

CAPS



Program Guidebook

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**COOPERATIVE AGRICULTURAL PEST SURVEY (CAPS)
PROGRAM GUIDEBOOK**

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COOPERATIVE AGRICULTURAL PEST SURVEY PROGRAM GUIDEBOOK

I. PROGRAM INFORMATION

A. Purpose of Guidebook

The purpose of this Guidebook is to clarify the Cooperative Agricultural Pest Survey (CAPS) goals, to provide the program's structure, operational, planning, and administrative procedures, and to provide a brief history of the CAPS Program. In addition, this Guidebook explains cooperative programs for plant pest survey and detection efforts, and provides references for survey and data management methodology. This Guidebook is written for CAPS cooperators, Plant Protection and Quarantine (PPQ) personnel, and other collaborators.

This Guidebook provides a general overview of the CAPS Program. More specific details concerning current or yearly survey activities including survey methodology and pest biology are contained in the Regional CAPS Guidelines. The Regional CAPS Guidelines emphasize regional administrative issues, localized/State pest detection survey programs, and risk assessment materials. The Regional Caps Guidelines are updated annually.

NOTE: A copy of the Regional CAPS Guidelines may be obtained from a PPQ Regional Survey Coordinator (RSC), a PPQ State Plant Health Director (SPHD), or from the restricted access website of the CAPS Program (<http://ceris.purdue.edu/caps/>).

B. Introduction to CAPS

The CAPS program began in 1982. Historically, CAPS has been a combined effort by Federal and State agricultural organizations to collect and manage data on plant pests, weeds, and biological control agents. Survey targets have included weeds, nematodes, plant diseases, insects, snails, and other invertebrates. The U.S. Department of Agriculture, Animal and Plant Health Inspection Service, Plant Protection and Quarantine (USDA-APHIS-PPQ) has provided national and regional coordination and funding to supplement and enhance State pest survey and detection programs.

State plant regulatory agencies are charged with a plant pest prevention mission to protect their State's agriculture and environment from the damaging effects of plant pests. State plant regulatory agencies, as part of their operations, interface with USDA-APHIS-PPQ, to form a State/Federal partnership in many cooperative plant pest prevention and control programs. In addition to cooperating with USDA-APHIS-PPQ on pests of national importance, State plant regulatory agencies are responsible for conducting plant and plant product inspection and certification programs for commodities such as nursery stock and other State regulated agricultural articles. State plant pest regulatory agencies make plant

pest observations and conduct State supported surveys as part of their responsibilities. The information collected by States during these surveys enhances the functionality of the CAPS program.

Multi-governmental agency and multi-disciplinary involvement have been achieved through State, regional, and national committees, and through State, regional, or national projects. In the past, many participants in this program were interested in monitoring endemic plant pests to determine first-of-season occurrences, economically important plant pest population levels, and other pest-related phenomena. Components of the program have included (1) survey and detection activities in the field and the laboratory; (2) State level databases; (3) the national database-National Agricultural Pest Information System (NAPIS); (4) electronic information exchange through list servers, email, and other networks; and (5) interpersonal and inter-institutional networking.

In 1992, the CAPS program was redirected due to limited resources. The redirection emphasized a refined set of realistic and achievable goals in the areas of exotic plant pest and weed detection, pest range documentation, and data collection and management.

In 1999, the National Plant Board (NPB), at the request of PPQ, conducted a review of the APHIS-PPQ safeguarding system. The subsequent published review, "*Safeguarding American Plant Resources—A Stakeholder Review of the APHIS-PPQ Safeguarding System*" (referred to in this document as the *Safeguarding Review*) proposed specific recommendations on how to optimize the system to improve our abilities to protect domestic plant resources from non-native plant pests and invasive exotic species. The implementation of specific recommendations and tasks for Pest Detection and Response, set forth in the *Safeguarding Review*, began in 2000 and 2001 and will continue until approximately 2004. There are many linkages to other recommendations within the *Safeguarding Review* and they will be completed in the future.

NOTE: The *Safeguarding Review* may be viewed in its entirety at:
www.safeguarding.org

In addition to the program redirection based on the *Safeguarding Review*, changes have also been implemented because of Executive Order #13112 on Invasive Species (EOIS) signed in February 1999, by President Clinton. The EOIS defines invasive species as "species that are not native to the ecosystem under consideration and whose introduction causes or is likely to cause economic or environmental harm or harm to human health". Almost all pests (quarantine or otherwise) that APHIS is concerned with fall into the category of invasive species. Consequently, a large portion of the agency budget is dedicated to addressing the many facets of invasive species making APHIS one of the primary invasive species agencies for the federal government. The Agency does not have a specific group charged with addressing invasive species issues.

The three main responsibilities of USDA-APHIS-PPQ are:

1. To protect American agriculture and environment from foreign plant pest introductions and establishment (CAPS Goal I - Early detection of exotic plant pests and weeds)
2. To conduct eradication or control programs as authorized by legislation or regulation (CAPS Goal II - Maintain a pest information database to support the cooperative management of PPQ program pests and biological control programs)
3. To facilitate international agricultural commerce (CAPS Goal III - Provide timely and accurate plant pest and weed distribution data to support export of U.S. agricultural products).

The current CAPS goals were developed to support PPQ efforts for fulfilling these responsibilities. The CAPS program assists USDA-APHIS-PPQ in meeting its three main responsibilities by supplying a means of detection, documentation, and rapid dissemination of information on surveys for plant pests and weeds in the United States. The program has also provided USDA-APHIS-PPQ and cooperators with geographic distribution information on endemic pests in the United States. This plant pest data has been used in negotiating phytosanitary agreements for international trade and making management, budgeting, and program decisions.

In the future, PPQ's goals for pest detection and response will be met by working to ensure harmful, economically significant, and exotic plant pests and weeds are detected before they have a chance to become an established threat to our Nation's plant and natural resources. Early detection will greatly reduce potential economic and environmental losses as well as reduce subsequent pest management or eradication costs.

C. CAPS Goals

The recommendations in the *Safeguarding Review* set specific tasks to be accomplished so that the CAPS restructuring would provide increased national leadership. CAPS will incorporate the following goals into the Pest Detection Program, while better coordinating responses to exotic plant pests and weeds with the PPQ regions and States. CAPS will also work to eliminate disparity between PPQ regions and between States in administering the CAPS Program.

Goal I: Early detection of exotic plant pests and weeds

CAPS cooperators will conduct directed detection surveys based on pest risk assessments for organisms that demonstrate a high risk of entering the United States and may have a high probability of becoming established and reaching significant pest status. Early pest detection is an important element of the safeguarding system to protect the Nation's agriculture, environment, natural resources, and economic well

being from unintentional pest introductions as well as from bioterrorist attacks. It also serves as a component of the homeland security initiative.

The program will ensure that an early detection of an exotic plant pest or weed results in rapid and appropriate actions. Components of an early detection program encompass such areas as analysis of interception data, taxonomic support, pest information, pest risk assessments, pathway analyses, offshore pest information, and risk mapping and guidelines for reporting new detections.

Goal II: Maintain a pest information database to support the cooperative management of PPQ program pests and biological control programs

The program will enhance agricultural plant pest data collection and analysis to support the cooperative management of PPQ program pests, weeds, and biological control agents using the NAPIS.

NOTE: For more detailed information on NAPIS, see item c. National Agricultural Pest Information System, [Page 19](#).

Agricultural plant pest data collection and handling will be enhanced by providing training for cooperators; more sophisticated graphic representations of data, such as mapping; increased evaluation of data collection devices, such as personal digital assistants (PDA's); and global positioning system (GPS) units. Field personnel use those devices to collect and enter data into a State database before it can be entered into NAPIS, and by conducting additional data quality monitoring and linkages with other databases. CAPS personnel will conduct the evaluation of data collection devices in cooperation with PPQ's Center for Plant Health Science and Technology (CPHST). In the future, it may be necessary to obtain certain historical pest information in each State for use in risk based mapping and modeling programs for the National Pest Detection Programs.

The CAPS community will also help provide biological information on specific pests, hosts, and beneficial organisms. This information may be used for developing plant pest management strategies, advisories, and activities which assist scientists, program managers, and agribusiness related entities to optimize economic return while minimizing environmental degradation, food safety risks, and other unwanted sociological and environmental consequences including bioterrorism and biosecurity concerns.

Goal III: Provide timely and accurate plant pest and weed distribution data to support export of U.S. agricultural products

The CAPS Program will provide plant pest distribution data (presence/absence) to county level resolution. This data will support the development and/or expansion of

specific export markets where export of agricultural products has been or may be impaired because of inadequate or inaccurate plant pest occurrence data (such as lack of demonstrated pest free zones).

Goal IV: Enhance CAPS communications network

CAPS, by its title, is a cooperative program requiring coordination and communication between many Federal, regional, State, county, and private entities.

Through the use of expanded cooperative agreements with various entities, CAPS will expand the communications network and scope of survey activities. The expanded scope will address unintentional pest introductions and bioterrorist threats. The individuals hired to fill PPQ's newly created Pest Survey Specialists (PSS) positions, working with the State Survey Coordinators (SSC's) and State CAPS Committees (SCC's), will facilitate survey coordination and enhance communication.

II. EXOTIC PLANT PEST AND WEED DETECTION

A significant portion of agricultural losses in the United States are caused by immigrant species of insects, mites, weeds, plant pathogens, nematodes, or other pests. This is largely because many crop plants in the United States are of foreign origin. It is easy for pest species to be introduced with the crops and to become established. Foreign pest species have frequently been introduced and established in extensive new areas where plant hosts exist. Without natural control agents from their native environs, pests can develop large populations and become economically damaging.

Preventing the permanent establishment of a new pest is cost effective in comparison with the cost of eradication or the continuous effort needed to control an established pest. Pest exclusion has become a very high priority of Federal and State plant protection organizations. Survey and early detection are essential in the prevention of the permanent establishment of immigrant pests as are survey tools such as risk mapping and pathway analysis. Prompt and positive identification is a key activity.

Thousands of foreign species are potential agricultural or environmental pests in the United States. Current ability to predict potential damage, host range, and geographical range of the vast number of foreign plant pests is limited. Certain well known foreign plant and environmental pests, such as Khapra beetle, silver Y moth, and potato wart, can be singled out and ranked as to pest potential; however, the effects of many others cannot be determined until they are established in new areas. This is why enhanced surveys at sites with a high risk of introductions are so important.

It is impossible to survey for all potential exotic pests considering the large number of known pests, the diversity of crops and ecosystems, the huge geographic area involved, and the difficulties of prediction. Therefore, pest detection surveys must be limited to

directed surveys for pests that have a higher probability of introduction and establishment into specific areas, for pests on specific commodities, or for exotic plant pests which are found during a survey for another pest.

A. Definition of Exotic Plant Pest Species

Exotic plant pest species are basically those that are not established within the boundaries of the United States. The definition is sometimes expanded to include invasive species or species that may have become "biologically established" and are being managed in an eradication, containment, or other program. Invasive species are not native to the ecosystem under consideration and their introduction causes or is likely to cause economic or environmental harm or harm to human health. Additionally, a pest may be considered exotic for a period of time after its introduction. Examples in these categories include:

- Witchweed
- Apple ermine moth
- European gypsy moth

B. Reporting New Finds and a Description of the Actions Resulting from New Finds

Anyone who acquires information on the detection of a pest, which is suspected to be new to the United States, must report the details of the detection immediately to their SPHD and State Plant Regulatory Official (SPRO). The SPHD reports to the PPQ Regional Director (RD) or Associate who reports the suspected new pest to the National Identification Service (NIS) unit of PPQ's Biological and Technical Services (BTS) staff and the Pest Detection and Management Programs (PDMP) staff of PPQ.

Upon confirmation of a new pest, the NIS staff determines if the pest is "actionable" (see Glossary for definition). If actionable, appropriate parties are notified and action plans are implemented. If no action plan exists, the PPQ New Pest Advisory Group (NPAG) follows a set of guidelines to develop recommendations for appropriate actions.

NOTE: For information concerning the NPAG, see <http://www.cphst.org/npag/>

PPQ Regional Rapid Response Teams may be activated immediately, if appropriate. The teams will initiate delimitating survey and regulatory control activities and coordinated contingency plans so the newly detected exotic pest or invasive species is appropriately addressed in a timely manner with minimal disruption to our nation's food supply and plant resources.

Within 48 hours after a new U.S. detection is confirmed, a record for the detection must be entered into NAPIS. Each pest must have an assigned pest code before it can be entered into NAPIS. If a newly detected pest does not have an assigned pest code, the

data entry person must call the NAPIS Hotline at Purdue University (765) 494-9853 to have a pest code for the new pest record activated before the record can be entered.

III. PPQ PEST MANAGEMENT ACTIVITIES

PPQ is charged with the management of exotic plant pests and weeds that have become established in the United States but are not widely distributed. PPQ is also responsible for exotic plant pest eradications where eradication capabilities and technology are available.

A. PPQ PEST MANAGEMENT PROGRAMS

PDMP personnel oversee survey, regulatory, and control programs to manage population densities and to reduce the domestic spread of specific pests known as “PPQ Program Pests.” PPQ Program Pests are those plant pest species and weeds that are specified in the annual APHIS-PPQ appropriations for PPQ surveillance, regulatory, or management activities. Occasionally, unusual pest situations can arise and may require a PPQ/Cooperative response. Survey activities to support such programs can be included in CAPS as regional or national projects. The Exotic Wood Borer/Bark Beetle Survey is a good example of such an activity.

Additional examples of PPQ Pest Management Programs are:

Black Stem Rust	Noxious Weeds	Boll Weevil
Japanese Beetle	European Gypsy Moth	Pine Shoot Beetle
Imported Fire Ant	Pink Bollworm	Biocontrol Programs
Chrysanthemum White Rust		

NOTE: A complete list and description of PPQ Pest Management Programs may be viewed at: www.aphis.usda.gov/ppq/ispm

B. Biological Control Programs

Biological control is the use of parasites, predators, and pathogens to reduce pest populations to lower levels than would otherwise occur. It is a successful method of pest control that has been used for over 100 years. Biological control constitutes an ecologically based, efficient pest management tactic that is fully compatible with other components of a modern integrated pest management program. One of its greatest advantages is that it is generally self-sustaining and, therefore, serves as a long term solution for controlling a pest problem.

USDA-APHIS develops and implements biological control programs to significantly improve food safety, provide alternative pest control technologies, protect biodiversity, enhance water quality, and preserve the overall environment. The goal of USDA-

APHIS biological control programs is to implement biological control projects to control agricultural pests of economic importance in a cooperative effort with Federal and State agencies. The principle objective is to use biological control technology by taking actions that maximize the use of natural enemies. This can involve foreign exploration and importation, quarantine screening, rearing, and the release of natural enemies for establishment and redistribution.

NOTE: A current list of species addressed by Biological Control Programs may be obtained by contacting a RSC or e-mailing CPHST at:
cphst@aphis.usda.gov

USDA-APHIS-PPQ biological control programs are developed at CPHST with oversight from the National Science Program Leader of Integrated Pest Management and Biological Control. CPHST laboratories are multi-functional, but those involved with biological control programs are comprised of the Plant Protection Centers at Mission, Texas; Niles, Michigan; Ft. Collins, Colorado; Otis, Massachusetts; and Phoenix, Arizona. USDA-APHIS-PPQ Regional offices and SPHDs provide direction and oversight of the field operation and implementation of biological control programs in each State and are closely associated with their cooperators.

C. Emergency Programs

An emergency program is a pest management program conducted by PPQ in cooperation with the State(s) to eradicate a newly detected exotic plant pest or weed. An emergency program is typically, but not always, conducted under special authority of the Secretary of Agriculture.

The Plant Protection Act provides authority to the Secretary of Agriculture to declare an extraordinary emergency to prevent the introduction or spread of an exotic plant pest or weed. This Act provides authority to take emergency action to seize, treat, or otherwise destroy articles or products related to plant pests new to or not known to be widely prevalent in the United States. This Act provides the authority to regulate movement of plant pests and their carriers, into or through the United States; and to take emergency measures pending the promulgation of quarantines and regulation.

NOTE: The Plant Protection Act may be viewed in its entirety at:
<http://www.aphis.usda.gov/ppq/weeds/PPAText.PDF>

Initial funding for emergency programs may come from a combination of sources. These sources include, but are not limited to, reprogramming allocated funds, APHIS contingency funds, and funds from other USDA programs such as the Commodity Credit Corporation. An emergency program is not specifically funded in the annual appropriations.

Some examples of Emergency Programs are:

Citrus Canker
Plum Pox

Emerald Ash Borer
Asian Longhorned Beetle

NOTE: For Additional information concerning specific emergency programs, see www.aphis.usda.gov/ppq/ep

IV. EXPORT FACILITATION

The World Trade Organization (WTO), through the Sanitary/Phytosanitary Agreement, describes the norms and obligations for countries engaged in the international trade of agricultural commodities. Foreign countries exert control over United States agricultural exports by placing phytosanitary restrictions on products.

The use of Pest Detection funds to enhance or facilitate exports is accomplished through supporting exotic pest detection programs. The highest priority for the pest detection program will be directed predominantly to exotic pest detection. The goal of PPQ is to detect exotic pests that are not known to occur in the U.S. before they become established and affect U.S. export markets. We expect this will be an ongoing national survey that will be based on pathway analyses and, therefore, focused on surveying areas of highest risk for pest introductions. We do not envision CAPS funds being used for ongoing pest detection programs that are supported out of existing line items, except perhaps under extraordinary circumstances. Further, funding for surveys to establish and maintain pest free areas, etc. to support export programs are the responsibility of the industry and the States. The list of exotic pests that will receive priority consideration for CAPS survey funding can be found in the Regional CAPS Guidelines and on the CAPS restricted website.

NOTE: A copy of the Regional CAPS Guidelines may be obtained from a RSC, SPHD, PSS, or from the restricted access website of the CAPS Program.

A. Definition of Geographic Distribution for International Export

When establishing trade agreements with the plant protection officials of foreign governments, recipient countries often push toward gross levels of geographic pest distribution. They may refuse to accept a product from anywhere within a country infested by a specific pest. This may be negotiated downward to an acceptance of products from pest free States, or even pest free counties. The county definition of pest distribution status in NAPIS is generally adequate to support this goal of the CAPS program.

B. Export Pests

In general, activities designed to enhance international exports should address the following:

- Pests that impact exports of U.S. agricultural products because there is a lack of general knowledge of their distribution.
- Pests of limited distribution in the United States or pests frequently listed in foreign country quarantines (e.g. golden nematode).
- Quarantinable pests currently limited in distribution but gradually expanding their range (e.g. apple ermine moth).

Information concerning pests of export concern can be found in the Export Certification Project (EXCERPT) database. CAPS projects should, however, concentrate on commodities and areas selected for attention by SCC's. The export pests contained in the EXCERPT database are used for planning CAPS programs in support of the goal of export facilitation.

NOTE: Surveys for export facilitation are an important function of the CAPS Program but are not the top priority. Top priority will be given to the detection of new exotic plant pests, weed introductions, and pests on the CAPS Primary and Secondary Pest Lists.

C. Export Manuals and EXCERPT

PPQ's Export Services and Professional Development Center (PDC) currently maintain a hard-copy manual on export certification procedures of over 3,000 pages. This manual lists the export requirements of most countries for all agricultural products. The PPQ Export Manual, used by field personnel, was replaced in 1991 by a computerized database, EXCERPT.

The EXCERPT system contains all pertinent import requirements of plants and plant products of each country. In order to use the EXCERPT system to refer to pests of concern, a user will enter the specific country of inquiry and the pests will be found under two listings: General Information and Harmful Organisms. Most countries that have individual product requirements will list their pest(s) of concern with each product. Each country regulates between 16 (Nepal) and 316 (Australia) commodities in various forms-plant and fruit seeds, etc.

EXCERPT is a limited access database, web based system. Information access is available free to authorized users which includes State and Federal plant regulatory officials and members of the land grant university system. Access to the database is a

fee for service activity for other users. Nonauthorized individuals may request information from the EXCERPT system through a representative of PPQ or a SPRO at no charge.

NOTE: The EXCERPT database may be accessed at <http://ceris.purdue.edu/excerpt>

V. CAPS STRUCTURE

A strong domestic pest detection infrastructure with headquarters, regional, and field staffs is vital to ensuring that scientifically valid, current, and reliable plant pest and weed survey data are available on an ongoing basis. It is also necessary to safeguard our Nation's agricultural and natural resources by early detection of infestations or introductions of harmful plant pests and weeds and, at the same time, allow us to certify to our trading partners that U.S. growing areas are pest and disease free. Recent outbreaks of Asian long-horned beetle (ALB), citrus canker (CC), plum pox virus (PPV), and Karnal bunt (Kb); for example, have highlighted the need for additional efforts to safeguard our nation's agricultural and plant resources from exotic plant pests and weeds.

A. CAPS Three Tiered Committee Structure

The CAPS program has been restructured into a three tiered committee system following the recommendations of the *Safeguarding Review*. The three-tiered system consists of State, Regional, and National CAPS Committees whose members assist the National Survey Coordinator (NSC) in identifying and prioritizing exotic plant pest and weed detection and response activities in the United States.

1. State Structure

a. State CAPS Committee (SCC) Structure and Responsibilities

The SCC's should be composed of key stakeholders involved in pest detection activities. These key stakeholders are identified by the SPRO and SPHD in each State. Examples of target groups are other State government groups, forestry groups, environmental groups, and other Federal agencies such as the Forest Service (USFS), Dept. of Interior (USDI), Veterinary Services (VS), Cooperative State Research, Education, Extension Service (CSREES), and the Department of Homeland Security (DHS); and non-government organizations such as the Nature Conservancy, commodity interest groups such as the Wheat Council, Soybean Council, or the Farm Bureau, Pest Control Operators, Pest Crop Advisors, invasive species councils, weed groups, Native American tribes, and other interested groups.

The State committee will identify survey needs, develop pest detection survey proposals, plan rapid response activities such as delimiting surveys, and communicate potential pest risks with other State groups and the public for the projects in their States. Coordinated detection initiatives at the State level are needed to assure that detection objectives are properly defined and executed in a timely manner. Communication to the Regional CAPS Committees (RCC's) is essential for information flow to the National CAPS Committee (NCC). Ensuring that data is entered into the NAPIS database in a timely matter is also necessary.

Members of State committees may be chosen to serve as RCC members. Not every State will have a member on the RCC. A State member on the RCC will represent other States of the region, as well as his or her own State.

b. Role of State Plant Regulatory Official (SPRO) and Cooperators

PPQ is the plant health regulatory unit of the USDA. The SPRO is the responsible State official who administers State agricultural regulatory programs and activities within his or her respective State.

The pest detection program is planned by the SCC, and jointly implemented by the SPHD and the SPRO with the SPRO as the primary point of contact. All CAPS agreements will reflect this close collaboration between the SPHD and the SPRO. It is imperative that the SPRO in each State be well positioned to cooperate on programs with a strong regulatory basis. While the SPRO will assist in planning, conducting, and managing surveys and generally providing guidance for pest detection surveys in his or her State, it is recognized that other entities such as colleges, universities, and research groups at the State, Federal, and private levels will continue to play an important role in pest research, identification, and survey activities. The SPRO is strongly encouraged to promote such cooperation and facilitate communications between all parties. Increased collaboration is necessary between traditional as well as nontraditional partners and the SCC. The SPRO will encourage these collaborators to cooperate with the State committee to identify survey needs.

c. Role of PPQ State Plant Health Director (SPHD)

The SPHD is the responsible PPQ official who administers PPQ regulatory and pest detection activities in his or her State. The SPHD is also responsible for ensuring that the expanded role of CAPS is met in his or her State. In many States the SPHD needs to provide guidance for the State's ongoing management of pest risk and pest detection. However, SPHD responsibilities will vary according to each State's ability to carry out the various components of the CAPS Program. Paramount in this endeavor will be the communication links established between the SPHD, SPRO, SSC, PSS, and the SCC. The SPHD is strongly encouraged to enhance communications and pest detection program participation with traditional and nontraditional stakeholders. SPRO's must be adequately informed of their expected roles and the SPHD must be kept abreast of

State developments which impact the State's capacity to carry out their responsibilities under the CAPS cooperative agreements.

The SPHD serves as an active member of their SCC. As committee members, the SPHD will interpret the overall goals of CAPS for SCC members and the Committee members will relay concerns and suggestions to the regional offices through their SPHD. The SPHD also serves as a link between the Port Risk Committees (see Glossary for definition) and the SCC. The DHS is responsible for most of the agricultural quarantine inspection (AQI) functions at the ports of entry and will have an important role as a member of local port risk committees. The SPHD and AQI port director will promote and foster local port risk committees and DHS involvement.

Each SPHD must work with his or her respective SSC, PSS, and SPRO to develop and submit appropriate work plans to the RCC. The SPHD is also responsible for the supervision and performance evaluation of the PSS stationed in the State. Other SPHD's receiving support from the PSS will provide performance feedback to the PSS supervisor.

SPHD's typically serve as the Authorized Departmental Official's Designated Representative (ADODR) for CAPS. As the ADODR, the SPHD is responsible to the RD through appropriate channels for ensuring that pest survey data management directives are fulfilled for that State. Annually, the SPHD evaluates the fulfillment of the cooperative agreement by reviewing the required reports and providing a written evaluation to the cooperator. The SPHD will visit cooperators regularly to discuss the cooperative agreement and to evaluate compliance with the work plan. The visits will ensure accountability of funds.

d. Role of State Survey Coordinator (SSC)

The SSC is a State employee responsible for coordinating each State's CAPS Program, participating as a member of the SCC, and acting as liaison with the State PPQ office. Each core CAPS Program will develop a network with other agencies, nongovernmental organizations, and members of SCC's. This networking will ensure the coordinated use of existing State and national resources, such as dollars and in kind contributions, in the evaluation of risks of specific exotic plant pests and weeds. State survey priorities will be set accordingly.

The SSC will:

1. Prepare activity reports per the Regional Guidelines or upon request by State or Federal officials.
2. Determine training needed to further develop CAPS programs within the State. Provide and assist in training.
3. Coordinate actions of agencies involved in surveys through oversight of survey work plans.

4. Ensure that work plans are developed, submitted, and executed in a timely manner.
5. Facilitate the cooperating agency's distribution of funds to cooperators.
6. Work in conjunction with the SPRO, SPHD, PSS, the SCC, and other State, county, Federal, and public entities to create new and to reinforce existing networks to evaluate risks, to conduct surveys, and to manage cooperative pest programs.
7. Coordinate initial survey activities and State contingency plans so that an exotic plant pest or weed can be detected quickly after introduction.
8. Support and encourage networking by urging designated State representatives to regularly attend and participate in State, Regional, or National CAPS Committee meetings.
9. Facilitate data entry into NAPIS.

e. Role of Pest Survey Specialist (PSS)

The PSS, a PPQ employee, is supervised by the SPHD of the State in which he or she is assigned. A PSS may also be responsible for survey activities and work with the SSC and the Survey Committee in more than one State.

The PSS provides oversight for plant pest survey programs and public awareness and outreach activities. He or she also interfaces with SCC's, the SSC, other State or governmental entities, as well as with nongovernmental groups and individuals. The PSS provides oversight for the maintenance of data at the State level and coordination of the initial Federal emergency response activities if an exotic pest or weed is discovered. The incumbent participates in State CAPS and invasive species committee activities and may also serve as a PSS representative on the Regional CAPS Committee.

The PSS plans and coordinates pest survey programs with PPQ and State personnel and other cooperators and collaborators. He or she reviews information on the targeted exotic pests, analyzes the pathways involved, and utilizes technologies such as Geographic Information Systems (GIS), GPS, and phenology modeling software to determine the type, location, timing, and density of surveys. The PSS also determines the equipment, supplies, personnel, and budget needs for planned surveys.

The PSS provides guidance to the SPRO, SPHD, SSC, and other involved parties to ensure planning, financial reports, environmental reports, and any other required documents for CAPS projects are completed correctly. The PSS works with SPRO's and SPHD's to review and track progress of CAPS projects.

The PSS ensures that data entered into NAPIS is of high quality and entered in a timely manner. He or she also reviews CAPS Program public and restricted web sites for information accuracy at least once every 4 months. The PSS generates plant pest status reports for individual States, including pest information for surrounding States, and provides the reports to the RSC and members of the SCC's.

The PSS provides public awareness on a variety of CAPS and PPQ emergency programs to State and Federal Cooperators as well as the general public. He or she develops public awareness and outreach programs with cooperators and other entities through meetings and information exchanges.

2. Regional Structure

a. Regional CAPS Committee (RCC) structure and responsibilities

The Eastern and Western RCC's are comprised of representatives from the State committees. These representatives generally include:

- Two SPHD's
- A Regional Plant Board member from each Regional Plant Board within the PPQ Region. The Regional area will cut across the National Plant Board regional lines to have appropriate membership on the committee. There could be three Regional Plant Board members on one RCC.
- Two State Department of Agriculture members
- Two University members
- The RSC's
- One NAPIS user services member One CPHST member
- Unlimited Ad Hoc members (USFS, CSREES, DHS, etc.).

NOTE: The makeup of the two RCC's may vary or change depending upon representational needs or special circumstances; therefore, the makeup of the two RCC's may differ.

With input from the States they represent, the RCC's are assigned the tasks of identifying survey needs for the Region, publishing the Regional survey guidelines, coordinating State and cooperator involvement, formulating budget requests, and recommending approval for funding survey proposals. The RCC is also responsible for communicating its decisions and recommendations to the SCC's they represent and to the NCC. The committee also reviews each State's annual work plans before forwarding them, along with recommendations, to the RD for approval. Coordinated detection initiatives are essential to assure that detection activities are properly defined and executed in a uniformly and timely manner. The RCC members will act in a capacity that reflects the needs and represents the goals of the SCC's. Four members of the RCC's may be chosen for participation on the NCC.

b. Role of Regional Survey Coordinator (RSC)

The RSC is a member the of Regional PPQ staff responsible to the RD for assistance with operational aspects of CAPS programs in States within the Region. The RSC consults with the Assistant Regional Directors (ARD's) and SPHD's to determine cooperator compliance in the cooperative agreement and to assure the goals of the

CAPS program are being met. The RSC works with the NSC to develop programs and standards for CAPS. The RSC is a member of the Regional and National CAPS Committees.

c. Role of the PPQ Assistant Regional Director (ARD)

The ARD is responsible for directing and evaluating the performance of the SPHD's and the RSC's with respect to the CAPS Program and for the ongoing success of the CAPS Program within assigned area(s) of the Region. The ARD uses the advice and guidance of the RSC's in regards to the quality implementation of the regional CAPS program.

d. Role of the PPQ Regional Director (RD)

The RD is the PPQ manager in each region with overall authority and administrative responsibility for all PPQ programs within the Region. The RD has the final responsibility for signing cooperative agreements, approving program activities, and administrative decisions within the Region.

3. National Structure

a. National CAPS Committee (NCC) structure and responsibilities

The NCC includes:

- The NSC
- The RSC's
- A representative from each of the four Regional Plant Boards
- Two SPHD's
- Two university cooperators
- A representative from CHPST
- A representative from Information Technology (IT)
- A NAPIS user services member
- A representative from CSREES
- Various Ad Hoc members including a representative from DHS and USFS

NOTE: For list of members, see

<http://www.aphis.usda.gov/ppq/ep/pestdetection/national.html>

The main duties of this committee include:

1. The developing, drafting, and publishing recommended CAPS and pest detection policy, budgets, and protocols for survey implementation.
2. Reviewing the annual Regional CAPS Guidelines prior to posting them on the NAPIS restricted access website.
3. Developing an annual Priority and Secondary Pest Lists of exotic

plant pests and weeds of concern to PPQ. (The Regional and State Survey Committees use the Priority and Secondary Pest lists in their survey planning process).

4. Acting as the oversight or advisory committee for the NAPIS database and CAPS Program website.

- b. Role of the National Survey Coordinator (NSC)

The NSC is a member of the PDMP staff (see item 2. Pest Detection and Management Programs, [page 22](#) and is responsible for the central coordination, support, and leadership to expand and strengthen the existing CAPS program. The NSC is the ADODR for the Cooperative Agreement with Purdue University which provides the administrative and financial framework for the NAPIS database and related websites. The NSC is also the chairperson of the NCC. The NSC, with input from the three-tiered committee system, sets plant pest detection priorities and implements survey and detection activities in the United States. Communication with the committees, prioritizing needs, assessing risk, managing the allocation of plant pest detection funds and resources, and formulating a plant pest list for future surveys are essential duties of the position. The NSC also participates in the annual budget formulation and ensures the development and transfer of survey technology so that it is available for use by the CAPS community.

The NSC has nationwide responsibility to coordinate activities of CAPS through RSC's and to ensure that NAPIS meets the needs of CAPS. The NSC is responsible for ensuring that CAPS is included in the planning and implementation of national PPQ programs and is also responsible for the tracking of programs through performance measures.

COOPERATIVE AGRICULTURAL PEST SURVEY (CAPS)

National Level

National Survey Coordinator
Coanne O'Hern
(301) 734-4387

Regional Level

Eastern Region

Western Region

Regional Survey Coordinators
John Stewart and Lloyd Garcia
919-716-5546 919-716-5709

Regional Survey Coordinators
Roeland Elliston and William Kauffman
970-494-7572 970-494-7571

AL, CT, DE, FL, GA, IL, IN, KY, MA,
MD, ME, MI, MN, MS, NC, NH, NJ, NY,
OH, PA, PR, RI, SC, TN, VA, VT, WI,
WV

South
AR, AZ, CO, HI, KS, LA,
MO, NM, NV,OK,TX,UT

North
AL, CA, IA, ID, MT,ND,
NE, OR, SD, WA, WY

For a complete listing of CAPS cooperating personnel and their respective addresses, telephone numbers, fax numbers and email addresses, refer to the files located on the NAPIS and CAPS websites.

c. National Agricultural Pest Information System (NAPIS)

The purpose of NAPIS is to provide plant pest survey data on a national scale. NAPIS is a database system maintained by the Center for Environmental and Regulatory Information Systems (CERIS) located at Purdue University. (Purdue University has a cooperative agreement with APHIS). NAPIS operates in this system along with other databases including EXCERPT and the National Pesticide Information Retrieval System (NPIRS). CERIS directly supports NAPIS in the areas of database management systems administration, development and operations, staff and user training, and operation of the NAPIS hotline.

NAPIS is a limited access database. Information access is available to authorized users that include State and Federal plant regulatory officials and members of the land-grant university system at no cost to the individual. It is a web based system and includes two web sites, one of which is for public use.

NOTE: The public NAPIS website is <http://ceris.purdue.edu/napis>

NAPIS provides access to county level pest distribution information on a wide range of insects, fungi, viruses, weeds, nematodes, and biocontrol organisms. NAPIS includes data sets which are frequently used and preprogrammed to generate specialized reports. However, NAPIS also includes generalized data collected using many different methods and entered in different formats. Therefore, the background of a data set must be understood before an appropriate interpretation can be made. Training in the use of NAPIS is one necessary component to being able to understand the organism data sets available in this database. Initial training is provided by Purdue University through the cooperative agreement while ongoing training is provided, as needed, by the RSC's or designees.

The CAPS Program website also contains a wealth of textual and graphic information organized by State and organism name. Organism fact sheets, Federal regulations and rulings, data input forms, and distribution maps are a few of the offerings. Two of the specialty information areas include the Federal Register dealing with APHIS issues and the State home pages.

The NAPIS Survey database is a complex matrix consisting of over 1.3 million records. Each record has potentially twenty-two fields of data and of those twenty-two fields, there are eight required fields. Eleven of the twenty-two fields are supported by reference files which vary in size from nine entries to over 8,200 entries. Thus, it is easy to imagine the vast number of valid and invalid combinations of data that might be entered. To sort out the myriad pieces of data and provide a structure from which information might be drawn, the NAPIS system provides nine report options. Each option was created to provide a different view or assist in presenting the chosen set of observations in a different way.

The twenty-two NAPIS record fields are:

Observation Number	Observation Date	Data Source
State-County Code	EPA Site Code	Crop Life Stage
Crop Situation	Latitude	Longitude
EPA Pest Code	Pest Life Stage	Pest Status
Survey Method	Quantification	Descriptor Units
Total Units Checked	Positive Units	Observation Duration
Diagnostic Lab	Confirmation Method	Biocontrol Target
Notes		

Users may access the NAPIS database from the restricted CAPS website via the Internet or through the direct dialup telephone service (1-800-435-9994). Most connections have made been via the Internet in the last 4 years.

For information on how to access and operate the NAPIS database, contact:

Jim Pheasant, NAPIS Hotline
User Services: (765) 494-9853
CERIS - Purdue University
FAX: (765) 494-9727
Internet: pheasant@ceris.purdue.edu

B. Other Groups That Provide Support to CAPS

NOTE: For a copy of the PPQ Chain of Command or telephone numbers, contact a RSC, SPHD, or see <http://www.aphis.usda.gov/ppq/orgchart>

1. Plant Health Programs (PHP)

This staff is responsible for the development and coordination of PPQ's national policies for plant and animal health program activities. The PHP staff develops and coordinates program initiatives in close cooperation with regional and field counterparts that have primary responsibility for policy implementation and quality control activities. PHP also has primary policy development responsibility for AQI, domestic programs, international standard setting, and conducting bilateral negotiations.

a. Biological and Technical Services (BTS)

BTS provides USDA-APHIS-PPQ with leadership in biological expertise required to identify and manage plant pest risks. BTS provides a scientific basis for regulatory decisions concerning the movement of plants, plant products, and plant pests. BTS represents PPQ and/or is an official liaison with other agencies in the Federal government, professional scientific societies, working groups, and advisory committees

with respect to risk analyses of plant pests. BTS provides leadership for PPQ's system of plant pest identification, is responsible for issuing permits, conducting pest permit and biotechnology evaluations, and managing pest interception data.

b. Phytosanitary Issues Management (PIM)

The PIM staff has primary responsibility for five functional areas of APHIS, PHP program activities:

- Import and Interstate Services
- Export Services
- Accreditation
- North American Plant Protection Organization (NAPPO) and International Standards
- Phytosanitary Trade Issues.

Export Services (ES) coordinates export certifications performed by PPQ officers and approved State and county certifying officials. Certified agricultural commodities include grain and some slightly processed food products, seed, fresh fruits and vegetables, nursery stock and houseplants, trees, logs, lumber, and plywood.

ES actively tracks and disseminates the import information for more than 218 countries. This information is available to certifying officials and subscribers through the EXCERPT database. EXCERPT contains phytosanitary import regulations, by country, for unrestricted, restricted, and prohibited commodities. In addition to dealing with certification under existing regulations, ES provides export certification program and policy information used in the development of new phytosanitary regulations with other countries concerning exportations of eligible U.S. commodities.

EXCERPT is housed and maintained at Purdue University in the CERIS system under a cooperative agreement. EXCERPT links scientific names of organisms of export concern to the NAPIS public website via the Internet.

NOTE: For additional information concerning PIM, see www.aphis.usda.gov/ppq/pim.

c. Policy, Planning, and Critical Issues (PPCI)

PPCI is an analytical unit within the PHP Director's office. The staff is responsible for conducting analytical studies and strategic planning activities for both PHP and PPQ decision makers. PPCI's analytical studies regularly identify key issues and propose viable solutions and options for PPQ program activities. PPQ's strategic management process has been designed to help the PPQ Executive Team, program managers, and stakeholders focus on the Agency's long-term strategic goals and program objectives. This is a dynamic process that requires periodic review to incorporate revised strategic priorities and program objectives appropriately. PPCI staff members are also responsible for coordinating and managing the implementation of new, emerging, or

high profile administrative and program activities within PHP and other PPQ units as requested. These are generally issues that cut across program lines, require immediate action, and are pending identification and development of program leadership.

d. Regulatory Coordination (RC)

RC is a unit within PPQ responsible for analyzing regulatory needs, drafting decision and information memoranda, and developing regulatory work plans. They review, analyze, and produce documents relating to environmental compliance. This staff facilitates regulatory activities within PPQ programs by coordinating with Environmental Services, Office of General Counsel, and other agencies. They also coordinate public meetings, workshops, and special projects. They provide technical information to PPQ through the Manuals Unit, the APHIS Library, and they work closely with the Policy and Program Development (PPD) and Regulatory Analysis and Development (RAD) units of APHIS.

2. Pest Detection and Management Programs (PDMP)

PDMP, a unit within PPQ, provides consolidated national leadership for planning and coordinating exotic plant pest and weed surveillance and emergency programs. PDMP collaborates with other APHIS units and stakeholders to develop and implement policies to strengthen the Agency's emergency response capabilities. The PDMP Staff is also responsible for coordinating the planning and development of budget packages to support exotic pest and weed surveillance and emergency program activities, including contingency fund requests and transfers from the Commodity Credit Corporation. PDMP enhances stakeholder and collaborator relationships and communication by maintaining systems for sharing information, including current program-specific web sites.

NOTE: For additional information concerning Pest Detection and Management Programs, see www.aphis.usda.gov/ppq/ep

a. Invasive Species and Pest Management (ISPM)

The ISPM staff provides leadership and guidance in the implementation and maintenance of domestic plant pest detection, eradication, and management programs such as gypsy moth (GM), Japanese beetle (JB), imported fire ant (IFA), etc. ISPM staff officers establish goals and objectives for PPQ programs, coordinate operational and strategic planning, and provide PPQ management with regular reports and updates on program progress. The staff also coordinates and provides environmental assistance to agency field officials and serves as technical consultants to PPQ field offices as well as to other Federal Agencies, State cooperators, and industry for pest program activities.

NOTE: For additional information concerning ISPM, see www.aphis.usda.gov/ppq/ispm

b. Cotton Pest Programs (CPP)

The Cotton Pests staff works closely with the cotton industry and cooperating States in eradicating two key pests of cotton, boll weevil and pink bollworm. The boll weevil eradication program involves all 17 cotton-producing States. Pink bollworm eradication currently involves West Texas, New Mexico, and Chihuahua (Mexico), with Arizona and Southern California expected to join in the near future. The Cotton Pests staff provides technical advice and coordination to the various program areas, and oversees the allocation of Federal cost-share funding, along with short-term loans from USDA's Farm Service Agency to eradication programs.

c. Emergency Programs (EP)

EP is the PPQ Headquarters Staff responsible for providing the leadership in the planning, implementation, and review of various emergency programs. The staff initiates and monitors the rulemaking process to support emergency programs, coordinates the resolution of environmental compliance, and develops program budgets.

NOTE: For additional information concerning Emergency Programs, see www.aphis.usda.gov/ppq/ep

3. Center for Plant Health Science and Technology (CPHST)

CPHST is designed to provide the best possible scientific and technical support for regulatory science issues, commodity treatments, biological control issues, and to facilitate the NPAG. CPHST is responsible for overseeing all the PPQ laboratory operations and Methods Development Centers located in various parts of the country. CPHST assists in developing dynamic lists of targeted pests for which detection efforts will be focused from year to year. Developing new technologies for detection and survey methodology is a vital role that CPHST plays.

NOTE: For additional information concerning CPHST, see www.cphst.org

4. Smuggling Interdiction and Trade Compliance Programs (SITC)

SITC is a unit within PPQ that seeks to prevent the unlawful entry and distribution of prohibited agricultural products that may harbor harmful exotic plant and animal pests, diseases, or invasive species. The members of SITC conduct smuggling interdiction efforts at air, land, and sea ports of entry, conduct inspections of domestic markets for the presence of prohibited agricultural products, and conduct transit survey and smuggling interdiction efforts at truck weigh stations inside the country. SITC also provides educational and outreach support to importers, market owners, transportation companies, retailers, and the public regarding regulatory compliance. They gather

information to identify and close down smuggling pathways for prohibited agricultural products. SITC works closely with APHIS Investigative and Enforcement Services and

USDA's Office of Inspector General to investigate potential regulatory violations and prosecute violators to the full extent of the law.

NOTE: For additional information concerning SITC, see <http://www.aphis.usda.gov/ppq/trade>.

To report possible import violations, call 1-800-877-3835

5. Department for Homeland Security (DHS)

DHS is a Department in the U.S. Government, created in 2003, which is made up of all or parts of 22 different agencies from other governmental departments. Many of APHIS' AQI activities at ports of entry and approximately 2,700 PPQ personnel were transferred to the new Department's Bureau of Customs and Border Protection (BCBP) on March 1, 2003. Agencies such as U.S. Customs Service, U.S. Immigration Service, and the Federal Emergency Management Agency (FEMA) were also transferred to DHS.

DHS has the responsibility to protect the United States from acts of terrorism, including bioterrorism. This responsibility will require SPHD's, SPRO's, the CAPS Program, local law enforcement, and DHS to work closely in the planning and coordination of survey activities, training, and emergency preparation and response activities. The structure, the operational procedures for interaction with DHS, and a definite and detailed plan for interaction between DHS and the CAPS Program are evolving.

6. International Services (IS)

IS is the branch of APHIS that works outside of the United States under the authority of the Foreign Service Act (1980) and Executive Order 12363 (1982). IS directly employs Americans (Foreign Service Officers-FSO) and host country nationals (Foreign Service Nationals-FSN) stationed in 27 foreign countries on 6 continents. The Deputy Administrator for IS manages the unit from APHIS Headquarters in Washington, D.C., and, in coordination with technical and administrative staff in Riverdale, Maryland, supports international operations. Regional offices, area offices, and work units support the IS employees. IS also shares responsibility with other international organizations to manage the work of more than 2,000 host country nationals in various countries who work for international commissions set up to control specific agricultural pests or disease problems.

NOTE: For additional information concerning International Services, see www.aphis.usda.gov/is

7. Policy and Program Development (PPD)

PPD is the unit that provides PPQ and APHIS with a wide variety of key functions including formulating the Agency's budget, developing all regulations, conducting and coordinating regulatory analyses that include economic and environmental risks, and assisting with overall planning and policy development. The staff's primary focus activities around the regulatory and budgeting process, but also lead efforts with programs to design and facilitate planning and evaluation of programs and activities.

NOTE: For additional information concerning PPD, see www.aphis.usda.gov/ppd

8. Non-government volunteer groups/individuals

On occasion, PPQ may enlist the volunteer help of interested groups or individuals to participate in local pest detection surveys. Volunteers may represent various groups which could include garden clubs, professional societies, nature groups, and others too numerous to list. Depending upon the specific program, a survey program could result in a 1 to 3 year commitment on the part of the volunteers and require APHIS to develop a long-term plan of action for using volunteers. This type of involvement is under consideration by PPQ and procedures for volunteer involvement are being developed.

NOTE: For a complete listing of PPQ Regional Offices and SPHD's, see www.aphis.usda.gov/travel/aqi.html or <http://ceris.purdue.edu/caps/names/index.html>

VI. ADMINISTRATIVE GUIDELINES

A. Funding

Line item funds are received through Congressional action in the form of annual appropriations. The appropriation's budgetary process requires extensive planning and formulation. Budget formulation begins approximately 18 months prior to the enactment of appropriation bills.

The APHIS Budget and Accounting Division (BAD) formulates the Agency budget estimates with information received from the various program units, e.g., PPQ, VS, etc. The initial budget estimates are forwarded to USDA's Assistant Secretary responsible for APHIS and the Office of Budget and Program Analysis (OBPA) for review. Following OBPA's review and analysis, the Department decides how much to include for each Agency in the total USDA budget request. The request is then sent to the Office of Management and Budget (OMB) in September (12 months prior to the beginning of the fiscal year for which it is requested).

In December, after reviews and discussions between OMB, the Treasury Department, and the Council of Economic Advisors, the budget requests are forwarded to the President. In January, the President submits a complete Federal budget to Congress and Congress has 10 months to agree on a budget before the beginning of the fiscal year. Specific fiscal year information for program allocations may be obtained from the RSC.

1. CAPS Guidelines to Receive Funding

The principle cooperator from each State must submit a yearly Core CAPS Work Plan that describes the infrastructure and methodology used to determine plant pest surveys for their State. Surveys for exotic pests and weeds, program pests, and export facilitation as recommended in the *Safeguarding Review* should be designed and conducted to protect our nation's food supply and environmental resources in accordance with the Homeland Security initiative.

Pest detection core funding will be administered to provide the framework necessary to handle, in an orderly and expeditious manner, the detection of exotic pests and weeds and the initial control or eradication of a newly detected pest. Each State is expected to conduct pest detection surveys as part of core level funding. If there are sufficient core funds left after surveying for CAPS Priority or Secondary List pests, the SCC's may use the remaining core CAPS funds to survey for pests of local or State concern. These surveys may expand the State's ability to export agricultural commodities or fill in pest distribution information gaps within the State.

Core funding is not the same for each State. The amount of core funding is determined by the RD and is based on various factors including recommendations from the National and Regional Survey Coordinators. The main factors for determining a State's core funding level are the size and diversity of the State's agricultural and environmental interests and the need to support the CAPS Program in that State. States with smaller or less diverse agricultural and environmental interests may require a smaller core funding amount while States with greater or more diverse agricultural and environmental interests or needs may require a larger core funding amount to fulfill the basic core funding criteria. Currently, many States and cooperators have neither the resources to conduct surveys according to guidelines nor are they able to conduct surveys adequately to provide early detection of exotic plant pests, diseases, or weeds. Additional core funding may be allocated to address these deficiencies and to expand cooperative agreements with all States. The goal is the implementation of a comprehensive national survey program that also supports homeland security initiatives and bio-terrorism priorities.

A State must perform basic activities to receive pest detection core funds. The basic core funding provides monies to support the following required activities and the Core CAPS Work Plan should address each of the required activities:

a. SSC Position

Each State participating in and receiving CAPS funding, must have a full time SSC or equivalent staff year among its staff. CAPS funds may be used to support this position or its equivalent.

The principle cooperator will develop an infrastructure, including an SSC, responsible for coordination of the state's CAPS Program and the SCC, and act as liaison with the State PPQ office and the PSS. Each Core CAPS Program will develop a network to use existing State, regional, and national resources in the evaluation of risks of specific exotic plant pests and weeds and set State survey priorities accordingly. (See item d. Role of State Survey Coordinators, page 13)

b. Data Management

Each State is responsible for entering complete, accurate, and timely pest survey data into NAPIS using approved protocol. CAPS funds may be used to purchase and maintain the required equipment to ensure this occurs. Some of the data entry requirements are listed below:

- Enter new National, State, and county records into the NAPIS database within 48 hours of confirmation of identification by a qualified identifier.
- Noncritical, redundant records must be entered into NAPIS within 2 weeks of confirmation.
- Survey maps and data collection will be conducted with GIS and GPS technology.

c. Pest Surveys

Each State must conduct survey activities for pests selected from the PPQ Priority and Secondary Pest Lists provided in the Regional CAPS Guidelines and for pests of specific interest to the State. The work plan must specifically list which pests will be targeted using core funds.

Each year the NCC identifies pests to be included in the current year's pest surveys. Pests are assigned to the PPQ Priority List or the Secondary Pest List. SCC's use these two lists to plan their current year's survey.

Priority Pests are plant pests of major concern to American agriculture and ecosystems as determined by concerns of the DHS, the NCC, and the RCC's. Secondary Pests are pests which have previously been listed as Priority pests but because of new situations or conditions have been replaced on the Priority List by pests of greater concern. The pests listed on the Secondary List are still of major concern to PPQ.

d. Pest Risk and Pathway Analysis

Using the Priority Pest List, the SCC will assess specific pest risk within his or her State by examining existing pathways and reviewing available information such as AQI and other databases and pest specific Pest Survey Assessments (PSA) included in the Regional CAPS Guidelines. Analysis of pest risk at the State level should be conducted by first determining high risk sites identified in each PSA and then by preparing work plans to address these areas. New information regarding the identification of pathways and areas at risk that warrant additional monitoring or survey should be provided to the RCC for further evaluation and incorporation into PSA's.

e. Public Outreach and Risk Communication

Education and communication must be an integral part of each State Survey Program. The SSC, in conjunction with the PSS, is responsible for public outreach and risk communication with entities such as State and Federal cooperators, university cooperative extension services, DHS, environmental resource groups, and agricultural industry representatives. Fact sheets, educational material, and pest distribution maps for each identified pest on the State Plant Pest list should be developed for distribution as appropriate.

Projects under the CAPS umbrella (parts 1, 2, and 3 of Package Outline shown below) need to be submitted as a distinct package. This will facilitate quicker review and processing by the different program managers who cover the program pests and also the RCC, which will review the CAPS pest detection component.

Package Outline

Part 1): Core Project Work Plan

- Includes the infrastructure for the SSC, Data Management, priority pest Lists, Pest Risk Pathway Analyses, Public Outreach, and Risk Communication
- The Individual surveys that will be covered by this infrastructure, i.e. Surveys of local state concern and exotic pest surveys that can be conducted
- A list of specific pests targeted for survey using core funds
- Financial plan

Part 2): Exotic Pest Surveys that require additional funding

- A work plan with financial plan for each

Part 3): Surveys covered by other program budgetary line items, i.e. gypsy moth, pine shoot beetle, noxious weeds, Karnal bunt, emerging plant pests, etc.

Additional supplemental programs or projects may be funded through Pest Detection Survey agreements. Proposals for additional surveys should be submitted, as part of

the Part 2 package, by the State for review and approval by the RCC. If the proposals are within the parameters of the national survey protocol, they may be funded using any remaining fiscal year CAPS survey funds.

Survey work plans will be reviewed by the RCC and approval recommended based on overall quality of infrastructure and number of surveys covered. The work plans, with budget proposals and RCC recommendations, are forwarded to the RD for approval.

NOTE: See Regional CAPS Guidelines on the CAPS restricted site homepage (<http://ceris.purdue.edu/caps/>) or contact your RSC or SPHD for more specific information on core funding and work plan preparation.

B. Program Planning, Implementation, Evaluation, and Reporting

Program proposals are prepared at the State level by each SSC based on each State's needs and reviewed with the PSS. The proposal is then forwarded to the RSC by July 1 of each year. Proposal documentation required by July 1 differs depending upon whether the proposal is for the fiscal year or the calendar year. For more specific instructions for proposal preparations, see the Regional CAPS Guidelines.

Funding is established by PPQ based on preset criteria. Once a proposal is approved by the RD, individual surveys can be established.

1. Planning Phase

a. Approximately 1 year before a proposed survey season, the individual SCC meets to develop a list of pests for which they plan to survey. There are several things that must be considered during the development of a list of pests. Items for consideration include: information received from PPQ (Regional CAPS Guidelines) stating the parameters for funding various surveys; the CAPS Priority and Secondary Pest Lists developed by the NCC; prior pest lists; new pests of local significance; and any other factors which might indicate the need to survey for a specific pest. The proposed State Survey Pest Lists are forwarded to the RCC for review and consideration.

b. The RCC reviews the individual proposed State Pest Lists and considers them during the development of a proposed Regional Pest List. The Regional Pest List is forwarded to the NCC for review and consolidation.

c. The NCC reviews the proposed Regional Pest Lists and considers them during the development of the National CAPS Priority and Secondary Pest Lists. These National CAPS Priority and Secondary Pests Lists are then sent back to the SCC's through the RSC's via the Regional CAPS Guidelines. The RCC's produce Annual Regional CAPS Guidelines for use by the SCC's for planning their surveys.

d. The SCC's will use these lists and Regional Guidelines to develop their survey plans and budgets for the following year.

e. In January of each year, the NCC meets to outline national and regional goals and priorities for the subsequent fiscal year.

f. During the spring, States prepare proposals to conduct projects which address the Regional goals.

g. By June or July, individual States develop work plans that reflect State, PPQ, and regional interests as discussed in the regional meetings. The proposed work plans are considered and then approved, rejected, or returned with modifications by the Regional Office.

h. In August, the State work and financial plans are submitted to the RSC for approval along with the Cooperative Agreement.

i. In November, the RCC's meets to discuss program targets to set goals for the following survey year, and to evaluate the previous survey year.

j. During the year, the RCC's and NCC work with PPQ management to set goals for up to 3 fiscal years.

NOTE: For more specific information concerning report requirements and due dates, contact a RSC or refer to the Regional CAPS Guidelines.

2. Implementation Phase

Beginning in October, State activities proceed according to the approved work plan for the Federal fiscal year. Mid-season changes in the plan may be accommodated with consultation and approval of all parties. It is recognized that activity levels vary through periods of the year and regions of the country.

NOTE: The October beginning may not be the same for all States. Some cooperative agreements operate on different cycles such as the calendar year or State fiscal year. For additional information concerning cooperative Agreements, contact a RSC.

3. Evaluation and Reporting Phase

a. As required by OMB Circular A102 and 7CFR 3016, a final Annual Financial Status Report and a narrative Accomplishment Report must be submitted within 90 days after an annual Cooperative Agreement (funding period) expires. An extension may be granted if requested by the cooperator, is recommended by the SPHD/ADODR, and approved by the RD. The SPHD may request semiannual or quarterly reports which, if requested, are due within 30 days of the end the reporting period.

b. Within 30 days of receiving the State's annual report, the SPHD must submit a written evaluation of the State's performance to the SSC. The evaluation should

include input from the PSS. The evaluation depends upon the work plan and must address the funding criteria previously agreed to by the State and the SPHD.

Because the participants in the CAPS program vary in survey philosophy and technological advancement, one must compare a cooperating State's performance to a carefully developed work plan. That plan must reflect the unique relationship of that State with other States in the region as well as with PPQ rather than by criteria applied equally to all States. Therefore, the evaluation process should include both a goal setting step (development of the work plan) and an end-of-activity period evaluation.

Further, the evaluation process should:

- Allow for variability in production not related to performance efficiency (i.e., unexpected equipment failures)
- Require that evaluations be clearly documented
- Have some means of redressing grievances related to evaluations

NOTE: In situations where an SSC believes that the SPHD's evaluation is unfair, he or she may request that the PPQ RD and the NSC appoint an outside reviewer.

c. A PPQ/State activity report, in narrative and table form, that lists the different surveys and activities conducted in cooperation with PPQ during the fiscal year is required by the RD's by December 15 of each year. This report will be in template form and requested by each SPHD in November in order to have the information to the RSC's no later than December 15. The information from these reports is consolidated into a national PPQ report (Plant Board Annual Report) and is presented at each of the Regional Plant Board meetings beginning in early February of each year.

NOTE: For additional information concerning this report, contact a SPHD, PSS, or RSC.

For any survey conducted under the auspices of the CAPS Program, appropriate data records must be submitted to the NAPIS database prior to the submission of the final report.

d. By February 1 of each year, the regional offices will submit a CAPS Agreement Allocation Review for the current year to the NSC. The report will be listed by State and include the names for proposed projects, approved projects, amount of funds requested by project, amount of funds approved by project, and the total allocations by project for the previous year.

4. Procurement of Survey Supplies

PPQ program trapping supplies are purchased for the entire United States by a PPQ Program Support Specialist. The consolidation of trap procurement at the national

level allows PPQ to receive large quantity purchase price discounts. It also allows for an inventory at one central location to meet emergency needs. Multi-year contracting lowers costs, enhances standardization, reduces the administrative burden in the placement and administration of contracts, assures continuity of production thus avoiding annual startup costs by vendors, lessens preproduction testing costs, and lowers “make-ready” expenses and “phase-out” costs.

A Program Support Specialist is responsible for administrating, managing, and coordinating the field procurement and inventory of survey supplies to support the Agency’s plant health programs. This person has responsibilities to maintain specifications on trap design, coordinate “first article testing,” maintain material safety data sheets, monitor activities to assure all supplies conform to “contract scope provisions,” and establishes “change notice” procedures to communicate changes to the contracts.

NOTE: The contact for procedures to order survey supplies is located at www.aphis.usda.gov/ppq/ispm/trap.

There is a PPQ Trap Supplies database where the field can check the status of their survey supplies order. Requests for access to this database can be obtained through the contact listed at the above website.

VII. GLOSSARY

NOTE: The information marked with an asterisk (*) in this Glossary is taken from North American Plant Protection Organization (NAPPO)/Food & Agriculture Organization (FAO) Glossary of Phytosanitary terms. NAPPO Secretariat, Canada: Ottawa. Oct. 1999. For additional information concerning NAPPO, FAO, or International Plant Protection Convention (IPPC) glossaries, see www.nappo.org, www.fao.org/docrep/W3587E/w3587e01.htm, and www.aphis.usda.gov/ppq/pim/pimglossary.pdf

ACCREDITATION*

Official recognition of proficiency resulting in the approval and authority to perform specific tasks or provide specific services in full or partial support of fulfilling official obligations.

ACTIONABLE PEST

A plant pest of potential economic importance to the area endangered thereby and not yet present there or present but not widely distributed and being officially controlled. This is the same definition used by the International Plant Protection Convention (IPPC) for a quarantine pest.

ANIMAL AND PLANT HEALTH INSPECTION SERVICE

A unit within the Department of Agriculture responsible for protecting American agriculture and the environment from foreign plant pest introductions and establishment (exotic pests), facilitating international agricultural commerce (export certification), and for conducting certain other plant and animal protection activities. <http://www.aphis.usda.gov/>

AUTHORIZED DEPARTMENTAL OFFICIAL'S DESIGNATED REPRESENTATIVE

A PPQ employee with authority to manage a cooperative agreement on behalf of the government. For the purpose of this document, the SPHD is administering CAPS State Cooperative Agreements.

CAPS COOPERATORS

People/agencies/groups that help PPQ in performing CAPS and other APHIS programs. For CAPS, this would be the survey data processing network and outreach efforts coordinated by the SSC.

CERTIFICATION

The use of a single procedure or combination of quarantine procedures to provide pest-free movement of commodities.

CERTIFICATION (EXPORT)

Legal documentation stating that the itemized commodities, originating in the United States, meet the phytosanitary requirements of the receiving country.

COOPERATIVE AGREEMENT

A vehicle to transfer money, property, services, or anything of value to a cooperating government agency, individual, or non-government organization to accomplish a public purpose, provide support, or stimulation. The CAPS program relies to a large extent on cooperative agreements between APHIS/PPQ and SPROs.

DETECTION SURVEY *

A survey conducted in an area to determine if pests are present.

ERADICATION *

Application of phytosanitary measures to eliminate plant pests from an area.

ESTABLISHED

Perpetuation, for the foreseeable future, of a pest within an area after entry.

ESTABLISHMENT (of an organism) *

Perpetuation, for the foreseeable future, of a pest within an area after entry.

EXCERPT

Export Certification Project is a database maintained by PPQ. EXCERPT actively tracks and disseminates information on commodity importation requirements from more than 140 countries.

EXOTIC

A pest which originates from another country and is not native to or long established in the country where detected.

EXPORT

To convey a commodity from one country or region to another for purposes of trade.

EXPORT FACILITATION

Provision of data to facilitate export certification or export negotiation. For CAPS purposes, data is reported at the county level.

FINANCIAL PLAN

A document that states and explains the planned expenditures for a program or activity. For the CAPS Program, this document is attached to the annual work plan.

FISCAL YEAR

An accounting period of 12 months but not necessarily the calendar year. The Federal Fiscal Year is the period from October 1 through September 30.

FOOD AND AGRICULTURE ORGANIZATION

A branch of the United Nations dealing with international agricultural issues.
www.fao.org/docrep/W3587E/w3587e01.htm

IMPORT

To bring from a foreign or external source.

INFORMATION AND TECHNOLOGY STAFF

A staff within APHIS that is responsible for providing and administering communications equipment and systems including telecommunications, computer systems, databases, and websites.

INTERGRADED PEST MANAGEMENT

A programmatic approach to pest control that has as its foundation the use of biological control methods, plant breeding, and the judicious application of pesticides, especially pest specific pesticides.

INTRODUCTION*

Entry of a pest resulting in its establishment.

LINE ITEM

An individual account or part of an account for a specific amount of money designated by Congress. Congress earmarks funding for specific line items within the annual appropriations and appropriations which may be used over an unlimited period of time (no-year funds).

NAPIS USER SERVICES MEMBER

The individual at Purdue University who operates the NAPIS Hotline, develops and provides NAPIS training, and oversees the NAPIS database. (Jim Pheasant)

NATIONAL PLANT BOARD

An organization of the plant pest regulatory agencies of each of the States and Commonwealth of Puerto Rico. One goal of the organization is to maintain contacts with the United States Department of Agriculture and other federal and state agencies concerning quarantine policies that have national, regional or individual state effects. <http://www.aphis.usda.gov/npb/>

NEGOTIATION (EXPORT)

The process through which the phytosanitary officials of nations agree to requirements for export/import certification.

NEW PEST ADVISORY GROUP

A group of subject matter experts convened by PPQ that coordinates an appropriate regulatory and scientific response to newly detected plant pests in the United States. The NPAG is facilitated by CPHST. The deliverables are NPAG data sheets, periodic reports, and the development of a web site that will list all of the newly detected pests that have been considered by the NPAG since its inception. <http://www.cphst.org/npag/>

NORTH AMERICAN PLANT PROTECTION ORGANIZATION

An international organization that provides a continental approach to plant protection by affording a means of sharing information and furthering common goals in plant health activities. Comprised of federal plant protection officials of Canada, the United States and Mexico. <http://www.nappo.org>

OCCUR

A pest is said to occur in an area or country if it has been officially reported to be indigenous or established there and has not been officially reported to have been eradicated.

OCCURANCE*

The presence in an area of a pest officially reported to be indigenous or introduced and/or not officially reported to have been eradicated.

PATHOGEN

A specific causative agent (such as a bacterium or virus, etc.) of a plant or animal disease.

PEST (PLANT) *

Any species, strain, or biotype of plant, animal, or pathogenic agent injurious to plants or plant products. **NOTE:** Vertebrate pests are not included in CAPS Programs.

PEST DETECTION

A methodical procedure to determine the characteristics of a pest population or to determine which species occur in an area.

PEST MANAGEMENT

The use of any strategy or combination of strategies designed to eradicate, suppress, or manage pest populations at a level sufficient to protect agricultural and forestry resources.

PHYTOSANITARY *

Pertaining to plant quarantine.

PHYTOSANITARY REGULATION *

Official rule to prevent the introduction and/or spread of quarantine pests, by regulating the production, movement or existence of commodities or other articles or the normal activity of persons, and by establishing for phytosanitary certification.

PLANT PROTECTION AND QUARANTINE

A unit within USDA-APHIS, that consists of line personnel who report through regional offices, methods development centers, and staff units.
<http://www.aphis.usda.gov/ppq/>

PLANT QUARANTINE *

All activities designed to prevent the introduction and/or spread of quarantine pests or to ensure their official control.

PORT RISK COMMITTEE

A small group of port AQI Employees organized to evaluate local pest risk, primarily to better allocate local resources. They are usually comprised of one or more port identifiers, inspectors, and managers. The resource most often adjusted as a result of their work is inspection activities. Since the transfer of AQI activities to DHS, the future of these committees is uncertain.

PRIORITY PEST LIST

A list of exotic plant pests and weeds prioritized by the National CAPS Coordinator, with input from the Regional and SCC's and the Global Pest and Disease Database. The lists include pests considered to be potentially significant if they were to become established in the United States.

PRIORITY PESTS

Plant pests of major concern to American agriculture and ecosystems as determined by concerns of the NCC, the RCC's, and DHS.

PROFESSIONAL DEVELOPMENT CENTER

The Professional Development Center (PDC) supports the [Plant Protection and Quarantine's \(PPQ's\) mission](#), vision, and values by providing training and educational advice, leadership, and consultation, in addition to delivering employee development programs that promote continual learning and employee competence and professionalism. <http://inside.aphis.usda.gov/ppq/pdc>

QUARANTINE *

Official confinement of plants or plant products subject to phytosanitary regulations for observation and research or for further inspection, testing, and/or treatment.

RAPID RESPONSE TEAM

A group of PPQ selected employees whose purpose is to initiate emergency pest program activities including survey, regulatory, control, and administrative. As program needs warrant, management may use the team or individual team members for nonemergency programs. Generally, assignments are for emergency use only and assignments are usually for 30 days or less.

SAFEGUARDING REVIEW

The review of APHIS-PPQ's safeguarding system conducted in 1999, by the National Plant Board or the subsequent report "*Safeguarding American Plant Resources—A Stakeholder Review of the APHIS-PPQ Safeguarding System.*" A copy of the report may be read in its entirety at www.safeguarding.org.

SECONDARY PESTS

Pests which have previously been listed as Priority Pests but because of new situations or conditions have been replaced on the Priority List by pests of greater concern. The pests listed on the Secondary List are still of major concern to PPQ.

SURVEY *

A methodical procedure to determine the characteristics of a pest population or to determine which species occur in an area.

WORK PLAN

A work plan is a plan-of-action that specifies a cooperator's survey objectives, expected results, approach, and geographical areas to be surveyed during a fiscal year.

WORLD TRADE ORGANIZATION

The global international organization dealing with the rules of trade between nations. At its heart are the WTO agreements, negotiated and signed by the bulk of the world's trading nations and ratified in their parliaments. The goal is to help producers of goods and services, exporters, and importers conduct their business. <http://www.wto.org/>

VIII. ACRONYM LIST

This is a list of acronyms used in the Cooperative Agricultural Pest Survey Program Guidebook.

ADODR	Authorized Departmental Official's Designated Representative
ALB	Asian Long-horned Beetle
APHIS	Animal and Plant Health Inspection Service
AQI	Agricultural Quarantine Inspection
ARD	Assistant Regional Director
BAD	Budget and Accounting Division
BCBP	Bureau of Customs and Border Protection
BTS	Biological and Technical Services
CAPS	Cooperative Agricultural Pest Survey
CC	Citrus Canker
CERIS	Center for Environmental and Regulatory Information Systems
CPHST	Center for Plant Health Science and Technology
CPP	Cotton Pest Programs
CSREES	Cooperative State Research, Education, and Extension Service
DHS	Department of Homeland Security
EOIS	Executive Order #13112 on Invasive Species
EP	Emergency Programs
ES	Export Services
EXCERPT	Export Certification Project
FAO	Food and Agriculture Organization
FEMA	Federal Emergency Management Agency
FSN	Foreign Service Nationals
FSO	Foreign Service Officers
GIS	Geographic Information System
GM	Gypsy Moth
GPS	Global Positioning System
IFA	Imported Fire Ant
IPPC	International Plant Pest Convention

IS	International Services
ISPM	Invasive Species and Pest Management
IT	Information and Technology Staff
JB	Japanese Beetle
Kb	Karnal bunt
NAPIS	National Agricultural Pest Information System
NAPPO	North American Plant Protection Organization
NCC	National CAPS Committee
NIS	National Identification Service
NPAG	New Pest Advisory Group
NPIRS	National Pesticide Information Retrieval System
NSC	National Survey Coordinator
OBPA	Office of Budget and Planning Analysis
OMB	Office of Management and Budget
PDA	Personal Digital Assistant
PDC	Professional Development Center
PDMP	Pest Detection and Management Programs
PHP	Plant Health Programs
PIM	Phytosanitary Issues Management
PPD	Policy and Program Development
PPIC	Policy, Planning, and Critical Issues
PPQ	Plant Protection and Quarantine
PPV	Plum Pox Virus
PSA	Pest Survey Assessments
PSS	Pest Survey Specialist
RAD	Regulatory Analysis and Development
RC	Regulatory Coordination
RCC	Regional CAPS Committee
RD	Regional Director
RSC	Regional Survey Coordinator
SCC	State CAPS Committee

SITC	Smuggling Interdiction and Trade Compliance Programs
SPHD	State Plant Health Director
SPRO	State Plant Regulatory Official
SSC	State Survey Coordinator
USDA	United States Department of Agriculture
USDI	United States Department of Interior
USFS	United States Forest Service
VS	Veterinary Services
WTO	World Trade Organization