



## COMMISSION ON PHYTOSANITARY MEASURES

### TWENTIETH SESSION

### COMMODITY- AND PATHWAY- SPECIFIC ISPMS

#### AGENDA ITEM 13.2

*(Prepared by the IPPC Secretariat and reviewed by TPCS steward)*

#### 1. Background

[1] The IPPC Strategic Framework 2020–2030 prioritizes the development of commodity- and pathway-specific International Standards for Phytosanitary Measures (ISPMs). These standards, developed under the guidance of the CPM, aim to support countries in protecting traded commodities from plant pests through improved monitoring, prevention, detection and response.

[2] By 2030, the adoption of commodity-specific ISPMs, along with any necessary diagnostic protocols and phytosanitary treatments, is expected to provide national plant protection organizations (NPPOs) with harmonized measures to support pest risk analysis, import regulation, and export-oriented production. These standards will also facilitate trade and streamline market-access processes.

#### 2. Benefits

[3] Commodity-specific standards will facilitate market access, simplify and accelerate trade negotiations, create market opportunities and simplify safe trade in plants and plant products.

[4] These standards will promote harmonized and technically justified phytosanitary measures and import requirements among IPPC contracting parties.

[5] Developing countries will be able to trade more quickly, since harmonized phytosanitary measures will limit restrictions on importation.

#### 3. Key points and principles

[6] The development, adoption and implementation of commodity standards will not alter the sovereign rights and fundamental obligations under the IPPC and the World Trade Organization Agreement on Sanitary and Phytosanitary Measures (SPS Agreement). Moreover, as agreed by the CPM:

- the regulation of pests will remain firmly based on pest risk analysis and subject to technical justification;
- obligations will not be imposed on importing countries; and
- the list of pests and phytosanitary measures in each specific commodity standard is not exhaustive.

#### 4. Update on status of implementation

[7] This development-agenda item is being implemented for commodity-specific ISPMs and is led by the Standard Setting Unit within the IPPC Secretariat. It is under the guidance and oversight of the [IPPC Standards Committee \(SC\)](#) and it is being delivered by the [IPPC Technical Panel on Commodity Standards \(TPCS\)](#).

[8] The TPCS was established by the Fourteenth Session of the Commission on Phytosanitary Measures (CPM-14) in 2019<sup>1</sup> to support the development of specific commodity standards within the framework of [ISPM 46 \(Commodity-specific standards for phytosanitary measures\)](#), to ensure that sufficient rigour, resources and focus can be provided, and to develop guidance on related issues. The TPCS works under the guidance of the SC, following the technical-panel working procedures<sup>2</sup> and the approved Specification TP 6 (*Technical Panel on Commodity Standards*).<sup>3</sup> More information can be found on the International Phytosanitary Portal (IPP).<sup>4</sup>

[9] With the current volume of work and subjects in the IPPC work programme (as of May 2025) the **new projection** is that **by 2028** there will be **six adopted annexes to ISPM 46**, as outlined below (see Table 2 and Figure 1).

[10] As agreed by CPM-19 (2025), the **IPPC Call for Topics: Standards and Implementation**<sup>5</sup> is now an ongoing call (pilot phase). However, as of December 2025, the IPPC Secretariat has not received any new proposals for the development of specific commodity standards under ISPM 46.

## 5. Highlights of the work

[11] **First annex to ISPM 46 adopted.** The first annex to ISPM 46, Commodity Standard (CS) No. 1 (International movement of fresh *Mangifera indica* fruit) (2021-011), was adopted by CPM-19 (2025), marking a milestone in the history of ISPMs. The annex, which establishes standardized phytosanitary measures to ensure the safe international trade of mangoes while preventing the introduction and spread of pests, is publicly available on the [Adopted standards page](#) of the IPP.

[12] **A total of six draft commodity standards have already been drafted by the TPCS**, including CS 1.

## 6. Membership update

[13] The [TPCS membership and contact information](#) can be found on the IPP.<sup>6</sup> Three new members were selected by the SC to join the panel in April 2025 following an IPPC Call for Experts.

## 7. TPCS work programme

[14] As of December 2025, the TPCS and the IPPC work programme includes seven subjects on commodity standards, approved by CPM-18 (2024), as outlined in Table 2 below. The table also provides a summary of the status of development and a forecast for the consultation period stage.

[15] Figure 1 provides a summary of the tentative timeline on the progress of this development-agenda item and the commodity standards, as of December 2025, following the stages in the IPPC standard setting process.

<sup>1</sup> CPM-14 (2019), agenda item 8.1: <https://www.ippc.int/en/commission/cpm/cpm-sessions/>

<sup>2</sup> IPPC procedure manual for standard setting: <https://www.ippc.int/en/publications/85024/>

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

<sup>4</sup> TPCS main page on IPP: <https://www.ippc.int/en/core-activities/standards-setting/expert-drafting-groups/technical-panels/technical-panel-on-commodity-standards/>

<sup>5</sup> IPPC Call for Topics: Standards and Implementation: <https://www.ippc.int/en/calls/call-for-topics-standards-and-implementation/>

<sup>6</sup> TPCS main page on IPP: <https://www.ippc.int/en/core-activities/standards-setting/expert-drafting-groups/technical-panels/technical-panel-on-commodity-standards/>

**Table 2.** Specific commodity standards (annexes to ISPM 46 (*Commodity-specific standards for phytosanitary measures*) in the work programme of the Technical Panel on Commodity Standards and the IPPC, and the status of their development

Topic No.	Current Title	Priority	Status
2023-028	International movement of fresh <i>Musa</i> spp. fruit	1	Draft ISPM submitted to first consultation period in July 2025, planned for <b>second consultation in July 2026</b> .
2023-023	International movement of fresh <i>Colocasia esculenta</i> for consumption	1	Draft ISPM submitted to first consultation period in July 2025, planned for <b>second consultation in July 2026</b> .
2023-008	International movement of seeds of <i>Phaseolus vulgaris</i>	1	Draft ISPM drafted in <b>June 2025</b> and planned for <b>first consultation in July 2026</b> .
2023-019	International movement of <i>Citrus</i> fruit	1	Draft ISPM drafted in <b>June 2025</b> and planned for <b>first consultation in July 2026</b> .
2023-024	International movement of <i>Malus domestica</i> fruit for consumption	2	For drafting at the <b>Dec 2025</b> face-to-face meeting of the TPCS; planned for <b>first consultation in July 2026</b> .
2023-018	International movement of <i>Vitis vinifera</i> fruit	2	Tentatively for drafting at the <b>2026</b> face-to-face meeting of the TPCS; planned for first consultation in July 2026 or <b>July 2027</b> .
2023-027	International movement of fresh <i>Citrus sinensis</i> fruit	2	The need for drafting depends on 2023-019.

Note: TPCS, Technical Panel on Commodity Standards.

[16] **Two face-to-face TPCS meetings were organized for 2025 to expedite the development process and identify lessons learned.** The TPCS had their first face-to-face meeting of the year from 9 to 13 June 2025 in New Zealand. During this meeting, the TPCS further developed the *International movement of citrus fruit* (2023-019), and the *International movement of seeds of Phaseolus vulgaris* (2023-008), both which are priority 1 subjects.<sup>7</sup>

[17] The second face-to-face meeting is planned for 8–12 December 2025 at FAO headquarters (Rome, Italy) to develop the draft annex on *International movement of Malus domestica fruit for consumption* (2023-024), priority 2, and to advance the development of draft annexes submitted for country consultation in July 2025. If drafting is successful, three annexes will be submitted for approval by the SC at its meeting in May 2026. The *International movement of Vitis vinifera fruit* (2023-018) is now planned to be drafted in 2026.

[18] **Invited expert.** Regarding the development of the draft annex *Seeds of Phaseolus vulgaris* (2023-008), at the request of some TPCS members followed by the NPPO of the Kingdom of the Netherlands (topic submitter), an invited expert on “seeds” was requested by the entire TPCS and approved by the SC. It is important to underscore that, according to the TPCS [Specification TP 6 – TPCS](#), the TPCS may invite experts with previous agreement by the SC, as invited experts.

[19] **Call for information material.** As the work of the TPCS progresses, the IPPC Secretariat regularly issues calls for information on the specific commodity standard under development. The next standard in progress, *International movement of Malus domestica fruit for consumption* (2023-024), had its call open from August to October 2025,<sup>8</sup> resulting in submissions from 20 countries across all FAO regions. Contracting parties are strongly encouraged to actively participate in these calls, as it is essential for the

<sup>7</sup> TPCS June 2025 meeting report:

[https://assets.ippc.int/static/media/files/publication/en/2025/11/Final\\_Report\\_TPCS\\_2025\\_Jun.pdf](https://assets.ippc.int/static/media/files/publication/en/2025/11/Final_Report_TPCS_2025_Jun.pdf)

<sup>8</sup> Call for information material on *Malus domestica*: <https://www.ippc.int/en/calls/calls-and-consultations/calls-for-papers-and-studies/>

development of robust and comprehensive commodity standards and represents a unique opportunity for NPPOs and regional plant protection organizations (RPPOs) to be involved in the development of science-based international phytosanitary standards. The IPPC Secretariat therefore invites all contracting parties to stay informed about the latest calls, which are posted on the [IPP page for calls](#).

## 8. Recent discussions on commodity standards

**[20] Implementation and Capacity Development Committee (IC) May 2025 discussions.** During the May 2025 IC meeting, when considering the Standard Setting Unit update, some discussion arose regarding the development of the IPPC commodity standards, especially the list of pests included in commodity standards. Some IC members voiced concerns that the pest list could potentially be misused to mandate unjustified measures. In response, the IPPC Secretariat underlined that the development of commodity standards follows a transparent process, including public consultation and engagement with regional SC representatives, through which such concerns can be formally raised and addressed.

**[21]** While the IC noted the update provided, it also invited the SC to re-consider the criteria used to evaluate and establish list of pests included in commodity standards, to minimize an incorrect interpretation and implementation.

**[22]** One IC member mentioned a potential workshop on commodity standards that may be formally proposed in the future (potentially for first quarter of 2027), utilizing the IPPC Multidonor Trust Fund contribution from the Republic of Korea, which would be an opportunity to discuss such issues.

**[23] TPCS discussions on inclusion of a pest (and therefore options of measures).** The TPCS continued discussions throughout 2025 on the criteria for including or excluding pests in commodity standards (annexes to ISPM 46), reaffirming that its role is not to reassess pest risk analyses but to evaluate submissions strictly against ISPM 46 and Specification TP 6.

**[24]** As the panel gains experience, it has identified a recurring issue: some pests submitted by contracting parties or RPPOs lack sufficient scientific evidence demonstrating an association with the commodity or pathway, often because of incomplete references or confusion between plant parts. The inclusion of such pests may mean that the options for measures included in the commodity-specific annexes are not technically justified. On several occasions, the TPCS have disagreed with the association (and therefore regulation) of pests on certain commodities and the compelling intention to include the pest in a draft. The TPCS has not challenged the sovereign right of a contracting party to regulate a pest but have questioned the scientific evidence supporting the association of specific pests with specific commodities. In this regard, note that ISPM 46 states:

Inclusion of a pest in a commodity standard does not constitute technical justification for its regulation. When determining whether to regulate a pest listed in a commodity standard, an importing country should base its decision on technical justification using either a PRA or, where applicable, another comparable examination and evaluation of available scientific information. The list of pests is not intended to be exhaustive.

**[25]** The TPCS believes that the statement in ISPM 46, which says that the pest list is not exhaustive, implies that not all pests submitted by contracting parties need to be or should be included in the draft annexes.

**[26] Strategic Planning Group October 2025.** The meeting included a discussion on the perceived value of the commodity standards currently under development, noting that communicating practical experiences with their use could help reinforce their importance and support future calls for topics. The IPPC Secretariat informed the group that a side session on commodity standards is planned for CPM-20 (2026), which is expected to provide further clarity for contracting parties. It was also acknowledged that feedback on implementation may still be limited, as only one commodity standard has been adopted to date.

**[27] SC November 2025.** The SC held its November 2025 session and considered several issues raised by the TPCS. A key area of discussion concerned the clarification and consistent use of the terms “pest absence,” “pest free area (PFA),” and references to “pest free country” within commodity standards. The SC confirmed that *pest absence*, as defined in ISPM 8 (*Determination of pest status in an area*), is

not a phytosanitary measure but a technical description based on surveillance evidence, while a *PFA*, as defined in ISPM 4 (*Requirements for the establishment of pest free areas*), is an official phytosanitary measure requiring establishment and maintenance procedures. The SC noted that ambiguities in current ISPM terminology require attention.

[28] To address these issues, the SC agreed to propose that CPM include in its work programme (see agenda item 9.1.1):

- a revision of the ISPM 5 (*Glossary of phytosanitary terms*) definition of “pest free area”, and
- a focused revision of ISPM 8 to clarify “pest absent” categories and align them with ISPM 5.

[29] The SC also examined how requirements for “pest absence” or “pest free country” should be handled in draft annexes to ISPM 46 and discussed several options for ensuring consistency and technical justification in these submissions.

[30] In relation to TPCS concerns about the inclusion or exclusion of pests in commodity standards (annexes to ISPM 46), the SC reaffirmed the TPCS’s authority under ISPM 46 and its specification. The SC agreed that the TPCS may exclude pests from draft annexes when evidence does not demonstrate that the commodity is a pathway, while noting the need to refine procedures for changes arising from consultation comments. The SC further invited the CPM to encourage contracting parties to provide complete pest and measure submissions during calls for information.

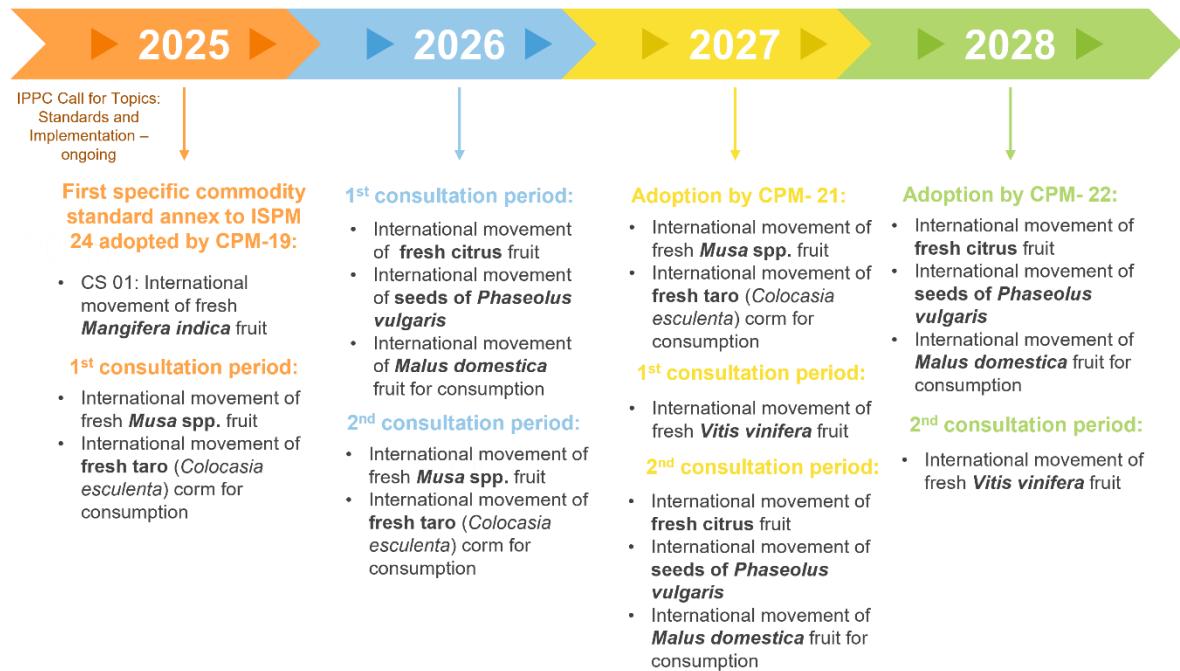
[31] Recognizing the need for greater transparency and consistency, the SC invited the TPCS to develop a draft list of criteria for the exclusion of pests and measures in commodity standards for consideration at the SC meeting in May 2026. The SC further thanked the Asia and Pacific Plant Protection Commission, the Comité de Sanidad Vegetal del Cono Sur and the Instituto Colombiano Agropecuario for their submissions to the IPPC Secretariat, noted that several of the issues raised were addressed during the meeting, and agreed to revisit any outstanding matters once the proposed criteria have been reviewed by both the TPCS and the SC.

## 9. Other initiatives

[32] **Seminar for Plant Production and Protection Division of FAO.**<sup>9</sup> In May 2025, the IPPC Secretariat engaged with the FAO Plant Production and Protection Division on the topic of “commodity standards” as part of the division’s seminar series. The seminar was well attended with over 60 participants and it sparked a high level of interest in the topic by FAO colleagues.

[33] **CPM-20 (2026) side session.** As per the original plan for a side session during CPM-19 (2025), the CPM Bureau at its June 2025 meeting confirmed that a side session on “IPPC commodity standards” would take place during CPM-20 (2026). As of December 2025, the IPPC Secretariat is working with the CPM Bureau and the TPCS to advance the preparations and the side session is expected to take place during this CPM-20 session.

<sup>9</sup> Plant Production and Protection Division 2025 seminar series: <https://www.ippc.int/en/news/ippc-paves-the-way-for-next-generation-plant-health-standards/>



**Figure 1.** Tentative timeline for the development of IPPC specific commodity standards (as of December 2025). It is expected that, by 2028, six specific commodity standards will be adopted as annexes to ISPM 46.

Note: CPM, Commission on Phytosanitary Measures; ISPM, International Standard for Phytosanitary Measures.

## 10. Financial contributions and in-kind staff contributions

[34] As of December 2025, Australia, Canada, the European Union, France, Japan and New Zealand have provided financial resources to support this development-agenda item on commodity-specific standards.

## Recommendations

[35] The CPM is *invited* to:

- (1) *note* this update;
- (2) *consider and discuss*, if formally submitted, the proposal to organize an IPPC workshop on commodity standards; and
- (3) *participate actively* in the current [IPPC Call for Topics: Standards and Implementation](#) and any future IPPC calls for information material for the development of specific commodity standards.

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