



COMMISSION ON PHYTOSANITARY MEASURES

EIGHTEENTH SESSION

UPDATE FROM THE CPM FOCUS GROUP ON SAFE PROVISION OF FOOD AND OTHER HUMANITARIAN AID

AGENDA ITEM 13.1

(Prepared by the focus group on safe provision of food and other humanitarian aid and IPPC Secretariat)

Background

- [1] The focus group on safe provision of food and other humanitarian aid (FGSA) was established after agreement by the sixteenth session of the Commission on Phytosanitary Measures (CPM-16) in April 2022 to the proposal by the Standards Committee (SC) and the Implementation and Capacity Development Committee (IC) to explore ways to address this complex issue.
- [2] Contracting parties and their national plant protection organizations (NPPOs) have faced challenges to manage pest risk effectively during an emergency situation, for example receiving aid from other countries when natural disasters happened. It has been recognized by several sources of information, country reports and by the IPPC through the CPM Recommendation R-09, that the provision of aid supplies can transmit plant pests that can cause mid- and long-term impacts on economies, environments, communities, and livelihoods. The need to manage pest risk effectively becomes even more crucial when it comes to countries experiencing a humanitarian disaster. This is because it is known that, once invasive pests and diseases are established in a new area, their eradication is usually extremely difficult and, in most cases, eradication and control require additional resources and efforts for managing the pest outbreak.

Membership and Terms of Reference

- [3] The summary of the membership of the focus group (as of December 2023) is provided below and at the [webpage on the IPP](#). Also on the webpage, the terms of reference of the focus group is available.

Participant role ¹	Name, mailing address, telephone
CPM Bureau representative	Ms Gabrielle Vivian-Smith Australian Chief Plant Protection Officer Department of Agriculture, Fisheries and Forestry
Standards Committee (SC) representative - (currently SC Chairperson) Vice-Chairperson of the Focus Group	Ms Sophie Alexia PETERSON Director, Pacific Engagement and International Plant Health Australian Chief Plant Protection Office Department of Agriculture, Water and the Environment
Implementation and Capacity Development Committee (IC) representative	Mr Lucien KOUAMÉ KONAN Inspecteur Direction de la Protection des Végétaux, du Contrôle et de la Qualité Ministère de l'Agriculture
Regional Plant Protection Organization (RPPO) representative	Mr Visoni TIMOTE Executive Secretary of the Pacific Plant Protection Organisation (PPPO)

¹ R: recipient / D: Donor

Participant role ¹	Name, mailing address, telephone
	Pacific Community (SPC) Pacific Community, Land Resources Division, Private Mail Bag Suva, Fiji
Member (R) - SAMOA	Ms Olive Juliet JAY TO-ALESANA Principal Quarantine Officer
Member (D and R) - KENYA	Mr Thomas Kimeli KOSIOM Principal Plant Health Inspector, Agricultural Regulator
Member (R) – VANUATU Chairperson of the Focus Group	Ms Leisongi MANSES Plant Health Officer
Member (D) - FRANCE	Mr Julian Andres Rodriguez QUIROZ National import phytosanitary control expert
Member (D) - CANADA	Ms Tanya STAFFEN Senior Policy Analyst
Member (R) - VANUATU	Mr Lindon McEnroe TARI Senior Compliance Officer
Member (R) - SYRIA	Mr Ramez Ali DARWISH Head of the Plant Quarantine Center (Jdayda Yabos land border)
Member (R) – COMMONWEALTH OF DOMINICA	Mr Nelson LAVILLE Associate professor (Specialist in Sustainable Production Systems)
Observer/Invited experts – World Food Program (WFP)	Ms Virginia SIEBENROK Chief Food Safety and Quality Officer WFP - Food Safety and Quality Supply Chain Division
Observer/Invited experts – World Food Program (WFP)	Ms Stephanie HEARD Loss Prevention Officer WFP – Operational Risk Mitigation Service
Observer – FAO Plant Protection and Production Division (NSP) / Seed Security	Mr Shawn McGuire Seed Security Officer Plant Production and Protection Division (NSP) of FAO

IPPC Secretariat contacts:

IPPC Secretariat Coordinator	Ms Adriana G. MOREIRA Standards Officer (Programme Specialist) / Deputy Lead of the Standard Setting Unit
IPPC Secretariat support (up to December 2023)	Mr Lorenzo MONTEROSA IPPC Standard Setting intern
IPPC Secretariat support (from January 2024)	Ms Coleen Stirling Phytosanitary Specialist / Standard setting

Focus Group on the safe provision of food and other humanitarian aid update

[4] Up to December 2023, the FGSA has met seven times – six times virtually and once in person in Nadi, Fiji, in February 2023. It was at this face-to-face meeting that much of the work to address the Terms of Reference (ToR) occurred. In addressing the ToR, the outcomes of the FGSA include:

- Acknowledgement that “Saving lives is of the utmost importance, noting that there are other considerations to be made regarding the provisions of safe movement of aid”.
- Agreement that revising the adopted CPM Recommendation (R09): *Safe provision of food and other humanitarian aid to prevent the introduction of plant pests during an emergency situation* would not meet the need of the contracting parties to address this topic.
 - Also, that the R-09 and other implementation material alone would not provide adequate support to aid donor countries (or countries of origin) or aid recipient countries.
- Agreement that gaps exist in the current scope of ISPMs and so a new, specific ISPM may help address this topic by providing better and proper guidance to the countries part of the “aid supply chain” or “aid pathway”.

- Agreement that there are a number of differences in regions and countries that may require aid and which impact the routes and risks posed by the movement of aid (e.g. regions like Africa with predominantly land bordered countries and regions dominated by island states, like the Caribbean and South West Pacific).
- Acknowledgement that, given the complexity and number of actors in the provision and movement of aid, a suite of materials and tools would be needed to address this issue (i.e., a CPM Recommendation, ISPM and implementation and advocacy materials alone will not provide adequate support but in combination, better support will be provided).
- Acknowledgment that there are gaps in the current IPPC suite of standards and other material to help address this topic.
- Stressed the need to engage and cooperate with donor agencies (e.g. World Food Programme) to help address this topic.
- Development of a revised draft Specification for an ISPM (**Appendix 1**) was presented for comment and feedback from the CPM Bureau. Inputs from the CPM Bureau were received and Specification revised.
 - In line with the ToR, the draft Specification for an ISPM has been revised to address comments and concerns raised by the Taskforce on Topics (TFT) in their review of the 2021 Call for Topics submission.
 - The revised draft Specification for an ISPM is now being presented to the CPM-18.
- Development of draft diagram (**Appendix 2**) seeking to depict a simplified aid movement routes/pathways.
 - This diagram was developed at the face-to-face meeting with the knowledge of aid pathways from FGSA member experiences.
 - The diagram includes a proposed definition for the “Emergency Pathway”, and also to demonstrate where gaps exist in the scope of our current ISPMs and other supporting materials.
 - Hence the FGSA engaged with WFP at the end of third quarter of 2023, this diagram was revised with their inputs, together with CPM Bureau inputs. It is also sought further comments and inputs from the IPPC community to ensure usefulness to an IPPC audience and perspective to help guide NPPOs from recipient, transit and donor countries..

[5] The FGSA considers that it is well on the way to addressing the ToR by the end of its term and is now presenting proposed next steps to CPM-18 (2024) for agreement (see also CPM-18 agenda item 13.1.1, extension of the FGSA mandate).

[6] In addition, the FGSA raised the following points with the CPM Bureau in June 2023 for awareness and feedback. Overall, the CPM Bureau acknowledged the points and welcomed the proposal to extend the mandate of the FGSA for one additional year. It was also presented to the 2023 IPPC Strategic Planning Group (SPG) and they acknowledged that there is still a need for the IPPC community to further discuss this important topic, especially now with recent engagement with WFP and recent natural disasters. The main points below are intended to be further discussed by the FGSA with the proposed extension of its mandate.

- (1) The FGSA plans to work collaboratively with the IPPC Secretariat to deliver a webinar:
 - The webinar will use the already adopted CPM Recommendation (R09): *Safe provision of food and other humanitarian aid to prevent the introduction of plant pests during an emergency situation*, as a basis to raise awareness and mainstream the topic of the CPM Recommendation as a resource to contracting parties and donor coordination agencies.
 - A concept note for the webinar will be presented to the CPM Bureau for feedback and inputs, and it will be planned to be held by second quarter of 2024.
 - Funding to secure interpretation into select UN official languages will be sought through the IPPC Secretariat and CPM Bureau.

- (2) Over the course of the FGSA discussions, a number of other activities have been identified that could support to address this topic for the IPPC Community and beyond. These include:
- Further exploration of the various pathways that exist for aid provision and identification of specific actors and materials that may support the objective of reduced pest spread.
 - With WFP now engaged, further collaboration with them on this topic would be highly beneficial and in collaboration with their wider network, strengthen the applicability of all of the materials developed.
 - Development of an Action Plan in collaboration with WOA, CODEX and WFP (in the first instance), to facilitate work as the three sisters and more holistically address the issues raised by IPPC community members.

[7] To deliver these additional activities, an extension to the current term of the FGSA with a revised ToR is required (see document CPM 2024/24 of agenda item 13.1.1).

[8] If renewed, it is also expected at least one face-to-face meeting of the FGSA would be required to effectively address the ToR and these additional tasks sought. Therefore, an allocation from the IPPC budget for members eligible for travel support forms part of this recommendation.

Recommendations to the CPM:

[9] The CPM-18 is invited to:

- (1) *note* the work of the focus group on safe provision of food and other humanitarian aid to date.
- (2) *review* the revised draft Specification for an ISPM (**Appendix 1**) and *approve* it for consultation period in July 2024.
- (3) *agree* that the draft aid pathway diagram gap analysis and draft definition for the term “emergency pathway” (**Appendix 2**) will be further consulted throughout the IPPC community via the 2024 IPPC regional workshops.
- (4) *agree* to extend the mandate of the focus group until CPM-19 (2025) (as described in document CPM 2024/24 of agenda item 13.1.1, “Draft ToR for the extension of the CPM Focus Group”

Notes - Appendices:

Appendix 1 – Revised Specification for and ISPM on Safe Provision of Food and other Humanitarian Aid.

Appendix 2 – Draft aid pathway diagram gap analysis and draft definition for the term “emergency pathway”.

Appendix 1 - Revised Specification for ISPM on Safe Provision of Food and other Humanitarian Aid.

DRAFT SPECIFICATION FOR ISPM: Safe provision of food and other humanitarian aid (2021-020)

Status box

This is not an official part of the specification and it will be modified by the IPPC Secretariat after approval	
Date of this document	2024-01-03
Document category	Draft specification for ISPM
Current document stage	To CPM-18 (2024) for approval for consultation period
Major stages	2021-06 Topic <i>Safe provision of food and other humanitarian aid</i> (2021-020) submitted during IPPC call for topics. 2023-02 CPM Focus Group on the Safe Provision of Food and Other Humanitarian Aid revised. 2023-01 Focus group revised 2023-06 CPM Bureau commented. 2023-10 Focus group revised. 2023-10 Presented to CPM Bureau and Strategic Planning Group. 2023-11 Focus group revised.
Steward history	-
Notes	This is a draft document 2023-11 Edited

Title

- [1] Safe provision of food and other humanitarian aid (2021-020).

Reason for the standard

- [2] The regulation of traditional trade pathways is well defined and understood within the rules-based systems that underpin implementation of the IPPC. However, the pest risk posed by the provision of food and other humanitarian aid is not adequately addressed in these systems because of the variable nature of the aid supply chain, the potential lack of phytosanitary import requirements for specific aid supplies and the inability of the national plant protection organization (NPPO) of the recipient country to fulfil its usual functions as described in the IPPC. The aid supply chain is complex and the donor, transit and recipient country are not always known in advance. The aid supply chain may also include emergency pathways,² in which aid is moved via unregulated means, with the NPPO of the recipient (or transit) country unable to fulfil its normal functions (e.g. pest risk analysis, inspection, treatments, communication of phytosanitary import requirements).
- [3] Countries receiving aid may be exposed to pests that, unless appropriate and timely phytosanitary measures are applied, may become established and have a long-term impact on the economy, environment and communities long after the country has recovered from the emergency situation. The growing number of global cases of pest introductions through aid demonstrates a gap in current processes (Murphy and Cheesman, 2006) and there is recent evidence of pest interceptions by border

² Emergency pathway: a pathway in which aid is moved via unregulated means, with the NPPO of the recipient (or transit) country unable to fulfil its normal functions (e.g. pest risk analysis, inspection, treatments, communication of phytosanitary import requirements).

services during emergency situations (Commission on Phytosanitary Measures (CPM) Focus Group on the Safe Provision of Food and Other Humanitarian Aid, personal communication, 2023).

Scope

- [4] This standard should provide guidance for the NPPOs of donor, transit or recipient countries on the safe movement of aid.
- [5] The standard should address the pest risk associated with the use of emergency pathways and regulated pathways in emergency situations. It should describe how adopted ISPMs should apply in such situations, as well as addressing the remaining gaps identified along the aid supply chain.
- [6] The standard should not cover issues of food safety or animal pests associated with the food-aid supply chain. However, some measures included in the standard may help mitigate the introduction and spread of organisms that may pose a risk to food safety or animal health.

Purpose

- [7] The standard will help to mitigate the pest risk posed by aid that is moved along the supply chain by stakeholders (e.g. governments, aid agencies, exporters and importers, regional plant protection organizations (RPPOs), diasporas and the private sector). It will also guide donor, transit and recipient NPPOs to facilitate the safe movement of aid.
- [8] The standard will support the preservation of contracting parties' sovereign authority to regulate, in accordance with applicable international agreements, the entry of plants and plant products and other regulated articles (Article VII of the IPPC) during the provision of aid.

Tasks

- [9] The Expert Drafting Group (EDG) should undertake the following tasks:
 - (5) Identify goods frequently moved as food or other humanitarian aid, including types of packaging material.
 - (6) Identify the potential pest risk posed by the goods (and packaging material) associated with emergency pathways (as defined by the CPM Focus Group on the Safe Provision of Food and Other Humanitarian Aid).
 - (7) Identify pest risk management options, which are recognized as effective in addressing pest risk, to manage the identified risks along the aid supply chain.
 - (8) Consider descriptions of roles, responsibilities and coordination mechanisms between donors (countries of origin) and the NPPOs of transit and recipient countries with reference to the principles developed by the CPM focus group.
 - (9) Consider the pest risk associated with the movement of aid along regulated pathways and emergency pathways (including the transport, transfer, storage, hubbing, transit and delivery of aid, and arrangements for aid to be moved via hubs).
 - (10) With reference to ISPM 32 (*Categorization of commodities according to their pest risk*) and other ISPMs and information resources as required, consider generating a holistic table of goods (plant products and regulated articles), risks and possible pest risk management options, together with the corresponding information resources.
 - (11) Identify other stakeholders with whom NPPOs should liaise in order to achieve national implementation of the standard (e.g. governments, aid agencies, exporters and importers, RPPOs, the diaspora and the private sector).
 - (12) Identify the mechanisms for providing information to these other identified stakeholders to enhance capacity for reducing the pest risk posed by goods provided in an emergency situation.
 - (13) Develop templates that exporting organizations and suppliers can use to provide information that will support the safe movement of aid (e.g. listing the goods they export or supply to assist in pest risk profiling).

- (14) Consider the relationship between aid and sovereignty in relation to other international conventions (e.g. Food Assistance Convention, Geneva Convention).
- (15) Consider whether the ISPM 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 ISPM.
- (16) Consider implementation of the standard by contracting parties and identify potential operational and technical implementation issues. Provide information and possible recommendations on these issues to the Standards Committee.

Provision of resources

- [10] 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

- [11] To be determined.

Steward

- [12] 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

- [13] Members of the EDG should have knowledge of the provisions of the IPPC, the IPPC strategic framework (IPPC Secretariat, 2021) and the activities of bodies mandated under the IPPC. Members should, primarily and collectively, have the following:
- knowledge and experience in providing or receiving humanitarian aid;
 - expertise in plant-health policy and the management of pest risk; and
 - expertise in the clearance, pest risk assessment and management of imported goods under operating conditions compromised by emergency or disaster constraints.

Participants

- [14] Seven to nine experts. In addition, up to three experts from donor agencies with expertise in the procurement and supply of humanitarian aid in the private sector and the public sector (e.g. International Red Cross and Red Crescent Movement, World Food Programme) and an RPPO representative should be invited to participate as invited experts.

References

- [15] 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.
- [16] Information on pests introduced through food aid, published by United Nations agencies, by CABI, in academic journals, and so on.

IPPC Secretariat. 1997. *International Plant Protection Convention*. Rome, IPPC secretariat, FAO. <https://www.ippc.int/en/publications/131/>

IPPC Secretariat. 2021. *Strategic framework for the International Plant Protection Convention (IPPC) 2020–2030*. Rome, IPPC secretariat, FAO. 28 pp. <https://www.fao.org/documents/card/en/c/cb3995en>

ISPM 32. 2016. *Categorization of commodities according to their pest risk*. Rome, IPPC Secretariat, FAO. Adopted 2009. <https://www.ippc.int/en/publications/587/>

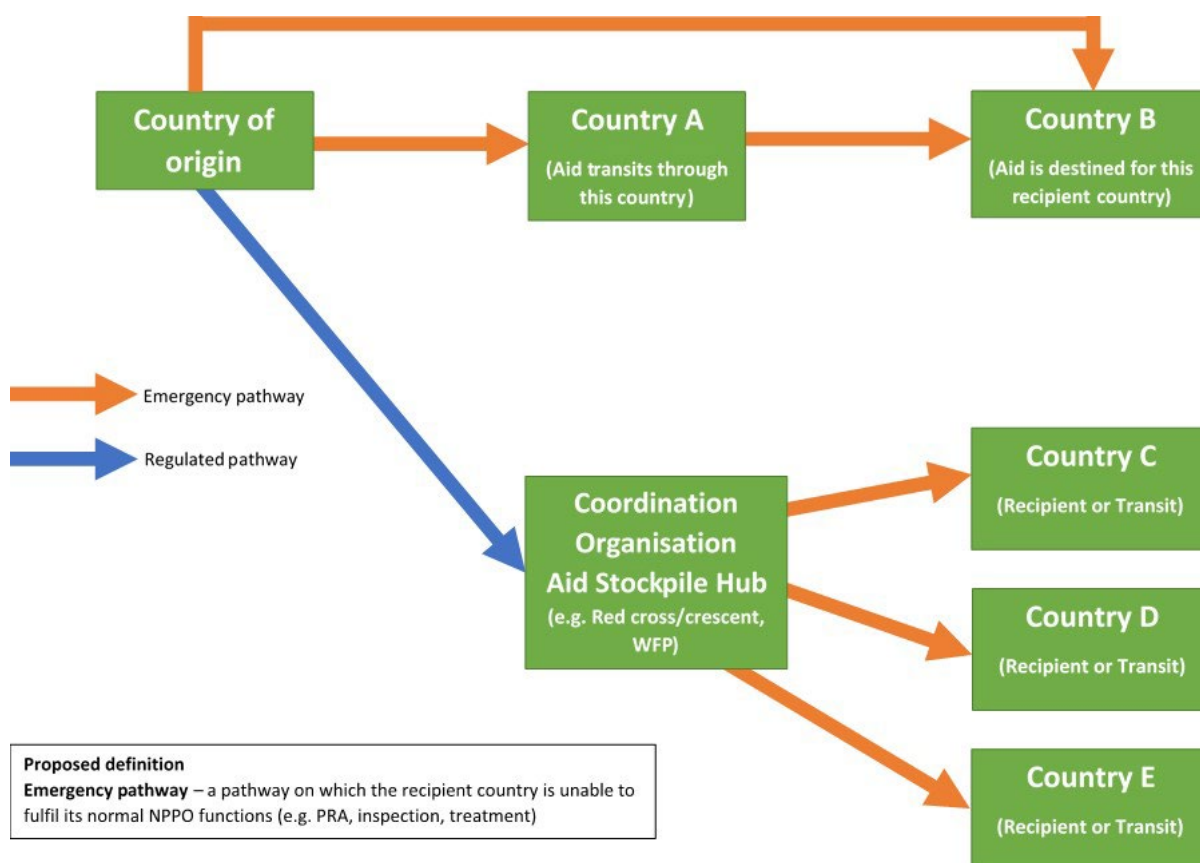
Murphy S.T., Cheesman, O.D. 2006. The Aid Trade International Assistance Programs as Pathways for the Introduction of Invasive Alien Species (a preliminary report). A paper prepared by C.A.B.I. Bioscience, U.K. Centre. 38 p.

Discussion papers

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

Appendix 2 – Draft aid pathway diagram gap analysis and draft definition for the term “emergency pathway”.

Diagram 1: Simplified humanitarian aid movement routes (including food and other regulated articles) demonstrating the “emergency pathway” concept.



Assessment of coverage of current ISPMs across the emergency pathway concept³

It is understood that various ISPMs apply directly or specifically to regulated pathways. Crucially, “emergency pathways” have gaps through the reduction (sometimes to the extent of inability) of affected countries and contracting parties to implement a number of fundamental ISPMs⁴, during the time of crisis, for example:

- ISPM 11: *Pest risk analysis for quarantine pests*
 - In some cases, like where relevant commodities have not undergone PRA.
- ISPM 12: *Phytosanitary certificates*
 - If the destination country is not known or PRA has not been done, certification is problematic.
- ISPM 20: *Guidelines for a phytosanitary import regulatory system*

³ As in the cover paper, this concept will be further consulted during the 2024 IPPC Regional Workshops and, if the FGSA is extended, further adjustments will be sought to demonstrate more examples of pathways accommodating specific details for countries with and without land borders.

⁴ This assessment has only been conducted from the perspective of NPPOs and ISPMs. Assessment of other normal border activities, like that of national Customs agencies, has not been assessed.

- The importing and exporting countries are not able to fully implement the requirements of this standard under “emergency pathway” conditions.
- From an importing perspective, this includes potential inability to undertake activities including:
 - Compliance procedures
 - Inspection, sampling and testing
 - Treatment or emergency action
- From an exporting perspective, the import conditions of the initial hub country may be known, but not the final destination, nor the timeframe of storage and transit routes (due to the inherent unpredictable nature of crisis events)
- ISPM 25 (*Consignments in transit*) may also have more prominence in the movement of aid and emergency pathway give the “Hub” locations (post, pre-border or within a transit country’s territory) by international aid organisations.