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Продовольственная и  
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Organización de las  
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Alimentación y la Agricultura

منظمة  
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للأمم المتحدة



# 植物检疫措施委员会

## 第十四届会议

2019 年 4 月 1—5 日，罗马

**植检委建议 – 紧急情况中安全提供粮食和其他援助，  
防止植物有害生物入侵（2018-026）**

议题 8.10

**澳大利亚编写，新西兰、太平洋植物保护组织  
和《国际植保公约》秘书处提供支持**

## I. 背景

1. 《国际植物保护公约》（《国际植保公约》）要求各缔约方防范植物卫生风险，预防有害生物的跨境流动。
2. 太平洋植物保护组织（太平洋植保组织）在 2018 年主题征集（标准与实施）中提交了一项概念标准提案，题为“粮食和其他援助的安全进口”。太平洋植保组织认识到，受气候变化及其他自然和人为灾害影响，全球范围内极端天气事件数量不断增多，需要为受灾地区提供人道主义援助。太平洋区域国家易受气候变化和相关的极端天气事件影响，其中很多国家在自然灾害发生后都收到了粮食和其他人道主义援助。
3. 太平洋植保组织还表示，太平洋区域面临援助相关的有害生物和其他植物卫生风险；如不采取适当的风险管理措施，这些风险就可能扎下根来，在国家从紧急状况中恢复后对经济、环境和社区产生长期影响。

本文件可通过此页快速响应二维码读取；粮农组织采用此二维码旨在尽量减轻环境影响并倡导以更为环保的方式开展交流。  
其他文件可访问：[www.fao.org](http://www.fao.org)。



4. 粮食援助挽救了数百万人的性命；事实上，粮食援助常常是拯救脆弱人群于濒死危机的唯一途径。然而，若干国家指出，政治领导人和其他政府部门对本国国家植物保护机构（国家植保机构）施加了巨大压力，即便面临着很大的植物有害生物入侵风险，还是要求放行救济援助。

5. 太平洋植保组织提议制定一项国际植物检疫措施标准（国际植检标准），在发生自然灾害或其他紧急状况后，围绕针对受援国响应和恢复活动提供的粮食和其他材料的植物卫生风险管理为援助机构、私营捐助方、出口商、进口商和监管部门提供指导。这项标准将鉴别出植物卫生风险较少或没有植物卫生风险的货物，允许其自由流动。标准还可举例说明携带植物卫生风险、需要采取管理措施以避免限定有害生物入侵的货物，以及可将风险降至可接受水平的风险管理方案。

6. 提交文件中介绍了其他惠益，包括：

- 承认自然和人为紧急情况与灾害遍布世界各个区域。
- 捐助机构和受援国需要明确的指导，不仅涉及到无需进一步植物检疫行动就可自由流动的粮援类型，而且也包括携带植物卫生风险、需要采取特定措施才能确保粮援安全的其他类型食物。
- 指导意见既要脚踏实地，又要行之有效，要有助于解决发现的问题。
- 全球援助机构数量不多。采取风险管理措施，确保运往受援国的粮食和其他援助的安全性，有利于提高材料采购的效率，可保证采购材料快速通关和配送。
- 指导意见将帮助援助提供方事先制定计划，应对援助相关的植物卫生风险，便于急需的人道主义援助安全运至受灾或其他紧急情况影响的地区。在危机情况削弱或影响了受灾地区正常的风险管理行动时，这种做法尤为有益。
- 援助提供方可提高采购、存储、处理和运输过程的效率，将安全措施纳入进来。
- 很多此类援助都是通过正常商业贸易路径以外的过程和分销网络汇集起来，再运至需要的地区。援助提供方可能不知道或不了解植物卫生风险以及满足进口国要求的需要。

7. 很多国家在这方面经验丰富，可帮助制定实用的指南。

8. 预防有害生物进入需要短期或长期人道主义援助的国家也契合《国际植保公约》在粮食安全、环境保护和推动安全贸易方面的战略目标。在正常植物卫生风险管理系统已遭破坏的地区，随着援助货物进入的有害生物更有可能扎下根来，在受灾地区不断扩散。

## II. 太平洋区域的经验

9. 若干国家指出他们在国内面临的困难，国内要求援助物品快速通关，却很少考虑植物卫生风险管理不当会导致潜在的中期和长期有害生物影响落地生根。这些影响可能包括在作物生产中要使用额外的化学品因而造成产量和质量下滑，针对现有市场要采取更多的植检措施，以及行业的损失。

10. 他们表示，有害生物的影响并不限于农业生产。美洲含羞草（*Mimosa diplotricha*）就是在 2002 年飓风瓦卡发生后法国援助署的重建援助活动中随着大溪地的沙土进入了瓦瓦乌群岛（汤加）。

11. 种植用种子一度被用作援助品。这些种子都是以救济种子包的形式提供，每包种子重 100-500 克。蔬菜种子可能源自于未开展风险分析的国家。由于种子被当做援助物资，大部分国家都接受了种子，将其作为救济包分发给农民。这些进口种子携带的病毒和其他病原菌就有可能扎下根来。

12. 在近期针对自然灾害的响应行动中，某国家植保组织了解到一种粮援物品的来源地会受到会引发检疫问题的疾病侵扰，故要求以冷冻形式提供该粮援物品，确保此种物品不会用于种植。这种做法确保了进口安全。

13. 在太平洋区域之外，大谷蠹（*Prostephanus truncatus*）随着粮援谷物传入非洲是一个更加有力的例证，说明初衷良好的粮食援助带来了灾难性后果，产品中藏匿的有害生物在受援国长期扎下根来。

## III. 《国际植保公约》主题问题工作组的分析

14. 主题问题工作组对太平洋植保组织关于制定粮食和其他援助安全进口概念标准的提案开展分析之后，认为这项提案不适于作为概念标准，但鉴于该问题的重要性不断提升，编制指导意见会有所助益（另见植检委议题 9.1）。主题问题工作组建议这种指导意见可以采取植检委建议的形式，作为优先重点编写，提交 2020 年植检委第十五届会议部长级会议批准通过。标准委员会（标准委）与实施工作和能力发展委员会会议分别审议了主题问题工作组针对提交主题提出的建议。

15. 标准委承认这是一个重要但又艰难的主题。标准委表示，主体问题工作组的建议不失为解决这个问题的良策，即编写植检委建议，提交 2020 年植检委第十五届会议通过。

16. 实施工作和能力发展委员会也对主题问题工作组的建议表示赞同，表示植物和植物产品，以及包括机器和车辆在内的非植物产品均应包括在范围之内。

17. 太平洋植保组织对提案进行了修订，形成了附载在附件 1 中的植检委建议草案（仅提供英文版），供植检委第十四届会议审议。

#### IV. 建议

18. 提请植检委第十四届会议：

- 1) 注意到本项建议的背景情况。
- 2) 考虑编写植检委建议的需要，以鼓励缔约方做好准备，能够防范紧急情况发生后粮食和其他援助进出口相关的植物卫生风险，降低植物有害生物入侵的可能。
- 3) 同意将植检委建议草案分发下去，以便各国在 2019 年 7 月 1 日至 9 月 30 日期间利用在线评议系统进行磋商，目的是形成最终版本，供植检委第十五届会议（2020 年）通过。
- 4) 注意到植检委第十五届会议（2020 年）部长级会议可成为有益平台，让各方认识到对粮食和其他援助（包括包装、设备、机器和车辆等非植物产品）中有害生物进行管理的重要性。
- 5) 要求各缔约方在国家评议中提供额外信息，通过以下措施帮助其他各方管理粮食和其他援助相关的植物卫生风险：
  - 基于自身过去五年间作为受援国的经验，列出经常接收的作为人道主义援助物资提供的货物和材料，将其列入附录 1<sup>1</sup>和附录 2<sup>2</sup>的清单之中；
  - 基于自身经验说明进口这些货物可能带来的植物卫生风险；
  - 落实风险管理方案来防范此类风险，包括普遍可用的商业生产过程，此种过程在应对植物卫生风险方面的效果已被认可；
  - 在 2019 年区域研讨会上分享粮食和其他援助风险及风险管理的信息和经验，并且在在线评议系统的反馈意见中提供此类信息。

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<sup>1</sup> 仅英文

<sup>2</sup> 仅英文

**ATTACHMENT 1****CPM recommendation: Safe provision of food and other aid to prevent the international spread of plant pests (2018-026)****Status box**

This is not an official part of the CPM Recommendation and it will be modified by the IPPC Secretariat after adoption.	
<b>Date of this document</b>	2019-02-07
<b>Document category</b>	Draft CPM recommendation
<b>Current document stage</b>	To CPM-14 for consideration for inclusion in the work programme and for country consultation
<b>Major stages</b>	2018-026 Topic <i>Safe provision of Food and Other Aid to prevent the international spread of plant pests</i> proposed by PPPO members for inclusion in the IPPC work programme for a CPM Recommendation.
<b>Notes</b>	This is a <u>draft document</u> presented to CPM-14 for consideration as a CPM recommendation.

**Safe provision of food and other aid to prevent the international spread of plant pests****BACKGROUND**

There has been a significant increase in severe weather events, attributed to climate change, as well as man-made and natural disasters that have precipitated the urgent need for food, water and machinery to prevent or ameliorate humanitarian crises. For example, Tonga has experienced three category 4 cyclones and one category 5 (Cyclone Ian) since 2010, while the Pacific region as a whole is increasingly experiencing damaging storms and storm surges. These events are not limited to developing countries or the Pacific region, and have occurred in all regions of the world.

National Plant Protection Organizations (NPPOs) are impacted by these situations but are still bound by their role to effectively manage the phytosanitary risks associated with imports of aid received in the aftermath of such disasters. There are a number of examples of long term impacts on the economy, environment and communities from pests introduced with aid that have continued long after the country has recovered from the emergency situation

The effective management of phytosanitary risks can be difficult during an emergency situation. Executive government may demand that the goods are cleared and provided to those in need, even when it is clear that the goods would, under normal risk-based clearance processes, present a phytosanitary risk that would require a treatment to address, or would otherwise be re-exported or destroyed. Mixed consignments in shipping or air containers, which have a range of goods and risks, can experience delays in clearance and release as they require a full unpack to verify their phytosanitary status. Damaged infrastructure may prevent the application of phytosanitary treatments to remediate risks identified, and re-export may not be an option either – leaving the NPPO to deal with the risk.

NPPOs acknowledge and appreciate the aid from other countries and international organisations. This Recommendation is intended to provide clear guidance to aid providers and recipient countries to enable the effective management of phytosanitary risks associated with commonly provided food and other aid to prevent the introduction of pests.

**ADDRESSED TO**

Contracting parties, donor agencies and organisations and regional plant protection organizations.

**RECOMMENDATIONS**

The Commission notes that countries receiving food and other humanitarian aid are exposed to pests that, unless appropriate risk management is applied, may become established and have a long term impact on the economy, environment and communities long after the country has recovered from the emergency situation. Commonly provided aid goods and materials include food, water, building materials, planting materials (seeds), people (volunteers, human resources), vehicles, machinery and equipment.

While natural disasters cannot be foreseen, the Commission *encourages* contracting parties and regional plant protection organisations (as relevant) to:

- a) *undertake* emergency response planning and preparedness activities to reduce the risk of entry of plant pests with food and other humanitarian aid that may be provided to them in the event of an emergency or disaster.
- b) *engage* with aid agencies, exporters and importers and regulators to raise awareness of the phytosanitary risks associated with food and other materials that are provided to assist response and recovery of countries after a natural disaster or other emergency situation, and their effective management.
- c) *use* the general guidance in [Appendix 1](#) and [Appendix 2](#) to identify risk management measures that could be applied to food and other aid goods and materials to prevent the international movement of pests that may be associated with them
- d) *partner* with aid and donor agencies to better plan for the safe operation of their programs, including standardising supply and distribution operations for multiple countries to increase the efficiency of border clearance processes and potentially reduce regulatory burden.
- e) *encourage* the pre-treatment and/or pre-clearance of food and other aid to expedite clearance
- f) *establish* mechanisms for providing information to potential donors, aid agencies, importers and exporters to reduce the movement of risk goods in an emergency situation.

**RECOMMENDATION(S) SUPERSEDED BY THE ABOVE**

None.

**APPENDIX 1: Examples of commodities or materials provided as food or other aid that are not capable of being infested with quarantine pests**

This appendix is for reference purposes only and is not a prescriptive part of the CPM recommendation.

COMMODITY	END USE	ASSOCIATED PHYTOSANITARY RISKS	RISK MANAGEMENT MEASURE(S)	ADDITIONAL INFORMATION
Bottled water	Human consumption	Nil - if fit for purpose	Commercially prepared, sealed and pasteurised, clean, new packaging	
Medical supplies	Medical use	Nil - if fit for purpose	Sterilised, clean, new packaging	
Cement components except sand and gravel	Construction	Nil - if in clean packaging	Clean packaging	
Processed foods	Human consumption	Nil - if subject to processing methods that address phytosanitary risks	Methods in Annex 1 of ISPM 32 ( <i>Categorization of commodities according to their pest risk</i> )	ISPM 32( <i>Categorization of commodities according to their pest risk</i> )
Tents	Shelter	Nil – if clean and new	Absence of soil and other contaminants on tents including poles and pegs	
<b>ADD OTHERS</b>				

**APPENDIX 2: Examples of commodities or materials provided as food or other aid that are capable of being infested with quarantine pests**

This appendix is for reference purposes only and is not a prescriptive part of the CPM recommendation.

COMMODITY	END USE	ASSOCIATED PHYTOSANITARY RISKS	RISK MANAGEMENT MEASURE(S) TO ADDRESS RISKS	ADDITIONAL INFORMATION
Fresh fruit and vegetables	Human consumption	Crop production pests		
Soil	Land fill			
Earthmoving machinery				ISPM 41 ( <i>International movement of used vehicles, machinery and equipment</i> )
Timber, lumber	E.g. construction	Timber pests	Kiln drying, application of effective fumigation or preservative treatment appropriate to use of the timber	Some preservatives are toxic and should not be used where they impact human health
Processed foods	Human consumption	Phytosanitary risks may remain if products can be reinfested (e.g. storage pests) or processing is insufficient to address all risks	Methods in Annex 2 of ISPM 32	ISPM 32 ( <i>Categorization of commodities according to their pest risk</i> )
Dried food e.g. rice, grains	Human consumption	Stored product pests e.g. Khapra beetle ( <i>Trogoderma granarium</i> )	Fumigation, source from countries free of the pest	
Wood packaging and dunnage	e.g. secure transport of food and aid, for animal crates, packaging for vehicles	Timber pests	Approved treatment or ISPM 15 ( <i>Regulation of wood packaging material in international trade</i> ) compliant	ISPM 15 ( <i>Regulation of wood packaging material in international trade</i> )
Seeds	Planting Material	Seed borne pathogen	Seed treatment with fungicides. However, difficult for 100 percent mitigation. Complete risk	ISPM 38 ( <i>International movement of seeds</i> )



COMMODITY	END USE	ASSOCIATED PHYTOSANITARY RISKS	RISK MANAGEMENT MEASURE(S) TO ADDRESS RISKS	ADDITIONAL INFORMATION
			can be ascertained through Import Risk Assessment. Source from pre-approved, accredited sources	
Plant products that may contain or be contaminated with animal health risk materials	Human consumption	Animal diseases	Sourced from pest free areas and properly vacuum packed and labelled	OIE restrictions and several bird flu/mad cow diseases/ zoonosis'
Used Clothing materials/wears	Human use	Pest carrier e.g. LFA, beetles	Clean and fumigate	
All expired processed food products of plant and animal origin	Human consumption	Human health risks, storage pests	Products are fit for purpose	
Regulated GMO products	Human consumption	Subject to the laws of the receiving country		
<b>ADD OTHERS</b>				