



SPECIFICATION 72

Reorganization and revision of pest risk analysis standards

(Approved 2021, published 2021)

Title

Reorganization and revision of pest risk analysis standards (2020-001).

Reason for the reorganization and revision of the standards

Pest risk analysis (PRA) is a core process within the scope of the IPPC and an important science-based evaluation tool for national plant protection organizations (NPPOs). It is used to identify pests of concern, determine whether pests qualify as regulated pests, and identify the options for phytosanitary measures that are appropriate to manage the risk of introduction and spread of pests in a specified PRA area. Guidance for NPPOs on the evaluation of technical, scientific and economic evidence to justify their decisions is currently provided in ISPM 2 (*Framework for pest risk analysis*, adopted in 1995, revised in 2007) and ISPM 11 (*Pest risk analysis for quarantine pests*, adopted in 2001, revised in 2003, 2004 and 2013).

ISPM 2 describes the overall process of PRA, with a particular focus on the initiation stage (Stage 1 of the PRA process). ISPM 11 describes the factors to consider when conducting a PRA to determine if a pest qualifies as a quarantine pest. The emphasis in ISPM 11 is on the integrated process to be used for pest risk assessment as well as on the selection of pest risk management options (Stages 2 and 3, respectively, of the PRA process). In addition, ISPM 11 includes guidance on the analysis of risks posed by pests to the environment and biological diversity, the evaluation of potential risks to plants and plant products posed by living modified organisms, and the conduct of PRA for plants as quarantine pests.

The reorganization and revision of the standards related to PRA was proposed following discussions on the draft ISPM on *Pest risk management for quarantine pests* (2014-001) (in development). The following aspects were identified:

- the need to strengthen the draft ISPM with appropriate guidance on pest risk management;
- the need to integrate PRA standards for quarantine pests (ISPM 2, ISPM 11 and the draft ISPM on pest risk management) into one standard to avoid redundancy and ensure consistency.

The Commission on Phytosanitary Measures (CPM) Bureau discussed the reorganization of PRA standards for quarantine pests and recommended that they should be combined into one overarching standard on the PRA process, with an annex for each stage of PRA.¹ This approach is considered the best because it will ensure that PRA is viewed as an integrated process composed of three different

¹ CPM Bureau 2020-07 (virtual meeting), agenda item 9.2 (<https://www.ippc.int/en/publications/88659/>). The CPM Bureau, noting advice from the FAO Legal Counsel, acted on behalf of the CPM in 2020 as the CPM meeting had to be postponed because of the global COVID-19 pandemic.

stages (each supported by a more comprehensive annex) and it will facilitate the conduct of PRA, thereby making the PRA process more effective.

Scope

This standard should establish a conceptual framework for PRA for quarantine pests within the scope of the IPPC and provide guidance on the PRA process.

General guidance on the PRA process and aspects common to all PRA stages (e.g. information gathering, documentation, pest risk communication) should be provided in the core text of the standard and detailed guidance on each stage of PRA (Stage 1, initiation; Stage 2, pest risk assessment; Stage 3, pest risk management) should be consolidated in the annexes to the standard: one annex for each stage. Pest risk analysis is not necessarily a linear process because, in conducting the entire analysis, it may be necessary to go back and forth between the different stages. Dividing the PRA process into annexes will not change this concept.

The standard should include general guidance on pest risk management, such as criteria related to the relationship between the pest risk and the strength of phytosanitary measures, applying phytosanitary measures that have the minimum negative impact, harmonization, and equivalence of phytosanitary measures (as in ISPM 1 (*Phytosanitary principles for the protection of plants and the application of phytosanitary measures in international trade*) and ISPM 24 (*Guidelines for the determination and recognition of equivalence of phytosanitary measures*)).

Guidance on the analysis of risks posed by pests to the environment and biological diversity, the evaluation of potential risks to plants and plant products posed by living modified organisms, and the conduct of PRA for plants as quarantine pests should also be included in the standard.

The standard should not include guidance on regulated non-quarantine pests, which is provided in ISPM 21 (*Pest risk analysis for regulated non-quarantine pests*).

Purpose

The purpose of the reorganization and revision is to streamline and align the concepts of ISPM 2 and ISPM 11. This will bring greater consistency to the different stages of the PRA process – initiation, pest risk assessment and pest risk management– and support the relationship between the pest risk identified through pest risk assessment and the strength of the corresponding options for phytosanitary measures identified through pest risk management.

The reorganization and revision will be achieved by combining, and revising where relevant, ISPM 2, ISPM 11 and the draft ISPM on *Pest risk management for quarantine pests* (2014-001) (in development) into one standard. Redundant and repetitive text may be removed but the substantive guidance should remain.

The reorganized and revised guidance on the PRA process will help NPPOs to conduct PRA more effectively.

Tasks

The expert working group (EWG) should undertake the following tasks:

- (1) Integrate the sections of ISPM 2 and ISPM 11 that are relevant to the three stages of PRA, together with the draft ISPM on *Pest risk management for quarantine pests* (2014-001), into one overarching standard outlining the main concepts of the IPPC framework on PRA, with more comprehensive guidance provided in annexes to the standard (one annex for each stage of the PRA process). Refer to the following outline as a proposed starting point for EWG discussion and drafting:
 - Core text of the standard. The overarching framework for PRA should:
 - include the current Background section and section 3 (Aspects common to all PRA stages) of ISPM 2 and other pertinent sections of ISPM 2,

- include the current Annex 1 (Comments on the scope of the IPPC in regard to environmental risks), Annex 2 (Comments on the scope of the IPPC in regard to pest risk analysis for living modified organisms), Annex 3 (Determining the potential for a living modified organism to be a pest) and the Introduction and Plants as pests sections of the current Annex 4 (Pest risk analysis for plants as quarantine pests) to ISPM 11,
 - maintain the original intent of the text, but with streamlined descriptions (the original text being modified where needed in line with the structure of this reorganized standard, but without substantially revising the original requirements and guidance);
- (New) Annex 1 – Stage 1 of PRA (initiation) should:
 - combine section 1 of ISPM 2 and section 1 of ISPM 11,
 - include Stage 1 of the current Annex 4 to ISPM 11,
 - involve no substantial revision of the original requirements and guidance relating to Stage 1 (as the revision is focusing on modification of the text for proper alignment with the structure of the new annex);
 - (New) Annex 2 – Stage 2 of PRA (pest risk assessment) should:
 - combine section 2.2 of ISPM 2 and section 2 of ISPM 11,
 - include Stage 2 of the current Annex 4 to ISPM 11,
 - maintain the original intent of ISPM 2 and ISPM 11 but with streamlined descriptions (as the revision is focusing on modification of the text for proper alignment with the structure of the new annex, with no substantial revision of the original requirements and guidance relating to Stage 2 expected);
 - (New) Annex 3 – Stage 3 of PRA (pest risk management) should:
 - align elements of section 2.3 of ISPM 2, section 3 of ISPM 11 and the draft ISPM on *Pest risk management for quarantine pests* (2014-001) (Specification 63 (*Guidance on pest risk management*)), considering the discussion points of the Standards Committee (SC) regarding the latter draft,
 - include Stage 3 of the current Annex 4 to ISPM 11.
- (2) If any parts of the original requirements and guidance relating to Stages 1 (initiation) and 2 (pest risk assessment) in ISPM 2 and ISPM 11 require revision that is beyond the scope of this specification, identify the parts that need more clarity or improvement and propose a short outline of the review required that may serve as a reference for addressing these parts in future outside the EWG.
 - (3) Consider implementation of the revised standard by contracting parties and identify potential operational and technical implementation issues. Provide information and possible recommendations on these issues to the SC.
 - (4) Consider whether the revised standard could affect in a specific way (positively or negatively) the protection of biodiversity and the environment. If this is the case, the impact should be identified, addressed and clarified in the draft standard.
 - (5) Review all references to ISPM 2 and ISPM 11 in other ISPMs to ensure that they are still relevant and propose consequential changes if necessary. Review all references to other ISPMs in the revised standard and amend as necessary.

The EWG may choose how best to organize its tasks, including – if it sees fit – assigning small groups of EWG members to work on specific parts of the standard.

Provision of resources

Funding for the meeting may be provided from sources other than the regular programme of the IPPC (FAO). As recommended by ICPM-2 (1999), whenever possible, those participating in standard setting activities voluntarily fund their travel and subsistence to attend meetings. Participants may request financial assistance, with the understanding that resources are limited and the priority for financial

assistance is given to developing country participants. Please refer to the *Criteria used for prioritizing participants to receive travel assistance to attend meetings organized by the IPPC Secretariat* posted on the International Phytosanitary Portal (IPP) (see <https://www.ippc.int/en/core-activities/>).

Collaborator

To be determined.

Steward

Please refer to the *List of topics for IPPC standards* posted on the IPP (see <https://www.ippc.int/core-activities/standards-setting/list-topics-ippc-standards>).

Expertise

Experts who, collectively, have knowledge in:

- pest risk assessment, preferably with experience in using or conducting PRA according to ISPM 2 and ISPM 11;
- pest risk management, including experience in evaluating and selecting pest risk management options according to the pest risk identified through the pest risk assessment;
- pest risk communication.

Participants

Eight to ten experts. In addition, at least one former member of the EWG on Guidance on Pest Risk Management (2014-001) and a member of the Implementation and Capacity Development Committee should be invited as invited experts. The Assistant Stewards may also be invited to participate.

References

The IPPC, relevant ISPMs and other national, regional and international standards and agreements as may be applicable to the tasks, and discussion papers submitted in relation to this work.

ISPM 1. 2016. *Phytosanitary principles for the protection of plants and the application of phytosanitary measures in international trade*. Rome, IPPC Secretariat, FAO.

ISPM 2. 2019. *Framework for pest risk analysis*. Rome, IPPC Secretariat, FAO.

ISPM 5. *Glossary of phytosanitary terms*. Rome, IPPC Secretariat, FAO.

ISPM 11. 2019. *Pest risk analysis for quarantine pests*. Rome, IPPC Secretariat, FAO.

ISPM 24. 2017. *Guidelines for the determination and recognition of equivalence of phytosanitary measures*. Rome, IPPC Secretariat, FAO.

Specification 63. 2015. *Guidance on pest risk management*. Rome, IPPC Secretariat, FAO.

Discussion papers

Participants and interested parties are encouraged to submit discussion papers to the IPPC Secretariat (ippc@fao.org) for consideration by the EWG.

The draft ISPM on *Pest risk management for quarantine pests* (2014-001) (both the version drafted by the EWG and the one revised by the SC) and the “Detailed breakdown of sections of PRA related ISPMs”² should also be considered.

² SC 2021-04 (agenda item 4.1), paper 2020-001, Appendix 1.

Publication history

This is not an official part of the specification

2020-07 CPM Bureau added topic *Reorganization of pest risk analysis standards* (2020-001) to the *List of topics for IPPC standards* (subsequently confirmed by CPM-15 (2021)).

2020-07 Standards Committee (SC) decided to open an e-forum to discuss and draft the specification for the topic (2020_eSC_Nov_09).

2020-10 SC commented on the draft specification via e-decision (2020_eSC_Nov_09).

2020-11 SC reviewed the draft specification.

2021-02 SC revised the draft specification via the Online Comment System (OCS).

2021-04 SC revised the draft and approved for consultation.

2021-07 Consultation.

2021-10 Steward revised the draft based on consultation comments and SC commented on the revised draft via the OCS.

2021-11 SC revised and approved the specification.

Specification 72. 2021. *Reorganization and revision of pest risk analysis standards*. Rome, IPPC Secretariat, FAO.

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