



Project Organization And Design

Detection

After an initial wild, exotic fruit fly has been trapped in California by a state or county trapper, the specimen is dispatched by ground/air transport to one of the systematic entomologists in either the Bell or Sacramento laboratory facilities. A pest damage report (PDR) is prepared which contains vital information on the fly's identification and find location. This is distributed to PPQ, State and county offices, to advise key personnel of the possibility of impending quarantine actions. Trapping density is increased within 24 hours around the fly find area in accordance with established guidelines.

Delimitation Trapping

The trigger that must be reached before a quarantine is declared varies between exotic fruit fly species, and is determined partially on the basis of the number and types of flies found (males, mated/unmated females, larvae, pupae, etc.) within a period of increased trap monitoring frequency (usually every 24 hours for one week following the initial fly find).

The boundaries of the quarantine area will be established by the locations of fly finds, and take into consideration local agricultural and nursery production, packing and shipping sites. For sites within the quarantine boundaries, teams of federal and state regulatory officers—including temporary staff hired at the project offices—will access pesticide use records from county and Farm Bureau sources. These will provide possible locations for regulatory oversight and monitoring during the quarantine.

This information gathering activity will be augmented by visual surveys of properties, establishments and businesses. Files will be created and maintained with critical information, such as acreage containing FFHM

and total property acreage, number and types of host trees or plants (including variety), exact street and/or GPS location of regulated orchards or growing sites, and the name of the owner and/or property manager.

Quarantine Trigger

When the trigger is reached, the county agricultural commissioner in the affected area formally requests via written communication that CDFA enact a quarantine. A joint decision is made by CDFA and USDA to declare the imposition of a quarantine. PPQ prepares a fruit fly report with all pertinent information, which is distributed through USDA/APHIS/PPQ state, regional and headquarters offices.

Notification of All Stakeholders and News Media

Contacting media representatives is a priority, with USDA informing legislative and public affairs staff, and CDFA initiating contacts with local county government authorities. The location of the infested area, and all affected or possible stakeholders, needs to be communicated quickly and accurately.

Contact Call List

- County Agricultural Commissioner
 - County Board of Supervisors
 - Local government officials
 - County agencies
 - Other assigned entities
- Grower Associations
 - Associated members
- Farm Bureau
 - Associated members
- UC Farm Advisor's Office
 - Minor crop growers
 - Organic crop growers
 - Certified crop growers
- Cal-Trans
- Local Law Enforcement
- Others as necessary – to be determined by Project Director



Project Setup

When locating and evaluating suitable facilities for quarantine headquarters, consideration should not be limited to strictly sufficient phone, power and communications options but, additionally, general office and parking space, all the while factoring in security needs, balanced with appropriate public access by foot or by car.

Staff

An effort should be made to anticipate the number of federal and state permanent and temporary officers who will be required to not only set up the initial project, but to maintain an ongoing one. Job openings are advertised via the appropriate media and government agency listings. Applications are then collected and interviewees screened for positions (See sample at the end of this chapter of correspondence to a non-hired candidate).

Training and Administrative Tasks

Once the office site has been chosen, utilities will be connected and administrative personnel brought in to address project needs. Federal Rapid Response Team members or staff from PPQ's domestic temporary duty (TDY) roster will be contacted through supervisory channels to determine individual availability for the new quarantine.

When these team members arrive, federal and state project leaders will assess the qualifications of each staff member in order to make appropriate decisions on work assignments. TDY personnel and local, state and temporary new hires will be assigned to survey and delimit areas of potential infestation, prepare compliance agreements with growers, packers, and shippers, as well as various other duties as required.

Project Maintenance and Meetings

An important aspect of the initial phase of quarantine declaration is the need to inform all stakeholders of the quarantine's enactment, and the possible consequences with regard to harvesting and selling unregulated, or uncertified or untreated crops.

In addition, growers or producers must be given regulatory options to move their product(s) in a manner that minimizes the financial impact of the quarantine. Two of the methods used to accomplish this include public grower meetings and the preparation and distribution of informational flyers and media announcements (including brochures with responses to frequently asked questions).

Planning Staffing Needs

The project leader is usually selected by the CDFA Pest Exclusion branch chief, division director, or the secretary of the department. If the size of the project warrants it, the project leader may designate a number of assistant section leaders to run administrative support, regulatory activities, and public and media relations and information distribution. In practice, one person has often been assigned several large areas of responsibility.

Each section leader reports directly to the project leader. Initially personnel will be drawn from the staff of CDFA's Plant Health and Pest Prevention Services, the local office(s) of the county agricultural commissioner, and rapid response/TDY teams of USDA / APHIS / PPQ.



- **CDFA and USDA Project leaders**

- Establish a base of operations
- Organize management structure
- Establish operational protocol
- Arrange for notification of affected individuals, agencies or groups, including:
 - State, county and city political officials
 - Federal cooperators
 - Cooperating state (e.g., Worker Health and Safety, Pesticide Registration) and county, (Pesticide Use Enforcement) government agencies)
 - Federal cooperators (local and regional PPQ offices and rapid response teams)
 - Other state agencies (Environmental Protection Agency)
 - Special interest groups
- Ensure appropriate public notification
- Authorize mobilization of emergency equipment and supply inventory
- Identify preliminary technical support needs
- Provide daily information reporting system
- Assign staff member to maintain chronological history of project activities from inception to end
- Provide information for preparation of budgets
- Provide periodic and final project reports to technical advisory representatives
- Obtain regular timely reports from and supervises all section leaders
- Assist in the supervision of project staff
- Design and modify existing forms according to the needs of the program

- Participate as a USDA or CDFA representative at grower meetings
- Communicate between the Project and CDFA and USDA headquarters and/or regional or district offices
- Evaluate equipment needs and authorize purchases
- Make initial contacts with utility providers
- Inform staff of both CDFA and USDA policies and procedures

- **Administrative Support**

- Arrange for facilities, space and furniture
 - Furnish equipment (land line and mobile telephones, computers, photocopiers and fax machines)
 - Arranges for vehicles, vehicle maintenance and vehicle safety training for staff
 - Establishes and maintains inventory of administrative supplies, manuals and forms
 - Ensures appropriate hiring practices and paperwork
 - Acts as liaison to the Division of Administrative Services (accounting, purchasing, office and business services, human resources, etc.)
 - Processes requests for travel advances, purchase orders, invoice vouchers and travel claims, etc., as necessary
 - Initiates contracts and cooperative agreements
 - Maintains records of expenditures
 - Maintains vehicle inventory and records
 - Provides badges and identification cards
 - Maintains time and attendance records for seasonal and permanent employees
 - Arranges travel/hotel reservations, as needed
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- **Regulatory Field Officers**

- Coordinate activities with federal and county quarantine personnel
- Issue Hold Notices on affected properties
- Propose emergency regulations, actions and quarantine boundaries
- Notify affected common carriers, agriculture and other industries of regulated items
- Notify state highway departments, weigh stations, etc., as appropriate
- Make available approved quarantine treatment procedures to all affected/concerned groups
- Implements compliance with and oversight of quarantine treatment activities and commodity safeguarding activities
- Maintains or identifies fumigation facilities, if needed
- Provides for continuing regulatory action, if needed
- Contact local landfill for disposal of all seized FFHM
- Maintain a secure holding container/bin (with a lid) for seized FFHM on-site at Project headquarters
- Obtain information from growers participating in the bait treatment program

- **Public Information**

- Prepares press releases for distribution to phone banks staff and the media, as needed, including foreign language releases
- Makes progress reports to local media
- Acts as media liaison
- Provides stock footage, prints, graphics, maps, and other displays as needed
- Arranges interviews
- Arranges meetings with and mailings for the general public
- Cooperates with treatment personnel to provide clearly written treatment handouts to affected residents
- Cooperates with the medical coordinator and treatment leader regarding notification of local medical personnel and facilities
- Identifies special interest groups, such as affected industries, local clubs, associations and environmental groups to arrange presentations to these groups



Roles and Responsibilities During an Exotic Fruit Fly Outbreak

Technical and administrative support staff performs the following functions:

- Assist in the acquisition of office space, temporary buildings and structures, furniture
- Provide input on design of forms and database features
- Provide information to stakeholders by telephone and in person
- Obtain information from growers participating in the treatment program
- Coordinate work schedule and make assignments for treatments and observations
- Initiate record-keeping system, computer-based and paper files
- Revise existing forms
- Act as communication liaison between CDFA and USDA
- Communicate with operators of aerial spray applications and professional grove managers
- Oversee monitoring program in the event of a preemptive treatment option
- Schedule staff observations of 1st and 2nd treatments for growers under preemption plan
- Obtain recommendations from staff and summarize as agenda items for daily meetings
- Public relations, including call screening and referral to project supervisor as appropriate
- Facilitate communication and information sharing between state and county
- Close out project at conclusion, duties including taking inventory, storage of supplies and forwarding of records

(This is not intended as comprehensive, but typical of a duty roster, which could be expected to

be assumed by a person serving in this capacity during a quarantine)

Hiring Personnel

- **Hiring Seasonals** - By law, the State must give preference to qualified applicants receiving Aid to Families with Dependent Children (AFDC). Your local employment Development Department (EDD) office must be given ten working days to refer suitable applicants, so it is recommended that you begin the process early. You can hire people immediately who have worked as seasonal employees at any level in the same class for CDFA within the past year without advertising with EDD
- **AFDC and Affirmative Action Policy** - In order to comply with State AFDC and Affirmative Action policies, follow these procedures when hiring seasonals:
 - Advertise the positions with your local EDD office at least ten days before you plan to fill the positions. You may not hire non-AFDC during the waiting period unless they are former employees returning at any level in the same class within a year. To advertise the position, call EDD, give them a job description and request AFDC referrals. It is advisable to follow up with a written job description outlining all important job qualifications to your EDD contact person
 - It is not the intent of the law to force the hiring of unqualified individuals. You may ask your EDD contact to screen applicants that do not meet your minimum requirements in personal appearance, possession of a driver's license, job references, etc. You may give applicants tests to determine their skills or require local job references. It is



- advisable to keep written record of standardized interview questions or test results for each applicant
- If you do not get enough qualified applicants to meet your needs after ten days, or if your EDD contact states that s/he has no qualified applicants to send you, then you may hire non-AFDC applicants that meet the same standards required of AFDC applicants. Hiring non-AFDC applicants must be justified on a Form 100-264. You must list any AFDC applicants that failed to meet your minimum requirements
 - Applicants who are hired must complete all the forms in the hiring packet except Form 100-264 and Form 13-028, which are filled out by the employer. Completed packets are sent to Human Resources at headquarters before the seasonal starts work
 - Obtaining Personnel from Other Governmental Agencies, State agencies (Cal Trans, Forestry, State Police, Parks and Recreation, Fish and Game, Water Resources, Highway Patrol) – to obtain personnel, an emergency proclamation is declared by the Governor, through the Secretary’s Office
 - California Conservation Corps – CCC personnel may work under contract for services or may be reimbursed informally for lunch or gas. Sometimes there is no charge. Informal arrangements should be cleared with your program supervisor before you commit to them
 - USDA – a cooperative agreement is negotiated at the Deputy
- Director level
- County Agricultural Commissioner’s Office – we may contract for trapping and/or treatment or use a cooperative agreement in which they supply supervision and we supply spray personnel and equipment
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Procedures For Managing And Communicating A Quarantine

Critical Tasks

The following table identifies a number of critical tasks and characterizes them as three phases:

- P** = Preplanning
Q- = Fly Find, indicating activities prior to a the start of a quarantine (*unless a mated female is trapped which is, itself, a quarantine trigger*)
Q+ = Quarantine Period, denoting number of days after the start of a quarantine

The Q- phase describes activities that occur between a wild, exotic fly find and the implementation of a quarantine and, in an actual action plan, should list steps as occurring a certain number of days before the start of a quarantine (e.g., “Establish spokesperson responsibility: Q-3 days”).

PHASE	TASK	DESCRIPTION
P	Establish quarantine planning team	At a minimum, include: <ul style="list-style-type: none"> • USDA Area Representative • CDFA Area Representative • County Agricultural Commissioner • County Farm Bureau • Farm Advisor • Major Commodity Interests (e.g., Avocado Commission, Citrus Research Board, etc.) A contact phone tree should be established to alert all members of this team in the event of a fly find.
P	Establish consensus on “chain of command” for public communications	USDA, CDFA and County need to agree on “chain of command” issues that will keep all parties on the same page in terms of the quarantine plan, who will speak to what issues and similar critical communications.
P	Establish public relations spokesperson(s) and who they report to; establish a public communications plan	Based on the above chain of command, identify an “on the ground” spokesperson (or spokespersons), through which all media relations should pass. This person should be the clearinghouse for messages to all targets, not just media; e.g., growers. This assures consistent messages, rumor control and less confusion. This individual is not necessarily the decision-maker, but will often be the conduit from the decision-makers to various audiences. The team should also establish a communications blueprint that outlines tactical plans for such things as media alerts and media conferences, public hearings and direct mail information.
P	Technical check: treat protocol development, instructions	The team should log information on all commodities in the region that could be affected by an exotic fruit fly quarantine and then check with USDA to ensure that treatment protocols for all are available; those that are unavailable should be developed as soon as



		possible. Treatment protocol education and training materials should be prepared and discrepancies in treatments (continued on next page) (e.g., varying label instructions) identified and fixed.
P	Prepare basic, background materials	All written materials that can be prepared in advance should be (e.g., basic media statement on fly find; background on protocols and procedures in a quarantine; how quarantine decisions are made; background on the particular exotic fruit fly species or other pests involved).
P	Develop target stakeholder list	The team should assemble specific lists and contact names for all stakeholder groups. Minimally, in addition to agency staff lists, this should include: <ul style="list-style-type: none"> ● Grower Associations ● Media (consumer and trade) ● Elected officials ● Government departments/agencies (e.g., Dept. of Public Works) ● Chamber of Commerce These lists should be stored in a database format in a manner that permits rapid communication when necessary. A database of e-mail addresses should be considered.
P	Facilities planning	The group should plan and even specifically locate potential facilities support for the CDFA office and phone bank as well as potential sites for treatments identified as appropriate in the protocol (e.g., fumigation sites). Work with USDA/CDFA on a “roll out” plan to establish a command center within 24 hours of a quarantine decision.
Q-7	In the event of a fly find...	Develop a Q-timeline based on the potential of a quarantine being established in an estimated number of days. Work backwards from that date to identify appropriate tasks to be completed prior to the quarantine announcement.
Q-7	Information and strategy session	Assemble team in person or via phone; update all team members with current information; establish initial task list and also initial project strategies.
Q-6	Prepare public statement	PR spokesperson should immediately prepare a general statement on the situation: facts about fly find; next steps. No speculative statements. Also should prepare a document outlining most probable questions and how to answer them.
Q-6	Determine initial media/public communications strategy	With stakeholder lists ready, determine when to “go public” with the pest problem, based on the theory that a short, public statement can be effective in minimizing fears among growers, the media and other audiences. Establish a target for a media event, if necessary, depending on the severity of the potential problem. Reproduce background pieces and (continued on next page) prepare them for distribution as necessary.



Q-5	Technical information	Prepare information for use by growers, handlers, wholesalers and other industry audiences that clearly explains treatment protocols, compliance agreements and other technical requirements. Most of this information will have been prepared in advance and will only need customization depending on the particulars of location.
Q-5	Develop quarantine map strategy	Determine how the quarantine map will be prepared, and when it is likely to be available. Determine whether to offer general area parameters, such as including zip codes.
Q-4	Program plan	Draft as completely as possible a program plan that can be communicated to key audiences as the quarantine begins. Offer timing, activities and deadline information, contact names and phone numbers, treatment information and other necessary support to be available at the Q date.
Q-4	Public communications plan	Using the public communications plan established during the planning phase, produce details on an initial communications plan that indicates how target audiences will be reached (e.g., full-page ad for alert, public hearings, etc.) It is highly recommended that a Web site, specifically addressing a particular quarantine, be developed to keep all stakeholder groups informed and pulling information from the same page/source. Such Web sites have been used successfully in the past and information on establishing a site to have on “standby,” but unused, should be obtained.
Q+0	Public Announcement	Alert stakeholder groups to the problem based on the communications plan (e.g., press conference, e-mail distribution, advertising, legislative calls).
Q+1-3	Ongoing communications	Establish and promote necessary meetings; e.g., growers, handlers, general public hearings, etc., based on the plan developed in advance. Remain available to the media and other information seekers.
Q + Ongoing	Program implementation	Government agencies will run the program based on their custom design for the quarantine; use of the CDFA/USDA Exotic Fruit Fly Regulatory Response Manual will be vital, and will include, in addition to basic, operational procedures, such things as traceback, certification and enforcement information.
Q+ Ongoing	Team communications	The team should establish a firm schedule of conference calls or meetings, particularly in the early onset of the quarantine. These meetings can be used to map out strategy and also serve to keep all organizations on the same page in terms of approaches and public information.