



COMMISSION ON PHYTOSANITARY MEASURES

Twelfth Session

Incheon, Republic of Korea , 5-11 April 2017

**Adoption of International Standards for Phytosanitary Measures -
Reorganization, Harmonization And Minor Technical Updates Of The
Fruit Fly ISPMs**

Agenda item 9.2

Prepared by the IPPC Secretariat

I. Background

1. In November 2011, the Standards Committee (SC) noted that work to reorganize and harmonize CPM adopted fruit fly standards should be carried out, and in May 2015 a proposal was presented to the SC. Based on the SC guidance, the Technical Panel on Pest Free Areas and Systems Approaches for Fruit Flies (TPFF) met in Vienna, Austria, in 2015 to work on the reorganization of the adopted fruit fly standards . The meeting was hosted and supported by the Joint FAO/International Atomic Energy Agency (IAEA) Division of Nuclear Techniques in Food and Agriculture (hereafter “the Joint FAO/IAEA Division”).

2. The SC in May 2016 discussed the proposal in depth, including the proposed reorganization, harmonization and technical updates, and reviewed the proposed consequential ink amendments.

3. The fruit fly standards under consideration (see also Figure 1) are:

- ISPM 26 (*Establishment of pest free areas for fruit flies*)
- ISPM 30 (*Establishment of areas of low pest prevalence for fruit flies (Tephritidae)*)
- ISPM 35 (*Systems approach for pest risk management of fruit flies*) and
- ISPM 37 (*Determination of host status of fruits to fruit flies (Tephritidae)*).

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4. The SC could not reach consensus on the reorganization (see Figure 2 and the following sections) and as a result, the SC agreed that the details of all positions maintained should be presented to the CPM along with a clear explanation as to why the fruit fly ISPMs had been reorganized in this manner and the benefits. In addition, some indication of the resources utilized for the proposed or any future reorganization should be presented.

Figure 1: Overview of the current ISPMs on fruit flies

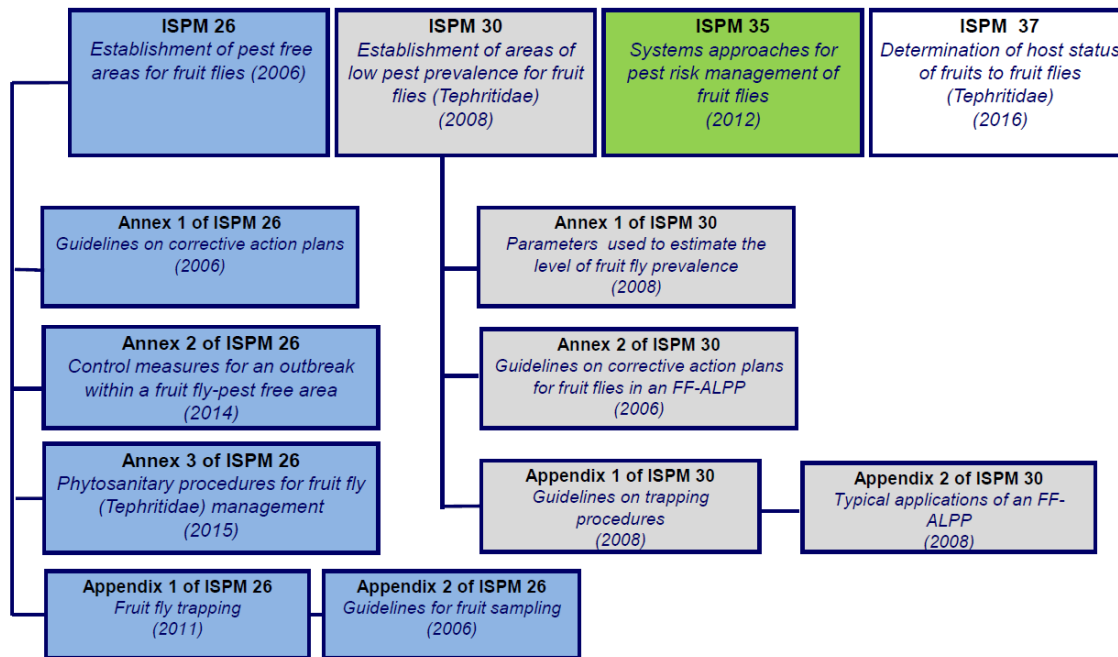
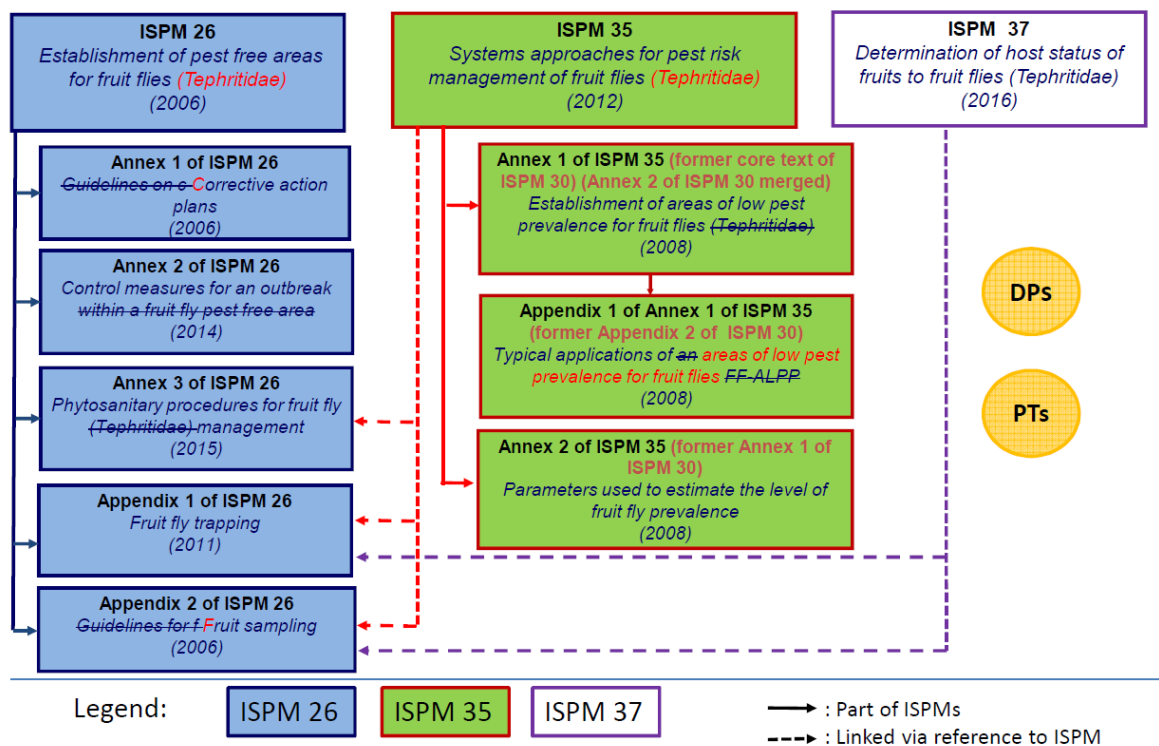


Figure 2: TPFF proposal for the reorganization of ISPMs on fruit flies

II. SC May 2016 considerations

5. The following is an excerpt from the SC May 2016 report (paragraph numbers correspond to those of the SC report).

[217] The SC discussed the following issues regarding the proposed reorganization.

[218] One SC member queried the rationale for retaining Annex 3 of ISPM 26 under ISPM 26 and not moving it to ISPM 35. The Secretariat explained that while Annex 3 is relevant to both ISPMs, ISPM 26 had been adopted first and the panel, wishing to minimize the changes, recommended to leave it under ISPM 26.

[219] Some SC members expressed concerns about changing ISPM 30 to an annex under ISPM 35 because, while it is true that the establishment of area of low pest prevalence of fruit flies (ALPP-FF) is usually part of a systems approach, an ALPP-FF may also be used in the future as a standalone measure.

[220] Other SC members explained that in international trade they were unaware of examples of commodities being traded from an ALPP-FF without there having been other measures applied as part of a systems approach and that placing ALPP-FF under ISPM 35 seemed logical and would facilitate implementation of the fruit fly standards. It was also recalled that an annex of a standard may still be used on its own. Although it was not foreseeable to have situations where countries would accept commodities from an ALPP-FF without there having been other measures applied. Considering that ISPMs address international harmonization of measures, and not particular bilateral arrangements, many SC members supported the proposed reorganization. However, to address the concern raised by some SC members, other SC members suggested that a sentence could be included in the former ISPM 30 to state that ALPP-FF could be used as a standalone measure if desired.

[221] Another SC member suggested that ISPM 26 be included under ISPM 35 because he believed that establishment of a fruit fly pest free area (FF-PFA) and establishment of an ALPP-FF would both be part of systems approaches on equal terms. Other members disagreed because there an FF-PFA (e.g. as a result of natural climatic conditions or geographical isolation from infested areas) is usually used as a standalone measure and not in a systems approach.

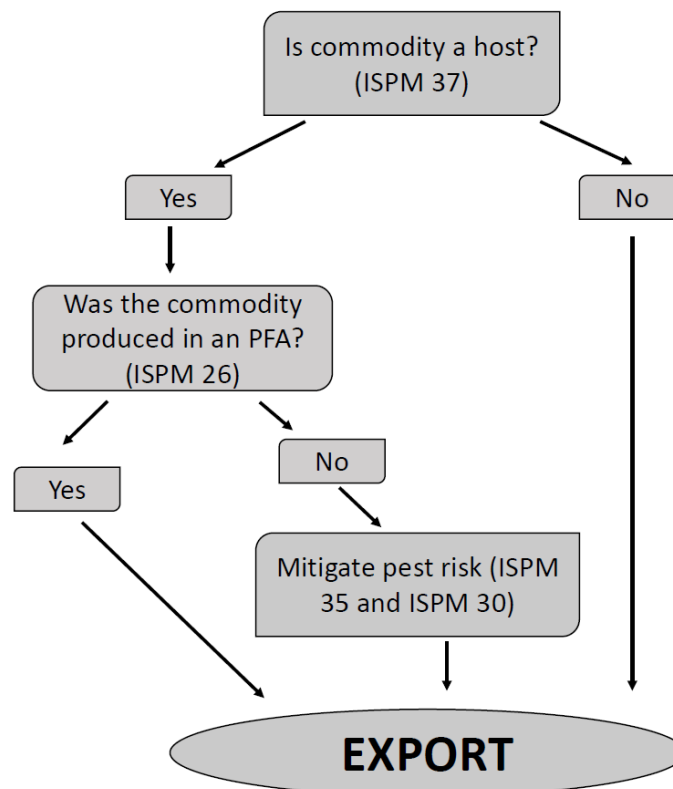
[222] The Secretariat expressed deep concerns about the fact that the SC had been presented with the overall proposal for reorganization in November 2015 and that no concerns were raised at that time regarding the proposal to move ISPM 30 under ISPM 35. That meant that the TPF and the Secretariat had spent significant resources in finalizing the consequential ink amendments based on the SC November 2015 decision. One SC member noted this proposed reorganization was presented to the SC in a PowerPoint presentation and not in paper as it was noted the TPF had only developed the proposed reorganization plan a few weeks before. It was highlighted that this work had been funded by the Joint IAEA/FAO division and no resources were currently available for the TPF to meet to discuss the issue again. The Secretariat furthermore highlighted that, based on CPM set priorities, it would not be able to carry out the further adjustments to reorganization of the standards and ink amendments for the time being.

[223] The SC reviewed the textual changes, agreed they were ink amendments and that they should be submitted to CPM for noting. Only five ink amendments were not accepted and one revised [...]

III. Reorganization

6. The main objective of the reorganization is to help the implementation of the suite of fruit fly standards become more logical and simple to prevent the introduction and spread of fruit flies and to facilitate trade. Figure 3 presents a simplified outline of the export of fruits and vegetables enabled by the ISPMs.

Figure 3: Simplified flow chart for the export of fruits and vegetables by using ISPMs on fruit flies



7. Exporting countries use first ISPM 37 to evaluate if the commodity is a fruit fly host or not. If not, the commodity can be exported without any additional phytosanitary measures. If it is a host, then ISPM 26 should be used to identify if the area is a fruit fly free area (FF-PFA) or not. If it is an FF-PFA, no additional measure is necessary to export the commodity. If the area is infested, the exporting country must use ISPM 35 where two or more measures are used in combination pre- and post-harvesting to mitigate the risk of introducing a pest to the importing country.

8. To ensure that the fruit fly ISPMs' logical application matches these production and trade practices for fruits and vegetables, it is necessary to integrate the existing ISPM 30 as an annex to ISPM 35.

9. There are two major reasons for this integration:

- There are no known examples in international trade of countries using a fruit fly area of low pest prevalence (FF-ALPP) as a stand-alone measure to export from. In all known cases, FF-ALPP is used as part of a systems approach. It is therefore logical and helpful for implementation that ISPM 30 becomes an annex to ISPM.
- The text on FF-ALPP retains its prescriptiveness as an annex. Annexes and core ISPMs have the same level of obligation. The only difference in this case is to help ensure that the linkages between the standards are clear due to the necessity of applying the requirements for an FF-ALPP under a systems approach.

IV. Harmonization

10. In 2006, ISPM 26 was adopted as the first fruit fly ISPM. It took exactly 10 years until ISPM 37 was adopted in 2016. Over this 10-year period, some definitions and denominations have changed or been used differently in the various ISPMs and annexes adopted during the 10 years period. There was also repeated information in some of the ISPMs, just as additional linkages between the standards and between the standards and adopted diagnostic protocols and phytosanitary treatments were felt to enhance usability of the standards.

11. The TPFFF reviewed the 13 core ISPMs, annexes and appendixes of the suite of fruit fly ISPMs to ensure harmonization and consistency between them. In addition, all the documents were edited by the IPPC scientific editor. These changes are considered ink amendments as they do not change the content of the standards but help facilitate reading and utilization.

12. The ink amendments are presented in attachments 1-5 of the English version of this paper only due to cost savings:

Attachment 1: ISPM 26 (*Establishment of pest free areas for fruit flies (tephritidae)*) with Annex 1 (Corrective action plans) and Appendix 2 (Fruit sampling)

- Attachment 2: Annex 2 (Control measures for an outbreak within a fruit fly-pest free area) of ISPM 26
- Attachment 3: Annex 3 (Phytosanitary procedures for fruit fly (*Tephritidae*) management) of ISPM 26
- Attachment 4: Appendix 1 (Fruit fly trapping) of ISPM 26
- Attachment 5: Annex 1 (Establishment of areas of low pest prevalence for fruit flies) (ex ISPM 30), including Appendix 1 (Typical applications of an FF-ALPP) (ex Appendix 2 of ISPM 30), and Annex 2 (Parameters used to estimate the level of fruit fly prevalence) (ex Annex 1 of ISPM 30) of ISPM 35 (*Systems approach for pest risk management of fruit flies (Tephritidae)*)

V. Technical updates

13. Over the last 10 years some technical changes occurred, specifically within taxonomy. The main technical update that was proposed in the reorganization was for the synonymization of four species of *Bactrocera* (*B. dorsalis*, *B. invadens*, *B. papaya* and *B. philippinensis*) on a single species *B. dorsalis*. That change has a direct positive impact on the fruits and vegetable trade worldwide. This change is supported by scientific evidence.

VI. Resources utilized for the proposed or any future reorganization

14. The costs of the current reorganization were approximately USD 113 000. This amount includes:

- estimated time dedicated to the work by the eight TPFf panel members and their travel costs: USD 48 000 (total)
- operational costs (meeting arrangements, editing) of USD 25 000 and IPPC Secretariat / Joint FAO/IAEA Division human resources of USD 40 000; most of this funding was supplied by the Joint FAO/IAEA Division.

15. A future reorganization will likely have similar costs.

16. Should the CPM wish to proceed with the reorganization only partly, for instance, by excluding the move of ISPM 30, the ink amendments will need to be reviewed again and some excluded. It is estimated that this would cost approximately USD 10 000 (editor and staff time), in addition to the similar costs indicated above for another meeting of the TPFf members.

17. It should be recalled that the costs related to translation and incorporation of the ink amendments into the six FAO languages for all the standards will be similar independent of the level of reorganization that is decided by the CPM.

VII. Conclusions

18. Since 2004, the current TPFf members have worked to develop fruit fly standards under the auspices of the IPPC. They represent not only the highest expertise worldwide but also six FAO regions, bringing with them a wealth of scientific knowledge and practical experience in managing pest risks pertaining to fruit flies.

19. The proposal for reorganization is one based on international practices. It will facilitate the implementation of the fruit fly standards as it creates a logical link between them, and this in turn will facilitate trade. The TPFf considered other possible ways of achieving improved implementation of the fruit fly standards but agreed that this proposal is the best way forward.

20. The level of obligation in the standards remains identical.

21. The costs of the reorganization was substantial, not only in funds spent by the Joint FAO/IAEA Division and the IPPC Secretariat, but also in time and funds spent by the individual countries supporting the TPFf members.

22. Should the CPM wish for the TPFf to reconsider the reorganization, similar costs on all accounts should be expected for this work and the costs would need to be covered by extra-budgetary funds.

23. It should also be noted that the Joint FAO/International Atomic Energy Agency (IAEA) Division of Nuclear Techniques in Food and Agriculture have set aside resources to assist the IPPC Secretariat in the development of a guide for the implementation of fruit fly ISPMs. This guidance would provide specific information on the sequence of events to be considered when implementing this suite of standards to provide linkages between the relevant standards, annexes and appendixes as well to relevant diagnostic protocols and phytosanitary treatments. These funds are allocated to be used in 2017 and they will not be carried forward if this reorganization is not agreed.

VIII. Decisions

24. The CPM is invited to:

- 1) *Agree* to the reorganization of the suite of fruit fly ISPMs as presented in Figure 2, including to
 - a) incorporate ISPM 30 into ISPM 35 as Annex 1, noting that the same level of prescriptiveness persists and consequently:
 - i) *Note* that the text of former Annex 2 to ISPM 30 was integrated into Section 8 of Annex 1 to ISPM 35 (former ISPM 30).
 - ii) *Note* that the former Appendix 1 to ISPM 30 is no longer relevant because ISPM 26 has an elaborated and recently adopted appendix on fruit fly trapping, and consequently this was not incorporated into ISPM 35. A reference is made to Appendix 1 of ISPM 26.
 - iii) *Note* that former Appendix 2 of ISPM 30 has become Appendix 1 of Annex 1 of ISPM 35 (former ISPM 30).
 - b) Revoke ISPM 30.
- 2) *Note* that direct links between fruit fly standards and direct links between fruit fly standards, annexes to ISPM 28 and annexes to ISPM 27 have been included in the relevant fruit fly standards.
- 3) *Note* the consistency and editorial changes (ink amendments) in the standards mentioned in Attachment 1-5, attached in the English version of this document only.
- 4) *Note* that the ink amendments, upon approval of the reorganization by CPM, will be translated into all FAO languages. All ink amendments in all languages will be incorporated into the individual standards and the previous versions of the standards revoked.