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REPORT

TECHNICAL PANEL ON COMMODITY STANDARDS

16–20 January 2023

Tokyo, Japan

IPPC Secretariat

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REPORT

1. Opening of the meeting

1.1 Welcome by the IPPC Secretariat

[1] The IPPC Standard Setting Unit (SSU) lead, Avetik NERSISYAN, opened the meeting of the Technical Panel on Commodity Standards (TPCS) and welcomed all participants. The meeting was the first meeting of the panel to be held in person. He highlighted the importance of the main subject for discussion, the annex on mango, as this would be the first commodity standard and would provide a model for such standards in the future. He also thanked the host organization, the national plant protection organization (NPPO) of Japan (Ministry of Agriculture, Forestry and Fisheries, Japan).

1.2 Welcome by the host organization

[2] Tadashi SATO (Japan) welcomed everyone on behalf of the NPPO of Japan and expressed his gratitude for the work of the IPPC Secretariat (hereafter referred to as “the secretariat”) and the experts from the IPPC community working on the development of international standards. He affirmed that Japan recognized the importance of both standard setting and implementation and wished to continue to contribute to this work. He noted how the annexes to ISPM 46 (*Commodity-specific standards for phytosanitary measures*) would be a great help for countries when establishing phytosanitary measures and wished the panel fruitful discussions for the week ahead.

1.3 Presentation of the standard setting process and the role of participants

[3] The secretariat gave a presentation summarizing the standard setting process.¹

[4] The participants then introduced themselves.

2. Meeting arrangements

2.1 Selection of the chairperson

[5] The TPCS selected Lihong ZHU (New Zealand) as chairperson.

2.2 Selection of the rapporteur

[6] The TPCS selected Douglas KERRUISH (Australia) as rapporteur.

2.3 Adoption of the agenda

[7] The secretariat drew the attention of the panel to two conference room papers (CRP-01, CRP-02) posted just before the meeting, which would be covered under agenda items 4.5 and 5.

[8] The TPCS adopted the agenda (Appendix 1).

¹ Video: <https://youtu.be/W8zciLFG--8>; Powerpoint presentation: <https://ippc.int/en/publications/90063>

3. Administrative matters

- [9] The secretariat introduced the documents list (Appendix 2) and the participants and TPCS membership list (Appendix 3), and invited participants to notify the secretariat of any information that required updating in the latter or was missing from it.
- [10] Martin DAMUS (Canada) and Sun SHUANGYAN (China) were absent from the meeting.
- [11] The host organization introduced the documents on local information for the meeting, including the field trip that was to be held on Wednesday 18 January to the Institute for Plant Protection, National Agriculture and Food Research Organization.²

4. Review of documents and information material

- [12] As some of the documents and materials under this agenda item had already been considered at previous meetings of the panel, the panel agreed that consideration of them should be limited to new information and questions only rather than presenting the material again.

4.1 Review of the TPCS specification and IPPC technical panel working procedures

- [13] The TPCS Steward, Samuel BISHOP (United Kingdom) invited questions on Specification TP 6 (*Technical Panel on Commodity Standards*).³ The secretariat confirmed that updating the specification to give the ISPM number and title for ISPM 46 could be done by the secretariat as an editorial amendment and would not require approval from the Commission on Phytosanitary Measures (CPM).

4.2 Review of ISPM 46 (*Commodity-specific standards for phytosanitary measures*)

- [14] The TPCS steward invited questions on ISPM 46. There were no questions.

4.3 Review of Specification 73 (*International movement of fresh mango (Mangifera indica) fruit*)

- [15] Joanne WILSON (New Zealand), Assistant TPCS Steward and steward for the topic Annex *International movement of fresh mango (Mangifera indica) fruit* (2021-011) to ISPM 46, invited questions on the specification for the topic.⁴ There were no questions.

4.4 Asia and Pacific Plant Protection Commission regional standard on international movement of fresh mango (*Mangifera indica*) fruit

- [16] Joanne WILSON (New Zealand) presented the Asia and Pacific Plant Protection Commission (APPPC) regional standard for the international movement of fresh mango (*Mangifera indica*) fruit (Regional Standard for Phytosanitary Measures (RSPM) 11).⁵ She explained that the structure of the RSPM differed from that which would be used for the annex to ISPM 46, but the content of the RSPM was similar, with a list of pests and also options for phytosanitary measures. For each pest listed, the specification for the corresponding measure was provided, together with a reference. Ms WILSON commented that the main challenges in developing the RSPM had been deciding how to structure it, gathering information on pests and measures, deciding which pests and measures to include, aligning pests and measures, and deciding what to do with schedules associated with different varieties of mango. These were all likely to also be challenges in the development of the annex to ISPM 46, with the exception of the structure, as the latter was already specified in ISPM 46.
- [17] The TPCS chairperson thanked Ms WILSON and invited questions. There were no questions.

² 04_TPCS_2023_Jan; 06_TPCS_2023_Jan.

³ TP 6 (*Technical Panel on Commodity Standards*): <https://www.ippc.int/en/publications/89276>

⁴ 05_TPCS_2023_Jan.

⁵ APPPC (2021): see Appendix 4.

4.5 Review of the information material received

- [18] The TPCS reviewed the various items of information received in response to the call for information material.

Paper submitted by Australia

- [19] A paper by Australia, giving some general information on the import of mango fruit into Australia, had been considered at the previous TPCS meeting, held virtually on 1 December 2022.⁶
- [20] To supplement this, Douglas KERRUISH (Australia) presented a list of pests that are potentially associated with fresh mango fruit imported into Australia and their corresponding quarantine status.⁷ He explained that the pests were those that had been identified through pest risk analyses (PRAs) since the 1990s, but that the list was not exhaustive.
- [21] The TPCS chairperson thanked Mr KERRUISH and invited questions. There were no questions.

Paper submitted by Brazil

- [22] This paper, on the phytosanitary requirements of countries importing *M. indica* from Brazil and the requirements for import of mango from other countries to Brazil, had been considered at the previous TPCS meeting.⁸ There no questions on the paper at this meeting.

Paper submitted by China

- [23] This paper, listing pests of mango and corresponding phytosanitary measures that China had taken against these pests, had been considered at the previous TPCS meeting.⁹ As the presenter of the paper was not present at this meeting, the panel did not consider it further. The information in the paper was, however, summarized by the topic steward in the collated list of pests and measures considered by the panel (see agenda item 5).

Paper submitted by Japan

- [24] This paper, listing quarantine pests of mango and corresponding options for phytosanitary measures, had been considered at the previous TPCS meeting.¹⁰ Hideki TANIGUCHI (Japan) informed the panel about two updates to the paper: ship-back (i.e. refusal) or destruction are applied to the tephritid pests listed when they are found during import inspection, while fumigation, ship-back and destruction are applied to the remaining pests in these circumstances. He agreed to provide an updated paper to the secretariat for circulation.

Paper submitted by Comité de Sanidad Vegetal del Cono Sur

- [25] This paper, on the phytosanitary requirements for mango imported to countries within the South American trading bloc Mercosur, had been considered at the previous TPCS meeting.¹¹ The paper was in Spanish but Adriana CERIANI CAMDESSUS (Argentina) confirmed that an English translation of the paper was now available and would be provided to the secretariat for circulation. The translation contained no new information.

⁶ 07_TPCS_2023_Jan; TPCS 2022-12, agenda item 4.2.

⁷ CRP-02_TPCS_2023_Jan.

⁸ 08_TPCS_2023_Jan; TPCS 2022-12, agenda item 4.2.

⁹ 09_TPCS_2023_Jan; TPCS 2022-12, agenda item 4.2.

¹⁰ 10_TPCS_2023_Jan; TPCS 2022-12, agenda item 4.2.

¹¹ 11_TPCS_2023_Jan; TPCS 2022-12, agenda item 4.2.

Papers submitted by Thailand

[26] The three papers under this agenda item, on hot water immersion treatment (HWIT) and vapour heat treatment (VHT) of mango, had been considered at the previous TPCS meeting.¹² The TPCS chairperson and the topic steward had communicated with the submitter since the previous TPCS meeting and, as a result, Thailand had submitted a further paper. This additional paper contained the data supporting the three original papers, but it was too long to share with the whole panel. However, the topic steward informed the panel that she had included the pests and measures covered by the papers from Thailand in her collation of pests and measures (in CRP-01), as Thailand had confirmed that the measures had been accepted by the European Union.

Papers submitted by Kenya

[27] Alfayo OMBUYA (Kenya) presented two papers.

[28] The first was a protocol developed by the NPPO of Kenya for the phytosanitary certification of fresh mango fruit.¹³ The protocol covered the establishment and maintenance of pest free areas, areas of low pest prevalence and pest free places of production. It also covered the registration and approval requirements for hot water treatment facilities.

[29] The second paper comprised the work instructions developed by the NPPO of Kenya for the phytosanitary certification, authorization and inspection of VHT facilities for fresh mango fruit.¹⁴ The work instructions set out the minimum requirements that a VHT facility must meet to be registered for the treatment of fresh mango fruit against fruit flies. It also described the requirements for monitoring and inspection of fresh mango fruit undergoing VHT.

[30] The third paper comprised the work instructions developed by the NPPO of Kenya for the certification and monitoring of HWIT facilities for mango.¹⁵

[31] The chairperson thanked Mr OMBUYA and invited questions. There no questions.

Paper submitted by Republic of Korea

[32] Donam KIM (Republic of Korea) presented a paper on the phytosanitary requirements for import of fresh mango to Korea from ten countries.¹⁶

[33] The chairperson thanked Ms KIM and invited questions. There were no questions.

Paper submitted by New Zealand

[34] Joanne WILSON (New Zealand) presented a paper on the phytosanitary requirements for the import of fresh mango fruit to New Zealand.¹⁷ The paper also provided an assessment of each measure for inclusion in the draft annex to ISPM 46, based on the “criteria for inclusion of measures in commodity standards” and the list of potential criteria for “confidence in the effectiveness of measures” described in ISPM 46. She presented a figure showing the number of interceptions on mango and confirmed that the majority of interceptions were of scale insects, indicating that the treatments required for fruit flies may not be as effective on these as on other pests. The scale insects did not, however, represent a big problem.

[35] The TPCS chairperson and secretariat noted that measures included in the annex were not restricted to ISPM 28 (*Phytosanitary treatments for regulated pests*) treatments and, unlike the Technical Panel on

¹² 12_TPCS_2023_Jan; ¹³ 13_TPCS_2023_Jan; ¹⁴ 14_TPCS_2023_Jan; TPCS 2022-12, agenda item 4.2.

¹³ 15_TPCS_2023_Jan.

¹⁴ 16_TPCS_2023_Jan.

¹⁵ 17_TPCS_2023_Jan.

¹⁶ 19_TPCS_2023_Jan.

¹⁷ 18_TPCS_2023_Jan.

Phytosanitary Treatments, the TPCS was not tasked with considering detailed efficacy data. One of the main challenges for the TPCS, however, would be to decide how to evaluate these measures. The TPCS chairperson encouraged TPCS members to gather data on measures applied to historical trade – including volume of trade, number of years applied, and interception and compliance data – to supplement their papers, if they had not already done this.

5. Development of text for the draft annex to ISPM 46: International movement of fresh mango (*Mangifera indica*) fruit

Reference documents

- [36] The secretariat drew the attention of the panel to the reference documents for drafting ISPMs: the *IPPC style guide*, ISPM 5 (*Glossary of phytosanitary terms*) and the *Guidelines for a consistent ISPM terminology* (in the *IPPC procedure manual for standard setting*).¹⁸ The secretariat also explained the preferred terms for expressing the level of obligation in ISPMs.
- [37] Later in the meeting, the secretariat acknowledged that as the only new obligation on NPPOs from ISPM 46 was to *consider* the options for phytosanitary measures in the annexes to ISPM 46, the appropriate wording to use in the draft annex was not immediately clear. The panel therefore agreed that, rather than trying to decide upon appropriate wording during the meeting, text relating to the level of obligation would be reviewed by the IPPC editor and the stewards during the subsequent editing process.

Collated spreadsheet of pests of mango and corresponding measures

- [38] The topic steward presented a spreadsheet of pests of mango fruit and corresponding phytosanitary measures that she had collated from the various discussion papers submitted to the TPCS.¹⁹ The spreadsheet gave the pest species and the details of measures for each of four types of treatment: HWIT, VHT, high temperature forced air, and irradiation. She emphasized that the challenges for the TPCS in drawing up a list of measures would include aligning terminology from different sources and aligning different treatment specifications for the same pest.
- [39] Later in the meeting, the topic steward explained that the collated spreadsheet did not yet include the pests and measures from the paper by the Comité de Sanidad Vegetal del Cono Sur (COSAVE), as the papers had been in Spanish only, and there may have been other, accidental, omissions. She invited TPCS members to advise her of any missing data and subsequently provided an updated list, including data from the list of pests provided by Australia.²⁰ This was circulated to the panel and formed the baseline data for compilation of the lists of pests and measures in the draft annex. Information from the paper by COSAVE was incorporated into the draft annex during the subsequent drafting process.

5.1 Brainstorming session on the draft annex

- [40] The panel started development of the draft annex by brainstorming ideas about the content of the annex, generic concepts, and ways to present the information on pests and measures. This moved seamlessly into development of the text for the draft annex, including compilation of the lists of pests and measures. For convenience, these discussions are all reported under agenda item 5.2, arranged according to the sections of the final draft annex.
- [41] In brainstorming and developing the content of the annex, the panel referred to the relevant points in Specification 73 and ISPM 46. For the latter, the most pertinent parts were Table 1, which described the content of commodity standards, and section 3 and section 4, which listed the criteria for inclusion of measures and for confidence in measures. The panel also drew ideas from APPPC RSPM 11.

¹⁸ *IPPC style guide*: <https://www.ippc.int/en/publications/132>; ISPM 5: <https://www.ippc.int/en/publications/622>; *IPPC procedure manual for standard setting*: <https://www.ippc.int/en/publications/85024>

¹⁹ CRP-01_TPCS_2023.

²⁰ CRP-01_REV_TPCS_2023.

- [42] Where appropriate, the panel worked in groups, pairs or individually to discuss ideas and develop content, with the outcome of this work being reported back to the panel as a whole for further consideration.

5.2 Development of the text of the draft annex

- [43] **Title.** The secretariat confirmed that the current IPPC style was to omit the species authority from the titles of diagnostic protocols (DPs). The panel therefore agreed to do the same for the draft annex and omit the species authority for *M. indica* in the title. As IPPC style is to use the scientific name throughout ISPMs, they also omitted the common name “mango” from the title.

Scope

- [44] The TPCS steward confirmed that the text given in Table 1 of ISPM 46 was intended to be used as standard text in the Scope section of all annexes to ISPM 46, with the commodity itself and its intended use being given in the section on Description of the commodity and intended use. In response to a question about whether the commodity and its intended use should be given in the Scope section, with further detail in the section on Description of the commodity and intended use, he suggested that the panel should try to use the standard text in the first instance, but if they then concluded that this was not practical or desirable, then the TPCS could report that back to the Standards Committee (SC).
- [45] The panel therefore used the exact wording given in Table 1 of ISPM 46. They considered whether to adjust it to omit “when relevant” in the phrase “including, when relevant, the botanical name and part of the plant as well as its intended use”, as it was redundant in this case, but agreed to leave the text unchanged at this stage, as this is what had been agreed by contracting parties when adopting ISPM 46.

Description of the commodity and its intended use

- [46] The panel referred to Task 1 of Specification 73, which was to clearly describe the commodity and its intended use.
- [47] **Commodity species.** The panel noted that the annex should cover only one species of mango, *M. indica*, as per Specification 73.
- [48] **Varieties.** Initially, the panel’s intention was to refer to varieties of *M. indica* in the annex only if there was a measure that was specific to a variety. After subsequent discussion, however, they included in the annex only those measures that were applicable to all varieties.
- [49] **Scientific name vs common name.** For consistency with IPPC style for ISPMs, the panel agreed to use the scientific name for the commodity throughout the draft annex, with the common name given in parentheses after the scientific name upon first mention.
- [50] **Species authority for the commodity.** For consistency with the current IPPC style for regulated articles in phytosanitary treatments (PTs), the secretariat recommended that no species authority be given for the commodity in annexes to ISPM 46, unless needed to clarify taxonomic ambiguity. The panel asked the secretariat to check recent PTs for *M. indica* when deciding the editorial style to use.
- [51] **Parts of the plant.** The panel noted that the Scope section of Specification 73 made it clear that the commodity was whole fresh mango fruit. They therefore made this explicit in the text of the draft annex and added “sliced” to the examples of processed mango listed in the specification as being excluded from the scope of the annex.
- [52] To elaborate further on what was meant by “whole fruit”, they referred to APPPC RSPM 11, which referred to mango fruit “with or without a small section of fruit stalk (pedicel) attached but without leaves or stem”.
- [53] The panel agreed that the annex should be for mango *without leaves or stem*.

- [54] Regarding the small section of stalk, the panel recognized that the presence of any stalk may be of concern to risk managers, but the annex also needed to adequately represent the commodity that is commonly traded, so that it would be least trade-restrictive. Based on their experience, the panel therefore proceeded on the assumption that it was common for traded mango fruit to have a small section of stalk still attached. They discussed whether, in order to promote plant health, the annex should say that the fruit should preferably be without a stalk, but they recognized that the removal of the stalk could result in damage to the fruit, with a consequent increase in pest risk, and that this section of the annex was not giving requirements for import of mango but instead simply describing the commodities covered by the annex. The panel therefore agreed that the annex should cover fruit that was *with or without a small section of fruit stalk attached*. The panel agreed, however, not to refer to “pedicel” or “peduncle”, as these terms were not used consistently across different countries.
- [55] The panel considered whether the annex needed to specify the length of the “small section of fruit stalk” (e.g. 3–5 mm). They recognized that if the stalk is too short, there is a risk that the fruit will be damaged in the process of cutting the stalk to this length, and if it is too long, then there is a greater risk of pests from the stalk being present or of damage to fruit because of stalk rubbing. Based on their experience, however, they also recognized that determining and agreeing on the appropriate length can take a long time. In the absence of adequate research on the length of mango stalk and associated pest risk, the panel therefore agreed to not specify the length and to leave this for each country to determine.
- [56] **Produced for trade.** Regarding the intended use of the commodity, the panel agreed that the annex should only cover fruit that has been produced for trade and should not cover fruit grown, for example, by individual citizens in their gardens. The panel noted that although the measures in the annex would therefore still apply to small farms, such farms would usually export as part of a larger group or through a larger organization and so the burden of meeting phytosanitary import requirements would not fall solely on the small farmer. The panel considered whether to use the term “produced” or “grown”, as “production” could include packing as well as growing, but concluded that “produced” would be the term commonly used by inspectors. The panel also preferred “produced *for trade*” rather than “commercially produced”, as this avoided any ambiguity about the meaning of “commercial”.
- [57] The panel agreed to refer to “international movement” rather than “import and export”, for consistency with the title and so that the scope did not explicitly exclude movement within countries.
- [58] **Consumption or processing.** The panel noted that Specification 73 described the intended use of the commodity as being *consumption or processing*. The panel recognized that measures for fruit intended for consumption may differ from measures for fruit intended for processing. The TPCS chairperson suggested that the panel therefore focus first on consumption and then consider how the measures for processing may differ. A decision could then be made on whether both intended uses could be addressed within the same annex. One TPCS member suggested that the annex focus on fruit intended for consumption but say that if fruit is intended for processing, countries may use different measures.
- [59] In later discussions, however, the panel agreed that the annex should include processing in accordance with the specification. They recognized that the main intended use of mango was for consumption, and that some mango for processing (e.g. dicing, slicing, juicing) may ultimately still be for consumption, but they noted that there were some intended uses that may not involve consumption. To clarify whether “processing” included, for example, slicing or dicing, the panel included sliced mango in the list of processed commodities excluded from the annex (see above).
- [60] **Diversion from intended use.** The panel agreed that, although the annex should not cover diversion from intended use, there was no need to say this in the annex because it was already stated in ISPM 46.
- List of pests associated with the commodity**
- [61] Referring to Task 2 of Specification 73, the panel considered the pests or pest groups that are known to be associated with the international movement of fresh mango fruit, and how best to present this information in the draft annex.

- [62] **Main text vs attachment.** The panel considered the possibility of the list of pests being in an attachment to the annex, if the list proved to be too long to be included in the main part of the annex. They noted that Table 1 of ISPM 46 did say that, when necessary, additional information on measures may be included in an appendix, so the concept of having an appendix to the annex had already been established. However, they further noted that appendices are not prescriptive parts of standards and it would be unusual to have an annex of an annex. The panel recalled that annexes to ISPM 27 (*Diagnostic protocols for regulated pests*) and ISPM 28 do not, in themselves, have annexes. The panel agreed, therefore, that the list of pests should be in the main part of the text rather than in an annex or an appendix.
- [63] **Pest groups.** The panel noted that Specification 73 and ISPM 46 both referred to the list being of pests or groups of pests. They noted that pests are grouped in different ways in different standards and that the taxonomic level provided also differs. Regarding this draft annex, the panel applied the same format used in APPPC RSPM 11 as a starting point for the pest list, this comprising a table of three columns: pest group, family and example species. Subsequently, however, they concluded that it was preferable to give species names for all pests included in the list (see “Genus vs species” below). The resulting list of pests therefore gave the pest group, the family and the species.
- [64] **Genus vs species.** The panel recognized that the annex needed to provide sufficient information to help countries that have limited PRA capacity, while not trying to be exhaustive. In their initial discussions, they noted that for some groups, such as fruit flies (Tephritidae), the genus may be sufficient and there may be no need to give species names; but for other pest groups, giving example species may be helpful and present no difficulties. For fruit flies, pests could be listed to genus level where the measures for different species were the same but to species level where the measures were different. Subsequently, however, the panel noted that if a genus alone is given, then that implies that every species of that genus is regulated by at least one contracting party, because a criterion for inclusion is that all pests listed are regulated by at least one contracting party. The panel considered whether referring to “regulated species of *Bactrocera*” (for example) or “some species within *Bactrocera*”, or including a note to indicate that not necessarily all the species in the family or genus level are regulated, would be an acceptable solution to this problem. But as the panel needed to have sufficient confidence that the pests that were listed fulfilled the criteria for inclusion, they took a conservative approach and listed all pests to species level.
- [65] **Species authorities.** The panel considered whether to include authorities for species names, recognizing that this would require a lot of work but that the lack of authorities was likely to generate many consultation comments. The secretariat advised that IPPC style for ISPMs was to give the authority and year upon first mention of a species; for DPs, this just related to the pest that was the subject of the DP. The panel therefore included an authority for each species listed in this section of the draft annex.
- [66] **Synonyms.** Early in the process of compiling the pest list, the panel recognized that the collated spreadsheet of pests may include some entries that were not the preferred name or entries that were synonyms of each other. The panel acknowledged that as they did not, as a panel, have the expertise to make decisions on preferred names, this issue could be left for experts to comment upon during consultation. Some of the issues with synonyms, however, were resolved during the course of the meeting.
- [67] **Criteria for inclusion of a pest.** The panel noted that, according to ISPM 46, a criterion for inclusion of a pest is that it is regulated by at least one contracting party based on technical justification.
- [68] The panel agreed that inclusion of a pest would be further supported if it met one or more of the following subsidiary criteria:
- The commercially produced commodity is a host.²¹
 - At least one option for a phytosanitary measure is available (and there is enough confidence for the option or options to be included in the commodity standard).

²¹ The panel drafted the wording of this criterion before deciding that “produced for trade” was preferable to “commercially produced” when describing the commodity in the mango annex.

- There is evidence of establishment of the pest after entry, via the commodity.
- The pest is a major or minor pest of the commodity.
- There have been repeated interceptions of the pest.

[69] The panel acknowledged that although an interception shows that the pest can survive the pathway, there is no point in including a pest if it cannot establish. However, when discussing a specific case for the mango annex (see “Compilation of the pest list” below), the panel decided to include the pests that had been intercepted, as it was not known whether they could establish after entry.

[70] **Regulated pests.** The secretariat sought clarification on whether a pest had to be regulated *on the commodity that was the subject of the commodity standard* for it to be included, or whether it had to be regulated (on any commodity) and known to be associated with the commodity. The panel acknowledged that although either of these should ideally be the case, the necessary information to determine this may not be available. The panel agreed, therefore, to use the association with the host as one of the optional criteria to support inclusion, but to highlight to the SC that further clarity may be needed.

[71] The panel acknowledged that, as ISPM 46 specifies that a criterion for inclusion on the list of pests is that a pest is regulated by at least one contracting party, there was no need to repeat this in the draft mango annex. However, when drafting the text of the annex, they included it as it was difficult to describe the list of pests without giving this information.

[72] When working on the spreadsheet of pests to include in the draft annex, the panel included a column to record which country or countries regulate the pest. This was solely to help the panel track the evidence used for compilation of the list of pests, it was not intended to be an exhaustive list of countries, and it was not intended for inclusion in the annex itself.

[73] **Technical justification.** The panel was mindful to avoid repetition with the core text of ISPM 46 where possible, but agreed that it was important to emphasize that inclusion of a pest in the list did not constitute technical justification for its regulation by a contracting party. They therefore included text from ISPM 46 to explain this.

[74] The TPCS steward clarified that although ISPM 46 set a criterion for inclusion as being that a pest is “regulated by at least one contracting party based on technical justification”, the technical justification is done by the contracting party regulating the pest: it is not the role of the TPCS to judge the validity of that technical justification, nor to determine whether a pest posed a major or minor pest risk, as it is the sovereign right of each contracting party to determine its own appropriate level of protection. One TPCS member suggested that the panel should take a cautious approach and only include pests that it is confident are pests of fresh whole mango fruit, but the TPCS steward reminded the panel that inclusion of a pest in the annex does not provide justification for it to be regulated – a country still needs to do the necessary analysis to provide technical justification before it can regulate a pest.

[75] The TPCS steward confirmed, however, that the panel could exclude a pest if there was insufficient evidence to support its inclusion.

[76] **How to present the pest list.** The panel considered whether there was a need for a separate list of pests or whether it would be preferable to simply have a combined list of pests and measures in order to reduce redundancy. In the end, they agreed to include a separate list of pests, as this would allow more space to include the species authorities. The panel agreed to include the pest group, family and species, and to organize the list accordingly. The species name would be the unique identifier to link this list with the list of options for phytosanitary measures.

[77] The panel considered how best to describe the list of pests. They recognized that the list was not exhaustive in terms of pests that are associated with mango fruit, nor could it be assumed that it included all pests that were regulated by at least one contracting party, as it was based only on the information

that had been provided in response to the call for information or found by panel members. They therefore drafted the text carefully to avoid any impression that the list was exhaustive.

- [78] **Compilation of the pest list.** The panel reviewed the collated spreadsheet of pests that are regulated by at least one contracting party, selected those to include in the draft annex based on the subsidiary criteria described above, and reviewed those identified for exclusion. The panel initially omitted entries for pests where there was uncertainty about the association with fresh mango fruit, the association was very weak or the probability of establishment was very low. This included Coccidae, Diaspididae and bacteria. Later in the meeting, when the panel had reached a more developed understanding of the criteria for inclusion, they reviewed the list of excluded pests and recorded the reason for exclusion (e.g. insufficient evidence) in a separate document for future reference by the panel. Douglas KERRUISH (Australia) and Tiago Rodrigo LOHMANN (Brazil) agreed to check the list of excluded pests after the meeting to confirm whether any were regulated and needed to be included in the draft annex.
- [79] **Without leaves or stem.** The topic steward confirmed that her collated spreadsheet contained only pests that were associated with the fruit, not pests that were only associated with the leaves or other parts of the plant. The TPCS chairperson asked TPCS members who had contributed discussion papers to confirm that they had not included in their papers any pests that were only associated with leaves or stem. Joanne WILSON (New Zealand) confirmed, in response to a question, that the interception data she had presented from Australia related only to mango fruit, not interceptions from leaves, as New Zealand does not allow import of mango with leaves. Douglas KERRUISH (Australia) acknowledged that some of the pests on the Australian list may need more detailed consideration, which may include checking the relevant PRAs to ensure that the pest is associated with fresh mango fruit as a pathway and not only with the leaves or stem.
- [80] **Internal vs external feeders.** In their early discussions, the group of TPCS members focusing on the list of pests distinguished between internal feeders and external feeders, as the latter would require less stringent measures. In the panel's discussion, however, it was pointed out that although this is logical, it may lead to challenges because of the relationship between the ripeness of fruit and the risk of the fruit being infested by internal vs external feeders. The panel therefore agreed not to make this distinction in the list of pests.

Options for phytosanitary measures

- [81] The panel referred to Tasks 3, 4 and 5 of Specification 73, regarding the identification, evaluation and categorizations of options for phytosanitary measures. They also referred to section 3 and section 4 of ISPM 46, relating to the criteria for inclusion of measures in commodity standards and the criteria for categorizing measures according to confidence in their effectiveness.
- [82] **Criteria for inclusion.** The panel assessed all the measures on the updated spreadsheet of pests and measures against the criteria specified in section 3 and section 4 of ISPM 46 (see agenda item 7.1), including whether there was a publicly available reference for the measure and whether there was a substantial amount of trade using it. From this, they determined their confidence that the measure met the criteria for inclusion in the annex. Where there were many variations for a particular type of measure, the panel looked at what measures were being used by a range of countries.
- [83] **Generic measures.** The panel noted that certain options for phytosanitary measures applied equally to all pests of mango fruit: pest free areas (including, for fruit flies, pest free areas for fruit flies), pest free places of production, pest free production sites, areas of low pest prevalence, inspection, phytosanitary certification and systems approaches. To avoid repeating these many times in the list of measures, the panel compiled a table of such generic measures, cross-referenced to relevant ISPMs.
- [84] **Integrated measures and agricultural practices.** The panel noted that ISPM 46 allowed for measures or combinations of measures to be included in the annex. The panel therefore included a general statement in the draft annex about measures being used individually or in combination, with a cross-reference to ISPM 14 (*The use of integrated measures in a systems approach for pest risk management*).

They decided not to give specific combinations of measures unless they had evidence of that particular combination.

- [85] Noting that measures may also be applied in combination with general agricultural practices and production procedures, the panel also incorporated lists of practices based on text in APPPC RSPM 11. The TPCS steward and the topic steward confirmed that the lists of practices could not be simply replaced by a cross-reference to RSPM 11, as ISPMs did not refer to regional standards for further guidance. The panel grouped registration schemes under a subheading of “traceability”, unlike in RSPM 11, because registration schemes were aimed at ensuring traceability rather than controlling the pest *per se*. The panel also agreed that the IPPC editor would review the format of the lists of practices and adjust it (e.g. converting from bulleted lists to a table) if needed.
- [86] The panel used the term “measure” to refer to options that could be set as a phytosanitary import requirement and “practice” to refer to general practices used by industry that could be part of integrated measures or part of a systems approach but would not, individually, be set as a phytosanitary import requirement.
- [87] **Pest-specific measures.** The panel compiled a list of options for phytosanitary measures that were pest-specific by starting with the complete list of pests and measures and removing any entries for which there were only generic measures.
- [88] The panel agreed that sampling is used as part of measures but was not a measure in itself. They noted, however, that phytosanitary certification was a measure according to the IPPC and that for some countries or commodities, the only phytosanitary import requirement may be for a phytosanitary certificate.
- [89] The panel noted that the term “technical justification” did not refer to the measures *per se*, but to the requirements for measures set by importing countries (i.e. countries needed to have technical justification for their phytosanitary import requirements). The panel agreed that there was no value in referring to “technical justification” regarding industry practices, as it was such a fundamental part of the World Trade Organization’s Agreement on the Application of Sanitary and Phytosanitary Measures that it did not need repeating.
- [90] The panel discussed various ways of presenting the information on pest-specific options for phytosanitary measures and agreed that the most user-friendly approach was to use codes to cross-reference to tables that gave the details of the measure concerned, grouped by type of measure (e.g. HWIT 1, HWIT 2, etc. for HWIT; SA 1 for systems approach).
- [91] Where pest-specific measures were available for pre-export inspection or a systems approach, the panel included these in the pest-specific list of options for phytosanitary measures. These were distinct from the inspection and systems approach entries in the table of generic measures, which were not pest-specific.
- [92] The panel agreed that measures could only be extrapolated to other species within the same group if there was evidence to support this.
- [93] The panel omitted species from the list if there was insufficient information about the measure (e.g. if the measure was simply “in-field control measures”). They also agreed to omit entries for genera or families, as this could imply that all species within that genus or family (e.g. *Anastrepha* spp., Tephritidae) were pests of fresh mango fruit.
- [94] The panel initially noted that, where measures were the same for all the species within a genus, those species could perhaps be grouped together to avoid repetition. In the end, however, the panel left the individual species as separate entries.

- [95] The panel considered two species of moth that were regulated on mango but had only been found through interceptions. In the absence of any evidence on whether these pests could establish after entry, the panel agreed to include them in the list of pests and measures, at least for the time being.
- [96] To avoid the overapplication of treatments, the panel considered whether to include guidance in the draft annex to say that a measure may also address pests other than the target pest. They agreed, however, not to include this, as it was not possible to be sufficiently specific.
- [97] **Detailed tables of measures.** The panel agreed that it was important to include the schedules of different treatments in the tables because this provided countries with the technical detail they would need when deciding on options for phytosanitary measures. However, they also agreed that if a treatment is already described in an annex to ISPM 28, then all that would be needed is a reference to the relevant ISPM 28 annex.
- [98] The group agreed that the annex should not be prescriptive about the individual treatment schedules, as the panel were not tasked to describe or evaluation treatment specifications.
- [99] The panel noted that, because the treatment schedules were derived from a variety of sources, some of the schedules overlapped; for example, there could be two schedules for a fruit fly species, with different treatment conditions and an overlapping weight range.
- [100] In the detailed table for VHT measures, the panel agreed to keep the column for the minimum relative humidity, even though the entry for this was the same for each treatment (95 percent), because the minimum relative humidity is a critical parameter and because new entries that may have different values for this parameter may be added in response to consultation comments.
- [101] **Detection methods.** The panel referred to Task 6 of Specification 73, which tasked the TPCS with considering and listing available methods that may be used for the detection of pests or pest groups associated with mango fruit. The secretariat explained that this task had been added as a result of a consultation comment, but the SC had left it to the TPCS to interpret this task, while also advising the TPCS that they should be realistic about what could be achieved.
- [102] The panel noted that there were many detection methods for pests of mango and it would be impractical for the panel to consider all of these. Some methods may, however, be important for mango in certain situations, for example where detection methods are used in surveillance to support low pest prevalence, possibly in combination with a treatment.
- [103] The panel did not have time to consider the matter further, but noted that “official laboratory analysis” was one of the options in the list of pest-specific measures in the draft annex.
- [104] **Use of information from sources other than those received in response to the call for information.** The TPCS steward advised that although the panel was not tasked with searching for information on pests and measures over and above the information received in response to the call for information, there was no reason why it could not use information from other sources if TPCS members were aware of the existence of such information and it was readily available. The panel therefore considered some fumigation requirements that had not been provided in response to the call for information, and included these in the draft annex.
- [105] **Finishing the list of measures.** The panel noted that several gaps in information had been identified in the material submitted to the panel for discussion, mostly relating to one contracting party. The secretariat agreed to contact the submitter to request the missing information, for submission during the meeting if possible.
- [106] The panel noted that there were some missing data for some moth pests, where the Measure column in the paper simply gave the country. The submitter of the relevant paper agreed to confirm the measure concerned. The Japanese hosts agreed to provide information on fumigation schedules if possible.

[107] The topic steward confirmed that she would double-check all the entries in the list of options for phytosanitary measures, and the associated detailed tables of measures, after the meeting.

References

[108] The panel noted that, although references would be useful when listing measures, there was no need for this in the list of pests.

[109] The panel acknowledged that references needed to be included for the detailed tables of measures, but as it was not possible to do this by the end of the meeting, the panel agreed to add the references after the meeting, led by the topic steward.

[110] The panel noted that where measures were described in ISPMs, it was only necessary to cite the ISPM – no further detail was needed.

[111] **References to countries using a measure in trade.** The panel discussed whether it was appropriate to give the names of countries that use a particular measure in trade under the References column of the table of measures. They noted that, as phytosanitary import requirements are supposed to be transparent, the fact that a country requires a particular measure should not be sensitive information. Similarly, when referencing discussion papers submitted to this panel, if the data contained therein are derived from publicly available documents such as PRAs, then there should be no problem citing them. However, the TPCS steward commented that if country names were included, they would have to be kept up-to-date and, in his view, the purpose of giving a reference for each measure was to provide a source for the measure, rather than which countries use it in trade. The secretariat advised that country names are not usually given in ISPMs, except when describing the geographical distribution of pests in DPs. The secretariat also suggested making a distinction between, on the one hand, the information that the panel needed to retain as evidence of why each pest and measure was included (which would include example countries that regulate the pest or use the measure in trade) and, on the other hand, the information that would be helpful to the user of the annex (directing the user to further detail). The panel noted that the searchable database envisaged in Task 9 of Specification TP 6 could be a suitable repository for the evidence. If so, countries may need to be invited to grant permission for their country to be listed in the database. However, the panel noted that it is likely to be some time before the database is developed and, in the meantime, the evidence may be held in a spreadsheet or similar format.

[112] The secretariat noted that, if commodity standards were reviewed every few years, as is the case for DPs, then the evidence could be reviewed and updated at that time, rather than having to update it continuously.

Mechanism for future revision of the annex

[113] The panel noted that there may be the need to update the list of pests as new information comes to light or information changes. The secretariat and the TPCS steward confirmed that revision of annexes to ISPM 46 would currently follow the normal Standard Setting Procedure, as no fast-track mechanism for this had yet been established. Minor technical updates, however, could be made as ink amendments. The panel agreed to discuss the matter under agenda item 6.2, when considering working procedures for the panel.

Review of Specification 73

[114] The panel reviewed the tasks listed in Specification 73 and confirmed that they had completed them all, pending the finalization of the draft annex at the next TPCS meeting.

[115] **Liaison with other technical panels.** The panel noted that liaison with the other technical panels and with the Implementation and Capacity Development Committee (IC) would be an ongoing task for the TPCS, including if there are any revisions to existing ISPM 5 terms or proposals for new ISPM 5 terms. The panel did not, at this stage, identify any liaison needed that was specific to the draft annex on mango.

[116] **Potential implementation issues.** The TPCS steward confirmed that Task 9, which was to consider potential operational and technical implementation issues, was a standard task in the development of standards. The panel noted that, because of the extent of measures covered by the draft annex, there are likely to be very many potential implementation issues, both in terms of NPPOs using the annex to select phytosanitary measures and the subsequent implementation of those phytosanitary measures. The panel therefore agreed that it was better to leave the identification of potential implementation issues to contracting parties at the consultation stage, rather than the panel trying to identify issues.

[117] The TPCS:

- (1) *accepted* the offer from Douglas KERRUISH (Australia) and Tiago Rodrigo LOHMANN (Brazil) to check the list of excluded pests to confirm whether any were regulated and needed to be included in the draft annex;
- (2) *accepted* the offer from Japan to provide information on fumigation schedules if possible;
- (3) *accepted* the offer from the topic steward to double-check all the entries in the list of options for phytosanitary measures and the associated detailed tables of measures, and to add references, after the meeting;
- (4) *agreed* to continue working on the draft annex *International movement of fresh mango (Mangifera indica) fruit* (2021-011) to ISPM 46 (*Commodity-specific standards for phytosanitary measures*) through the topic steward (the topic steward) and to review it, after the editing stage, at the next TPCS meeting with a view to recommending it to the SC for approval for first consultation; and
- (5) *invited* the SC to note that the TPCS had concluded that, at this stage, it would be premature to raise potential implementation issues in relation to this draft annex for forwarding to the Implementation and Capacity Development Committee.

6. TPCS work programme

6.1 Development of the criteria for inclusion of phytosanitary measures into a commodity-specific standard

[118] The panel referred to Task 5 of Specification 73, which tasked the panel with considering how to categorize the options for phytosanitary measures according to confidence in the effectiveness of measures and the intended use of the commodity.

[119] **Transparency.** The panel considered the intervention made at CPM-16 (2022) regarding the need for there to be a transparent process by which the criteria for categorizing measures according to confidence are agreed.²² The secretariat referred to the working procedures used by other technical panels to ensure transparency, with criteria for evaluation, for example, being included in the *IPPC procedure manual for standard setting*. The secretariat suggested that the TPCS could develop working procedures to explain how decisions on measures are made and these could be presented to the SC, in a separate document to the TPCS meeting report, for SC endorsement. There was a consensus among the panel that this would provide the necessary transparency, with the panel also recording the rationale for inclusion or omission of each individual measure.

[120] **Categorization according to confidence in effectiveness of measures.** The panel noted that section 3 of ISPM 46 listed the criteria for inclusion of measures, while section 4 said that options for phytosanitary measures are categorized by the TPCS according to confidence in the effectiveness of measures and that the effectiveness of the measures is evaluated based on criteria developed and revised as necessary by the TPCS. Section 4 also provided a list of criteria upon which evaluation of the effectiveness may be based.

[121] The secretariat recalled that, in the draft standard sent for first consultation, section 4 had specified that measures would be assigned to one of three categories according to confidence in measures – high, medium or low – but that this had been deleted from subsequent drafts as a result of many consultation

²² CPM-16 (2022), agenda item 9.2; CPM 2022/INF/16.

comments about the difficulty of categorizing in this way and the fact that measures with low confidence would not be included in the annex anyway. Unfortunately, however, this had left an ambiguity in the text, as it was not clear whether the confidence categories assigned to measures would be presented in the annex, and there was still the fact that low-confidence measures would not be included anyway.

[122] The TPCS steward confirmed that, in his view, the criteria in section 3 were to be used to identify candidate options for consideration by the panel, whereas the criteria in section 4 were to be used as an internal tool by the panel to evaluate which of those candidate options to actually include in the annex (i.e. to select those measures for which there is adequate confidence that the measures work effectively).

[123] The panel noted that, in the paper submitted by New Zealand, all measures submitted had been assessed against the list of criteria in section 4 of ISPM 46 to achieve confidence for inclusion, and this approach had worked well.

[124] The panel also noted, however, that it was not clear in ISPM 46 whether “confidence in the effectiveness of measures” was referring to the inherent confidence of the measure itself or the panel’s confidence at including the measure in the annex. They also noted that confidence in any particular measure was subjective, with some people, for example, giving more weight to measures that are in an ISPM compared to a regional standard, and others giving more weight to measures that have been used in trade over a long period of time, with supporting compliance data.

[125] The TPCS:

- (6) *invited* the SC to note the following conclusions of the TPCS regarding the categorization of options for phytosanitary measures according to confidence:
 - the criteria listed in section 3 of ISPM 46 are used by the TPCS to identify candidate measures for inclusion and the criteria listed in section 4 are used to select which of these candidate measures to actually include,
 - the confidence categories are not included in commodity standards,
 - there is no need for the TPCS to develop the criteria in section 4 of ISPM 46 any further, and
 - transparency regarding the selection of measures will be achieved by the publication of working procedures for the panel and the recording of the rationale for including or excluding pests and measures.

6.2 Development of TPCS working procedures

[126] **How to record decisions on pests and measures.** The panel discussed how to record their decisions on the pests and measures included and excluded from annexes to ISPM 46 and the rationale for these decisions. They agreed that it would be better to hold this information separately to the meeting reports, to avoid an unnecessary level of detail in the reports and to make it easier for the panel to locate the rationale for their decisions on individual pests and measures. This separate document would not be attached to the meeting report but could be made available upon request. The meeting reports could, however, report on any substantial difficulties in making decisions.

[127] The TPCS therefore drafted a working procedures document, to record this and other elements of their working procedures. The secretariat confirmed that this document would need to be approved by the SC and, if approved, would then be incorporated in the *IPPC procedure manual for standard setting*. The document drew upon text extracted from ISPM 46 and referred to Specification TP 6. It included the subsidiary criteria for inclusion of a pest as drafted by the panel for the mango annex, together with the criteria for evaluating the confidence in the effectiveness of measures. The document also explained that information on pests and measures not included in annexes would be held in a spreadsheet for future inclusion in a database for commodity standards.

[128] **Future TPCS work.** The secretariat explained that, following the Standard Setting Procedure, the earliest that the mango annex could be adopted would be 2025. As there were currently no other topics

for annexes to ISPM 46 on the work programme, the next draft annex for development by the panel would not be until at least 2025 but would probably be later as contracting parties may wish to wait until the mango annex has been adopted before submitting proposals for further annexes. The secretariat therefore suggested that the panel may wish to consider whether there was justification for fast-tracking the development of the annexes to ISPM 46.

- [129] The TPCS steward commented that one of the justifications for a fast-track process was that if annexes were developed within the usual seven-year development span, the information on options for phytosanitary measures may be out-of-date by the time the annex is adopted.
- [130] **Template submission form.** The assistant TPCS steward offered to draft a template form for submission of key information on pests known to be associated with the commodity for which a commodity standard is being proposed or developed and information on effective phytosanitary measures to mitigate the pest risk posed by that commodity. The panel agreed that it would be preferable if the form could be made available with the call for topics, with submitters being encouraged to complete and return it when proposing topics for commodity standards. The panel also agreed that submitters of information in response to a call for information for a particular commodity standard should be required to complete the same form.
- [131] The TPCS steward suggested that the evidence supporting the inclusion of a pest or a measure in a commodity standard needed to be either publicly available via a link or publicly available on request. He suggested that submitters should be required, when proposing a pest or a measure, to provide this link or details of who to contact to request the supporting evidence.
- [132] **Specifications.** Recalling that PTs and DPs are developed without specifications, the TPCS steward expressed his view that a specification should not be required for topics that are annexes to ISPM 46. This would avoid unnecessary repetition and speed up the development of such annexes. The TPCS could review proposals and make recommendations to the SC, and the SC could then agree which annexes to ISPM 46 to develop.
- [133] The secretariat concurred that the precedent set by the process for PTs and DPs may mean that there is a possibility of the CPM amending the Standard Setting Procedure in the same way for annexes to ISPM 46, but noted that some contracting parties may wish to see how commodity standards develop before agreeing to such a change in the procedure. The panel could, however, still recommend this to the SC for consideration.
- [134] **Call for topics.** The TPCS steward suggested that another way to speed up the development of annexes to ISPM 46 would be to hold a separate call for topics for ISPM 46 or to have an open-ended call for such topics. Decisions would also need to be made about who is permitted to submit a topic (e.g. whether just NPOs and regional plant protection organizations (RPPOs) or industry as well), who would review the annexes (e.g. whether it should be the IC as well as the SC), and the process for revision of annexes. He suggested that these were questions that were perhaps a matter for the SC to consider rather than this panel, as the latter two may require changes to the Standard Setting Procedure.
- [135] The secretariat encouraged the panel to take a proactive approach in making suggestions for the SC or the CPM to consider. The secretariat also noted that, even with a fast-track process, proposals would still be considered by the SC and CPM to ensure transparency.
- [136] Regarding the possibility of an ongoing call for treatments, the secretariat commented that this is what happens for PT proposals. The advantage is that proposals can be made at any time, but the disadvantage is that contracting parties may not be aware that the call is open.
- [137] The TPCS agreed that it was premature to seek an ongoing call for topics at the moment, as there may be sufficient topics proposed in response to the 2023 Call for Topics. If there were insufficient topics proposed, then the panel may consider recommending an ongoing call for topics for commodity standards.

- [138] **Consultation and adoption.** The TPCS steward suggested that a further way to speed up the development of commodity standards would be to have only one round of consultation as the default, following the new procedure for adopting PTs adopted by CPM-16(2022). He recognized, however, that contracting parties would need to be comfortable with commodity standards before this change could take place, so it was unlikely to be feasible for some time. He added that it was probably also desirable to follow the approach used for DPs, with the SC adopting on behalf of the CPM, especially as the annexes to ISPM 46 would not contain any new measures. He commented that it was, however, too early to do this yet.
- [139] **Revision of commodity standards.** The TPCS steward suggested that, where there is evidence that a particular measure in a commodity standard may no longer be effective, a footnote to this effect could perhaps be added to the annex as a variation to the ink amendment process. This would then provide a useful interim solution until the commodity standard was revised.
- [140] **Commodity standards database.** The panel agreed that it would be beneficial for a database on commodity standards to be developed, as envisaged in Task 9 of Specification TP 6. As well as listing the target pest, commodity and measure, cross-referenced to relevant sources of information (as indicated in Specification TP 6), the database could also include pests and measures excluded from commodity standards, with the rationale for their exclusion, and any problems that have arisen with measures that appear in adopted commodity standards.
- [141] The panel agreed that the baseline data for this database would be the data submitted to the panel for the mango annex. Pests and measures excluded from the annex, either by individual TPCS members, groups of TPCS members or the whole panel during the week, would be identified and the rationale for their exclusion indicated. The assistant TPCS steward offered to check the collated data, correct as appropriate and then send it to the secretariat to upload to the panel's online work area, and Tiago Rodrigo LOHMANN (Brazil) offered to then create the spreadsheet that could form the basis of the database.
- [142] **Topic proposals.** In response to a query from a TPCS member, the secretariat confirmed that there is no limit to the number of topic proposals that a contracting party can make, nor is there any limit to the number that can be considered by the SC. The secretariat did emphasize, however, that a topic proposal requires a substantial amount of work to complete, as it includes the provision of information on things such as economic impact. The secretariat encouraged contracting parties to liaise and coordinate at a regional level when developing a proposal and to mention any regional support in their topic proposals. Once proposals have been received by the secretariat, they are screened by the Task Force on Topics and then reviewed by the SC.
- [143] In response to a query from a TPCS member, the TPCS chairperson discouraged individual panel members from making topic proposals and suggested that they should submit ideas to their NPPO or RPPO instead. The secretariat confirmed that, should the panel agree that a particular commodity was a priority, they could prepare and submit a proposal. However, an alternative for which there is precedence is for the panel to do some of the preparation for a proposal and then liaise with an NPPO or RPPO to submit it.
- [144] One TPCS member suggested that the panel identify and recommend five topics to the SC.
- [145] One of the TPCS members from the APPPC region offered to share the draft specification and the proposal that the APPPC had submitted for the mango annex, for information, bearing in mind that the specification had subsequently been amended by the SC and in response to consultation. The member also confirmed that, following the adoption of APPC RSPM 11 in 2019, the APPPC region had decided to focus on regionally important commodities rather than internationally important ones, as international standards would be developed on the latter. Three commodities were currently the subject of a call for information and were under consideration by the APPPC Standards Committee: Longan fresh fruit, milled rice, and fresh coconut. One or more of these would be developed as regional standards, with the expectation that the first standard would be adopted in 2024.

[146] The panel noted that the European and Mediterranean Plant Protection Organization had nine commodity standards, presented in a similar format to the draft mango annex, and that the North American Plant Protection Organization also had some.

[147] The panel noted that, when considering and prioritizing possible topic proposals, questions to consider included: whether there was a country willing to lead the development of the commodity standard; the level of pest risk posed by the commodity; and whether the topic is likely to be contentious and so agreement is unlikely to be achieved. To avoid potentially contentious topics, the TPCS steward suggested that it would be advisable not to pursue the development of commodity standards for apples or potatoes.

[148] The panel agreed to think about possible proposals for topics, discuss these with their respective NPPOs and RPPOs, and consider ideas at the forthcoming virtual meetings of the TPCS, with a view to the relevant NPPOs or RPPOs submitting the proposals rather than the panel itself. The panel noted that they would need to be sure that the necessary information to develop a proposal was available before agreeing to prepare a proposal.

[149] The TPCS:

- (7) *agreed* to review the draft working procedures for the TPCS at their next virtual meeting, with a view to recommending them to the SC for approval at the SC May 2023 meeting;
- (8) *accepted* the offer from the assistant TPCS steward to draft a template form for submitting information on pests and measures and *agreed* to review it at the next TPCS virtual meeting, with a view to inviting the SC to note it at the SC May 2023 meeting;
- (9) *recommended* that an online, searchable database be developed for commodity standards, listing pests, commodities, measures and supplementary information such as any technical updates to adopted annexes (e.g. if there is a problem with a particular measure) and the rationale for including and excluding pests and measures from particular annexes;
- (10) *accepted* the offer from the assistant TPCS steward to check the collated data on pests and measures for the mango annex, and Tiago Rodrigo LOHMANN (Brazil) for offering to convert this into a spreadsheet that could form the basis of the database;
- (11) *agreed* to discuss, as individual TPCS members, ideas for potential future topics with NPPOs and RPPOs and to discuss this further as a panel at forthcoming TPCS virtual meetings;
- (12) *recommended* the following changes to the Standard Setting Procedure to speed up the development of commodity standards:
 - draft specifications for commodity standards to follow a standard format, including content common to all such specifications,
 - draft specifications for commodity standards received in response to calls for topics to be revised by the TPCS and SC without the need to be submitted for consultation, and
 - the option of omitting a second consultation on draft commodity standards to be allowed if no substantive comments are received in response to the first consultation (following the same procedure as phytosanitary treatments; although it is not anticipated that this would be done for the first annex to ISPM 46).

6.3 TPCS workplan

[150] The TPCS drafted a workplan for 2023–2024 to be presented to the SC meeting in May 2023. This included the date for the next TPCS meeting, 28 February 2023, which would be held in virtual mode.

[151] The TPCS:

- (13) *invited* the SC to note the TPCS workplan for 2023–2024 (Appendix 5).

7. Any other business

[152] There was no other business.

8. Recommendations to the Standards Committee or IPPC Secretariat

[153] Recommendations to the SC or the secretariat are described in previous sections of this report. To facilitate reference, they are also compiled below.

[154] The TPCS provisionally agreed the following, pending final confirmation at its next (virtual) meeting:

- to *recommend* the draft annex *International movement of fresh mango (Mangifera indica) fruit* (2021-011) to ISPM 46 (*Commodity-specific standards for phytosanitary measures*) to the SC for approval for first consultation starting July 2023 (see section 5 of this report);
- to *invite* the SC to approve the draft working procedures for the TPCS (see section 6.2 of this report); and
- to *invite* the SC to note the form for submitting information on pests and measures drafted by the TPCS (see section 6.2 of this report).

[155] The TPCS:

- *recommended* that an online, searchable database be developed for commodity standards, listing pests, commodities, measures and supplementary information such as any technical updates to adopted annexes (e.g. if there is a problem with a particular measure) and the rationale for including and excluding pests and measures from particular annexes (see section 6.2 of this report); and
- *recommended* the following changes to the Standard Setting Procedure to speed up the development of commodity standards:
 - draft specifications for commodity standards to follow a standard format, including content common to all such specifications,
 - draft specifications for commodity standards received in response to calls for topics to be revised by the TPCS and SC without the need to be submitted for consultation, and
 - the option of omitting a second consultation on draft commodity standards to be allowed if no substantive comments are received in response to the first consultation (following the same procedure as phytosanitary treatments; although it is not anticipated that this would be done for the first annex to ISPM 46) (see section 6.2 of this report).

[156] The TPCS *invited* the SC to:

- *note* that the TPCS had concluded that, at this stage, it would be premature to raise potential implementation issues in relation to the draft annex on mango for forwarding to the Implementation and Capacity Development Committee (see section 5 of this report);
- *note* the conclusions of the TPCS at this meeting regarding the categorization of options for phytosanitary measures according to confidence (see section 6.1 of this report); and
- *note* the TPCS workplan for 2023–2024 (Appendix 5) (see section 6.3 of this report).

9. Close of the meeting

[157] The chairperson expressed her gratitude to the participants, the host organization and the secretariat.

[158] The TPCS steward, on behalf of the panel, thanked the chairperson for her skilful chairing of the meeting.

[159] The hosts expressed their pleasure at hosting the meeting and the secretariat thanked them for their excellent organization of the meeting and their warm welcome.

[160] The secretariat thanked the participants for their contributions, encouraged them to provide feedback to improve future meetings, and outlined the next steps.

[161] The chairperson closed the meeting.

Appendix 1: Agenda**2023 JANUARY MEETING OF THE
TECHNICAL PANEL ON COMMODITY STANDARDS (TPCS)****16-20 January 2023****Tokyo, Japan****AGENDA**

Agenda Item	Document No.	Presenter
1. Opening of the Meeting		
1.1 Welcome by the IPPC Secretariat	--	Mr Avetik NERSISYAN (Standard Setting Unit Lead, IPPC Secretariat)
1.2 Welcome by the host National Plant Protection Organization (NPPO) of Japan	--	Mr Tadashi SATO (Deputy Director General, Food Safety and Consumer Affairs Bureau, Ministry of Agriculture, Forestry and Fisheries, JAPAN)
1.3 Presentation of the standard setting process Roles of the Participants	Link to video (PPT link)	MOREIRA
2. Meeting Arrangements		
2.1 Selection of Chairperson	--	NERSISYAN
2.2 Selection of the Rapporteur	--	Chairperson
2.3 Adoption of the Agenda	01_TPCS_2023_Jan	Chairperson
3. Administrative Matters		
3.1 Documents List	02_TPCS_2023_Jan	MOREIRA
3.2 Participants List / membership list	TPCS membership list 03_TPCS_2023_Jan	
3.3 Local Information - Local information - Field trip information	04_TPCS_2023_Jan 06_TPCS_2023_Jan	YAMAMOTO
4. Review of documents and information material		
4.1 Review of the TPCS Specification and IPPC Technical Panels working procedures	Link to TPCS Specification – TP 06 Link to IPPC procedure manual for standard setting	MOREIRA (IPPC Secretariat) / BISHOP (TPCS Steward)
4.2 Review of the ISPM 46: Commodity-specific standards for phytosanitary measures	Link to ISPM 46	BISHOP
4.3 Review of the Specification 73: Annex International movement of mango fresh fruit (<i>Mangifera indica</i>) to ISPM 46 (2021-011)	05_TPCS_2023_Jan	WILSON (topic Steward)
4.4 RSPM 11 from APPPC: RSPM on International Movement of Fresh Mango (<i>Mangifera indica</i>) Fruit	Link to the RSPM 11	WILSON
4.5 Review of the information material received:	-	Chairperson

Agenda Item		Document No.	Presenter
	(Paper submitted by Australia)	07_TPCS_2023_Jan	KERRUISH
	(Paper submitted by Brazil)	08_TPCS_2023_Jan	LOHMANN
	(Paper submitted by China)	09_TPCS_2023_Jan	SHUANGYAN / Stewards
	(Paper submitted by Japan)	10_TPCS_2023_Jan	TANIGUCHI
	(Paper submitted by COSAVE)	11_TPCS_2023_Jan	CAMDESSUS
	(Paper submitted by Thailand – HWIT)	12_TPCS_2023_Jan	Stewards/IPPC Secretariat
	(Paper submitted by Thailand – VHT 1)	13_TPCS_2023_Jan	Stewards/IPPC Secretariat
	(Paper submitted by Thailand – VHT 2)	14_TPCS_2023_Jan	Stewards/IPPC Secretariat
	(Paper submitted by Kenya - 1)	15_TPCS_2023_Jan	OMBUYA
	(Paper submitted by Kenya - 2)	16_TPCS_2023_Jan	OMBUYA
	(Paper submitted by Kenya - 3)	17_TPCS_2023_Jan	OMBUYA
	(Paper submitted by New Zealand)	18_TPCS_2023_Jan	ZHU
	(Paper submitted by Republic of Korea)	19_TPCS_2023_Jan	KIM
	Compiled list of pests and phytosanitary measures – fresh mango fruits	CRP-01_REV_TPCS_2023_Jan	WILSON
	Compiled list of pests for fresh mango fruits - Australia	CRP-02_TPCS_2023_Jan	KERRUISH
	Sub-standard- 3.7.45. phytosanitary requirements for <i>Mangifera indica</i> (mango) - MERCOSUR	CRP-03_TPCS_2023_Jan	CAMDESSUS
5.	Development of text for the draft annex to ISPM 46: International movement of mango fresh fruit (<i>Mangifera indica</i>) <i>Reference documents:</i>		Chairperson / IPPC Secretariat
	- <i>IPPC Style Guide and annotated templates (particularly Part 1, sections 2, 3 and 5)</i>	Link to the IPPC Style Guide	
	- <i>ISPM 5 (Glossary of phytosanitary terms)</i>	Link to ISPM 5	
	- <i>Guidelines for a consistent ISPM terminology (Section 3.3.2 of the IPPC Procedure Manual for Standard Setting)</i>	Link to the IPPC Procedure Manual for Standard Setting (2020-2021)	
5.1	Brainstorming session to draft the International movement of mango fresh fruit	--	Chairperson / All
5.2	Development of the text of the draft International movement of mango fresh fruit	Link to the Annotated template for draft ISPMs (to be developed at the meeting)	All
6.	TPCS work programme		
6.1	Development of the criteria for inclusion of phytosanitary measures into a commodity specific standard	(to be developed at the meeting)	All
6.2	Development of TPCS working procedures - Further considerations on inclusion of a pest in specific commodity standards	(to be developed at the meeting)	IPPC secretariat / All
6.3	TPCS work plan	(to be developed at the meeting)	IPPC secretariat / All
7.	Any Other Business	-	Chairperson

Agenda Item		Document No.	Presenter
8.	Recommendations to the Standards Committee (SC) or IPPC Secretariat	--	IPPC Secretariat / Chairperson
9.	Closing of the meeting	--	IPPC Secretariat / Japan / Chairperson

Appendix 2: Documents list**2023 JANUARY MEETING OF THE
TECHNICAL PANEL ON COMMODITY STANDARDS (TPCS)****16-20 January 2023****Tokyo, Japan***(Documents are presented in the order of the document numbers)*

DOCUMENT NO.	AGENDA ITEM	DOCUMENT TITLE	POSTED
01_TPCS_2023_Jan	2.3	Agenda	2022-11-17 (1 st version) 2023-01-10 (latest provisional version)
02_TPCS_2023_Jan	3.1	Documents list	2023-01-09
03_TPCS_2023_Jan	3.2	Participants list	2023-01-10
04_TPCS_2023_Jan	3.3	Local information	2022-12-22
05_TPCS_2023_Jan	5.1	Specification 73: Annex International movement of mango fresh fruit (<i>Mangifera indica</i>) to ISPM 46	2022-12-22
06_TPCS_2023_Jan	3.3	Field trip information	2022-12-22
07_TPCS_2023_Jan	4.5	Paper submitted by Australia	2022-12-22
08_TPCS_2023_Jan	4.5	Paper submitted by Brazil	2022-12-22
09_TPCS_2023_Jan	4.5	Paper submitted by China	2022-12-22
10_TPCS_2023_Jan	4.5	Paper submitted by Japan	2022-12-22
11_TPCS_2023_Jan	4.5	Paper submitted by COSAVE	2022-12-22
12_TPCS_2023_Jan	4.5	Paper submitted by Thailand – HWIT	2022-12-22
13_TPCS_2023_Jan	4.5	Paper submitted by Thailand – VHT 1	2022-12-22
14_TPCS_2023_Jan	4.5	Paper submitted by Thailand – VHT 2	2022-12-22
15_TPCS_2023_Jan	4.5	Paper submitted by Kenya - 1	2022-12-22
16_TPCS_2023_Jan	4.5	Paper submitted by Kenya - 2	2022-12-22
17_TPCS_2023_Jan	4.5	Paper submitted by Kenya - 3	2022-12-22
18_TPCS_2023_Jan	4.5	Paper submitted by New Zealand	2022-12-22
19_TPCS_2023_Jan	4.5	Paper submitted by Republic of Korea	2023-01-09
CRP-01_REV_TPCS_2023_Jan	4.5	Compiled list of pests and phytosanitary measures – fresh mango fruits	2023-01-16
CRP-02_TPCS_2023_Jan	4.5	Compiled list of pests for fresh mango fruits - Australia	2023-01-15

DOCUMENT NO.	AGENDA ITEM	DOCUMENT TITLE	POSTED
CRP-03_TPCS_2023_Jan	4.5	Sub-standard- 3.7.45. phytosanitary requirements for <i>Mangifera indica</i> (mango) - MERCOSUR	2023-01-16

Documents links (presented in the order of the agenda items)

Links	AGENDA ITEM	DOCUMENT LINK
Video: IPPC standard setting procedure	1.3	Link to video
Presentation of the standard setting procedure	1.3	PPT link
TPCS Membership list	3.2	TPCS membership list
TPCS Specification – TP 06	4.1	Link to TPCS Specification – TP 06
IPPC procedure manual for standard setting	4.1	Link to IPPC procedure manual for standard setting
ISPM 46: Commodity-specific standards for phytosanitary measures	4.2	Link to ISPM 46
RSPM 11 from APPPC: RSPM on International Movement of Fresh Mango (<i>Mangifera indica</i>) Fruit	4.4	Link to the RSPM 11
IPPC Style Guide and annotated templates (particularly Part 1, sections 2, 3 and 5)	5	Link to the IPPC Style Guide
ISPM 5 (Glossary of phytosanitary terms)	5	Link to ISPM 5
Guidelines for a consistent ISPM terminology (Section 3.3.2 of the IPPC Procedure Manual for Standard Setting)	5	Link to the IPPC Procedure Manual for Standard Setting (2020-2021)
Development of the text of the draft International movement of mango fresh fruit	6.2	Link to the Annotated template for draft ISPMs

Additional resources

- [IPPC standard setting procedure: video](#)
- [Link to adopted ISPMs](#)
- [Standard setting main page: https://www.ippc.int/en/core-activities/standards-setting/](https://www.ippc.int/en/core-activities/standards-setting/)
- [TPCS main page: https://ippc.int/en/core-activities/standards-setting/expert-drafting-groups/technical-panels/technical-panel-on-commodity-standards/](https://ippc.int/en/core-activities/standards-setting/expert-drafting-groups/technical-panels/technical-panel-on-commodity-standards/)

Appendix 3: Participants list

**2023 JANUARY MEETING OF THE
TECHNICAL PANEL ON COMMODITY STANDARDS (TPCS)
PARTICIPANTS LIST**

A check (✓) in column 1 indicates confirmed attendance at the meeting.

	Participant role	Name, mailing address, telephone	Email address	Term begins	Term ends
✓	Steward	Mr Samuel BISHOP Head of International Plant Health Policy Plant Health Policy team Room 11G35 Department for Environment, Food and Rural Affairs National Agri-Food Innovation Campus Sand Hutton York North Yorkshire UNITED KINGDOM Tel.: +44 (0) 2080262506	sam.bishop@defra.gsi.gov.uk		
✓	Assistant Steward	Ms Joanne WILSON Principal Adviser, Animal and Plant Health Directorate Biosecurity New Zealand Ministry for Primary Industries NEW ZEALAND Tel.: +64 489 40528	joanne.wilson@mpi.govt.nz		
✓	Member	Ms Adriana CERIANI CAMDESSUS Professional Plant Protection Analyst National Service of Agri-Food Health and Quality -SENASA 162 Venezuela St, 7 th floor (1063) Buenos Aires ARGENTINA Tel.: +54 911 6578 7357	aceriani@senasa.gob.ar	April 2022	April 2027
✓	Member	Mr Douglas KERRUISH A/g Director, Fresh Imported Horticultural Program Australian Government Department of Agriculture 68 Northhovic Av. ACT 2601 Canberra AUSTRALIA Tel: +61 02 7272 4568	douglas.kerruish@aff.gov.au	April 2022	April 2027
✓	Member	Mr Tiago Rodrigo LOHMANN Chief of the Plant Quarantine Division Department of Plant Health and Agricultural Inputs Ministry of Agriculture, Livestock and Food Supply Esplanada dos Ministérios Bloco D, Anexo 70.043-900 Brasília, DF BRAZIL Tel.: +55 (61) 3218 2981	tiago.lohmann@agro.gov.br	April 2022	April 2027
	Member	Mr Martin DAMUS Senior Plant Health Risk Assessor - Entomology Canadian Food Inspection Agency 1400 Merivale Road, K1A 0Y9 Ottawa, Ontario CANADA Tel.: +1 343 550 6418	martin.damus@inspection.gc.ca	April 2022	April 2027

	Member	<p>Ms Sun SHUANGYAN Senior Agronomist Research Center of GACC for International Inspection and Quarantine Standards and Technical Regulations Building 3, No. 20 Hepingli East Street, Dongcheng District, Beijing CHINA Tel.: +86 10 57954651</p>	sunshyan2008@163.com	April 2022	April 2027
✓	Member	<p>Mr Moshe VAKNIN Pest Risk Analyst Plant Protection and Inspection Services, Israel P.O. Box 78, Bet Dagan 50250 ISRAEL Tel.: +972 3 9681500</p>	MosheV@moag.gov.il	April 2022	April 2027
✓	Member	<p>Mr Hideki TANIGUCHI Deputy Director, Plant Protection Division, Food Safety and Consumer Affairs Bureau Ministry of Agriculture, Forestry and Fisheries (MAFF) 1-2 -1 Kasumigaseki Chiyoda-ku 100-8950 Tokyo JAPAN Tel.: +81-3-3502-5978</p>	hideki_taniguchi690@maff.go.jp	April 2022	April 2027
✓	Member	<p>Mr Alfayo OMBUYA Principal Plant Health Inspector Kenya Plant Health Inspectorate Service (KEPHIS) Kephis Mombasa, P.O. Box 80126-80100 Mombasa KENYA Tel.: +254 722 209 501</p>	a.ombuya@kephis.org alfayoombuya@yahoo.com	April 2022	April 2027
✓	Member	<p>Ms Donam KIM Assistant Director Animal and Plant Quarantine Agency (APQA) 177 Hyoksin 8-ro, Gimcheon REPUBLIC OF KOREA Tel.: +82 54 912 0628</p>	dongam75@korea.kr	April 2022	April 2027
✓	Member	<p>Ms Lihong ZHU Portfolio Manager IPPC New Zealand Ministry for Primary Industries (NPPO) Charles Fergusson Building, 34-38 Bowen Street, PO Box 2526, Wellington 6140 NEW ZEALAND Tel.: +64 4 894 0261</p>	Lihong.zhu@mpi.govt.nz	April 2022	April 2027

IPPC Secretariat

	Participant role	Name	Email address
✓	IPPC Secretariat – Standard Setting Unit Lead	Mr Avetik NERSISYAN Standards Senior Officer / Standard Setting Unit Lead IPPC Secretariat / FAO Viale delle Terme di Caracalla 00153 Rome, Italy	Avetik.Nersisyan@fao.org
✓	IPPC Secretariat Lead for the TPCS	Ms Adriana MOREIRA Standards Officer / Deputy Lead to Standard Setting Unit IPPC Secretariat / FAO Viale delle Terme di Caracalla 00153 Rome, Italy Tel.: (+39) 06 570 55809	Adriana.Moreira@fao.org
✓	IPPC Secretariat – Report writer	Ms Karen Rouen IPPC Scientific copy editor and report writer IPPC Secretariat / FAO (Based in UK)	karen@karenrouen.com


Host

	Name	Email address
✓	Mr Tadashi SATO Deputy Director-General, Food Safety and Consumer Affairs Bureau, Ministry of Agriculture, Forestry and Fisheries, JAPAN	-
✓	Mr Masatoshi KOBAYASHI Director, International Affairs Office Plant Protection Division Food Safety and Consumer Affairs Bureau, Ministry of Agriculture, Forestry and Fisheries, JAPAN	masatoshi_kobayas140@maff.go.jp
✓	Ms Masumi YAMAMOTO Deputy Director, Plant Protection Division, Food Safety and Consumer Affairs Bureau, MAFF, JAPAN 1-2-1 Kasumigaseki Chiyoda-ku Tokyo, 100-8950 Office Phone: +81-3-3502-5978	Masumi_yamamoto440@maff.go.jp
✓	Ms Yuko SATAKE Plant Protection Division, Food Safety and Consumer Affairs Bureau, MAFF, JAPAN 1-2-1 Kasumigaseki Chiyoda-ku Tokyo, 100-8950 Office Phone: +81-3-3502-5978	yuko_satake880@maff.go.jp
✓	Ms Eriko HIRANO Plant Protection Division, Food Safety and Consumer Affairs Bureau, MAFF, JAPAN 1-2-1 Kasumigaseki Chiyoda-ku Tokyo, 100-8950 Office Phone: +81-3-3502-5978	eriko_hirano890@maff.go.jp
✓	Ms Kayo SUGIYAMA Plant Protection Division Food Safety and Consumer Affairs Bureau, MAFF, JAPAN 1-2-1 Kasumigaseki Chiyoda-ku Tokyo, 100-8950 Office Phone: +81-3-3502-5978	kayo_sugiyama620@maff.go.jp


Appendix 4: References

APPPC (Asia and Pacific Plant Protection Commission). 2021. *International movement of fresh mango (Mangifera indica) fruit*. Regional Standard for Phytosanitary Measures (RSPM) 11. Bangkok, APPPC, FAO. 12 pp. <https://www.fao.org/3/cb5357en/cb5357en.pdf>

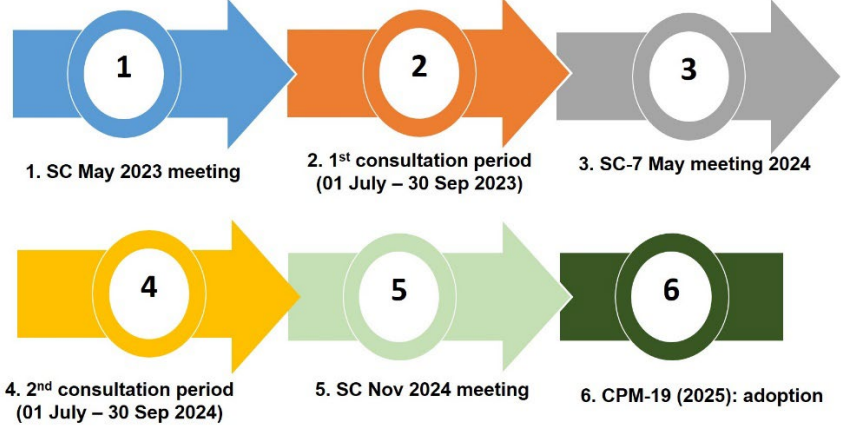
Appendix 5: TPCS workplan for 2023–2024



TPCS tentative work plan for 2023–2024



Draft annex to ISPM 46: International movement of mango fresh fruit (*Mangifera indica*)



Tentative meetings and agenda

- 28 February 2023 (prior SC May): 10:00-12:00 Rome time (GMT+1)
 - Finalize draft ISPM
 - Finalize TPCS working procedures (and/or e-decision)
 - Form for information material: pests and phytosanitary measures
- 13 April 2023 (prior SC May): 10:00-12:00 Rome time (GMT+1)
 - Potential topics proposals for IPPC call for topics (to be developed by the panel)
- 30/31 May 2023 (after SC May): 12:00-14:00 Rome time (GMT+1)
 - Update from SC May meeting
 - Potential topics proposals for IPPC call for topics

TPCS volume of work: work programme

New topics?

June-Aug 2023 Call for Topics → SC and IC November 2023 → CPM-18 (2024): inclusion in the work programme →

SC May 2024 → Consultation period on draft specifications (01 July – 30 Aug 2024) ? → SC November 2024: approval Specification

TPCS to work on next topic: Jan 2025 ?