



# COMMISSION ON PHYTOSANITARY MEASURES

## Fourteenth Session

Rome, 1-5 April 2019

**CPM recommendations - Safe provision of food and other aid to prevent the introduction of plant pests during an emergency situation (2018-026)**

**Agenda item 8.10**

**Prepared by Australia. Supported by New Zealand, Pacific Plant Protection Organisation (PPPO) and IPPC Secretariat**

## I. Background

1. The International Plant Protection Convention (IPPC) requires Contracting Parties to manage phytosanitary risks to prevent the international movement of pests.
2. The Pacific Plant Protection Organisation (PPPO) submitted a proposal for a concept standard on “safe import of food and other aid” in the 2018 *Call for Topics: Standards and Implementation*. The PPPO recognised that the increasing number of extreme weather events occurring around the world, as a consequence of climate change, and other natural or man-made disasters, is necessitating the movement of humanitarian aid to affected areas. Countries within the Pacific region are vulnerable to climate change and related extreme weather events, and many have received food and other humanitarian aid in the wake of natural disasters.
3. The PPPO also recognised that they are exposed to pests and other phytosanitary risks associated with the aid that, unless appropriate risk management is applied, may become established and have a long-term impact on the economy, environment and communities, long after the country has recovered from the emergency situation.



4. Food aid has rightly been credited with saving millions of lives; indeed, it is often the only thing standing between vulnerable people and death. Yet, several countries noted that their national plant protection organizations (NPPO) had come under intense pressure from political leaders and other areas of government to allow the entry of relief aid even where there was a significant risk of introducing plant pests.

5. The PPPO proposed the development of an international standards for phytosanitary measures (ISPM) that would guide aid agencies, private donors, exporters, importers and regulators on the phytosanitary risk management of food and other materials provided to assist response and recovery of countries after a natural disaster or other emergency situation. The standard would identify goods that pose little or no phytosanitary risk and which are permitted to be moved freely. It could also provide examples of goods that pose a phytosanitary risk requiring management measures in order to prevent the introduction of regulated pests, as well as risk management options that may reduce the risk to an acceptable level.

6. The submission presented other benefits including:

- Recognition that natural and man-made emergencies and disasters occur in all regions of the world.
- Donor agencies and recipient countries would benefit from clear guidance not only on the types of food aid which can move freely without the need for further phytosanitary intervention, but also on other types of food that present a phytosanitary risk and require specific intervention to render them safe as food aid.
- The development of guidance that is both practical and effective will help address the issues identified.
- There are a limited number of global aid agencies. Risk management measures that render food and other aid safe to many countries offers opportunities for efficiencies in sourcing materials that are assured of rapid border clearance and subsequent distribution.
- Guidance would help aid providers plan to address the phytosanitary risks associated with aid before it is called on, thereby facilitating the safe movement of urgently needed humanitarian aid into areas impacted by disasters or other emergency situations. This is particularly beneficial where normal regulatory risk management operations in the affected area are compromised or impacted by the situation.
- Aid providers can create efficiencies in their procurement, storage, treatment and shipping processes to integrate safe practices.
- Much of this aid is consolidated and shipped to areas that need it through processes and distribution networks that are outside of the normal commercial trading pathways. The awareness of phytosanitary risks and the need to meet importing countries' conditions may not be well known or understood by aid providers.

7. Many countries have experience in this area and can help to formulate practical guidance.

8. The action to prevent the international movement of pests to countries requiring immediate or long term humanitarian aid aligns with all the IPPC strategic objectives relevant to food security, environment protection and facilitation of safe trade. Pests entering with donated goods when normal phytosanitary risk management operations are compromised, are more likely to result in pest establishment and spread in the affected area.

## **II. The Pacific experience**

9. Several countries noted the difficulties they had faced in managing in-country demands for rapid clearance with little regard for the potential medium and long-term impacts of pests that become established as a result of inadequate phytosanitary risk management. These impacts might include the need for additional chemicals in crop production to reduce yield and quality losses, additional phytosanitary measures for existing markets and the loss of an industry.

10. They noted that the impact of pests is not limited to production agriculture. The weed known as giant mimosa (*Mimosa diplotricha*) was introduced into the Vava'u Islands (Tonga) with sand from Tahiti as part of French Aid reconstruction assistance following Cyclone Waqa in 2002.

11. In one situation, seeds for planting were provided as aid. These seeds came in 100 – 500g seed lots as relief starter seed packs. Vegetable seeds may be sourced from countries for which no risk analysis has been completed. Since it comes as aid, most countries accept the seeds and distribute them to farmers as relief packs. There is potential for viruses and other seed-borne pathogens associated with these types of seed imports to become established.

12. In a recent response to a natural disaster, one NPPO requested a food aid item to be frozen to ensure it was not diverted to planting, knowing that the source area had a disease of quarantine concern. This was done and safe import occurred.

13. Outside of the Pacific region, the introduction of the Great Grain borer, *Prostephanus truncatus*, into Africa via food aid grain shipments is one of the more powerful examples of well-intentioned food aid resulting in a catastrophic and enduring establishment of a stored product pest.

### III. Analysis by the IPPC Task Force on Topics

14. The analysis of the PPPO proposal for a concept standard on the safe import of food and other aid by the Task Force on Topics (TFT) concluded that this proposal was not suited to a concept standard but was an increasingly important issue that would benefit from guidance (see also CPM agenda item 9.1). The TFT recommended that this guidance might appropriately take the form of a CPM Recommendation and that it be developed as a high priority for adoption at the CPM-15 Ministerial Conference in 2020. Respective meetings of the Standards Committee (SC) and the Implementation and Capacity Development Committee (IC) considered the TFT recommendations on submitted topics.

15. The SC acknowledged that this is an important but challenging topic. The SC agreed that the TFT recommendation to develop a CPM Recommendation for adoption during CPM-15 in 2020 would be a good way to address the issue.

16. The IC also agreed to the TFT recommendation and noted that not only plants and plant products, but also non-plant products including machinery and vehicles should be included in the scope.

17. The PPPO has revised the proposal into a draft CPM recommendation in Attachment 1 (English version only) for consideration by CPM-14.

### IV. Recommendations

18. CPM-14 is invited to:

- 1) *Note* the background to this recommendation.
- 2) *Consider* the need for a CPM recommendation to encourage contracting parties to prepare for managing the phytosanitary risks associated with the export and import of food and other aid during an emergency situation, in order to reduce the introduction of plant pests in these circumstances.
- 3) *Agree* that a draft CPM recommendation is circulated for country consultation between 1 July and 30 September 2019 using the OCS, with a view to presenting a final version for adoption at CPM-15 (2020)
- 4) *Note* that the CPM-15 (2020), Ministerial Conference, provides a potentially useful forum for raising awareness of the importance of managing pests on food and other aid including non-plant products such as packaging, equipment, machinery and vehicles.

- 5) *Request* that contracting parties provide additional information in their country comments that may assist others to manage phytosanitary risks associated with food and other aid, by:
- identifying frequently accessed goods and materials provided as humanitarian aid, from their experience as aid recipients in the last five years and adding these to the lists in Appendix 1<sup>1</sup> and Appendix 2<sup>2</sup>;
  - identifying, from their experience, phytosanitary risks associated with the import of these goods
  - adding risk management options to manage these risks including widely available commercial manufacturing processes, which are recognized as effective in addressing phytosanitary risk
  - sharing information and experiences on the risks and their management with food and other aid at 2019 Regional Workshops, and providing this through their OCS response.

---

<sup>1</sup> English only

<sup>2</sup> English only

**ATTACHMENT 1 (English only)****CPM recommendation: Safe provision of food and other aid to prevent the international spread of plant pests (2018-026)****Status box**

This is not an official part of the CPM Recommendation and it will be modified by the IPPC Secretariat after adoption.	
<b>Date of this document</b>	2019-02-07
<b>Document category</b>	Draft CPM recommendation
<b>Current document stage</b>	To CPM-14 for consideration for inclusion in the work programme and for country consultation
<b>Major stages</b>	2018-026 Topic <i>Safe provision of Food and Other Aid to prevent the international spread of plant pests</i> proposed by PPPO members for inclusion in the IPPC work programme for a CPM Recommendation.
<b>Notes</b>	This is a <u>draft document</u> presented to CPM-14 for consideration as a CPM recommendation.

**Safe provision of food and other aid to prevent the international spread of plant pests****BACKGROUND**

There has been a significant increase in severe weather events, attributed to climate change, as well as man-made and natural disasters that have precipitated the urgent need for food, water and machinery to prevent or ameliorate humanitarian crises. For example, Tonga has experienced three category 4 cyclones and one category 5 (Cyclone Ian) since 2010, while the Pacific region as a whole is increasingly experiencing damaging storms and storm surges. These events are not limited to developing countries or the Pacific region, and have occurred in all regions of the world.

National Plant Protection Organizations (NPPOs) are impacted by these situations but are still bound by their role to effectively manage the phytosanitary risks associated with imports of aid received in the aftermath of such disasters. There are a number of examples of long term impacts on the economy, environment and communities from pests introduced with aid that have continued long after the country has recovered from the emergency situation

The effective management of phytosanitary risks can be difficult during an emergency situation. Executive government may demand that the goods are cleared and provided to those in need, even when it is clear that the goods would, under normal risk-based clearance processes, present a phytosanitary risk that would require a treatment to address, or would otherwise be re-exported or destroyed. Mixed consignments in shipping or air containers, which have a range of goods and risks, can experience delays in clearance and release as they require a full unpack to verify their phytosanitary status. Damaged infrastructure may prevent the application of phytosanitary treatments to remediate risks identified, and re-export may not be an option either – leaving the NPPO to deal with the risk.

NPPOs acknowledge and appreciate the aid from other countries and international organisations. This Recommendation is intended to provide clear guidance to aid providers and recipient countries to enable the effective management of phytosanitary risks associated with commonly provided food and other aid to prevent the introduction of pests.

**ADDRESSED TO**

Contracting parties, donor agencies and organisations and regional plant protection organizations.

**RECOMMENDATIONS**

The Commission notes that countries receiving food and other humanitarian aid are exposed to pests that, unless appropriate risk management is applied, may become established and have a long term impact on the economy, environment and communities long after the country has recovered from the emergency situation. Commonly provided aid goods and materials include food, water, building materials, planting materials (seeds), people (volunteers, human resources), vehicles, machinery and equipment.

While natural disasters cannot be foreseen, the Commission *encourages* contracting parties and regional plant protection organisations (as relevant) to:

- a) *undertake* emergency response planning and preparedness activities to reduce the risk of entry of plant pests with food and other humanitarian aid that may be provided to them in the event of an emergency or disaster.
- b) *engage* with aid agencies, exporters and importers and regulators to raise awareness of the phytosanitary risks associated with food and other materials that are provided to assist response and recovery of countries after a natural disaster or other emergency situation, and their effective management.
- c) *use* the general guidance in [Appendix 1](#) and [Appendix 2](#) to identify risk management measures that could be applied to food and other aid goods and materials to prevent the international movement of pests that may be associated with them
- d) *partner* with aid and donor agencies to better plan for the safe operation of their programs, including standardising supply and distribution operations for multiple countries to increase the efficiency of border clearance processes and potentially reduce regulatory burden.
- e) *encourage* the pre-treatment and/or pre-clearance of food and other aid to expedite clearance
- f) *establish* mechanisms for providing information to potential donors, aid agencies, importers and exporters to reduce the movement of risk goods in an emergency situation.

**RECOMMENDATION(S) SUPERSEDED BY THE ABOVE**

None.

**APPENDIX 1: Examples of commodities or materials provided as food or other aid that are not capable of being infested with quarantine pests**

This appendix is for reference purposes only and is not a prescriptive part of the CPM recommendation.

<b>COMMODITY</b>	<b>END USE</b>	<b>ASSOCIATED PHYTOSANITARY RISKS</b>	<b>RISK MANAGEMENT MEASURE(S)</b>	<b>ADDITIONAL INFORMATION</b>
Bottled water	Human consumption	Nil - if fit for purpose	Commercially prepared, sealed and pasteurised, clean, new packaging	
Medical supplies	Medical use	Nil - if fit for purpose	Sterilised, clean, new packaging	
Cement components except sand and gravel	Construction	Nil - if in clean packaging	Clean packaging	
Processed foods	Human consumption	Nil - if subject to processing methods that address phytosanitary risks	Methods in Annex 1 of ISPM 32 ( <i>Categorization of commodities according to their pest risk</i> )	ISPM 32( <i>Categorization of commodities according to their pest risk</i> )
Tents	Shelter	Nil – if clean and new	Absence of soil and other contaminants on tents including poles and pegs	
<b>ADD OTHERS</b>				

**APPENDIX 2: Examples of commodities or materials provided as food or other aid that are capable of being infested with quarantine pests**

This appendix is for reference purposes only and is not a prescriptive part of the CPM recommendation.

COMMODITY	END USE	ASSOCIATED PHYTOSANITARY RISKS	RISK MANAGEMENT MEASURE(S) TO ADDRESS RISKS	ADDITIONAL INFORMATION
Fresh fruit and vegetables	Human consumption	Crop production pests		
Soil	Land fill			
Earthmoving machinery				ISPM 41 ( <i>International movement of used vehicles, machinery and equipment</i> )
Timber, lumber	E.g. construction	Timber pests	Kiln drying, application of effective fumigation or preservative treatment appropriate to use of the timber	Some preservatives are toxic and should not be used where they impact human health
Processed foods	Human consumption	Phytosanitary risks may remain if products can be reinfested (e.g. storage pests) or processing is insufficient to address all risks	Methods in Annex 2 of ISPM 32	ISPM 32 ( <i>Categorization of commodities according to their pest risk</i> )
Dried food e.g. rice, grains	Human consumption	Stored product pests e.g. Khapra beetle ( <i>Trogoderma granarium</i> )	Fumigation, source from countries free of the pest	
Wood packaging and dunnage	e.g. secure transport of food and aid, for animal crates, packaging for vehicles	Timber pests	Approved treatment or ISPM 15 ( <i>Regulation of wood packaging material in international trade</i> ) compliant	ISPM 15 ( <i>Regulation of wood packaging material in international trade</i> )
Seeds	Planting Material	Seed borne pathogen	Seed treatment with fungicides. However, difficult for 100 percent mitigation. Complete risk	ISPM 38 ( <i>International movement of seeds</i> )



COMMODITY	END USE	ASSOCIATED PHYTOSANITARY RISKS	RISK MANAGEMENT MEASURE(S) TO ADDRESS RISKS	ADDITIONAL INFORMATION
			can be ascertained through Import Risk Assessment. Source from pre-approved, accredited sources	
Plant products that may contain or be contaminated with animal health risk materials	Human consumption	Animal diseases	Sourced from pest free areas and properly vacuum packed and labelled	OIE restrictions and several bird flu/mad cow diseases/ zoonosis'
Used Clothing materials/wears	Human use	Pest carrier e.g. LFA, beetles	Clean and fumigate	
All expired processed food products of plant and animal origin	Human consumption	Human health risks, storage pests	Products are fit for purpose	
Regulated GMO products	Human consumption	Subject to the laws of the receiving country		
<b>ADD OTHERS</b>				