Food and Agriculture Organization of the United Nations

International Plant Protection Convention

REPORT

Standards Committee Working Group (SC-7)

Rome, Italy

19–22 May 2025

IPPC Secretariat

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CONTENTS

1. Opening of the meeting

1.1 Welcome by the IPPC Secretariat

[1] The IPPC Secretariat (hereafter referred to as "the secretariat") welcomed all participants to the Standards Committee Working Group (SC-7) meeting and Avetik NERSISYAN, Standard Setting Unit lead, wished all a fruitful meeting.

2. Meeting arrangements

2.1 Election of the chairperson

[2] The SC-7 elected David KAMANGIRA (Malawi) as chairperson.

2.2 Election of the rapporteur

[3] The SC-7 elected Steve CÔTÉ (Canada) as rapporteur.

2.3 Adoption of the agenda

[4] Following the decisions of the Standards Committee (SC), the SC-7 agreed that it:

- would proceed with its review of the draft revision of ISPM 26 (*Establishment and maintenance of pest free areas for fruit flies (Tephritidae)*) (2021-010), as the expert working group (EWG) had already addressed the concerns about the distinction between declarations of "absence" and pest free areas (PFAs) to the extent possible;
- would proceed with its review of the draft annex *Field inspection* (2021-018) to ISPM 23 (*Guidelines for inspection*) as an annex to ISPM 23; and
- representing the SC, would meet with the Implementation and Capacity Development Committee (IC) for a brainstorming session on the best way forward on strengthening the collaboration between the SC and IC, if the SC-7 schedule allowed.

[5] The secretariat informed the SC-7 that the assistant steward for the draft annex *Design and use of systems approaches for the phytosanitary certification of seeds* (2018-009) to ISPM 38 (*International movement of seeds*), Matías GONZÁLEZ BUTTERA (Argentina), would join the SC-7 virtually for the discussion of the draft ISPM.

[6] The SC-7 adopted the agenda (Appendix 1).

3. Administrative matters

[7] The documents list (Appendix 2) and the participants list (Appendix 3) had been made available to the SC-7 before the meeting. The secretariat invited participants to notify them of any information that required updating in the latter.

4. Draft ISPMs for approval for second consultation

4.1 Draft revision of ISPM 26 (*Establishment and maintenance of pest free areas for fruit flies (Tephritidae)*) (2021-010), priority 2

[8] The steward, Joanne WILSON (New Zealand), introduced the draft revision of ISPM 26, which had been revised to take into account the comments received during first consultation, and supporting documentation.[1]

[9] The steward highlighted comments, concerns and suggestions proposed by contracting parties.

[1] 2021-010; 04_SC7_2025_May; 05_SC7_2025_May; 06_SC7_2025_May.

[10] **Challenges in addressing consultation comments.** The steward reported difficulties in addressing consultation comments that proposed additional text or changes without offering alternatives or solutions. To facilitate feedback, the steward had drafted text based on these proposals, allowing contracting parties to review and provide input during the consultation period should the draft ISPM be approved for second consultation by the SC-7. To improve this process, the steward suggested developing a factsheet to guide contracting parties in drafting consultation comments that are constructive and actionable for the stewards of the draft ISPMs.

[11] **ISPM 26 as a stand-alone standard, as an annex to ISPM 4 or incorporated into ISPM 10.** The steward reported that several consultation comments had suggested that ISPM 26 become an annex to ISPM 4 (*Requirements for the establishment of pest free areas*) – a suggestion first made by the EWG on the revision of ISPM 4 – or that the scope of ISPM 10 (*Requirements for the establishment of pest free places of production and pest free production sites*) be extended to include fruit fly pest free areas (FF-PFAs). The SC-7 initially considered that, if ISPM 26 were to be annexed to another standard, ISPM 4 would be more appropriate than ISPM 10, as ISPM 4 already referenced ISPM 26. However, the SC-7 also noted that this would result in significant delays in the standard setting process. The secretariat advised that, as the CPM had agreed to develop the draft revision of ISPM 26 as a stand-alone standard, changing it to an annex would require strong justification to be presented to contracting parties. One SC-7 member stated that, although ISPM 26 should align with ISPM 4, there were key differences: under ISPM 4, detection of a pest resulted in suspension of the PFA, whereas under ISPM 26, to qualify as an FF-PFA, there should be no evidence of a breeding population of the target fruit fly. The member also noted a general consensus that fruit flies were a special case because of the use of the sterile insect technique (SIT), which was specific to fruit flies. The member therefore proposed that ISPM 26 remain a stand-alone standard. Another SC-7 member preferred that it be an annex to ISPM 4, as this could facilitate the development of new pest-specific PFA ISPMs in the future. Ultimately, the SC-7 agreed that ISPM 26 should remain a stand-alone standard but emphasized that the SC should carefully consider the placement of future ISPMs and annexes to enhance clarity and understanding of the concepts covered.

[12] **Hosts, host fruit and host commodities.** The steward explained several changes in terminological usage. Wherever possible, the terminology had been aligned with ISPM 37 (*Determination of host status of fruit to fruit flies (Tephritidae)*) when related to "host" and with ISPM 8 (*Determination of pest status in an area*) when related to a PFA. Specifically:

- the term "host material" had been replaced, where appropriate, with "hosts" when referring to an entire host plant not just the plant part (fruit) harvested for trade;
- "host fruit" had been used to replace "host material" or "host plants" when referring to the plant part (fruit) infested by fruit fly; and
- "host commodities" had been used to refer to hosts or host fruit that formed a consignment for trade.

[13] The SC-7 reviewed the use of the term "host commodities", which appeared only a few times in the text, and agreed to use "host or "host fruit" in these instances instead, as appropriate, with "host" or "host fruit" used consistently throughout the draft standard.

[14] **Other changes in terminology.** The SC-7 also accepted other changes in terminology applied by the steward:

- replacing "pest present" with "pest absent" or that a PFA exists, to align with ISPM 8;
- replacing "transient", where appropriate, with "breeding population" that is established or not;
- replacing "wild adults" with "fertile adults" to avoid confusion with "non-native" and "exotic"; and
- replacing "inseminated" with "gravid", as sterile insects can be inseminated but not fertile, although only females can be gravid.

[15] **References to time frames.** The SC-7 removed reference to the time frames for reporting detections of fruit flies (48 hours) and for declaring eradication (three generations), because they were not achievable for all national plant protection organizations (NPPOs) and not based on technical justification.

[16] **Additional text.** The SC-7 noted that the steward had added text to:

- clarify the use of the SIT;
- clarify the information required to evaluate the capacity for natural spread of a fruit fly through identified pathways;
- describe how to monitor and manage the movement of goods into and out of PFAs;
- describe the potential for interference of attractants used for trapping, considering different genera and species of fruit fly, trapping distances and the potential for contamination;
- describe options for relevant data that should be recorded; and
- describe fruit fly risk pathways and actions to prevent fruit flies from entering a FF-PFA.

[17] **Meaning of the term "maintenance".** The SC-7 discussed whether the terminology used in ISPM 4 such as "suspension", "reinstatement" and "withdrawal" should be included in the Scope section of the draft revision of ISPM 26. Recognizing the relationship between the two standards, the SC-7 agreed that these terms fell under the maintenance of PFAs.

[18] **Tephritid fruit flies vs fruit flies (Tephritidae).** One SC-7 member suggested a slight modification to the title by referring specifically to "tephritid fruit flies" rather than including "Tephritidae" in brackets, noting that some fruit flies outside the Tephritidae family are not economically significant but are still classified as fruit flies.

[19] **Alignment with ISPM 4 on requirements.** The SC-7 discussed whether the following text should remain in the Scope section or be moved to the Requirements section:

> If a country has declared a fruit fly to be absent in an area in accordance with ISPM 8 (*Determination of pest status in an area*), then establishing and maintaining a pest free area in accordance with this standard should not be required by importing countries unless there is technical justification.

[20] Considering the recommendations from the Technical Panel for the Glossary (TPG), one SC-7 member emphasized aligning the wording with section 2.1 of ISPM 4 for clarity on who required technical justification. Some SC-7 members favoured retaining the sentence in the Scope to clarify the standard's coverage; others noted that ISPM 4 placed similar wording under the Requirements and suggested relocating it accordingly. The steward noted that the intention was to position this clarification up-front in the Scope for transparency and clarity, given that PFAs were not required if a pest status of "absent" had been declared. The SC-7 considered some potential amendments to the Scope section, which aimed to clarify that there was no need for additional requirements once a PFA is declared. However, they recognized that the wording could confuse the PFA concept with a pest status of "absent", understate the compliance costs of PFAs, and would not clearly communicate that PFAs are not required if pest absence is declared, unless importing countries provide technical justification. Ultimately, the SC-7 agreed to retain the wording consistent with ISPM 4: "If an exporting country has declared a fruit fly to be absent in an area in accordance with ISPM 8, then establishing a PFA in that area should not be required, unless there is technical justification by importing countries."

[21] **Physical barriers.** The SC-7 discussed scenarios in which areas initially free from fruit flies may remain naturally free from fruit flies, as a result of the presence of physical barriers, unsuitable climatic conditions or the absence of hosts, or be maintained free through restrictions on the movement of regulated articles and related measures. The SC-7 noted that the critical factor determining whether an area would need measures such as movement restrictions to remain free from fruit flies was whether conditions in the area may allow pest establishment. In areas with physical barriers, such as a basin surrounded by mountains that fruit flies cannot cross, movement restrictions on regulated articles may be applied; whereas in areas with unsuitable climatic conditions or absence of hosts, such controls would not be needed to maintain pest absence. The SC-7 therefore agreed to clarify that while areas initially free from fruit flies may remain naturally free from fruit flies as a result of the presence of physical

barriers, unsuitable climatic conditions or the absence of hosts, some areas may need to be maintained free through restrictions on the movement of regulated articles and related measures if fruit flies have the potential to establish there.

[22] **Resources and infrastructure.** The SC-7 discussed a proposal to introduce a general requirement stating that exporting countries should have in place, or have ready access to, adequate infrastructure, operational capability and resources to establish and maintain the status of an FF-PFA. One SC-7 member questioned the need to include this statement, noting that such capacity is a fundamental prerequisite for implementing phytosanitary measures and exercising the necessary authority. The steward clarified that the proposal originated from a consultation comment and that it fell under the General requirements section. The SC-7 agreed to retain the additional text.

[23] **Fruit flies vs target fruit flies.** Based on a TPG recommendation, the steward informed the SC-7 of a proposal to use the term "target fruit flies" instead of simply "fruit flies". The SC-7 agreed to apply this terminological change consistently throughout the draft ISPM. The SC-7 also agreed to explain in the Definitions section that the pest specified in an FF-PFA was referred to as the "target fruit fly" regardless of whether it was a single species or multiple species or several genera. This change was made to ensure consistency with ISPM 4.

[24] **Monitoring vs review.** The SC-7 discussed whether the FF-PFA programme should be periodically monitored or reviewed, and which term would be more appropriate. It was noted that the term "monitoring" had been used in the section title to reflect the wording in the body of the section. However, some SC-7 members considered "reviewing" to be more comprehensive and better aligned with the wording used in ISPM 4, which stated that "the performance of the PFA maintenance programme should be regularly reviewed by the NPPO to verify correct implementation of the maintenance programme. This review should allow the NPPO to find and correct deficiencies, incorporate any new and relevant information on the pest or associated pathways, and adjust and improve the maintenance programme accordingly." The SC-7 therefore agreed to align the text with the wording of ISPM 4 and to update the section title to "Supervision and review activities".

[25] **Documentation and record-keeping.** To ensure consistency with ISPM 4, the SC-7 agreed that the measures, including phytosanitary measures, used to establish and maintain an FF-PFA should be adequately documented, with records retained for a minimum of 24 months, subject to the biology of the target fruit fly. The SC-7 also agreed to remove references to bilateral agreements, noting that while such agreements often address record-keeping, their inclusion in the text of the standard was not necessary.

[26] **General surveillance.** The SC-7 discussed scenarios under which general surveillance should be used, along with proposed changes arising from consultation comments. One SC-7 member supported the proposal that general surveillance may be sufficient when there is high confidence that the target fruit fly is absent and the likelihood of incursion is low, emphasizing that surveillance should be risk-based to allow greater flexibility. However, questions were raised about how fruit flies differ from other pests, specifically why other pests would not also require a similarly high confidence level. Ultimately, the SC-7 agreed not to implement the proposed changes and to retain the original wording, consistent with ISPM 4.

[27] **National regulations and domestic restrictions.** The SC-7 discussed whether to refer solely to national regulations or to explicitly include domestic movement restrictions. One member proposed simplifying the text by referencing national regulations only, while another emphasized the importance of specifying domestic movement, as such restrictions occur within the country. The SC-7 agreed to retain the reference to domestic movement restrictions.

[28] **Establishment of a buffer zone.** An SC-7 member proposed that buffer zones should be established where geographical isolation is insufficient to prevent natural pest spread, not just where feasible, aligning with ISPM 4. The SC-7 agreed with the proposal.

[29] **Fruit fly species of economic importance vs important fruit fly species.** The SC-7 discussed whether to refer specifically to fruit flies of economic importance when compiling species lists for the establishment of FF-PFA. One member suggested that economic importance should not be the sole criterion, as some species, which are difficult to identify because of similar appearance, have to be listed anyway although they might not be economically important species. Another member cautioned that removing the economic reference could lead to overly broad lists, including species with no relevance to trade. The SC-7 ultimately agreed to retain the reference to fruit flies of economic importance.

[30] **Commercial and non-commercial hosts in the area.** The SC-7 discussed a consultation comment proposing that the phrase "records of the commercial production of host crops in the area, an estimate of non-commercial production and the presence of wild host material" be replaced with "knowledge of commercial and non-commercial hosts in the area" to better account for situations such as protected wild areas that are unknown or with limited data. Members questioned the clarity of the term "non-commercial host", debating whether it included plants in private gardens or naturally occurring wild plants outside urban or backyard settings. After discussing various wording options, the SC-7 agreed to use the broader phrase "knowledge of hosts in the area" to encompass both commercial and non-commercial hosts.

[31] **Criteria for the area to qualify as an FF-PFA**. One SC-7 member noted that this section conflicted with ISPM 4 because of its reference to breeding populations. The steward clarified that the term "transient" had been removed where appropriate and replaced with "breeding population" (established or not), in line with the definition of "establishment (of a pest)" in ISPM 5 (*Glossary of phytosanitary terms*): "perpetuation, for the foreseeable future, of a pest within an area after entry". The SC-7 agreed to rephrase the text as follows: "For the area to qualify as an FF-PFA, there should be no evidence of a breeding population (established or not) of the target fruit fly."

[32] **Biology of fruit flies.** One SC-7 member raised the question of whether the biology of captured fertile adults should be clarified to indicate the presence of a breeding population, proposing to specifically refer to captured fertile female adults, since the presence of males alone does not necessarily indicate a breeding population. The steward explained that this depended on the biology of the fruit fly species: a certain number of males caught in traps are required to be indicative of a population, whereas the detection of even a single female or larva signifies a breeding population. The SC-7 member further suggested that, in cases where the SIT is used, the reference should be only to captured adults. The steward replied that, following a consultation comment, the following text had been added regarding SIT: "Detections of marked sterile fruit flies, such as those that are part of a sterile insect technique (SIT) programme, do not constitute a breeding population and do not affect the fruit fly free status of an area." The SC-7 agreed to retain the term "fertile adults," pending further comments from contracting parties during consultation.

[33] **Target fruit fly absent vs target fruit fly not present.** One SC-7 member noted that referring to the target fruit fly as "not present" in an area was inconsistent with ISPM 8. The steward explained that this terminology originated from a consultation comment intended to reduce confusion with ISPM 8's terminology on pest absence. The SC-7 agreed to retain the proposed wording.

[34] **Official declaration of the fruit fly pest free area.** The SC-7 discussed the section on the Official declaration of the fruit fly pest free area, noting the confusion arising from references to both pest absence according to ISPM 8 and PFAs according to ISPM 4 and considering the appropriate level of obligation to use (*should*, *may* or *can*) in relation to official declarations of FF-PFAs. The SC-7 adjusted the wording to make it clear that, when the pest status in the area is determined as absent in accordance with ISPM 8 (including when the pest has been eradicated in accordance with ISPM 9) and all requirements of ISPM 26 are met, the NPPO of the exporting country should make an official declaration of the FF-PFA.

[35] **Detection and incursion.** Under the section on corrective actions, one SC-7 member questioned the distinction between "detection" and "incursion" to ensure consistent terminology throughout the text, proposing to refer specifically to either the detection of a breeding population or to incursion. The

steward agreed that the text should refer to the detection of a target fruit fly incursion, explaining that detection of a single male would not necessarily trigger corrective actions and that the ISPM 5 definition of "incursion" referred to "an isolated population of a pest recently detected in an area, not known to be established, but expected to survive for the immediate future". It was further clarified that this definition also included sterile insects, as they were expected to survive for the immediate future. The SC-7 agreed to refer to the term "target fruit fly incursion".

[36] **Consignment vs host commodity.** One SC-7 member questioned whether, in the context of determining the appropriate responses to interceptions of the target fruit fly, as part of a corrective action plan, the draft standard should refer to "host commodities" rather than "consignments originating from the FF-PFA". The steward clarified that the focus was on consignments arriving in a country where a fruit fly is intercepted, triggering a traceback investigation to identify and address the cause of the interception. The SC-7 agreed to retain the original wording.

[37] **Corrective action plan measures and number of detections.** The SC-7 discussed whether interim measures in the corrective action plan should be proportionate to the number of detections in a specified amount of time, agreed between relevant NPPOs to enable the continuation of trade. The steward explained that this referred solely to detections, as an incursion takes place when a threshold is met within a specified time period; for example, two male fruit flies caught in one or two weeks may not indicate an incursion. The SC-7 agreed to retain the original wording.

[38] **Host fruit vs fruit.** For terms like "host fruit collection centres," one member noted that using only "fruit" could imply all fruits, which might not be hosts. Therefore, the SC-7 decided to retain "host fruit collection centres" and adjusted "fruit host packing" to "host fruit packing" to maintain clarity.

[39] **Secure facility for fruit flies.** One SC-7 member questioned the addition of the term "secure" to describe facilities for fruit flies. The steward explained that the change was proposed through a consultation comment, emphasizing that such facilities should be secure and properly maintained. The SC-7 agreed to include the term "secure" in the text.

[40] **Destruction of host fruit and plant material in an affected area.** In the context of corrective action plans, the SC-7 discussed whether the phrase "total harvest and destruction, treatment or removal of host fruit" adequately covered other plant material. To ensure completeness, the SC-7 agreed to include an additional corrective action specifically addressing the destruction of other relevant plant material.

[41] **Cancellation of consignments vs phytosanitary certification of consignments.** An SC-7 member questioned the meaning of "cancellation of consignments of host commodities from the affected area" as a potential consequence of phytosanitary measures aimed at controlling the movement of regulated articles capable of hosting the target fruit fly. The SC-7 considered amending the text to refer to the "cancellation of phytosanitary certification of consignments of host commodities from the affected area" but noted that the sentence pertained to internal movement within the FF-PFA, not to export, and therefore did not involve phytosanitary certification. The SC-7 therefore removed the reference to cancellation, concluding that cancellation of phytosanitary certification was not applicable as a control measure in this context.

[42] **Summarizing sections on control measures at different facilities.** The SC-7 reviewed a series of sections in the annex on control measures (sections 2.3 to 2.6), each of which provided requirements pertaining to a particular type of facility: facilities for packing, storage, processing and treatment. Following a consultation comment, the steward asked the SC-7 whether these sections should remain separate for each facility type or be consolidated to reduce redundancy, based on draft text proposed by the steward. The SC-7 agreed to consolidate these sections into a single summary, incorporating a member's suggested modifications to emphasize the NPPO's need for a clear overview of all facilities within the FF-PFA and eradication area, the importance of regular monitoring in and around these facilities and the need to ensure insect-proofing to prevent contamination of packages or conveyances.

[43] **Termination vs discontinuation.** The steward reported that the TPG disagreed with replacing "termination" with "discontinuation" when referring to the cessation of control measures in an

eradication area once eradication had been achieved. This was because "discontinuation" implies suspension of an activity, while "termination" means bringing it to an end. The SC-7 agreed to retain the term "termination".

[44] **Transient breeding population vs non-breeding population.** The steward explained that the term "transient" would be retained where appropriate. One SC-7 member proposed replacing "transient breeding population" with "non-breeding population" or "breeding potential". The SC-7 decided to retain the existing wording and consider further suggestions from contracting parties during consultation to improve clarity.

[45] **Potential conflict with ISPM 4.** The SC-7 addressed concerns about a potential conflict between the draft standard and ISPM 4. Options discussed included adding clarification in the Background section, where it was stated that this standard specifically focused on the establishment and maintenance of PFAs for fruit flies and supplemented the broader guidance on PFAs in ISPM 4, or emphasizing the unique characteristics of fruit flies. An initial proposal to clarify that marked sterile fruit flies are not considered pests within an FF-PFA was debated. The SC-7 agreed not to use the term "marked" to avoid issues with unmarked sterile lines of fruit flies and instead suggested referencing SIT programmes, including their role in buffer zones. Ultimately, the SC-7 agreed to include the following text in the Requirements section (rather than the Scope): "Sterile fruit flies, as used in a sterile insect technique, are not considered as pests in an FF-PFA as they may be used as part of a pest control programme in buffer zones and spread into the FF-PFA."

[46] **Implementation issues.** The SC-7 discussed the seven implementation issues identified by the steward: monitoring and management of regulated articles, evaluation of risk pathways and prevention, identification and specimen examination, population indicators, effectiveness of surveillance, sampling and statistical confidence, and NPPO capacity and capability. The steward noted that it was not always clear these were raised explicitly as implementation issues.

[47] **Evaluation of risk pathways and prevention.** This issue concerned the identification and gathering of necessary data to assess how fruit flies can spread through various pathways, and the identification, monitoring and implementation of measures to prevent fruit flies from entering an FF-PFA via these pathways. It was noted this issue would be relevant to the *Revision of the draft reorganized pest risk analysis ISPM* (2023-037).

[48] **Identification and specimen examination.** This issue concerned the methodology for determining the reproductive status of fruit flies. The consultation comments had suggested that a change in terminology from "inseminated" to "gravid" might resolve this implementation issue, as examining a female for eggs was more practical than assessing whether an adult was inseminated. However, one SC-7 member noted that the terminological change might not resolve the fundamental challenge of determining the reproductive status of fruit flies. Another member suggested that contracting parties could submit this topic for development of a diagnostic protocol.

[49] **Population indicators.** The SC-7 discussed the challenge of determining the threshold number of adult fruit flies that signify an active breeding population for various fruit fly species based on biology, ecology, trapping sensitivity, etc. It was noted that population indicators are complex and highly dependent on the specifics of each PFA a country wishes to establish. The steward referred to one country that had made significant efforts to establish thresholds for certain species (e.g. a five-male fly trigger for Queensland fruit fly), which were subsequently negotiated with another country.

[50] **NPPO capacity and capability.** The SC-7 considered a consultation comment proposing guidelines on the capacity of NPPOs to conduct effective fruit fly surveys. It was acknowledged that developing such guidelines could be challenging but that this could form part of a broader phytosanitary capacity evaluation.

[51] **Guidance material for further reading.** Following the decision of the SC, the SC-7 included text at the end of the standard to clarify that Annex 3, Appendix 1 and Appendix 2 of the previous version of ISPM 26 were planned to be moved to guidance material so that they could be updated more easily. The

text explained that, in order not to lose this information in the interim period, this guidance was attached to the draft standard, but once the guidance information had been updated it would be removed from the standard. The SC-7 also noted that a cover note would accompany the draft standard to provide contracting parties with additional context during the consultation.

[52] The SC-7:

(1) *recommended* to the SC that the draft revision of ISPM 26 (*Establishment and maintenance of pest free areas for fruit flies (Tephritidae)*) (2021-010) should remain a stand-alone ISPM; and

(2) *approved* the draft revision of ISPM 26 (*Establishment and maintenance of pest free areas for fruit flies (Tephritidae)*) (2021-010) as modified during this meeting to be submitted for second consultation (Appendix 4).

4.2 Draft annex to ISPM 23 (*Guidelines for inspection*): Field inspection (2021-018), priority 2

[53] The steward, Masahiro SAI (Japan), introduced the draft annex to ISPM 23, which had been revised to take into account of the comments received during consultation, and supporting documentation.[2]

[54] The steward highlighted comments, concerns and suggestions proposed by contracting parties, in particular:

- the reorganization of the structure of the annex to provide a more logical flow and reduce duplication;
- whether the definition of "field inspection" should be developed;
- the frequency of conducting field inspection during the dormant stage;
- whether the draft standard should remain an annex to ISPM 23 or become a stand-alone ISPM; and
- the potential implementation issues identified.

[55] **Style used to draft the text.** An SC-7 member pointed out that the draft ISPM had been written using both passive and active voices. For consistency, the SC-7 agreed to request that the scientific copy editor align the text with FAO style.

[56] **Scope.** The SC-7 discussed the scope of the annex, specifically regarding what it did not cover. A proposal from a consultation comment had suggested including references to the inspection of plant products, such as wood logs, and other regulated articles present in the field, such as growing medium. The SC-7 considered whether to clarify that the inspection of plants is addressed under ISPM 23 or whether it was better to avoid explicitly stating this in the Scope. Ultimately, the SC-7 agreed to clarify that the annex did not cover the inspection of consignments.

[57] **What is field inspection.** An SC-7 member questioned whether field inspection, which is defined as the inspection of plants in fields, should apply to both plants and plant products, or only to plants. In response, another SC-7 member noted that, according to the ISPM 5 definition, "plants" also include fruits.

[58] **Pests vs regulated pests.** The SC-7 discussed whether field inspection may be used as a phytosanitary measure when applied to detect regulated pests, or more broadly to detect any pests, including their signs and symptoms. One SC-7 member proposed deleting the reference to "regulated" pests, noting that such pests may not be regulated by the exporting country, even though they are regulated by the importing country. In response, another member clarified that field inspection constitutes an official inspection and, as such, is intended to detect regulated pests relevant to the importing country. The SC-7 also considered the TPG recommendation to review and harmonize the use of the terms "pest", "regulated pest" and "target regulated pest" throughout the draft standard, while avoiding the term "target pest". Initially, the SC-7 agreed to refer primarily to "regulated pests" but also acknowledged

[2] 2021-018; 07_SC7_2025_May; 08_SC7_2025_May; 10_SC7_2025_May.

that in contexts where references to pests in general were appropriate, the term "pests" may also be used. Then, an SC-7 member proposed clarifying in the Scope section that the term "pest" may refer to a single regulated species or multiple regulated species, to allow for consistent use of the term "pest" throughout the text of the standard. However, another member pointed out that ISPM 23, the main standard, referred both to regulated pests and to pests more broadly. A further SC-7 member emphasized that inspections aim to detect signs, symptoms or the presence of regulated pests in plants intended for export to countries that regulate these pests. In response, another member explained that inspections may also address pests more generally and not only regulated ones. The SC-7 agreed to clarify that the term "pest" may refer to a single regulated species or multiple regulated species, and that this clarification be reflected in the text of the draft annex.

[59] **Voluntary export-inspection programmes.** The SC-7 considered a consultation comment proposing that the text clarify that field inspection may also be used in voluntary export-inspection programmes in exporting countries. One SC-7 member noted that such reference should not be included in the standard; the SC-7 agreed to remove the reference.

[60] **Field inspection and specific surveillance.** An SC-7 member proposed that the section on Field inspection and specific surveillance be amended to clarify that field inspection may also be used as part of specific surveillance activities, in accordance with ISPM 6 (*Surveillance*), to determine pest status as outlined in ISPM 8. The member noted that, since the section addressed pest status determination, it should explicitly reference its connection to surveillance. The SC-7 agreed with the proposal.

[61] **Assumptions involved in the application of field inspection.** An SC-7 member questioned the assumption that field inspection could be more effective or practical than inspection of consignments (e.g. rootstocks, seeds), pointing out a potential contradiction with the related assumption that, if a pest was detected during field inspection, the resulting commodity may also be infested. To address this apparent inconsistency, the member proposed clarifying that field inspection could enhance the efficiency of consignment inspection or improve the efficiency of pest detection. In response, another SC-7 member noted that the original assumption was valid in certain cases, for example with seeds, where detecting a pest in a small sample may be difficult, whereas field inspection may allow for easier detection. The SC-7 member therefore proposed considering the inclusion of testing as an additional method for detecting the presence of pests. Ultimately, the SC-7 agreed to clarify that field inspection could be more effective or practical than testing or inspection of consignments (e.g. rootstock, seeds).

[62] **Appropriate time vs certain time of plant growth.** The SC-7 agreed to clarify that the pest, or its sign or symptom, should be visually detectable at a certain time of plant growth rather than the "appropriate time".

[63] **Commodity from field and from plants.** An SC-7 member questioned the assumption that, if a pest was detected during field inspection, the potentially infested commodity may originate not only from the inspected plants but also from the field in which the commodity was located. In response, the steward clarified that infestation was typically first detected in the plants themselves, and only subsequently in the field. Another SC-7 member raised a related concern regarding the possible infestation of growing media, noting the importance of its inspection for pests of concern to importing countries. The member highlighted that the issue may stem from the broad definition of the term "commodity" in ISPM 5, which referred to "a type of plant, plant product or other article being moved for trade or other purpose". To address this, the member proposed clarifying that, if a pest is detected during field inspection, the commodity may be infested, rather than stating that it is derived from the plants, as infestation is not always present. Ultimately, the SC-7 agreed to retain the original wording.

[64] **Length of period between inspection and harvest or movement.** The SC-7 discussed the proposed inclusion of the length of the period between inspection and harvest or movement as one of the factors that may be considered when determining the use of field inspection as a phytosanitary measure. The SC-7 sought clarification on the term "movement": one member interpreted it as the transfer of the plant to locations such as a warehouse, while another member argued that once the plant is harvested, the inspection is no longer a field inspection but rather a consignment inspection. Consequently, the SC-7

agreed to remove the reference to "movement". Regarding the phrase "length of time", the SC-7 agreed to use the term "time".

[65] **Officially acceptable documents vs relevant documents**. An SC-7 member proposed replacing the term "officially", which referred to acceptable documents, with "relevant" documents that may be associated with field inspection. Another member agreed, noting that some documents would be classified as official, while others may not. The SC-7 agreed with the proposal.

[66] **Geographical coordinates as relevant documents.** One SC-7 member considered geographical coordinates not to be documents, while another member viewed them as covered under field-identity documents. The SC-7 agreed to delete the reference to geographical coordinates.

[67] **Import permits vs import requirements.** An SC-7 member proposed replacing the term "import permits" with "import requirements", as these could encompass any type of import requirements, including permits or other documentation. The SC-7 agreed with this proposal.

[68] **Tolerance vs threshold levels.** One SC-7 member questioned whether it was accurate to state that the pest detection method determined the tolerance level. Another member proposed using the term "sensitivity", while a third suggested adopting "threshold" level. The SC-7 agreed to replace "tolerance" with "threshold".

[69] **Environmental situation vs growing conditions.** Based on the TPG's recommendation, the SC-7 agreed to use the term "growing conditions" instead of "environmental situation", as the latter was considered unclear and potentially broader than the former.

[70] **Examples of growing medium and substrate requirements for the plants.** An SC-7 member suggested including additional examples of growing medium and substrate requirements for plants, such as a growing medium that did not contain soil. In response, another SC-7 member noted that soil was more closely related to consignment inspection and cited an example where a plant was removed from the ground, allowing pests to be detected in the soil or growing medium. This was used to explain the inclusion of "absence of juvenile stages of pests" as an example. The original SC-7 member replied that, as part of field inspection, some countries had specific requirements for growing media when plants were imported, and that both the plants and the associated growing medium were inspected to verify compliance with phytosanitary import requirements. Ultimately, the SC-7 agreed to delete the examples.

[71] **Required phenological stage of the plants.** One SC-7 member questioned whether the phrase "required phenological stage of the plants" would also imply verifying that the plants meet a specific maximum diameter. For example, in some countries, certain requirements did not apply to nursery stock smaller than 2 cm in diameter, as regulated pests were unable to lay eggs in trees of such small size. Therefore, the member proposed including a reference to the size of the plants as well. The SC-7 agreed to this proposal.

[72] **Field inspection and laboratory testing.** An SC-7 member proposed that the Field-inspection methods section be amended to delete references to laboratory testing as an example of phytosanitary measures that may be carried out in combination with field inspection, since laboratory testing was not part of field inspection. The SC-7 agreed.

[73] **Authorized entities conducting field inspection on behalf of NPPO.** An SC-7 member questioned whether the possibility of authorized entities conducting field inspection on behalf of the NPPO would be covered under the concept of a shared field inspection programme with the NPPO of the importing country. Another member noted that it was not necessary to mention this explicitly in the standard, as it did not prevent NPPOs from authorizing third parties to carry out phytosanitary measures on their behalf. As an example, ISPM 47 (*Audit in the phytosanitary context*) addressed audits conducted by entities authorized by the NPPO to perform audits on its behalf. The SC-7 agreed to delete the sentence.

[74] **Section on the review of field inspection.** The SC-7 considered a proposed new section on Review of field inspection, which stated that, in addition to section 2.6 of the core text of the standard, monitoring

by the importing country may be conducted to review the validity of the field inspection system as appropriate (e.g. when a non-compliance is identified). The SC-7 agreed to delete the section because it was unclear.

[75] **Define "field inspection".** The SC-7 discussed whether there was a need to develop a definition for "field inspection". One member noted that the term was commonly understood and that the terms "field" and "inspection" were already defined in ISPM 5. Therefore, the SC-7 agreed that there was no need to develop a definition for the term "field inspection" and, as a result, decided not to recommend to the SC that "field inspection" be added to the TPG work programme.

[76] **Inspection of plants during the dormant stage.** The steward explained in his notes that a consultation comment had requested clarification on how frequently field inspection was carried out during the dormant stage. He also noted that plants were often imported or exported without leaves during the dormant stage; however, field inspection involved the visual examination of signs and symptoms on the plants. Consequently, the steward asked the SC-7 whether it was common practice to conduct field inspection during the dormant stage. One SC-7 member noted that certain pests may in fact be more easily detected during the dormant stage; for example, when leaves have dropped, some insects may be found sheltering under the bark. The member noted that the Scope section already stated that, in the context of this annex, "field inspection" applied to the inspection of plants during the growing period or dormant stage, and proposed simplifying the wording to state that field inspection applied to the inspection of plants. Another SC-7 member suggested referring to inspection at "any stage" of the plant, but this was countered by a member who pointed out that inspection typically occurred during either the growing or dormant stage. A further SC-7 member highlighted that the dormant stage was mentioned only once, in the Scope section, and proposed that if additional detail on inspections during the dormant stage was needed, a case study illustrating how to address it should be included in the implementation and guidance materials. The steward added that consultation comments and the EWG on Field Inspection (2021-018) had proposed the development of a guide, including detailed case studies and examples, to support contracting parties in effectively implementing field inspection. The SC-7 agreed that the issue could be addressed in the implementation and guidance material.

[77] **Implementation issues.** The SC-7 discussed the potential implementation issues identified thus far, which primarily related to the development of guidance on specific commodities and case studies, given the wide variety of possible pest–plant combinations. Such materials were considered useful to assist contracting parties in effectively implementing field inspection. It was noted that the subjects identified by the EWG on Field Inspection for inclusion in a potential guide were based on one of its tasks, as agreed by the SC, to consider the implementation of the annex by contracting parties and to identify potential operational and technical implementation issues. An SC-7 member suggested that it would be beneficial to wait for the outcome of second consultation and review the feedback from contracting parties while another SC-7 member stated that if additional guidance was needed, a proposal could be submitted during the next call for topics. A third potential implementation issue was identified during the review of the text of the annex: the need to clarify how field inspection could enhance the efficiency of consignment inspection or improve the effectiveness of pest detection, potentially supported by a case study. The SC-7 agreed that this issue could be addressed in implementation and guidance material.

[78] The SC-7:

(3) *recommended* to the SC that "field inspection" not be added to the TPG work programme; and

(4) *approved* the draft annex *Field inspection* (2021-018) to ISPM 23 (*Guidelines for inspection*) as modified during this meeting to be submitted for second consultation (Appendix 5).

4.3 Draft annex to ISPM 38 (*International movement of seeds*): Design and use of systems approaches for the phytosanitary certification of seeds (2018-009), priority 1

[79] The assistant steward, Matías GONZÁLEZ BUTTERA (Argentina), introduced the draft annex to ISPM 38, which had been revised to take into account the comments received during first consultation, and supporting documentation.[3]

[80] It was clarified that the assistant steward had assumed the responsibilities of the former steward, who had withdrawn from the SC in February 2025.

[81] The assistant steward highlighted comments, concerns and suggestions from contracting parties during the consultation:

- General comments had raised concerns regarding the implications of a multilateral systems approach, particularly in light of the limited international experience with such arrangements, which represented a shift from bilateral to multilateral agreements involving more than two NPPOs.
- One of the most complex aspects to develop was considered to be the process for multilateral acceptance of the systems approach, although some comments offered potential options for a way forward.
- Challenges identified had included the need to harmonize import requirements, develop lists of regulated pests under the systems approach, and address potential constraints to implementation posed by national legislation.
- A contracting party had observed that, unlike ISPM 14 (*The use of integrated measures in a systems approach for pest risk management*), the current draft annex focused on the application of multiple measures against multiple pests.
- Some contracting parties had recommended reviewing the recently adopted annex to ISPM 39 (*Use of systems approaches in managing the pest risk associated with the movement of wood*) and aligning the draft text more closely with that standard.
- Several substantive general comments aimed at improving the draft had included suggestions to revise the layout, eliminate duplication, strengthen key concepts, and clarify specific sections, for example by reviewing the long list of critical control points, the large role of participating entities and the reliance on performance criteria, which appeared unbalanced.

[82] Then, the assistant steward briefly highlighted the proposals contained in his notes that required attention by the SC-7 and the related implementation issues.

[83] **Consideration of the approval of the standard for second consultation.** The SC-7 discussed whether the draft annex to ISPM 38 should be approved for second consultation. The SC-7 noted concerns raised by contracting parties regarding the lack of international experience with multilateral systems approaches, which represented a shift from a bilateral agreement to one involving more than two NPPOs, and the corresponding lack of information on which to base requirements and guidance.

[84] As divergent views had been raised in the consultation comments, the SC-7 could not identify a path forward regarding the scope of the standard (framework vs integrated measures) on how systems approaches on seeds as a commodity class should be developed in line with ISPM 14. One SC-7 member also suggested that a new ISPM might not be necessary, and that a revision of ISPM 14 could suffice, noting that countries were already free to enter into multilateral agreements based on agreed core requirements.

[85] The SC-7 noted that the *IPPC global workshop on practical applications of systems approaches in phytosanitary measures* would take place in December 2025 and suggested that the workshop include a specific session on systems approaches for seeds to help inform the SC on the way forward for this draft

[3] 2018-009; 09_SC7_2025_May; 11_SC7_2025_May; 12_SC7_2025_May.

annex. In addition, the SC-7 suggested that the workshop organizing committee include key stakeholders on seeds (e.g. NPPOs and seed industry representatives).

[86] The SC-7 noted that some pilot studies on multilateral systems approaches for seeds may become available in the near future, which would help inform contracting parties and contribute to harmonization of the concept. The SC-7 also noted that a seed commodity standard (*International movement seeds of* Phaseolus vulgaris (2023-008), as an annex to ISPM 46 (*Commodity-specific standards for phytosanitary measures*)) was currently under development and may provide better clarity. An SC-7 member referred to an ongoing cucumber seed project and suggested that countries involved in the project may later propose a specific commodity standard on cucumber seeds.

[87] For the reasons outlined above, the SC-7 recommended to the SC that the draft annex to ISPM 38 be paused until further guidance was provided by the SC.

[88] Following this recommendation, the SC-7 invited the co-stewards of the draft annex to develop a paper outlining options on the way forward to be presented to the SC in November 2025. The SC-7 considered that this paper should provide preliminary views on potential options, which could be further developed and finalized for submission to the SC in May 2026. This would allow the co-stewards to take into account the outcomes of the December 2025 workshop when finalizing their proposal.

[89] The SC-7:

(5) *agreed* that the draft annex *Design and use of systems approaches for the phytosanitary certification of seeds* (2018-009) to ISPM 38 (*International movement of seeds*) was insufficiently mature to be submitted for second consultation and *recommended* to the SC that further progress on the draft annex be paused until the SC agreed the way forward; and

(6) *agreed* that a paper outlining options on the way forward for the draft annex *Design and use of systems approaches for the phytosanitary certification of seeds* (2018-009) to ISPM 38 (*International movement of seeds*) be drafted by the co-stewards to be submitted to the SC in November 2025.

5. Items arising from the SC May 2025

[90] No items arose from the SC meeting held the week before.

6. Review of the standard setting calendar

[91] The secretariat introduced the standard setting calendar, which listed the major events in the upcoming months, and highlighted the IPPC regional workshops that would be held in August and September in all FAO regions and the SC meetings in November 2025 and May 2026.

7. Any other business

7.1 Brainstorming session on IC–SC collaboration

[92] As the SC-7 schedule allowed, the secretariat explained to the SC-7 that the meeting with the IC was intended as a brainstorming session to share ideas, opinions and concerns. The SC-7 and IC members discussed how to ensure smooth collaboration between the two committees.

[93] **ISPMs and related implementation and guidance material.** It was widely acknowledged that not all ISPMs required implementation and guidance material. Agreement was reached that recognizing this distinction was an important step forward in managing resources and expectations effectively.

[94] **Development of implementation and guidance material.** It was noted that implementation and guidance material was usually developed over 18–30 months, generally after a standard had been adopted and implemented, as critical implementation challenges may only emerge at that stage.

[95] **Identification of implementation issues.** Several participants emphasized the importance of identifying concrete implementation problems before developing guidance. One suggestion was to begin

with a pilot case focusing on a single issue to assess feasibility and refine coordination between SC and IC. One SC-7 member noted the May 2025 SC discussion regarding possible development of a guide following the first consultation for a standard, which may be a good starting point for identifying the scope and potential implementation issues. Suggestions included that the stewards of the draft ISPMs under consultation compile and report issues raised during consultations and regional workshops.

[96] **ISPM 26 as a pilot case**. The annex and appendices of the adopted ISPM 26 were discussed as a possible pilot case. It was noted that these texts were part of an adopted standard and therefore distinct from guidance material. It was suggested that such material could be stored on the International Phytosanitary Portal under a new category or as guidance. The members also noted the need to discuss and decide whether a new guide should be developed to support implementation of ISPM 26, whether the existing guide on PFAs would suffice, or whether an annex to the existing guide would be more appropriate.

[97] **Improved coordination and challenges.** Participants recommended greater collaboration between SC and IC members from the same regions, especially during the Call for Topics: Standards and Implementation. Both IC and SC members noted challenges associated with developing ISPMs and guidance material simultaneously, particularly regarding allocation of financial resources and alignment of priorities.

[98] **Next steps.** It was agreed that no decisions would be made at this stage. The SC and IC would continue exploring the appropriate process and timeline, with the IC expected to consider ISPM 26 further and propose a way forward.

8. Date and type of the next SC-7 meeting

[99] The next SC-7 meeting is scheduled to take place after the SC May 2026 meeting, with the duration to be adjusted based on the workload.

9. Evaluation of the meeting process

[100] The SC-7 chairperson encouraged all SC-7 members to complete the evaluation of the meeting via the link provided on the agenda for this meeting.

10. Close of the meeting

[101] On behalf of the secretariat, Avetik NERSISYAN thanked the participants for their commitment and valuable work and reminded them of the importance of completing the feedback survey to suggest improvements.

[102] The SC-7 chairperson thanked all participants for their contributions, expressed appreciation for the opportunity to serve as chairperson, and thanked the secretariat for organizing the meeting and for their continuous support. The chairperson then closed the meeting.

Appendix 1: Agenda

	Agenda Item	Document No.	Presenter
1.	**Opening of the Meeting**		Nersisyan
2.	**Meeting Arrangements**		Secretariat
2.1	Election of the Chairperson		Secretariat
2.2	Election of the Rapporteur		Chairperson
2.3	Adoption of the Agenda	01_SC7_2025_May	Chairperson
3.	**Administrative Matters**		Chairperson
3.1	Documents list	02_SC7_2025_May	Torella
3.2	Participants list	03_SC7_2025_May SC membership list	Torella
4.	**Draft ISPMs for Approval for Second Consultation**		Chairperson
4.1	Draft revision of ISPM 26 (Establishment and maintenance of pest free areas for fruit flies (Tephritidae)) (2021-010) - Steward: Joanne WILSON ○ Steward's responses to 2024 first consultation comments (2021-010) ○ TPG recommendations to the steward on terminology and consistency (2021-010) ○ Steward's notes and potential implementation issues (2021-010)	2021-010 04_SC7_2025_May 05_SC7_2025_May 06_SC7_2025_May	Wilson / Secretariat
4.2	Draft annex Field inspection (2021-018) to ISPM 23 (Guidelines for inspection) - Steward: Masahiro SAI ○ Steward's responses to 2024 first consultation comments (2021-018) ○ TPG recommendations to the steward on terminology and consistency (2021-018) ○ Steward's notes and potential implementation issues (2021-018)	2021-018 07_SC7_2025_May 08_SC7_2025_May 10_SC7_2025_May	Sai / Secretariat
4.3	Draft annex Design and use of systems approaches for the phytosanitary certification of seeds (2018-009) to ISPM 38 (International movement of seeds) - Steward: - - Assistant Steward: Matías GONZÁLEZ BUTTERA ○ Steward's responses to 2024 first consultation comments (2018-009) ○ TPG recommendations to the steward on terminology and consistency (2018-009) ○ Steward's notes and potential implementation issues (2018-009)	2018-009 12_SC7_2025_May 09_SC7_2025_May 11_SC7_2025_May	González Buttera / Secretariat
5.	**Items Arising from May 2025 SC**		Chairperson
6.	**Review of the Standard Setting Calendar**	IPP Calendar	Torella
7.	**Any Other Business**		Chairperson
7.1	Brainstorming session on the IC-SC collaboration		All

	Agenda Item	Document No.	Presenter
8.	**Date and Venue of the Next Meeting**		Chairperson
9.	**Evaluation of the Meeting**	Survey link	Chairperson
10.	**Close of the Meeting**		Chairperson

Appendix 2: Documents list

DOCUMENT NO.	AGENDA ITEM	DOCUMENT TITLE	DATE POSTED / UPDATED
Draft ISPMs for approval for the second consultation			
2021-010	4.1.	Draft revision of ISPM 26 (*Establishment and maintenance of pest free areas for fruit flies (Tephritidae)*) (2021-010)	2025-02-28
2021-018	4.2.	Draft annex *Field inspection* (2021-018) to ISPM 23 (*Guidelines for inspection*)	2025-02-28
2018-009	4.3.	Draft annex *Design and use of systems approaches for the phytosanitary certification of seeds* (2018-009) to ISPM 38 (*International movement of seeds*)	2025-05-02
Meeting documents			
01_SC7_2025_May	2.3.	Provisional agenda	1st version: 2025-02-28 2nd version: 2025-04-15 3rd version: 2025-05-02
02_SC7_2025_May	3.1.	Documents list	2025-05-02
03_SC7_2025_May	3.2.	Participants list	2025-05-02
04_SC7_2025_May	4.1.	Steward's responses to 2024 first consultation comments (2021-010)	2025-02-28
05_SC7_2025_May	4.1.	TPG recommendations to the steward on terminology and consistency (2021-010)	2025-02-28
06_SC7_2025_May	4.1.	Steward's notes and potential implementation issues (2021-010)	2025-02-28
07_SC7_2025_May	4.2.	Steward's responses to 2024 first consultation comments (2021-018)	2025-02-28
08_SC7_2025_May	4.2.	TPG recommendations to the steward on terminology and consistency (2021-018)	2025-02-28
10_SC7_2025_May	4.2.	Steward's notes and potential implementation issues (2021-018)	2025-04-15
12_SC7_2025_May	4.3.	Steward's responses to 2024 first consultation comments (2018-009)	2025-05-02
09_SC7_2025_May	4.3.	TPG recommendations to the steward on terminology and consistency (2018-009)	2025-02-28
11_SC7_2025_May	4.3.	Steward's notes and potential implementation issues (2018-009)	2025-05-02

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

Links	Agenda item	Document link
SC membership list	3.2.	SC membership list
Review of the standard setting calendar	6.	Link to the IPP calendar
Evaluation of the meeting process	9.	Survey link

Appendix 3: Participants list

✓	Region / Role	Name, mailing address, telephone	Email address	Membership Confirmed	Term expires
✓	Africa Member	**Mr David KAMANGIRA** Senior Deputy Director and IPPC Focal Point Department of Agricultural Research Services Headquarters, P.O. Box 30779, Lilongwe 3 **MALAWI** Tel: +265 888 342 712 Tel: +265 999 122 199	davidkamangira1@gmail.com	CPM-11 (2016) CPM-14 (2019) CPM-16 (2022) 3rd term / 3 years	2025
✓	Asia Member	**Mr Masahiro SAI** Head Pest Risk Analysis Division. Yokohama Plant Protection Station, Ministry of Agriculture, Forestry and Fisheries (MAFF) 1-16-10 Shin-Yamashita, Naka-ku, Yokohama. 2310801 **JAPAN** Tel: +81456228693	masahiro_sai670@maff.go.jp	CPM-13 (2018) CPM-15 (2021) CPM-18 (2024) 3rd term / 3 years	2027
✓	Europe Member	**Mr David OPATOWSKI** Head, Plant Biosecurity, Plant Protection and Inspection Services (PPIS), P.O. Box 78,Bet Dagan, 50250 **ISRAEL** Tel: 972-(0)3-9681518 Mob: 972-(0)506-241885	dopatowski@yahoo.com davido@moag.gov.il	CPM-1 (2006) CPM-4 (2009) CPM-12 (2017) CPM-15 (2021) CPM-18 (2024) 5th term / 3 years	2027
✓	Latin America and Caribbean Member	**Mr André Felipe C. P. da SILVA** Federal Inspector Quarantine Division Ministry of Agriculture, Live Stock and Food Supply **BRAZIL** Tel: (61) 3218-2925	andre.peralta@agro.gov.br	CPM-14 (2019) CPM-16 (2022) CPM-19 (2025) 3rd term / 3 years	2028
✓	Near East Member	**Mr Nader ELBADRY** Phytosanitary Specialist, Central Administration of Plant Quarantine, 6 Michel Bakhoum St., Dokki, Giza, **EGYPT** Tel: +201096799493	nader.badry@gmail.com	CPM-15 (2021) CPM-18 (2024) 2nd term / 3 years	2027

✓	Region / Role	Name, mailing address, telephone	Email address	Membership Confirmed	Term expires
✓	North America Member	**Mr Steve CÔTÉ** National Manager, International Phytosanitary Standards Plant Export Division 1400 Merivale Road, Ottawa, Ontario K1A 0Y9 **CANADA** Tel: (+1) 343-543-1432 Fax: (+1) 613-773-7576	Steve.Cote@inspection.gc.ca	CPM-15 (2021) CPM-18 (2024) 2nd term / 3 years	2027
✓	Southwest Pacific Member	**Ms Joanne WILSON** Principal Adviser, Risk Management Plant Imports Group Ministry for Primary Industries **NEW ZEALAND** Tel: +64 489 40528 Mob: +64 2989 40528	Joanne.wilson@mpi.govt.nz	CPM-14 (2019) CPM-16 (2022) CPM-19 (2025) 3rd term / 3 years	2028

*	Others		
✓	**Mr Matías GONZALEZ BUTTERA** Dirección Nacional de Protección Vegetal - SENASA Venezuela 162 (C1063), City of Buenos Aires **ARGENTINA** Tel/Fax: (+54 9 11) 36661284	SC member Assistant steward of the draft annex to ISPM 38	mbuttera@senasa.gob.ar

*	IPPC Secretariat	
✓	**Mr Avetik NERSISYAN** Standards Setting Unit Lead	Avetik.Nersisyan@fao.org
✓	**Ms Adriana MOREIRA** Standards Setting Officer	Adriana.Moreira@fao.org
✓	**Mr Daniel TORELLA** Phytosanitary Standard Setting Support Specialist	Daniel.Torella@fao.org
✓	**Ms Marina MARTINO** Phytosanitary Standard Setting Specialist	Marina.Martino@fao.org
✓	**Mr Emmanuel KRAH** Phytosanitary Standard Setting Support Specialist	Emmanuel.Krah@fao.org

Appendix 4: Draft revision of ISPM 26 (*Establishment and maintenance of pest free areas for tephritid fruit flies*) (2021-010)

Status box

This is not an official part of the standard and it will be modified by the IPPC Secretariat after adoption.	
Date of this document	2024-06-02
Document category	Draft revision of ISPM
Current document stage	*To* second consultation
Major stages	2022-04 CPM-16 added topic *Revision of ISPM 26 (*Establishment of pest free areas for fruit flies (Tephritidae)*)* (2021-010) to the work programme with priority 2. 2022-11 Standards Committee (SC) approved Specification 75 (*Revision of ISPM 26 (*Establishment of pest free areas for fruit flies (Tephritidae)*)*). 2023-07 Expert working group drafted the revised standard. 2024-05 SC revised and approved for first consultation. 2024-07 Consultation. 2025-05 SC-7 revised and approved for second consultation.
Steward history	2022-05 SC Joanne WILSON (NZ, Lead Steward) 2022-05 SC Prudence ATTIPOE (GH, Assistant Steward)
Notes	This section will remain on the drafts going for consultation but will be deleted before adoption. 2023-07 Expert working group added “and maintenance” to the title (subsequently agreed by SC, 2024-05) 2024-02 Edited 2024-05 Edited 2025-06 Edited

Adoption

Text to this paragraph will be added following adoption.

INTRODUCTION

Scope

This standard provides requirements and guidance for the establishment and maintenance of pest free areas for economically important fruit flies (Tephritidae).

If an exporting country has declared a fruit fly to be absent in an area in accordance with ISPM 8 (*Determination of pest status in an area*), then establishing a fruit fly pest free area (FF-PFA) in that area should not be required – and hence this standard will not apply – unless there is technical justification by importing countries.

Bibliography

References

The present standard refers to ISPMs. ISPMs are available on the International Phytosanitary Portal (IPP) at https://www.ippc.int/core-activities/standards-setting/ispms.

Further reading

Information to support the implementation of this standard may be available on the IPP at https://www.ippc.int/en/about/core-activities/capacity-development/guides-and-training-materials/.

IPPC Secretariat. 2019. *Guide for establishing and maintaining pest free areas – Understanding the principal requirements for pest free areas, pest free places of production, pest free production sites and areas of low pest prevalence*. IPPC Secretariat. Rome, FAO. xviii + 107 pp. https://www.ippc.int/en/publications/90620/

Definitions

Definitions of phytosanitary terms used in this standard can be found in ISPM 5 (*Glossary of phytosanitary terms*).

In this standard, the pest specified in an FF-PFA is referred to as the "target fruit fly" regardless of whether it is a single species, multiple species or multiple genera.

Outline of requirements

An FF-PFA is a phytosanitary measure that may be used to protect plant resources and facilitate safe trade. National plant protection organizations (NPPOs) should consider an FF-PFA to be a phytosanitary measure that, when used alone, is sufficient for managing the pest risk posed by a specified fruit fly.

This standard provides requirements for programmes to establish and maintain an FF-PFA and buffer zone, surveillance activities (fruit fly trapping and fruit sampling), corrective action planning, control measures in the event of pest detections, and the suspension, reinstatement and withdrawal of the FF-PFA designation. It also includes requirements for documentation and record-keeping and for transparency and stakeholder communication.

Sterile fruit flies released in a sterile insect technique are not considered to be pests in an FF-PFA, as they may be used as part of a pest control programme in the buffer zone and disperse into the FF-PFA.

BACKGROUND

Tephritid fruit flies are a very important group of pests for many countries because of their potential to cause damage in host fruit and the potential to restrict trade of host fruit.

This standard, which focuses specifically on the establishment and maintenance of pest free areas for fruit flies, supplements the more general guidance on pest free areas provided in ISPM 4 (*Requirements for the establishment of pest free areas*). The measures and specific phytosanitary procedures in this standard target fruit flies of the economically important species of the order Diptera, family Tephritidae, such as the genera *Anastrepha*, *Bactrocera*, *Carpomya* (synonym *Myiopardalis*), *Ceratitis*, *Dacus*, *Euleia*, *Rhagoletis*, *Strauzia* and *Zeugodacus*.

Areas initially free from fruit flies may remain naturally free from fruit flies as a result of the presence of physical barriers, unsuitable climatic conditions or the absence of hosts. Other areas initially free from fruit flies may need to be maintained free through restrictions on the movement of regulated articles and related measures (if fruit flies have the potential to establish there). Areas where fruit flies are present may be made free by an eradication programme (ISPM 9 (*Guidelines for pest eradication programmes*)).

IMPACTS ON BIODIVERSITY AND THE ENVIRONMENT

This standard may contribute to the protection of biodiversity and the environment by preventing the introduction and spread of regulated fruit flies. When establishing and maintaining FF-PFAs, countries are encouraged to consider measures and phytosanitary procedures that minimize impact on biodiversity and the environment.

GENERAL REQUIREMENTS

When initiating, establishing and maintaining an FF-PFA, NPPOs should follow the requirements outlined in ISPM 4 as well as the requirements in this standard.

The decision to establish an FF-PFA may be made based on the factors provided in this standard, such as the biology and ecology of the target fruit fly, the size of the area, the population levels and dispersal pathways of the target fruit fly, the geographical isolation of the area, and the availability of methods for eradication of the target fruit fly.

If an FF-PFA is established and maintained in accordance with this standard, importing countries should not require additional phytosanitary measures specific to the target fruit fly for host fruit originating from the FF-PFA.

1. Resources and infrastructure

When establishing and maintaining an FF-PFA, the NPPO of the exporting country should ensure that it has in place, or has ready access to, adequate infrastructure and operational capability and resources to establish and maintain the FF-PFA.

2. Communication and stakeholder engagement

An important factor determining the success of an FF-PFA programme is the support and participation of the public close to the area (especially the local community) and individuals who travel to or through the area, including parties with direct or indirect interests. This is particularly so in areas where the risk of introducing the target fruit fly is higher. The NPPO of the exporting country should therefore implement a public-awareness programme. The public and stakeholders should be informed through different media (e.g. written, radio, television, social media, internet) of the importance of establishing and maintaining the FF-PFA, and of avoiding the introduction or reintroduction of potentially infested hosts. This may contribute to and improve compliance with the various measures used to establish and maintain the FF-PFA. The public-awareness programme should be ongoing while the FF-PFA is being maintained.

3. Review activities

The FF-PFA programme, including regulatory control, surveillance procedures (e.g. trapping, fruit sampling – see details in Annex 1) and corrective action planning (see section 6.3), should comply with phytosanitary procedures.

Once the FF-PFA is established, including the administrative activities, the performance of the FF-PFA maintenance programme should be regularly reviewed by the NPPO to verify correct implementation of the maintenance programme. This review should allow the NPPO to find and correct deficiencies, incorporate any new and relevant information on the target fruit fly or associated pathways, and adjust and improve the maintenance programme accordingly.

In circumstances where an entity is authorized to undertake certain activities on behalf of an NPPO, this should be done in accordance with ISPM 45 (*Requirements for national plant protection organizations if authorizing entities to perform phytosanitary actions*).

4. Documentation and record-keeping

The measures and phytosanitary procedures used to establish and maintain an FF-PFA should be adequately documented. They should be reviewed and updated regularly, and they should include corrective actions if required.

The records of surveys, detections and incursions should be retained for at least 24 months, depending on the biology of the target fruit fly.

SPECIFIC REQUIREMENTS

4. Initiating the establishment of a fruit fly pest free area

When initiating the establishment of an FF-PFA, the NPPO of the exporting country should:

- ensure that a regulatory framework is in place to establish and maintain the FF-PFA;
- describe and delimit the area proposed as an FF-PFA (maps or coordinates showing the boundaries, natural barriers, entrance points and host area locations, and, where necessary, the buffer zone);
- specify the target fruit fly species, describe its biology and ecology, and determine its distribution within, and adjacent to, the proposed area;
- list the commercial and non-commercial host species of the target fruit fly in the proposed area;
- describe potential pathways of entry for the target fruit fly into the proposed area (e.g. movement of commercial and non-commercial hosts and other regulated articles, natural dispersal);
- describe the annual climatic conditions in the proposed area (e.g. rainfall, relative humidity, temperature, prevailing wind speed and direction) and the potential effect of these on the establishment and spread of the target fruit fly; and
- record any other relevant information.

5. Establishment of the fruit fly pest free area

5.1 Surveillance for the establishment of the fruit fly pest free area

General surveillance may be sufficient in cases where the target fruit fly has never been introduced into the area proposed as an FF-PFA, nor into the surrounding areas, and there have been no records of the target fruit fly's presence in the area proposed as an FF-PFA.

If specific surveillance is needed to support the establishment of the FF-PFA, it should be conducted in accordance with Annex 1. A detection survey programme should be implemented (see ISPM 6 (*Surveillance*)). For attractant-responsive species, trapping should be used to determine fruit fly absence or presence in the area with sufficient confidence. Sampling of fruit may be used to complement the trapping programme, including in cases where trapping is less effective (e.g. if species are less attractant-responsive), or instead of the trapping programme where species are not responsive to specific attractants.

When specific surveillance is used during the establishment of the FF-PFA, it should be undertaken for a period determined by:

- the biology and the ecology of the target fruit fly;
- the climatic conditions in the area;
- the availability of hosts; and
- the sensitivity of the survey method used (e.g. how effective a trapping network is at detecting an established population).

The NPPO of the exporting country should have trained personnel to identify specimens of the target fruit fly in a timely manner.

5.2 Controls on the movement of regulated articles

Controls on the movement of regulated articles should be applied to prevent the target fruit fly entering and establishing in the area proposed as an FF-PFA. These controls depend on the assessed pest risk (after identification of pathways) and should include:

- regulation of the target fruit fly species;

- the establishment of domestic movement restrictions, phytosanitary import requirements, or other measures to control the movement of regulated articles into or through the area proposed as an FF-PFA;
- inspection of regulated articles, where technically justified, and examination of the relevant documentation; and
- where necessary in cases of non-compliance, the implementation of an appropriate phytosanitary action (e.g. treatment, refusal, destruction).

5.3 Establishment of a buffer zone

Where the geographical isolation of the area proposed as an FF-PFA is not adequate to prevent the natural spread of the target fruit fly into it, the establishment of a buffer zone should be considered. The population of the target fruit fly in the buffer zone should be maintained at or below a specified level, which should be verified by surveillance. The NPPO should describe, with the use of supporting maps, the boundaries of the buffer zone. Factors that should be considered when determining the boundaries of a buffer zone against the target fruit fly include:

- the biology and ecology of the target fruit fly;
- the rate and range of dispersal of the target fruit fly;
- the population density of the target fruit fly in surrounding areas;
- host availability, host phenology in the previous year, cropping systems, natural vegetation;
- the climatic conditions in the area;
- the geography of the area;
- the likelihood of assisted spread through identified pathways;
- the presence of a system to monitor the target fruit fly in the buffer zone (e.g. trapping network);
- pest-control strategies that may be used; and
- regulation of the target fruit fly and the pathways that require control in relation to the buffer zone.

5.4 Additional information for the establishment of the fruit fly pest free area

Additional information that may be useful while establishing the FF-PFA includes:

- historical records of detections of, and surveys for, the target fruit fly in the area proposed as an FF-PFA;
- the results of phytosanitary actions taken following detections of the target fruit fly in the area;
- knowledge of hosts in the area; and
- a list of the other fruit fly species of economic importance that may be present in the area.

5.5 Criteria for the area to qualify as a fruit fly pest free area

For the area to qualify as an FF-PFA, there should be no evidence of a breeding population (established or not) of the target fruit fly. Detection of an immature life stage, or gravid female, of the target fruit fly should be considered a sign of a breeding population. Although the detection of fertile adults may also be evidence of a breeding population, this will depend on the number of adults captured. The number of captured fertile adults required to indicate the presence of a breeding population may be determined in advance by the NPPO of the exporting country. This number will depend on the biology and ecology of the target fruit fly, the trapping sensitivity (trapping density and the response of the target fruit fly to attractants), the distance and time between detections, the climate, the season and the geographical location. Other information obtained, such as from modelling, may also be used to help determine whether a breeding population is present.

To provide confidence that the target fruit fly is not present in the area, a determination that the area is free from the target fruit fly should be made only after a sufficient period without evidence of a breeding population. The required period should be predetermined, based on scientific information such as

trapping sensitivity, fruit fly fecundity and environmental conditions including temperature, and it should provide a sufficient level of confidence that the area is free from the target fruit fly.

Detections of marked sterile fruit flies, such as those that are part of a sterile insect technique programme, do not constitute a breeding population and do not affect the fruit fly free status of an area.

5.6 Official designation of the fruit fly pest free area

When the pest status in the area is determined as absent in accordance with ISPM 8 (including when the target fruit fly has been eradicated in accordance with ISPM 9) and an FF-PFA has been established in accordance with the requirements of this standard, the NPPO of the exporting country should officially designate the area as an FF-PFA.

6. Maintenance of the fruit fly pest free area

The NPPO of the exporting country should set up a programme to ensure maintenance of the FF-PFA. This programme should be risk-based and should incorporate at least the following elements:

- a regulatory framework to control the movement of regulated articles;
- surveillance and collection of relevant data to inform the management of the FF-PFA, including a framework for reporting pest detections; and
- a corrective action plan, with associated provisions for suspension and reinstatement of the FF-PFA designation in accordance with ISPM 4.

6.1 Controls on the movement of regulated articles

Controls on the movement of regulated articles are the same as for the establishment of the FF-PFA (see section 5.3).

6.2 Surveillance for maintaining the fruit fly pest free area

After declaring the FF-PFA, the surveillance programme should be continued at a level assessed as providing sufficient confidence that the FF-PFA is being maintained. Surveillance records should be well maintained and reports on surveillance activities should be made available on request. The information available in section 5.1 and Annex 1 is relevant to both establishment and maintenance of the FF-PFA.

6.3 Corrective actions

The NPPO of the exporting country should prepare a corrective action plan to be implemented if an incursion of the target fruit fly is detected in the FF-PFA or the target fruit fly is intercepted in host fruit from that area (see detailed guidance in Annex 2), or if procedures are found to be inadequate for maintenance of the FF-PFA. This plan should cover:

- determination of when the FF-PFA designation, for the whole area or a part of it, should be suspended;
- notification of the suspension of the FF-PFA designation, for the whole area or a part of it, both to stakeholders domestically and to the NPPOs of importing countries receiving host fruit from the FF-PFA, the latter in accordance with ISPM 17 (*Pest reporting*);
- determination of the appropriate, technically justified response to an incursion, depending on the biology and ecology of the target fruit fly and the characteristics of the FF-PFA or part of the FF-PFA, including:
    - a delimiting survey or surveys (trapping and fruit sampling) to determine the infested area under corrective actions and whether a target fruit fly population has established in the area,
    - eradication measures (see Annex 3),
    - increased surveillance, when a breeding population is found, to determine the effectiveness of eradication measures in the infested area and any buffer zone and hence whether the FF-PFA designation may be reinstated,

  - movement controls of host fruit,
  - communication and stakeholder engagement; and
- determination of the appropriate responses to interceptions of the target fruit fly in consignments originating from the FF-PFA, including:
  - a traceback investigation to identify and address, where possible, the cause of the interception.

The corrective action plan may include interim measures proportionate to the number of detections in a specified period, agreed between relevant NPPOs to enable the continuation of trade.

The corrective action plan should be initiated as soon as possible after the confirmed identification of the target fruit fly.

In circumstances where the target fruit fly is considered unable to establish a breeding population within the FF-PFA, no action may be necessary unless the presence of the target fruit fly poses an unacceptable risk to plant trade.

7. Suspension, reinstatement or withdrawal of the fruit fly pest free area designation

7.1 Suspension

The designation of the FF-PFA, or the affected part within the FF-PFA, should be suspended when the presence of a breeding population is determined based on one of the following triggers:

- detection of an immature life stage of the target fruit fly;
- detection of a gravid female;
- detection of fertile adults (depending on the number of adults captured, see section 5.5); or
- interception of the target fruit fly in consignments originating from the FF-PFA.

The designation of the FF-PFA, or a part of it, should also be suspended if procedures have been implemented incorrectly (e.g. inadequate trapping, host-movement controls or treatments required to manage the target fruit fly from within the FF-PFA).

If there is a detection, the corrective action plan should be implemented as specified in this standard (see Annex 2) and, if the criteria determining the presence of a breeding population are met, the NPPOs of relevant importing countries should be notified in accordance with ISPM 17. Where a suspension is applied, the criteria for lifting the suspension should be made clear to the relevant importing countries.

7.2 Reinstatement

Reinstatement should be based on the same requirements as for establishment, with the following conditions:

- no further detection of the target fruit fly (other than marked sterile fruit flies) in the suspended area for a period determined by the biology and ecology of the species, the prevailing environmental conditions, and the effectiveness of the surveillance system used (see Annex 1); and
- in the case of a fault in the procedures, only when the fault has been corrected and the consequences have been mitigated.

To provide confidence that the target fruit fly is not present in the area, the reinstatement of the FF-PFA designation should occur only after a sufficient period has elapsed without evidence of a breeding population. The required period should be based on the scientific information outlined in section 5.5.

The NPPO of the exporting country should notify the NPPOs of relevant importing countries when the FF-PFA designation has been reinstated, in accordance with ISPM 17.

7.3 Withdrawal

If the target fruit fly becomes established in the whole or a part of the FF-PFA, and if eradication is no longer pursued, the NPPO of the exporting country should withdraw the FF-PFA designation from the whole area or the affected part of it. In this event, the NPPO should notify both stakeholders domestically and the NPPOs of importing countries, the latter in accordance with ISPM 17.

Potential implementation issues

This section is not part of the standard. The Standards Committee in May 2016 requested the secretariat to gather information on any potential implementation issues related to this draft. Please provide details and proposals on how to address these potential implementation issues.

This annex is a prescriptive part of the standard.

ANNEX 1: Specific surveillance for fruit flies (trapping and fruit sampling)

This annex contains general information on specific surveillance for fruit flies.

1. Trapping procedures

Trapping procedures for fruit fly surveys should provide confidence that an FF-PFA is free from breeding populations, be able to rapidly detect any new breeding populations, and support incursion response and the reinstatement of the FF-PFA designation when needed. Factors to consider include:

- the biology and ecology of the target fruit fly;
- the conditions in the survey area (e.g. climate, environment, geography);
- the trap types and attractants;
- the trap density (number of traps per unit area) and their distribution;
- the presence of hosts of the target fruit fly;
- trap servicing (maintaining the traps);
- trap examination and specimen collection;
- record-keeping (including trap locations); and
- the diagnostic capacity and capability of the NPPO to identify target fruit fly species.

1.2 Trap type and attractants

Several types of traps and attractants have been developed to survey fruit fly populations. The type of attractant selected should be appropriate for the target fruit fly. The type of trap selected should be appropriate for the target fruit fly, the environmental conditions and the nature of the attractant.

When trapping multiple species of fruit fly, more than one attractant may be used. However, the potential for interference and cross-contamination between attractants, and the consequential reduction in trap effectiveness, should be considered.

1.3 Trap density

Trap density (number of traps per unit area) is a critical factor for effective fruit fly surveys. Trap density should be based on the effectiveness of the trap at detecting the target fruit fly, host cultivation practices, and other biotic and abiotic factors (e.g. time of year, climate, existing pest-management practices) that may affect the effectiveness of the survey. Trap density may change depending on the phase of the FF-PFA programme, with the density required during the establishment phase being different to that required during the maintenance phase.

1.4 Trap deployment

Traps should be strategically placed where they are most likely to detect breeding populations of fruit flies. This includes placing traps in places with conditions favourable to fruit fly breeding and potential incursions. The exact placement of traps within a network should be guided by the characteristics of the area, such as the climate, environment, geography, host presence and distribution, commercial-management practices, and the biology and ecology of the target fruit fly. Trap locations, including their rotation, should align with the sequence of fruit maturity in hosts. In commercial-production areas, the location of traps and the interpretation of results should take account of pest-management practices, such as the regular application of insecticides or other chemicals, that may lead to false-negative results in the trapping programme.

Where feasible, the geographical coordinates of deployed traps should be recorded to facilitate the management of a trapping network.

1.5 Trap servicing

The frequency of trap servicing (maintaining and refreshing the traps) during the period of trapping should depend on the longevity of attractants (attractant persistency) and killing agents, the retention capacity (e.g. sticky traps' retention capacity declines over time), the rate of catch of target and non-target species, the placement of the traps, the biology and ecology of the target fruit fly species, and environmental conditions.

When servicing traps, measures should be taken to avoid cross-contamination between different attractant types (e.g. cue-lure and methyl eugenol). Cross-contamination may reduce trap effectiveness and may delay corrective actions. Attractants are highly volatile and care should be taken when storing, packaging, handling and disposing of attractants to avoid compromising the attractant effectiveness and operator safety. Similarly, care should be taken when handling the trap itself, as mishandling may reduce trap functionality.

1.6 Examining traps for fruit flies

The frequency with which traps are examined for the presence of fruit flies should be adjusted according to the prevailing environmental conditions, the likely catch rate and the biology and ecology of the target fruit fly.

2. Fruit sampling procedures

If trapping is not effective (or sensitive) enough to provide sufficient levels of confidence in pest freedom over a suitable period, it may be combined with fruit sampling to improve the overall detection sensitivity. Fruit sampling is particularly effective in small-scale delimiting surveys in an incursion area. Samples should be held in suitable conditions to maintain the viability of all immature stages of fruit flies in infested host fruit for identification.

To maximize the ability to detect breeding populations, procedures for sampling fruit as part of a target fruit fly survey should take into consideration:

- factors related to the preferred hosts of the target fruit fly:
  - the effect of fruit maturity on infestation,
  - the signs or symptoms of infestation of fruit;
- the targeting of areas that are likely to be at high risk of having infested fruit:
  - backyards and gardens,
  - abandoned places of production,
  - host fruit waste collection centres,
  - fruit markets,
  - host fruit packing, storage, processing and treatment facilities,
  - sites with a high concentration of cultivated or wild hosts,
  - entrance points into the FF-PFA, where appropriate; and
- the sample size and selection, including consideration of:
  - the required level of statistical confidence,
  - the availability of hosts in the survey area,
  - the targeting of hosts with symptoms of fruit fly damage (e.g. fallen fruit, fruit rejected at packing facilities), where appropriate.

3. Handling of samples and identification of species

Host fruit samples and the contents of traps should be labelled, transported and held in a secure manner to avoid mixing up host fruit or specimens and to protect the physical integrity of the contents.

Samples collected in the field from host fruit or from traps may be brought to a secure facility for fruit flies to be recovered and the species identified. Fruit samples may be dissected immediately or maintained until identifiable fruit fly life stages develop.

Information about the sample should be recorded. For example:

- date and location of sample collection;
- type of sample (fruit or trap sample);
- type of trap and type of attractant, if applicable;
- condition of the sample (fresh or decayed);
- name and contact details of person collecting the sample; and
- any other observations.

Diagnostic protocols adopted as annexes to ISPM 27 (*Diagnostic protocols for regulated pests*) are available for pest diagnosis.

4. Quality assurance of trapping and fruit sampling

The NPPO of the exporting country may establish a quality-assurance strategy for the survey to confirm and document that all trapping and fruit sampling protocols have been met. The key elements of the quality-assurance strategy may include verification of attractant effectiveness, placement and recovery of marked sterile flies, regular reviews of survey documentation, audits of trap placement and servicing and of fruit sampling, and confirmation of diagnostic competency.

This annex is a prescriptive part of the standard.

ANNEX 2: Corrective action plans

1. General considerations

If the target fruit fly is detected either in an FF-PFA or in host fruit from that area, the NPPO of the exporting country should implement a corrective action plan. However, no action is required if the detection is solely of marked sterile fruit flies.

Once it is determined that the detection represents a breeding population, the objective of the corrective action plan should be to ensure eradication of the target fruit fly to enable reinstatement of the FF-PFA designation.

The corrective action plan should consider the biology and ecology of the target fruit fly, the prevailing environmental conditions in the FF-PFA (e.g. climate, geography), and the distribution of the target fruit fly and its hosts within the FF-PFA.

Before implementing the corrective action plan, the NPPO of the exporting country should ensure that the following elements are in place:

- a regulatory framework under which the corrective action plan can be implemented;
- technical criteria for the determination of a breeding population;
- specified time frames for the initial response;
- technical criteria for the selection of survey (trapping or fruit sampling) parameters and, application of corrective actions for eradication and establishment of regulatory measures;
- the availability of sufficient operational resources and expertise;
- pest diagnostic capability to identify the target fruit fly; and
- effective communication within the NPPO of the exporting country and with the NPPOs of importing countries, including sharing the contact details of all parties involved.

2. Actions to implement the corrective action plan

2.1 Determination of the pest status upon detection

If the detection is of a population that is not able to establish (pest status “present: transient” according to ISPM 8) then no action may be necessary. However, if the presence of the pest poses an unacceptable risk to plant trade, a delimiting survey should be conducted immediately after the detection.

If the detection of the target fruit fly could constitute a breeding population that is not transient (i.e. one of the other “present” categories described in ISPM 8), a delimiting survey should be conducted immediately after detection. The delimiting survey may include placement of additional traps and an increased frequency of trap examination and fruit sampling activities.

The outcome of the delimiting survey will determine necessary corrective actions. In cases where an established population is present, the delimiting survey is also used to determine the size of the infested area for eradication of the target fruit fly.

2.2 Suspension or withdrawal of the fruit fly pest free area designation

If a breeding population has established (i.e. if any of the triggers specified in sections 7.1 or 7.3 of the core text of this standard have been reached), the FF-PFA designation of the affected area should be either suspended or withdrawn. The affected area – including the infested area and, where necessary, a buffer zone – may be the whole FF-PFA or part of it. In most cases, the affected area may be delimited by applying a suspension radius that depends on the biology and ecology of the target fruit fly. The same radius may apply for all FF-PFAs for a given target fruit fly unless scientific evidence supports a deviation.

2.3 Application of control measures in the affected area

Specific corrective actions to eradicate the target fruit fly from the affected area should be implemented immediately and adequately communicated to stakeholders. These actions may include one or more of the following:

- total harvest and destruction, treatment or removal of host fruit;
- destruction of infested host fruit;
- destruction of other plant material;
- soil treatment (chemical or physical);
- insecticide application, including selective insecticide bait treatments;
- biological controls;
- male annihilation technique;
- sterile fly release; or
- mass trapping.

Measures should be immediately enforced to control the movement of regulated articles that can host the target fruit fly. These measures may include, as appropriate, fruit disinfestation and the operation of roadblocks to prevent the movement of infested fruit from the affected area to the rest of the FF-PFA. Other measures may be applied, such as increased surveys, supplementary trapping or phytosanitary treatment of host consignments from the affected area, to provide phytosanitary assurances of fruit fly freedom. Interim measures (e.g. phytosanitary treatments, systems approaches) may be agreed with importing countries before a breeding population occurs within the FF-PFA to minimize disruption to trade.

Details about control measures for a breeding population within an FF-PFA are given in Annex 3.

2.4 Criteria for reinstatement of the fruit fly pest free area designation and actions to be taken

The criteria for determining that eradication from the affected area has been successful are specified in section 7.2 of the core text of this standard and should be included in the corrective action plan for the target fruit fly. The length of time before eradication may officially be declared successful depends on the biology and ecology of the species, the prevailing environmental conditions, and the effectiveness of the surveillance used to confirm area freedom. Once the criteria have been fulfilled, the NPPO of the exporting country should reinstate the FF-PFA designation and surveillance levels for the maintenance of the FF-PFA.

2.5 Reporting of changes in the fruit fly pest free area

The NPPOs of relevant importing countries, and entities authorized to undertake relevant activities on behalf of the NPPO of the exporting country (see ISPM 45), should be kept informed of changes in the FF-PFA, as appropriate, and pest reporting obligations should be observed (see ISPM 17).

This annex is a prescriptive part of the standard.

ANNEX 3: Control measures when a breeding population is detected within a fruit fly pest free area

When a breeding population of the target fruit fly is detected within an FF-PFA, an eradication area (see Figure 1) and related control measures should be initiated. This is the case for both established populations and, where applicable (see section 2 of Annex 2), populations that are not able to establish. The objective should be to eradicate the population of the target fruit fly and restore the FF-PFA, protect the surrounding FF-PFA, and meet the phytosanitary import requirements of importing countries. In particular, control measures are needed because movements of regulated articles from and through an eradication area pose a potential risk of spreading the target fruit fly.

1. Initiation of an eradication area

The eradication area should be based on a technical evaluation. The designation of the affected area should be suspended. If control measures cannot be applied to initiate an eradication area, then the designation of the FF-PFA should be withdrawn in accordance with this standard.

The eradication area should cover the infested area. In addition, where necessary, a buffer zone should be established as determined by delimiting surveys, taking into account the factors listed in section 5.1 of the core text of this standard.

A circle delimiting the minimum size of the eradication area should be drawn, centred on the actual detected population of the target fruit fly and with a radius large enough to comply with the above considerations, as determined by the NPPO of the exporting country. In the case of several population detections, several (possibly overlapping) circles may be drawn accordingly, as illustrated in Figure 1.

If necessary for the practical implementation of the eradication area, the NPPO of the exporting country may adjust the eradication area to correspond to administrative boundaries or topography.

A map with geographical coordinates should be used for delimiting and enabling recognition of the eradication area. Signposts may be placed along boundaries and on roads to alert the public, and notices may be published to facilitate public awareness.

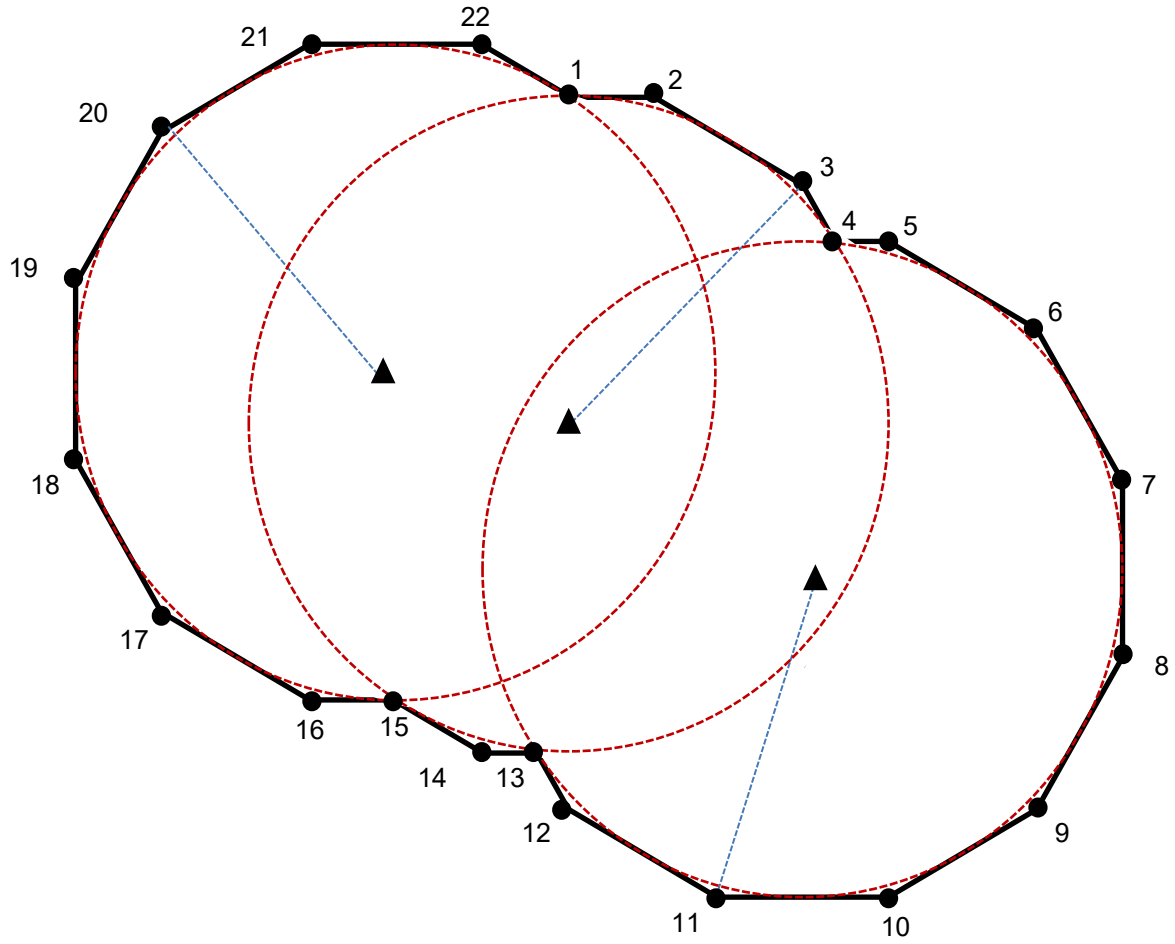

Figure 1. Example of delimiting circles and approximating polygons to determine the eradication area around three detected pest populations.

Notes: Solid triangles (▲), centre of detected population; solid circles (●), geo-referenced coordinates; red dotted lines, delimiting circles (minimum size of eradication area); black lines, approximating polygons (eradication area adjusted to correspond to administrative boundaries or topography).

2. Control measures

Each stage of the production chain (e.g. growing, sorting, packing, transporting, distribution) may lead to the target fruit fly entering the FF-PFA from the eradication area. This is not the case, however, for any facilities located within the FF-PFA that handle only host fruit from the FF-PFA. Appropriate control measures should be applied to manage the pest risk to the surrounding FF-PFA and any importing countries.

Control measures applied at each stage of the production chain are described in the following sections.

2.1 Production

During the production period within the eradication area, the NPPO of the exporting country may require the application of control measures to avoid infestation, such as mechanical and cultural controls (e.g. removal and destruction of host fruit, soil swamping and ploughing), chemical treatment of soil, fruit bagging, insecticide baits, bait stations, male annihilation technique, mass trapping, sterile insect technique and biological control.

2.2 Movement of regulated articles

To prevent the spread of the target fruit fly, regulated articles (e.g. host fruit, soil, contaminated equipment and waste) being moved from, through or within the eradication area should be transported in a way that prevents infestation and contamination. This also pertains to moving regulated articles for phytosanitary certification.

2.3 Packing, storage, processing and treatment facilities

Facilities packing, storing, processing or treating fruit fly host fruit may be located within the eradication area or in the FF-PFA. Control measures to prevent the target fruit fly entering the FF-PFA from the eradication area should be considered for each type of facility. The NPPO of the exporting country should have a clear overview of all facilities located within the FF-PFA and eradication area. The NPPO should require that all facilities within the FF-PFA and eradication area are registered, audited and have appropriate control measures in place to do the following:

- maintain traceability of host fruit;
- prevent the target fruit fly from entering or escaping the facility;
- monitor regularly for the presence or absence of the target fruit fly in and around the facility;
- eliminate fruit flies if detected in and around the facility;
- prevent mixing of host fruit originating from areas of different pest status (e.g. by consignment segregation, insect proofing to prevent contamination); and
- securely dispose of rejected fruit.

2.7 Sale inside the eradication area

Host fruit sold within the eradication area may be at risk of infestation if exposed before being sold (e.g. placed on display in an open-air market) and may therefore need to be physically protected to avoid spread of the target fruit fly while on display and being stored. If at risk of infestation and not physically protected, the host material should not be moved outside the eradication area after being exposed.

3. Documentation and record-keeping

The control measures, including corrective actions, used in the eradication area should be adequately documented, reviewed and updated (see also ISPM 4) and these records should be retained for at least 24 months. Such documents should be made available to the NPPO of importing countries on request.

4. Termination of control measures in the eradication area

To be considered successful, eradication of the target fruit fly in the eradication area should meet the requirements for reinstatement of FF-PFA designation after an incursion is detected, in accordance with this standard (see section 7.2 of the core text of this standard).

The control measures should remain in force until eradication is declared. If eradication is successful, the control measures in the eradication area may be terminated and the FF-PFA designation may be reinstated. If eradication is unsuccessful, the FF-PFA delimitation should be modified accordingly. The NPPOs of relevant importing countries should be notified.

ATTACHMENTS

Guidance material for further reading

It is intended that Annex 3, Appendix 1 and Appendix 2 of ISPM 26 as adopted in 2015 are moved to guidance material so that they can be updated more easily. To ensure that this information is not lost in the interim period, it is provided as attachments to this standard. Once the information has been updated and made available as guidance material, these attachments will be removed from this standard.

[The attachments have been omitted in the meeting report and can be found in the version submitted for consultation]

Appendix 5: Draft annex to ISPM 23 (*Guidelines for inspection*): Field inspection (2021-018)

Status box

This is not an official part of the standard and it will be modified by the IPPC Secretariat after adoption.	
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Steward history	2022-04 Masahiro SAI (JP, Lead Steward) 2022-05 Mariangela CIAMPITTI (IT, Assistant Steward)
Notes	This section will remain on the drafts going for consultation but will be deleted before adoption. 2022-11 SC removed reference to growing season from the title of the specification 2023-11 Edited 2024-05 Edited 2025-06 Edited

This annex was adopted by the [XXX] Session of the Commission on Phytosanitary Measures in [XXX 20XX].

The annex is a prescriptive part of the standard.

ANNEX 1: Field inspection

1. Scope

This annex describes field inspection as a phytosanitary measure in relation to plants being produced for international trade. It provides requirements for field inspection as a stand-alone phytosanitary measure, as a component of a systems approach, or in combination with another phytosanitary measure or measures, to detect pests, or signs or symptoms of pests, or verify conformity with phytosanitary requirements. The annex outlines assumptions involved in the application of field inspection as well as the requirements for the field-inspection process and the associated documentation.

In the context of this annex, the term “field inspection” applies to the inspection of plants during the growing period or dormant stage. The term “pest” may refer to a single regulated species or multiple regulated species.

If symptoms are detected during field inspection, it may be necessary to take samples for examination by a qualified expert or for laboratory testing to verify the absence of the pest. Such phytosanitary actions are outside the scope of this annex.

The annex does not cover inspection of consignments.

2. Objectives of field inspection

Field inspection is the inspection of plants in fields (including plants in open fields, in nurseries, and in controlled environments). National plant protection organizations (NPPOs) may use field inspection as a phytosanitary measure when it is applied to detect pests, or signs or symptoms of pests, or to verify conformity with phytosanitary requirements.

The objectives of field inspection as a phytosanitary measure include, but are not limited to:

- detection of pests, or signs and symptoms of pests; and
- verification of conformity with phytosanitary requirements, including:
  - as part of a systems approach (ISPM 14 (*The use of integrated measures in a systems approach for pest risk management*)),
  - for the establishment and maintenance of a pest free place of production or production site (ISPM 10 (*Requirements for the establishment of pest free places of production and pest free production sites*)),
  - to verify that plants in a field are free from a specified pest, or
  - in certification programmes for export, to verify that infestation of plants for planting by a specified pest has not exceeded the specified threshold.

3. Field inspection and specific surveillance

National plant protection organizations may use field inspection to verify conformity with phytosanitary requirements for the international movement of plants as described in this annex, but it can also be used as part of specific surveillance (ISPM 6 (*Surveillance*)) to determine pest status in accordance with ISPM 8 (*Determination of pest status in an area*).

4. Assumptions involved in the application of field inspection

In addition to the assumptions outlined in section 1.2 of the core text of this standard, the use of field inspection to verify the absence of a specified pest or to determine pest incidence in a field is based on the following assumptions:

- The pest or its sign or symptom is visually detectable at a certain stage of plant growth.
- If the pest is detected during field inspection, the commodity derived from those plants may be infested.
- Field inspection can be more effective or practical than testing or inspection of consignments (e.g. rootstocks, seeds).

5. Other considerations for field inspection

In addition to the factors listed in section 1.5 of the core text of this standard, NPPOs may also consider the following when deciding on the use of field inspection as a phytosanitary measure:

- pest status in the area (present or absent);
- pest prevalence and pest distribution in the field;
- pest biology;
- phenological stage of plants;
- the susceptibility of the plant species and variety or cultivar to the pest of concern;
- the origin of the plants being inspected;
- inspection method, timing and frequency, and the technical equipment needed;
- field size and configuration;
- other biotic factors (e.g. presence of other pests, natural enemies, hosts in the vicinity) and abiotic factors (e.g. climate);

- cultural practices and control measures; and
- length of time between inspection and harvest.

6. Specific requirements for field inspection

The specific requirements for field inspection relate to the following components of the field-inspection process:

- examination of relevant documents;
- verification of identity of the field and plants; and
- visual examination for pests and conformity with other phytosanitary requirements.

6.1 Examination of relevant documents

Relevant documents associated with field inspection may include the following:

- field maps, field-identity documents;
- producer records;
- documents confirming registration of the field;
- previous inspection reports;
- previous test reports;
- treatment documents or certificates;
- certificates of origin of plants and plant material;
- certification-programme documentation;
- phytosanitary import requirements; and
- records that ensure traceability (e.g. the necessary information to allow trace-forward and trace-back of plants).

6.2 Verification of the identity of the field and plants

Inspectors should verify the identity of the field and of the plants that are subject to inspection to ensure that they match the identity provided in the corresponding documents (e.g. location of field; species, varieties and cultivars).

6.3 Visual examination for pests and conformity with phytosanitary requirements

6.3.1 Detection of pests

To determine whether the pest of concern is present in the field or its vicinity, or whether its population size exceeds a specified threshold, the NPPO should select an inspection method.

The method and the intensity of inspection should allow the pest to be detected at the desired level of detection with the desired level of confidence. The ability of the method to do this depends on practical and statistical considerations, such as the effectiveness of the method at detecting the pest, the growing conditions, and the number of plants or the size of the field.

The method should be based on reliable, documented, technical and operational criteria, and the NPPO should apply it consistently.

6.3.2 Verification of conformity with other phytosanitary requirements

National plant protection organizations may conduct field inspection to verify conformity with other phytosanitary requirements, such as those relating to:

- the growing medium and substrate for the plants;
- the phenological stage and size of the plants;
- the distance between the field and any specific host plants;

- pest-management practices in the vicinity of the field;
- specific production conditions; or
- sanitation and hygiene.

7. Field-inspection methods

The field-inspection method should be designed to detect the pest of concern at the desired level of detection with the desired level of confidence. The NPPO should review the method as necessary to take account of the experience gained and new technical developments. The method may include one or more of the following:

- a general visual assessment of a field, or part thereof, to check the physiological condition of the plants, looking for anomalies within the crop and for any noticeable, poorly growing plants or patches of plants or those with obvious symptoms;
- inspection of the entire field, a part of the field, or where appropriate the entire field and its vicinity, depending on phytosanitary requirements;
- an inspection scheme that ensures that relevant parts of the field are adequately and proportionally represented, and that is appropriate for detecting the pest; and
- targeted inspection of individual plants or specific plant parts (including underground parts) that are expected to show signs or symptoms of pests.

When selecting the timing and frequency of field inspection, the NPPO should take into account the biology of the pest and the plants:

- The timing should coincide with a life stage of the pest that is suitable for detection and for the plants to show signs or symptoms. This varies between pest and plant species and may depend on the growing conditions and local cropping practices.
- The length of time between the inspection and date of harvest may need to be considered.

Visual examination of plants in the field may not be sufficient to verify absence of the pest. Examples of such circumstances include the following:

- the pest is known to exhibit latency;
- infested plants can be asymptomatic;
- the phenological stage of the plants is not appropriate for pest detection (e.g. young plants);
- suspicious signs or symptoms cannot be immediately identified; and
- the life stage of the pest at the time of inspection is difficult to detect.

In such circumstances, the NPPO may carry out field inspection in combination with another phytosanitary measure to provide assurance that plants are free from the pest.

8. Field inspection outcome

The result of the field inspection may contribute to the decision about whether the plants meet phytosanitary requirements.

If the pest of concern is detected or its population size exceeds the specified threshold, or if conformity with other phytosanitary requirements is not verified, the NPPO may take further actions to meet phytosanitary requirements. These actions may be determined by the nature of the findings, considering the pest or other objectives, and the circumstances; for example, the NPPO may exclude the place of production from further phytosanitary certification for export.

9. Documentation

National plant protection organizations should develop official documentation for conducting field inspections and recording the results. Such documentation is essential for promoting consistency,

improving the interpretation and reliability of results, and facilitating the audit and verification of field-inspection activities.

The NPPO should retain all records about each field inspection for as long as is needed to allow trace-back from a non-compliant consignment or to facilitate the later review of results if necessary. Such records should be made available for audit, and to the NPPO of an importing country on request.

10. Responsibilities of national plant protection organizations

The responsibilities of NPPOs that conduct field inspection should include the following:

- designing a field inspection programme in accordance with the factors listed in section 1.5 of the core text of this standard and other considerations in section 5 of this annex;
- sharing the field inspection programme with the NPPOs of importing countries, if appropriate;
- ensuring that the field inspection programme is consistently implemented;
- providing sufficient human resources and equipment to design and implement the field inspection programme;
- training personnel to ensure that their skills and expertise are maintained at an adequate level to plan and conduct field inspections effectively and consistently;
- ensuring that inspectors can fulfil the requirements described in section 1.4 of the core text of this standard;
- developing, reviewing and evaluating field-inspection processes as needed; and
- determining the roles and responsibilities of producers with regard to field inspections.

Potential implementation issues

This section is not part of the standard. The Standards Committee in May 2016 requested the secretariat to gather information on any potential implementation issues related to this draft. Please provide details and proposals on how to address these potential implementation issues.