

## FINDING OF EMERGENCY

The Secretary of the Department of Food and Agriculture (Department) determined that an emergency exists, and that the foregoing regulation is necessary for the immediate preservation of the public peace, health and safety, or general welfare. On May 20, 2016, peach fruit fly, *Bactrocera zonata*, was trapped in the Tracy area of San Joaquin County. This is the first time peach fruit fly has been detected in San Joaquin County.

The Secretary is proposing to amend this regulation pursuant to the authority in Food and Agricultural Code (FAC) Section 407, “the director may adopt such regulations as are reasonably necessary to carry out the provisions of this code which he is directed or authorized to administer or enforce,” and FAC Section 5322, “the director may establish, maintain, and enforce quarantine, eradication, and such other regulations as are in his or her opinion necessary to circumscribe and exterminate or prevent the spread of any pest which is described in FAC Section 5321.”

Additionally, FAC Section 401.5 states, “the department shall seek to protect the general welfare and economy of the state and seek to maintain the economic well-being of agriculturally dependent rural communities in this state” and Section 403 states, “the department shall prevent the spread of injurious insect pests.”

### Emergency Defined

“Emergency’ means a situation that calls for immediate action to avoid serious harm to the public peace, health, safety, or general welfare,” Government Code Section 11342.545. If a state agency makes a finding that the adoption of a regulation is necessary to address an emergency, the regulation may be adopted as an emergency regulation. Government Code Section 11346.1(b)(1).

In this document the Department is providing the necessary specific facts demonstrating the existence of an emergency and the need for immediate action to prevent serious harm

to the general welfare of the citizens of California, pursuant to Government Code Section 11346.1(b)(2).

Government Code Section 11346.1(a)(2) requires that, at least five working days prior to submission of the proposed emergency action to the Office of Administrative Law, the adopting agency provide a notice of the proposed emergency action to every person who has filed a request for notice of regulatory action with the agency.

Government Code Section 11346.1(a)(3) provides that if the emergency situation clearly poses such an immediate, serious harm that delaying action to allow public comment would be inconsistent with the public interest, an agency is not required to provide notice pursuant to Government Code Section 11346.1(a)(2). The Secretary believes that this emergency clearly poses such an immediate, serious harm that delaying action to give the notice pursuant to Government Code Section 11346.1(a)(2) would be inconsistent with the public interest, within the meaning of Government Code Section 11349.6(b).

#### California Environmental Quality Act

A Statewide Plant Pest Prevention and Management Environmental Program Environmental Impact Report (EIR) was prepared by the Department as the lead agency under the California Environmental Quality Act. The EIR addresses the potential impacts and mitigations when implementing the Statewide Plant Pest Prevention and Management Program activities related to peach fruit fly.

The PEIR may be accessed at the following website:

<http://www.cdfa.ca.gov/plant/peir/>.

#### Background

Peach fruit fly, *Bactrocera zonata*, is an insect pest which attacks the fruit of various plants including but not limited to apple, peach, pear, tomato and citrus. The female punctures host fruit to lay eggs which develop into larvae. The punctures admit decay organisms that may cause tissue breakdown. Larval feeding causes breakdown of fruit tissue. Fruits

with egg punctures and larval feeding are generally unfit for human consumption. Pupae may be found in fruit, but normally are found in soil.

An adult peach fruit fly was recently trapped in the County of San Joaquin County in the Tracy area. The detection of an adult peach fruit fly meets the State's, national and international standards that mandate intensive delimitation efforts to determine if an incipient infestation of the fly this area.

The immediate implementation of this proposed regulatory action is necessary to prevent the USDA, APHIS from considering the entire state as infested with peach fruit fly, rather than just the current area of San Joaquin County. If this were to occur, there would likely be additional detrimental quarantine requirements directed against California host commodities by the USDA, APHIS and our international trade partners.

This regulation will avoid harm to the public's general welfare by providing authority for the State to perform detection, control and eradication activities against *Bactrocera zonata* in San Joaquin County and make non-substantive changes to the host list. To prevent the spread of the fly to noninfested areas and to protect California's agricultural industry, it is necessary to immediately begin detection activities. Therefore, it is necessary to amend this regulation as an emergency action.

The California, national and international consumers of California apples, citrus, peaches and tomatoes benefit by having high quality fruit available at lower cost. It is assumed that any increases in production costs will ultimately be passed on to the consumer. The amendment of this regulation benefits homeowners who grow their own host fruits for consumption and host material which is planted as ornamentals in various rural and urban landscapes.

#### Action Plan

The peach fruit fly is a methyl eugenol attracted fruit fly. This amendment will provide authority for the State to perform specific detection, control and eradication activities

against the peach fruit fly in San Joaquin County. This authority includes, “The searching for all stages of the fly by visual inspection, the use of traps, or any other means.” It is immediately necessary to perform delimitation procedures within the Tracy area of San Joaquin County. These delimitation procedures are nationally and internationally accepted standards for establishing if there is an incipient infestation of peach fruit fly and exactly where it is. If it is confirmed that an incipient infestation is present, then a quarantine is established using a 4.5 mile radius surrounding the epicenter of the infestation. If delimitation procedures are not implemented, then by default the national and international standards would require a quarantine on the State for peach fruit fly. Minimally, this would be the entire county of San Joaquin because the Department would not be able to demonstrate any part of this county as free from peach fruit fly without delimitation activities.

Through delimitation, eradication treatment procedures would occur upon the detection of a second fly within three miles and one life cycle and a quarantine would not be implemented until the accepted quarantine trigger is reached (six adult flies within three miles and one life cycle or a mated female or pupa or larva).

The protocol for peach fruit fly delimitation is as follows:

Core square mile, surrounding each detection site is 0.5 mile radius with 25 methyl eugenol Jackson traps and 25 McPhail traps.

First buffer is 8 square miles surrounding core with 5 methyl eugenol Jackson traps per square mile.

Second buffer is 16 square miles surrounding core with 5 methyl eugenol Jackson traps per square mile.

Third buffer is 24 square miles surrounding core with 5 methyl eugenol Jackson traps per square mile.

Fourth buffer is 32 square miles surrounding core with 5 methyl eugenol Jackson traps per square mile.

The total radius of the delimitation area is 4.5 miles from each detection site, and total area is 81 square miles centered on each site. The traps are placed in priority working from the core outward through each buffer area. The methyl eugenol traps are a pheromone attractant and the McPhail traps are a food attractant for the peach fruit fly.

To prevent spread of the fly to noninfested areas in order to protect California's agricultural industry and urban environment, if necessary, treatment activities against the fly would have to begin upon the detection of a second life stage of the fly within three miles and within one life cycle. After the eradication trigger is met, treatments are to begin within 24-72 hours. However, "The searching for all stages of the fly by visual inspection, the use of traps, or any other means" must begin immediately to determine if there is an incipient infestation in San Joaquin County. Therefore, it is necessary to amend Section 3591.12(a) on an emergency basis.

#### Emergency Established

If the fly were allowed to spread and become established in host fruit production areas, California's agricultural industry would suffer losses due to decreased production of marketable fruit, increased pesticide use, and loss of markets if other states or countries enacted quarantines against California products. This in turn would negatively impact the State's economic recovery which in turn would impact the general welfare of the State. California's unemployment rate in March 2013 dropped to 9.6 percent. During the 12 months prior to March 2013, agricultural employment was up by 2.8 percent. The agricultural industry is one of the economic engines which are lowering the State's unemployment rate. Additionally, any job losses in this area would likely be felt by low-skilled workers whose employment options are already limited. The loss of any agricultural jobs would likely result in an increase in the State's public assistance obligations which would also negatively impact the State's economic recovery.

Per the 2014-2015 California Agricultural Statistics Review, California stone fruits (including peaches, plums, nectarines, apricots and cherries) were valued at \$811,835,000 in 2014. Additionally, out of the top 20 California commodities, tomatoes ranked 8<sup>th</sup> – at over \$1.6 billion and almonds ranked 2<sup>nd</sup> – at over \$5.8 billion.

California is the number one economic citrus state in the nation, with the USDA putting the value of California citrus at \$1,131,851,000 (Federal Register Vol. 71 No.83; published May 1, 2006; pg 25487). A 2002 report by the Arizona State University School of Business indicates that there is at least \$825.6 million of direct economic output and another \$1.6 billion when all upstream suppliers and downstream retailers are included. This represents over 25,000 direct and indirect employees. To protect this source of economic activity, California must do everything possible to eradicate peach fruit fly from the state.

The entire county of San Joaquin is being proposed as an eradication area because the utilization of this political boundary will avoid frequent amendments to the regulation if the peach fruit fly is detected elsewhere within this county and there are no associated impacts with the regulation if no flies are found. The existing regulation covers the entire counties of Alameda, Fresno, Los Angeles, Napa, Riverside, San Bernardino, Santa Clara, and Solano.

Fruit may have already been moved from the infested area to another portion of the county and flies which may have already spread naturally from the infested area may have already resulted in small infestations outside the current known infested area. Additionally, these fly finds have to be linked to smuggled uncertified fruit shipments which have been distributed within the State. Only through the implementation of this regulation would the Department be able to rapidly treat these small infestations in the affected county.

### Authority and Reference Citations

Authority: Sections 407 and 5322, Food and Agricultural Code.

Reference: Sections 5761, 5762, 5763 and 5764, Food and Agricultural Code.

### Informative Digest

Existing law provides that the Secretary is obligated to investigate the existence of any pest that is not generally distributed within this state and determine the probability of its spread and the feasibility of its control or eradication (FAC Section 5321). The Secretary may establish, maintain and enforce quarantine, eradication and other such regulations as she deems necessary to protect the agricultural industry from the introduction and spread of pests (FAC Sections 401, 403, 407 and 5322). The eradication regulations may proclaim any portion of the State as an eradication area and set forth the boundaries, the pest, and the means and methods which may be used in the eradication of said pest (FAC Section 5761).

Existing law also provides that any pest with respect to which an eradication area has been proclaimed, and any stages of the pest, its hosts and carriers, and any premises, plants, and things infested or infected or exposed to infestation or infection with such pest or its hosts or carriers, within such area, are public nuisances, which are subject to all laws and remedies which relate to the prevention and abatement of public nuisances (FAC Section 5762). The director may disinfect or take such other action, including removal or destruction, with reference to any such public nuisance, which he thinks is necessary (FAC Section 5763). If an eradication area has been proclaimed with respect to a species of fruit flies and the removal of host plants of such species is involved, the director may enter into an agreement with the owner of such host plants to remove and replace them with suitable nursery stock in lieu of treatment. Any expenditures for the replacement nursery stock shall not exceed an amount which is budgeted for the purpose or approved by the Director of Finance (FAC Section 5764).

### Anticipated Benefits from This Regulatory Action

Existing law, FAC section 403, provides that the department shall prevent the introduction and spread of injurious insect or animal pests, plant diseases, and noxious weeds.

Existing law, FAC section 407, provides that the Secretary may adopt such regulations as are reasonably necessary to carry out the provisions of this code which she is directed or authorized to administer or enforce.

Existing law, FAC section 5321, provides that the Secretary is obligated to investigate the existence of any pest that is not generally distributed within this State and determine the probability of its spread, and the feasibility of its control or eradication.

Existing law, FAC section 5322, provides that the Secretary may establish, maintain, and enforce quarantine, eradication, and such other regulations as are in her opinion necessary to circumscribe and exterminate or prevent the spread of any pest which is described in FAC section 5321.

The existing law obligates the Secretary to investigate and determine the feasibility of controlling or eradicating pests of limited distribution but establishes discretion with regard to the establishment and maintenance of regulations to achieve this goal. The amendment of this regulation benefits the apple, citrus, cucumber, date, fig, guava, loquat, mango, melon, peach, pear, pomegranate and tomato industries (nursery, fruit for domestic use and exports, packing facilities) and the environment (urban landscapes) by having an eradication program to prevent the artificial spread of peach fruit fly over short and long distances.

This amendment provides the necessary regulatory authority to prevent the artificial spread of a serious insect pest which is a mandated statutory goal.

FAC Section 401.5 states, “the department shall seek to protect the general welfare and economy of the state and seek to maintain the economic well-being of agriculturally

dependent rural communities in this state.” The amendment of this regulation is preventing the potential spread of the peach fruit fly to uninfested areas of the State.

The California, national and international consumers of California apples, citrus, peaches and tomatoes benefit by having high quality fruit available at lower cost. It is assumed that any increases in production costs will ultimately be passed on to the consumer.

The amendment of this regulation benefits homeowners who grow their own host fruits for consumption and host material which is planted as ornamentals in various rural and urban landscapes.

The Department is the only agency which can implement plant quarantines. As required by Government Code Section 11346.5(a)(3)(D), the Department has conducted an evaluation of this regulation and has determined that it is not inconsistent or incompatible with existing state regulations.

#### Information Relied Upon

“Pest and Damage Record # 390P06330597”, California Department of Food and Agriculture, Plant Health and Pest Prevention Services.

“Action Plan, Peach Fruit Fly, *Bactrocera zonata* (Saunders),” May 2000, Food and Agricultural Organisation, International Atomic Energy Agency.

“Action Plan for Methyl Eugenol Attracted Fruit Flies, Including the Oriental Fruit Fly, *Bactrocera dorsalis* (Hendel),” Revised April 2000, California Department of Food and Agriculture, Plant Health and Pest Prevention Services.

“California Agricultural Statistics Review, 2014-2015,” California Department of Food and Agriculture.

Section 3591.12, Peach Fruit Fly Eradication Area.

This emergency amendment of Section 3591.12(a) will establish the entire county of San Joaquin as an eradication area. The effect of the amendment is to provide authority for the State to perform detection, control and eradication activities against peach fruit fly in this area of the State to prevent spread of the fly to noninfested areas and to protect California's agricultural industry. Additionally, this amendment will make non-substantive changes to the host list.

#### Mandate on Local Agencies or School Districts

The Department of Food and Agriculture has determined that Section 3435 does not impose a mandate on local agencies or school districts and no reimbursement is required under Section 17561 of the Government Code because all eradication activities are performed by the Department.

#### Cost Estimate

The Department has also determined that the regulation will involve no additional costs or savings to any state agency because initial funds for state costs are already appropriated, no nondiscretionary costs or savings to local agencies or school districts, no cost to any local agency or school district requiring reimbursement pursuant to Government Code 17500 et seq. and no costs or savings in federal funding to the State.