

**SECTION I: INTRODUCTION**

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**1.1 INTRODUCTION TO THE MANUAL**

This manual is designed as a reference guide for Pest Exclusion staff and training tool for new permanent county inspectors in plant quarantine procedures. The overall goal of the manual is to provide a relatively easy means of developing good awareness of Pest Exclusion activities to the inspector and others interested in Pest Exclusion functions. It can be used by County Agricultural Commissioners to update or replace existing materials used in the training of their pest exclusion inspectors.

The manual is divided into sections. Section I consists of an introduction and some administrative responsibilities as it relates to plant pest quarantines in California. Section II contains excerpts from the California Food and Agricultural Code, California Code of Regulations and corresponding federal codes. Readers should note that any discrepancies between what is in this manual and the code(s) would be enforced and/or adjudicated according to the official code(s) in effect on the activity date. Section III discusses selected common inspection procedures and policies. Section IV presents special commodity inspection procedures not included in Section III.

In using this manual as a training tool, inspectors may test their knowledge of Pest Exclusion activities with review questions and reference materials in Section V. Users can use portions of the manual for their specific needs. Photographs, maps and forms presented in this manual are not copyrighted and can be copied and used as work sheets to assist the inspector.

All pesticides and related products mentioned in the text were registered by the appropriate federal and state agencies. Precautions on the product label and all instruction in this manual must be carefully followed. Developments in research and technologies may dictate modifications or changes in some of the procedures described in this manual. Mention of companies or commercial products in the manual does not imply recommendation or endorsement by the California Department of Food and Agriculture or Pest Exclusion Branch. The California Department of Food and Agriculture neither guarantees nor warrants the standard of any product mentioned in this manual.

## 1.2 HISTORY OF PLANT QUARANTINE IN CALIFORNIA

Agricultural activities in California date back to the 1760s when Spanish missionaries introduced field crops and livestock to feed settlers and provide economic activity for converted natives. Cattle ranches became the main form of agriculture in California between 1820 and 1848, except in the Los Angeles area where grape and fruit trees productions were prominent. After the gold rush, the early pioneers did not look far to find a great expanse of fertile soil and flat terrain combined with a climate of rainy winters and hot dry summers.

Large acreages of prune and grapes were planted in Santa Clara and Napa Valleys respectively. Citrus was grown in southern California. By the 1850's, wheat and barley production had exceeded local consumption in the broad plains of the San Joaquin Valley. Excess grains were exported to Europe, setting the pattern of international market integration that has characterized California agriculture to the present.

Rapid agricultural expansions in the state necessitated large needs for inputs. Grape cuttings were shipped from Europe and citrus seedlings were imported from Asia. Prune stock was propagated and orchards expanded rapidly. Irrigation systems were developed in the Sacramento and San Joaquin Valleys to enable production of irrigated crops.

It did not take long before disaster struck. Grape Phylloxera (*Phylloxera vastatrix*) was introduced in shipments of grapevines from Europe. Cottony Cushion Scale was found infested with citrus imported from Japan. Prune stocks were found infested with San Jose scale. These pests and/or diseases came passively with shipments of imported plant materials. The early pioneers of agriculture in California then realized that some form of protection was needed to safeguard the fast expanding and important agricultural industry. Like the crops, the pests and diseases introduced to the state thrived in the new environment due to favorable climate and absence of natural enemies or parasites.

In response to the pests/diseases threats, the California State Legislature established the position of Viticulture Officer in 1881. The officer was given the authority to adopt horticultural quarantine rules for the protection of California horticultural interest. The quarantine rules provided for the inspection, disinfection, prohibition and condemnation of plants or plant parts when found infested with pests or diseases. County boards of horticultural commissioners were also created in 1881 to oversee inspection of plant materials moving between counties within the state. In 1889, the State legislature passed the State Horticultural Quarantine Act. This Act provided for a State Horticultural Quarantine Officer. An inspector was appointed at San Francisco in 1890, to implement provisions of the act, thereby, inaugurating the first plant quarantine inspection service in California. Shipments of plant material from China, Japan, Australia, New Zealand, Hawaii and Central America were carefully inspected. Infested material was held and treated as required by the act. In 1911, California officials began inspecting the baggage of ship passengers from Hawaii in response to a discovery of the [Mediterranean fruit fly](#) on the island.

A rapid expansion of plant quarantine activities in 1917 brought about an increase in personnel and reorganization of port inspections, as well as county horticultural commissioners serving as quarantine guardians for freight, express and mail shipments. In 1919, the legislature created the [California Department of Food and Agriculture](#) (CDFA) and charged it with the responsibility of protecting and promoting agriculture in the state. The department directed plant quarantine works with the county horticultural/agricultural commissioners. Increased automobile use in the 1920s led to the establishment of agricultural border inspection stations to prevent introduction of pests and diseases into the state through people traveling by road. Detailed information on the history of CDFA and [CDFA's first 100 years](#) can be accessed online.

## 1.3 ADMINISTRATIVE RESPONSIBILITIES

Pest exclusion activities involve cooperative functions that involve federal, state, and county governments. The Secretary of United States Department of Agriculture (USDA), the Secretary of California Department of Food and Agriculture (CDFA), and County Agricultural Commissioners have prime responsibilities for pest exclusion within their respective jurisdictions.

### 1.3.1 FEDERAL RESPONSIBILITIES

The Plant Quarantine Act of 1912 authorized regulation of the movement of plants and plant products into the United States, and the movement of any article within the United States to guard against the entry or distribution of injurious insects and plant diseases. The Federal Plant Pest Act of 1957 as amended was enacted to facilitate the regulation, control, and eradication of plant pests. It gives authority to the USDA Secretary to act against pests, which may injure plants, or any processed, manufactured, or other product of plants. These Acts were superseded by the consolidated USDA statute, the [Plant Protection Act of 2000](#) (7 U.S.C. 7701 et seq.). This authority is particularly important to the agency's ability to prevent or limit the spread of harmful invasive species within or to a state or region of the United States.

The Secretary of USDA has sole responsibility to quarantine against pest's entry into the United States from a foreign country. The secretary also has prime authority for domestic quarantines regulating interstate or local movement of pest carriers.

The USDA, Animal Plant Health Inspection Service ([APHIS](#)), Plant Protection and Quarantine ([PPQ](#)) branch is responsible for the enforcement of federal foreign and federal domestic quarantines. Under the supervision of USDA's state Plant Health Director, APHIS, PPQ officials in conjunction with Department of Homeland Security's Agricultural/ Custom's officials, handle inspections of foreign arrivals at major maritime ports, international airports, entry points along the international border, and military bases. In Hawaii, PPQ personnel perform pre-clearance inspections for passengers and cargo coming to California as well as other mainland states.

Federal authority to inspect cargo at ports of entry for compliance with federal requirements does not preclude inspection of the same cargo by state inspectors for compliance with state requirements. The state/county has complete authority to perform quarantine inspections anywhere within its boundaries and act upon its findings. State responsibilities cannot be relieved by federal inspection, but inspection requirements of both agencies can be met by vesting dual authority in one agent.

### 1.3.2 STATE RESPONSIBILITIES

The Secretary of California Department of Food and Agriculture has prime responsibility to protect the state against pest introduction. Section 403 of the Food and Agricultural Code mandates CDFA to employ a pest prevention system. Five elements of CDFA's pest prevention system are:

- Pest Exclusion
- Pest Detection
- Pest Eradication
- Pest Identification and Record
- Public Information and Records

The goal element and mission of the Pest Exclusion Branch are to:

- Keep pests out of the state
- Limit intrastate /interstate spread of new pests

The Pest Exclusion Branch is divided into four programs:

- Exterior Exclusion
- Interior Exclusion
- Emergency Quarantine Response
- Nursery Seed and Cotton

**Exterior Pest Exclusion Program** personnel work at California border stations to enforce:

- Food and Agricultural codes
- Federal and State quarantines
- County enforcement policies

Personnel also monitor and inspect cars, commercial trucks, buses and recreational vehicles entering the state to ensure that they are not bringing any pests of quarantine significance into the state. Shipments that cannot be inspected adequately at the borders are sent under 'Quarantine Hold', to the destination counties for inspection by the county agricultural commissioner.

The **Emergency Quarantine Response and Interior Exclusion Programs** are responsible for enforcing federal foreign and domestic plant quarantines as well as California exterior and interior quarantines. The staffs work cooperatively with:

- USDA
- Other states departments of agriculture
- County agricultural commissioners' staff

The program performs regulatory and service functions to exclude pests and/or diseases that may be detrimental to California agriculture. This is achieved through:

- Port surveillance
- County quarantine
- Quarantine responses
- Inspection of:
  - Domestic aircrafts
  - Second port of call foreign vessels
  - Crews quarters
  - Passenger baggage
  - Cargo shipments

Program personnel cooperate with county agricultural commissioners in the direction, supervision and coordination of quarantine law and regulation enforcement.

In order to prevent the spread of any newly detected exotic pests, Emergency Quarantine Response (EQR) staff respond rapidly and cooperatively with county and USDA officials to enforce various pest/diseases quarantines. Enforcement accomplished by inspecting arriving agricultural commodities, and pest-infested commodities are treated, destroyed or refused entry into the state. Interior Pest Exclusion also work closely with USDA and counties to:

- Coordinate the phytosanitary export program
- Train county staff on phytosanitary certifications

The CDFA's Interior Pest Exclusion Program is divided into four districts:

<b><u>District</u></b>	<b><u>Station(s)</u></b>
1. Northern	Sacramento, San Francisco
2. Central	Fresno

3. Coastal City of Commerce (Los Angeles)
4. Southern Anaheim, Lemon Grove, Riverside

### 1.3.3 COUNTY RESPONSIBILITIES

County agricultural commissioners are the enforcing authority of all laws and regulations relating to the prevention of the introduction into, or the spread within, the state of pests in their counties. The commissioners enforce federal and state interior quarantines at:

- Interior delivery points
- Terminals
  - Post offices
  - Private carriers e.g. UPS, air freight and express
- Truck and bus terminals
- Railroad freight yards
- Seed houses
- Plant nurseries
- Feed mills
- Produce markets
- Military airfields

Agricultural commissioners, in some counties, make quarantine inspections of ships and airplanes on behalf of federal and/or state officers.

## 1.4 THE NATIONAL PLANT BOARD

The [National Plant Board](#) (NPB) is an organization of plant pest regulatory agencies of each states and territories department of agriculture. The Board was formed in 1925 with the following purpose:

- To represent regional plant boards at the national level and to carry out instructions issued by the regional plant boards.
- To bring out greater uniformity and efficiency in the promulgation and enforcement of plant quarantines and plant inspection policies and practices in the various states.
- To act as a national clearinghouse for information in plant quarantines and plant inspection policies and procedures.
- To promote harmony and uniformity in the field of plant pest regulation.
- To maintain contacts with the United States Department of Agriculture and other federal and state agencies concerning quarantine policies that have national, regional or individual state effects.
- To advance and protect agriculture, horticulture and forestry on the state, national and international levels.

The National Plant Board members work cooperatively with the National Association of State Departments of Agriculture to prevent the entry of new pests and diseases into and in the country; and provide phytosanitary certification for export of agricultural commodities. The board also provides consultations for states by serving in technical and advisory committees established by cooperators.