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Emergency Programs Manual



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Overview

The Introduction provides basic information about the Emergency Programs Manual (EPM). The information includes the following:

- ◆ Purposes of the EPM for Project Directors and Regional Rapid Response Team (RRT) Members
- ◆ Purposes of the EPM for Regional Program Managers and the Pest Detection and Management Programs Staff
- ◆ Users of the EPM
- ◆ Documents that relate to the EPM
- ◆ Reporting problems with the EPM

Introduction:

Purposes of the EPM for Project Directors and Regional Rapid Response Team (RRT) Members

Purposes of the EPM for Project Directors and Regional Rapid Response Team (RRT) Members

The EPM serves as a guide for Project Directors and RRT members to conduct orderly and successful emergency eradication projects against introduced plant pests.

The EPM:

1. Provides a checklist of general activities to organize a program, assign responsibilities, and plan dates.
2. Houses the response guidelines that provide information about specific, new plant pests.
3. Provides Project Directors and RRT members with national-level guidelines for the survey, regulatory, and control aspects of emergency eradication projects.

Purposes of the EPM for Regional Program Managers and the Pest Detection and Management Programs (PDMP) Staff

The EPM serves as a guide for Regional Program Managers (RPM), Plant Protection and Quarantine's (PPQ) Surveillance and Emergency Programs and Coordination (PDMP) staff, and others to plan and monitor orderly and successful emergency eradication projects against introduced plant pests.

The EPM:

1. Provides a comprehensive summary of those aspects for all emergency programs that provide support and service to the field.
2. Houses the response guidelines that provide information about specific, new plant pests.
3. Provides RPM's with national-level guidelines for the survey, regulatory, and control aspects of emergency programs.

Users of the EPM

The EPM is used primarily by PPQ personnel working on emergency projects. PPQ personnel include the PDMP Staff, RPM's, Project Directors or Managers, and RRT members.

Secondary users are State personnel cooperating with PPQ personnel on emergency projects.

Also, independent State personnel could use the EPM as a guide to conduct emergency projects that have no Federal involvement.

Documents That Relate to the EPM

The following listed Acts, Laws and Regulations, Manuals, Directives, and memorandums, relate to the EPM. The documents may provide the rules that govern the control and eradication actions. They may provide the guidelines and procedures for conducting emergency projects. Also, they may operationally support the guidelines and procedures presented in the EPM.

The related documents include the following:

- ◆ Plant Protection Act, effective June 20, 2000
- ◆ Federal Noxious Weed Act of 1974, Section 15 (7 USC 2814)
- ◆ Cooperation with State Agencies in the Administration and Enforcement of Certain Federal Laws Act, approved September 28, 1962
- ◆ Federal Insecticide, Fungicide, and Rodenticide Act, as Amended
- ◆ The Honeybee Act
- ◆ State laws
- ◆ USDA Regulatory Decision making Requirements, Departmental Regulation 1512-1
- ◆ Radio Communication Management, APHIS Directive 260.2
- ◆ APHIS Contingency Fund, APHIS Directive 2210.1
- ◆ Environmental Monitoring for APHIS Pest and Disease Control and Eradication Programs, APHIS Directive 5640.1
- ◆ Administrative Guidelines for Emergency Programs
- ◆ Aerial Application Manual
- ◆ APHIS Agreements Management Manual
- ◆ Collecting Environmental Monitoring Samples, M390.1403
- ◆ PPQ Treatment Manual
- ◆ New Pest Response Guidelines

The Plant Protection Act

The Plant Protection Act provides the authority for the Secretary of Agriculture to prevent the introduction or spread of a plant pest or noxious weed. Section 415 provides the authority for the Secretary of Agriculture to declare an extraordinary emergency. Section 414

provides the authority to take emergency action to seize, treat, or destroy articles or products related to plant pests new to or not known to be widely prevalent in the United States.

This Act provides the authority to regulate the movement of plant pests and their carriers, into or through the United States; and to take emergency measures pending promulgation of quarantines and regulation.

This new authority, effective June 20, 2000, incorporates provisions of older statutes that were repealed including the Federal Plant Pest Act, most of the Organic Act, most of the Federal Noxious Weed Act, and the Golden Nematode Act among others.

Federal Noxious Weed Act, Section 15

Most of the provisions of the Federal Noxious Weed Act of 1974, were incorporated into the Plant Protection Act. One section not repealed and incorporated into the Plant Protection Act is Section 15 of the Federal Noxious Weed Act. This is listed as 7 USC Section 2814 and has provisions for cooperative agreements with States on controlling weeds on Federal and State lands.

The Cooperation Act

The Cooperation with State Agencies in the Administration and Enforcement of Certain Federal Laws Act, provides for the cooperation with State Agencies in administering and enforcing Federal laws and regulations relating to the marketing of agricultural products and the control or eradication of plant and animal diseases and pests.

Federal Insecticide, Fungicide, and Rodenticide Act as Amended

The basic authority for Federal pesticide regulations since 1947, the Act regulates the use of pesticides to protect people and the environment and extends Federal pesticide regulation to all pesticides according to The Standard Pesticide User's Guide.

The Honeybee Act

Section 284 of 7 USC provides the authority for the Secretary of Agriculture either independently or cooperatively, to eradicate, suppress, control, and prevent or retard the spread of undesirable species and subspecies of honeybees.

State Laws

Emergency projects may be authorized and controlled by various State laws and regulations. Immediate radioactive activities, intrastate regulatory actions, and use of State right-of-entry access, are typical activities performed under State authority. State cooperation is essential to gain entry to private property. Federal law does not authorize trespassing on private property.

For an emergency project, the State cooperator can provide information on State authority to the Project Manager and Regional Director (RD). A list of State Plant Regulatory Officials (SPRO's) is in Appendix 2.

In Federal/State emergency projects, PPQ cooperates with the appropriate State Agencies. In this case, the State cooperator will be responsible for contacts with political subdivisions within the State and may preempt the authority of subordinate political subdivisions.

PPQ and the State cooperating agency, will use a Cooperative Agreement (CA) or Memorandum of Understanding (MOU) to define areas of authority and responsibility.

USDA Regulatory Decision making Requirements

Departmental Regulation 1512-1 contains procedures for developing and reviewing regulations.

Radio Communication Management

APHIS Directive 260.2 provides guidelines for managing radio communications during emergency projects. Refer to Appendix 3 for a summary of those guidelines.

APHIS Contingency Fund

Directive 2210.1 provides the guidelines for requesting contingency funds. For additional information on requesting contingency funds, refer to the section on Funding

Environmental Monitoring

Environmental Monitoring for APHIS Pest and Disease Control and Eradication Programs, APHIS Directive 5640.1, requires environmental monitoring plans. Refer to the Environmental Monitoring for Emergency Projects section in this Manual for additional information on environmental monitoring for emergency projects.

Administrative Guidelines for Emergency Programs

These guidelines allow for the administrative operations that support an emergency project and would include topics such as how to set up an office, how to contract for services, e.g., office and vehicle maintenance, and how to implement a project safety program.

Aerial Application Manual

Published by PPQ, this Manual is a guide for supervisors and other personnel who plan and conduct aerial applications for emergency projects.

APHIS Agreements Management Manual

Published by PPQ, this Manual establishes administrative policies and procedures.

Collecting Environmental Monitoring Samples

Published by PPQ, M390.1403 contains standard procedures for collecting, storing, and shipping environmental monitoring samples.

PPQ Treatment Manual

Published by PPQ, this Manual contains treatments for the eradication of plant pests from commodities.

New Pest Response Guidelines

Documents that provide guidelines and actions for the control and/or eradication of introduced plant pests. Refer to Appendix 1 for a list of pests that have response guidelines.

How to Report Problems with the EPM

TABLE 1-1: Reporting Problems with the EPM

IF you:	Then:
Have a suggestion for improving the content of the EPM	COMPLETE and MAIL the Comment Sheet located in the back of the EPM
Have identified a problem with the content of the EPM	CALL the PPQ Manuals Unit at 240-629-1929
Have a situation that requires an immediate response regarding guidelines for an emergency project	CALL PPQ, PDMP at 301-734-8247
Disagree with a guideline or activity identified in the EPM	CONTACT PPQ, PDMP following local protocol, describing why you disagree, and what you recommend

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Procedures

Evaluating and Responding to Confirmed Reports of a New Plant Pest

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Why PPQ Has These Procedures

To fulfill its mission, APHIS must respond immediately to exotic pest introductions and endemic pest infestations which pose a significant economic threat.

PPQ has a New Pest Advisory Group (NPAG) that is responsible for the following:

- ◆ Evaluating the significance of plant pests believed to be new to the United States
- ◆ Determining the response required to protect American plant resources
- ◆ Communicating PPQ's position and intention about plant pests new to the United States
- ◆ Recommending options and actions on how PPQ should respond to a new plant pest

When carrying out these responsibilities, NPAG follow procedures that allows them to evaluate all applicable options and recommend the most appropriate action for PPQ to take. See **Figure 2-1** for an outline of the procedures with a detailed description in **Appendix D**.

When the Procedures Are Initiated

The NPAG procedures begin when its Executive Secretary receives a confirmed report of either a new plant pest or the potential entry of a new plant pest. The report must be authoritative; and, the situation must be an emergency occurring under one of the following conditions or circumstances

- ◆ An introduced plant pest is discovered within the United States

- ◆ An exotic plant pest is present in a nearby country or territory, and the proximity of the plant pest threatens the agriculture of the United States
- ◆ A proposal is made by States, industry groups, other countries, or international organizations
- ◆ Treatments or new data concerning the host status are discovered

NPAG Procedures

1. Evaluate the new plant pest.
 - A. Check the new plant pest against a list of plant pest s that have response guidelines.
 - B. Initiate the process to prepare a preliminary status evaluation and a data sheet.**
 - C. Inform interested parties of the new plant pest.
 - D. Review the results of the preliminary status evaluation and the data sheet.
 - E. Decide to call a meeting of NPAG.
2. Conduct a meeting of NPAG.
 - A. Notify all members and interested parties of the
 - B. NPAG meeting.
 - C. Conduct the NPAG meeting.
3. Prepare an NPAG report.
 - A. Prepare a draft NPAG report.
 - B. Prepare a final report.
4. Act on the final decision.
 - A. Make decision and specify action.
 - B. Communicate the final decision.
 - C. Track completion and maintain records.

FIGURE 2-1: Overview of the procedures for evaluating and responding to confirmed reports of a new plant pest.

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Authority for Emergency Projects

Evaluating and Responding to Confirmed Reports of a New Plant Pest

Overview

Congressional Acts and delegations made by the Secretary of Agriculture, provide the authority that supports emergency eradication programs. In *A Review of Federal Domestic Plant Quarantines* it states that the Acts and the regulations based on them, provide the foundation for flexible but effective programs for protecting the United States against exotic plant pests. Also stated is that under the Acts, USDA has broad authority to take appropriate measures against threatening pests and to promulgate or modify existing regulations whenever necessary.

As they relate to emergency eradication programs, the Acts provide the Secretary of Agriculture with authority to do the following

- ◆ Establish or modify quarantines and regulations to carry out emergency eradication programs against new plant pests that become established in the United States
- ◆ Restrict and prohibit the entry and interstate movement of plants and plant products to prevent the entry and interstate spread of plant pests
- ◆ Declare an extraordinary emergency when a new plant pest is present in the United States and that presence threatens the agriculture of the United States; and, State measures are determined inadequate
- ◆ Cooperate with States, farmers, associations, and other countries of the Western Hemisphere, to carry out operations to control or eradicate pests which pose a significant economic hazard or that threaten the United States

Refer to **Documents That Relate to the EPM** under the chapter **Introduction to the EPM**, for a description of the Acts that provide the broad authorities to support emergency eradication programs.

- ◆ **The Plant Protection Act**, effective June 20, 2000
- ◆ **Federal Noxious Weed Act, Section 15**

- ◆ **The Cooperation Act** - Cooperation with State Agencies in the Administration and Enforcement of Certain Federal Laws Act, approved September 28, 1963
- ◆ **Federal Insecticide, Fungicide, and Rodenticide Act as Amended**
- ◆ **The Honeybee Act**

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Basic Organizational Structure

For Federal/State Emergency Projects

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Introduction

There is a basic organizational structure for emergency projects, even though they are usually conducted cooperatively between Federal and State Agencies and the number of Project Directors and State cooperators may vary. The basic organizational structure for emergency projects is illustrated in **Figure 4-1**. Use **Figure 4-1** as a guide to organize emergency projects. **Figure 5-1** illustrates the Federal Headquarters Pest Detection and Management Programs (PDMP) Staff that supports emergency projects. The PDMP Staff serves under the Assistant Deputy Administrator.

The Project Directors consult with Director of PDMP and with RD's, State Plant Health Directors (SPHD's), and State cooperators when organizing the project's structure. The SPHD may or may not be integral to the structure. In some programs, more than one SPHD and State cooperator may be involved. Both Federal and State personnel are encouraged to maintain a flexible attitude when setting up a project's structure to best accomplish the project's goal.

The demands of emergency projects will determine how many Project Directors, RD's, and State cooperators are involved. These demands would include the number of infestations and the size of the infestation(s) across States and regions.

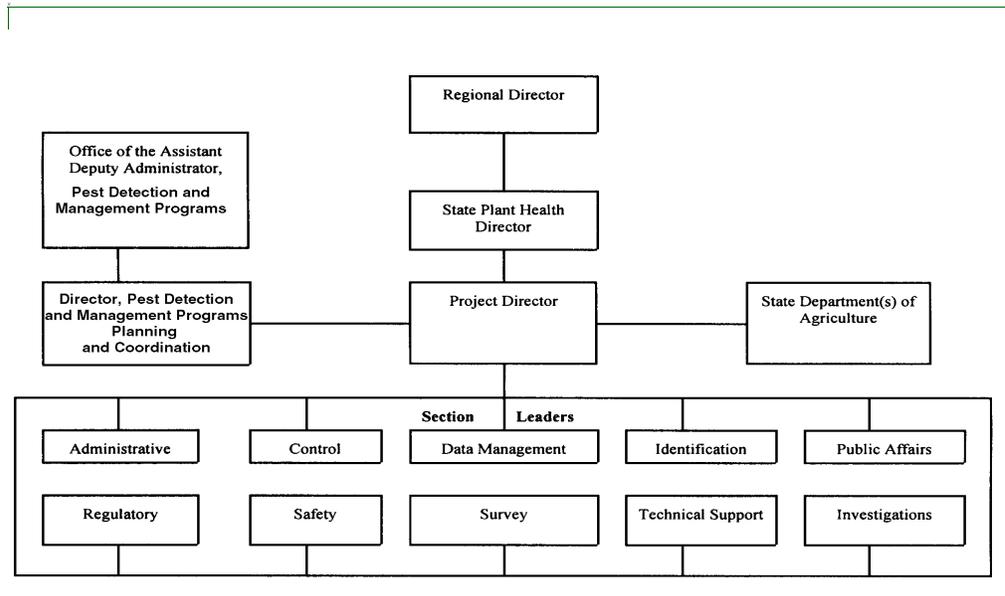


FIGURE 4-1: Basic organizational structure for Federal/State emergency projects

The responsibilities of each role identified in the basic organizational structure is described further in this section of the Manual. Also, refer to **Figure 5-1** where the PDMP Director, Regional Directors, and Project Directors interact on emergency programs.

Regional Directors (RD's)

Regarding emergency projects, RD's are responsible for availing their region's support to the emergency program in the initial phases of set up while maintaining close contact with the project's development. RD's may delegate this responsibility to a SPHD or work as a team with SPHD's and a Project Director. In **Figure 5-1**, RD's interact with the emergency programs through the SPHD, if appropriate, or directly with the Project Director and the PDMP Staff.

The RD's have immediate, day-to-day responsibilities of all aspects of emergency programs and work closely with the Office of the Director, PDMP, regarding policy, coordination, funding, and regulatory support.

1. Direct the initial response in the field, in coordination with PDMP .
2. Monitor emergency projects, in cooperation with State officials for Federal/State projects, to ensure effective and efficient operation.
3. Select a Project Director, and/or a Deputy Project Leader in consultation with the Director of PDMP and State officials, if involved.

4. Select an Administrative Officer.
5. Select a location for the field headquarters.
6. Arrange initial staffing for administrative and operational personnel. First, assign personnel from regional resources; then if necessary, request personnel from other PPQ regions and cooperators.
7. Arrange for transporting and distributing needed material from regional emergency caches. If necessary, request materials from the national emergency cache.
8. Start appropriate action within 72 hours of notification following the general guidelines in the EPM and the New Pest Response Guidelines.
9. Estimate or arrange the estimation of future needs from State, Federal land management agencies, and military resources; e.g., access to an airstrip, develop a memorandum of understanding (MOU) with the Department of Defense.

Project Directors

Project Directors (PD's) manage emergency programs at the field locations where support operations are occurring. For Federal emergency projects, PD's are selected by and are accountable to, the RD and SPHD's. For Federal/State emergency projects, PD's are selected cooperatively by the RD in consultation with the Director of PDMP , SPHD's, and State authorities, and are accountable to all.

The demands of emergency projects will determine how many PD's are involved. For Federal/State emergency projects, usually one is the Director and the other is the Deputy Director.

PD's are responsible for achieving emergency projects' goals which usually are to eradicate or contain new or reintroduced plant pests. The responsibilities of PD's are as follows:

1. Establish a headquarters of operations with input from the Director of PDMP , RD's, and SPHD's.
2. Organize the managing structure of the emergency project. Review all environmental documents (environmental assessment (EA), environmental impact statement (EIS)). Ensure their provisions are followed.
3. Establish operational protocol using the New Pest Response Guidelines as a guide.

4. Select section leaders or officers, administrative personnel, and field personnel. For larger emergency projects, section leaders manage teams that perform the activities of the project; while for smaller emergency projects, individual section officers are responsible to the PD.
5. Supervise section leaders or officers.
6. Develop rotation schedules for personnel.
7. Develop a list of contacts and cooperators.
8. Act as liaison with cooperators.
9. Request and mobilize emergency equipment and supplies.
10. Identify preliminary technical support needs.
11. Establish and maintain daily reports.
12. Conduct periodic staff meetings with the section leaders. In the beginning of emergency projects, the frequency of staff meetings should be daily or at least twice a week.
13. Clear all purchases exceeding an established amount.
14. Maintain or delegate a chronology of project activities.
15. Arrange for notification of initiating a project to concerned individuals, Agencies, or groups including the following
 - A. State departments of agriculture (cooperate with PDMP)
 - B. Affected county and/or city governments
 - C. Tribal Governments
 - D. Concerned agricultural industries
 - E. Federal and affected State Environmental Protection Agencies (cooperate with PPQ's Environmental Monitoring Team, and Environmental Services (ES))
 - F. Federal/State Extension and Research Agencies
 - G. Federal/State wildlife services for compliance with the Endangered Species Act (cooperate with PDMP , ES, and regional office)
 - H. General public
 - I. Special interest groups
16. Establish performance measurements for all supervised personnel.
17. Evaluate or delegate the evaluation of performance of APHIS employees who serve 90 days or more on emergency projects.

18. Provide to PDMP staff, information necessary to formulate a compensation rule and economic analysis if necessary, including acres and crops affected, market value of crop, estimating costs to growers of regulatory or control measures, future lost incomes cost estimates, etc. (see **Compensation**).
19. Establish quality assurance/quality control system for emergency projects.

Administrative Officer

An Administrative Officer (AO) or an administrative leader of a team has the overall responsibility of coordinating the on-site administrative operations for emergency projects. The *Administrative Guidelines for Emergency Programs* provide the basic procedures for the following administrative functions:

- ◆ Personnel
- ◆ Budget and fiscal
- ◆ Administrative services

If AO's have questions about the guidelines and procedures to follow, they should contact all applicable sources within the Agency for help.

Personnel Responsibilities

1. Establish needs and request administrative personnel that will maintain a continuous administrative support team.
2. Acquire permanent employees and hire temporary employees for both administrative and field program positions. The length and size of the emergency project will determine the need to use both types of employees.
3. Maintain accurate personnel records on permanent and temporary employees working the emergency projects.
4. Prepare orientation packages, and provide orientation and training to the employees coming on site. The orientation packages may include information about the program's mission; directions on completing record keeping forms such as time and attendance records and travel vouchers; maps and information about the local area and motel accommodations; and details of assignments, responsibilities, safety hazards and precautions, and work hours; etc.
5. Review and process accident forms. (Copies of completed accident forms are sent to the regional safety officer to include in regional accident reports.)

Budget and Fiscal Responsibilities

1. Estimate costs for the project's budget. Continuously monitor the spending of resources, and modify the budget estimates relating to changing emergency conditions.
2. Arrange for payment of salaries, project expenses, and authorized compensation to individuals or organizations for economic losses incurred as a result of project activities.
3. Maintain accurate budget and fiscal records.
4. Authorize travel advances and process travel vouchers.

Administrative Services Responsibilities

1. Arrange for office, parking, storage space, and associated utilities such as electric, water, sewage, and telephone lines for communications and to support computer equipment. Initially, temporary space is obtained where project members can assess the scope, impact, and extended nature of the emergency situation and determine long-term space needs for the duration of the emergency project.
2. Purchase or lease the necessary services, supplies, and equipment, to set up and support project operations. Local blanket purchase arrangements/orders will be established to meet these needs, where appropriate, to support ongoing operational needs. Regional and national emergency caches are used to satisfy immediate needs to the extent available; then standard supply sources can be used. Provide assistance in developing contract specifications when necessary.
3. Arrange for computers and communication equipment, e.g., computer hardware and software for word processing, financial systems, electronic mail and Internet; telephone; facsimile machines; and modems.
4. Acquire and maintain vehicles and related equipment. Prepare and submit associated reports.
5. Establish and maintain an inventory control system for accountable property and supplies. Depending on the size of the project, the AO may designate a property officer and supply clerk.
6. Maintain official records for the emergency project. Respond to inquiries for administrative information. At the termination of a project, make the proper distribution of the records and correspondence.

7. Manage safety and health functions such as orientation, training, accident reporting, use of personal protective equipment, property inspections, medical services, and safety and health information. Depending on the size of the project, the AO may designate a safety officer.

Control Leader

Within 24 hours of arrival on site, the PD will select a qualified employee as control leader. For introduced plant pests, the control leader will immediately establish a treatment program to either eradicate the introduced pest or to reduce the initial population.

Any modification of the treatment program must be coordinated through the PD.

The responsibilities of the control leader are as follows:

1. Review all safety measures, label precautions, and environmental restrictions prior to treatment, and inform treatment personnel.
2. Implement the appropriate treatment(s) with regard for all safety measures, label precautions, and environmental restrictions.
3. Obtain approved, effective pesticide(s) as recommended by the New Pest Response Guidelines. Request exemptions, if required.
4. Arrange for pesticide storage and disposal sites.
5. Arrange and supervise treatment applications.
6. Initiate and implement an environmental monitoring program.
7. Initiate and implement sterile insect or biological control agent releases, if the emergency project does not have a sterile insect technique leader.
8. Establish needs and request personnel to maintain a continuous treatment program.
9. Establish needs and request equipment and material to maintain a continuous treatment program.
10. Establish quality assurance measures for monitoring treatment efficiency.
11. Select an air operations support leader, if appropriate, as soon as possible after program initiation. Ensure that Aircraft and Equipment Operations (AEO) provides oversight for aerial application equipment
12. calibration and acceptance.

13. Inform information specialists of treatment activities for dissemination of information to concerned parties, such as industry and the public.
14. Prepare reports on treatment activities, as needed.

Air Operations Support Leader

The responsibilities of the Air Operations Support Leader are as following:

1. Use the PPQ Aerial Application Manual as an operational guideline.
2. Establish immediately, air operations program to support the emergency project including activities such as scouting, pesticide application, sterile insect releases, and/or biological control agent releases.
3. Obtain needed equipment, such as aircraft, navigational devices, radios, application systems, and monitoring devices.
4. Obtain appropriate airport facilities and needed permits, with help from State authorities.
5. Establish need and rotate personnel to maintain a continuous air operations program.
6. Train ground personnel.
7. Inform the Federal Aviation Administration (FAA), State, county, and municipal officials of planned air operations.
8. Supervise aerial operations.
9. Serve as a Contracting Officer's Representative (COR) and/or coordinate quality assurance with Aircraft and Equipment Operations (AEO) on aircraft and release equipment.

Data Manager

The Data Manager will develop and maintain various program related databases. These various databases will be utilized for both reports and Global Information System¹ products analyzing all pertinent program-related data.

1 A Geographic Information System (GIS), is a computer-based system that allows for the analysis of program-related data. The GIS utilizes geographical-referenced data that is stored in various databases and is displayed graphically. This geo-referenced data can be layered over various geographic layers, depicting a variety of attributes such as, transportation structures, municipal boundaries, endangered species distribution, crop locations, control sensitive areas, and regulatory boundaries. The resulting product is then analyzed and used to make program-related decisions supporting the activities of the Survey, Regulatory, Control, and Public Affairs units.

The GIS products and database reports will assist the program manager in making appropriate decisions on the following

- ◆ The current distribution and intensity of the pest
- ◆ The future distribution and intensity of the pest based on current and past information, utilizing modeling methods
- ◆ The effectiveness of control measures based on pre-control and post-control populations
- ◆ Monitoring the effectiveness of aerial pesticide applications or sterile insect release
- ◆ Monitoring effectiveness and efficiency of survey protocol
- ◆ Risk analysis and assessments for the establishment of quarantine and treatment boundaries, utilizing environmental and endangered species data
- ◆ Identification of possible host introduction sites, sites of vulnerability, and Short-term and long-term objectives and procedures

The responsibilities of the data processing leader are as follows:

1. Cooperate with the PD and the survey, regulatory, and treatment leaders to develop field worksheets and or implement electronic data collection devices suitable for project data collection.
2. Upload data from data collection devices, or coordinate the entry of worksheet data into the database.
3. Ensure the accuracy of data collection methods.
4. Prepare reports and maps, as needed.
5. Develop life cycle information from the life stage and temperature data.
6. Establish needs and request personnel to maintain data management activities.
7. Provide Cooperative Agricultural Pest Survey (CAPS) positive and negative survey data and ensure data is entered into the National Agricultural Pest Information System (NAPIS).

The use of GIS methods in an emergency situation greatly facilitates the gathering of local information for analysis of products to determine pest distribution. An emergency-based GIS is used to predict geographic areas where program intervention will be necessary to prevent further spread of the pest. Also, control strategies can be efficiently planned with a GIS and then the results can be monitored, documented, and evaluated.

Identification Leader

The Identification Leader is responsible for prompt and accurate identification of all specimens. An Identification Leader should be present at the beginning, during, and at the end of the emergency project. (See **Pest and Host Identification** for more information.)

The responsibilities of the Identification Leader are as follows:

1. Identify all specimens promptly and accurately.
2. Maintain records of all identifications.
3. Incorporate improved identification procedures.
4. Train personnel and issue identification authority if appropriate.
5. Coordinate procedures with science panel.
6. Establish needs and request personnel to provide continuous identification support; e.g., establish laboratories, negotiate resources with National Identification Services, Agricultural Research Service, Biological Control Institute, etc.
7. Maintain written laboratory protocols.
8. Supervise personnel.

Public Affairs Specialist

Public acceptance, support, and cooperation are essential to the success of emergency projects. Legislative and Public Affairs (LPA) Specialists play an important role in providing accurate information and projecting the image of the emergency project before the media and public. (See **Public Affairs** for more information.)

During emergency projects, Public Affairs Specialists work directly with the Project Director at the field headquarters while receiving advice and counsel on public information policy and procedures from the Public Affairs Staff at APHIS Headquarters.

The Public Affairs Specialists' responsibilities are as follows:

1. Plan, coordinate, and implement an effective public information program to support the goals and objectives of emergency projects.
2. Be aware of all changes in emergency project operations, policies, and plans in order to provide the most current and accurate information.

3. Provide information to emergency project personnel, headquarters personnel, State information officers, industry representatives, the general public, media representatives, and others.
4. Write press releases, radio and television scripts, fact sheets, and feature articles on emergency project activities. The Public Affairs Specialist clears all press releases with the Project Leader before they are released from the field headquarters. An advance notification is sent when possible or immediately after each press release; copies are sent to the Public Affairs Staff at APHIS Headquarters and to the Director of PDMP . When issuing press releases for dockets and declarations from Washington, DC, the Director of PDMP clears all press releases. Also, the Director of PDMP is responsible for immediately sending copies of press releases to Project Directors and the Public Affairs Specialist for information and/or approval.
5. Advise the Project Director on the release of information to the public. The Public Affairs Specialist ensures that the APHIS Headquarters Public Affairs Staff is immediately and continuously informed of all emergency project operations that have impact upon public information activities. In turn, the APHIS Headquarters Public Affairs Staff will ensure that the Director of PDMP is immediately notified of developments that have impact upon media coverage or public reaction to emergency project operations.
6. Distribute slides, exhibits, brochures, and other visual materials for emergency project personnel.
7. Act as primary contact for the emergency project to the mass media and the general public.
8. Coordinate and assist emergency project personnel when it is necessary or desirable for them to be interviewed by the media.
9. Maintain clearance procedures after consultation with and approval by the PD.
10. Coordinate tours and interviews for reporters, other Federal Agency personnel, headquarters personnel, and, on occasion, for foreign visitors.
11. Supervise phone bank and other personnel.
12. Put classified legal notice of environmental assessment (EA) in the local paper prior to treatment.

Regulatory Leader

Within 24 hours of arrival on site, the PD will select a qualified individual to be Regulatory Leader. The Regulatory Leader will immediately establish a regulatory program to prevent the pest movement beyond the boundaries of the infestation(s).

The responsibilities of the Regulatory Leader are as follows:

1. Establish quarantine boundaries with State and local officials. Provide information to PDMP for promulgating regulations.
2. Maintain quarantine, as needed, with input from State cooperators, PD's, and the Survey Leader.
3. Issue emergency action notifications to owners/operators of infested properties and to the general public.
4. Initiate compliance agreements, regulatory treatment agreements, and other agreements with affected growers, packers, shippers, vendors, homeowners, and others.
5. Establish needs and request personnel to provide continuous regulatory control.
6. Notify involved agencies, groups, and persons of regulatory activities, such as State departments of agriculture, the highway department, weigh stations, and law enforcement agencies.
7. Disseminate information on approved regulatory treatments and procedures to all concerned groups.
8. Monitor and/or implement quarantine treatments, such as spraying.
9. Maintain or provide information on treatment facilities, such as fumigation and cold-treatment chambers.
10. Supervise regulatory personnel

Safety Leader

Only large emergency projects will require a Safety Leader over a safety team. Most emergency projects will have only a safety officer, and the safety officer may have other duties. Overall, a safety officer is responsible for planning, implementing, and monitoring a project safety program.

On smaller Federal emergency projects, the PD will select a safety officer from experienced personnel, such as the regional collateral-duty safety officers or chairpersons of the regional/headquarters safety committees.

Assistance with safety activities is available from the APHIS section head of the Safety, Health, and Environmental Staff (SHES), Management Services Division, Management and Budget. On projects of significant size, the Project Director may request that the section head of SHES initially assign a Safety Leader.

The APHIS Safety and Health Manual contains information on safety inspection procedures, safety inspection forms, cholinesterase testing, and other topics. You can get a copy of this manual from

Printing and Distribution, Management and Budget
4700 River Road, Unit 1
Riverdale, MD 20737
Phone (301) 734-5908

The responsibilities of the Safety Leader are as follows:

1. Identify appropriate safety procedures and regulations.
2. Identify safety equipment needs.
3. Establish contacts with poison control centers, hospitals, cooperators, and Federal and State occupational safety and health administrations.
4. Provide for safety training.
5. Conduct safety inspections.
6. Identify hazards or potential safety issues and take corrective action.

Survey Leader

Within 24 hours of arrival on site, the PD will select a qualified individual to be Survey Leader. The Survey Leader will immediately establish a survey program to accomplish the following:

- ◆ Delimit the known infestations, and
- ◆ Detect additional infestations.

The New Pest Response Guidelines (action plan, emergency project plan, protocols, updated procedures) should contain basic guidelines for the Survey Leader. For a pest without a New Pest Response Guideline, refer to the survey guidelines developed by PDMP and the PPQ National Survey Coordinator. (See **Surveys** for more information.)

The responsibilities of the Survey Leader are as follows:

1. Initiate and implement delimiting and monitoring surveys.
2. Establish needs and request personnel, equipment, and supplies to maintain a continuous survey.

3. Consult with technical advisory group, the Center for Plant Health Science and Technology (CPHST), or the technical support leader on survey procedures, regulatory protocol, and control methods.
4. Implement prompt identification procedures with appropriate authorization.
5. Arrange shipment protocols for specimens and handling safeguards.
6. Contact cooperators and industry personnel to obtain support for survey activities.
7. Establish quality assurance measures for detection.

Technical Support/Center for Plant Health Science and Technology (CPHST)

The Center for Plant Health Science and Technology (CPHST) provides technical support to the Project Director. Depending on the complexities of the emergency project, technical support may be provided in the form of an official science advisory panel. Such a panel may have as members the Cooperative/State Research Service, the State department of agriculture, the Federal and State Extension Service, industry, academic institutions, and other entities.

The PD will immediately inform the RD and the Director of PDMP of needed technical support. Using their advice, the PD will contact the CPHST Director who will assign or recommend acknowledged experts to obtain technical support for the emergency project.

The responsibilities of the CPHST are as follows:

1. Determine needed technical improvements in methods and procedures established for the survey, regulatory, and control aspects of the emergency project.
2. Provide equipment support and development. Aircraft and Equipment Operations (AEO) designs and tests aerial release equipment with CPHST. AEO modifies existing equipment or builds new equipment and supplies for the project.
3. Provide technical recommendations on regulatory treatments, field treatments, and other technologies.
4. Develop and refine field treatment measures.
5. Monitor and refine procedures when using a sterile insect technique.

Sterile Insect Technique Leader

This Leader is needed only for those emergency projects where there are sterile insect releases. The Sterile Insect Technique Leader is responsible for handling and releasing the sterile insects used for control or eradication. Handling usually requires that special containers, such as rearing boxes, be kept at specific light and temperature conditions in rearing facilities. Releasing may involve:

- ◆ Static release from hanging buckets
- ◆ Roving release from trucks, and/or
- ◆ Aerial release from aircraft.

The responsibilities of the Sterile Insect Technique Leader are as follows:

1. Arrange for sterile insect deliveries as to numbers, intervals, and delivery times.
2. Receive all sterile insects immediately upon delivery and hold the sterile insects under the most favorable conditions. Prepare diet, if necessary.
3. Perform standard quality control tests to ensure insects meet minimum standards for adult emergence and survival, and report test results to the rearing facilities.
4. Obtain sterile insect release equipment and facilities.
5. Release the sterile insects in the correct manner and at the correct time in their life stage.
6. Maintain records showing numbers released and areas of release.
7. Establish needs and request personnel to provide continuous support.
8. Plan and set up facilities to maintain sterile insects until release.
9. Establish quality assurance measures for monitoring efficiency of sterile insects.

Investigative Leader

Within 24 hours of arrival on site, the PD will contact the Investigative and Enforcement Services (IES) regional office for the assignment of an investigator, if appropriate, for the program. The IES investigator will develop and coordinate activities related to trace back/trace forward information, in cooperation with the Smuggling Interdiction and Trade Compliance (SITC) Program when appropriate, useful to the program, and develop cases against violators if necessary. (See section on pages 15.1-15.2 for more information.)

The responsibilities of the Investigative Leader are the following:

1. Initiate and implement investigations on the origin, routing, and destination of infested or potentially infested articles, employing the SITC Program when appropriate.
2. Work with emergency program personnel and SITC to develop pest pathway analysis based on information gathered in investigations.
3. Gather evidence on possible violations relating to pest introductions.
4. Develop cases against alleged violators.
5. Keep PD informed of investigation's progress with regular reports.

5

Emergency Programs
Manual

Roles and Responsibilities

Overview

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Introduction

The Animal and Plant Health Inspection Service (APHIS) safeguards agricultural resources and protects and enhances ecosystems. Together with customers and stakeholders, APHIS promotes the health of plant resources to facilitate their movement in the global marketplace and to ensure abundant agricultural products. To prevent the establishment of introduced plant and animal pests, APHIS conducts eradication projects. Within APHIS, Plant Protection and Quarantine (PPQ) is responsible for planning and implementing emergency programs to eradicate plant pests.

The personnel who support emergency eradication projects are diverse and widespread beginning with the PPQ Surveillance and Emergency Program Planning and Coordination (PDMP) staff, including regions, State cooperators and industry groups, and ending with front-line cadre members.

Also, the organizational structure of an emergency eradication project dictates the roles and responsibilities needed to support it. See the section titled **Basic Organizational Structure for Federal/State Emergency Projects**.

Under **Roles and Responsibilities** find the following:

- ◆ How the Federal Headquarters and PDMP Staffs are organized to support emergency projects.
- ◆ How States support emergency projects.
- ◆ How cadres support emergency projects.

Pest Detection and Management Programs Staff (PDMP)

Basic Organizational Structure

The organizational chart below (**Figure 5-1**) shows the chain-of-command for PPQ's Pest Detection and Management Programs Staff involved in emergency programs. **Figure 4-1** illustrates the basic structure for emergency programs.

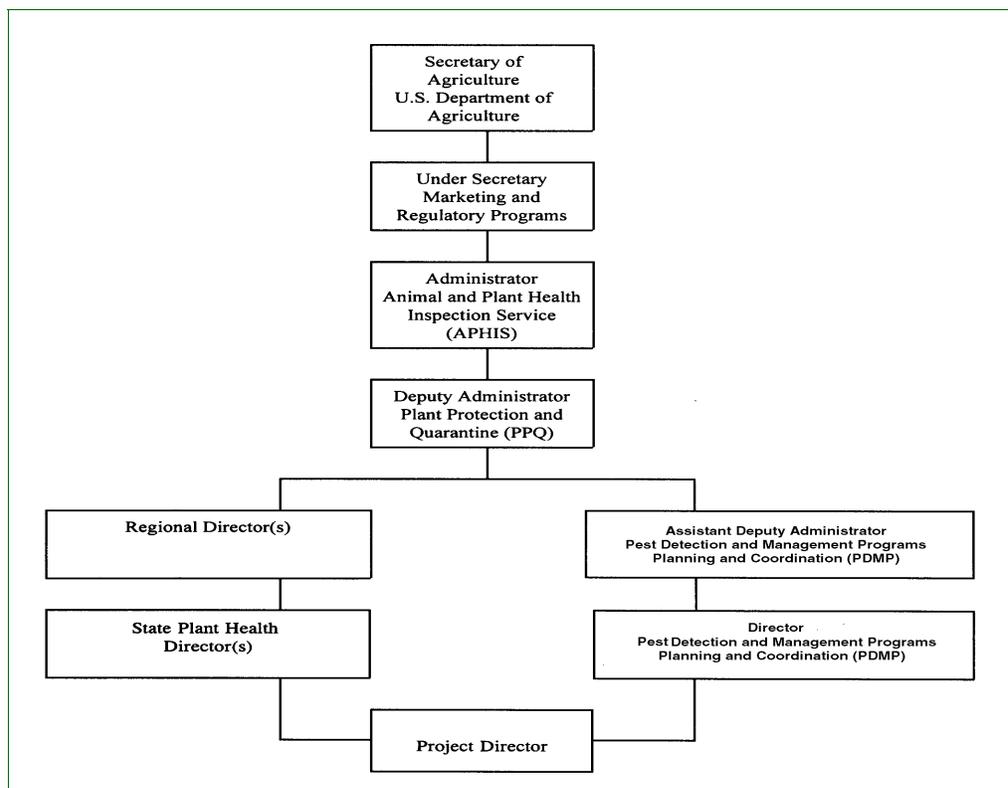


FIGURE 5-1: Organizational Chart with Federal Headquarters and Operational staff involved in Emergency Programs

Secretary, U.S. Department of Agriculture

As a member of the President's Cabinet, the Secretary of Agriculture is responsible to the President for all matters affecting American agriculture.

Regarding emergency projects, the Secretary of Agriculture has the authority to control threatening endemic pests and to eradicate threatening introduced pests. The responsibilities of the Secretary of Agriculture are as follows:

- ◆ Issue a Declaration of Emergency or a Declaration of Extraordinary Emergency, if necessary.
- ◆ Authorize funding for emergency projects, when required.
- ◆ Issuing a declaration of emergency allows the Secretary to transfer funds from other sources to support the emergency program and to obtain resources and support from other departments, such as the military.

Issuing a declaration of extraordinary emergency allows the Secretary to apply quarantine or other remedial measures when actions taken by a State are inadequate. It also allows the Secretary to pay compensation for economic losses incurred as a result of the Agency's actions.

Under Secretary, Marketing and Regulatory Programs (MRP)

Marketing and Regulatory Programs is the unit of the Department of Agriculture that is responsible for promoting marketing, setting agricultural standards, and inspecting agricultural products.

Regarding emergency projects, the responsibility of the Under Secretary is to serve as the Secretary of Agriculture's liaison with APHIS. Also when needed, the Under Secretary assumes the role of the Secretary.

Administrator, Animal and Plant Health Inspection Service (APHIS)

APHIS is a regulatory and facilitative Agency responsible for the protection of plants and animals. In cooperation with State governments, APHIS administers Federal laws and regulations pertaining to animal and plant health.

Regarding emergency projects, the Administrator of APHIS initiates the interim rule or notice of proposed rule making.

Deputy Administrator, Plant Protection and Quarantine (PPQ)

Besides agricultural quarantine inspections to prohibit the entry of foreign plant pests, PPQ is responsible for the control of endemic plant pests and the eradication of pests.

Regarding emergency projects, the responsibilities of the Deputy Administrator of PPQ are as follows:

- ◆ Authorize the initial response of RD's to emergency situations.

- ◆ Direct Assistant Deputy Administrator of PDMP to initiate support activities.
- ◆ Direct RD's to cooperate with the State departments of agriculture where infestations occur.

Assistant Deputy Administrator, PDMP

The Assistant Deputy Administrator for PDMP is a Senior Executive Service position responsible for PPQ emergency programs at the national level. This position oversees the PDMP Staff in PPQ Headquarters and sees that PPQ emergency programs objectives and goals are accomplished.

The Assistant Deputy Administrator of PDMP endeavors to

- ◆ Institutionalize strategic and operational planning efforts, ensuring that our emergency response plans and policies are up to date and that ongoing programs have useful strategic plans leading toward accomplishment of program goals.
- ◆ Direct emergency program reviews and recommend adjustments where warranted.
- ◆ Oversee coordination and development of budget planning to support emergency program activities, including contingency fund requests and transfers from the Commodity Credit Corporation.

Director, PDMP

The Director of PDMP serves under the Assistant Deputy Administrator at PPQ Headquarters and is responsible for implementing policies and carrying out activities at the national level.

Regarding emergency projects, the responsibilities of the Director of PDMP are as follows

- ◆ Supervise the activities of the PDMP Staff who are responsible for supporting an emergency project on a day-to-day basis.
- ◆ Coordinate the activities of the PDMP Staff with the PD's, RD's, RPM's, and SPHD's
- ◆ Coordinate the initial response activities of PDMP with other units of APHIS. Such activities include pest evaluations, quarantine establishment, pesticide exemptions, environmental documentation, environmental monitoring, aircraft and equipment needs, response guidelines (survey, regulatory, and control), and technical support.
- ◆ Help locate additional personnel if more than just PPQ personnel are required using resources such as International Services, other Federal Agencies, retirees, etc.
- ◆ Advise the RD on selecting a PD and an AO.

- ◆ Assist in arranging for the transport of needed materials from the national emergency supplies to emergency projects.
- ◆ Initiate the development or modification of new pest response guidelines.
- ◆ Work with the RD to ensure that emergency projects have the necessary human and equipment resources.
- ◆ Direct PDMP Staff to develop and process regulatory work plans when regulations are needed in support of emergency programs.
- ◆ Coordinate compensation needs with budget staffs and PD's.
- ◆ Verify that the PD has started appropriate action within 72 hours of notification using general guidelines in this Manual.
- ◆ Represent the Agency at industry and interest group meetings; respond to Agency and interest group inquiries regarding project status.

State Support

State relationships are an important element of the nature of a plant health organization. There is an urgent need for teamwork between State and PPQ in emergency eradication because of an increasing interest and sophistication of State agencies, declining State and Federal budgets, increasing accessibility to critical expertise, and the reconciling of traditional agricultural and emerging environmental interests.

In order to clearly understand the shared responsibilities among cooperators and to adequately allocate funds and resources to a specific project, two kinds of cooperative documents are established

- ◆ Cooperative agreements, and
- ◆ Memorandums of Understanding.

Refer to the National Plant Board website for a list of State and Territory Plant Regulatory Officials (SPRO's)

<http://www.aphis.usda.gov/npb/npbmemb.html>

Cadre Support

Emergency situations require well-trained personnel who exhibit a high degree of flexibility. PPQ's Regional Rapid Response Teams (RRT) and State cadres provide the PD trained personnel for immediate field use. Difficulties in staffing are cooperatively resolved by the PD, RD, and State cooperator.

The personnel that support emergency projects are as follows:

- ◆ RRT members
- ◆ State cadre or personnel

RRT Members

Each PPQ region maintains an RRT consisting of highly-skilled, motivated individuals capable of responding within 48 hours to emergency pest outbreaks. In addition to mobilizing the teams for emergency programs, each region may activate its RRT to fulfill other regional program needs.

RRT Regional Coordinators

Regional coordinators are responsible for administering the region's RRT. The regional coordinators will maintain regular contact with their counterparts in other PPQ regions and with the PDMP Staff to exchange information and ideas regarding the utilization, training, and direction of RRT's.

Selecting and Maintaining RRT Members

The RRT's are open to all qualified personnel and includes managers, supervisors, PPQ officers, technicians, and administrative support personnel. Each region determines the number of members needed on their team, establishes a committee¹ to review applications and make selections of team members, establishes membership, and a process for replacing members to ensure that the RRT retains qualified, motivated members and to hold 30-day open seasons.

For applying and selecting team members, use a core-set of criteria identified in **Appendix 5**. In its request for members, regions may add selection criteria as necessary. And before final selections are made, regional selection committees should consult with applicable SPHD's regarding the individual's suitability and availability to be an RRT member.

RRT members are committed to service to respond to any call within 48 hours. Members may request and obtain release from the RRT by writing to their regional coordinator. When an RRT member in a given region transfers to another region, their membership ends. The transferred employee can apply to join their new region's RRT during the scheduled open season.

¹ A regional representative of the National Association of Agriculture Employees (NAAE) or a regional NAAE designee will be a member of each region's selection committee, with the knowledge that the NAAE designee cannot make selections.

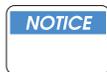
Mobilizing RRT's

RD's and/or PD's call up the RRT as program needs warrant and should request members through SPHD's. Regions will use their own RRT members, except when regions mutually agree to use team members from another region. Interregional requests for RRT members should state the skills required (supervisory, officer, administrative) and the function required (survey, regulatory, control, administrative), when possible.

Temporary duty assignments for RRT members will normally be as short as practical, but may extend as long as necessary. Temporary duty travel and per diem expenses will be funded by the requesting region or program.

RRT members must respond to call-ups within 48 hours. However, there are circumstances under which members may be excused from an assignment that include:

- ◆ Short-term family commitments demand the employee's presence.
- ◆ A key State or regional program requires employee participation.



Heavy workload or seasonal peaks at the work unit are not normally sufficient justification.

- ◆ Preplanned, preapproved annual leave plans exist where the employee would forfeit a deposit or prepaid fare.
- ◆ Health and family problems.

Disputes over the availability of a requested RRT member within and among regions will be settled by RD's. Also, when a SPHD does not release the requested RRT member, the SPHD will obtain the RD's concurrence and notify the RRT member of the decision.

Recognition, Motivation, and Awards

As a minimum, programs that utilize RRT members should acknowledge their specific contribution to the program's success with a letter of appreciation. Members making significant program contributions can be considered for temporary promotions, (not to exceed 120 days), timely cash, or other non-monetary awards. An RRT patch for the uniform jacket and shirt sleeve will be designed and provided to each RRT member.

Training and Development

Initially, the regional office will prepare an introductory orientation for new RRT members. PDMP will assist each of the regional RRT coordinators with their training needs as they arise.

State Cadre or Personnel

Depending on the involvement of cooperating States in an emergency project, they may provide personnel to complete the survey and eradication tasks. The State cooperator will provide State personnel for positions in the project structure.

6

Emergency Programs
Manual

Pest and Host Identification

Overview

Introduction

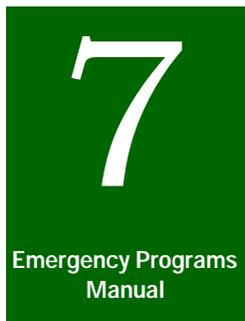
To be most effective, the Agency must have the resources to recognize and identify new or reintroduced plant pests, and then to delimit their population. Discovery or reports of new or reintroduced plant pests can come from different sources based on results of surveys or monitoring activities, literature reports, research, and interceptions. The main sources of these reports are as follows:

- ◆ Permits and Risk Assessments (PRA)—Includes National Identification Services (NIS)—technical personnel research literature and identify plant pests.
- ◆ Systematic Entomology Laboratory (SEL), Agricultural Research Service (ARS)—taxonomist confirms suspect insect plant pest from surveys.
- ◆ Pest Detection and Management Programs (PDMP)—National Agricultural Pest Information System (NAPIS) database identifies new plant pests found in the United States and alerts the National Survey Coordinator, a position within PDMP .
- ◆ Federal and State cooperators.
- ◆ University scientists.
- ◆ PPQ identifiers and managers.

Suspect plant pests are submitted to a regional survey identifier or an area identifier. When a suspect plant pest is positively identified, the confirmation is communicated to the regional office. Cooperatively, PDMP , NIS, and the region determine the identification support that will be needed in the field for the emergency situation. Nationally known experts for particular taxa must confirm pest identifications before emergency actions are declared. PDMP has the responsibility to contact Permits and Risk Assessment, NIS for emergency guidelines established for pest and host identification.

Notification of a new or reintroduced plant pest would follow the Exotic Pest Interception Notification Protocol described in **Appendix D** (NPAG Procedures, page 3.2).

Once a new or reintroduced plant pest is confirmed, then delimiting survey or screening target hosts begin in the field or at the work site. PDMP and Project Directors will consult with NIS to clarify or develop identification protocols for an emergency program once it begins.



Documentation

for Emergency Projects

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 New Pest Response Guidelines [page-7-1](#)
 Quarantine Regulations [page-7-2](#)
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Introduction

The following documents support emergency projects:

- ◆ New Pest Response Guidelines
- ◆ Quarantine regulations
- ◆ Cooperative Agreements
- ◆ Memorandums of Understanding
- ◆ Briefing papers
- ◆ State Plant Regulatory Official (SPRO) letters
- ◆ Environmental documents
- ◆ Orientation package

New Pest Response Guidelines

New Pest Response Guidelines provide information about specific plant pests and the methods used for the survey, regulatory, and control aspects of emergency eradication projects. All of the new pest response guidelines are housed as a part of the Emergency Programs Manual. Refer to [Appendix A](#) for a list of plant pests that have response guidelines to identify what is available.

PD's and RRT members use new pest response guidelines when managing and conducting emergency eradication projects.

The PDMP Staff directs the preparation of new pest response guidelines for every new pest that PPQ takes action on to control and/or eradicate. Each guideline is written for a specific pest introduced into the United States under specific conditions (time of year, host material, environment, terrain). If conditions change or expand, the response guideline may require changing or expanding. Likewise, as tools for control become obsolete or new survey and control technologies are found, the new pest response guidelines require

updating. Therefore, response guidelines serve as a basic foundation to build upon. They are subject to enhancement with local protocols and procedures that may refine methods as operations proceed.

Quarantine Regulations

Quarantine regulations are rapidly developed and applied to ensure the following:

- ◆ Affirm international confidence in the quarantine regulations of the United States, and
- ◆ Limit the infestation size by slowing the spread of the new plant pest.

PDMP prepares documents for publication in the Federal Register to establish regulations and quarantines for an infested area. In summary, the activities:

- ◆ Confirm parallel State regulations
- ◆ Come to agreement with cooperators
- ◆ Prepare a regulatory work plan
- ◆ Determine quarantine boundaries
- ◆ Identify small businesses affected
- ◆ Determine the regulatory flexibility
- ◆ Select the regulatory treatments
- ◆ Meet environmental justice requirements
- ◆ Prepare environmental documentation

Confirm Parallel State Regulations—During the development of interim rules and final rules of the Federal Register, Federal and State personnel will exchange technical information and cooperate so that parallel documentation is available for State authorities. The purpose of paralleling regulations is to not unnecessarily burden the regulated industry. Ideally, because of close contact and cooperation, State regulations will be at least as stringent as Federal regulations, but they cannot be more stringent than Federal regulations.

An example of a parallel State regulation is Section 3406, entitled Mediterranean Fruit Fly Interior Quarantine (119.01; amended 10/11/89), of the California Plant Quarantine Manual. Section 3406 parallels the interim rule on the Mediterranean Fruit Fly mentioned under Interim Rule.

FIGURE 7-1: Example of a parallel State regulation

Prepare a Regulatory Work Plan—When preparing the work plan, follow guidelines provided by Regulatory Analysis and Development (RAD) of Policy and Program Development (PPD). PDMP and RAD collaboratively prepare the legal documents to authorize an emergency project for publication in the Federal Register.

Interim Rule—Because of the urgency of most emergency projects, an interim rule is often published in the Federal Register, without prior opportunity for public comment prior to publication of the rule. RAD prepares the interim rule after receiving a work plan from PDMP. After the interim rule is published, public comment is solicited to consider amendments to the interim rule. The public usually has 60 days to comment.

The interim rule provides information on the following topics

- ◆ The new pest
- ◆ Its potential effect
- ◆ Regulated articles
- ◆ Quarantine areas
- ◆ Control/eradication measures
- ◆ Other applicable information

An example of an interim rule is “The Mediterranean Fruit Fly Interim Rule,” which appeared in the August 29, 1989 Federal Register (54FR 35629).

FIGURE 7-2: Example of an interim rule

Proposed [and Final] Rule—When the introduction of an exotic pest is imminent but time permits, PDMP informs RAD so they can prepare and distribute a proposed rule.

All concerned parties can comment on the proposed rule prior to the publishing of the final rule. Concerned parties may include State agriculture personnel, commodity industry personnel, Environmental Protection Agency (EPA) personnel, and environmental groups.

Ideally, by analysis of the comments received, a final rule mutually agreeable to all concerned parties will be in place before the exotic pest enters the United States.

Cooperative Agreements—Cooperative documentation between APHIS and non-Federal cooperative parties are either cooperative agreements or memorandums of understanding.

Preparation of cooperative documentation for an emergency project is often complex and time-consuming; therefore, as soon as possible, prepare the documentation for the emergency project.

Often, response to an emergency will not wait for the completion of a cooperative agreement. It is possible for a cooperator to obtain authorization for pre-award costs; however, the cooperator incurs the risk of assuming pre-award costs, if the application for a cooperative emergency project is rejected. The procedures for obtaining authorization for pre-award costs is in the APHIS Agreements Management Manual.

The APHIS Agreements Management Manual contains detailed instructions on preparing cooperative agreements.

When a cooperative agreement is needed, each RD will immediately notify emergency project personnel, the regional Authorized Departmental Officer's Designated Representative (ADODR), and other individuals mentioned in the APHIS Agreements Management Manual. The ADODR is responsible to the RD for the completeness and accuracy of the cooperative agreement.

To prevent confusion and duplication of effort, the cooperative agreement must define and specify the roles and responsibilities of all the involved parties.

The cooperative agreement can be particularly helpful in defining the system for the transfer of funds.

Memorandums of Understanding—Memorandums of understanding (MOU's) are similar to cooperative agreements in that they will define duties and tasks of involved parties; however, with a MOU there can be no transfer of funds.

PPQ has MOU's established with all 50 States. MOU's allow PPQ to respond immediately to plant pest introductions.

Briefing Papers—Briefing papers are less formal updates of the project for upper management.

SPRO Letters—SPRO letters inform the State departments about what plant pest has been identified, where it was found, and what is being done about the reported new plant pest. The letters are prepared by PDMP .

Environmental Documents—Conducting the analysis and preparing environmental documentation to support emergency eradication projects are required under the National Environmental Policy Act.

In the spirit of the law, PPQ does not make decisions until the environmental impact of the project is considered. Buffers and environmental precautions are negotiated among PPQ’s Environmental Monitoring Team, Fish and Wildlife Service (FWS), and field personnel. Results of the team interactions are used to implement environmental documentation.

Environmental documentation consists of the following:

- ◆ Environmental Assessment (EA)
- ◆ Finding of No Significant Impact (FONSI)
- ◆ Record of Decision (ROD)
- ◆ Environmental Impact Statement (EIS)

Environmental assessment is a concise, public document that briefly provides sufficient evidence and analysis for determining whether to prepare a FONSI.

TABLE 7-1: Environmental Assessment

IF an EA finds	Then
No significant environmental impact	APHIS prepares <ul style="list-style-type: none"> ◆ A FONSI ◆ An ROD
Significant environmental impact, OR The Agency determines significant environmental impact before preparing an EA	Prepare an EIS before continuing with the proposed action. An EIS is a more comprehensive document that analyzes alternatives and their potential environmental impact.

PPQ’s Environmental Monitoring Team and Environmental Services (ES) cooperatively prepare the EA. PDMP coordinates efforts with ES to complete environmental documentation by following the APHIS

Environmental Manual. RD’s, SPHD’s, or PD’s may get involved in updating EA’s for some intermittent programs such as grasshopper programs.

Orientation Package

One of the personnel responsibilities of the administrative officer is to prepare orientation packages and provide orientation and training to the employees coming on site. The orientation packages may include information about the program’s mission, directions on completing record keeping forms such as time and attendance records and travel

vouchers, maps and information about the local area and motel accommodations, and details of assignments, responsibilities, safety hazards and precautions, and work hours.

Following is a list of common topics found in orientation packages that were prepared for emergency program orientations.

List of Topics for Orientation Packages

- ◆ Program orientation
 - ❖ Program organizational chart
 - ❖ Project work sites
 - ❖ Plant pest life history
 - ❖ Pesticide fact sheet information
 - ❖ List of hosts
 - ❖ Guidelines for dealing with the news media
 - ❖ Daily activity report
 - ❖ Program questionnaire
- ◆ Personnel
 - ❖ Personal data sheet
 - ❖ Personnel emergency information
 - ❖ Employment data sheet
 - ❖ Policy on performance evaluation
 - ❖ Sexual harassment statement
 - ❖ Local hiring requirements
- ◆ Communications
 - ❖ Authorized card number for business calls
 - ❖ Identification codes and passwords for data entry
 - ❖ Telephone toll call register (blanks and samples)
 - ❖ Radio procedures
 - ❖ List of program numbers for telephone, FAX, and e-mail
- ◆ Travel
 - ❖ Travel voucher checklist
 - ❖ Travel voucher (blanks and samples)
 - ❖ Lodging (hotel/apartment)/restaurants
 - ❖ Per diem/general information
 - ❖ Rental vehicle/air transportation

- ◆ Procurement
 - ❖ Accounting code
 - ❖ Credit card or accounts
 - ❖ Procedures
 - ❖ Imprest fund
 - ❖ VISA
 - ❖ Office supplies
- ◆ Vehicles
 - ❖ Federal vehicle policy
 - ❖ Driver's license verification
 - ❖ Vehicle maintenance and repair
 - ❖ Monthly vehicle report (blanks and samples)
 - ❖ Vehicle problems
 - ❖ Vehicle accident procedures
- ◆ Time and Attendance
 - ❖ Worksheet (blanks and samples)
 - ❖ How to complete, when to send, where to send
 - ❖ Unscheduled overtime (blank)
- ◆ Miscellaneous
 - ❖ Earthquake information
 - ❖ Sources for maps (aerial, city, county)

To support the regulatory aspects of a program, the orientation package may include information on such topics as

- ◆ List and map of quarantine area
- ◆ Copy of authority to enforce quarantine
- ◆ Daily regulatory activity report
- ◆ Models of Compliance Agreements for regulated public
- ◆ Guidelines for seizures
- ◆ Notice of violation forms
- ◆ Civil penalties flow chart



Generic Checklist of Activities

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Survey Activities [page-8-2](#)
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Introduction

This generic checklist covers the following categories of program activities:

- ◆ Survey
- ◆ Regulatory
- ◆ Control

Survey methods or response guidelines that have been developed for a project will add and most likely supersede this generic checklist.

Teams may use these checklists to:

- ◆ Organize program activities
- ◆ Assign responsibilities
- ◆ Plan dates

Survey Activities

PLAN AND ORGANIZE SURVEY ACTIVITIES
<input type="checkbox"/> Use resources of PPQ's PDMP Staff and State Plant Health Director (SPHD)
<input type="checkbox"/> Obtain methods or response guidelines, and/or develop local methods
<input type="checkbox"/> Plan pest identification needs and procedures, and obtain taxonomic information
<input type="checkbox"/> Plan fiscal and human resources; determine the most cost-effective ways to accomplish the survey activities (cooperative agreement, contract, hire temporary employees, etc.) following the Agency's Supervisory Desk Guide
<input type="checkbox"/> Establish cooperative agreement, if implementing a cooperative emergency project
<input type="checkbox"/> Establish and maintain cooperation with Federal, State, and county officials, and industry groups and local authorities
<input type="checkbox"/> Conduct education and public information sessions
<input type="checkbox"/> Communicate to all interested parties how survey activities are accomplished and what were the survey results
<input type="checkbox"/> Evaluate survey results

IMPLEMENT AND MANAGE SURVEY ACTIVITIES
<input type="checkbox"/> Establish a cooperative team, if implementing a cooperative emergency project
<input type="checkbox"/> Coordinate activities with SPHD; Federal, State, and county cooperators; and industry groups
<input type="checkbox"/> Establish communication guidelines
<input type="checkbox"/> Develop detailed survey maps, i.e., Grid, Plat, topographic
<input type="checkbox"/> Locate/secure storage facilities for supplies/equipment; locate/secure temporary housing and/or office space for personnel
<input type="checkbox"/> Procure and/or acquire the items needed to survey
<input type="checkbox"/> Schedule personnel to conduct surveys; provide maps and aerial photos
<input type="checkbox"/> Designate survey areas and areas of responsibilities (consider trap density, number of observations)
<input type="checkbox"/> Obtain trespass permits or passes, i.e., Tribal land, American Indian reservations, Federal special permit areas
<input type="checkbox"/> Train personnel (temporary, cooperators) about survey methods and safety practices
<input type="checkbox"/> Administer and adhere to labor-management relations guidelines, e.g., provide and maintain employee information boards
<input type="checkbox"/> Organize and assign equipment; ensure APHIS guidelines are followed
<input type="checkbox"/> Supervise and monitor survey activities
<input type="checkbox"/> Advise surveyors of new and modified methods
<input type="checkbox"/> Maintain and submit time and attendance reports and travel vouchers for employees
<input type="checkbox"/> Maintain performance guidelines, conduct performance evaluations, and take disciplinary actions
<input type="checkbox"/> Implement quality control procedures
<input type="checkbox"/> Issue information to the public and news media; respond to public inquiry and news media
<input type="checkbox"/> Evaluate effectiveness

Coordinate and Conduct Surveys
<input type="checkbox"/> Monitor safety and health of field personnel; report and investigate accidents
<input type="checkbox"/> Collect organisms for study, etc.
<input type="checkbox"/> Maintain vehicles and vehicle reports; report and investigate accidents
<input type="checkbox"/> Contact property owners to obtain permission to survey
<input type="checkbox"/> Maintain public relations at survey sites in cooperation with or as designated by a Regional Environmental Monitoring Coordinator
<input type="checkbox"/> Conduct visual surveys
<input type="checkbox"/> Select survey areas; maintain maps of areas
<input type="checkbox"/> List and gather supplies and vehicles
<input type="checkbox"/> Train temporary employees about survey methods and safety practices
<input type="checkbox"/> Follow established survey methods
<input type="checkbox"/> Make primary identifications (screening), if appropriate
<input type="checkbox"/> Package, document, and transport survey finds for identification
<input type="checkbox"/> Record survey results (positive, negative, or not surveyed) on a field form and computer; put positive results on maps
<input type="checkbox"/> Conduct trap surveys
<input type="checkbox"/> Select host and site for survey traps based on recommended density; maintain maps of areas
<input type="checkbox"/> List and gather supplies and vehicles
<input type="checkbox"/> Train temporary employees about survey methods and safety practices
<input type="checkbox"/> Install and service survey traps
<input type="checkbox"/> Maintain trap records; put positive results on maps
<input type="checkbox"/> Make primary identifications (screening)
<input type="checkbox"/> Package, document, and transport survey finds for identification
<input type="checkbox"/> Organize and record survey results
<input type="checkbox"/> Conduct quality control of the trapping program

Regulatory Activities

Plan and Organize Regulatory Activities
<input type="checkbox"/> Use resources of PPO's PDMP Staff
<input type="checkbox"/> Obtain national protocol and/or develop local protocol
<input type="checkbox"/> Clarify regulatory authority
<input type="checkbox"/> Compile information for drafting a regulatory work plan, a quarantine regulation, quarantine boundaries, and Compliance Agreements
<input type="checkbox"/> Notify the public, industry groups, and State and county officials of regulatory requirements
<input type="checkbox"/> Maintain communications with PDMP in Riverdale, MD, and State and county officials that are affected
<input type="checkbox"/> Plan fiscal and human resources following the Agency's Supervisory Desk Guide

Generic Checklist of Activities:
Regulatory Activities

Plan and Organize Regulatory Activities (continued)
<input type="checkbox"/> Recommend items needed and establishments to be regulated
<input type="checkbox"/> Establish and maintain cooperation with Federal, State, and county officials, industry groups, and local authorities
<input type="checkbox"/> Determine stipulations for compliance agreements
<input type="checkbox"/> Conduct education and public information sessions
<input type="checkbox"/> Evaluate project results

Implement and Manage Regulatory Activities
<input type="checkbox"/> Coordinate activities with Federal, State, county cooperators, and industry groups
<input type="checkbox"/> Coordinate and conduct informational meetings for groups and individuals affected
<input type="checkbox"/> Locate/secure storage facilities for supplies and equipment; locate/secure temporary housing and/or office space for personnel
<input type="checkbox"/> Procure and/or acquire the items needed to support the regulatory activities
<input type="checkbox"/> Secure personnel; locate, interview, and hire temporary employees following the Agency's Supervisory Desk Guide; implement and maintain concepts of EEO
<input type="checkbox"/> Schedule personnel to conduct regulatory activities
<input type="checkbox"/> Train personnel (temporary, cooperators) about regulatory protocols and safety practices
<input type="checkbox"/> Administer and adhere to labor-management relations guidelines, e.g., provide and maintain employee information boards
<input type="checkbox"/> Organize and assign equipment; ensure APHIS guidelines are followed
<input type="checkbox"/> Prepare compliance agreements
<input type="checkbox"/> Penalize violating establishments
<input type="checkbox"/> Recommend changes in regulations and regulated areas
<input type="checkbox"/> Supervise and monitor regulatory activities
<input type="checkbox"/> Advise employees of new and modified methods
<input type="checkbox"/> Maintain and submit time and attendance reports and travel vouchers for employees
<input type="checkbox"/> Maintain performance guidelines, conduct performance evaluations, and take disciplinary actions
<input type="checkbox"/> Implement quality control procedures
<input type="checkbox"/> Issue information to the public and news media; respond to public inquiry and news media
<input type="checkbox"/> Evaluate effectiveness

Coordinate and Conduct Regulatory Activities
<input type="checkbox"/> Monitor safety and health of field personnel; report and investigate accidents
<input type="checkbox"/> Interpret and enforce Federal and/or State quarantine regulations
<input type="checkbox"/> Determine need for regulatory action; if feasible, use risk assessment
<input type="checkbox"/> Notify and explain to regulated establishments the requirements, get compliance agreements signed, and keep regulated establishments informed of changes to requirements
<input type="checkbox"/> Coordinate and conduct information meetings for groups and individuals affected
<input type="checkbox"/> Train industry personnel in policy, procedures, and methods (i.e., cooperative inspections with compliance agreements and regulated industries such as nurseries, packing houses, and mills)

<input type="checkbox"/> Conduct regulatory inspections; keep accurate records of results
<input type="checkbox"/> Issue emergency action notifications and write reports of violations, when necessary
<input type="checkbox"/> Investigate regulatory violations
<input type="checkbox"/> Coordinate, conduct, and/or monitor regulatory treatments; record results
<input type="checkbox"/> Inspect regulated articles from and through quarantined areas
<input type="checkbox"/> Inspect transportation-shipping points
<input type="checkbox"/> Issue certificates and limited permits

Control Activities

Plan and Organize Control Activities
<input type="checkbox"/> Use resources of PPQ's PDMP , Environmental Monitoring, and Environmental Services Staffs
<input type="checkbox"/> Obtain control options and/or develop local control options
<input type="checkbox"/> Assess environmental impact of program activities; conduct public meetings
<input type="checkbox"/> Determine feasibility of control options
<input type="checkbox"/> Select appropriate control option(s)
<input type="checkbox"/> Provide information for environmental documentation (environmental assessments (EA), Findings of No Significant Impact (FONSI), Record of Decision (ROD))
<input type="checkbox"/> Procure control agent and its storage facilities; and if appropriate, aerial application, and the need for an observation aircraft
<input type="checkbox"/> Inform the media; prepare press releases
<input type="checkbox"/> Plan fiscal and human resources
<input type="checkbox"/> Establish and maintain cooperation with Federal, State, and county officials, industry groups, and local authorities
<input type="checkbox"/> Establish and maintain communication with the Regional Environmental Monitoring Coordinator(s)
<input type="checkbox"/> Establish legal advice council
<input type="checkbox"/> Conduct education and public information sessions
<input type="checkbox"/> Communicate to all interested parties how control activities are accomplished and what were the results
<input type="checkbox"/> Coordinate and evaluate monitoring activities with Federal and State agencies, and industry groups

Implement and Manage Control Activities
<input type="checkbox"/> Coordinate activities with Federal, State, county cooperators, and industry groups
<input type="checkbox"/> Establish communication guidelines
<input type="checkbox"/> Develop detailed maps of the control area
<input type="checkbox"/> Prepare detailed work plans
<input type="checkbox"/> Locate/secure storage facilities for supplies and equipment; locate/secure temporary housing and/or office space for personnel

Generic Checklist of Activities:
Control Activities

Implement and Manage Control Activities (continued)
<input type="checkbox"/> Make contingency plans for pesticide incidents, and distribute to emergency agencies and the Environmental Monitoring Coordinator
<input type="checkbox"/> Locate disposal facilities or storage for pesticide residue, environmental sample residue, etc.
<input type="checkbox"/> Procure and/or acquire the items needed to support control activities
<input type="checkbox"/> If chemical control, provide protective clothing; identify hazards such as UV to identifiers; provide protection
<input type="checkbox"/> Secure personnel (including contracting officer's representatives); locate, interview, and hire temporary employees; implement and maintain concepts of EEO
<input type="checkbox"/> Assure all personnel who plan, supervise, recommend, or perform pesticide treatments are certified under the APHIS certification plan; assure that all have baseline cholinesterase tests before the first application of insecticide
<input type="checkbox"/> Schedule personnel to conduct control activities; provide maps and aerial photos
<input type="checkbox"/> Train personnel (temporary, cooperators) about control methods and safety practices
<input type="checkbox"/> Administer and adhere to labor-management relations guidelines, e.g., provide and maintain employee information boards
<input type="checkbox"/> Organize and assign equipment; ensure APHIS guidelines are followed
<input type="checkbox"/> Determine the timing of control activities
<input type="checkbox"/> Maintain inventory of control agent; monitor spray efficacy
<input type="checkbox"/> Monitor sterile insect releases
<input type="checkbox"/> Conduct and participate in public meetings; issue information to the public and news media; respond to public inquiry and news media
<input type="checkbox"/> Coordinate dissemination of public information with cooperators
<input type="checkbox"/> Prepare maps, reports, and statements after control activities are complete
<input type="checkbox"/> Evaluate effectiveness of control activities
<input type="checkbox"/> Supervise and monitor control activities
<input type="checkbox"/> Advise employees of new and modified methods
<input type="checkbox"/> Maintain and submit time and attendance reports and travel vouchers for employees
<input type="checkbox"/> Maintain performance guidelines, conduct performance evaluations, and take disciplinary actions
<input type="checkbox"/> Implement quality control procedures
<input type="checkbox"/> Implement environmental monitoring plan with guidance from the regional environmental monitoring coordinator

Coordinate and Conduct Control Activities
<input type="checkbox"/> Develop and maintain maps of infested and treated areas
<input type="checkbox"/> Monitor safety and health of field personnel; report and investigate accidents
<input type="checkbox"/> Collect organisms for study, etc.
<input type="checkbox"/> Maintain vehicles and vehicle reports; report and investigate accidents
<input type="checkbox"/> Inspect aircraft and ground equipment
<input type="checkbox"/> Brief and monitor contract personnel
<input type="checkbox"/> Coordinate control activities with cooperators
<input type="checkbox"/> Monitor compliance with the requirements for applying control agents
<input type="checkbox"/> Operate radio equipment, weather station position, and radio guidance vehicle
<input type="checkbox"/> Aerially observe control activities
<input type="checkbox"/> Maintain daily control records, daily control activity log, and maps
<input type="checkbox"/> Calibrate treatment equipment
<input type="checkbox"/> Collect and process monitoring samples, maintain monitoring records, and maintain public relations at monitoring sites and control sites in cooperation with or as designated by a Regional Environmental Monitoring Coordinator
<input type="checkbox"/> Process control agents for analysis
<input type="checkbox"/> Install, service, and recover traps (to include post-treatment trapping). Record findings, [accurate identification]
<input type="checkbox"/> Coordinate results of survey with control operations
<input type="checkbox"/> Conduct quality control of the trapping program
<input type="checkbox"/> Plant and maintain trap crops
<input type="checkbox"/> Produce, process, and release sterile insects
<input type="checkbox"/> Report and investigate pesticide spills in cooperation with Environmental Monitoring Coordinator
<input type="checkbox"/> Monitor disposal of insecticide containers
<input type="checkbox"/> Complete contractor performance report
<input type="checkbox"/> Conduct mortality assessments

Generic Checklist of Activities:
Control Activities



Safety

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- Overview [page-9-1](#)
- APHIS Safety and Health Manual [page-9-1](#)
- Pesticide Certification [page-9-2](#)

Overview

Public and personnel safety are prime considerations at all times; procedures must be used when planning and executing emergency operations. Supervisors are responsible for monitoring safety procedures.

APHIS Safety and Health Manual

The APHIS Safety and Health Manual was completely revised in April, 1998. The topics covered in this manual are as follows:

- ◆ Collateral duty safety and health officer system
- ◆ Safety and health inspections, evaluations, and employee reports of unsafe or unhealthy working conditions
- ◆ APHIS Safety Inspection Checklist, APHIS Form 256
- ◆ Safety and health management information system
- ◆ Safety and health councils
- ◆ Safety and health training
- ◆ Safety and health promotion program
- ◆ Occupational health program
- ◆ Occupational medical monitoring program
- ◆ Supervisor's Request for Health Monitoring, APHIS Form 29
- ◆ Collection and shipment of serum samples to Marshfield Laboratories
- ◆ Employees occupational health services
- ◆ Cholinesterase testing program
- ◆ Psittacosis testing program
- ◆ Brucellosis testing program

- ◆ Occupational immunization health program
- ◆ Tuberculosis occupational medical monitoring program
- ◆ Asbestos abatement program
- ◆ Injury and illness compensation
- ◆ APHIS wellness program
- ◆ Fire safety
- ◆ Hazardous materials management program
- ◆ APHIS laboratory chemical hygiene plan
- ◆ Personal protective equipment
- ◆ Safety and health hazard analysis and accident control
- ◆ APHIS respirator program guidelines (changed April, 1999)
- ◆ APHIS contact lens policy
- ◆ National safety and health incentive awards program

Pesticide Certification

If pesticides will be handled during an emergency project, then ensure that the personnel responsible for directly supervising, using, recommending, or monitoring pesticides are certified applicators, except for intermittent employees.

Intermittent employees (part time, summer hire, letter of authorization) normally receive close supervision from certified applicators. Therefore, they need not complete Pesticide Certification Training unless the appropriate RD, director of operational support, or local jurisdictions require such certification.

For the details of PPQ's policy on pesticide certification, refer to Policy Memorandum No. PPQ-DA-93-2 dated December 10, 1993, with the subject Certification of Pesticide Applicators.

Safety Precautions

Pesticide labels have specific safety precautions that must be followed. In addition, other safety precautions must be followed. These other safety precautions are in the Emergency Exemptions, in the environmental documentation, or in the Material Safety Data Sheets (MSDS).

Employees must use pesticides in accordance with the product labeling, exemption instructions, and the PPQ Treatment Manual. Each certified employee must also meet local jurisdictional certification requirements (e.g., State, county, municipality, territory, or Indian Reservation), where the employee conducts pesticide related duties.

References

Information on pesticide use is available in the following references. The first listed reference is commonly known within APHIS as The Standard Pesticide User's Guide (PUG).

The Standard Pesticide User's Guide. Bohmont, B. 1990. Prentice Hall, Inc., Englewood Cliffs, NJ 07632.

The Safe and Effective Use of Pesticides. Marer, P. 1988. Publication No. 3324. Publications, Division of Agriculture and Natural Resources, University of California, 6701 San Pablo Avenue, Oakland, CA, 94608-1239. Telephone 415-642-2431.

Recognition and Management of Pesticide Poisonings. Morgan, D. 1989. Fourth Edition. Environmental Protection Agency document EPA-540/9-88-001. U.S. Government Printing Office 1990-717-003-28023.

Transport

Transport pesticides in labeled, durable containers that are closed and secured.

During transport, protect pesticides from moisture and temperature extremes.

Storage

Keep pesticides in closed, durable, properly-labeled containers inside secure, dry storage facilities.

Never store pesticides where food is stored. Use only storage facilities

- ◆ Secure from children, unauthorized individuals, and animals
- ◆ Protected from temperature extremes

Chapter 14 in the PUG deals with pesticide transport and storage. (PUG is The Standard Pesticide User's Guide identified above under References.)

A handbook on storage facilities, Fertilizer and Pesticide Containment Facilities, MWPS-37 is available from the following source:

Midwest Plan Service
122 Davidson Hall
Iowa State University
Ames, Iowa, 50011-3080

Application Planning

Before applying pesticides, review all mitigative measures in the environment assessment (EA) or the environmental impact statement (EIS) and the instructions on the pesticide label. Also, Chapter 9 in the PUG discusses pesticides and environmental considerations. Some States have pesticide regulations that are more stringent and/or specific. State Cooperators will be able to provide additional information.

Consider the following situations:

- ◆ Potential impact of the pesticide application on all components of the environment; including, humans, crops, livestock, wildlife, aquatic life, nontarget insects, and domesticated honeybees
- ◆ Potential contamination of lakes, streams, ponds, and watersheds
- ◆ Potential drift to nontarget areas

Handling

When handling pesticides, follow all precautions. Precautions may be identified on the pesticide label, on the MSDS, in the Emergency Exemption, and/or the PPQ Treatment Manual.

Refer to Chapter 8 in the PUG for handling pesticides, mixing procedures, and other topics.

Disposal of Waste and Containers

Refer to Chapter 14 in the PUG for pesticide and container disposal.

Spills

An APHIS document, The General Operations Procedures Manual, M390, contains two parts that deal with pesticide spills. These parts are described as follows:

- ◆ PPQ Guidelines for Managing and Monitoring Pesticide Spills, M390.1402. This manual part provides guidelines for preparing spill kits, contingency planning for spills, emergency contacts, and procedures to follow after a spill.
- ◆ Pesticide Monitoring Sampling Procedures, M390.1403. This manual part describes the procedures for collecting and handling samples for environmental monitoring programs. Also, refer to **Monitoring for Emergency Projects** beginning on page 10.1.

Pesticide Monitoring

To prevent pesticide poisonings, do the following

- ◆ Know in advance the correct handling, application, and disposal procedures.
- ◆ Know, or keep easily obtainable, first-aid procedures for every pesticide in use. The pesticide label or the MSDS will probably contain procedures.
- ◆ Keep necessary first-aid equipment readily available at the work site.
- ◆ Post telephone numbers and addresses for local hospitals and Poison Control Centers where pesticides are used or stored.

Baseline Cholinesterase Level

If necessary, newly-hired emergency project personnel must be tested to establish a baseline cholinesterase level. The baseline information and subsequent test information will be maintained in a file to monitor the cholinesterase level. Potential emergency project personnel may be required to pass a physical examination.

Emergency and Information Services

Here is a list of available services that respond to emergencies regarding the handling and transporting of pesticides, provide information about pesticide products and poisonings, and disposal of hazardous waste.

CHEMTREC Center

CHEMTREC is a source of emergency assistance for incidents involving the transportation of pesticides. The CHEMTREC Center operates 24 hours a day. The toll-free number is 800-424-9300.

The National Pesticide Telecommunications Network (NPTN)

NPTN is a 24-hour telephone service that provides accurate, impartial information on pesticide products and poisonings. The toll-free number is 800-858-7378.

The network can handle acute poisonings by transferring calls to a specialized poison control center at the University of New Mexico. Answers are provided on line or mailed at the caller's request.

NPTN maintains a library of updated technical reference material on toxicity, human and environmental effects, and chemical and generic names as well as manufacturers of pesticide products.

The Resource Conservation and Recovery Act (RCRA) Superfund Hotline

The RCRA Superfund Hotline is available to answer questions concerning the disposal of hazardous waste, because RCRA regulates disposal of hazardous waste. The toll-free number is 1-800-424-9346.

Even water used to rinse application equipment can be considered hazardous waste.

Pesticide Manufacturers

Pesticide manufacturers often provide their own phone numbers for emergencies or general product information. These phone numbers are located on the pesticide label or with the product information.

State Emergency Response Offices

States may have an emergency response office. If so, the telephone number should be obtained and displayed for emergency use.

X-Ray Exposure Monitoring

Emergency project personnel who work near x-ray equipment must follow the rules for monitoring x-ray radiation found in PPQ's X-ray Manual, Safety and Health, X-ray Safety.

UV Light

To protect against exposure to UV light, emergency project personnel will follow these guidelines.

All personnel will do the following

- ◆ Wear UV protective goggles/eye shields when UV lights are in use.
- ◆ Cover exposed skin surfaces, primarily the hands and forearms, that receive an irradiance greater than 1mW/square cm.

Supervisors will do the following

- ◆ Purchase and use lamps with reduced UV output, whenever possible.
- ◆ Purchase and assign UV protective equipment (goggles/eye shields) to all exposed employees.
- ◆ Do not expose photosensitive employees, or employees on medications that induce photosensitivity to UV light, until the supervisors have consulted with the personal physicians of the employees.



To protect against eyestrain, emergency project personnel will maintain adequate background visible light when identifying sterile insects under UV light.

Environmental Monitoring for Emergency Projects

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Program Monitoring Plans [page-10-2](#)

Introduction

The Environmental Monitoring for APHIS Pest and Disease Control and Eradication Programs, Directive 5640.1 dated 5/1/96, requires the development and implementation of environmental monitoring plans for certain activities, such as emergency projects conducted by APHIS.

The Environmental Monitoring Team of PPQ, will develop environmental monitoring plans (EMP's) and assist in the evaluation of results under the following conditions

- ◆ A requirement for monitoring is in the National Environmental Policy Act (NEPA) documentation.
- ◆ A requirement for monitoring was agreed to following consultations with the US Fish and Wildlife Service under Section 7 of the Endangered Species Act (ESA).
- ◆ Pesticides are applied under a Federal Insecticide, Fungicide, and Rodenticide Act (FIFRA), as Amended, Section 18 exemption.
- ◆ The circumstances dictate the need for environmental monitoring.

The Environmental Monitoring Team of PPQ, should be contacted as early as possible in the program planning process in order for them to evaluate the need for monitoring and to begin development of an EMP if necessary (telephone no. 301-734-7175).

In an emergency project, the Treatment Leader is responsible for contacting the regional office to have a trained environmental monitoring coordinator (EMC). Depending on the size of the program,

the EMC may require a team to help take samples. If no trained EMC is available, contact the Environmental Monitoring Team and make arrangements to have someone trained on site.

The following documents are available to assist in environmental monitoring

- ◆ Program Environmental Monitoring Plans
- ◆ Collecting Environmental Monitoring Samples, M390.1403
- ◆ Environmental Monitoring Form [APHIS Form 2060 (Oct. 1999)]
- ◆ Guidelines for Recording Environmental Monitoring Data on APHIS Form 2060 (Mar 92)

Samples

Collecting Environmental Monitoring Samples, USDA-APHIS-PPQ Manual M390.1403, revised April 1996; contains standard procedures for collecting, storing, and shipping environmental monitoring samples for pesticide residue analysis. EMP's will contain specific instructions or Special Operational Procedures (SOP's) which describe how to collect samples.

Sampling equipment and shipping supplies are obtained from PPQ's National Monitoring and Residue Analysis Laboratory in Gulfport, Mississippi. Contact the Environmental Monitoring Manager at 228-822-3111.

Data Records

An October, 1999 edition of APHIS Form 2060, Environmental Monitoring Form, is now available from the National Monitoring and Residue Analysis Laboratory. This document contains instructions for data entry into the new form (instructions are on the back of the form).

Program Monitoring Plans

New Pest Response Guidelines may contain or reference EPM's. Specific procedures in a monitoring plan will take precedence over the procedures in the PPQ General Operational Procedural Manual, M390.

11

Emergency Programs
Manual

Funding

Contents

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Secure Funding

If the pest situation escalates to an economic one that impacts trade and implements an emergency eradication program by PPQ, then PDMP works with the Deputy Administrator and the Financial Management Analysis Staff (FMAS) to secure funding for emergency eradication programs. FMAS keeps the Budget and Accounting Service Enhancement Staff (BASE) updated on the emergency and the funding needed.

If the emergency eradication is projected to cost less than \$50,000 and action can be taken quickly, then most likely regional allocations are used. FMAS would work with the regional office to implement and maintain support.

If the emergency eradication is projected to cost over \$50,000, then a preliminary cost estimate is prepared and submitted to FMAS. BASE is informed that PPQ will be submitting a formal request and provided an estimate. The cost estimate is based on what needs to be done to eradicate the plant pests. The program headquarters, regional office, PDMP, and FMAS work together through the process of allocating and distributing funds for emergency projects. FMAS, along with the headquarters program staff, maintain constant dialog to keep BASE updated. BASE immediately is involved in the process. They will begin to work on the required decision memorandums, etc.

There are different ways funds can be allocated for emergency eradications and most likely there will be a combination of ways used. One way is reprogramming funds and combining funds, and another is APHIS contingency funds. The program units work with BASE to evaluate and weigh the political significance when affecting critical programs.

APHIS contingency funds take care of unforeseen, unpredictable programs. According to APHIS Directive 2210.1, the following four conditions must exist to qualify for the release of Agency contingency funds.

1. The outbreak must pose an economic threat.
2. Eradication technology must be feasible and cost effective.
3. No program or no effective program must currently exist.
4. The proposed program must have industry support.

When regional allocations, contingency funds, reprogramming or combining funds have been considered or used, then a declaration of emergency would be prepared for approval by the Office of Management and Budget (OMB) for access of emergency funds. The program units work with BASE to prepare the background information. BASE prepares the paperwork and negotiation with OMB; however, the document is forwarded to the Office of Budget and Program Analysis who in turn forwards to OMB.

Rule of thumb for reprogramming is approximately one-quarter of a million dollars; however, going outside APHIS to request funds is approximately \$1 million depending on the emergency and availability to tap appropriated funds.

Good Cost Measures

Accessing emergency funds is getting increasingly difficult--the process is less flexible and there are less resources readily available. Therefore, the Agency's practice is to share program costs.

Below is a list of good cost measures that PD's and other personnel can use as a guide.

1. Don't over staff.
2. Evaluate travel.
3. Use local people first—share human resources among Federal Agencies, State agencies, and military services.
4. Research different way to acquire supplies, equipment, and services. Local Federal Agencies or State agencies may have inventory or may be able to purchase cheaper.
5. Information flow—make sure the appropriate unit is notified early in the process about needs. For example, when requiring supplies or requiring special equipment and aircraft, notify Aircraft and Equipment Operations (AEO); etc. If AEO does not have supplies on hand or cannot meet equipment needs, contact the Regional Office and/or the appropriate Field Servicing Office (FSO) team.

Surveys

Delimiting and Detection

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Personnel [page-12-1](#)
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Personnel

State personnel and/or personnel from the USDA, APHIS region will start the delimiting survey. Additional personnel will come from the regional Rapid Response Teams (RRT's) or domestic temporary duty (TDY) rosters. RRT's are further described in the manual under the **Roles and Responsibilities** section.

Survey Procedures

TABLE 12-1: Procedures for the Delimiting Survey

IF New Pest Response Guidelines	THEN Procedures for the Delimiting Survey Will be
Exist for the new pest (a list of existing response guidelines is in Appendix A of this Manual)	In the guidelines
Do not exist or is outdated	Cooperatively developed by the PDMP Staff and the National Survey Coordinator along with <ul style="list-style-type: none"> ◆ NPAG ◆ Center for Plant Health Science and Technology ◆ Invasive Species and Pest Management ◆ Environmental Services of PPD, and/or ◆ Permits and Risk Assessment

Survey Results

For new plant pests, the size of the infestation will influence further actions to be taken. If the infestation is limited in size, the eradication will probably be inexpensive and successful. If the infestation is extensive, the eradication will probably be costly in materials, personnel, and finances; moreover, there is a much reduced likelihood of success.



Public Affairs

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Introduction

Included in this section of the Manual are the Agency's guidelines for responding to the news media. Details of these guidelines can be found in the "Media Survival Kit," published by USDA, APHIS, Legislative and Public Affairs (LPA). These guidelines were formally communicated to all Agency employees in an Agency Administrator's letter dated June 22, 1999, with the subject "APHIS Guidelines for Responding to the News Media."

Policy

APHIS has an open-door information policy. APHIS employees are authorized and encouraged to discuss their work with the mass communications media, in schools, and before organizations and community groups. Discussions and talks should be within the scope of the employees' work and competence. When APHIS employees speak, they represent the agency and therefore should not speculate or offer opinion.

Always keep supervisors fully informed of your efforts in these areas so they can pass the information up the line.

Clearance Procedures

Clearance procedures apply to three categories of requests--those from national media, those dealing with sensitive or highly controversial issues, and those from the local media.

National Media

All requests from national news media are coordinated through LPA for consultation with the Secretary of Agriculture's director of communications and press secretary.

National media include the major TV networks, CNN, and major metropolitan newspapers, such as *The L.A. Times* and *The Chicago Tribune* and the major wire services, such as Associated Press and Reuters.

The Journal of Commerce should also be considered national media, since it is based in Washington, DC and has national distribution to many of our stakeholders.

Sensitive or Highly Controversial Requests

All calls dealing with sensitive or highly controversial issues should be coordinated with LPA. Examples of sensitive issues include malathion use in fruit fly programs and phytosanitary trade barriers., etc.

Local Media Requests

Unless the issues are of special sensitivity or deal with matters that could attract national attention, requests from local media can be dealt with at the local level without any special clearance. However, notify LPA of all local requests you have responded to. Keep in mind that local news can easily be picked up and networked nationally.

Local media includes local newspapers, radio, and television.

Response to Media Requests

Follow the steps outlined below when a request is received from the media

1. Ask for the name, affiliation, and phone number of the individual.
2. Determine the topic for the interview or visit.
3. Find out when the media representative needs the information.
4. Respond to the request according to the clearance guidelines outlined earlier.

5. Tell interviewers that someone will get back to them after the most appropriate and knowledgeable spokesperson for the Agency is identified.
6. Notify your supervisor.

Media Referral Guide

IF the media questions	THEN refer the media to
Fall outside your jurisdiction	Appropriate Agency or program. Provide name and number.
Fall outside your expertise	Supervisor. Provide name and number.
Involve Agency policy beyond local implementation	Director, Deputy Administrator, or LPA. Arrange return call.
Involve a controversial/sensitive issue	Designated spokesperson or LPA at (301) 734-7799.
Are from the National media	LPA-PA at (301) 734-7799.
Deal with budget or finance	LPA-PA at (301) 734-7799.

General Tips for Positive Communication

Listed below are general tips on dealing with reporters, community leaders, or members of organizations so you can help them inform the public about APHIS activities and programs. Details about how to perform the tips and examples are given in the Media Survival Kit and the Administrator's letter mentioned in the introduction of this section.

- ◆ Know who you are talking with
- ◆ Be courteous and polite
- ◆ Stay within your field of work
- ◆ Do not debate
- ◆ Do not speculate
- ◆ Do not offer opinions
- ◆ Do not justify Agency programs
- ◆ Offer additional information to clarify a story
- ◆ Avoid jargon and technical terms
- ◆ Be aware of deadlines
- ◆ Use precleared information pieces
- ◆ Keep Headquarters informed

Emergency Programs

LPA's involvement is in the beginning when PPQ's New Pest Advisory Group is evaluating and responding to confirmed reports of a new plant pest.

Any formal public affairs campaign for an emergency eradication project would be initiated by PPQ's PDMP Staff and LPA.

LPA has published fact sheets, press releases, and question and answer sheets for emergency programs. They coordinate meetings between the spokesperson for PPQ and the media. LPA also determines how to inform the public, what to inform the public of, and when to inform the public based on program activities.

LPA also is open to direct contact by employees and the media when problems occur or the requested information is not known.

Information Reference

Agency publications are available free of charge to the public on request. The publications include fact sheets and brochures for consumers, farmers, scientists, journalists, and others.

Many publications can be accessed on the APHIS Internet homepage at <http://www.aphis.usda.gov> by clicking on "Publications".

Treatments

for Emergency Projects

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Authority

Typically under Section 18 of the Federal Insecticide, Fungicide, and Rodenticide Act (FIFRA) as Amended, the Environmental Protection Agency (EPA) permits PPQ to use a registered pesticide in an emergency project on a short-term basis under a crisis or quarantine exemption consistent with the environmental assessment or impact statement.

Exemptions

Detailed information on exemptions is available in the Code of Federal Regulations (CFR 40, Chapter I, Part 166). For more information consult the following document EPA, 1992. Emergency Exemptions Under Section 18 of FIFRA I. Guidance for State and Federal Agencies. Registration Division, Office of Pesticide Programs 06/22/92.

The Environmental Services (ES) Staff of Policy and Program Development (PPD), will submit exemption applications to EPA. The PDMP Staff will supply information on proposed use to the Technical and Scientific Services Staff.

Under the provisions of Section 18 of FIFRA, EPA can grant exemptions of FIFRA if “emergency conditions” exist. “Emergency conditions” exist only when the situation is urgent and nonroutine; in addition, the following three conditions must be met

1. No effective pesticides are registered and available.
2. No feasible alternative practices are available.
3. The situation involved the introduction of a new pest, will present significant economic loss, or will present significant risks to human health, threatened or endangered species, beneficial organisms, or the environment.

There are three types of emergency exemptions used by APHIS, PPQ

- ◆ Specific exemptions
- ◆ Quarantine exemptions
- ◆ Crisis exemptions

However, using a pesticide in an emergency project on a long-term basis requires a specific or quarantine exemption.

At times, PPQ will cooperate on emergency projects where the State holds the Section 18 or Special Local Need under FIFRA section 24(c).

Specific Exemptions

Specific exemptions may be authorized in an emergency situation to Avert a significant economic loss or significant risk to endangered species, threatened species, beneficial organisms, or the environment.

Quarantine Exemptions

Quarantine exemptions may be authorized in an emergency situation to control the introduction or spread of any pest new to or not known to be widely distributed in the United States or its territories.

Crisis Exemptions

Crisis exemptions may be used in an emergency situation when The time from discovery of the emergency to the time when the pesticide use is needed is insufficient to allow for the authorization of a quarantine exemption. A crisis exemption expires in 15 days. If more than 15 days are required, a quarantine exemption must be submitted to EPA.

National Environmental Policy Act (NEPA)

In addition to meeting the requirements of Section 18 of FIFRA regarding pesticide use, PPQ's emergency program managers also should be cognizant of the need to comply with procedural provisions of the National Environmental Policy Act of 1969 (NEPA, 42 USC 4321 et. seq.).



Investigative and Enforcement Services

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Introduction

During the initial stages of a new emergency program, it is important to identify the mode of introduction for the pest, the possible methods the pest was disseminated, and the potential pathways the pest may take for further dissemination. This kind of “trace back” and “trace forward” information can be crucial to eventual containment or eradication in an emergency control program.

The gathering of trace back/trace forward information can be an involved task that, in many cases, requires the investigative expertise of APHIS’ Investigative and Enforcement Services (IES). Investigators with IES have the tools to gather evidence and documentation that may be useful in reconstructing pest pathways. Additionally, violations that may have resulted in pest introduction and dissemination must be investigated in a way that builds a strong case for successful prosecution if necessary. IES Investigators, versed in the rules of evidence gathering, regularly assemble such cases in their work.

In cases where pathways may involve smuggling or other illegal movements of regulated articles, traceback/traceforward investigations, and pathway analysis involving cargo or contraband, the IES investigator will solicit the assistance of Smuggling Interdiction and Trade Compliance (SITC) teams to assist with warehouse and/or market inspections and other investigations into the movement of regulated articles.

Contacts

A PD of a new emergency program should assess the need for one or more IES Investigators early on in setting up the program. For notification of IES, use contact the IES Regional Director(s) for the State(s) in which the program is initiated

Eastern Region

Eastern Regional Director
USDA, APHIS, IES
920 Main Campus Drive, Suite 200
Raleigh, NC, 27606
Phone (919) 716-5618
Fax. (919) 716-5626

For emergencies occurring within the States or territories of ME, VT, NH, RI, MA, CT, NY, NJ, PA, DE, MD, DC, VA, WV, VA, NC, SC, GA, FL, AL, MS, TN, KY, OH, IN, IL, MI, WI, MN, MI, PR, VI.

Western Region

Western Regional Director
USDA, APHIS, IES
1629 Blue Spruce, Suite 204
Ft. Collins, CO 80524¹
Phone (970) 494-2536
Fax (970) 494-0881

For emergencies occurring within the States or territories of IA, MO, AR, LA, ND, SD, NE, KS, OK, TX, MT, WY, CO, NM, AZ, UT, WY, ID, UT, AZ, CA, NV, ID, OR, WA, AK, HI.

Responsibilities

Plant Protection and Quarantine

The PD will identify the need for IES assistance and request it from the IES Regional Director.

Project personnel will provide IES Investigators with specific information to assist them in establishing the extent and scope of the investigative services needed.

¹ Starting July 1, the new address will be:
2150 Center Ave. Bldg. B-3W10
Ft. Collins, CO 80526-8117

The PD will identify the availability of logistical support needed including facilities, office space, vehicles, travel, lodging, budget assistance, and funding under program accounts available for IES participation in emergency programs.

The PD will work with IES Investigators to identify the level of coordination, assistance from SITC, and the delegation of authorities for investigative and enforcement responsibilities between IES and other Federal, State or local governmental cooperators.

Investigative and Enforcement Services

When assistance is requested, IES will strive to join the emergency program as soon as practicable.

IES will provide PPQ with an enforcement perspective and work with PPQ to establish what investigative components are needed.

IES will work with emergency program personnel to investigate pest pathways of regulated articles (trace back/trace forward), using SITC personnel where appropriate.

IES will identify investigators for rapid deployment for temporary duty and help identify short and long term staffing needs.

IES Investigators assigned to emergency programs will keep PD's apprized of progress and results of investigations.

Land

Private Property Access

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Introduction

Project Directors should first determine land ownership of properties and lands affected by delimiting surveys, environmental documentation, and within the boundaries of quarantined areas. Accessing property for program needs will be determined by the type of land ownership, what agreements are already in place, and cooperation with other Federal Agencies, States, and tribal governments. If existing agreements are not in place, it may be necessary to develop them and obtain signatures of the appropriate officials.

Private Land

For access to private property during emergency programs not governed by a Declaration of Extraordinary Emergency, PPQ normally depends on the authorities of States and their parallel quarantines. If a State imposes a quarantine, PPQ may accompany authorized State personnel onto the premises with the State's permission. The guidelines governing the Federal/State cooperative effort are found in the general Memorandum of Understanding (MOU) signed by the Deputy Administrator and the State Plant Regulatory Official.

During regulatory work that includes inspection of private businesses, PPQ does not need special permission or authority to access public areas. For accessing non-public areas, PPQ may use the State authority which is governed by the general MOU, or ask the permission of the business owner. Additionally, access and or information may be obtained via search warrants or pursuant to the new subpoena authority under the Plant Protection Act. IES should be contacted with respect to search warrants and subpoena authority.

State Land

Land held by States or local governments that fall within emergency programs can be accessed by informal agreements or through MOU's with the State Agency responsible.

Federal Land

Accessing lands of Federal land management Agencies (i.e., U.S. Forest Service, Bureau of Land Management) may be handled informally by making contact with the responsible official or by separate MOU's with each Agency involved. Federal reserve lands include Department of Defense, National Parks, and Wildlife Refuges. Access to these lands will require permission from the Base Commander, Park Superintendent, etc. Short term activities may only require informal agreements but more long term involvements may require an MOU. Ongoing programs may already have signed MOU's in effect. MOU's may include language to address items such as prior notification, trespass permits, or even escorts for accessing difficult or remote areas.

Tribal Land

Recognizing the sovereign rights of Indian tribes for self-government guaranteed by treaties, statutes, and Executive Orders, it is incumbent on PD's to first make contact with the tribal government head before beginning any program activities on tribal lands or trust properties. While Federal quarantines and environmental monitoring still apply to tribal lands, they must be done in consultation and coordination with the Indian tribal government of the Federally recognized tribe. Access to reservations could be granted informally without restriction, with credentials, permits, or in the company of a designated tribal member. MOU's with tribes may also be developed.



Compensation

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Overview

The Plant Protection Act (Section 415, e) states

“The Secretary may pay compensation to any person for economic losses incurred by the person as a result of action taken by the Secretary under this section. The determination by the Secretary of amount of any compensation to be paid under this subsection shall be final and shall not be subject to judicial review.”

In some emergency programs, growers are compensated for losses incurred from control or regulatory measures carried out to eradicate a pest. Compensation is not guaranteed or appropriate for all emergency programs, but is usually included in order to better gain the cooperation of those directly affected by regulatory actions taken to control a pest. Individuals suffering financial loss can be eligible for compensation only if certain conditions are met and a regulatory mechanism is in place.

If compensation is deemed necessary by APHIS, the PDMP Staff, in consultation with Budget and Accounting Service Enhancement (BASE) Staff, will develop a decision memo for the Secretary of Agriculture including the estimated cost for his consideration. After the Secretary’s approval, in order for emergency funds to be used for compensation, they must be first authorized through a Declaration of Extraordinary Emergency. The steps necessary for a Declaration of Extraordinary Emergency include a regulatory workplan prepared by the PDMP Staff, docket for publication in the Federal Register prepared by the Regulatory Analysis and Development (RAD) Staff, and an economic analysis conducted by the Policy Analysis and Development (PAD) Staff.

Declaration of Extraordinary Emergency

When PPQ detects a plant pest or disease which poses a serious economic threat to American plant resources, PPQ is required to estimate the level of program, budgetary, and personnel resources that will be required to combat the infestation. If the estimated resources cannot be met within the existing PPQ appropriation, reprogramming from other line items or accessing the contingency fund, PPQ must pursue having the Secretary declare an emergency and request a transfer of funds from other appropriations available to the Department, usually the Commodity Credit Corporation (CCC).

A **Declaration of Emergency** is issued by the Secretary to request a transfer of CCC or other USDA funds to the Animal and Plant Health Inspection Service (APHIS) for a specific PPQ program activity. The Declaration may be issued in conjunction with regulations (for example, an interim or proposed rule to contain a plant pest or disease). A Declaration of Emergency is sometimes used in conjunction with a Declaration of Extraordinary Emergency. A **Declaration of Extraordinary Emergency** provides PPQ with authority to conduct survey and eradication measures and control movement of regulated articles within a State and/or to pay compensation.

A Declaration of Extraordinary Emergency is almost always accompanied by either an interim or proposed rule for a specific pest. However, Declarations of Emergency and Declarations of Extraordinary Emergency, in and of themselves, require only a notice in the Federal Register. The transfer of CCC or other USDA funds (Declaration of Emergency) and Declaration of Extraordinary Emergency are usually announced in separate Federal Register notices. If necessary, subsequent Federal Register notices are used to publish interim, proposed, and/or final rule.

Alternative Funding of Compensation Programs

In the cases where a special appropriation is made by Congress for compensation, the Declaration of Extraordinary Emergency is not necessary. However, other requirements such as Federal Register publication and economic analysis must still take place. States may also share in funding compensation by their own appropriations. These funds may be included in the package of information developed by APHIS for review and approval by the Secretary and the Office of Management and Budget (OMB).

Duties of Project Directors

In emergency programs for which compensation is a part, PD's may be responsible for developing procedures, in consultation with the PDMP Staff, for various aspects ensuring the proper awarding of funds is implemented. Some of these responsibilities include

1. Provide to PDMP Staff information necessary to formulate compensation rule and economic analysis. This may include acres and crops affected, market value of crop, estimating costs to growers of regulatory or control measures, future lost incomes cost estimates, etc.
2. In cooperation with the Financial Management Analysis Staff, development of a payment method to ensure proper accounting and documentation. This may be in cooperation with the USDA Farm Service Agency if agreements can be developed.
3. Distributing information to affected parties on instructions for applying for compensation.
4. Verification of claims made by those seeking compensation once a program is established.
5. Maintaining detailed records (phone logs, complaint letters, audits, requests of information) in case there are future disputes, audits, or threats of litigation.

Program Termination and Critique

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Termination

An emergency program can be terminated under any of the following conditions

- ◆ The emergency project successfully eradicates the target pest.
- ◆ The target pest becomes established and available resources are insufficient for eradication.
- ◆ The target pest becomes established and a domestic quarantine is established.
- ◆ Control measures (i.e., pest management, biological control) are found and an emergency project is no longer necessary.
- ◆ Sociopolitical opposition prevents emergency action.
- ◆ The plant pest is reclassified, so that it is no longer an actionable pest.

Critique

PDMP assembles a group to conduct a critique of the program. The purpose for critiquing a program are as follows:

- ◆ Determine project efficiency.
- ◆ Provide recommendations for a new program direction.

PPQ is moving toward a cooperative and transparent approach to program critique. For example, to review the Mediterranean fruit fly project, an international group was assembled.

AEO	Aircraft and Equipment Operations
AO	Administrative Officer
APHIS	Animal and Plant Health Inspection Service
ARD	Assistant Regional Director
BASE	Budget and Accounting Service Enhancement Staff
CA	Cooperative Agreement
CAPS	Cooperative Agricultural Pest Survey Program
CCC	Commodity Credit Corporation
COR	Contracting Officer's Representative
CPHST	Center for Plant Health Science and Technology
DA	Deputy Administrator
DR	Departmental Regional
EA	Environmental Assessment
EIS	Environmental Impact Statement
EMC	Environmental Monitoring Coordinator
EMP	Environmental Monitoring Plan
EMT	Environmental Monitoring Team
Emergency Cache	A place where supplies and equipment are held for use during an emergency project. Based on past experience, PPQ and some State cooperators maintain items proven essential for eradication efforts in regional and national emergency caches. Some Regional Directors maintain regional emergency caches for immediate use. The Pest Detection and Management Programs Staff maintains the national

emergency cache and arranges for initial delivery of supplies and equipment from this cache to an emergency project. Emergency caches contain

- ◆ Transport vehicles
- ◆ Administrative cadre supplies and equipment
- ◆ Field supplies and equipment.

The regional or national emergency caches will probably include sources for additional information, such as

- ◆ PPQ Administrative Guidelines for Emergency Programs
- ◆ PPQ Treatment Manual
- ◆ PPQ Aerial Application Manual
- ◆ New Pest Response Guidelines
- ◆ Certification manuals for pesticide applicators

**Endangered
Species Act
(Public Law
93-205)**

The function of the Endangered Species Act is to protect and conserve endangered and threatened species by protecting their lives and habitats. “Endangered species” is defined as any species which is in danger of extinction throughout all or a significant portion of its range. “Threatened species” is defined as a species likely to become endangered. By this Act, activities which harass, harm, or kill endangered or threatened species are unlawful. Therefore, activities, such as the application of pesticides, must be examined to determine whether or not the activities will harm an endangered or threatened species.

EPA Environmental Protection Agency

EPM Emergency Programs Manual

ES Environmental Services

ESA Endangered Species Act

FIFRA Federal Insecticide, Fungicide, and Rodenticide Act, as amended

FONSI Finding of No Significant Impact

FMAS Financial Management and Analysis Staff

FR Federal Register

GIS Global Information System

IES	Investigative and Enforcement Services
ISPM	Invasive Species and Pest Management
LPA	Legislative and Public Affairs
MOU	Memorandum of Understanding
MRP	Marketing and Regulatory Programs
MSDS	Material Safety Data Sheet
National Emergency Cache	See “Emergency Cache”
National Environmental Policy Act (NEPA; 42 USC 4321-4327)	NEPA of 1969 was enacted by Congress to ensure that the Federal Government would not undertake programs or projects without considering environmental consequences.
NIS	National Identification Services
NEPA	National Environmental Policy Act
NPAG	New Pest Advisory Group
OMB	Office of Management and Budget
PAB	Program Analysis Branch
PAS	Public Affairs Specialist
PD	Project Director
PDMP	Pest Detection and Management Programs
PHP	APHIS Plant Health Program
PPD	Policy and Program Development
PPQ	Plant Protection and Quarantine
PRA	Permits and Risk Assessments
PRP	Program Review and Planning

Glossary:

RAD	Regulatory Analysis and Development
RD	Regional Director
RPM	Regional Program Manager
RRT	Rapid Response Team
Regional Emergency Cache	See “Emergency Cache”
RMS	Resource Management Support
RO	Regional Office
ROD	Record of Decision
SHES	Safety, Health, and Environmental Services
SIT	Sterile Insect Technique
SITC	Smuggling Interdiction and Trade Compliance
SPHD	State Plant Health Director
SPRO	State and Territory Plant Regulatory Official
TDY	Temporary Duty
USDA	United States Department of Agriculture



Appendix A

List of Plant Pests with Response Guidelines

Response guidelines are prepared anticipating the introduction of plant pests that PPQ may take action on to control and/or eradicate. Each guideline is written for a specific plant pest that is new or reintroduced into the United States under specific conditions (time of year, host material, environment, terrain). If conditions change or expand, the repulsions guidelines may require changing or expanding. Therefore, response guidelines serve as a basic foundation to build upon. they are subject to enhancement with local protocols and procedures that may refine methods as operations proceed.

Arrowhead scale (*Unaspis yanonensis*), 9/85

Asian gypsy moth (*Lymantria dispar*), 8/92

Avocado weevils (Curculionidae), 10/00

Brown Citrus Aphid (*Toxoptera citricida*), 6/93

Cabbage moth (*Mamestra brassicae*), 9/84

Chrysanthemum white rust fungus (*Puccinia horiana*), 8/82

Citrus canker bacterium (*Xanthomonas campestris* pv. *citri*), 8/82

Eggplant fruit borer (*Leucinodes orbonalis*), 9/84

European cherry fruit fly (*Rhagoletis cerasi*), 9/84

False codling moth (*Cryptophlebia leucotreta*), 9/83

Geminiviridae (7/96)

Karnal bunt fungus (*Tilletia indica*), 9/83

Khapra beetle (*Trogoderma granarium*), 9/84

Lymantriidae (3/00)

Maize borer (*Chilo zonellus*), 9/85

Malaysian fruit fly (*Bactrocera latifrons*), 4/93

Mediterranean fruit fly (*Ceratitis capitata*), 8/82

Melon fly (*Dacus cucurbitae*), 9/84

Oriental fruit fly (*Dacus dorsalis*), 10/89

Peach fruit fly (*Dacus zonatus*), 3/88

Pink hibiscus mealybug (*Maconellicoccus hirsutus*), 6/97

Potato wart fungus (*Synchytrium endobioticum*), 8/82

Potyviridae (8/94)

Queensland fruit fly (*Bactrocera dorsalis*), 9/90

Senn pest (*Eurygaster integriceps*), 12/85

South American fruit fly (*Anastrepha fraterculus*), 6/84

Spodoptera (generic) (*Spodoptera* spp.), 2/91

Sugarcane downy mildew fungus (*Peronoschlerospora sacchari*), 9/85



Appendix B

List of State and Territory Plant Regulatory Officials (SPRO)

A complete updated list of State Plant Regulatory Officials is available on the National Plant Board Internet Homepage at

<http://www.aphis.usda.gov/npb/npbmemb.html>

Appendix B: List of State and Territory Plant Regulatory Officials (SPRO)



Appendix C

Emergency Project Communication Guidelines

Communications for emergency programs can be by cellular phone or handheld two-way radios. Some cellular devices can serve both functions.

Depending on the location of an emergency program and the type of service provided, satellite support for cellular communications may not be adequate for remote areas.

On emergency projects where radio communications are employed, procedures will follow the guidelines of Directive 260.2, “Radio Communications Management” (draft dated 3/9/92).

According to Directive 260.2, the duties of the APHIS Radio Communications Manager (RCM) are as follows:

1. Establish radio communications procedures, including acquisition justification guidelines and requirements for inter-agency agreements.
2. Coordinate requests for new and modified radio frequency assignments with USDA’s representative to the Interdepartmental Advisory Committee.
3. Approve all radio equipment procurement and systems designs.

Additional duties of RCM are described in the directive.

The following tasks are performed to implement radio communications for an emergency project:

1. Initiate requests to RCM for radio systems or equipment.
2. Initiate requests to RCM for intercommunications agreements with cooperating agencies.
3. Request approval from RCM for frequency changes or additions of frequencies to radio equipment or systems.

Additional duties of the emergency project personnel are described in the directive.



Appendix D

New Pest Advisory Group (NPAG) Procedures

The New Pest Advisory Group (NPAG) procedures are currently under revision and are the responsibility of the Center for Plant Health Science and Technology (CPHST) in Raleigh, North Carolina.



Appendix E

Selection Criteria for Rapid Response Team (RRT) Members

Describe what specific program or administrative skill, knowledge, experience, and/or training you have relative to the activities listed below. Be sure to include and describe instances where and for how long you interacted with other work units, cooperators, customers, the public, etc., to accomplish any tasks related to the following (address activities applicable to your experience):

Survey

- ◆ Planning and managing survey activities
- ◆ Coordinating and implementing surveys
- ◆ Conducting surveys

Regulatory

- ◆ Planning and managing regulatory activities
- ◆ Coordinating and implementing regulatory activities
- ◆ Conducting regulatory activities

Pest Control

- ◆ Planning and managing control activities
- ◆ Coordinating and implementing control activities
- ◆ Conducting control activities
- ◆ Is your PPQ pesticide certification current?
- ◆ COR trained?

Administrative Activities

- ◆ Planning and managing administrative activities
- ◆ Coordinating and implementing administrative activities
- ◆ Conducting administrative activities
- ◆ Computers and office automation
- ◆ Mapping and Geographic Information Systems (GIS)
- ◆ Foreign languages (speak, read, write)

Personal Attributes

- ◆ Proactive (self-motivated) employee
- ◆ Capable of handling mental and physical stress
- ◆ Willing to work away from assigned duty station for up to 60 days and to go on TDY within 48 hours
- ◆ Has a career record that can be viewed as an achiever or potential for achievement

Region-Specific Activities (at the Region's option)

- ◆ Planning and managing region-specific activities
- ◆ Coordinating and implementing region-specific activities
- ◆ Conducting region-specific activities
- ◆ Other region-specific activities, e.g., valid driver's license, willingness to drive in large metropolitan areas, or ability to operate standard-transmission vehicles



Appendix F

Remedial Measures and Cost Recovery

In emergency programs where regulatory or treatment actions are taken to mitigate or prevent the potential spread of a new, or not widely prevalent pest or noxious weed, an Emergency Action Notification (EAN, PPQ Form 523) is issued generally specifying remedial measures that must be carried out by the owner of an infested, or potentially infested item. These regulatory actions are ordered to take place within a specified, reasonable time period (length depending on the pest risk) in order to properly safeguard an item from potentially disseminating new or not widely prevalent pests.

If owners or agents of these regulated articles fail to comply with the recommended actions within the specified time period, PPQ has the authority under section 414 (a) (1,2,3) of the Plant Protection Act, to take the action and recover costs from the owner or agent. This policy applies to domestic regulatory activities and to programs situations where a Declaration of Extraordinary Emergency has been made by the Secretary of Agriculture.

In order for the cost recovery part of this policy to be applied, the following criteria must be met:

1. The items must be infested or potentially infested.
2. The items must require action to prevent the dissemination of a new, or not widely prevalent pest or noxious weed.
3. The items must be moving or have moved interstate.
4. The owner of the items must have been issued an Emergency Action Notification (PPQ 523).
5. The owner or agent must have been given remediation measures that must be taken along with a time limit (accounting for potential risk of pest dissemination), and
6. The owner must have failed to comply.

Violations are documented and then the owner or agent is given a warning to take action, after which PPQ arranges for the remediations to take place. The Remedial Measures Billing form (PPQ Form 301-R) is used to document these costs and is submitted to the Minneapolis Business site where collections are processed. The PPQ Form 301-R and instructions for completing it are included in this appendix.

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