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**CPM recommendations - Facilitating safe trade by reducing the incidence
of contaminating pests associated with traded goods**

Agenda item 8.10

Prepared by Australia, supported by New Zealand



I. Background

1. Phytosanitary risks in plants and plant products should be managed on the basis of pest risk analysis (PRA). The focus of the PRA is generally on pests associated with the commercially grown and traded commodity, where measures are applied by the importing country to reduce the pest risks to an acceptable level agreed through bilateral negotiation with the exporting country. These measures may be applied prior to export or on arrival in the importing country. The PRA rarely considers pest risks associated with the processes of moving the commodity in trade, or pathways outside of commercial trade.

2. The International Plant Protection Convention (IPPC) clearly directs actions to prevent the international movement of pests through more than the management of phytosanitary risks on plants and plant products. Contracting parties, through the Commission on Phytosanitary Measures (CPM), have recognised this with the adoption of international standards providing guidance on, for example, the *International movement of used vehicles, machinery and equipment* (ISPM 41), or with actions to reduce the spread of pests on sea containers through the work of the Sea Container Task Force (SCTF). However, the awareness of the scope of the Convention and the risks that pests associated with storage places, packaging, conveyances, containers, soil and any other organism, object or material capable of harbouring or spreading plant pests pose to global plant health remains low. A CPM recommendation would help to raise the profile of these risks and provide a stronger focus for addressing them.

3. Recent experience in Australia indicates an increase in the number and type of phytosanitary and other risks associated with containers, conveyances and pathways, and with goods that are not regulated plants or plant products. A list of pests commonly intercepted in Australia in or near the border over the last 12 months is provided in Attachment 1 (in English only).

4. There is also ongoing exposure to plant pests in material brought in by travellers and entering through postal and courier mail services.

5. It is logical to assume that the same pests are moving between all countries by the same means, and that the global spread of pests, including contaminating pests, will continue. This poses a significant risk to production and natural ecosystems. The rapid inter- and trans-continental spread of the brown marmorated stink bug (BMSB) and the red imported fire ant (RIFA) highlight this risk and the significant impacts that can result from the establishment of serious pests in an area.

Example – BMSB in Georgia:

Successes and Challenges of Implementation of the Convention - Georgian State Programme Against Brown Marmorated Stink Bug - English only (CPM 2018/INF/13)¹

6. The draft IPPC Strategic Framework 2020-2030 (CPM 2019/26²) and the associated five year investment plan (CPM 2019/30³). identify the management of these pests directly and indirectly to protect global plant resources and facilitate safe trade. Some relevant 2030 key result areas identified for the three strategic objectives progressed by the Framework include:

- Pest risk prevention is integrated throughout the production, processing and trade chain of plants and plant products (food security and agriculture protection measure).
- Contracting parties have mechanisms in place to control the spread of environmental contaminant pests on non-plant trade pathways, e.g. invasive ants on vehicles and machinery, or gypsy moth egg masses on sea containers and vessels (environment protection measure).

¹ CPM 2018/INF/13: <https://www.ippc.int/en/publications/85717/>

² CPM 2019/26: *IPPC Strategic Framework for 2020-2030*: <https://www.ippc.int/en/publications/86997/>

³ CPM 2019/30: *Five year investment plan of the IPPC Secretariat - in relation to the IPPC Strategic Framework 2020-2030*; available at: <https://www.ippc.int/en/publications/86993/>

- NPPOs have built capacity and been supported to establish export assurance and certification systems that have strong integrity and are trusted by trading partners, and,
- The detections of pests on trade pathways are declining as exporting countries take more responsibility for managing the pest risk on exports, and importing countries report detections more quickly and more consistently (trade facilitation measures).

II. Related activities and considerations

7. The Glossary of phytosanitary terms (ISPM 5) includes definitions of contaminating pests and contamination in recognition of the inclusion of these pests in the scope of the Convention. These are defined as:

- **Contaminating pest** – A pest that is carried by a commodity, packaging, conveyance or container, or present in a storage place and that, in the case of plants and plants products, does not infest them (ISPM 5)
- **Contamination** – Presence of a contaminating pest or unintended presence of a regulated article in or on a commodity, packaging, conveyance, container or storage place (ISPM 5)

8. Several topics relevant to non-commodity pathways were submitted in the 2018 Call for Topics. These included:

- The proposed implementation guide (topic 2018-008⁴) ‘*Development and implementation of regulations and legislation to manage phytosanitary risks on regulated articles for NPPOs*’ identified a gap in phytosanitary legislation covering regulated articles other than plants and plant products. The Task Force on Topics recommended (CPM 2019/22⁵) that the development of this guidance was a high priority considering that it will assist implementation of a number of IPPC priorities including the work of the Sea Container Task Force.
- A proposed standard on the safe provision of food and other aid to prevent the international spread of plant pests (2018-026⁶) is, on the recommendation of the Task Force on Topics, presented to CPM-14 as a draft CPM recommendation (CPM 2019/29⁷). The proposed CPM recommendation notes that countries receiving 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. The same is true of contaminating pests that may be associated with regulated articles such as containers, conveyances etc, or with non-regulated traded articles. Australia has detected a range of contaminating invertebrate pests for many years, and like many other countries, struggles to detect these in the vast volume of goods that are imported each year.
- Proposals on managing phytosanitary risks associated with international mail items (2018-014⁸), on plants and plant products carried by passengers (2018-017⁹) and cross-border online shopping for plants, plant products and other regulated articles (2018-021¹⁰).

⁴ 2018-008_AU_Development and implementation of regulations and legislation to manage phytosanitary risks on regulated articles for NPPOs: <https://www.ippc.int/en/publications/86295/>

⁵ Task Force on Topics Recommendations to CPM for Submissions for 2018 Call for Topics: Standards and Implementation: <https://www.ippc.int/en/publications/86974/>

⁶ 2018-026_PPPO_Safe Import of Food and Other Aid: <https://www.ippc.int/en/publications/86307/>

⁷ CPM 2019/29: <https://www.ippc.int/en/publications/86991/>

⁸ 2018-014_CN_Guidelines for Phytosanitary of International Mail Items: <https://www.ippc.int/en/publications/86328/>

⁹ 2018-017_CN_Guidelines for the management of plants and plant products carried by entry passengers: <https://www.ippc.int/en/publications/86331/>

¹⁰ 2018-021_CN_Requirement for phytosanitary certificate on cross-border online-shopping plants, plant products and other regulated articles: <https://www.ippc.int/en/publications/86303/>

9. These topics, which were submitted by contracting parties or Regional plant protection organisations (RPPOs) in response to a problem or challenge, also recognise the need to address pest risk outside the commercial trade in commodities.

10. The international standard ISPM 41: *International movement of used vehicles, machinery and equipment* was adopted by CPM in 2017. This standard identifies and categorises the pest risk associated with used vehicles, machinery and equipment utilised in agriculture, forestry, horticulture, earth moving, surface mining, waste management and by the military, being moved internationally and identifies appropriate phytosanitary measures.

11. The Sea Container Task Force (SCTF) was established following CPM-12 (2017) because contracting parties were increasingly recognising the importance of cleaning containers and ensuring containers are clean before packing to avoid delays at entry and contamination of the goods they contain. Work of the SCTF is following a multiyear plan¹¹ under the oversight of the Implementation and Capacity Development Committee (IC). The status of the SCTF is further discussed during Agenda item 11.2 (CPM 2019/32¹²).

12. An IPPC action plan for facilitating safe trade will be considered by CPM-14 (CPM 2019/33¹³). This plan provides a link with the Trade Facilitation Agreement (TFA) of the World Trade Organization (WTO) and identifies actions to reduce pest movements through e-commerce, with reference to the postal and courier mail services. It also includes the development of commodity and pathway standards as a mechanism to facilitate safe trade. The TFA includes Customs and other border agencies in its scope, recognising that NPPO processes will potentially impact efforts to expedite customs clearance of goods. Working in parallel with Customs to increase operational efficiency at the border can also provide greater opportunities to NPPOs to reduce the incidence of contaminating and hitchhiking pests by collaborating with other agencies to exclude pests from imported goods before they are exported.

13. The Focus Group on Commodity and Pathway Standards considered the inclusion of general requirements in these standards at its meeting in October 2018 (CPM 2019/27¹⁴). The CPM might consider whether, in addition to clean packaging, other requirements that reduce the pest risks of conveyances should be included to safeguard the phytosanitary security of the consignment and not just the goods.

14. The CPM has been considering international partnerships for a number of years. A paper to CPM-14 (CPM 2019/17¹⁵) discusses this further. The proposed CPM recommendation initially focuses on raising awareness and then on working collaboratively with exporting and importing industries to prevent infestation of containers, conveyances and exported goods. The CPM might consider the value of establishing an industry advisory group to address the risks posed by conveyances and other regulated articles, including the benefit of addressing these risks before export.

15. Exporting industries have a strong interest in rapidly moving their goods to a final destination. It is not unreasonable that they should take on the majority of responsibility to ensure containers, conveyances and the goods they are carrying, are not spreading pests as they move around the world. This applies not only to exported plants and plant products, but should also include machinery and equipment, industrial products and manufactured articles.

¹¹ SCTF multiyear plan: <https://www.ippc.int/en/publications/86057/>

¹² CPM 2019/32: *Proposed independent status for the Sea Containers Task Force*:
<https://www.ippc.int/en/publications/87000/>

¹³ CPM 2019/33: *Facilitating safe trade for plants and plant products - Action Plan*:
<https://www.ippc.int/en/publications/87001/>

¹⁴: CPM 2019/27: *Focus Group on Commodity and Pathways Standards*:
<https://www.ippc.int/en/publications/86987/>

¹⁵ CPM 2019/17: *Report on international cooperation of the IPPC Secretariat - Report from the IPPC Secretariat*: <https://www.ippc.int/en/publications/86925/>

16. Commercial solutions that are integrated into commercial trading operations and reduce or stop infestation or contamination would offer a benefit to importers and exporters by facilitating clearance processes, preventing transported goods being compromised and reducing regulatory burden and costs. A commercial solution would increase compliance and be more efficient than regulation, which is resource intensive, expensive and may impact the flow of trade.

III. Proposal for a CPM recommendation

17. The Convention supports actions to significantly restrict the presence and spread of contaminating pests and invasive species moving on pathways outside of commercial trade of plants and plant products. The proposed CPM recommendation will provide a platform for managing pests outside of trading framework for plants and plant products including passengers, mail, courier pathways, as well as contaminant pests on conveyances, in storage places etc.

18. The recommendation would encourage NPPOs, RPPOs and importing and exporting industries to work together to raise awareness of the pest risks associated with the trans-boundary movement of all goods and the benefits from addressing these risks. NPPOs might use this awareness as the driver to develop and implement tools and systems, including legislation that enables them to regulate export pathways associated with the movement of contaminating pests. Collaboration with exporting and importing industries will help to identify and promote the adoption of good practices that are cost effective, least trade restrictive and commercially feasible.

19. The draft CPM recommendation is presented to CPM-14 for consideration in Attachment 2 (in English only).

IV. Recommendations

20. CPM is invited to:

- 1) *Note* the background to this recommendation
- 2) *Consider* the need for a CPM recommendation to encourage contracting parties to:
 - a) raise awareness with governments and industries of the risks and impacts of significant pests moving internationally as contaminating pests on unregulated goods and conveyances
 - b) promote the benefits of preventing traded goods, and the conveyances, containers and others that carry them within and between countries, from being contaminated with phytosanitary risk materials such as soil, plant material and invertebrates, in terms of facilitating safer trade
 - c) collaborate with their exporting industries to develop commercial solutions that reduce the risk of contaminating pests moving in trade
 - d) act to gain the necessary legislative powers to regulate export pathways for the purpose of minimising the spread of contaminating pests on traded goods, conveyances, containers and other non-plant regulated articles.
 - e) negotiate agreed actions with importing countries that reduce exposure of plants and plant products to contaminating pests on trading pathways and through the movement of conveyances
- 3) *Agree* to establish a small working group of interested contracting parties to develop the recommendation further for consideration by the Bureau and Strategic Planning Group (SPG) in 2019, before it is presented to CPM-15 (2020) as a draft for country consultation.
- 4) *Request* that the working group liaise with the Sea Container Task Force, International Year of Plant Health (IYPH) Steering Committee, Standards Committee and the Implementation and Capacity Development Committee to identify how the concept of managing phytosanitary risks in exports before they leave the exporting country can be integrated into their respective activities, and provide advice to the working group on existing standards and guidance that should be taken into account in further developing the recommendation.

ATTACHMENT 1 (English only)

Detections of hitchhiker and contaminant vertebrates and invertebrates that are plant and environmental pests in Australia for the 12 months of 2018.

Pest	Name & number of incidents (if more than one)	Origin of contaminated consignments (where known)	Impact	Imported article	Total number of incidents
Ants	Ant, Crazy ants, Forest parrot ant, Ginger ant, Mono ants, Monomorium tramp ant (2), Myrmicine ant, Red imported fire ant (6), Robust crazy ant (6), Yellow crazy ant, Browsing ant, Carpenter ant	Indonesia, Papua New Guinea, Timor-Leste, Singapore, India, China, Malaysia, Japan, Nauru, United Kingdom	agriculture/ environment	container, vessel deck, military equipment, vessel galley, container (bentonite clay), report, potted plants, plastic tubs, vessel deck, report, used parts, vessel, yacht, empty container	23
Bees/ bee mites	Asian Honey Bee, Carpenter bee, European honey bee, Giant honey bee, Phoretic mite of carpenter bees, Varroa mite	Malaysia, USA, Singapore, China	agriculture/ environment	Machinery parts, wooden box, vessel deck, crane tower sections, condensers/wooden box, mining equipment	6
Beetles	Ashy gray lady beetle, Auger beetle (14), African powderpost beetle(15), Burnt Pine Longicorn (18), Longhorn beetle (5), Chinese auger beetle (3), Chinese powderpost beetle, Clytine longhorn beetle, Conifer auger beetle (8), Exotic longicorn beetle (9), Longicorn larvae, False powderpost beetle (6), Japanese pine sawyer beetle (3), Khapra beetle (4), Kokeshi longicorn beetle (2), Lesser auger beetle (21), Multicoloured asian lady beetle (3), Powderpost beetle(4), Ptinid beetle, Southern lyctus beetle, Velvet longhorn beetle (3), Velvety powderpost beetle, Western lyctus beetle, Black spruce beetle	China, Italy, India, Thailand, South Africa, Singapore, Taiwan, Pakistan, Kenya, Vietnam, New Zealand, Greece, China, Romania, Indonesia, Malaysia, Vanuatu, UAE, Nigeria, Hawaii, Turkey, USA, Hong Kong, Mexico	Timber/forestry , agriculture/ environment	Timber pallets, timber furniture, timber packaging (ISPM15), floorboards, musical instruments, souvenirs, vessel deck, timber pallets (ISPM15), bamboo screens, timber wall hanging, container (synthetic items), pyrolytic powder, ceramic tiles, rattan chairs, polymer pellets, mung beans, dried corn, personal effects, wooden ornament, timber coathangers, timber pallets (mining equipment), bamboo poles, timber pallets (tiles), fresh produce, staging equipment, detonators, report, marine plywood, report, timber crates (ISPM 15, ball valves)	126
Brown Marmorated Stink Bug		Italy, USA, China, Hungary, Japan, USA, Belgium	agriculture/ environment	Machinery parts, vessel deck, used vehicles, plastic furniture, misc parts	68
Fruit flies	Fruit Fly, Oriental fruit fly	China	agriculture/ environment	Fresh lychees	3
Leaf miners	Leaf mining flies (2), Pea leaf miner (2), Serpentine leaf miner (9)	China, Ecuador, Malaysia, Thailand	agriculture/ environment	Fresh cut flowers, imported plants	13

Pest	Name & number of incidents (if more than one)	Origin of contaminated consignments (where known)	Impact	Imported article	Total number of incidents
Moths	Asian gypsy moth (2), Douglas-fir tussock moth	Japan	agriculture/ environment, timber/ forestry	Vessel deck, health food supplements	3
Other invertebrates	Broad-headed bugs, Coreid bugs, Cryptic mealybug, Dirt-coloured seed bug, Jack beardsley mealybug, Mottled shield bug(2), Exotic predatory stink bug, Polished green stink bug, Spotted stink bug, Squash bug, Stink bugs, Western conifer seed bug(2), Yellow spotted stink bug (10), Lesser thick-tailed scorpion, Lined earwig, Seven-spotted ladybird (2), Ten-spotted ladybird, Vineger fly (2), Aphelenchoides nematode, Avocado seed weevil, Banana weevil, Buckthorn potato aphid, European firebug (4)	France, Canada, Italy, China, Japan, USA, South Africa, Korea, Colombia, Namibia, Mexico, Japan, Belgium, Honduras, Ecuador.	timber/ forestry & agriculture/ environment	Oak barrels and staves, vessel deck, western red cedar, banana plant, container (plastic containers), ceramic tiles, (methyl bromide cylinders), wooden table, timber crates, used vehicles, container (metal fasteners), container (plumbing fittings), palletised metal drums, tiles, timber crates (pump parts), fresh lychees, passenger luggage, dried dates, report, imported plants, vessel deck, camellia plants, live orchids, avocado seed, banana plants	36
Plant diseases	Anthracnose (2), Black leaf spot disease of Alstroemeria, Huanglongbing, Leaf blight of Ruscus(2), Onion leaf blight(2), Powdery mildew, Powdery mildew of Sonchus, fungus, banana freckle (2), Concentric leaf spot	USA, Ecuador, Phillipines, Italy, China, Israel, South Africa	agriculture/ environment	Camelia, report, fresh cut flowers, citrus budwood, garlic shoots, gypsophila plants, sonchus oleraceus, <i>Clivia miniata</i> seeds	14
Reptiles	Golden flying snake, Carolina anole, Leschenault's leaf-toed gecko, Mata mata turtle, Mediterranean house gecko, Moorish wall gecko, Oriental garden lizard (2), Pink-bellied side-necked turtle, Tokay gecko, Yellow-belly house gecko	USA, India, Thailand, Indonesia, France, New Zealand, Italy, China	human / animal health, agriculture/ environment	Vessel deck, used boat, container (clothes), mail, misc parts, container (hoist cylinders), empty container, container (bentonite clay), nursery stock	11
Scales	Minute cypress Scale, Tea scale, Coconut scale	USA	agriculture/ environment	report, <i>Camellia sasanqua</i> plants, guava tree	3
Snails/ slugs	Bulimulid land snails, Bush snail, Chocolate band snail, Door snail, Giant African snail (5), Giant Ghana snail, Girdled snail, Golden apple snail, Grove snail, Korean round snail(2), Philomycid slug, Rotund disc, Xerotricha conspurcata, Xerotricha, <i>Monacha</i>	Fiji, China, France, Italy, Reunion Island, South Africa, Papua New Guinea, Taiwan, Ghana, Cambodia, Germany, China	agriculture/ environment	Container - external, Machinery parts, building material, container(coffee beans), container (binding polymer), vessel deck, empty container, passenger luggage, container (tiles), crane parts, liquid herbicide, cable on timber reels, container park, oak barrels, report	26

Pest	Name & number of incidents (if more than one)	Origin of contaminated consignments (where known)	Impact	Imported article	Total number of incidents
	<i>ocellata</i> , <i>Xerotricha conspurcata</i> , <i>Laeocathaica sp.</i> , <i>Caracollina lenticula</i> , <i>Xerotricha conspurcata</i>				
Spiders	Brazilian whiteknee tarantula, Curlyhair tarantulas, Featherleg baboon tarantulas, Greenblue bottle tarantula, Hati Hati tarantulas, Mexican redknee tarantulas, Orange baboon tarantula, Straighthorned baboon tarantulas, Tarantula	Poland, Hong Kong (1)	agriculture/ environment	Mail	9
Termites /borers	Asian subterranean termite(5), Domestic drywood termite, Subterranean termites, West Indian drywood termite (2), Boxwood borer(3), Pygmy borers	Indonesia, South Korea, Malaysia, China, Taiwan, Vanuatu, Italy	agriculture/ environment	Mining equipment, merbau decking, timber dunnage, container floor, packaging of inert goods, yacht, timber packaging, vessel floor, timber pallets (ISPM15), report	13
Virus	Broad bean stain virus, Citrus tristeza, Fig mild mottle associated virus (2), Peanut mottle virus, Citrus tristeza virus, Unknown virus - isometric virions, Cherry leaf roll virus	Middle East, South Korea, South Africa, Phillipines, France, USA	agriculture/ environment	Lentil seed, citrus cultivars, ficus plants, peanut plant, citrus budwood, Banana, Prunus avium (cargo)	8
Wasp	Potter wasp, Steely-blue wood wasp(2), Wood wasps, Keyhole wasp(2)	Indonesia, Italy, Singapore, USA	timber/ forestry & agriculture/ environment & aircraft safety	Hydraulic ram, machinery parts, car parts, timber pallet (adhesive tape), report	5
Weeds	Soursob		agriculture/envi ronment, timber/forestry		1

ATTACHMENT 2 (English only)**CPM recommendation: Facilitating safe trade by reducing the incidence of contaminating pests associated with traded goods****Status box**

This is not an official part of the CPM Recommendation and it will be modified by the IPPC Secretariat after adoption.	
Date of this document	2019-03-01
Document category	Proposal for a CPM recommendation
Current document stage	To CPM for consideration for inclusion in the work programme for further development during 2019 and presentation to CPM-15 for approval for country consultation
Major stages	
Notes	This is a draft document presented to CPM-14 for consideration as a concept for a CPM recommendation

BACKGROUND

The International Plant Protection Convention (IPPC) aims to protect global plant resources and facilitate safe trade. It does this by minimising the spread of plant pests and effectively managing their impacts within countries. Contracting parties are working to develop and maintain the capacity to implement harmonised measures to prevent pest introductions and spread, and minimise the impacts of pests on food security, trade, economic growth and the environment.

IPPC supports actions by contracting parties to significantly reduce the international movement of plant pests associated with commercial trade of plants and plant products. The scope of the Convention also provides for managing the pests associated with storage places, packaging, conveyances, containers, soil and any other organism, object or material capable of harbouring or spreading plant pests, which pose a risk to global plant health.

This CPM recommendation provides a platform for managing pests outside of the commercial trading framework for plants and plant products including passengers, mail, courier pathways, as well as contaminating pests on conveyances, in storage places etc.

The recommendation encourages National Plant Protection Organizations (NPPOs), Regional Plant Protection Organizations (RPPOs) and importing and exporting industries to work together to raise awareness of the pest risks associated with the trans-boundary movement of all goods and to identify and promote the adoption of good practices that minimise their spread.

ADDRESSED TO

Contracting parties, regional plant protection organizations and relevant industries involved in international trade including exporters, importers and logistic operators.

RECOMMENDATIONS

The International Plant Protection Convention is the global international treaty for protecting plant resources. The Convention provides a framework to protect the world's plant resources from harm caused by pests and diseases. The three strategic objectives of the Commission on Phytosanitary Measures are to:

1. Enhance food security and increase sustainable agricultural productivity
2. Protect the environment from the impacts of plant pests
3. Facilitate safe trade, development and economic growth.

Recognising that the Convention provides for the management of the pests associated with storage places, packaging, conveyances, containers, soil and any other organism, object or material capable of harbouring or spreading plant pests, in addition to those on plants and plant products, **the CPM encourages contracting parties to:**

- a. *raise awareness* with governments and industries of the risks and impacts of significant pests moving internationally as contaminating pests on unregulated goods and conveyances.
- b. *promote* the benefits of preventing traded goods, and the conveyances, containers etc that carry them within and between countries, from contamination with phytosanitary risk materials such as soil, plant material and invertebrates, in terms of facilitating safer trade.
- c. *collaborate* with their exporting industries to develop commercial solutions that reduce the risk of contaminating pests moving in trade.
- d. *negotiate* agreed actions with importing countries that reduce exposure of plants and plant products to contaminating pests on trading pathways and through the movement of conveyances.
- e. *act* to gain the necessary legislative powers to regulate export pathways for the purpose of minimising the spread of contaminating pests on traded goods, conveyances, containers and other non-plant regulated articles
- f. *share* information with others on the mechanisms that have been developed to reduce country exposure to these risks, and expand the adoption of these solutions within and across regions with the assistance of regional bodies.

RECOMMENDATION(S) SUPERSEDED BY THE ABOVE

None.