Commodity- and pathway- specific ISPMs

Commodity Standards: A New Zealand Perspective

*Prepared by New Zealand*

1. Introduction

1. New Zealand is encouraged by the ongoing discussion and development of Commodity Standards in the IPPC. This paper discusses the opportunities and challenges from a New Zealand perspective in the form of “frequently asked questions”.
2. The concept of ‘Commodity Standards’ has been proposed to safeguard agriculture and facilitate safe trade. The value of the concept was recognised by Contracting Parties and incorporated in the IPPC Strategic Framework 2020-2030. Focus groups and a side session at CPM 14 developed the concept. A draft concept standard (CPM 2020/18 attachment 01) and terms of refence for the Technical Panel for Commodity Standards (CPM 2020/18 attachment 02) have been developed.
3. Now that the concept has been progressed to the draft ISPM stage, there is an opportunity for Contracting Parties to review and reflect on the purpose and principles that should guide the future direction of Commodity Standards, and the benefits that would result from their implementation.
4. Commodity Standards present a new direction and challenge for the IPPC. However, from New Zealand’s point of view this new direction also provides huge opportunities for the IPPC, especially in supporting developing country trade aspirations, and to make the IPPC even more relevant in the post-Covid world.

2. What will be included in a commodity standard?

1. A commodity standard will identify an internationally traded commodity that meets the defined scope, identify major pests that are associated with the traded commodity, and identify measures being used by Contracting Parties to manage those pests. A commodity standard will provide pest risk management options for major pests associated with a commodity. These options will be endorsed for global use. Countries will retain their sovereign right to set the conditions for the safe import of goods. They will remain free to negotiate measures for pests of concern not covered by the commodity standard.
2. Contracting Parties are not required to adopt measures contained in Contracting Parties and are free to negotiate alternative measures bilaterally. However, Contracting Parties should recognise the options listed in the commodity standard unless technical justification can be provided that identifies the measure is unsuitable for the trading partners (e.g. unsafe). Such technical information should also be passed to the Technical Panel for Commodity Standards (TPCS) so that the inclusion of that measure in the commodity standard can be reviewed.

3. What are the benefits?

1. Several significant benefits have been identified for commodity standards including that they will harmonize phytosanitary measures, promote the equivalency of measures, and optimize resources by avoiding the duplication of requirements. The first working group on commodity standards recognised that with declining national resources to conduct pest risk analysis, import monitoring and inspection, or to implement costly eradication or management programs for newly introduced pests, there will be an increasing need to rely on international standards to help prevent the introduction and spread of pests.
2. Comprehensive technical information is not always available for existing measures used in international trade, even though these measures are accepted by some trading partners. Such comprehensive information, when available, is now and will continue to be, used to develop treatment ISPMs in the traditional way. However recognising measures which are currently in use but not supported by comprehensive technical information will help to**expedite market access negotiations, enhance phytosanitary security**and achieve several strategic goals of the IPPC and FAO. Further, recognising these measures may support developing countries by helping them effectively manage risks and introducing new international trade opportunities by simplifying trade and market access negotiations.

4. What are the main challenges for the IPPC?

1. **Traditionally the IPPC has developed concept standards (e.g. PRA, phytosanitary certificates, surveillance), and diagnostic protocols and treatment standards relevant to individual pests. The diagnostic protocols and treatment standards are developed based on detailed technical information to support their adoption. These standards provide support for NPPOs operating domestically, and when importing or exporting plant commodities.**
2. **Conversely, commodity standards focus on the commodity being traded internationally, and on the pests and measures appropriate for that commodity. As such, these standards enter the delicate world of bilateral negotiations between trading partners. There is no doubt that the IPPC must tread carefully, however, in developing commodity standards the IPPC can provide real and practical support for trading partners in these** negotiations. This is especially important for developing countries who rarely have the resources necessary to develop the technical information necessary to support proposed measures.

5. What obligations do Commodity Standards impose on Contracting Parties?

1. **Commodity standards do not impose additional obligations on Contracting Parties, over and above those already imposed through being a signatory to the IPPC. As a Contracting Party we have an obligation to use ISPMs unless technical information identifies it would be unsuitable to do so.**
2. **The same obligation applies to commodity standards. As a commodity standard identifies pests associated with a commodity, and measures used to manage those pests, Contracting Parties should consider those measures for inclusion in a bilateral arrangement unless technical information suggest it is unsuitable to do so. Also, in line with current obligations, Contracting Parties should inform the TPCS whenever technical information demonstrates that a measure in a commodity standard is unsuitable.**
3. **Also, in line with current obligations, Contracting Parties are free to negotiate alternative measures that are considered equally effective in managing pests, including quarantine pests that may not be included in the commodity standard**

6. Do Commodity Standards avoid the need for PRA?

1. **No. PRA is an obligation on all Contracting Parties to ensure measures are required only for regulated pests. The pests listed in a commodity standard are not the basis for regulation; this can only be achieved through PRA. However, the pest list provides information that should be considered by the Contracting Parties when conducting PRA.**
2. **PRA is also used to identify options for managing pests. The development of Commodity Standards may shorten the PRA process, and provide support for developing countries when measures are identified in the standard. The development of measures is often a major obstacle because of a lack of technical information, and the resources necessary to develop this information.**

7. Are the pests listed in a Commodity Standard considered quarantine pests?

1. No. The identification of quarantine pests can only be achieved through PRA, because the quarantine status is specific to the PRA area. However, because the pests listed in a commodity standard have been identified as being associated with the traded commodity, the list may be useful in shortening the time taken to conduct PRA.

8. Should Contracting Parties adopt measures listed in a Commodity Standard?

1. No. Measures listed in commodity standard are options for Contracting Parties to consider when negotiating a bilateral arrangement. Alternative measures including those not listed in the commodity standards may be used with technical justification. However, in the absence of alternatives, one or more of the measures should be considered unless technical information indicates it is unsuitable to do so.
2. Where an alternative measure is agreed between trading parties, the measure should be submitted to the TPCS for inclusion in the commodity standards. Where a measure included in a Commodity Standard is demonstrated through technical information to be unsuitable, the data should be submitted to the TPCS for consideration.

9. What information will be used to support the identification of measures in a Commodity Standard?

1. Some measures (e.g. treatments) have technical data available to identify the efficacy of the measure. These data should be presented to the TPPT for consideration as an annex under ISPM 28.
2. Other measures, including those accepted by at least one contracting party (and hence in operation between at least two contracting parties), may not have the same level of technical data to support its evaluation, but is nonetheless accepted as effective in managing pests. Such measures may be considered by the TPCS for inclusion in commodity standard. The draft concept standard proposes information that may be used in this consideration includes:

-Experience from use in trade indicates that the measure is effective;

* interception data indicate that the measure is effective
* the measure is, or has been, used extensively
* the measure has been successfully used to manage non-compliant consignmens
* information from plant health certification schemes indicate that the measure is effective.
* Experience from domestic use indicates that the measure is effective;
* the measure has been used extensively in relation to domestic movement of commodities
* the measure has been used successfully in outbreak management and suppression ⋅ results from eradication programmes indicate that the measure is effective
* information from plant health certification schemes indicate that the measure is effective
* best management practices for the measure are available.
* Experimental evidence indicates that the measure is effective:
* private or public sector research indicates that the measure is effective.
* Information from PRAs (pest risk management options) or, where applicable, from another comparable examination and evaluation of available scientific information, indicates that the measure is effective.
* Adopted ISPMs exist that are relevant to the pests or commodities.
* Regional standards exist that are relevant to the pests or commodities

10. Conclusion

1. Although there may be many questions around how Commodity Standards will be used, New Zealand encourages Contracting Parties to support the adoption of the concept standard and the formation of the Technical Panel for Commodity Standards when presented to CPM. In New Zealand’s view commodity standards have the potential to significantly benefit developing countries and facilitate trade among all contracting parties. Commodity Standards will also reduce the resources required to conduct PRA and identify suitable phytosanitary measures for bilateral agreement. New Zealand commends the Asia and Pacific Plant Protection Commission for the development and adoption of a Regional Standard on Phytosanitary Measures for fresh mango fruit for human consumption to facilitate safe trade in the region. We understand that as soon as the concept standard is adopted as an ISPM the regional standard will be submitted for consideration and further development as an ISPM commodity standard.

11. Recommendations

1. New Zealand invites SPG to:
2. *Note* the significant benefits that contracting parties can anticipate as Commodity Standards are developed and adopted*.*
3. *Discuss* whether RPPOs are considering develop commodity standards in advance of the concept standard being adopted as an ISPM, and identify commodities that should be a priority for development at a regional or global level*.*
4. *Agree* SPG supports in principle the concept ISPM and the development of Commodity Standards.