

**Congress of the United States**  
**U.S. House of Representatives**  
**Committee on Small Business**  
2361 Rayburn House Office Building  
Washington, DC 20515-6515

To: Members, Subcommittee on Agriculture, Energy and Trade  
From: Committee Staff  
Date: June 8, 2015  
Re: Hearing: "Squeezed: Current Challenges for Small Citrus Operations"

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On Thursday, June 11, 2015 at 10:00 am in Room 2360 of the Rayburn House Office Building, the Subcommittee on Agriculture, Energy and Trade will meet for the purpose of receiving testimony on the future of the United States citrus industry. Citrus production in the United States is declining. Among the challenges affecting citrus production are pests, diseases, and catastrophic weather events. The Subcommittee will examine how these challenges are affecting small growers and other small businesses in the citrus industry.

### **I. The United States Citrus Industry**

It is believed that citrus seeds were first brought to the New World by Christopher Columbus in 1493. Between 1513 and 1565, Spanish explorer Ponce de Leon is thought to have planted the first orange trees near St. Augustine, Florida. The first commercial citrus grove was planted near Tampa, Florida by French Count Odet Philippe in 1823.<sup>1</sup> In the 1800s, citrus groves were planted in other warm-weather states, including Louisiana, Texas, Arizona and California.<sup>2</sup>

Today, the United States, along with China, Brazil, and the Mediterranean Basin, is among the top citrus producing countries in the world.<sup>3</sup> The United States produces a number of citrus varieties including: oranges; grapefruit; tangerines; mandarins; tangelos; and lemons. Some varieties are produced specifically for the fresh market, while others are produced for processing into fruit juices and other products.

Florida leads the nation in citrus production. In the 2013-2014 season, Florida produced 59 percent of the total United States production, California accounted for 37 percent, with the remaining

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<sup>1</sup> NATIONAL RESEARCH COUNCIL OF THE NATIONAL ACADEMIES, STRATEGIC PLANNING FOR THE FLORIDA CITRUS INDUSTRY: ADDRESSING CITRUS GREENING DISEASE 18 (2010) [hereinafter NRC Strategic Planning].

<sup>2</sup> UNITED STATES DEPARTMENT OF AGRICULTURE, ANIMAL AND PLANT HEALTH INSPECTION SERVICES & FLORIDA DEPARTMENT OF AGRICULTURE AND CONSUMER SERVICES, DIVISION OF PLANT INDUSTRY, CITRUS HEALTH RESPONSE PLAN (CHRP) STATE OF FLORIDA 3 (2006) [hereinafter Citrus Health Response Plan], available at [http://www.aphis.usda.gov/plant\\_health/plant\\_pest\\_info/citrus/downloads/chrp.pdf](http://www.aphis.usda.gov/plant_health/plant_pest_info/citrus/downloads/chrp.pdf).

<sup>3</sup> NRC Strategic Planning, *supra* note 1, at 17.

valencia oranges. California's main citrus crop is navel oranges, Texas primarily produces grapefruit, and Arizona's main citrus product is lemons.<sup>5</sup>

While the United States remains a top global citrus producer, citrus bearing acreage in the United States has waned in recent years. In the 2013-2014 season, there were 782,300 acres of citrus in comparison to 797,100 acres in the 2012-2013 season and 801,800 acres in the 2011-2012 season.<sup>6</sup> The declines in acreage have predominantly occurred in Florida.<sup>7</sup> Between the years 2000 and 2014, Florida citrus grove bearing acreage declined by 37 percent, from 750,000 acres to approximately 476,000 acres.<sup>8</sup>

Naturally, a reduction in acreage corresponds to declines in production. According to the United States Department Agriculture (USDA), 17.8 million tons of citrus were produced in 1998, which dropped by almost half to 9.4 million tons in 2014.<sup>9</sup> The USDA estimates that citrus production will decline to approximately 9 million tons in the 2014-2015 season.<sup>10</sup> Orange production, which makes up the majority of citrus production, has declined from over 8 million tons in the 2011-2012 season to just over 6 million tons in the 2013-2014 season, and is expected to remain at a reduced level in the 2014-2015 season.<sup>11</sup>

Despite the diminished production and acreage, citrus continues to have a significant positive economic impact on the United States economy. According to the USDA, the value of United States citrus production, with some fluctuations, increased from \$2.27 billion in 1994 to \$3.39 billion in the 2013-2014 season.<sup>12</sup> The economic impact of the citrus industry is also felt through activities linked to citrus production including packing, shipping, and juice manufacturing activities.<sup>13</sup>

In Florida, the total economic impact of the citrus industry for fiscal year (FY) 2012-2013, including citrus fruit production, citrus juice manufacturing, and fresh citrus marketing, was \$10.68 billion.<sup>14</sup> Even in Texas where the citrus industry is considerably smaller and concentrated in a far smaller geographic area, it has a significant economic impact on the local level. The annual local economic impact of the Texas grapefruit industry is \$150 million.<sup>15</sup> However, challenges are taking their toll on the industry. Employment in Florida attributed to the citrus industry declined by 17.8 percent from the 2007-2008 production year to the 2012-2013 production year.<sup>16</sup>

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<sup>5</sup> *Id.* at 10-15.

<sup>6</sup> *Id.* at 8.

<sup>7</sup> *Id.*

<sup>8</sup> Alan W. Hodges et al., UNIV. OF FLA., ECONOMIC IMPACTS OF THE FLORIDA CITRUS INDUSTRY IN 2012-13 7 (2014) [hereinafter UF Economic Impacts], available at [http://www.fred.ifas.ufl.edu/economic-impact-analysis/pdf/Economic\\_Impacts\\_Florida\\_Citrus\\_Industry\\_2012-13.pdf](http://www.fred.ifas.ufl.edu/economic-impact-analysis/pdf/Economic_Impacts_Florida_Citrus_Industry_2012-13.pdf).

<sup>9</sup> [http://www.nass.usda.gov/Charts\\_and\\_Maps/Citrus\\_Fruits/citrusan.asp](http://www.nass.usda.gov/Charts_and_Maps/Citrus_Fruits/citrusan.asp).

<sup>10</sup> USDA, NATIONAL AGRICULTURAL STATISTICS SERVICE, CROP PRODUCTION 22 (2015) [hereinafter Crop Production 2015], available at <http://www.usda.gov/nass/PUBS/TODAYRPT/crop0515.pdf>.

<sup>11</sup> USDA, FOREIGN AGRICULTURAL SERVICE, CITRUS: WORLD MARKETS AND TRADE 5 (2015), available at <http://www.fas.usda.gov/data/citrus-world-markets-and-trade>.

<sup>12</sup> [http://www.nass.usda.gov/Charts\\_and\\_Maps/Citrus\\_Fruits/citrusvl.asp](http://www.nass.usda.gov/Charts_and_Maps/Citrus_Fruits/citrusvl.asp). The value of production for the 2013-2014 season was: \$55.6 million in Arizona; \$1.9 billion in California; \$1.3 billion in Florida; and \$71.8 million in Texas. Citrus Fruits 2014, *supra* note 4, at 8.

<sup>13</sup> UF Economic Impacts, *supra* note 8, at 8.

<sup>14</sup> *Id.* at 5.

<sup>15</sup> Lynn Brezovsky, *Citrus Greening Disease Takes Root in Texas*, HOUS. CHRON. (Aug. 26, 2014), available at <http://www.houstonchronicle.com/business/article/Citrus-greening-disease-takes-hold-in-Rio-Grande-5713263.php>.

<sup>16</sup> UF Economic Impacts, *supra* note 8, at 28.

Whether the United States citrus industry's declines in production and acreage can be abated or even reversed and its economic viability sustained is dependent upon the industry's ability to cope with and survive an onslaught of natural enemies to citrus plants.

## II. Current Challenges for Citrus Growers

Like other agricultural businesses, citrus growers are at the mercy of nature. The geographic regions in which citrus fruits are produced in the United States are at high risk for pests, plant diseases, and catastrophic weather events.<sup>17</sup> Since the 1980s, freezes, hurricanes, and diseases have made it harder for small citrus growers to remain in business.<sup>18</sup> Currently, the citrus industry is dealing with serious challenges that have led to the aforementioned reduction in citrus acreage and production. Those challenges, in particular a disease called Huanglongbing (HLB), threaten the existence of the citrus industry and the livelihoods of small growers and other small businesses in the industry.

### A. Pests and Diseases

Over the last century, citrus canker,<sup>19</sup> citrus tristeza virus,<sup>20</sup> and fruit flies<sup>21</sup> have had a significant economic impact on the citrus industry.<sup>22</sup> For example, limes used to be commercially grown in the United States in the area around Homestead, Florida, but those groves, which were devastated by Hurricane Andrew in 1992, were completely destroyed by 2007 as part of an eradication program to prevent the spread of citrus canker, a bacterial disease spread by wind and rain.<sup>23</sup>

Texas's major citrus producing region, the Lower Rio Grande Valley, is presently facing several Mexican fruit fly (Mexfly) outbreaks. A Mexfly quarantine was established in June 2014 in the Brownsville, Texas area that has since expanded, and in April 2015, new quarantines were established in several other South Texas counties. The quarantines encompass hundreds of acres of

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<sup>17</sup> Citrus Health Response Plan, *supra* note 2, at 3.

<sup>18</sup> Alana Semuels, *Florida Without Oranges*, THE ATLANTIC, Jan. 27, 2015, available at <http://www.theatlantic.com/business/archive/2015/01/florida-without-oranges/384774/>.

<sup>19</sup> Citrus canker, which is spread in warm, rainy weather, is mainly a cosmetic disease which makes the fruit unmarketable through the presence of lesions on the leaves, fruit, twigs and stems. UNIVERSITY OF FLORIDA, INSTITUTE OF FOOD AND AGRICULTURAL SCIENCES, 2014 FLORIDA CITRUS PEST MANAGEMENT GUIDE: CITRUS CANKER 1 (2013), available at <https://edis.ifas.ufl.edu/cg040>.

<sup>20</sup> Citrus tristeza virus, which is spread by several varieties of aphids, causes citrus trees to decline and eventually die, sometimes in a matter of weeks. UNIVERSITY OF FLORIDA, INSTITUTE OF FOOD AND AGRICULTURAL SCIENCES, 2014 FLORIDA CITRUS PEST MANAGEMENT GUIDE: TRISTEZA 1-2 (2013), available at <http://edis.ifas.ufl.edu/cg039>.

<sup>21</sup> Fruit flies ruin citrus by laying eggs in the fruit that hatch, rendering the fruit unmarketable. <https://www.texasagriculture.gov/RegulatoryPrograms/PlantQuality/PestandDiseaseAlerts/MexicanFruitFly.aspx>.

<sup>22</sup> Citrus Health Response Plan, *supra* note 2, at 3.

<sup>23</sup> Katy Steinmetz, *Why There Is No Lime Industry in America Anymore*, TIME, Apr. 20, 2014, available at <http://time.com/66053/america-lime-industry-shortage/>. Today, the United States relies on Mexico for limes. *Id.* However, in 2012 a business began planting a lime grove in southern Miami-Dade County, which should reach commercial scale in the next few years. Lidia Dinkova, *Lime Groves Make a Return to South Florida*, TAMPA BAY TIMES, Nov. 30, 2014, available at <http://www.tampabay.com/news/humaninterest/lime-groves-make-a-return-to-south-florida/2208412>.

commercial citrus groves.<sup>24</sup> A Brownsville family farm recently had to stop all citrus sales, which it estimates will result in a loss of \$15,000 to \$20,000 in sales, because a Mexfly was found in a nearby residential area.<sup>25</sup>

However, the most serious disease that is currently affecting the United States citrus industry is a bacterial disease, HLB, which is also commonly called citrus greening. HLB was discovered in South Florida in 2005, has now infected Florida's 32 citrus-growing counties.<sup>26</sup> It has also been found in Texas and has even spread to a citrus tree at a residence in California.<sup>27</sup> HLB is generally spread by a gnat-sized insect, the Asian citrus psyllid (psyllid), and due to the presence of the psyllid, 15 states or territories are under partial or full quarantine, including all the major citrus producing states.<sup>28</sup>

HLB attacks a citrus tree's vascular system which ultimately kills the tree.<sup>29</sup> Controlling the spread of the disease is particularly difficult because the psyllid populations are well established, and a diseased tree can go undetected for several years until the symptoms, yellowing leaves and bitter, misshapen smaller fruit that does not color properly, present themselves. However, once the symptoms present themselves, there is a rapid decline.<sup>30</sup> Presently, there is no cure for HLB, and the cost of producing an acre of citrus has increased dramatically due to the cost of treating trees to reduce psyllid populations and providing the trees with sufficient nutrients. According to Florida Citrus Mutual, production costs have increased from \$850 per acre before HLB to \$2,250 per acre.<sup>31</sup>

A recent economic impact study of the Florida citrus industry found that HLB has caused an average annual loss of \$374 million in grower revenues or cumulatively \$2.994 billion from 2006-2007 production season to the 2013-2014 production season. Furthermore, the study found that revenue loss was equivalent to a loss of 7,513 jobs annually.<sup>32</sup> HLB is causing growers to destroy

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<sup>24</sup> USDA, MEXICAN FRUIT FLY COOPERATIVE ERADICATION PROGRAM, LOWER RIO GRANDE VALLEY, TEXAS, ENVIRONMENTAL ASSESSMENT 1-2 (2015), available at [http://www.aphis.usda.gov/plant\\_health/ea/downloads/2015/lrgv-mexfly.pdf](http://www.aphis.usda.gov/plant_health/ea/downloads/2015/lrgv-mexfly.pdf).

<sup>25</sup> <http://www.krgv.com/news/local-news/Family-Farm-Must-Shutdown-Citrus-Operation-Due-to-Fruit-Fly/31597140>.

<sup>26</sup> Lizette Alvarez, *Citrus Disease With No Cure Is Ravaging Florida Groves*, N.Y. TIMES, May 9, 2013, available at [http://www.nytimes.com/2013/05/10/us/disease-threatens-floridas-citrus-industry.html?\\_r=0](http://www.nytimes.com/2013/05/10/us/disease-threatens-floridas-citrus-industry.html?_r=0).

<sup>27</sup> <http://www.usda.gov/wps/portal/usda/usdahome?contentidonly=true&contentid=citrus-quarantine-maps.xml>.

HLB has also been found in Georgia, Louisiana, South Carolina, Puerto Rico, and the United States Virgin Islands. *Id.*

<sup>28</sup> The states and territories under quarantine include: Alabama; American Samoa; Arizona; California; Florida; Georgia; Guam; Hawaii; Louisiana; Mississippi; Northern Mariana Islands; Puerto Rico; South Carolina; Texas; and the United States Virgin Islands. *Id.* The quarantine restricts the interstate movement of regulated articles, including plants and plant parts (but not fruit) of certain plant species and seeds of plant species that are hosts of HLB. 7 C.F.R. §301.76-76.2. It also imposes labeling requirements on all regulated nursery stock offered for commercial sale within a quarantined area but allows nursery stock produced within a commercial grove within a quarantined area to be moved within that same area. *Id.* at § 301.76-3. The regulations also provide conditions for issuing certificates or limited permits to allow the interstate movement of regulated articles and impose additional conditions on the issuance of certificates and limited permits from psyllid and HLB quarantined areas. *Id.* at § 301.76-5-7.

<sup>29</sup> Semuels, *supra* note 18.

<sup>30</sup> UNIVERSITY OF FLORIDA, INSTITUTE OF FOOD AND AGRICULTURAL SCIENCES EXTENSION, CITRUS DISEASES EXOTIC TO FLORIDA: HUANGLONGBING (CITRUS GREENING) 1-2 (2009), available at <http://polk.ifas.ufl.edu/hort/documents/publications/Citrus%20Greening.pdf>.

<sup>31</sup> Semuels, *supra* note 18.

<sup>32</sup> UF Economic Impacts, *supra* note 8, at 28.

trees, thereby reducing grower profits. The reduction in citrus also adversely affects packers and juice processors as well as other businesses that provide goods and services to citrus growers.<sup>33</sup>

### ***B. Catastrophic Weather Events***

Freezes, hurricanes, and droughts are another challenge for the citrus industry. The citrus industries in Florida, California, and Texas have experienced devastating freezes.<sup>34</sup> Severe freezes in the 1930s, 1960s and 1980s in Florida caused the industry to move their groves to the central and southern parts of the state.<sup>35</sup>

Hurricanes have also had devastating impacts on the United States citrus industry. Major hurricanes hit Florida in 1944, 1945, 1947, 1949, and 1960, but the effects of those hurricanes pale in comparison to the four severe hurricanes that hit Florida's citrus producing areas in August and September 2004.<sup>36</sup> The storms battered the same areas both crisscrossing and following the same paths with high winds and heavy rainfall damaging the citrus groves, infrastructure, and operations. Groves in the central paths of the hurricanes had near 100 percent fruit losses and citrus trees were severely damaged.<sup>37</sup>

Droughts also can significantly affect citrus production, and currently, California is in its fourth year of severe drought. Growers are bulldozing thousands of acres of orange trees due to the water shortage.<sup>38</sup> According to the United States Drought Monitor, 47 percent of California currently has exceptional drought conditions, another 20 percent has extreme drought conditions, and another 27 percent has severe drought conditions.<sup>39</sup>

For a second year in a row, many California farmers are receiving a zero water allocation from the federal Central Valley Project (CVP).<sup>40</sup> The only options for many of those farmers are to use ground water, if they have access to it and the wells have not dried up, or purchase water from another individual with water rights.<sup>41</sup> Rates charged by those selling water have increased from \$85 to \$200 per acre-foot before the drought to \$800 this year.<sup>42</sup>

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<sup>33</sup> *Id.* at 8.

<sup>34</sup> Timothea Xi, *How Have Freezes Affected the Citrus Industry?*, HOUS. CHRON., undated, available at <http://smallbusiness.chron.com/freezes-affected-citrus-industry-63241.html>.

<sup>35</sup> NRC Strategic Planning, *supra* note 1, at 19.

<sup>36</sup> L. Gene Albrigo et al., *The Impact of Four Hurricanes in 2004 on the Florida Citrus Industry: Experiences and Lessons Learned*, 118 PROC. FLA. STATE HORT. SOC. 66, 66-67 (2005).

<sup>37</sup> *Id.* at 67-70.

<sup>38</sup> Bill Tomson, *Orange Trees Plowed as Industry Awaits Drought Bills*, POLITICO, May 6, 2015, available at <https://www.politicopro.com/story/agriculture/?id=47202>.

<sup>39</sup> <https://www.drought.gov/drought/area/ca>.

<sup>40</sup> <http://www.usbr.gov/newsroom/newsrelease/detail.cfm?RecordID=48986>. The CVP provides water to agricultural, municipal and industrial contractors in California's Central Valley as well as the San Francisco Bay area's major urban centers. [http://www.usbr.gov/projects/Project.jsp?proj\\_Name=Central+Valley+Project](http://www.usbr.gov/projects/Project.jsp?proj_Name=Central+Valley+Project).

<sup>41</sup> The water rights system in California is far beyond the scope of this memorandum. For agricultural producers, it is sufficient to know that they can purchase water from other individuals who own such rights to the use of water. Chris Nichols, *CA Still Tied to Gold Rush-Era Water Rights System*, SAN DIEGO UNION-TRIBUNE, Apr. 25, 2015, available at <http://www.utsandiego.com/news/2015/apr/25/sacramento-drought-california-water-right-system/>.

<sup>42</sup> Tomson, *supra* note 38.

### III. Efforts to Assist the Citrus Industry

The federal government, the states, and the citrus industry are all working to address the problems that are plaguing the citrus growers. Much of the efforts are focused on fighting HLB, which is considered to be the greatest threat to the United States industry. Like cancer, effectively fighting the spread of HLB and finding a cure to the disease requires extensive research and testing a multitude of techniques.

A Multi-Agency Coordination System has been created to organize policy decisionmaking, prioritize federal research activities, allocate important resources, and collect, assess and disseminate important information.<sup>43</sup> Three USDA agencies, the Animal Plant Health Inspection Service (APHIS), the Agricultural Research Service (ARS), and the National Institute of Food and Agriculture (NIFA), are leading the federal efforts to combat HLB.

Surveying and detecting pests, promulgating rules, and developing data on HLB that the citrus industry can use to fight the psyllid are the focus of APHIS. Among other initiatives, APHIS has worked closely with the states and industry stakeholders to develop a Citrus Health Response Program (CHRP) that coordinates efforts to conduct pest surveys and suppress the psyllid. The CHRP provided \$41 million in funding for these activities in Fiscal Year (FY) 2013.

ARS and NIFA are conducting and supporting research on HLB, which includes projects funded by the Small Business Innovation Research (SBIR) program to examine innovative management techniques for the psyllid.<sup>44</sup> In February 2015, USDA also announced that \$30 million would be spent on 20 HLB research projects through the Specialty Crop Research Initiative Citrus Disease Research and Education program.<sup>45</sup>

The agriculture departments in Arizona, California, Florida, and Texas are also working with USDA on a variety of activities including: performing HLB and psyllid surveys; conducting psyllid treatments; establishing HLB quarantine areas; creating compliance agreements with packing houses; and certifying citrus products.<sup>46</sup> Finally, the citrus industry, through trade associations, research organizations, and universities, is also working on and coordinating research and operational activities to fight HLB.<sup>47</sup>

In addition, eligible growers can apply to the USDA for compensation through the Tree Assistance Program.<sup>48</sup> The program is being used by small and medium sized growers to remove and

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<sup>43</sup> <http://www.usda.gov/wps/portal/usda/usdahome?contentidonly=true&contentid=citrus.html>.

<sup>44</sup> <http://www.usda.gov/wps/portal/usda/usdahome?contentidonly=true&contentid=usda-citrus-hlb-efforts.xml>. The SBIR program requires federal departments (there are 11) with an extramural research budget of \$100 million or more to set aside a small percentage of their agency's overall research budget and award technology development contracts to small firms. A more detailed description of the SBIR program can be found in the Committee on Small Business's May 21, 2014 hearing memorandum, available at [http://smbiz.house.gov/uploadedfiles/5-21-2014\\_hearing\\_memo.pdf](http://smbiz.house.gov/uploadedfiles/5-21-2014_hearing_memo.pdf).

<sup>45</sup>

<http://www.usda.gov/wps/portal/usda/usdamediafb?contentid=2015/02/0032.xml&printable=true&contentidonly=true>.

<sup>46</sup> <http://www.usda.gov/wps/portal/usda/usdahome?contentidonly=true&contentid=state-citrus-hlb-efforts.xml>.

<sup>47</sup> <http://www.usda.gov/wps/portal/usda/usdahome?contentidonly=true&contentid=industry-citrus-hlb-efforts.xml>.

<sup>48</sup> USDA, FARM SERVICE AGENCY, TREE ASSISTANCE PROGRAM (2014), available at [http://www.fsa.usda.gov/Internet/FSA\\_File/tap\\_2014.pdf](http://www.fsa.usda.gov/Internet/FSA_File/tap_2014.pdf).

replace diseased trees.<sup>49</sup> Ensuring that diseased trees are removed is critical because psyllids devour trees in abandoned groves that are not treated with pesticides and then spread HLB to other nearby groves.<sup>50</sup>

APHIS is also focused on fighting the Mexfly and other exotic fruit flies through quarantines and eradication programs.<sup>51</sup> The agency is using an integrated approach to battle the Mexfly including: risk mitigation; surveillance; control; prevention; and regulatory activities. A key component of the efforts is rearing and releasing sterile fruit flies over commercial groves and high risk areas.<sup>52</sup>

Efforts are also being made to provide California farmers, including citrus growers, drought assistance through federal legislation. Last year, H.R. 5781, California Emergency Drought Relief Act of 2014, and S. 2198, Emergency Drought Relief Act of 2014, respectively passed the House and Senate, but an agreement to combine the bills was not struck.<sup>53</sup> California-specific drought legislation soon will be introduced that focuses on water transfers and storages, and it is expected to become a part of a larger bill addressing the drought in the Western United States.<sup>54</sup>

#### IV. Conclusion

The United States citrus industry is facing significant challenges. Small growers and other small businesses are faced with increased costs of production that prompt difficult choices, like plowing under or abandoning groves, as growing citrus becomes economically unviable. While the drought in California and Mexfly outbreaks in Texas are serious and immediate concerns, the spread of HLB is the most significant challenge the industry faces. Finding a cure to HLB is critical to ensuring that the United States remains one of the top producing citrus counties in the world.

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<sup>49</sup> Kevin Bouffard, *Feds Help Small, Midsize Growers to Replace Diseased Trees*, THE LEDGER, May 2, 2015, available at <http://www.theledger.com/article/20150502/NEWS/150509821>.

<sup>50</sup> Semuels, *supra* note 18. In 2014, there were 126,000 acres of abandoned groves in Florida. *Id.*

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[http://www.aphis.usda.gov/wps/portal/aphis/ourfocus/importexport?ldmy&urile=wcm:path:/aphis\\_content\\_library/s\\_a\\_our\\_focus/sa\\_plant\\_health/sa\\_domestic\\_pests\\_and\\_diseases/sa\\_pests\\_and\\_diseases/sa\\_insects/sa\\_fruit\\_flies/ct\\_fruit\\_flies\\_home](http://www.aphis.usda.gov/wps/portal/aphis/ourfocus/importexport?ldmy&urile=wcm:path:/aphis_content_library/s_a_our_focus/sa_plant_health/sa_domestic_pests_and_diseases/sa_pests_and_diseases/sa_insects/sa_fruit_flies/ct_fruit_flies_home).

<sup>52</sup> USDA APHIS, FINAL REPORT ANIMAL AND PLANT HEALTH INSPECTION SERVICE UNITED STATES AND MEXICO LOWER RIO GRANDE VALLEY MEXICAN FRUIT FLY ERADICATION PROGRAM REVIEW 3-10 (2010), available at [http://www.aphis.usda.gov/plant\\_health/plant\\_pest\\_info/fruit\\_flies/downloads/LRGV\\_Final\\_Report.pdf](http://www.aphis.usda.gov/plant_health/plant_pest_info/fruit_flies/downloads/LRGV_Final_Report.pdf).

<sup>53</sup> Tomson, *supra* note 38.

<sup>54</sup> Nick Juliano and Annie Snider, *Calif. House Bill in Works Could Portend Wider Western Drought Legislation*, E&E DAILY, May 21, 2015, available at <http://www.eenews.net/stories/1060018935>.