

IMPLEMENTATION REVIEW AND SUPPORT SYSTEM

# Review of the Implementation of ISPM8

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Cataloguing Challenges and Opportunities

**International Plant Protection Convention (IPPC)  
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**March 2012**

## **Implementation Review and Support System (IRSS)**

### **Report on Activity carried out for ISPM No. 8 (1998): Determination of Pest Status in an Area**

#### **Background**

Adopted by the First Session of the Interim Commission on Phytosanitary Measures in November of 1998, this standard describes the content of a pest record, and the use of pest records and other information in the determination of pest status in an area. Pest records are an essential component of the information used to establish the status of a pest in an area. Importing and Exporting countries rely on information concerning the status of pests for (i) conducting pest risk analysis, (ii) the establishment of and compliance with import regulations, and (iii) the establishment and maintenance of pest free areas. In 2011, the IPPC initiated the Implementation Review and Support System (IRSS) which received instructions from the Standards Committee (SC) to analyze the implementation of ISPM4 with a view to identify possible amendments to the standard in an upcoming review.

The IRSS developed a “Mini-Questionnaire” that was administered to 177 contact points in the seven FAO regions and feedback was received from the following 28 contact points in the different regions as follows:

- i. Africa: Botswana, Eritrea, Kenya, Mozambique, Mauritania, South Africa
- ii. Asia: China, Laos, Philippines, Singapore
- iii. The Caribbean: St. Kitts
- iv. Eastern Europe and Central Asia: Belarus, Czech Republic, Kyrgyzstan, Macedonia, Moldova, Montenegro, Uzbekistan
- v. EU member states: Albania, France, United Kingdom
- vi. Latin America: Argentina, Chile
- vii. Near East: Morocco, Palestine, Tunisia, United Arab Emirates
- viii. North America: Canada

ix. South West Pacific: 0

The questionnaire was also sent to Regional Plant Protection Organizations and shared with staff of the FAO. The questionnaires were also discussed by 107 Contracting Parties during 7 Regional Workshops on ISPM6 Pest Surveillance held in the period of January to February 2012.

### Scope of the Questionnaire

The mini questionnaire focused on the use, challenges in implementation and potential areas for improvement of ISPM8. This report presents global information from the data captured by the brief IRSS study on ISPM8. Raw data from the questionnaires are presented in Annex I.

Reports of the Regional Workshops are available on the IPP IRSS webpage here:

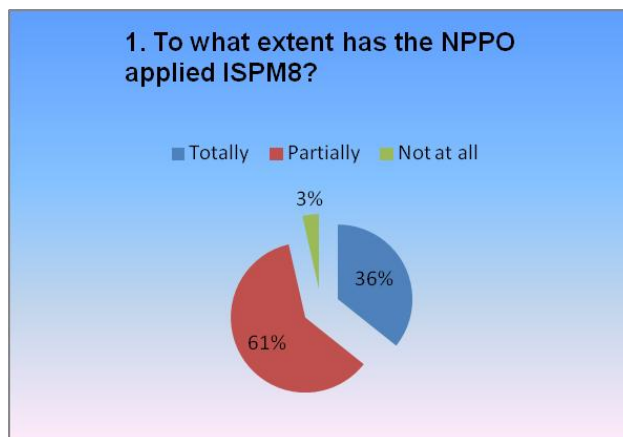
<https://www.ippc.int/index.php?id=1111059&L=0#irssactivities>. The sections that follow present the analysis from a global perspective, but regional differences may be significant and the Steward may wish to review those responses when developing specifications for the revision of the standard.

### Extent of NPPO Application

The extent to which NPPO's have applied ISPM8 for those countries who participated in the ISPM8 mini-survey showed varied results.

Sixty-one percent of respondents indicated that their NPPO's applied ISPM8 "Partially", 36% of respondents indicated that their NPPO's apply ISPM8 "Totally" whereas the other 3% of respondents reported that their

NPPO's were "not at all" applying ISPM8. For those respondents who indicated that they were only partially applying ISPM4 or not applying ISPM8, the top 3 reasons why they were only partially or not applying ISPM8 are:

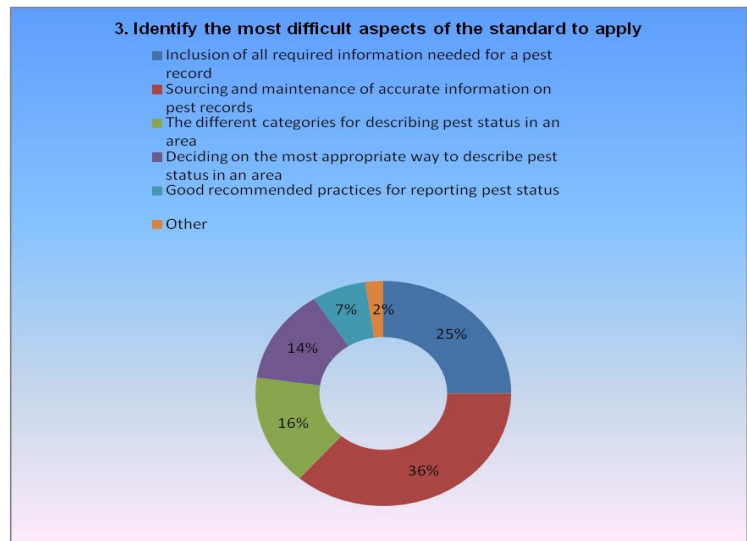


1. Lack of local identification expertise – lack of training

2. Multiple layers in the implementation of ISPM8 with weak coordination mechanisms amongst different stakeholders (poor information coordination between various establishments including NPPO, research, education etc.)
3. Inadequacy of facilities – equipment, vehicles, materials

### Difficulties in application

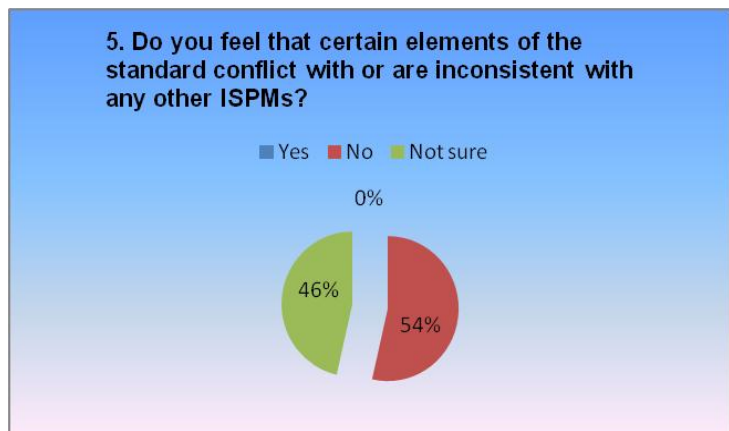
In regards to the identification of the most difficult aspects of ISPM8 to apply, the respondents indicated that (i) sourcing and maintenance of accurate information on pest records, (ii) the inclusion of all required information needed for a pest record and (iii) the different categories for describing pest status in an area were difficult to apply.



Fourteen percent of the respondents felt that deciding on the most appropriate way to describe pest status in an area was also one of the most difficult aspects of the standard to apply. Shortcomings indicated in the following section may be considered as key elements when developing new specifications for the revision of ISPM8.

### Inconsistent/Conflicting elements with other ISPMs

Just over half of the survey respondents indicated that ISPM8 does not conflict with any other ISPMs. Forty-six percent of respondents indicated that they were not sure if ISPM8 conflicted or was



inconsistent with any other ISPMs and none of the respondents felt that ISPM8 conflicted with other ISPMs. One respondent did make mention of the need to understand the categories of pest status in relation to ISPM22's level for recognition of ALPP or ISPM10's PFPP.

## **Country Open-ended Feedback**

### Compiled suggested improvements for ISPM8

- Better information on invasive species
- Since most are unable to access all publications that touch upon change in status of pests, it should be an international requirement that all publishing institutions notify respective NPPO's
- Questions regarding whether the pest definition implies a specimen as well or only information
- "Presence" of the pest in wild plants is not really allowed for – it only focuses on host crops
- Questions on the difference between "present under eradication" and "transient under eradication" – use of the term transient should perhaps be abandoned as a pest is either "present" or "absent"
- There is no real term for "present but only in one location" nor any way of indicating the degree of risk presented by the "present" pest
- "Present at low prevalence" covers a range of situations which are also covered by other "present" definitions i.e. "seasonally", "only in some areas", "under eradication" etc. while the text allows for a combination of these qualifications, perhaps more guidance is needed on how to combine them – when entering status in the IPP, a combination of these qualifying statements is not possible
- The inclusion of an article concerning capacity building for some countries
- List of taxonomic experts
- List of identification keys
- The terminology of the standard needs to be brought up to date with the present Glossary (ISPM5)

- Make the standard more refined for clarity (definition of pest status area is unclear, could be further simplified)

The following Tables provide country feedback categorized into thematic areas and provides for some suggestions actions based on the review findings and the Regional Pest Surveillance Workshop discussions held in January 2012, which also covered ISPM8.

Table 1: Reasons given by respondents on why ISPM8 is either partially or not implemented at all (Clustered into thematic areas):

Thematic Areas	Country feedbacks	IPPC Secretariat Recommendations
<b>Human resources</b>	<ul style="list-style-type: none"> <li>• Limited number of experts;</li> <li>• Non trained technicians;</li> <li>• No specific resources allocated in terms trained manpower;</li> <li>• Weak technical base;</li> <li>• Qualification of experts is insufficient for performance of tasks;</li> <li>• Lack of human resources (skills and qualifications);</li> <li>• Insufficient capabilities of human resources;</li> <li>• The need for trained staff;</li> <li>• Inadequate manpower capabilities;</li> <li>• Lack of local identification expertise;</li> <li>• Absence of expert judgment concerning pest status;</li> <li>• Inadequate capacity to do surveys and determine pest lists of quarantine pests and regulated non quarantine pests;</li> <li>• Inadequate capacity to develop proper data sheets;</li> <li>• Pests can be identified up to level of scientist (not taxonomist);</li> <li>• Inadequate competency in various specialization areas;</li> <li>• Absence of qualified staff to achieve the requirements for surveillance according to ISPM 6</li> </ul>	<ul style="list-style-type: none"> <li>• Consider development of specific training courses including appropriate course content;</li> <li>• Seek partners and funding to develop these</li> </ul>
<b>Financial Resources</b>	<ul style="list-style-type: none"> <li>• Inadequate financial resources;</li> <li>• No specific resources allocated in terms of budget;</li> <li>• Budgetary constraints to fully implement the requirements of the ISPM;</li> <li>• Inadequate funding of NPPO;</li> <li>• Lack of operational budget;</li> <li>• Inadequate financial resources;</li> <li>• Financial constraints;</li> <li>• Costly diagnostic service;</li> <li>• Limited financial resources;</li> </ul>	<ul style="list-style-type: none"> <li>• Develop advocacy material for improved funding particularly from national sources.</li> </ul>
<b>Operational</b>	<ul style="list-style-type: none"> <li>• Lack of facilities;</li> <li>• Lack of regular surveillance programme;</li> <li>• Lack of capacity to characterize pest prevalence due to surveillance inadequacies;</li> <li>• Failure to detect and report occurrence of pests;</li> </ul>	<ul style="list-style-type: none"> <li>• Develop appropriate guidance documents for practical implementation.</li> </ul>

	<ul style="list-style-type: none"> <li>• Insufficient material;</li> <li>• Inadequacy of basic facility;</li> <li>• The need for equipment and vehicles;</li> <li>• Unavailability of resource materials/technical references;</li> <li>• Unavailable identification service</li> </ul>	
<b>Access to Information</b>	<ul style="list-style-type: none"> <li>• Lack of reliable records;</li> <li>• Inaccurate, incomplete, misinterpreted reports;</li> <li>• Inability to correct erroneous records as soon as possible;</li> <li>• Lack of a system of establishing reliable records due to lacking data assembly mechanisms;</li> <li>• Most data on pests is still in unpublished records;</li> <li>• Pest records maintained but these are not reported based on the ISPM 8;</li> <li>• Poor maintenance of collections and records; availability of reliable data is a constraint</li> </ul>	<ul style="list-style-type: none"> <li>• Develop good practice manual that outlines how records are generated and used.</li> </ul>
<b>Policy and Legislation</b>	<ul style="list-style-type: none"> <li>• Policy issues;</li> <li>• The mandate needs to be fully transferred to NPPO with adequate budgetary provisions;</li> <li>• Because of the national legislation implemented together with the standards (in case we have all this data, maybe the data is not systematized in the same way);</li> <li>• Weak institutional framework;</li> <li>• Difficulty of restricting the movement of certain products within areas;</li> <li>• Difficulties in establishing and maintaining pest free areas</li> </ul>	<ul style="list-style-type: none"> <li>• Develop a model phytosanitary policy to guide development of subsequent phytosanitary and associated legal frameworks.</li> </ul>
<b>Coordination and Communication</b>	<ul style="list-style-type: none"> <li>• Currently there are multiple players in the implementation of ISPM8 with a weak coordination mechanism;</li> <li>• The non flow of information between the various establishments (NPPO, research, education);</li> <li>• Lack of adequate extension advice to producers;</li> <li>• ISPM8 is not always completely fulfilled in reporting pest status at the request of another NPPO-the information that is reported to other NPPOs varies somewhat, based on what information they request and how they wish it to be presented to them;</li> <li>• It is a standard benefit to exporters as it allows them to continue to trade while the problem is under control plant in an area are</li> </ul>	<ul style="list-style-type: none"> <li>• Develop guidance instruments or tools for better coordination mechanisms at national level</li> </ul>



	well defined. However, the control should be reinforced periodically to make up status to the area;	
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Table 2: Pertinent aspects or situations experienced by NPPOs which are perceived NOT to have been covered by ISPM 8 (Clustered into thematic areas):

Thematic areas	Country feedbacks	IPPC Secretariat Recommendations
<b>Clarity of Information</b>	<ul style="list-style-type: none"> <li>• Better information about invasive species;</li> <li>• Pest definition does it imply a specimen as well or only information</li> </ul>	
<b>ISPM8 Gap</b>	<ul style="list-style-type: none"> <li>• Does not consider correlation between status of a pest with the actual situation e.g. The status of a pest absent but no quarantine is not described;</li> <li>• This can occur because the conditions do not favor establishment of a pest nor its spread and/or there is no potential economic importance to a particular country;</li> <li>• Since we are unable to access all publications that touch on change of status of pests, it should be an international requirement that all publishing institutions notify respective NPPOs;</li> <li>• It is comprehensive, in some cases we have linkages between environmental conditions and the pest situation;</li> <li>• "Presence" of the pest in wild plants is not really allowed for - it only focuses on host crops;</li> <li>• What is the real difference between "present under eradication" and "transient under eradication"?</li> <li>• There are other issues with the use of the term "transient" and perhaps it should be abandoned-a pest is either "present" or "absent";</li> <li>• There is no real term for "present but only in one location" nor any way of indicating the degree of risk presented by the "present" pest. This can mean that a single pest outbreak is taken by a trading partner as presenting a risk to exports whereas the risk is virtually zero because of the location of the outbreak and the level of containment;</li> <li>• There is a need for deeper concentration of the terms used to describe presence or absence of pests.</li> <li>• Under the concept status , the term "presence" has sub categories of</li> </ul>	Communicated to the SC (April 2012)

	<p>pets are not useable because they are not applicable at national levels and lack of a clear description that differentiates them from one another;</p> <ul style="list-style-type: none"> <li>• The standard is vague in some respects, especially in the definitions of situations in different categories such as “Transient” and “Present” (e.g. Transient: actionable, under eradication vs. Present: under eradication)</li> <li>• "Present: at low prevalence" covers a range of situations which are also covered by other "present" definitions –e.g. "seasonally", "only in some areas", "under eradication" etc. Whilst the text allows for a combination of these qualifications, perhaps there should be more guidance on how to combine them. Also when entering status into the IPP, a combination of these qualifying statements is not possible.</li> </ul>	
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Table 3: Additional guidance or tools NPPOs have suggested as necessary to better implement ISPM8 (Clustered into thematic areas):

<b>Thematic areas</b>	<b>Country feedbacks</b>	<b>IPPC Secretariat Recommendations</b>
<b>Guidance</b>	<ul style="list-style-type: none"> <li>• Identification of manuals and books and technical equipment ;</li> <li>• Surveillance guidelines for major pest groups to assist surveillance teams;</li> <li>• List of identification keys;</li> <li>• Resources to carry out surveillance to verify pest reports;</li> <li>• Updating reference of pest information; adding recommendations about time and methods needed for updating pest records;</li> <li>• There should be an article concerning capacity building for some countries</li> </ul>	<ul style="list-style-type: none"> <li>• Develop manuals and other technical resources as appropriate.</li> </ul>
<b>Information</b>	<ul style="list-style-type: none"> <li>• Set up an automatic link between RPPOs websites and IPP so that NPPOs can report in practice to IPPC through their RPPO;</li> <li>• NPPO with elaborate pest records to share this information so that the process of updating the pest records can be first tracked;</li> <li>• Creation of an interactive database allowing the comparison of lists of countries in the trade to meet the standards prescribed in each situation;</li> <li>• List of taxonomic experts;</li> <li>• Access to literature sources about pests and establishment of a national databank of pest records;</li> </ul>	<ul style="list-style-type: none"> <li>• Design an improved mechanism for real time exchange of official information</li> </ul>

	<ul style="list-style-type: none"> <li>• Computer networks between different structures to create data bank on the pest situation in Tunisia (such as PQR);</li> <li>• Studying information on plants of quarantine, pests on sites (www), NPPO, good practice through internet;</li> <li>• Release of information that is both adapted and adequate;</li> <li>• Updating of the lists defining the status of each pest problem</li> </ul>	
<b>Capacity Development</b>	<ul style="list-style-type: none"> <li>• Adequate capacity for diagnostic laboratories;</li> <li>• Preparation of national experts,;</li> <li>• Training and practical implementation of standards (ISPM);</li> <li>• Specialist for diagnosis on entomology, bacteriology, virology and weed science;</li> <li>• Training of manpower to be able to better conduct pest reports;</li> <li>• Well qualified staff;</li> <li>• Elaboration on expert judgment of determination of pest status</li> </ul>	<ul style="list-style-type: none"> <li>• Identify technical assistance for skills development in the identified areas.</li> </ul>
<b>Legislation</b>	<ul style="list-style-type: none"> <li>• To result legal normative base in conformity to standard ISPM</li> </ul>	