

# **A Review of County Agricultural Commissioners' Activities**

*Submitted to:*

**The California Legislature**

**December, 1997**

*By:*

**The Rogers Study Group**

# Table of Contents

|   | Page      |
|---|-----------|
| EXECUTIVE SUMMARY . . . . .   | 1         |
| INTRODUCTION . . . . .  | 6         |
| WHAT'S AT STAKE . . . . .   | 6         |
| STUDY APPROACH . . . . .  | 9         |
| GENERAL STUDY FINDINGS . . . . .                                      | 10        |
| Organization Map . . . . .  | 11        |
| County Agricultural Commissioners' Activities . . . . .               | 12        |
| SUBCOMMITTEE FINDINGS . . . . .                                       | 15        |
| Pest Exclusion Subcommittee . . . . .                                 | 15        |
| Pest Detection Subcommittee . . . . .                                 | 30        |
| Agricultural Statistics Subcommittee . . . . .                        | 43        |
| <i>Appendix 1 - Senate Bill 2062 (Chapter 635) Language . . . . .</i> | <i>51</i> |
| <i>Appendix 2 - Rogers Study Group Member List . . . . .</i>          | <i>54</i> |

Additional copies of this report can be obtained from:

**California State Association of Counties**  
**1100 K Street - Suite 101**  
**Sacramento, Ca 95814**  
**(916) 327-7500**

## EXECUTIVE SUMMARY

---

### SB-2062 Chapter 635

In January, 1997, SB-2062, Chapter 635, Statutes of 1996, (authored by Senator Don Rogers) became law and encouraged a study be conducted to evaluate the statutory and regulatory responsibilities and appropriate funding sources for county agricultural commissioner programs. The study was to place priority upon the pest exclusion program and also review essential county agricultural commissioners' responsibilities and identify opportunities for improving and funding mandated activities.

---

### Background

California's environment and agricultural economy is at risk because of increases in volumes of traffic and commerce. California's county agricultural commissioner system plays a vital role in protecting the State's environment, its agricultural economy, and the general public from the harm caused by exotic pest infestations. However, funding for pest prevention activities has not kept pace with the increasing workload responsibilities. Indeed, funding from traditional sources has been sharply reduced in recent years. The mission of the county agricultural commissioners is:

*"... to protect and promote agriculture and the environment, to ensure the health and safety of our citizens, and to foster confidence and equity in the marketplace through the fair and uniform enforcement of the federal, state, and county laws, regulations and ordinances."*

---

### What's at Stake

Exotic pests harm California's environment and agricultural economy by directly damaging and killing agricultural crops. Pests reduce yield and quality, increase culls, and increase grower dependence on chemical pesticides and fertilizers. This decrease in production capability and increase in production costs, coupled with quarantine actions and embargoes by other states and countries, result in market losses and elevated consumer costs.

Environmentally, the introduction of new pests disrupts and hinders integrated pest management programs, organic farming ventures and other strategies meant to assure a sustainable agricultural industry and continued environmental biodiversity.

With changing demographics and trade patterns, increased trade, and increased passenger travel, it is not surprising that California has experienced increasing problems associated with the entry of exotic plant pests in recent years.

- Since 1992, based upon the California Department of Food and Agriculture (CDFA) records, 67 new exotic pests have become established in the state. Economically important pests that became established include green shield scale, rice blast, avocado mite, giant whitefly, and the Africanized honey bee.
  - Fifty to 62 percent of all specific crop losses have been attributed to introduced insect pests, totaling about \$1 billion annually. The recent introduction and establishment of the silverleaf whitefly alone is responsible for an estimated crop damage of \$130 million annually.
-

## EXECUTIVE SUMMARY (continued)

---

### Guiding Principles

#### (1) PROTECTING CALIFORNIA'S AGRICULTURE IS IMPERATIVE

- It is valued at \$24.5 billion and produces over \$70 billion in related economic activity.
- The multiplier effect of each dollar earned within California's agriculture stimulates additional economic activity in the form of jobs, income and output.
- Estimates indicate that every \$1 billion in California agricultural sales creates 27,000 jobs in the state.
- In California's heartland, farming is responsible for 28 percent of all jobs while statewide farming and farm-related industries provide one in ten jobs.
- Every dollar earned from agricultural exports stimulates another \$1.52<sup>1</sup> of related economic output in supporting activities such as packaging, transportation, storage, and marketing. Approximately 95 percent of these additional economic activities is earned by the non-farm sector.

#### (2) THE AMOUNT CALIFORNIA SPENDS TO PROTECT ITS AGRICULTURE IS DISPROPORTIONATELY LOW TO THE BENEFITS IT RECEIVES

- The annual accumulated costs to the counties for pest exclusion activities is approximately \$12 million.
- When this value is added to approximately \$15 million expended by the State, the total is \$27 million per year to protect the consumer, protect the environment, protect the agricultural industry, and keep it honest.
- Total expenditures amount to only slightly more than one tenth of one percent (.011%) of the economic value of crops produced in the state.

<sup>1</sup> Carter & Goldman, *The Measure of California Agriculture: Its Impact on the State Economy*, 1992

### The Rogers Study Group

The Rogers Study Group (named after the bill's author) was established to carry out the study outlined in SB-2062. The Study Group was composed of representatives from state and county government, county agricultural commissioners, and volunteers from the University of California, the general public, and the agricultural industry. Study objectives were accomplished through activities completed within the Study Group and several Subcommittees. All Subcommittee and Rogers Study Group meetings were facilitated by a third-party resource.

The Study Group focused on three major activities that are essential to the accomplishment of the county agricultural commissioners' mission:

- Pest Exclusion (more specifically county inspection of incoming shipments)
- Pest Detection (insect trapping and noxious weed/vertebrate pests)
- Agricultural Statistics (federal, state, and county reports)

Where possible, service levels and relevant performance measures (quality, quantity, cost) were developed for each major activity. Opportunities for improvement were identified with specific recommendations and funding alternatives presented.

## EXECUTIVE SUMMARY (continued)

---

### Pest Exclusion Subcommittee Recommendations

- 9 recommendations
- Approximately \$14 million additional funding required

**Develop legislative language requesting new general fund money to meet optimum terminal (destination) point inspection service levels at high risk locations (approximately \$14 million per year).**

- A performance gap exists between optimum pest exclusion expectations and what is currently being accomplished. Left unaddressed, significantly more pests will enter the State through the first line of defense.

---

**Replace Quarantine Commissioner Circular (QCC) 211 with annual negotiated work plans (between CDFA and the county agricultural commissioners) that reflect updated interim terminal inspection service levels.**

- QCC 211 (documenting suggested terminal point inspection service levels) does not reflect current needs. The Subcommittee developed and adopted an updated set of terminal inspection service levels.

---

**Revise the current performance measurement system and enhance/develop useful management reports. Investigate the feasibility of using automation to capture required data and produce reports.**

- The current manual performance measurement system is incomplete and produces inaccurate/incomplete information. This makes it difficult to evaluate program effectiveness and identify opportunities for improvement.

---

**Develop legislative language to expand the current authority to prosecute quarantine violations as infractions and misdemeanors.**

- Current law limits the ability to prosecute quarantine violators and deter future violations.

---

**Utilize the Division of Measurement Standards' model to update Section 3160 fee levels on an annual basis.**

- Title III, California Code of Regulations Section 3160, established the fee level(s) for reimbursement of quarantine services. The levels have been updated but are not commensurate with current actual costs.

---

**Establish county agricultural commissioner dog teams (at critical points of entry) for inspection activities (e.g., through the expansion of the current State pilot program or a private contract for required services).**

- CDFA is currently involved in a two-year pilot using dog teams for inspection activities in high risk terminal point locations. This is proving to be an effective way to monitor pathways for a relatively low cost.

---

## EXECUTIVE SUMMARY (continued)

---

### Pest Exclusion Subcommittee Recommendations (continued)

***Inspect packages/items at the first point of inspection and expand the current authority to permit county agricultural commissioners to designate specified locations for the inspection of multiple-drop shipments.***

- Packages/items arriving for inspection in one county for delivery to another county are often forwarded to the destination county for inspection. This results in a duplication of effort, a higher pest risk, and delayed delivery to the receiver. Shipments may also enter the State at one location only to be dispersed throughout the State. These "multiple-drop" shipments should be inspected at one or more specified locations.

---

***Accredit existing/appropriate county agricultural commissioners' staff and laboratories for conducting pest confirmation at the local/regional level for certain pest classifications and agreed upon criteria.***

- Currently all pest identification confirmations must be conducted by the CDFA lab. Some confirmations are very routine or the required level of expertise is available at the county level.

---

***Establish statutory authority for setting up "Mutual Aid Agreements" between counties for the sharing of staff, equipment, and expertise.***

- Pest emergencies often require staffing levels beyond existing county capabilities. Other public service agencies (e.g., police, fire) have formalized agreements for sharing resources when situations warrant.

---

### Pest Detection Subcommittee Recommendations

***Develop legislative language requesting new general fund money to meet entryway and high hazard noxious weed and vertebrate pest survey requirements.***

- 3 recommendations
- Approximately \$3.2 million additional funding required

- Current expenditures suggest that minimum service levels for entryway and high hazard noxious weed and vertebrate pest surveys are not being met. Left unaddressed, there is a high probability that these pests will enter the State and negatively affect the current health of California agriculture. Additional funding is required to conduct these surveys (approximately \$2.7 million annually).

---

***Develop legislative language requesting new general fund money to meet trapping program expansion activities. Ensure that the biological issue of winter trapping is addressed and funded accordingly.***

- Some county agricultural commissioners believe that deploying additional traps and conducting a winter trapping program (where biologically sound) will add value to the current program and accommodate required growth. Additional funding is required for the proposed expansion (approximately \$500,000 annually).

---

## EXECUTIVE SUMMARY (continued)

---

### Pest Detection Subcommittee Recommendations (continued)

**Review and update (as appropriate) the Pest Detection Manual and CDFA Insect Trapping Guide.**

- The Pest Detection Manual has not been reviewed and updated on a regular schedule. As a result, some service levels (i.e., survey activity quantity and quality requirements) may no longer be appropriate for certain pest detection activities. The CDFA Insect Trapping Guide was last updated in 1995 and may require another review and update to keep it current.

---

### Agricultural Statistics Subcommittee Recommendations

• 3 recommendations

**Assemble a working team of CDFA, United States Department of Agriculture (USDA) and County Agricultural Commissioners and Sealers Association (CACASA) representatives to review the current agricultural statistics program and recommend ways to meet expectations regarding County Crop Reports, USDA Crop & Weather Surveys, and other required activities.**

- County Crop Reports are not always submitted in a timely manner resulting in inaccurate estimates regarding statewide agricultural summary statistics. Incomplete USDA Crop & Weather surveys also result in incomplete USDA reports. No minimum service levels have been defined and the current measurement system does not adequately capture cost center data needs.

---

**Reinstitute County Crop Report workshops (administered by CDFA) covering (at minimum) planning, data collection, estimating, commodity differences, publishing and information resources for questions.**

- Some reports/surveys are being submitted with inaccurate, incomplete, and/or questionable data. No funding is currently available for state training of county personnel or follow-up.

---

**Identify and include statistical costs (e.g., for data collection, report production) in total project costs when initiating a new program.**

- Special data gathering activities and report costs for specific programs (e.g., apple maggot) are often not included in total project costs. This leads to unexpected costs when administering certain industry-funded programs.

---

### Next Steps

Form an Implementation Subcommittee to ensure that Study recommendations move forward through development and implementation. Required activities and respective responsibilities will be determined and appropriate time lines defined.

Even though only three essential activities were addressed by the Rogers Study Group, the same methodology can be used to examine the remaining county agricultural commissioner activities as time, budget, and personnel resources become available.

---

## **A Review of County Agricultural Commissioners' Activities (SB-2062, Chapter 635, Statutes of 1996)**

### **Introduction**

Despite the recognized importance of the role of the county agricultural commissioners, fiscal constraints have caused many traditional funding sources to reduce its level of support. In January, 1997, SB-2062, Chapter 635, Statutes of 1996, (authored by Senator Don Rogers) became law and encouraged a study be conducted to evaluate the statutory and regulatory responsibilities and appropriate funding sources for county agricultural commissioner programs. The Study was to place priority upon the pest exclusion program and also review essential county agricultural commissioners' responsibilities and identify opportunities for improving and funding mandated activities.

This document constitutes the final report of the Rogers Study Group to the Legislature and describes the approach and methodology used to complete the Study and all subsequent findings.

### **What's At Stake**

Valued at \$24.5 billion and producing over \$70 billion in related economic activity, California has the largest and most diverse agricultural economy in the nation; a position the State has occupied for almost 50 years. California's agricultural income in dollars, is nearly double that of Texas (\$13.3 billion) and almost exceeds the combined totals of the next three leading states: Iowa (\$11 billion), Nebraska (\$8.7 billion), and Illinois (\$7.9 billion).

Each dollar earned within California's agricultural industry stimulates additional economic activity in the form of related jobs, income, and output. This additional activity, or multiplier effect, is substantial statewide. California's agriculture and farm-related industry accounts for roughly one in ten jobs in the State. The State's increasing income from agricultural exports has a ripple effect as well. The USDA's Economic Research Service estimates that every dollar earned from agricultural exports stimulates another \$1.52<sup>1</sup> of related economic output in supporting activities, such as packaging, transportation, storage, and marketing. Approximately 95 percent of this additional economic activity is earned by the non-farm sector.

The annual accumulated costs to the counties for pest exclusion activities is approximately \$12 million. When this value is added to approximately \$15 million expended by the state, the total is \$27 million per year to protect the consumer, protect the environment, protect the agricultural industry, and keep it honest. Although \$27 million may sound high, it only amounts to slightly more than one tenth of one percent (.011%) of the gross value of crops produced in the State. These figures are cited, not to emphasize how much California spends for such an important job, but to point out how little is really spent.

---

<sup>1</sup> Carter and Goldman, *The Measure of California Agriculture: Its Impact on the State Economy*, 1992

In 1995, world agricultural exports expanded 17.5 percent, more than double the average annual growth over the past five years. Increases will accelerate sharply as tariffs continue to be cut. At the national level, agricultural exports have increased 50 percent in the past five years with agriculture achieving twice the exports as the average U.S. industry. One third of California's agricultural acreage is committed to supplying products for foreign export. That number will only increase in the future since 95 percent of the potential customer base lives in a foreign land. The marketplace is now global and is the key to America's future farm prosperity.

To meet the challenge of expanding competition from developing and emerging economies, California must exploit its comparative advantage. Access to and success in future markets will depend on a sustained ability to provide high value products to developing economies and to maintain high production levels to feed a world population expected to reach eight billion by 2020 (up from the current 5.4 billion) on increasingly scarce acreage (one acre per person in 1960 to one half acre per person in 2020).

Nationally, agricultural exports reached close to \$60 billion in 1996. California is by far the national leader in agricultural exports at \$11.7 billion, followed by Texas, Iowa, Nebraska, Illinois, and Kansas. Agriculture is one of the few U.S. industries to enjoy a positive trade balance, highlighting the important role agriculture plays in the California and national economies. California agricultural exports represent more than 20 percent of total U.S. agricultural exports. It is estimated that for every \$1 billion in California agricultural sales, 27,000 jobs are created in the State. California is the sixth largest exporter of agricultural products in the world; outpacing China, Canada, Brazil, and Australia.

An historic early commitment to a strong pest prevention program has kept the State relatively free of harmful pests<sup>2</sup> and has been a major factor in the success of the State's agricultural economy. In fact, freedom from infestation by serious plant pests has been a key factor crucial to gaining and keeping market access, product productivity, and profitability. Continued pest freedom will be critical to California's ability to maintain its competitive edge against the competition of emerging economies.

Exotic pests harm California's environment and agricultural economy by directly damaging and sometimes killing agricultural crops. Pests reduce yield and quality, increase culls, and increase grower dependence on chemical pesticides and fertilizers. This decrease in production capability and increase in production costs, coupled with quarantine action and embargoes by other states and countries, result in market losses and elevated consumer costs. Environmentally, the introduction of new pests disrupts and hinders integrated pest management programs, organic farming ventures and other strategies meant to assure a sustainable agricultural industry and continued environmental biodiversity. Moreover, exotic pests harm urban gardening efforts, increase pesticide use and misuse, and provide a pest reservoir for exotic pest infestations.

California is particularly vulnerable to invasion by exotic pests because of its climatic variability, rapid population growth, and the diversity of its more than 250 semitropical and temperate crops, most of which are of exotic origin themselves. Coupled with increased trade and changing trade patterns, it is not surprising that California has experienced increasing problems with the entry of exotic plant pests in recent years. The exotic fruit flies have been particularly troublesome, requiring repeated eradication projects costing millions of dollars and causing economic and environmental disruptions. During the past five years, the cost of exotic fruit fly eradication projects in California has increased to an alarming level of \$100 million.

---

<sup>2</sup> Essay, et. al., *The Efficacy and Economic Effects of Plant Quarantines in California*, U.C. Bulletin, 553, 1993

Exotic pests cause enormous damage to California crops. Fifty to 62 percent of all specific crop losses have been attributed to introduced insect pests totaling about \$1 billion annually. The recent introduction and establishment of the silverleaf whitefly illustrates the severity of this problem. This pest alone is responsible for an estimated crop damage of \$130 million annually.<sup>3</sup>

Since 1992, based upon the CDFA records, 67 new exotic pests have become established in the State. Economically important pests that became established in the State include green shield scale, rice blast, avocado mite, giant whitefly, and the Africanized honey bee. Eradication actions have been taken against Mediterranean fruit fly, Oriental fruit fly, Mexican fruit fly, guava fruit fly, gypsy moth, sweet potato weevil, Karnal bunt, chrysanthemum white rust, and hydrilla. Costs to eradicate exotic fruit flies alone, not including current years expenditures for program costs, have exceeded \$100 million. Ongoing suppression and quarantine programs include: Karnal bunt, Formosan termite, citrus tristeza virus, and pink bollworm.

California's current pest prevention system is designed to protect the agriculture and environment of the State. Its foundation is the pest exclusion program which focuses on 1) preventing the entry and establishment of exotic pests, and 2) limiting the intrastate movement of newly-discovered pests.

A comprehensive pest exclusion system is necessary to minimize the plant pest risks associated with international, interstate, and intrastate travel and commerce. Currently, federal, state, and county governments work cooperatively in separate, complementary and shared areas of pest exclusion responsibility. California's pest exclusion network enforces a number of State exterior and interior quarantines; federal domestic, federal foreign and territorial quarantines; and county ordinances.

The Pest Exclusion Program consists of a vast network that monitors avenues of entry into the State. At air and maritime ports, county agricultural officials working in concert with State and federal counterparts inspect arriving aircraft, vessels, luggage, and cargo. Additionally, all mail and package carriers, truck and rail terminals, feed mills, nurseries, and military carriers are monitored to ensure that their activities do not allow exotic pests to enter the State. The CDFA's Pest Exclusion Branch has an annual budget of approximately \$15 million. Counties spend about \$12 million annually for pest exclusion activities and receive approximately \$4 million in fees and reimbursement for services. At current minimum service levels, this results in a local general fund cost of approximately \$7.8 million annually.

The *1994 Report of the Blue Ribbon Panel on Future Strategies for Pest Exclusion in California* and the *1996 Report of the Governor's Exotic Pest Eradication Task Force* both reaffirmed that the restoration and maintenance of an effective pest exclusion program in California is critical to the survival of California's agricultural industry and the State's economy. They also concluded that the State's pest exclusion program has been weakened by decreases in funding and increases in volumes of traffic and commerce resulting in the development of new pest pathways and increasing pest introduction pressure at California's borders. Both reports recommended that the State's program be strengthened to restore its effectiveness and to prevent the recurring influx of exotic pests and the economic and environmental disruption which they cause.

The *Blue Ribbon Panel Report* estimated that the annual funding needed for state and local pest exclusion activities totaled approximately \$20.6 million and a one-time investment of \$8.8 million

---

<sup>3</sup> Metcalf, *California Agriculture*, Volume 49, Number 1, 1996.

to accomplish certain program improvements such as relocating several border stations. The *1996 Report of the Governor's Exotic Pest Eradication Task Force* made similar recommendations for program restoration and strengthening including restoration, upgrading, and relocating specific agricultural border stations but did not include any funding estimates with these recommendations.

## **Study Approach**

In May, 1997, the Rogers Study Group was established to carry out the Study outlined in SB-2062 (Chapter 635, Statutes of 1996). The Study Group was composed of representatives from state and county government, county agricultural commissioners and volunteers from the University of California, the general public, and the agricultural industry (Appendix II). The objectives of the Study were:

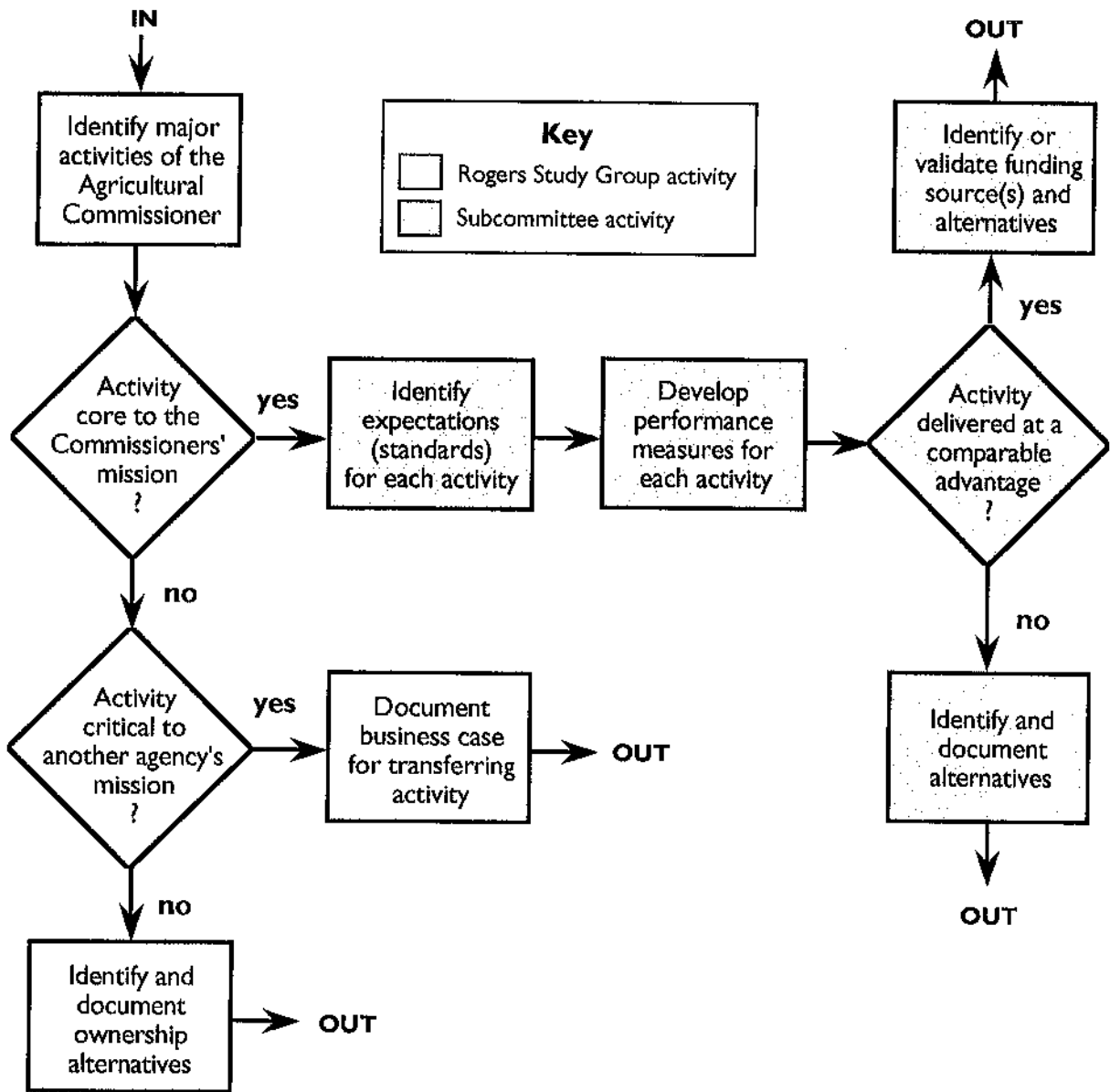
- 1) To identify the major activities of the county agricultural commissioners;
- 2) To determine which activities are essential to the accomplishment of the county agricultural commissioners' mission;
- 3) To identify any activities currently performed by the county agricultural commissioners that are critical to another agency's mission;
- 4) To identify expectations (service levels) and performance measures (quantity, quality, and cost) for each essential activity;
- 5) To determine if essential activities are being performed by county agricultural commissioners at a comparable advantage;
- 6) To evaluate current performance levels, identify opportunities for improvement and (where appropriate) recommend courses of action;
- 7) To identify/validate funding source(s) and alternatives (where appropriate); and
- 8) To document all Study findings and report them to the Legislature by January 1, 1998.

The first three objectives were accomplished through activities completed within the Study Group. The remaining objectives were met through the following Subcommittees:

- Pest Exclusion Subcommittee
- Pest Detection Subcommittee
- Agricultural Statistics Subcommittee

The Rogers Study Group convened on a monthly schedule to complete required activities and review Subcommittee accomplishments. The Subcommittees met as required to complete assigned responsibilities. All Subcommittee and Rogers Study Group meetings were facilitated by a third-party resource. A work flow diagram (found on the following page) was developed to assist the Study Group and Subcommittees stay on task.

An Implementation Subcommittee will be formed to ensure that Study recommendations move forward through development and implementation.



**Study Group Work Flow Diagram**

**General Study Findings**

Before county agricultural commissioner activities could be examined, there was unanimous consensus among Study Group members that it was important to identify the context in which these activities occur. An organization map (found on the following page) was developed to help Study Group members understand just how their functional responsibilities interact with and depend on each other.

This 'macro' view of the county agricultural commissioners' office documents key inputs and outputs, activity customers, and those required interfaces with other governmental and non-governmental organizations.





**Objective #1: Identify the major activities of the county agricultural commissioners.**

The Study Group identified the following list of county agricultural commissioner activities:

- (1) Pest Exclusion
- (2) Pest Detection
- (3) Pest Eradication (general)
- (3a) Pest Eradication (hydrilla and weed/vertebrate)
- (3b) Pest Eradication (pink bollworm/cotton boll weevil)
- (4) Pest Management and Control
- (5) Pesticide Use Enforcement
- (6) Seed Inspection (Seed Regulatory)
- (7a) Nursery Inspection (Nursery Regulatory)
- (7b) Nursery Inspection (Nematode Cleanliness)
- (8a) Fruit and Vegetable Quality Control (Standardization)
- (8b) Fruit and Vegetable Quality Control (California Organic Program)
- (9) Egg Quality Control
- (10) Apiary Inspection
- (11) Agricultural Statistics

**Objective #2: Determine if each activity is essential to the accomplishment of the county agricultural commissioners' mission.**

A consensus decision-making process was used to determine if an activity was essential to the county agricultural commissioners' mission. The Rogers Study Group was divided into four smaller groups, each representative of the diversity of the larger group (i.e., each smaller group contained members from county government, state government, the agricultural industry and county agricultural commissioners). The task of each group was to review each county agricultural commissioner activity, briefly discuss the activity to understand its purpose and then categorize it using the criteria described in the table below.

| Category           | Category Description  |
|--------------------|---|
| Essential          | Activity is (a) essential to the mission AND (b) is necessary to be performed either in or for all counties, AND (c) benefits the agricultural industry throughout the State. |
| Essential Specific | Activity is (a) essential to the mission AND (b) is only performed in or for certain counties OR is primarily of benefit for certain industry groups.                         |
| Not Essential      | Activity (a) does not need to be performed OR (b) should be performed by someone other than the county agricultural commissioners.  |
| No Consensus       | The group was unable to reach consensus on whether the activity meets any of the criteria listed above.   |

**Consensus Decision Making Process Criteria**

The Study Group used the following CACASA mission statement to make its determinations. The findings are summarized in the table below.

*In coordination with other county agricultural commissioners, California Department of Food and Agriculture, the California Department of Pesticide Regulation, other related agencies and industry, and for the mutual benefit of all, the county agricultural commissioner's mission is to protect and promote agriculture and the environment, ensure the health and safety of our citizens, and to foster confidence and equity in the marketplace through the fair and uniform enforcement of the federal, state, and county laws, regulations, and ordinances.*

| <b>County Agricultural Commissioner Activity</b>    | <b>Group #1</b> | <b>Group #2</b> | <b>Group #3</b> | <b>Group #4</b> |
|---|-----------------|-----------------|-----------------|-----------------|
| Pest Exclusion                                      | E               | E               | E               | E               |
| Pest Detection                                      | E               | E               | E               | E               |
| Pest Eradication (General)                          | E               | E               | E               | E               |
| Pest Eradication (pink bollworm/cotton boll weevil) | ES              | ES              | ES              | ES              |
| Pest Eradication (hydrilla & weed/vertebrate)       | ES              | E               | E               | NC              |
| Pest Management & Control                           | E               | E               | E               | E               |
| Pesticide Use Enforcement                           | E               | E               | E               | E               |
| Seed Inspection (Seed Regulatory)                   | ES              | NC              | ES              | ES              |
| Nursery Inspection (Nursery Regulatory)             | ES              | NC              | ES              | ES              |
| Nursery Inspection (nematode cleanliness)           | E               | NC              | ES              | ES              |
| Fruit & Vegetable QC (standardization)              | ES              | NC              | ES              | ES              |
| Fruit & Vegetable QC (California organic program)   | ES              | NC              | ES              | ES              |
| Egg Quality Control                                 | ES              | NC              | ES              | ES              |
| Apiary Inspection                                   | ES              | NC              | ES              | E               |
| Agricultural Statistics                             | E               | E               | E               | E               |

**KEY:** E = Essential    ES = Essential Specific    NC = No Consensus Within the Group

**Consensus Decision Making Process Results**  
(shaded portions indicate consensus among all four groups)

The Study Group came to consensus on six activities that are essential to the accomplishment of the county agricultural commissioners' mission.

- Pest Exclusion
- Pest Detection
- Pest Eradication
- Pest Management and Control
- Pesticide Use Enforcement
- Agricultural Statistics

This does not mean that the other county agricultural commissioner activities are not essential. In fact, the Rogers Study Group was very close to agreeing that the remaining activities are also essential. However, given the time constraints for this activity, full consensus was not achieved.

**Objective #3: Identify any activities currently performed by the county agricultural commissioners that are critical to another agency's mission.**

Several county agricultural commissioner activities were identified as being critical to another agency's mission (e.g., CDFA, California Department of Pesticide Regulation). However, the performance of these activities by county agricultural commissioners complements the missions of these agencies.

**Objective #4: Identify expectations (service levels) and performance measures (quantity, quality, and cost) for each essential activity.**

**Objective #5: Determine if essential activities are being performed by county agricultural commissioners at a comparable advantage.**

**Objective #6: Evaluate current performance levels, identify opportunities for improvement and (where appropriate) recommend courses of action.**

**Objective #7: Identify/validate funding source(s) and alternatives (as appropriate).**

Due to limited time, budget and available resources (and commensurate with SB-2062's requested priority on Pest Exclusion), the Rogers Study Group decided to focus its remaining efforts on three of the essential activities: Pest Exclusion, Pest Detection, and Agricultural Statistics. Three Subcommittees were formed to address objectives 4-7 for these three activities. Their findings are contained in separate reports found on the following pages.

Even though only three essential activities were addressed, the same methodology can be used to examine the other county agricultural commissioner activities as time, budget, and personnel resources become available.

**Rogers Study Group**  
**PEST EXCLUSION SUBCOMMITTEE**

**Subcommittee Members**

*Frank Carl (Chair)*  
*Sacramento County Agricultural Commissioner*

*Leon Spaugy*  
*Los Angeles County Agricultural Commissioner*

*Kathleen Thuner (Alternate)*  
*San Diego County Agricultural Commissioner*

*Greg Van Wassenhove*  
*Santa Clara County Agricultural Commissioner*

*Bob Falconer*  
*California Association of Nurserymen*

*Don Gordon*  
*Agricultural Council of California*

*Tad Bell*  
*CDFA, Pest Exclusion Branch*

*Casey Estep*  
*CDFA, Pest Exclusion Branch*

*Martina Haleamau*  
*CDFA, Pest Exclusion Branch*

*Robert L. Wynn, Jr.*  
*CDFA, Divisions of Inspection Services and Plant Industry*

*Dorthea Zadig*  
*CDFA, Pest Exclusion Branch*

# Rogers Study Group

## PEST EXCLUSION SUBCOMMITTEE

### **Pest Exclusion Program**

California's Pest Exclusion Program focuses on preventing the entry and establishment of exotic pests and limiting the intrastate movement of newly-discovered pests. The pest exclusion network currently enforces state exterior quarantines, state interior quarantines, federal foreign and territorial quarantines, and county ordinances. To accomplish this, the Program monitors all avenues of entry into the State.

### **Program Components**

**Exterior Pest Exclusion (Border Stations)** - California established the border inspection station system in 1927 to monitor vehicles entering the State for prohibited or infested commodities. Currently, the CDFA operates the highway inspection stations. Inspection station personnel monitor incoming passenger and commercial vehicle traffic for restricted or prohibited agricultural products or pests.

**Interior Pest Exclusion** - Shipments entering the state via domestic aircraft, train, sea vessel, package carriers, and highway truck shipments which cannot easily be inspected at border stations are inspected by county and state personnel at terminal points.

**County Terminal Point Inspection** - Terminal point inspection activities are performed primarily by county staff. These inspections are conducted at many different terminal sites.

**International Airport/Maritime Inspection Programs** - The USDA has primary responsibility for quarantine actions against pests in international trade channels. Its efforts are currently augmented by other State of California inspection programs.

**Domestic Airport/Maritime Inspection Programs** - State and county inspectors are responsible for all domestic air and maritime inspections. This includes second port of call inspections for foreign flights and ships.

**Phytosanitary Export Certification** - County, federal, and state regulatory staff certify commodities for foreign export under a cooperative program directed by the USDA. In California, the CDFA administers the federal program and counties perform the required inspections and issue the certificates.

**Quarantine Response** - Quarantine action is taken (as required) to minimize the spread of an infestation, maximize the potential for success of an eradication/suppression program, and provide for safe movement of quarantined articles and commodities.

**Permits and Regulations** - This process facilitates the importation and use of plant material and organisms not normally allowed entry into the State.

## **Subcommittee Focus**

As directed by the Rogers Study Group, the Subcommittee focused on county terminal point inspection activities. The Subcommittee identified the following terminal point inspection sites:

- Air Freight (cargo)
- Air Passengers/Terminals
- Building Material Stores
- Campgrounds
- Cargo (air, sea, and truck)
- Community Festivals
- Fairgrounds/Racetracks
- Federal Express
- Feed/Seed Mills
- Furniture Stores
- Household Freight
- Import Stores
- Laboratories
- Land Passengers/Borders
- Land Passengers/Terminals
- Marine Passengers/Terminals
- Military Installations
- Other Express Carriers
- Pet Stores
- Post entry quarantine
- Produce Brokers
- Railroads
- Rest Stops
- Schools
- Specialty Markets
- Specialty Stores
- Swap Meets
- UPS
- US Post Offices
- Zoos/Wild Animal Parks

The fundamental steps required for completion of a terminal point inspection are:

- 1) The package or item is selected for inspection through profiling and other techniques;
- 2) The paperwork is reviewed for accuracy and completeness prior to inspection. Discrepancies are identified and appropriate action taken;
- 3) The package or item is inspected to ensure it is pest free, disease free, and not a prohibited commodity. Rejected packages or items are identified and appropriate action taken; and
- 4) An approved package or item is released (and appropriate paperwork completed).

## **Subcommittee Findings**

**Rogers Study Group Objective #4: Identify expectations (service levels) and performance measures (quantity, quality, and cost) for each essential activity.**

### **Service Levels**

The Subcommittee attempted to identify service levels for quantity, quality and cost requirements regarding terminal point inspection activities.

#### **Quantity (frequency)**

The Subcommittee determined that statistically valid quantity service levels can not be determined because data reflecting the size of the universe (i.e., the quantities of host material arriving at each county through each pathway) are not currently available. Once these data are collected, then statistically valid quantity service levels can be determined for each terminal inspection point.

The Subcommittee decided to rely on the expertise of the county agricultural commissioners in determining *interim* service levels. A survey was administered to a select group of county agricultural commissioners who were asked to identify minimum, average and optimum service levels (by terminal inspection point) and to assess the consequence if these inspections are not completed (i.e., the likelihood of a quarantine pest entering the county through that particular pathway using a low/medium/high scale).

The Subcommittee used this information to determine *interim* minimum, average and optimum service levels for each inspection point/location (Appendix A).

### **Quality (completeness & accuracy)**

The Subcommittee determined quality criteria for each of the four fundamental steps required to complete a terminal point inspection:

#### *Step #1: packages/items selected for inspection*

- ensure sample size is appropriate given:
  - total number in shipment
  - type of product
  - origin (low, medium, high risk)
  - past shipper/receiver history
- ensure sample size is statistically sound
  - "x" confidence level of a 1 percent infestation level (e.g., 85 percent confidence level for low risk, 90 percent confidence level for medium risk, 95 percent confidence level for high risk)

#### *Step # 2: paperwork reviewed prior to inspection*

- ensure each shipment meets labeling requirements (for plant shipments)
- ensure each shipment meets quarantine requirements (e.g., includes statements/certifications)
- ensure each label reflects actual content
- ensure proof of ownership is provided (as appropriate)

##### *for paperwork rejections*

- Notice of Rejection form is completed and distributed
- shipment/package "quarantine hold tag" is completed and attached
- paperwork errors are resolved (as appropriate)

#### *Step #3: package/items inspected*

- ensure prohibited commodities are identified (as appropriate)
- ensure the presence of pest and/or disease is detected and intercepted

##### *for pest/disease rejections*

- Notice of Rejection form is completed and distributed
- shipment/package "quarantine hold tag" is completed and attached
- Pest & Damage Report is completed and forwarded
- pest/disease identification follow-up is completed (as appropriate)

##### *for rejected package resolution*

- package/item is shipped/destroyed/treated (as appropriate)
- Notice of Rejection is updated and distributed

#### *Step #4: package/items released*

- ensure correct sticker/stamp is applied to each released package/item or paperwork
- ensure data collection sheet is updated

## **Cost**

A second survey was developed and administered in an effort to determine county terminal point inspection costs. The survey was administered to all county agricultural commissioners. Forty-eight counties responded.

This information was used to compute inspection costs at minimum, average, and optimum service levels (at high risk locations only). High risk locations were selected because of the high likelihood of a quarantine pest entering the county through that particular pathway if inspection activities are not completed. The average hourly cost used to compute total inspection costs was \$41.00.

|                        |                 |  |
|------------------------|-----------------|--|
| Minimum service level: | \$ 2.5 million  | (inspection at high risk locations only) |
| Average service level: | \$ 4.8 million  | (inspection at high risk locations only) |
| Optimum service level: | \$ 14.3 million | (inspection at high risk locations only) |

## **Performance Measurement**

The Subcommittee conceptually designed an ideal performance measurement system (re: quantity, quality, and cost).

### **Data Collection Requirements**

The Subcommittee identified the following data collection requirements (some of which are not currently being met):

- number of premise visits (by premise type)
- number of shipments profiled (by premise type)
- number of shipments inspected (by premise type)
- number of shipments forwarded (by premise type)
- number of shipments rejected (by premise type)
- volume of shipments rejected (by premise type)
- number of Notice of Rejections issued (by premise type)
- number of Notice of Rejections issued (by reason for rejection)
  - paperwork rejections (also by error type)
  - pest/disease rejections (also by pest type) (genus and species/action rated) (also by premise type, by host, by origin, by shipper)
  - prohibited commodity rejections (by commodity type)
- number of hours travel (by premise type)
- number of hours inspection (by premise type)
- number of hours rejection related
- cost per hour

Collection of this data would ensure that a supporting Management Information System would provide the county agricultural commissioners and the CDFA with useful information regarding the effectiveness and true costs of the terminal inspection component of the Pest Exclusion Program. The data would also be used to validate/revise interim frequency inspection requirements.

**Rogers Study Group Objective #5: Determine if essential activities are being performed by county agricultural commissioners at a comparable advantage.**

The Subcommittee determined that the county agricultural commissioners offer a competitive, comparable advantage (re: quality and cost) for the delivery of terminal point inspection services. The following chart describes the data used to make this determination.

| <b>PERFORMER</b>   | <b>ADVANTAGES</b>   | <b>DISADVANTAGES</b>   |
|--|---|--|
| County Agricultural Commissioners<br>(\$ 41.00 per hour)                   | <ul style="list-style-type: none"> <li>• existing local staff/facilities</li> <li>• processes already in place</li> <li>• knowledge of local conditions</li> <li>• integrated with other services</li> <li>• flexibility to "localize"</li> </ul> | <ul style="list-style-type: none"> <li>• inter-county differences</li> <li>• limited local funding</li> </ul>  |
| State of California<br>(\$ 33.66 per hour, personnel, indirect costs only) | <ul style="list-style-type: none"> <li>• statewide uniformity</li> <li>• mobility of staff</li> <li>• true owners of the mandate</li> <li>• easier to contract with the federal government</li> </ul>   | <ul style="list-style-type: none"> <li>• limited local knowledge</li> <li>• travel costs (mileage/per diem)</li> <li>• limited existing local facilities</li> <li>• limited state funding</li> </ul>   |
| US Federal Government<br>(\$ 29.37 per hour, reimbursable rate)            | <ul style="list-style-type: none"> <li>• some existing staff/facilities</li> <li>• possibly "better access" at certain terminal inspection points</li> </ul>  | <ul style="list-style-type: none"> <li>• very limited local knowledge</li> <li>• travel costs (mileage/per diem)</li> <li>• few existing local facilities</li> <li>• limited vested interest</li> </ul>                                      |
| Private Industry<br>(varies between \$ 15.00 - \$40.00 per hour)           | <ul style="list-style-type: none"> <li>• staff may already exist at certain facilities</li> <li>• would reduce the size of state and county government</li> </ul>   | <ul style="list-style-type: none"> <li>• requires "monitoring" program</li> <li>• lack of statutory authority</li> <li>• training costs</li> <li>• possible conflict of interest</li> <li>• potential loss of program credibility</li> </ul> |

**Comparable Competitive Advantage Table**

**Rogers Study Group Objectives #6 and #7: Evaluate current performance levels, identify opportunities for improvement and (where appropriate) recommend courses of action. Identify/validate funding source(s) and alternatives (as appropriate).**

**Current Performance Levels**

*Quantity (frequency of inspection)*

Survey data suggest that the county agricultural commissioners are not meeting interim average service levels regarding the frequency of inspections at terminal point locations.

### *Quality (accuracy/completeness of inspection)*

No formal measurement system is currently in place to determine if inspections are meeting the quality criteria. The Subcommittee, however, identified an issue with the accuracy and completeness of associated paperwork (i.e., Notice of Rejections and Pest & Damage Reports).

### *Cost (of inspection activities)*

At the county level, 1995-96 Pest Exclusion Program expenditures (for all activities) were reported at \$11.8 million. This is consistent with survey and report data regarding the frequency of inspection activities. The recommended data collection system will capture more detailed costs for terminal inspection activities.

### **Issues/Opportunities for Improvement**

Several issues and/or opportunities for improvement were identified by the Subcommittee. The Issue/Opportunity Summary Tables found on the following pages describe:

- Each issue/opportunity to improve the performance of pest exclusion activities;
- Appropriate recommendation(s) to capitalize on identified issues/opportunities (including funding sources and/or alternatives where appropriate);
- A statement of expected costs (using a LOW, MEDIUM, HIGH scale);
- A statement of expected benefits (using a LOW, MEDIUM, HIGH scale); and
- Suggested development responsibilities (i.e., who should take the recommendation forward through detailed development and implementation activities).

12/15/97

**Issue/Opportunity Summary Table**

| Issue/Opportunity  | Recommendation(s)  | Expected Costs   | Expected Benefits  | Suggested Responsibility  |
|--|--|--|--|---|
| <p>1. A performance gap exists between optimum pest exclusion terminal point inspection expectations and what is currently being accomplished (i.e., just above minimum expectations). This gap has been previously identified by the Governor's Exotic Pest Task Force and the Blue Ribbon Panel.</p> <p>Left unaddressed, significantly more pests will enter the state through our first line of defense. This will result in significant expenditures on detection and eradication efforts. Ultimately, this will negatively affect the current health of California agriculture (e.g., through loss of market, damaged crops, etc.) and the public safety of California citizens and their environment.</p> | <p>1. Develop legislative language requesting new general fund money to meet optimum terminal point inspection service levels at high risk locations.</p>                              | <p>MED; additional general fund monies requested</p>       | <p>HIGH; reduced entry of pests, better protection of the consumer and the environment, reduced pesticide use, healthier agricultural economy</p>  | <p>Rogers Study Group</p>   |
| <p>2. Quarantine Commissioner Circular (QCC) 211 (documenting suggested terminal point inspection frequencies) does not reflect current needs. The Pest Exclusion subcommittee developed and adopted an updated set of interim terminal point inspection frequencies.</p>  | <p>2. Replace QCC 211 with annual negotiated work plans (between CDFA and the county agricultural commissioners) that reflect the updated interim terminal inspection frequencies.</p> | <p>LOW; work plan development and administration costs</p> | <p>HIGH; improved communication of program expectations, improved flexibility to tailor activities to county needs, provides a mechanism for the administration of new general fund monies</p> | <p>CDFA<br/>Pest Exclusion Branch and the County Agricultural Commissioners</p> |

## Issue/Opportunity Summary Table (continued)

| Issue/Opportunity  | Recommendation(s)  | Expected Costs   | Expected Benefits   | Suggested Responsibility  |
|--|--|--|---|---|
| <p>3. The current performance measurement system (reporting data and management reports) is incomplete. This results in inaccurate/incomplete information available to CDFA staff and the county agricultural commissioners inhibiting their ability to conduct efficient/effective inspection activities.</p> <p>An incomplete measurement system also makes it difficult to evaluate program effectiveness and identify opportunities for improvement.</p> | <p>3a. Revise current performance measurement system to reflect the data collection requirements identified on page 19 of this report.</p> <p>3b. Enhance/develop management reports to provide useful information to the county agricultural commissioners and CDFA staff.</p> <p>3c. Develop a training program covering new system requirements, forms completion, etc.</p> | <p>LOW?; measurement system revision costs, training costs</p> | <p>HIGH; better information for decision making and program management; better identification of pest introduction pathways, facilitates the validation of service levels</p> | <p>CDFA<br/>Pest Exclusion Branch w/ input from CACASA</p>              |
| <p>4. Current law does not allow quarantine violations (at the county level) to be prosecuted as an infraction. This limits the ability to prosecute violators and deter future violations.</p>  | <p>3d. Investigate the feasibility of using automation to capture data and produce reports (e.g., Notices of Rejection, Pest &amp; Damage, etc.).</p>  | <p>MED?; automation development and support costs</p>          | <p>MED?; more timely issuance of reports, more accurate data for management reports</p>   | <p>CDFA<br/>Pest Exclusion Branch w/ input from IT Group and CACASA</p> |
| <p>5. Title III, California Code of Regulations Section 3160 establishes the fee level(s) for reimbursement of quarantine services. The levels have been updated but are not commensurate with current actual costs.</p>   | <p>4. Develop legislative language to expand the current authority to prosecute quarantine violations as infractions and misdemeanors.</p> <p>5. Utilize the Division of Measurement Standards' model to update Section 3160 fee levels on an annual basis.</p>  | <p>LOW; bill development and implementation costs</p>          | <p>LOW/MED; greater flexibility in providing consequences (as a deterrent) to violators, reduced violations</p>   | <p>CDFA and CACASA</p>  |
| <p>5. Title III, California Code of Regulations Section 3160 establishes the fee level(s) for reimbursement of quarantine services. The levels have been updated but are not commensurate with current actual costs.</p>   | <p>5. Utilize the Division of Measurement Standards' model to update Section 3160 fee levels on an annual basis.</p>   | <p>LOW; update costs</p>                                       | <p>LOW?; increased enforcement capabilities, more adequate cost reimbursement</p>   | <p>CDFA and CACASA with Industry representation</p>                     |

## Issue/Opportunity Summary Table (continued)

| Issue/Opportunity  | Recommendation(s)   | Expected Costs   | Expected Benefits  | Suggested Responsibility                          |
|--|---|--|--|---|
| <p>6. CDFA is currently involved in a two year pilot using specially trained dog teams for inspection activities in high risk terminal point locations. Preliminary evaluations suggest this is an effective way to monitor pathways for a relatively low cost.</p>  | <p>6. Establish agricultural commissioner dog teams (at critical points of entry) for inspection activities (e.g., through the expansion of the current program or a private contract for required services).</p>                 | <p>LOW//; costs of additional dog teams</p>                    | <p>MED//; reduction in inspection costs, improved interception ability</p>       | <p>CACASA w/ CDFA and USDA support/input</p>      |
| <p>7. Packages/items arriving for inspection (in one county) for delivery to another county are sometimes "blue tagged" (a notice to hold for inspection) and forwarded to the destination county for inspection. This can result in some duplication of effort, a higher pest risk (by sending it through) and delayed delivery to the package/item receiver.</p> | <p>7a. Inspect packages/items at the first point of inspection (as available).<br/><br/>NOTE: This will be possible when additional funding is available and tied to negotiated work plans (see recommendations #1 &amp; #2).</p> | <p>LOW; inspection costs</p>                                   | <p>MED//; reduced duplication of handling</p>                                    | <p>CDFA and CACASA</p>                            |
| <p>Furthermore, shipments often enter the state at one location and then are dispersed throughout the state at several locations. An opportunity may exist to inspect these "multiple-drop" shipments at one or more specified locations within a county.</p>  | <p>7b. Expand the current authority to permit the county agricultural commissioners to designate specified locations for the inspection of "multiple-drop" shipments.</p>   | <p>LOW; costs to develop, implement and evaluate the pilot</p> | <p>MED//; reduced inspection costs, improved service to the shipper/receiver</p> | <p>CDFA and CACASA w/ Industry representation</p> |

## Issue/Opportunity Summary Table (continued)

| Issue/Opportunity   | Recommendation(s)   | Expected Costs                | Expected Benefits  | Suggested Responsibility                          |
|---|---|-------------------------------|--|---|
| <p>8. Currently all pest identification confirmations must be conducted by the CDFA lab. Some confirmations are so routine that they do not require this level of expertise (e.g., Oriental fruit fly, gypsy moth, etc.) or the required level of expertise is available at the county level.</p> | <p>8. Accredit existing/appropriate county agricultural commissioners' staff and laboratories (e.g., similar to the USDA Africanized Honey Bee model) for conducting pest identification confirmation at the local/ regional level for certain pest classifications and agreed upon criteria.</p> | <p>NONE</p>                   | <p>MED/!; more timely pest confirmation, more rapid response to any subsequent required activities</p> | <p>CDFA and CACASA w/ limited input from USDA</p> |
| <p>9. Pest emergencies often require staffing levels beyond existing county capabilities. Other public service agencies (e.g., police, fire, etc.) have formalized agreements for sharing resources when situations warrant.</p>  | <p>9. Establish statutory authority for setting up "Mutual Aid Agreements" between counties for the sharing of staff, equipment and expertise.</p>  | <p>LOW; legislation costs</p> | <p>LOW/HIGH; quicker and more effective response to emergency situations</p>                           | <p>CSAC w/ input from CACASA, CDFA and DPR</p>    |

## **Appendix A**

### **Interim Terminal Inspection Point Service Levels**

# Interim Pest Exclusion Terminal Inspection Service Levels (Frequency)

12/15/97

| Inspection Point/Location  | Consequence If Not Done<br><small>(low, medium, high)</small> | Service Level Expectations (Frequency)  |   |  |
|--|---|---|---|--|
|  |   | Minimum   | Average   | Optimum                                      |
| Post Office (Express mail) (labeled plant material)  | HIGH  | on high volume days only<br>(during normal County Office hours)               | daily<br>(during normal County Office hours)                    | daily<br>(during sort)                       |
| Post Office (Priority mail) (labeled plant material)                                       | HIGH  | on high volume days only<br>(during normal County Office hours)               | daily<br>(during normal County Office hours)                    | daily<br>(during sort)                       |
| Post Office (1st Class mail) (labeled plant material)                                      | HIGH  | on high volume days only<br>(during normal County Office hours)               | daily<br>(during normal County Office hours)                    | daily<br>(during sort)                       |
| Post Office (Express, Priority, 1st Class mail)<br>(not labeled containing plant material) | HIGH  | on high volume days only<br>(during normal County Office hours)               | daily<br>(during normal County Office hours)                    | daily<br>(during sort)                       |
| Post Office (Bulk mail)  | LOW   | variable frequency on high volume days<br>(during normal County Office hours) | three visits p/ week<br>(during normal County Office hours)     | daily<br>(during normal County Office hours) |
| UPS (overnight/blue) (labeled plant material)  | HIGH  | on high volume days only<br>(during normal County Office hours)               | daily<br>(during normal County Office hours)                    | daily<br>(during sort)                       |
| UPS (overnight/blue) (not labeled plant material)  | HIGH  | on high volume days only<br>(during normal County Office hours)               | daily<br>(during normal County Office hours)                    | daily<br>(during sort)                       |
| UPS (other)  | LOW   | variable frequency on high volume days<br>(during normal County Office hours) | three visits per week<br>(during normal County Office hours)    | daily<br>(during normal County Office hours) |
| Federal Express  | HIGH  | on high volume days only<br>(during normal County Office hours)               | daily<br>(during normal County Office hours)                    | daily<br>(during sort)                       |
| Other express carriers (domestic)  | LOW   | variable frequency on high volume days<br>(during normal County Office hours) | three visits per week<br>(during normal County Office hours)    | daily<br>(during normal County Office hours) |
| Air Freight (cargo) (non-compliance agreement)<br>(inspected at the airport)               | HIGH  | on high volume days only<br>(during normal County Office hours)               | daily (when appropriate)<br>(during normal County Office hours) | daily (when appropriate)<br>(after offload)  |
| Air Freight (cargo) (compliance agreement<br>or blue tag) (inspected at the destination)   | HIGH  | variable frequency on high volume days<br>(during normal County Office hours) | daily (when appropriate)<br>(during normal County Office hours) | daily (when appropriate)<br>(after offload)  |
| Sea Freight (cargo) (inspected at the destination)   | MEDIUM  | variable frequency on high volume days<br>(during normal County Office hours) | daily (when appropriate)<br>(during normal County Office hours) | daily (when appropriate)<br>(after offload)  |

# Interim Pest Exclusion Terminal Inspection Service Levels (Frequency) (continued)

12/15/97

| Inspection Point/Location                       | Consequence if Not Done<br><small>(low, medium, high)</small> | Service Level Expectations (Frequency)                                     |   |  |
|---|---|--|---|--|
|   |   | Minimum  | Average   | Optimum  |
| Railroad Freight (inspected at the destination) | MEDIUM  | variable frequency on high volume days (during normal County Office hours) | daily (when appropriate) (during normal County Office hours)              | daily (when appropriate) (after offload)                               |
| Truck - Household Freight (008A)                | HIGH  | 100% of "sealed" referrals that contain OHAs (after offload)               | 100% of referrals that contain OHAs (after offload)                       | 100% of referrals (after offload)                                      |
| Truck - Other Freight (008)                     | HIGH  | 100% of "sealed" referrals (after offload)                                 | 100% of referrals that do not meet phone release criteria (after offload) | 100% of referrals (after offload)                                      |
| Air Passenger Terminals                         | HIGH  | monthly (from high risk origins)   | weekly (from high risk origins)   | daily (from high risk origins)   |
| Land Passenger Terminals                        | LOW   | determined by each County Agricultural Commissioner                        | determined by each County Agricultural Commissioner                       | determined by each County Agricultural Commissioner                    |
| Military Installations                          | LOW   | determined by each County Agricultural Commissioner                        | determined by each County Agricultural Commissioner                       | determined by each County Agricultural Commissioner                    |
| Schools   | LOW   | determined by each County Agricultural Commissioner                        | determined by each County Agricultural Commissioner                       | determined by each County Agricultural Commissioner                    |
| Campgrounds                                     | LOW   | determined by each County Agricultural Commissioner                        | determined by each County Agricultural Commissioner                       | determined by each County Agricultural Commissioner                    |
| Rest Stops                                      | LOW   | determined by each County Agricultural Commissioner                        | determined by each County Agricultural Commissioner                       | determined by each County Agricultural Commissioner                    |
| Feed/Seed Mill Establishments                   | LOW   | determined by each County Agricultural Commissioner                        | determined by each County Agricultural Commissioner                       | determined by each County Agricultural Commissioner                    |
| Produce Wholesalers                             | MEDIUM  | monthly (high risk commodities only) (during normal County Office hours)   | weekly (high risk commodities only) (during normal County Office hours)   | daily (high risk commodities only) (during normal County Office hours) |
| Specialty Markets/Swap Meets                    | HIGH  | annual (during normal County Office hours)                                 | quarterly (during normal County Office hours)                             | monthly (during normal County Office hours)                            |
| Specialty Stores/Import Stores                  | MEDIUM  | annual (during normal County Office hours)                                 | quarterly (during normal County Office hours)                             | monthly (during normal County Office hours)                            |

**Interim Pest Exclusion Terminal Inspection Service Levels (Frequency) (continued)**

12/15/97

| Inspection Point/Location       | Consequence If Not Done<br>(low, medium, high) | Service Level Expectations (Frequency)                                 |   |  |
|---------------------------------|--|--|---|--|
|                                 |  | Minimum  | Average   | Optimum  |
| Community Festivals             | LOW  | determined by each County Agricultural Commissioner                    | determined by each County Agricultural Commissioner                     | determined by each County Agricultural Commissioner                          |
| Building Material Stores        | LOW  | determined by each County Agricultural Commissioner                    | determined by each County Agricultural Commissioner                     | determined by each County Agricultural Commissioner                          |
| Pet Stores                      | MEDIUM   | annual<br>(during normal County Office hours)                          | quarterly<br>(during normal County Office hours)                        | monthly<br>(during normal County Office hours)                               |
| Zoos/Wild Animal Parks          | LOW  | determined by each County Agricultural Commissioner                    | determined by each County Agricultural Commissioner                     | determined by each County Agricultural Commissioner                          |
| Laboratories (Biotech/Research) | MEDIUM   | annual<br>(during normal County Office hours)                          | quarterly<br>(during normal County Office hours)                        | monthly<br>(during normal County Office hours)                               |
| Post-Entry Quarantine           | HIGH   | 100% of referrals (once a year)<br>(during normal County Office hours) | 100% of referrals (twice a year)<br>(during normal County Office hours) | 100% of referrals (four times a year)<br>(during normal County Office hours) |
| Fairgrounds/Racetracks          | LOW  | determined by each County Agricultural Commissioner                    | determined by each County Agricultural Commissioner                     | determined by each County Agricultural Commissioner                          |
| Disposal Sites                  | LOW  | determined by each County Agricultural Commissioner                    | determined by each County Agricultural Commissioner                     | determined by each County Agricultural Commissioner                          |

Rogers Study Group  
**PEST DETECTION SUBCOMMITTEE**

**Subcommittee Members**

*Mark Lockhart (Chair)*  
*Lake County Agricultural Commissioner*

*Cosmos Insalaco*  
*Fresno County Agricultural Commissioner*

*Joel Nelsen*  
*California Citrus Mutual*

*Pat Minyard*  
*CDFA, Pest Detection/Emergency Projects Branch*

*Robert Roberson*  
*CDFA, Integrated Pest Control Branch*

# Rogers Study Group

## PEST DETECTION SUBCOMMITTEE

### Pest Detection Program

The State of California administers and operates a pest prevention system to protect the State's agricultural economy and environment from the harm caused by the introduction and establishment of exotic pests. This program consists of five components: pest exclusion, pest detection, pest eradication, public information/education, and pest identification.

Pest Detection activities are an integral part of the overall mission of pest prevention. The goal of pest detection activities is to find incipient infestations of harmful exotic pests before eradication becomes biologically or economically not feasible. By definition, pest detection is the systematic search for pests outside of a known infested area or for pests not known to occur in the State. The pest detection program is designed to detect incipient populations before infestations reach the following levels; one square mile for insects, nematodes, and weeds; one-half square mile for diseases; and the smallest possible area for snail, slug, and vertebrate pests.

This program is administered by the California Department of Food and Agriculture (CDFA) and its activities are jointly conducted by appropriate staff of the Division of Plant Industry and the county agricultural commissioners. Detection tools used in the program include; traps, visual survey, indexing, and public education. Areas considered high risk and therefore targeted for detection activities are urban residential, crop lands, nurseries, forests and rangeland, high hazard entryways and terminals, and storage and processing areas.

### Program Components

**Insect, Arthropod, and Mollusk Pests** - Exotic insect pests, plus mites and snails, are major pests of home, gardens, humans (can transmit diseases), crops and livestock. Important insect pests currently established throughout California include beet leafhopper, codling moth, grape phylloxera, silverleaf whitefly, house fly, cockroaches, silverfish, rose aphids, varroa mite of honeybees, termites, brown garden snail and mosquitoes.

**Plant Pathogens and Nematode Pests** - Surveys are conducted for plant pathogens (i.e., citrus pests such as citrus canker, chrysanthemum white rust, and Karnal bunt). Nematode sampling and surveys are conducted in nurseries and certain crop lands. Special plant pathogen/nematode surveys are organized and conducted as necessary (see Appendix A).

**Vertebrate Pests** - Vertebrate pests damage native vegetation, native wildlife, beneficial species, livestock, poultry and crops. Depending on the species, they can also vector human diseases, cause structural damage to homes, levees, public buildings, roads and bridges. It was reported in a 1997 economic analysis that non-predatory vertebrate pests caused between \$43.2 and \$155.7 million in damage to California agriculture. These pests are often very mobile and can travel long distances. For instance, non-native birds may exclude or out-compete native birds, migrate across state or international boundaries and feed on a wide variety of crops.

**Noxious Weeds** - Exotic noxious weeds can threaten California resources by out-competing native or desired plants and crops. Furthermore, many are toxic or dangerous to wildlife and livestock, while others cause allergic reactions in humans and animals (i.e., horses and livestock). Invasive noxious weeds can clog waterways, wetlands, and canals, increase fire hazards, or serve as reservoirs for plant diseases and harmful insects. If incipient infestations are not eradicated, they can become widespread. Noxious weeds will significantly impact roadside maintenance and vegetation control, increase the need for herbicide applications in the environment, and reduce crop yields adding to the costs of agricultural production. Visual and aerial mapping surveys are conducted statewide for noxious weeds and target urban locations, forests, rangeland, and rights of way.

### **Pest Detection Survey Types**

**Entryway Survey** - County agricultural commissioners perform an entryway survey using methods outlined in the Pest Detection Manual. This survey consists of surveying high hazard areas (within their county) where exotic species would likely be introduced. Integrated Pest Control Branch (IPC) staff supervise the overall statewide program in coordination with the county agricultural commissioners.

**High Hazard Survey** - Pests that cannot be detected with traps require special survey efforts in high risk areas of the State. Several of these surveys are closely allied with Pest Exclusion activities. These special surveys are performed by the county agricultural commissioners. Personnel from the Pest Detection and Emergency Projects (PD/EP) Branch (insects, pathogens and nematodes) and IPC Branch (noxious weed and vertebrate pest specialists) supervise the special surveys.

**Insect Trapping** - A wide variety of specialized traps, baited with various attractants, are used to detect specific insect species. Statewide trapping for exotic insect species identified as high risk is performed by the county agricultural commissioners under contract with PD/EP Branch of CDFA. PD/EP personnel currently conduct insect detection trapping in seven counties.

### **Subcommittee Focus**

As directed by the Rogers Study Group, the Subcommittee reviewed the noxious weed, vertebrate and insect pest components of the Pest Detection Program. The Subcommittee focused particularly on the following program responsibilities.

1. Keep California's environment free from the establishment of new weed and vertebrate pests through effective detection and eradication action.
2. Prevent and delay the spread of certain weed and vertebrate pests through eradication and suppressive action.
3. Obtain training (counties), technical assistance, and specialized services from state professionals in noxious weed and vertebrate pest detection, control, and eradication.
4. Participate in the review and evaluation of weed and vertebrate pests of regulatory significance.
5. Support CDFA's noxious weed and vertebrate pest Geographical Information System database.

## **Program Component Descriptions/Discussion**

### **Insect Pests**

Pest detection is the second line of defense in California's Pest Prevention Program. Pest detection focuses on finding infestations of exotic pests that have breached the exclusion barrier. To do this, PD/EP uses both detection traps and visual surveys. During the peak summer months, over 100,000 traps are deployed statewide to detect cotton boll weevil, Japanese beetle, gypsy moth, Khapra beetle, European corn borer, European pine shoot moth, and exotic fruit flies. Visual surveys are done for pests that cannot be trapped. The fiscal year 1996-97 program expenditures are documented in Appendix C.

### **Trapping Activities**

The pest detection program has evolved through the cooperative efforts of PD/EP, the county agricultural commissioners, and a number of expert consultants from other departments and agencies. The result is a well-respected system for the early detection of a wide variety of exotic pest species. PD/EP has also developed supporting documentation and training to help guide detection personnel in the best methods for detecting exotic species.

### **Noxious Weeds & Vertebrate Pest Control**

Statutory authority for this program is provided through the California Food and Agricultural Codes (see Appendix B). Effective detection, eradication or control of such pests requires coordination of training, survey techniques, control programs and resources. The potential impact on public health and safety as well as environmental concerns require staff to be knowledgeable, well-trained and appropriately equipped to deal with such pests.

IPC staff provide training and reference materials to the county agricultural commissioners and other cooperating governmental agencies. This training includes the biology and identification of pests, the damage they cause, the methods of survey and the means of control. Eradication of a weed or vertebrate pest is carried out by the IPC Branch, in coordination with county agricultural commissioners and the land owner or land manager. The county agricultural commissioners conduct surveys of entryways, rangelands, crops and other habitats where pests might be initially introduced and become established.

### **Survey Descriptions**

Noxious weed and vertebrate pest detection surveys are performed by county agricultural commissioners following survey methods outlined in the CDFA Pest Detection Manual. Many counties have cut their detection efforts by as much as 50 percent. In 1996-97, total expenditures were \$3,465,125. In 1991-92 fiscal year, the total expenditure was \$6,137,307. The criteria for entryway surveys and high hazard surveys are:

**Entryway Surveys** - Primary roads, secondary roads, railroads, waterways and stock trails are referred to as entryways.

1. The survey in each county is designed to discover pest infestations before they exceed three linear miles of entryway or one square mile of adjacent land.
2. Selected survey areas are prioritized based on amount of use and type of use.
3. Surveys are performed annually.

*High Hazard Surveys* - Includes destination points with a high potential for pest introduction. Surveys should include military installations, seaports, airports, zoos, botanical gardens, experiment stations, wild animal parks, tourist sites and camp areas. Surveys are performed as necessary or as time permits.

### Program Responsibilities

The state directs and provides training to the county agricultural commissioners in planning and organizing detection surveys for noxious weeds and vertebrate pests.

### Benefits

The Weed and Vertebrate Pest Detection Program is directed toward the protection of the environment, public health and agriculture in California by eradication or reduction of introduced pests.

The general public and agricultural producers benefit from early detection and eradication of incipient or localized pest infestations through:

1. Reducing or eliminating pests which would cause additional costs;
2. Minimizing the negative effect on the natural environment by elimination of small infestations; and
3. Utilizing lesser quantities of pesticides by elimination of the problem while it is small.

### Subcommittee Findings

**Rogers Study Group Objective #4: Identify expectations (service levels) and performance measures (quantity, quality, and cost) for each essential activity.**

### Service Levels

Service levels for quantity and quality requirements regarding survey activities can be found within the Pest Detection Manual and the CDFA Insect Trapping Guide. The Pest Detection Manual is outdated and needs to be updated/revised. The Insect Trapping Guide was last updated in 1995 and may require another review and update to keep it current.

**Rogers Study Group Objective #5: Determine if essential activities are being performed by county agricultural commissioners at a comparable advantage.**

The Subcommittee determined that the county agricultural commissioners offer a competitive, comparable advantage (re: quality and cost) for the delivery of pest detection services. The chart on the following page summarizes the data used to make this determination.

### Competitive Comparable Advantage Table

| PERFORMER   | ADVANTAGES  | DISADVANTAGES  |
|---|---|--|
| County<br>Agricultural<br>Commissioners<br>(\$ 38.59 per hour)                      | <ul style="list-style-type: none"> <li>• existing local staff/facilities</li> <li>• processes already in place</li> <li>• knowledge of local conditions</li> <li>• integrated with other services</li> <li>• flexibility to "localize"</li> </ul> | <ul style="list-style-type: none"> <li>• inter-county differences</li> <li>• limited local funding</li> </ul>  |
| State of<br>California<br>(\$ 33.66 per hour,<br>personnel, indirect<br>costs only) | <ul style="list-style-type: none"> <li>• statewide uniformity</li> <li>• mobility of staff</li> <li>• true owners of the mandate</li> <li>• easier to contract with the federal government</li> </ul>   | <ul style="list-style-type: none"> <li>• limited local knowledge</li> <li>• travel costs (mileage/per diem)</li> <li>• limited existing local facilities</li> <li>• limited state funding</li> </ul>   |
| US Federal<br>Government<br>(\$ 29.37 per hour,<br>reimbursable rate)               | <ul style="list-style-type: none"> <li>• some existing staff/facilities</li> <li>• possibly "better access" at certain terminal inspection points</li> </ul>  | <ul style="list-style-type: none"> <li>• very limited local knowledge</li> <li>• travel costs (mileage/per diem)</li> <li>• few existing local facilities</li> <li>• limited vested interest</li> </ul>                                      |
| Private Industry<br>(varies between<br>\$ 15.00 - \$20.00<br>per hour)              | <ul style="list-style-type: none"> <li>• staff may already exist at certain facilities</li> <li>• would reduce the size of state and county government</li> </ul>   | <ul style="list-style-type: none"> <li>• requires "monitoring" program</li> <li>• lack of statutory authority</li> <li>• training costs</li> <li>• possible conflict of interest</li> <li>• potential loss of program credibility</li> </ul> |

**Rogers Study Group Objectives #6 and #7: Evaluate current performance levels, identify opportunities for improvement and (where appropriate) recommend courses of action. Identify/validate funding source(s) and alternatives (as appropriate).**

#### **Current Performance Levels**

The Subcommittee determined that weed and vertebrate detection activities are not currently meeting minimum expectations regarding program activities. The 1995-96 expenditures totaled \$3,465,125 while basic funding requirements were identified at \$6,148,000 (Appendix D) a shortfall of \$2,684,875.

While insect trapping activities do meet minimum quality expectations, a survey suggested that some county agricultural commissioners believe that deploying additional traps and conducting a winter trapping program (where biologically sound) may enhance the current program and accommodate growth. Approximately \$500,000 would be required to meet program expansion costs.

## **Issues/Opportunities for Improvement**

Several issues and/or opportunities for improvement were identified by the Subcommittee. The Issue/Opportunity Summary Table found on the following page describe:

- Each issue/opportunity to improve the performance of pest detection activities;
- Appropriate recommendation(s) to capitalize on identified issues/opportunities;
- A statement of expected costs (using a LOW, MEDIUM, HIGH scale);
- A statement of expected benefits (using a LOW, MEDIUM, HIGH scale); and
- Suggested development responsibilities (i.e., who should take the recommendation forward through detailed development and implementation activities).

## Issue/Opportunity Summary Table

| Issue/Opportunity   | Recommendation(s)   | Expected Costs   | Expected Benefits   | Suggested Responsibility   |
|---|---|--|---|--|
| <p>1. Current expenditures for entryway and high hazard weed and vertebrate pest surveys suggest that minimum service levels are not being achieved. Left unaddressed, there is a high probability that weed and vertebrate pests could enter the state and negatively affect the current health of California agriculture.</p>                                     | <p>1. Develop legislative language requesting new general fund money to meet entryway and high hazard weed and vertebrate pest survey requirements.</p> | <p>MED/!; additional general fund monies requested</p> | <p>HIGH; reduced entry of pests, better protection of the consumer and the environment, reduced pesticide use, healthier agricultural economy</p> | <p>Rogers Study Group</p>  |
| <p>2. While current insect trapping program activities meet minimum quality expectations, a survey suggested that some county agricultural commissioners believe that conducting a winter trapping program (where biologically sound) and deploying additional traps may enhance the current program and accommodate growth.</p>                                    | <p>2a. Develop legislative language requesting new general fund money to meet trapping program expansion activities (where biologically sound).</p>     | <p>LOW/!; additional general fund monies requested</p> | <p>HIGH; reduced entry of pests, better protection of the consumer and the environment, reduced pesticide use, healthier agricultural economy</p> | <p>Rogers Study Group</p>  |
| <p>Winter trapping is a biological issue and should be addressed when CDFA and the counties review recommendations made by the Pest Detection Advisory Panel (PDAP). However, additional funding (approximately \$500,000) would be required for the proposed expansion of the current program (additional traps and a winter trapping program).</p>                | <p>2b. Ensure that the biological issue of winter trapping is addressed when CDFA and the counties review the recommendations made by the PDAP.</p>     | <p>LOW; review costs</p>                               | <p>!; new, revised or validated policy regarding winter trapping</p>  | <p>CDFA and CACASA w/ support from professional qualified scientists</p> |
| <p>3. The Pest Detection Manual has not been reviewed and updated on a regular schedule. As a result, some service levels (i.e., survey activity quantity and quality requirements) may no longer be appropriate for pest detection activities. The CDFA Insect Trapping Guide was last updated in 1995 and may require a review and update to keep it current.</p> | <p>3. Review and update (as appropriate) the Pest Detection Manual and CDFA Insect Trapping Guide.</p>  | <p>MED; analysis and revision costs</p>                | <p>HIGH; better state involvement, clearer expectations regarding detection activities</p>  | <p>CDFA</p>  |

## **APPENDICES**

**Appendix A - Plant Pathogens and Nematodes**

**Appendix B - Noxious Weed and Vertebrate Pest Statutes**

**Appendix C - 1996-97 Expenditures for Detection Contracts**

**Appendix D - Basic County Weed and Vertebrate Detection Program Costs**

## **APPENDIX A**

### **Plant Pathogens and Nematodes**

The PD/EP Branch conducts three ongoing surveys for plant pathogens; a citrus canker survey in Southern and Central California, a very limited survey for chrysanthemum white rust, and participates in the national survey for Karnal bunt. The citrus canker survey protocol is being rewritten and revised in light of the intensive citrus canker program in Florida. In the past, the survey was intended to provide an annual inspection of approximately 30 percent of the citrus acreage within the state. Due to budgetary limitations that level of survey is no longer maintained. The new protocols will examine a lesser acreage but will be more intensive. At this time, the survey encompasses approximately 20 percent of all citrus acreage, annually, and therefore resulted in a 100 percent survey completed in a five-year period.

In cooperation with county agricultural commissioners, the chrysanthemum white rust residential survey is conducted by PD/EP staff in the Santa Cruz area. County staff conduct semi-annual chrysanthemum white rust surveys at nursery production areas within their county. If chrysanthemum white rust is found, then additional residential surveys may be conducted within one-quarter mile of the infested site. The national Karnal bunt survey is overseen by the Pest Exclusion Branch, CDFA, but the actual sampling is conducted at the grain and commodity inspection stations when the harvested grain is passing through those facilities. Other plant pathogen or nematode detection surveys are organized and conducted as necessary.

#### **Performance Measurements**

Program evaluations and survey commitments for the upcoming year are performed by the state and county staff at least once a year. The manuals discussed earlier describe performance standards including a determination of when, where, and how surveys are to be conducted.

#### **Costs**

In general, plant pathogen detection surveys are funded by the state.

## APPENDIX B

### Noxious Weed and Vertebrate Pests Statutes

Statutory Authority: Statutory authority for the program is provided by the following sections of the Food and Agricultural Code.

Section 403: The department shall prevent the introduction and spread of injurious insect or animal pest, plant diseases and noxious weeds.

Section 431: The department shall collect and preserve books, pamphlets, periodicals and other documents which contain information that relates to agriculture.

Section 432: The department shall collect and prepare statistics, charts, films, photographs and other illustrative or exhibit material and information which shows the actual condition and progress of agriculture in this state and elsewhere.

Section 433: The department shall correspond with agricultural societies, colleges, schools, the commissioners and with all other persons who are necessary to secure the best results to agriculture in this state.

Section 461: The department may conduct surveys or investigations of any nursery, orchard, vineyard, agricultural commodity, agricultural appliance, farm or other premises within the state liable to be infested or infected with any pest as defined in Section 5006 or disease, including any infectious, transmissible and contagious diseases of livestock and poultry, for the purpose of detecting the presence of, or determining the status of, the pest or disease.

Section 482: The Secretary may enter into cooperative agreements with individuals, associations, boards of supervisors and with departments, bureaus, boards or commissions of this state or of the United States for the purposes of eradicating, controlling, or destroying any infectious disease or pest within this state. The Secretary may enter into cooperative agreements with boards of supervisors for the purpose of administering and enforcing this code.

Section 5021: Unless otherwise provided, any treatment which may be required pursuant to this division is at the risk and at the expense of the owner or person in charge or in possession of the property which is treated at the time of treatment.

Section 5101: Each commissioner is an enforcing officer of all laws and regulations which relate to the prevention of the introduction into, or the spread within the state, of pests. The commissioner is, as to such activities, under the supervision of the Secretary.

Section 5401: Any premises, plants, conveyances or things which are infected or infested with any pest, or premises where any pest is found, are a public nuisance and shall be prosecuted as such in all actions and proceedings. All remedies which are given by law for the prevention and abatement of nuisance apply to such a public nuisance.

Section 5405: The board of supervisors of any county may authorize the commissioner to contract with any state/federal agency, public corporation for municipal purposes, or person that owns, controls or administers within the county and property or premises which are infected or infested with any pest, to eradicate, destroy or control it on such property or premises. The contract shall not impose any cost or obligation on the county unless the imposition of the cost or obligation upon the county is authorized by the board of supervisors.

Section 5421: If the commissioner finds, after inspection, that any premises, plant, conveyance or thing in his jurisdiction is infected or infested with any pest, he may in writing, notify the record owner or person in charge or possession of the premises, plant, conveyance, or thing, that is infected or infested with a pest. He may, to his satisfaction, require the person to eradicate, destroy or control the pest within the time which is specified in the notice.

# Appendix C

## 1996/97 County Contracts Summary Page

| County           | Contract Number       | 96/97 Amount | Amount Invoiced             | Contract Balance   | Percent Invoiced | Last Invoice |
|------------------|-----------------------|--------------|-----------------------------|--------------------|------------------|--------------|
| Alameda          | 96-0063               | \$458,248    | \$458,248.00                | \$0.00             | 100.0%           | June         |
| Amador           | 96-0064               | \$12,534     | \$11,293.32                 | \$1,240.68         | 90.1%            | June         |
| Butte            | 96-0065               | \$25,260     | \$25,260.00                 | (\$0.00)           | 100.0%           | June         |
| Calaveras        | 96-66                 | \$16,123     | \$16,123.00                 | (\$0.00)           | 100.0%           | June         |
| Colusa           | 96-67                 | \$8,870      | \$8,870.00                  | \$0.00             | 100.0%           | June         |
| Contra Costa     | 96-68                 | \$368,440    | \$362,292.09                | \$6,147.91         | 98.3%            | June         |
| Del Norte        | 96-69                 | \$6,679      | \$6,679.00                  | (\$0.00)           | 100.0%           | June         |
| El Dorado/Alpine | 96-70                 | \$27,247     | \$27,247.00                 | \$0.00             | 100.0%           | June         |
| Fresno           | 96-71                 | \$130,330    | \$125,030.45                | \$5,299.55         | 95.9%            | June         |
| Glenn            | 96-72                 | \$7,827      | \$7,630.48                  | \$196.52           | 97.5%            | June         |
| Humboldt         | 96-73                 | \$11,018     | \$5,097.31                  | \$5,920.69         | 46.3%            | June         |
| Imperial         | 96-74                 | \$51,455     | \$44,754.73                 | \$6,700.27         | 87.0%            | June         |
| Kern             | 96-75                 | \$163,469    | \$162,044.03                | \$1,424.97         | 99.1%            | June         |
| Kings            | 96-76                 | \$43,959     | \$43,958.98                 | \$0.02             | 100.0%           | June         |
| Lake             | 96-77                 | \$17,253     | \$17,253.00                 | \$0.00             | 100.0%           | May          |
| Lassen           | 96-78                 | \$5,163      | \$3,748.12                  | \$1,414.88         | 72.6%            | June         |
| Los Angeles      | 96-79                 | \$2,174,615  | \$2,002,825.49              | \$171,789.51       | 92.1%            | June         |
| Madera           | 96-80                 | \$53,896     | \$53,270.44                 | \$625.56           | 98.8%            | June         |
| Mariposa         | 96-81                 | \$12,359     | \$12,359.00                 | \$0.00             | 100.0%           | June         |
| Merced           | 96-82                 | \$55,988     | \$55,988.00                 | \$0.00             | 100.0%           | June         |
| Modoc            | 96-83                 | \$4,203      | \$4,202.79                  | \$0.21             | 100.0%           | June         |
| Monterey         | 96-84                 | \$91,420     | \$91,420.00                 | \$0.00             | 100.0%           | June         |
| Napa             | 96-85                 | \$33,372     | \$33,372.00                 | \$0.00             | 100.0%           | June         |
| Nevada           | 96-86                 | \$14,081     | \$12,036.19                 | \$2,044.81         | 85.5%            | May          |
| Plumas/Sierra    | 96-87                 | \$7,950      | \$7,913.01                  | \$36.99            | 99.5%            | June         |
| Riverside        | 96-88                 | \$739,386    | \$692,134.62                | \$47,251.38        | 93.8%            | June         |
| Sacramento       | 96-89                 | \$98,222     | \$98,222.00                 | \$0.00             | 100.0%           | June         |
| San Benito       | 96-90                 | \$13,030     | \$11,844.04                 | \$1,185.96         | 90.9%            | June         |
| San Bernardino   | 96-91                 | \$693,182    | \$693,182.00                | \$0.00             | 100.0%           | June         |
| San Diego        | 96-92                 | \$903,161    | \$877,822.40                | \$25,338.60        | 97.2%            | June         |
| San Francisco    | 96-93                 | \$19,991     | \$13,469.84                 | \$6,521.16         | 67.4%            | June         |
| San Joaquin      | 96-94                 | \$82,930     | \$80,258.00                 | \$2,672.00         | 96.8%            | June         |
| San Luis Obispo  | 96-95                 | \$101,020    | \$101,020.00                | \$0.00             | 100.0%           | June         |
| San Mateo        | 96-96                 | \$350,780    | \$342,731.21                | \$8,048.79         | 97.7%            | June         |
| Santa Cruz       | 96-97                 | \$146,076    | \$146,398.10                | \$677.90           | 99.5%            | June         |
| Shasta           | 96-98                 | \$47,964     | \$47,964.00                 | \$0.00             | 100.0%           | June         |
| Siskiyou         | 96-99                 | \$17,266     | \$17,266.00                 | \$0.00             | 100.0%           | June         |
| Solano           | 96-100                | \$58,967     | \$58,967.00                 | \$0.00             | 100.0%           | June         |
| Sonoma           | 96-101                | \$63,722     | \$60,457.79                 | \$3,264.21         | 94.9%            | June         |
| Stanislaus       | 96-102                | \$62,183     | \$62,183.00                 | \$0.00             | 100.0%           | June         |
| Sutter           | 96-103                | \$17,962     | \$17,924.22                 | \$37.78            | 99.8%            | June         |
| Tehama           | 96-104                | \$17,013     | \$15,694.00                 | \$1,319.00         | 92.2%            | June         |
| Trinity          | 96-105                | \$6,382      | \$3,118.21                  | \$3,263.79         | 48.9%            | September    |
| Tulare           | 96-106                | \$89,908     | \$76,544.83                 | \$13,363.17        | 85.1%            | June         |
| Tuolumne         | 96-107                | \$10,458     | \$10,458.00                 | (\$0.00)           | 100.0%           | June         |
| Ventura          | 96-108                | \$402,642    | \$402,642.00                | \$0.00             | 100.0%           | June         |
|                  |                       | \$7,744,004  |                             |                    |                  |              |
|                  | <b>Total Invoiced</b> |              | <b>\$7,428,217.69</b>       |                    |                  |              |
|                  |                       |              | <b>Begining Balance</b>     | <b>\$7,744,004</b> |                  |              |
|                  |                       |              | <b>Remaining Balance</b>    | <b>\$315,786</b>   |                  |              |
|                  |                       |              | <b>Delimitation balance</b> | <b>\$0</b>         |                  |              |
|                  |                       |              | <b>E-mail surplus</b>       | <b>\$3,061</b>     |                  |              |
|                  |                       |              | <b>Feb 98 Distribution</b>  | <b>\$318,847</b>   |                  |              |

## APPENDIX D

### Basic County Weed and Vertebrate Detection Program Costs

The counties need the following to perform the basic weed and vertebrate detection program.

#### Basic Program Per County

|  |                  |
|--|------------------|
| 1.75 personnel years @ Ag. Biologist/Inspector II level personnel year | \$ 48,000        |
| Benefits at 36%* (per year (1.75 personnel years)                      | \$ 27,000        |
| Operating expenses and equipment                                       |                  |
| General  | \$ 2,500         |
| Transportation (auto, boat, fuel, oil, tires and repairs)              | \$ 3,500         |
| Rent and utilities   | \$ 3,000         |
| 25% indirect x \$48,000 (permanent employees)                          | \$ 12,000        |
|  | <hr/>            |
| <b>TOTAL:</b>  | <b>\$106,000</b> |

\* 36% represents an average, actual percentage varies from county to county

Fifty-eight counties, at basic funding to perform pest detection for entryway and special surveys of high hazard areas, totals \$6,148,000. It is assumed that some counties will require more funding than others. Therefore, the use of 58 counties in this equation represents an average. Counties now expend \$3,465,125. The shortfall is \$2,684,875.

Rogers Study Group  
**AGRICULTURAL STATISTICS SUBCOMMITTEE**

**Subcommittee Members**

*Cathy Knighten (Chair)*  
*Orange County, Legislative Policy & Analysis*

*Richard LeFeuvre (Alternate)*  
*Orange County Agricultural Commissioner*

*Richard Price (Alternate)*  
*Butte County Agricultural Commissioner*

*Daniel Sumner*  
*U. C. Davis, Agricultural Issues Center*

*David Booher*  
*California Council for Environmental and Economic Balance*

*Martina Haleamau*  
*CDFA, Pest Exclusion Branch*

# Rogers Study Group

## AGRICULTURE STATISTICS SUBCOMMITTEE

### Purpose

California has been the nation's top agriculture producer for the last 50 years. California also has one of the most diversified agricultural economies in the world producing more than 250 crop and livestock commodities and leading the United States in the production of more than 75 agricultural products. The State exports nearly \$12 billion in agricultural products annually with more than one-half sent to consumers in the Pacific Rim.

Beside its importance to the global and national economies, California's agriculture production is critical to the State's economy. In 1996, agricultural production and income totaled over \$24.5 billion, making it one of California's largest industries.

With this as a background, it becomes clear why information about the State's agricultural production is so important. Reports on California's agricultural production and its pest control efforts effect not only the availability of crops and prices consumers pay in California, but also the nation's stock market, the global food network, and related economies.

This report discusses three types of reports: federal, state, and local. Federal reports are used primarily for marketing purposes on a national level: predicting specific crop production (e.g., corn, wheat, oranges) and availability of exports, determining price estimates, and achieving stability in the marketplace (e.g., subsidies). State reports are generally specific to the industry (e.g., grapes, almonds, honey) and are used for marketing and economic forecasting purposes or to provide information on specific pest infestations and their control (i.e., Mediterranean fruit flies, Oriental fruit flies, red imported fire ants). Local reports or County Crop Reports, as they are known, provide information on all the crops grown in a specific county, form the basis for the state and federal reports, and are used locally as security for county bond issuances or to assist financial institutions in making loans to private farmers in the area.

### Agriculture Statistics Definition

Agriculture statistics (or crop statistics) are summarized at the federal, state and county levels. Raw data are collected and summarized by commodity addressing:

- acreage harvested
- yield (per acre)
- production (total)
- price per unit
- value of production

and are summarized by:

- field crops (e.g., rice, cotton, etc.)
- vegetables
- fruits
- nursery
- other (livestock, poultry, bees, etc.)
  - number of head in inventory
  - value of sales (milk, egg, meat, wool, etc.)

## **Types of Reports**

Reports are generated at the federal, state and county levels.

**Federal reports** contain information about commodities that are national in scope (i.e., cotton, corn, soybeans, wheat, certain fruit and vegetable crops, dairy, cattle, hogs, sheep, poultry, eggs and aquaculture). They also contain economic data such as farm income and farm cost/return data. Data are generally collected through sample surveys. One example is the USDA Crop and Weather Survey completed by county agricultural commissioners and growers. In addition, many farmers and agri-business firms are contacted for specific surveys. Over 100,000 California questionnaires are tabulated and 175 reports issued annually. Most reports are issued within two weeks of survey data collection. Many reports are market sensitive and are used for forecasting current year production. Other reports provide general information to diverse users.

**State of California reports** contain information about specialized commodities (e.g., grapes, freestone peaches, almonds, etc.) and summarized statewide agricultural data. Specialized commodity reports (e.g., Grape Crush Report, Walnut/Raisin/Prune Report, etc.) are industry financed through assessments or special agreements (e.g., a report funded by the Almond Board that forecasts almond production). Summary statewide agricultural reports (e.g., Agriculture Commissioners' Data Report, California Agricultural Resource Directory, etc.) are compiled using County Crop Reports. Data collection, compilation and report production activities for most reports are completed by USDA staff (under contract with CDFA) and funded by industry groups, industry assessments, state contracts, minimal USDA funds and through report sales.

**County Crop Reports** contain agricultural information specific to a particular county. These reports range widely in size (one page summary to multi-page booklets) and sophistication of production (black/white photocopy to full color, bound booklets) and generally contain commodity statistics addressing:

- acreage harvested
- yield (per acre)
- production (total)
- price per unit
- value of production

County reports are used by many organizations for many different purposes. Users (identified by the subcommittee) include banks, insurance companies, libraries, research/educational organizations, growers, other state agencies (e.g., Department of Water Resources), industry groups, the USDA, and county/state government. County reports are funded in part at the county level with unrefunded gas tax revenues and local general fund moneys.

## **Subcommittee Findings**

**Rogers Study Group Objective #4: Identify expectations (service levels) and performance measures (quantity, quality, and cost) for each essential activity.**

### **Service Levels**

The Subcommittee identified service levels for quantity and quality requirements regarding County Crop Reports:

#### **Quantity (frequency)**

County Crop Reports are required to be produced annually.

#### **Quantity (timeliness)**

County Crop Reports are encouraged to be submitted to CDFA by April of each year. Suggested guidelines have also been established for supporting activities (i.e., data collection by mid-January, data compilation by March, report completion/submission by April).

#### **Quality (completeness)**

County Crop Reports should contain (at minimum) the following data for each product grown and/or produced:

- acreage harvested
- production (total)
- value of production
- condition

#### **Quality (accuracy)**

County Crop Reports should contain accurate data (statistically defensible) that describe the county's true agricultural picture.

#### **Cost**

County Crop Report costs should reflect only those actual expenditures required to gather the data, array the data, and publish the report. These costs should not include expenditures related to county public relations publications or special reports prepared on behalf of a specific industry.

## **Performance Measurement**

The Subcommittee conceptually designed an ideal performance measurement system and identified the following data collection requirements:

### **County Crop Reports**

- Data Gathering (hours and costs)
- Report Writing (hours and costs)
- Report Production (hours and costs)
- Revenues (dollars)

### Special County Reports (for each report)

- Data Gathering (hours and costs)
- Report Writing (hours and costs)
- Report Production (hours and costs)
- Revenues (dollars)

### **Rogers Study Group Objective #5: Determine if essential activities are being performed by county agricultural commissioners at a comparable advantage.**

The Subcommittee could not determine if the county agricultural commissioners offer a competitive, comparable advantage (re: quality and cost) for the development of County Crop Reports. Available cost data include expenditures for all agricultural statistical reports and supporting activities and are not specific to each report produced.

### **Rogers Study Group Objectives #6 and #7: Evaluate current performance levels, identify opportunities for improvement and (where appropriate) recommend courses of action. Identify/validate funding source(s) and alternatives (as appropriate).**

### **Current Performance Levels**

#### *Quantity (frequency)*

All counties produce County Crop Reports on an annual (calendar year) basis.

#### *Quantity (timeliness)*

Some County Crop Reports are not submitted in a timely manner (i.e., by April). Untimely report submission results in certain USDA reports containing summary data based on estimates rather than on actual data provided by the county and may also result in the delay of some state and federal reports.

#### *Quality (completeness)*

While there has been no specific assessment of this requirement, the Subcommittee felt that all counties strive to meet minimum data requirements regarding acreage, production, value and condition.

#### *Quality (accuracy)*

There is currently no specific assessment of the accuracy of data submitted. Generally speaking, there is some skepticism regarding the accuracy of the data. This is due to conflicting "numbers" found by comparing different reports and publications.

#### *Cost*

Cost data are collected and reported to CDFA through the normal reporting process of county agricultural commissioner activities. Reported costs for 1995 totaled \$1,110,207. Reported county costs ranged from \$348 (San Francisco) to \$136,521 (Fresno). The Subcommittee determined that these costs reflected expenditures for the production of all agricultural statistical reports and supporting activities. It was not possible to extrapolate those expenditures for County Crop Reports only.

## **Issues/Opportunities for Improvement**

Several issues and/or opportunities for improvement were identified by the Subcommittee. The Issue/Opportunity Summary Tables found on the following pages describe:

- Each issue/opportunity to improve the performance of agricultural statistics activities;
- Appropriate recommendation(s) to capitalize on identified issues/opportunities;
- A statement of expected costs (using a LOW, MEDIUM, HIGH scale);
- A statement of expected benefits (using a LOW, MEDIUM, HIGH scale); and
- Suggested development responsibilities (i.e., who should take the recommendation forward through detailed development and implementation activities).

## Issue/Opportunity Summary Table

| Issue/Opportunity   | Recommendation(s)   | Expected Costs  | Expected Benefits  | Suggested Responsibility             |
|---|---|---|--|--------------------------------------|
| <p>1. Not all county agricultural commissioners submit County Crop Reports in a timely manner. This results in inaccurate estimates regarding statewide agricultural summary statistics. Many also do not complete the USDA Crop &amp; Weather Surveys. This can result in incomplete USDA reports.</p> <p>The current CDFA/CACASA Memorandum of Understanding (dated 1975) does not adequately define timeliness expectations (i.e., when County Crop Reports should be submitted).</p> <p>Furthermore, the current measurement system does not adequately capture cost center data requirements. Cost center data collection activities need to be expanded before minimum service levels can be set and appropriate funding requirements and sources identified.</p> | <p>1. Put together a working team composed of CDFA, USDA and CACASA representatives to review current agricultural statistics program activities regarding:</p> <ul style="list-style-type: none"> <li>• scope/purpose</li> <li>• data collection</li> <li>• uses/benefits of statistics</li> <li>• cost</li> <li>• state and county supporting processes and current policies, procedures, etc.</li> </ul> <p>and recommend ways to meet expectations (timeliness, quality and cost) regarding County Crop Reports, USDA Crop &amp; Weather Surveys, and other required statistics activities.</p> | <p>LOW; cost to reexamine policies and make recommendations</p> | <p>HIGH; better state involvement, more timely reports, better quality of report data</p>  | <p>CDFA,<br/>CACASA and<br/>USDA</p> |
| <p>2. Some reports/surveys are being submitted with inaccurate, incomplete and/or questionable data. No funding is currently available for state training of county personnel or follow-up.</p>   | <p>2. Reinstitute County Crop Report workshops (administered by CDFA) covering (but not limited to):</p> <ul style="list-style-type: none"> <li>• planning</li> <li>• data collection</li> <li>• estimating</li> <li>• commodity differences</li> <li>• publishing</li> <li>• support resources</li> </ul>  | <p>LOW; training development and delivery costs</p>             | <p>MEDIUM; better uniformity in crop report data, better credibility and improved state, national and international public relations</p> | <p>CDFA</p>                          |

12/15/97

### Issue/Opportunity Summary Table (continued)

| Issue/Opportunity   | Recommendation(s)  | Expected Costs                                  | Expected Benefits  | Suggested Responsibility |
|---|--|---|--|--------------------------|
| 3. Special data gathering activities and report costs for specific programs (e.g., apple maggot) are often not included in total project costs. This leads to unexpected costs when administering certain industry funded programs. | 3. Identify and include statistical costs (e.g., data collection, report production) in total project cost calculations when initiating a new program. | LOW; very minimal costs to compute calculations | LOW?; more accurate picture of total program costs, minor cost recovery regarding report costs | CACASA                   |

## **Appendix I**

### **Senate Bill 2062 (Chapter 635) Language**

# Senate Bill No. 2062

## CHAPTER 635

An act relating to agricultural commissioners, and making an appropriation therefor.

[Approved by Governor September 19, 1996. Filed  
with Secretary of State September 19, 1996]

### LEGISLATIVE COUNSEL'S DIGEST

SB 2062, Rogers. Agricultural commissioners: enforcement programs: study.

Existing law provides for county agricultural commissioners with specified duties and responsibilities.

This bill would require the Secretary of Food and Agriculture to encourage representatives of the agricultural industry, consumer groups, county governments, county agricultural commissioners, the Department of Pesticide Regulation, and the Department of Food and Agriculture to conduct a study of specified content and to prepare and submit, on or before January 1, 1998, a report to the Legislature relating to the county agricultural commissioners. The bill also would authorize the study group, by consensus, to select a third party to facilitate meetings and prepare the report to the Legislature.

This bill would appropriate \$50,000 to the secretary, as specified, for the purpose of providing funds for the study.

Appropriation: yes.

*The People of the State of California do enact as follows:*

**SECTION 1.** The Legislature hereby finds and declares all of the following:

(a) State-mandated enforcement programs conducted by the county agricultural commissioners are critical to the state's agricultural food and fiber supply, public health and welfare, and the agricultural industry.

(b) Fiscal constraints have caused many counties to reduce the level of support that is available and can be provided by the county general funds to support these programs.

(c) Representatives from the county agricultural commissioners, the agricultural industry, county governments, consumer groups, the Department of Pesticide Regulation, and the Department of Food and Agriculture are prepared to meet and study this situation and provide recommendations to the Legislature for funding and levels of service.

**SEC. 2.** (a) The Secretary of Food and Agriculture shall encourage representatives of the agricultural industry, consumer groups, county governments, county agricultural commissioners, the Department of Pesticide Regulation, and the Department of Food and Agriculture to conduct a study that evaluates the statutory and regulatory responsibilities and appropriate funding sources for mandated programs conducted by the county agricultural commissioners.

(b) The study shall place priority upon pest exclusion programs and shall review the essential county agricultural commissioner responsibilities and opportunities for improving and funding mandated activities, using criteria that includes, but is not limited to, the following:

(1) An inventory of the major activities of the county agricultural commissioners.

(2) A determination, activity by activity, whether or not an activity is a core function integral to accomplishment of the mission of the county agricultural commissioner.

(3) If the activity is not critical to the mission of the county agricultural commissioner, a determination whether the activity is essential to the mission of another government agency.

(4) A development of performance, cost, and quality measures for all activities of the county agricultural commissioner.

(5) A determination of direct control over an activity or whether the county agricultural commissioner can obtain a comparative advantage over alternative sources by performing the activity itself.

(6) Identification of funding sources for activities that are performed more cost-effectively by the county agricultural commissioner.

(c) It is the intent of the Legislature that any study group formed pursuant to subdivision (a) prepare a report of its findings and recommendations and submit the report to the Legislature on or before January 1, 1998. If the report is prepared, it shall contain the findings and recommendations for mandated programs and proposals for adequate funding of state enforcement programs.

(d) A study group formed pursuant to subdivision (a), by consensus, may select a third party to facilitate meetings and prepare the report to the Legislature required by subdivision (c).

(e) The study shall draw upon other available reports and studies.

SEC. 3. Notwithstanding any other provisions of law, for the purpose of providing funding for the study referred to in Section 2, there is hereby appropriated to the Secretary of Food and Agriculture an amount not to exceed fifty thousand dollars (\$50,000) as follows:

(a) From funds transferred to the Department of Food and Agriculture Fund pursuant to Section 8352.5 of the Revenue and Taxation Code, as described in Section 224 of the Food and Agricultural Code, a sum not to exceed fifty thousand dollars (\$50,000).

(b) From funds referred to in Provision 1 of Item 8570-001-0001 of Section 2.00 of the Budget Act of 1996 (Ch. 162, Stats. 1996), a sum not to exceed fifty thousand dollars (\$50,000).

**Appendix II**

**Rogers Study Group Member List**

## **ROGERS STUDY GROUP MEMBERS**

### **Agricultural Industry**

Merlin Fagan  
*California Farm Bureau*

Don Gordon  
*Agricultural Council of California*

Joel Nelsen  
*California Citrus Mutual*

Bob Falconer  
*California Association  
of Nurseryman*

Rich Matteis  
*California Seed Association*

Bill Thomas  
*California Grape and  
Tree Fruit League*

### **County Agricultural Commissioners**

Frank Carl  
*Sacramento County*

Mark Lockhart  
*Lake County*

Leon Spaugy  
*Los Angeles County*

Don Cripe (alternate)  
*Stanislaus County*

Earl McPhail (alternate)  
*Ventura County*

Kathleen Thuner (alternate)  
*San Diego County*

Cosmo Insalaco  
*Fresno County*

Mary Pfeiffer (alternate)  
*Shasta County*

Mark Tognazzini  
*San Benito County*

Richard LeFeuvre (alternate)  
*Orange County*

Richard Price (alternate)  
*Butte County*

Greg Van Wassenhove  
*Santa Clara County*

Gail Raabe (alternate)  
*San Mateo County*

### **County Government**

Bob Copper  
*Deputy Chief Admin. Officer  
San Diego County*

Steve Keil  
*California Association  
of Counties*

Roy Pederson  
*Chief Administrative Officer  
Yolo County*

Karen Keene (alternate)  
*California Association  
of Counties*

Cathy Knighten  
*County Executive Office  
Orange County*

Charles Willard  
*Board of Supervisors  
Tehama County*

**ROGERS STUDY GROUP MEMBERS**  
**(continued)**

**University**

Daniel Sumner  
*Agricultural Issues Center*  
U.C. Davis

**Public Member**

David Booher  
*California Council for Environmental  
and Economic Balance*

**State of California**

Paul Gosselin  
*Division of Enforcement,  
Environmental Monitoring  
and Data Management*  
DPR

Martina Haleamau  
*(Executive Secretary)*  
*Pest Exclusion Branch*  
CDFA

Robert Roberson  
*Integrated Pest Control Branch*  
CDFA

Steve Mauch (alternate)  
*Division of Inspection Services*  
CDFA

Robert L. Wynn, Jr.  
*Divisions of Inspection Services  
and Plant Industry*  
CDFA

**State of California**  
**(Staff Resources)**

Chuck Andrews  
*Pesticide Enforcement*  
DPR

Robert Cummings  
*Fruit & Vegetable Quality Control*  
CDFA

Pat Minyard  
*Pest Detection/Emergency  
Projects Branch*  
CDFA

Tad Bell  
*Pest Exclusion Branch*  
CDFA

John Donahue  
*Worker, Health & Safety*  
DPR

Janet Schwall  
*Financial Services*  
CDFA

Mike Cleary  
*County Agricultural  
Commissioner Liaison*  
CDFA

Danny Merkley  
*County Agricultural  
Commissioner Liaison*  
DPR

Dorthea Zadig  
*Pest Exclusion Branch*  
CDFA

**Facilitators**

Ed Cole  
*Cooperative Personnel Services*  
Sacramento, CA

Randolph I. James  
*Cooperative Personnel Services*  
Sacramento, CA

