volunteers. The only staff activities required are training, monitoring and reporting under the terms of the federal permit.

G. PROGRAM IMPLEMENTATION ACTIVITIES

Goose management programs have been implemented at a number of locations in Fairfax County. Among the locations where goose control measures have been implemented, formerly under the blanket county permit and now under individual permits, are:

1. Annandale
   a. Northern Virginia Community College - population stabilization and nuisance abatement, 12 years.
   b. Pinecrest Community - population stabilization and nuisance abatement, 11 years.
   c. Pinecrest Golf Course - population stabilization and nuisance abatement, 11 years.

2. Centreville
   a. Franklin Farms - population stabilization, 12 years.
   b. Westfields - population stabilization, 11 years.

3. Fairfax County
   a. Lake Barcroft - population stabilization and nuisance abatement, 13 years.
   b. Fairfax County Parks - population stabilization, 13 years.
   c. Copeland Pond - population stabilization and nuisance abatement, 12 years.
   d. Brook Hills - population stabilization and nuisance abatement, 13 years.
   e. Waters Edge - population stabilization and nuisance abatement, 11 years.

4. Oakton
    a. Fox Lake - population stabilization, 11 years.

5. Reston
    a. Reston Community - population stabilization, 12 years.

6. Vienna
    a. Trinity School - population stabilization, 12 years.
    b. Champion Lake - population stabilization, 11 years.

All of these programs have demonstrated reasonable degrees of success in stabilizing populations. In some cases, populations have actually declined over time due to efforts to discourage geese from further attempts to nest there.

In 2002, there were 275 eggs addled under the county permit and 952 under the separate Fairfax County Park Authority permit. In 2003, there were 255 eggs addled at 61 nest sites under the county permit and 819 eggs at 139 nest sites under the FCPA permit. In 2004, due to staffing limitations, there were ten eggs from two nests addled under the county permit and 674 eggs from 123 nests under the Park Authority Permit. In 2005 there were 1,403 eggs addled from 243 nests under the FCPA, but none under the county permit, again due to staff limitations. In 2006, the FCPA program addled 1,184 eggs in 235 nests and the county program addled 299 eggs. In 2007, the FCPA program addled 509 eggs in 109 nests. In 2008, the FCPA program addled 451 eggs in 115 nests and the county program 246 eggs in 49 nests. In 2009, the FCPA program addled 522 eggs in 123 nests and the county program 282 eggs in 56 nests. In 2010, the FCPA program addled 439 eggs in 137 nests and the county program 197 eggs in 43 nests. FCPA reports the following results for the past four years: 445 eggs in 89 nests in 2011; 388 eggs in 91 nests in 2012; 596 eggs in 123 nests in 2013; and 516 eggs in 114 nests in 2014.

H. CONCLUSIONS

While geese in small numbers are regarded by many as a pleasant addition to the local ambience, large resident goose populations in many areas of the county constitute a major environmental nuisance and public health risk. Resident goose populations tend to congregate near ponds, lakes and slow-flowing streams, which leads to contamination of these water bodies with high levels of fecal coliform bacteria. In addition, they foul the grassy open areas in the vicinity with their feces. The high growth rate of the resident goose population and the limitations on methods of control have raised pollution to levels that are not only environmentally unacceptable but that now constitute a significant public health concern.

While the programs currently in place to address these problems are good, they need to be replicated much more widely in additional areas of the county. Moreover, more intensive public information campaigns and community outreach efforts are badly needed to actively

involve a larger number of individuals and community organizations in population control programs. The office of the county Wildlife Biologist is not adequately staffed to conduct and/or supervise these critical functions. This staffing limitation is very unfortunate, since geese are a major contributor to pollution of the streams and water bodies that are sources of drinking water and are used for recreational purposes and the county is facing increased restrictions in the Total Maximum Daily Load of pollutants that may be present in our surface waters.

I. COMMENT

The comment and recommendation provided below address only the second section of this chapter (geese management issues). Comments and recommendations addressing deer management and comments addressing coyotes and wildlife borne disease issues are found beginning on pages 379, 395 and 404, respectively.

1. The Park Authority has recently held exploratory discussions to examine the feasibility of using managed shotgun hunts for reduction of resident goose populations and the regulatory limitations that may be applied to this approach. An initial pilot test has been conducted on a county-owned privately-managed golf course. This approach has considerable promise for efficiently meeting FCPA control needs and should be expanded and fully supported.

J. RECOMMENDATION

1. EQAC strongly recommends that the goose management program be continued, particularly the public outreach and training activities so that a cadre of volunteers can be created to provide the labor to do the actual egg-oiling that is the principal control measure. In addition, the shotgun hunt pilot test conducted by the Park Authority should be expanded into an established program.

ACKNOWLEDGMENTS

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Charles Smith, former Manager, Resource Management Branch, Fairfax County Park Authority.

Earl Hodnett, former Wildlife Biologist, Animal Services Division, Fairfax County Police Department.

VIII-3. COYOTES IN FAIRFAX COUNTY

A. OVERVIEW

There have recently been a growing number of reports of coyotes in the Washington metropolitan area, particularly in the western portions. They have begun to invade habitats such as Rock Creek Park, and there have been sightings in Falls Church. Contrary to some public perceptions of coyotes as vicious predators without redeeming features, there are distinct pulses as well as minuses to having them around.

B. BACKGROUND

Biologically, the coyote, *Canis latrans*, is another member of the dog and wolf family. The historical range of the coyote was from the western foothills of the Rocky Mountains to the Mississippi River. In the 1880s they began to spread west and today are endemic all the way to the Pacific shores. In the early 1900s they began to spread eastward and during the last 15 years or so have become established in the mid-Atlantic region. They adapt quite readily to urban and suburban environments as long as there are small semi-secluded habitats from which they can venture forth to hunt and forage. Once they enter an area that meets their habitat requirements they rapidly become endemic and are not easily dislodged. Recently, vertebrate taxonomists have speculated that the eastern coyotes, because of their somewhat larger body size and greater leg-length, may be a wolf-domestic dog hybrid. This possibility has yet to be evaluated definitively.

Coyotes most often hunt and forage as solitary individuals or sometimes as pairs, rarely as packs of several adult animals together. An exception occurs in the case of a female with young pups who are being taught to forage or are led on treks to obtain food from human sources such as improperly stored trash and garbage.

The usual food of coyotes is rodents and other small varmints. Adult coyotes will sometimes prey on small deer fawns but do not attack adult deer because of their size. Occasionally coyotes will opportunistically attack small domestic pets, but this most often occurs when they are foraging for improperly stored garbage and outdoor pet feed dishes around human habitations.

The adult coyotes in our region appear to be somewhat larger and heavier than the typical western coyotes. The reasons for this are not presently understood but it is suspected that there may have been some interbreeding with eastern gray wolves. This larger build has the potential to make them more effective predators of Canada geese and young deer fawns.

C. ADDRESSING THE PROBLEM

The only action required at this time is monitoring the spread of the coyote population and any adverse incidents that may occur.

D. PUBLIC EDUCATION PROGRAM NEEDS

The public should be kept informed about when and where to expect to see coyotes. While coyotes will sometimes prey on small pets, e.g., cats and small dogs and the public needs to be kept informed on measures to prevent this, the public also needs to develop awareness of the beneficial aspects of coyotes in controlling populations of small rodents and excessive numbers of small deer fawns. Coyotes can also play a beneficial role in controlling populations of Canada geese.

E. PUBLIC AGENCY RESPONSIBILITY

The county Wildlife Biologist has the primary responsibility for monitoring the coyote population and addressing public education needs. The Animal Control Division of the Fairfax County Police Department is responsible for impounding animals that are behaving strangely and may be infected with rabies. The Health Department monitors cases where humans have been bitten or scratched.

F. PROGRAM IMPLEMENTATION ACTIVITIES

No program activities are envisioned at this time except for monitoring and public education activities by the county Wildlife Biologist.

G. CONCLUSIONS

Coyotes have become established in parts of Fairfax County and will spread and become endemic over time. The public needs to develop an understanding of the occasional risks to small pets but also needs to be educated about the beneficial control of a variety of rodents and other varmints that coyotes provide. They may be of particular benefit in controlling the goose population since they are a natural predator not subject to the restrictions of the Federal Migratory Waterfowl Act.

H. COMMENT

The comment provided below addresses only the third section of this chapter (Coyotes in Fairfax County). Comments and recommendations addressing deer management and geese, and comments addressing wildlife-borne diseases, are found beginning on pages 379, 392 and 404, respectively.

1. A small number of coyotes are becoming resident in Fairfax County. Currently the potential advantages and disadvantages seem about evenly balanced. Thus, there are no recommendations at this time except that the county Wildlife Biologist should monitor the situation and keep the relevant county agencies and the public informed.

VIII-4. WILDLIFE BORNE DISEASES OF CONCERN IN FAIRFAX COUNTY

A. OVERVIEW

There are a number of zoonotic diseases (those in which wildlife serves as a reservoir) that affect humans. Four such diseases of greatest concern in Fairfax County are West Nile Virus, Lyme Disease, Rabies and the complex of diseases caused by fecal coliform bacteria. The causative agents, modes of transmission and means of prevention are briefly discussed below. A new initiative, the Disease Carrying Insects Program, has been undertaken by the Fairfax County Health Department. The reader is referred to their report on West Nile Virus and the Pilot Tick Surveillance Program for additional details in these areas.

B. BACKGROUND

1. West Nile Virus

West Nile Virus is transmitted to humans and other warm-blooded animals by mosquitoes that have fed on birds infected with the virus. Crows have been particularly implicated as a reservoir species, but it is known that many other bird species are also involved. Mosquitoes are intermediate carriers that convey the virus from birds to humans. There have also been several cases in Fairfax County of horses being infected. The principal intermediate carrier is *Culex pipiens*, the common house mosquito. There is currently no evidence for person-to-person transmission (except in the unusual situation of organ transplants or blood transfusions from infected donors). Some people infected with West Nile Virus apparently experience few, if any, symptoms. Others have mild flu-like symptoms such as low-grade fever, head and body aches, skin rash or swollen lymph nodes. In a few cases such as the elderly, children and those with weakened immune systems, the infection may cause encephalitis (inflammation of the brain tissue), meningitis (inflammation of the brain covering) or, occasionally, death. Encephalitis and meningitis symptoms include rapid onset of high fever, severe headache, stiff neck, muscle weakness and coma. The virus is of recent occurrence in this country, having been first identified in New York in 1999. However, it has now spread to every state in the lower 48. The Centers for Disease Control and Prevention of the U.S. Public Health Service predicts that the west coast will be particularly hard hit because the disease has recently appeared there, and the usual pattern is an eruption of cases the year or two following first appearance. By the end of 2002, CDC had confirmed 161 cases, including 18 deaths, since 1999. For the year 2003, these figures had jumped to 4,156 reported cases and 284 deaths. The major outbreaks in early 2003 resulted in 2,000 cases in Colorado, 1,000 in Nebraska

and 800 in South Dakota. The CDC figures on reported cases show a rapidly increasing incidence. There is almost certainly major underreporting of incidence, since most of those infected apparently have mild symptoms that do not require a visit to the doctor, and even for those actually infected and seeing a physician, the symptoms may be attributed to flu and be insufficient to trigger a report of West Nile without confirmation by serologic tests.

a. Preventive Measures

i. Mosquito Habitat Elimination

An important preventive measure to reduce the chance of infection with West Nile Virus is to eliminate, wherever possible, standing water that provides a breeding habitat for mosquitoes. Any containers such as cans, pails, wheelbarrows, etc., should be emptied and stored in such fashion that water will not collect in them. Bird baths and similar containers should have the water changed every two or three days. Ponds can be stocked with the small fish *Gambusia* that feed on mosquito larvae. There are two species: *Gambusia affinis* and *G. holbrooki*. Both are highly effective in keeping ponds and lakes free of mosquito larvae. *Gambusia holbrooki*, the most common species in the eastern United States, has become endemic in many areas of eastern Virginia and can be readily transplanted from one pond to another.

ii. Insect Repellents

Since it is nearly impossible to completely eliminate the presence of mosquitoes, some of the most effective preventive measures available for mosquito-borne infections such as West Nile Virus and tick-borne Lyme disease are sprays or lotions containing (N,N-diethyl-meta-toluamide). The active ingredient, DEET, was developed by the U.S. Department of Agriculture in 1946, originally for use by the military. The most convenient method of application to the exposed skin is as an aerosol spray. A recent study reported in the *New England Journal of Medicine* showed that the higher the concentration of DEET in the spray, the longer lasting the protection. In the case of mosquitoes, products containing 20 percent DEET were effective for four hours, those with 25 percent DEET were effective for five hours, and those with 35 percent DEET were effective overnight. It is estimated that there have been more than eight billion applications of DEET over the past 50 years with an excellent safety record. However, a study of DEET by pharmacologists at Duke University, reported in the November 2001 issue of the *Journal of Experimental Neurology*, indicated that frequent and prolonged DEET exposure might cause adverse neurological effects. It was recommended that use be limited to preparations containing no more than 30 percent DEET for adults and lower concentrations for children.

Historically, DEET (*N*,*N*-Diethyl-3-methylbenzamide) has been used, in sprays or lotions, to repel mosquito-borne infections, such as West Nile Virus and tick-borne Lyme disease. However, there is at least one alternative to DEET (picaridin) that is less toxic to humans and that exhibits similar effectiveness when compared to DEET (http://www.outdoors.org/publications/outdoors/2012/equipped/picaridin-vs-deet-insect-repellent.cfm). Unfortunately, there are relatively few studies that compare the effectiveness of different insect repellants, so it is difficult to conclude that any one product is best.

2. Lyme Disease

Lyme Disease, caused by the bacterial spirochete *Borrelia burgdorferi*, is transmitted to humans primarily, if not exclusively, by *Ixodes scapularis*, the common deer tick. Deer ticks are dark brown to black and about the size and shape of a sesame seed. The white-tailed deer appears to be an important reservoir, but rodents are also known to be heavily implicated. Lyme Disease was first identified in Lyme, Connecticut in the mid-1970s when a group of children developed arthritis-like symptoms. Within a few days to several weeks of receiving an infected tick bite, most victims will have a red, slowly expanding "bull's-eye" rash (red in the center, pink at the periphery) and such symptoms as malaise, fever, headache and muscle and joint aches. The longer a case of Lyme Disease persists without treatment, the more severe, debilitating and long lasting the symptoms are likely to be, such as arthritis and neurologic abnormalities. Many of the physicians treating Lyme Disease have found three or four week courses of doxycycline or amoxicillin to be effective treatments for early stages of the disease, but later stages may require intravenous antibiotics for a month or more.

Confirmed cases of Lyme Disease underwent a sharp increase through June, 1997 (Table VIII-4-1). The decrease of the next two years may be attributable to greater public awareness of the threat represented by deer ticks and greater use of proper preventive measures when hiking and working in wooded areas. It is unclear, however, whether a decrease in deer population will lead to a corresponding decrease in Lyme Disease cases, since other animals can act as reservoir species and may inhabit areas within which deer populations decline. However, it is interesting to note that neighboring, semi-rural Loudoun County, which has a large deer population, has the highest per capita incidence of Lyme Disease cases reported in the commonwealth. In 2001, there were 65 cases compared with 29 cases in 1999, according to the Loudoun County Health Department. This suggests a strong upward trend in incidence where there are large populations of white-tailed deer.

Table VIII-4-1
Reported Lyme Disease Cases Meeting
Centers for Disease Control Case Definition Program
Fairfax County

Period Covered	Reported Cases	Contracted outside of Fairfax County
July 1994-June 1995	14	Not Available
July 1995-June 1996	22	Not Available
July 1996-June 1997	31	Not Available
July 1997-June 1998	16	8
July 1998-June1999	13	9
July 1999-June 2000	50	8
July 2000-June 2001	51	9
July 2001-June 2002	61	33
July 2002-June 2003	87	Not Available
July 2003-June 2004	109	Not Available
****	***	****
2006	102	Not Available
2007	208	Not Available
2008	191	Not Available
2009	260	Not Available
2010	256	Not Available
2011	146	Not available
2012	149	Not Available
2013	260	Not available

**** The reporting period and methodology changed during this time.
(Source: Fairfax County Department of Health)

a. Preventive Measures

i. Vaccine

In our Annual Report for 1999, we noted that a new vaccine (Lymrix) for the prevention of Lyme Disease had just been released. In our Annual Report for 2000, we noted that there had been adverse reactions to the vaccine and advised consultation with your personal physician about the advisability of being vaccinated. As a result of an increasing number of adverse reactions, this vaccine was subsequently withdrawn from the market. While it is true that vaccination of those persons intensively exposed to deer ticks might have been helpful, for the vast majority of the population, consistent use of ordinary preventive measures should be entirely adequate. When engaged in activities that might result in exposure to deer ticks, proper clothing is a must, preferably long pants tucked into boot tops or spraying the lower legs, trouser bottoms and sock tops with insect repellent, since most ticks are encountered close to the ground.

ii. Insect repellent

The same DEET-containing repellents recommended for mosquitoes (see West Nile Virus above) are also highly effective for ticks. See the discussion of DEET-containing insect repellents in the West Nile Virus section above. See also the above discussion of picaridin as an alternative to DEET.

3. Rabies

Rabies is a viral disease that affects the nervous system and may have a post-infection latent period from a number of days to several weeks. During the latent period, between the time of an animal bite and the onset of overt symptoms, the virus is propagated along the nerve fiber sheaths until it reaches critical areas of the brain. While rabies has been present in this area for many years, it exists at a low level with the incidence appearing to cycle over a period of several years. This is attributed to the fact that infection, when it reaches the symptomatic stage, is uniformly fatal. Thus, an infected animal may infect several others and there will appear to be a relatively high incidence, but when those animals die there are fewer carriers for a period of time during which the incidence appears to be lower. We are currently experiencing a periodic upturn in the rabies cycle, particularly among foxes and raccoons. Rabies is transmitted to humans and other mammals through the saliva of an infected animal almost always in the overtly symptomatic stage, which usually only lasts about ten days. During this time, an infected animal usually exhibits aberrant behavior, such as a nocturnal animal being around during the day, exhibiting signs of confusion, showing an unsteady gait, desperately seeking water but unable to drink, often aggressively approaching dogs and humans, etc. The main wildlife reservoirs in this area (and the number of cases in 2002) are raccoons (52), foxes (9), skunks (9) and, to a lesser extent, some bats. Cases from July 1, 2004, to June 30, 2005, were raccoons (29),

foxes (13), skunks (5), bats (6) and groundhogs (1). Domestic animals, e.g., dogs and occasionally cats, may act as secondary transmitters of the disease after having contracted it from a wildlife source. The incidence of rabies in animals fluctuates. For example, Fairfax County had 80 cases in 2002, 47 cases in 2003 and has had 52 cases by the end of July in 2004 and 54 cases by the end June in 2005. In CY 2004, 612 animals were tested with 69 testing positive, and through October 2005, 35 of the 480 animals tested were positive. This year a feral cat that bit both an adult and a child tested positive for rabies.

a. Preventive measures

The most important measure for prevention of rabies is to avoid being bitten by or direct contact with an animal that might be infected. If you encounter an animal that is behaving strangely or exhibiting symptoms such as excessive drooling, contact Fairfax County Animal Services Division at **703-830-3310** without delay. This also applies if you find a dead animal that you suspect may have died of rabies. Animal Services will send a professionally trained officer to impound the animal (or carcass) for quarantine and testing. If you are bitten or scratched or come in contact with the animal's saliva, seek immediate medical attention so a determination can be made as to whether you may require a course of preventive inoculations. The protective serum used for such inoculations has been substantially improved in recent years so that fewer doses are required, and those have fewer unpleasant side effects.

4. Fecal Coliform Bacterial Diseases

Fecal coliform bacterial diseases in humans are caused primarily through ingesting or wading or swimming in contaminated water. There are a number of bacteria that can be responsible, but the thing they share in common is being present in the gut and intestinal wastes of a variety of wildlife and domestic animals. The relatively new science of molecular genetic DNA testing has made it possible to reliably identify the particular animals responsible for the pollution of a given water sample. Studies carried out at several sites in Fairfax County indicate that Canada geese living in and about ponds and streams are principal contributors, while ducks, deer, raccoons, foxes and domestic dogs and cats are also significant sources (see Figure VIII-2-1 on page 385). When the wastes from these animal sources are deposited directly into, or washed into, streams and ponds, the pollution can build up to hazardous levels. For example, one pond in the McLean area, inhabited by Canada geese that had become resident, was extensively tested several years ago and was found to have levels of fecal coliform bacterial contamination that ranged from 21 to 27 times the level allowable in surface waters in the Commonwealth of Virginia. Another occasional source of such contamination is from leaks, overflows, or ruptures in the public sanitary sewer system or private septic systems. While illness from such bacteria is usually not life

threatening and is readily treated with antibiotics, exposure to waters that one has reason to believe may be polluted should be scrupulously avoided.

Several years ago, budgetary limitations led to consideration of eliminating the county's Stream Monitoring Program. EQAC intervened in the discussion, pointing out that this monitoring was environmentally critical and not duplicated in any other county programs. As a result, the Board of Supervisors directed that the program be continued. Recently, an agreement has been reached in which the Stream Monitoring Program for bacterial contamination is being reorganized. The collection of samples will now be handled by staff of the Department of Public Works and Environmental Services responsible for the watershed management program, since they are in the field on a regular basis and it is efficient for them to perform this function. Analysis of the samples will continue to be performed by the Department of Health laboratories. It is felt that this arrangement will provide for better and more efficient monitoring of the health and safety of our streams, lakes and ponds.

a. Preventive measures

There is a general solution to this problem in which pollution of our surface waters is prevented in the first place. The main individual solution to the problem is to avoid disease caused by fecal coliform bacteria by not drinking water from sources whose pollution status is unknown and by not wading or swimming in water that is known to be, or suspected of being, polluted.

C. PUBLIC EDUCATION PROGRAM NEEDS

The Fairfax County Department of Health has available an excellent booklet entitled *Preventing Tick-borne Diseases in Virginia*. They also have a brochure entitled *Rabies and Animal Bites: What you should know and what you should do*. Additional information is available through the Health Department section of the county website http://fairfaxcounty.gov/living/healthhuman/health.htm#environmental

With the recent nearly epidemic explosion of West Nile Virus, there is near certainty of it becoming endemic in our area for the long term. Public education materials, comparable to those noted above, are available from our own county Health Department, especially at http://www.fairfaxcounty.gov/fightthebite. In addition, the Centers for Disease Control and Prevention of the U.S. Public Health Service has some recently-developed materials that are quite good. A new initiative, the Disease Carrying Insects Program, has been undertaken by the Fairfax County Health Department. The reader is referred to their report on West Nile Virus and the Pilot Tick Surveillance Program for additional details in these areas.

Because of the frequently changing levels of pollution in our surface waters, it is not practical to create printed materials identifying those streams and ponds that are affected

by fecal coliform bacterial pollution. However, our excellent county website is an ideal way for the public to receive frequent updates on results of the Stream Monitoring Program and notices about waters that should be avoided due to pollution.

The public media generally do a fairly good job of reporting the finding of rabid animals. Such incidents could also be posted on the county website as advisories.

D. PUBLIC AGENCY RESPONSIBILITIES

The primary public agency responsibilities lie in the following areas:

1. Public education.
2. Monitoring of disease incidence.
3. Monitoring of pollution and exposure hazards.
4. Providing animal control services.
5. Providing mosquito abatement, where needed.

The Animal Services Division of the Fairfax County Police Department is responsible for animal control activities, such as impounding animals suspected of being rabid and similar wildlife-related activities. The Stormwater Planning Division of the Department of Public Works and Environmental Services will have responsibility for collection of water samples from streams, lakes and ponds. The Health Department has responsibility for most prevention and public education activities, water sample testing and various monitoring and information gathering programs.

E. HEALTH DEPARTMENT REFERENCE MATERIALS

The Fairfax County Health Department has prepared several excellent brochures to provide information to the public on various animal and insect borne diseases and means for their prevention.

- Ticks and tick-borne diseases in Fairfax County.
- Understanding mosquitos and West Nile Virus.
- The Asian Tiger Mosquito.
- Choosing the right repellent.
- Rabies and Animal Bites: What you should know and what you should do.

The Health Department website, www.fairfaxcounty.gov/living/healthhuman/, has additional information in the section entitled Health.

- Lyme Disease.
- Mosquitos.
- Rabies.

- Environmental health contains information sections on
  - Malaria.
  - Mosquitos.
  - Rabies.
  - The Stream Protection Strategy Program contains information on fecal coliform pollution.

F. CONCLUSIONS

The upsurgence of West Nile Virus and Lyme Disease require continual monitoring and public education and are rapidly becoming serious public health issues. Rabies is a continuing low level, more or less steady-state, problem. Waters polluted by excessive levels of fecal coliform bacteria require mitigation, where possible, and monitoring and posting to warn the public against exposure. Malaria, of which a very few scattered cases have been reported, will require careful monitoring and epidemiologic tracking as well as mosquito abatement.

G. COMMENTS

The comments provided below address only the fourth section of this chapter (Wildlife Borne Diseases of Concern in Fairfax County). Comments and recommendations addressing deer management and geese, and a comment addressing coyotes, are found beginning on pages 379, 392 and 395, respectively.

1. EQAC commends the Board of Supervisors for providing continued active support to the following ongoing programs:

   - The Stream Monitoring Program in which the Stream Protection Strategies Program of the DPWES performs sample collection and field testing and the Health Department performs laboratory testing and analysis functions.

   - Enhanced public education programs and initiatives in key areas, such as control of rabies and of wildlife contributing to pollution of surface waters, epidemiology and abatement of insect borne diseases such as West Nile Virus and Lyme Disease.

   - EQAC commends the Health Department for its excellent public education programs and advocates posting of advisories on the county website when polluted waters are identified.

2. EQAC feels that the Board of Supervisors should monitor these programs by scheduling periodic reports to its Environment Committee by county staff.

3. Recently, there has been an incident of a feral cat that bit both an adult and child and when apprehended by Fairfax County Animal Control was found to have rabies, which necessitated rabies treatment for the victims. Since feral cats often live in small groups they should be closely monitored as a potential rabies hazard.

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Peter Troell, MD, MPH, Epidemiologist, Fairfax County Health Department.

LIST OF REFERENCES

Fairfax County Department of Health. Preventing Tick-borne Diseases in Virginia.

Fairfax County Department of Health. Rabies and Animal Bites: What you should know and what you should do.

Fairfax County Department of Health. West Nile Virus Control and Mosquito Management Program. Disease Carrying Insects Program.

WILDLIFE AND THE ENVIRONMENT IN FAIRFAX COUNTY: SUMMARY OF RECOMMENDATIONS

Impacts of Deer in Fairfax County

There are three recommendations for continuance of activity in the deer management program:

1. Managed hunts should be continued as they have become both cost-effective and efficient in reducing excesses in the deer herd.

2. The sharpshooter events should be continued because they are both humane and cost-effective.

3. The archery program should be continued as a means of controlling deer depredation of vegetation on residential properties where firearms cannot be used. Archery is also particularly cost-effective, relying on hundreds of qualified volunteers contributing thousands of hunt hours to the program at no cost.

Impacts of Geese in Fairfax County

1. EQAC strongly recommends that the goose management program be continued, particularly the public outreach and training activities so that a cadre of volunteers can be created to provide the labor to do the actual egg-oiling that is the principal control measure. In addition, the shotgun hunt pilot test conducted by the Park Authority should be expanded into an established program.

Coyotes in Fairfax County

There are no recommendations at this time except that the county Wildlife Biologist should monitor the situation and keep the relevant county agencies and the public informed.

Wildlife Borne Diseases of Concern in Fairfax County

There are no recommendations at this time, although EQAC has provided comments in this section recommending active support to a number of ongoing programs and to the monitoring of these programs and reporting to the Board of Supervisors' Environmental Committee.