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Strategic Plan

Plant Protection and Quarantine

**Plant and animal pest/disease
exclusion**

**Animal product and plant
export certification**

Plant pest and disease survey

Plant pest and disease management

**Enforcement of foreign and domestic
plant quarantine regulations**

**Consultation with State/Federal/
foreign government officials on
plant health and regulatory issues**

Enforcement of CITES for plants

**Collection, evaluation, and dissemi-
nation of plant health information**

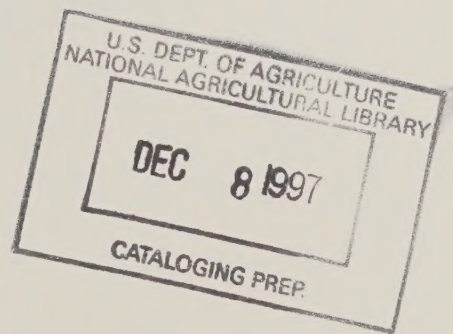
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Issued December 1989

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Message from the Deputy Administrator

I am pleased to present the strategic plan for Plant Protection and Quarantine (PPQ). This long-range plan resulted from many hours of thought and hard work by the PPQ Management Team, with input from PPQ employees, State cooperators, key industry representatives, and other Animal and Plant Health Inspection Service units.

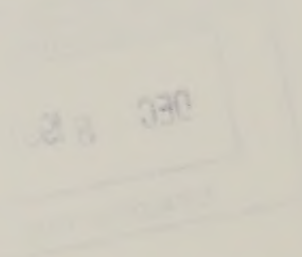
Our purpose was to focus on major problems and issues facing PPQ and to provide a plan of action that can be implemented over the next 3-5 years. Because of the nature of the process, we were forced to direct our focus on what we consider to be the most significant and critical. We believe that the Multiyear Action Plans address viable solutions to the issues. The PPQ leadership is committed to seeing that progress is made in following through on the action plans.

The long-time history of dedicated professionalism of PPQ employees and the untiring support of our cooperators have been the hallmark of PPQ's success. As we look to the decade of the nineties, it is of utmost importance that

we continue to reexamine our efforts in carrying out our mission. We must continue to look for ways to improve and at the same time do so in a credible way. We must be willing to change to adequately deal with the future challenges.

I hope each of you will share the PPQ Management Team's enthusiasm in this long-range planning effort and will be committed to supporting our collective efforts to address and resolve these issues. Each of us share in assuring that the future is positive for PPQ. I look forward to approaching this effort with you.

Richard R. Backus,
*Acting
Deputy Administrator*



Mission Statement

Basic Purpose

PPQ is an action-oriented member of the APHIS team whose mission is to protect the health of U.S. agricultural resources and facilitate their movement in commerce.

Our services are provided primarily for the benefit of U.S. agricultural producers and consumers.

Services

1. Plant and animal pest/disease exclusion.
2. Animal product and plant export certification.
3. Plant pest and disease survey.
4. Plant pest and disease management.
5. Enforcement of foreign and domestic plant quarantine regulations.
6. Consultation with State/federal/foreign government officials on plant health and regulatory issues.
7. Enforcement of CITES (Convention on International Trade in Endangered Species of Flora and Fauna) for plants.
8. Collection, evaluation, and dissemination of plant health information.

Philosophical Tenets

1. Decisions made and actions taken are biologically and environmentally sound, operationally feasible, and reliably implemented.
2. We support our personnel through training, education, fair and equal treatment, and by providing a safe and healthy work environment.
3. Delivery of effective programs is based on fully cooperative relationships with States and other entities, which require full participation in all phases of the activity.
4. Programmatic decisions are made in a proactive manner, weighing all available options and ensuring the availability of fully adequate resources.
5. We are committed to effective internal and external communications that are open and responsive.
6. We encourage the development of and utilize state-of-the-art technologies.

Critical Strategic Issues

Increasing International Travel and Trade

Issue: PPQ's ability to satisfactorily execute the plant and animal pest/disease exclusion part of our mission is being severely taxed by a number of factors. Numbers of international travelers and volume of imports continue to increase rapidly. The U.S. Customs Service (Customs) continues to phase out of activities that support PPQ's mission. International-arrival airports, seaports, and land border crossings continue to increase and expand. International trade continues to increase and cargo transportation/delivery time has decreased with air movement, containerization, and "paperless entry."

Discussion: In 1985, the Blue Ribbon Panel Report concluded that the Agency should put greater emphasis on exclusion operations. The appropriate numbers of x-ray detectors, detector dog teams, and inspections at origin as well as expanded computer capability cannot be attained without increased resources. The report documents the tremendous increases in the volume of both people and cargo entering the United States, the changing areas of the world from which they originate, and, finally, the technological changes that accommodate this massive inflow to the United States. For the past 15 years, this has amounted to an 8 to 10 percent increase each year. All this multiplies the probability of pest or disease introduction and dissemination.

The number of arriving passengers is projected to increase more than twofold over the next decade. This will require expansion of airports and terminals. As a result of increasing pressure to facilitate movement of commerce, the U.S. Customs Service Master Plan for passenger processing at U.S. airports for the 1990's clearly indicates that Customs involvement in the inspection operation will be drastically reduced. The electronic "paperless entry" concept for cargo clearance is another example of reduction in Customs involvement which will increase the need for direct PPQ inspection.

The 1988 Intensified Commercial Enforcement Report (I.C.E.) documented through blitz inspections at 13 U.S.-Canadian land/border ports that a larger PPQ presence is required on the Canadian border to prevent agricultural materials from improperly entering the United States. Implementation of the I.C.E. recommendations requires additional resources.

Increasing international travel and trade increases the possibility of the introduction of serious animal diseases into the United States. A 1978-79 study of the potential impact of foot-and-mouth disease (FMD) in the United States conducted by the University of Minnesota estimated that an FMD outbreak could result in a \$12 billion increased consumer cost for meat and animal products over a period of 15 years. The cost of animal and animal product exclusion

activities at ports of entry was overwhelmingly justified by a benefit-cost ratio of 120 to 1. Past introductions of exotic pests and diseases have required millions of dollars to be spent on unplanned emergencies.

In FY 1988, 107,813 lots consisting of 664,691 kilograms of meats and animal products and 455,909 lots of plant materials were intercepted from arriving international airline passengers. Since 1980, there have been 18 significant plant pest outbreaks requiring PPQ action. These outbreaks may have been attributable to increased pressures on our borders.

The Agency lacks a systematic way to evaluate exotic pest risk. A method is needed to assess the impacts of an expected significant increase in potential pest problems in order to effectively allocate resources.

Failure to maintain an adequate level of import inspection on plants, plant products, meats, and animal products in passenger baggage or commercial shipments could allow the introduction of an exotic pest or disease into the U.S.

Opportunities

Issue: There have been and will continue to be significant opportunities which PPQ could take advantage of to increase the services provided to U.S. agricultural producers and consumers.

Discussion: While PPQ has been presented with many opportunities for service, we have not, in many cases, taken full advantage of them. These same opportunities continue to recycle. New initiatives appear on the horizon as windows of opportunity. Only when PPQ identifies and develops a position relative to these emerging opportunities at an early stage will PPQ fully be able to increase its services to U.S. agricultural producers and consumers. Examples of opportunities include such initiatives as noxious weed authority, national integrated pest management, total U.S. Department of Agriculture authority for the gypsy moth program, and program research authority.

More current examples could include restatement of PPQ criteria for addressing a plant pest on a national or regional basis, expansion of PPQ's role at ports of entry, a broadened biological control role, and appropriate authority to effectively manage PPQ programs.

PPQ has accumulated a wide range of expertise in order to carry out its traditional role of plant protection and pest exclusion. Today there are employees in PPQ with education and experience in plant pathology, weed science, entomology, and many other disciplines, who are committed to a variety of traditional program tasks. With such a dynamic work force, PPQ has the capability to undertake other than traditional roles, seize upon the opportunities to serve the

agricultural community, and utilize its unique blend of capabilities. Among other capabilities which could contribute to such expanded roles are PPQ's legal authorities, its wide distribution of professional employees, and its close cooperative relationship with State plant protection officials.

PPQ can emphasize the program services concept by identifying and evaluating current opportunities to take advantage of its capabilities, giving appropriate attention to program delivery, and becoming truly sensitive to the needs of U.S. agricultural producers and consumers.

Reputation of PPQ

Issue: PPQ has not consistently maintained its national reputation as the premier organization of its kind. As a result, PPQ has watched its State cooperators, industry, and other interested stakeholders pursue and often attain goals which are incongruent with or, in some cases, due to a void of PPQ action have assumed PPQ's function. Furthermore, the lower credibility of PPQ affects employee morale and the consistency of program implementation.

Discussion: PPQ authority is challenged, its ability to perform is questioned, and uncomplimentary remarks are made by some inside and outside the organization. The severity, intensity, and frequency of these occurrences cause alarm and cause us to question why. State and Federal Agencies seem to display attitudes that indicate reduced esteem toward PPQ.

There are various causes for this condition. In some cases, PPQ has not kept up with current technology. For example, some certification procedures for imported fire ant and Japanese beetle relied on use of certain chlorinated hydrocarbon pesticides. When these pesticides were withdrawn from use, the remaining certification processes were much less effective. As a result, live insects have been moved in articles certified to be free.

The lack of proper planning and not being attuned to potential complications during regulations development also contributed to PPQ problems. The lack of biological understanding of honey bees and their usage patterns throughout the country were evident when PPQ attempted to impose new quarantine requirements during the beginning of the pollination season, the worst possible time to restrict movement. The exclusion of cooperators in formulating draft regulations prevents consideration of all eventualities and is perceived negatively by them. In many instances States develop regulations that preempt Federal responsibilities. These actions are examples which resulted in a lack of confidence and erode the reputation of PPQ.

PPQ's capability is sometimes limited by organizational restraints. In recent years, we began an active partnership with our Florida State cooperator in citrus canker eradica-

tion. Shortly thereafter, the Department withdrew its support, and adequate funding was not continued. As a result, the load was shifted to the State cooperator, and PPQ suffered a loss of credibility.

The processes used in writing and enacting regulations and manuals and their changes have become more and more restrictive. These restraints cause delays which translate into loss of time for PPQ, States, and industry, and bring about increased irritation toward PPQ.

PPQ expects its employees to project a positive organizational image to the public while carrying out assigned responsibilities, yet we provide little guidance or preparation. In addition, PPQ has not assured that written communications to internal and external audiences are clear, concise, understandable, and based on supportable information.

PPQ has experienced several organizational changes in recent years. These changes bring about confusion and, at least, short-term loss of productivity even if long-term gains are projected. The number of these interruptions has brought about a negative impact on its employees and cooperators.

PPQ does not always apply policy consistently. This is apparent in different geographical locations as well as in interpretation of policy with different issues. For instance, hitchhiking pests are treated differently according to circumstances.

Historically, PPQ has been oriented toward insect quarantine enforcement. Our basic philosophy prevents us from seeking opportunities for service outside our traditional role of regulation and pest eradication. Our philosophy has not changed with the times.

We see ourselves as a sharply focused tactical organization with an emphasis on visible results and with a matching management style and philosophy. The organization's emergency actions have been focused on a quick and forceful counterattack to the presence of an animal or plant health danger. While we have fulfilled the requirements of environmental regulations, we have not paid enough attention to broader environmental and sociological impacts of our work. PPQ must show greater sensitivity and responsiveness to its external environment if it is to establish and maintain the level of support required for mission accomplishment.

In part, PPQ's culture is based on the use of pesticides, many of which are no longer available. We no longer have the means to support the image of ourselves that we remember. At the same time, we find ourselves accountable to legal and political influences that were not part of our culture years ago. Instead of single target pests (usually

insects) or the exclusion of all pests, PPQ now is charged with maintaining a data base about all pests and regulating pests like noxious weeds heretofore unknown to PPQ. PPQ is also charged with enforcement of the Federal Seed Act, CITES, and other responsibilities that are foreign to our culture.

One of the major causes for PPQ's diminished reputation has been a lack of strong and effective Federal leadership. This is evidenced by a variety of factors such as frequent reorganization, willingness to accede to political pressures, and a lack of sufficient commitment of resources to fully implement the PPQ mission. Regardless of whether PPQ is directly to blame for its shortcomings or at times a victim of circumstances, it is still held responsible for its actions. PPQ must plan better to anticipate problems, and it must be proactive to be successful in the future.

Exploiting Use of Computer Technologies, Including Training

Issue: PPQ has been slow to adopt computer technologies. As a result, inefficiencies exist in day-to-day operations; advances in program growth are stymied by bureaucratic requirements and internal resistance to change; some cooperators and industry perceive PPQ to be behind in state-of-the-art technologies; and employee morale is low.

Discussion: PPQ has experienced numerous problems in implementing computer technologies in both administrative and program areas. During the late 1970's and early 1980's, APHIS focused on supporting automation needs through mainframe and minicomputer technologies. The fundamental emphasis was on word processing and office automation and required on-site, hands-on, in-house training. The impact of this management decision was that significant applications have not been made due to the high hardware, software, and training costs and limited number of locations where the systems were implemented. In addition, the organizational culture has been resistant to the acceptance of new technologies in both the programmatic and administrative areas.

Recognizing that the mainframe/minicomputer mentality was not serving the Agency well, APHIS permitted organizational units to manage their computer applications but still required prior approval and authorization for procurement. In 1983, PPQ was instrumental in obtaining approval for the first group of microcomputers at the regional, area, and headquarters levels. From these early automation efforts, PPQ has expanded to approximately 350 microcomputers nationwide. While there has been an expansion in the number of computers, that expansion has occurred without a strategic or long-term plan as to how the technology is to be used. This has resulted in PPQ operating many different systems (AT&T for Pest Information Network (PINET)) and administrative functions (PRIME

for word processing, IBM for mapping, Apple for training, etc.) which are frequently incompatible. The incompatibility has caused different training approaches for each system resulting in frustration and a low level of employee support. Employees generally have been slow in embracing computer use, perhaps because of reflecting soft management commitment or their own lack of understanding of the technology.

Without a strategic and/or long-term plan for use of computer technologies, PPQ has been slow to recognize the need for professional staffing. The lack of proper staff to provide guidance, restrictive and regressive procurement processes, inattention to training activities, and the inherent nature of the technology to accommodate rapid changes has led to an inefficient and ineffective use of the technology. For example, PINET, conceptualized in 1983, will not be fully implemented prior to 1992. The Export Certification Project was requested by State cooperators in 1984 to help facilitate agricultural exports but development was deferred, delaying implementation until 1990/91. The Cooperative Agricultural Pest Survey program is not fully utilized by PPQ even though it has been in existence since 1981. The Workload Based Budgeting System, National Agricultural Pest Information System, and Work Accomplishment Data System contain data of questionable quality and are not often used by decisionmakers. Application of technologies to facilitate entry/retrieval of emergency program data, to improve mapping capability, and to guide aerial treatments/releases has not occurred. Lack of appropriate staff has stalled an effective Information and Resources Management process, prevented the implementation of initiatives by the Field Servicing Office for improved efficiency and productivity in administrative matters, and hindered proper management of departmental requirements such as the electronic transmission of Time and Attendance Reports.

To exploit the use of computer technology in PPQ, strategic and long-term planning for use of this technology is essential. Formulated policy, procedures, and guidelines to permit integration of advances in the technology through a coordinated framework will ensure that PPQ is using state-of-the-art hardware/software. Adequate professional staff at PPQ headquarters and field levels is needed to achieve maximum benefits in administrative and program applications. To change the organizational culture, PPQ management must personally commit to, and invest adequate resources in, the technology.

The identification of necessary skills to work in a computerized workplace and training to bring employee skills to that level must occur in order to fully utilize the technology. It is imperative that adequate administrative authorization and delegation are given to PPQ for procurement, management functions, and staffing to enhance program delivery.

Strategy Statement

The PPQ strategy is to be an action-oriented organization that identifies and responds to the needs of U.S. agricultural producers and consumers. This strategy will guide the establishment of priorities to meet the areas of greatest national need.

To accomplish this strategy, PPQ must:

- Establish and enhance ongoing collaborative relationships with U.S. agricultural producers and consumers to include a process for communicating their needs to PPQ.
- Establish a decisionmaking process for evaluating input in determining changes to program actions and services.
- Evaluate current services against existing/identified needs to ensure that the best available technology is being employed.
- Develop the capability to implement new or modified services and programs.

Through this strategy, PPQ will be a highly effective organization whose services are identified and implemented through a collaborative process that seeks the views of U.S. agricultural producers and consumers.

Long-Range Goals

1. PPQ will have taken measures by 1993 that meet demands created by growth in international travel and commerce.

2. By October 1990, develop a dynamic process to enable PPQ to adjust its range of services to best meet the needs of U.S. agricultural producers and consumers.

3. By July 1993, PPQ will be viewed by cooperators, industry, and employees as a highly credible leader in its field.

4. Take specific actions through a dynamic planning process to ensure that by September 1992, PPQ will be using state-of-the-art computer technologies to enhance effective and efficient administrative and program delivery.

Plant Protection and Quarantine
Multiyear Action Plan 1

Goal Statement: PPQ will have taken measures by 1993 that meet demands created by growth in international travel and commerce.

Action Steps	Feedback/Products	Units	Target Dates	Additional Resource Needs
1. Complete staffing guidelines for major activity areas.				
(a) Mexican border guidelines.	Staffing guidelines	OS, VMO, Regions, NAAE, NAPPQM, PPD	Jul. 1990	Yes
(b) Airport guidelines.	Staffing guidelines	Same as above	Apr. 1991	Yes
(c) Maritime guidelines.	Staffing guidelines	Same as above	Jan. 1993	Yes
2. Develop an operational review process.	Process	OS, Regions, VMO	Jul. 1990	Yes
(a) Test the process on airport passenger processing systems.	Report	OS, Regions	Jan. 1991	Yes
(b) Review remaining major workload areas ¹ and implement improvements.	Reports, actions	OS, Regions	Ongoing	Yes
¹ Air cargo, maritime cargo, garbage control, etc.				
3. Develop a review process that will increase the use of passenger and product preclearance programs while building confidence in the effectiveness of such programs.	Process	OS, IS, Regions, NAAE, NAPPQM	Jul. 1990	Yes

(a) Review major preclearance programs (one per year) and implement improvements.	Reports, actions	OS, IS, Regions	Ongoing	Yes
4. Develop statistically valid systems to enhance inspection procedures.				
(a) Complete testing on passenger processing and profiling and implement.	Report, action	PPQ, ARS, PPD	Apr. 1990	Yes
(b) Review available technology for adaptation to meet PPQ needs.	Reports	PPQ, ARS, PPD, S&T	Ongoing	No
(c) Implement newly developed systems.	Action	PPQ	Ongoing	Yes
5. Develop a systematic process to evaluate exotic pest risk.	Plan	PPD lead, OS	Dec. 1991	Yes
6. Assess potential for using public information means to enhance pest exclusion goals.	Assessment			
(a) Develop plan to use public information means identified.	Plan	LPA lead, OS, IS, consultants (external to PPQ)	Aug. 1990	Yes
(b) Implement public information.	Action	LPA lead, OS, IS	Apr. 1991	Yes
7. Develop strategy to enhance communications and cooperation with Customs and Immigration and Naturalization Service to facilitate PPQ's pest/disease exclusion responsibilities.	Plan			
(a) Implement plan to improve communications/cooperation.	Action	OS, DA, OA	Jan. 1990	No
(a) Implement plan to improve communications/cooperation.	Action	As identified in plan	Ongoing	Yes

Plant Protection and Quarantine
Multiyear Action Plan 2

Goal Statement: By October 1990, develop a dynamic process to enable PPQ to adjust its range of services to best meet the needs of U.S. agricultural producers and consumers.

Action Steps	Feedback/Products	Units	Target Dates	Additional Resource Needs
1. Conduct inventories to determine:				
(a) Skills and experience of personnel available to provide the services.	Personnel resources inventory	R&D lead, M&B, PPQ, OS	Apr. 1990	No
(b) Authorities under which services can be provided.	Report	OS lead, OGC, VMO	Oct. 1990	No
(c) Policies applicable to provision of services.	Report	OS lead, RMS, VMO	Oct. 1990	No
(d) Means for providing resources for services.	Report	PPQMT lead, M&B	Oct. 1990	No
2. Develop a process to identify emerging issues, needs, and opportunities that will enable PPQ to provide services needed by U.S. agricultural producers and consumers.	Process	PPD lead, PPQMT, National Plant Board, Industry	Apr. 1990	No
3. Establish a process to evaluate the validity of the needs/opportunities and feasibility of PPQ providing the services.	Process	OS lead, PPD, S&T	Oct. 1990	No
4. Establish an implementation process for new and expanded services to include the provision of adequate resources.	Process	PPQ units, M&B, NAAE, NAPPQM	Oct. 1990	Yes

Plant Protection and Quarantine
Multiyear Action Plan 3

Goal Statement: By July 1993, PPQ will be viewed by cooperators, industry, and employees as a highly credible leader in its field.

Action Steps	Feedback/Products	Units	Target Dates	Additional Resource Needs
1. Transmit to ARS through S&T specific prioritized program needs in sufficient lead time to expect solutions to problems and available field procedures as needs dictate.	Plan identifying research priorities, periodic status reports	PPQ, S&T, ARS, PPD	Oct. 1989 Ongoing	No
2. Issue a declaration of commitment to organizational stability.	Written policy document	DA	Jan. 1990	No
3. Issue a policy statement that mandates PPQ issuances satisfy the following principles: promptness, candor, honesty, biological integrity, correctness, consistency, and clarity of policy.	Policy statement	PPQMT	Jan. 1990	No
4. Provide a process for assessing individual deficiency in PPQ representation and a variety of options for training and development.	Assessment process, options for training development	R&D lead, PPQ, NAAE, NAPPQM	Aug. 1990	No
5. Implement selected options for training and development.	Training	R&D	Oct. 1990 Ongoing	Yes
6. Develop and implement a plan to raise the level of professional involvement of PPQ in the agricultural and scientific communities.	Plan/implementation	DA lead, NAAE, NAPPQM, HRD	Jun. 1990 Ongoing	No
7. Develop a plan for acceptable alternative treatment.	Plan	S&T lead, PPD, ARS	Jul. 1990	Yes

8. Develop a process to enhance PPQ's capacity to develop timely regulations with biological considerations, operational needs, and cooperator involvement incorporated.	Process	PPD lead, OS	Jul. 1990	No
9. Reassess the reputation of PPQ.	Assessment and identification of modifications to plan	PPQMT	Jul. 1993	No

Plant Protection and Quarantine
Multiyear Action Plan 4

Goal Statement: Take specific actions through a dynamic planning process to ensure that by September 1992, PPQ will be using state-of-the-art computer technologies to enhance effective and efficient administrative and program delivery.

Action Steps	Feedback/Products	Units	Target Dates	Additional Resource Needs
1. Demonstrate management's commitment to the planning process and support needed for exploiting use of computer technologies in PPQ.	A plan for changing the organizational culture to include policy statement, status reports, monitoring activities, etc.	PPQMT	Jan. 1990 Ongoing	No
2. Develop a process to ensure ongoing long, intermediate, and short-term planning on all aspects of automated processes applicable directly or indirectly to PPQ activities.	Schedule and guidelines for IRM planning	OS lead, PPD, PPQ staff and field units	Jul. 1990	Yes
3. Complete a top-down information needs source analysis which focuses on data and information required by each organizational level, sources of data, and additional data needs.	Schematic of information needs showing source and schedule at each organizational level	OS, all staff and field units, M&B, contractor	Jul. 1991	Yes
4. Conduct a thorough analysis of staffing needs to include numbers of people and expertise to support current and planned use of computer technologies.	Staffing needs to include job descriptions and organizational locations	PPQMT lead, OS, ISCD,	Sep. 1991	Yes
5. Add staffing and expertise as needed to support present and planned ADP applications and planning activities.	Additional staffing, hardware, and software systems	PPQ	Mar. 1992	Yes

6. Identify hardware, software, and systems needs; and develop a procurement process that facilitates timely legitimate acquisitions.	Process that includes "needs evaluation" and "acquisition procedure"	OS lead, ISCD, RMS, PPQ field and staff units, contractor	Jun. 1990	Yes
(a) Seek appropriate administrative authorities.	Specific authorizations to PPQ	RMS lead, DA, AMT	Sep. 1990	No
7. Conduct an ADP training needs analysis of PPQ employees at all organizational levels, including: (a) Required KSA's (b) Current KSA's (c) Training needs to fill gaps (d) Nontraining needs that are barriers to performance.	(1) Plan to: (a) Meet training needs (b) Address nontraining barriers to ADP performance (2) Revised position descriptions and job analysis	R&D lead, PPQ, NAAE, NAPPQM	Sep. 1990	Yes
8. Implement plan to conduct training and resolve barriers.	Evaluation of training impact and barrier reduction	R&D lead, PPD, PPQ	Sep. 1992	Yes

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