



# ***REPORT***



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## **Eight Session of the Commission on Phytosanitary Measures April, 2013**

*Revised on 2014-03-04*



**Food and Agriculture Organization of the United Nations**

## TABLE OF CONTENTS

1. OPENING OF THE SESSION .....	4
2. ADOPTION OF THE AGENDA .....	5
3. ELECTION OF THE RAPPORTEUR .....	5
4. ELECTION OF THE CREDENTIAL COMMITTEE .....	6
5. REPORT BY THE CHAIRPERSON OF THE COMMISSION ON PHYTOSANITARY MEASURES .....	6
6. REPORT BY THE SECRETARIAT .....	6
7. GOVERNANCE .....	7
8. INTERNATIONAL STANDARD SETTING AND IMPLEMENTATION PROGRAMME .....	8
9. IPPC STRATEGIC FRAMEWORK AND RESOURCE MOBILAZION.....	19
10. IMPROVED PHYTOSANITARY CAPACITY OF MEMBERS .....	20
11. REVIEW OF INFORMATION EXCHANGE .....	23
12. LIAISON AND PARTNERSHIP OF THE IPPC AND COOPERATION WITH RELEVANT REGIONAL AND INTERNATIONAL ORGANIZATIONS .....	24
13. IMPLEMENTATION REVIEW AND SUPPORT SYSTEM .....	26
14. SCIENTIFIC SESSION - REVIEW OF PHYTOSANITARY SECURITY BASED ON A PROBIT9 TREATMENT STANDARD.....	28
15. EFFECTIVE DISPUTE SETTLEMENT .....	29
16. MEMBERSHIP AND POTENTIAL REPLACEMENTS FOR CPM SUBSIDIARY BODIES .....	30
17. REPLACEMENT OF BUREAU MEMBERS (2012-2014).....	30
18. OTHER BUSINESS .....	30
19. DATE AND VENUE OF THE NEXT SESSION.....	31
20. ADOPTION OF THE REPORT .....	31
 APPENDIX 1 - Agenda.....	 32
APPENDIX 2 - Documents List.....	35
APPENDIX 3 - Rules of Procedure for the Standards Committee.....	37
APPENDIX 4 - Criteria to help determine whether a formal objection is technically justified.....	40
APPENDIX 5 - ISPM 15 Symbol Registration: A Strategy for Going Forward.....	41
APPENDIX 6 - Proposed amendment to the Rules of Procedure of the Commission on Phytosanitary Measures .....	43

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APPENDIX 7 – TORs ePhyto Steering Group .....	52
APPENDIX 8 - IPPC Communications Strategy .....	54
APPENDIX 9 - IPPC National Reporting Obligations Work Programme .....	57
APPENDIX 10 - Membership and Potential Replacements for CPM Subsidiary Bodies.....	59
APPENDIX 11 – List of Participants .....	63
APPENDIX 12 – International Standards for Phytosanitary Measures Adopted by CPM-8 (2013).....	108

## 1. OPENING OF THE SESSION

- [1] The Chairperson of the Commission on Phytosanitary Measures (CPM), Mr Stephen Ashby, opened the meeting.
- [2] FAO Deputy Director General for Operations Daniel Gustafson welcomed members of the CPM to FAO on behalf of the DG, and wished the participants a productive meeting. He commented on the successful 60-year celebration and other activities that had taken place in 2012 and encouraged the CPM to continue this productivity in future years.
- [3] He highlighted that the IPPC is the largest Article XIV body at FAO and that, as CPM is the body responsible for the implementation of the IPPC, this meeting was an important one. He noted that, like all development agencies, FAO is increasingly asked to demonstrate the results of its work and the impacts that this has at a national level. He added that achieving results at country level is a key motive in FAO's current reform process. He said that this has resulted in heightened interest in the link between normative work like standard setting and the impact that this achieves in terms of implementation. He commented that it is precisely this linkage between normative work on public goods and national-level impacts that has made FAO proud to house the IPPC Secretariat.
- [4] He recalled his time as FAO representative in India, where he worked closely with the NPPO and noted the high volume of work involved in phytosanitary certification and pest risk analyses, and the impact that these activities have for economic growth and movement. He recognized that due to the strong international framework established by CPM, the system was able to have a great impact at country level.
- [5] Finally, he commented that the CPM-8 agenda addressed both recurring issues as well as new ones that look towards building a strong and sustainable future for the IPPC. He expressed the regrets of Director General, Mr José Graziano da Silva, who was hoping to attend but was unable to do so due to travel. He also welcomed Zimbabwe as the 178th contracting party to the IPPC.
- [6] In a videomessage, Lord de Mauley, plant health minister for the United Kingdom, reflected on the plant health issues that have been circulating in recent headlines. He stressed the important connection between the international movement of goods and movement of pests, and suggested that the IPPC and CPM pay close attention to these issues. He emphasized the value of ISPM 15 (Regulation of wood packaging material in international trade) in this respect. Finally, he emphasized that in order to create effective change, full implementation at a global level of this and other ISPMs would be necessary. He closed by reiterating his commitment to work hard on this issue.
- [7] The Secretary of the IPPC thanked the speakers and welcomed all participants. He noted that there had been many changes in FAO senior management during the past year and that fortunately many of the new leaders have experience with the IPPC and pest issues. He noted that one element of the current FAO reform process includes shifting Article XIV bodies such as the IPPC up from sub-groups at a divisional level to instead report directly to the relevant Assistant Director General. This heightened profile could bring many improved opportunities for the IPPC. He also commented that the FAO strategic framework has a lot in common with the strategic framework that IPPC adopted in 2012, covering key issues such as food security, environment, and market access.
- [8] The Secretary noted that the CPM and Secretariat were working to avoid detailed technical discussions at CPM, as exemplified in the lack of discussions on draft ISPMs during evening sessions this year. In this way, discussions would focus more on strategic issues. He noted that a future goal would be to eliminate evening sessions.

- [9] He highlighted the increased collaboration between IPPC and its partners to maximize impact of the IPPC work programme. In closing, he expressed appreciation that Mr Braulio Dias, Executive Secretary of the Convention on Biological Diversity (CBD), was able to attend and provide comments at CPM-8.
- [10] The Executive Secretary of the CBD Mr Braulio Ferreira de Souza Dias expressed gratitude at the invitation to present to the CPM. He recalled the CBD decision in 2010 on global biodiversity targets and noted that achievement of these targets would rely on contributions from partners. He mentioned his appreciation for the IPPC's commitment to working together, including signing a memorandum of understanding in 2011. He emphasized his particular interest in collaborating with the IPPC on Aichi Target 9, which is that "by 2020, invasive alien species (IAS) and pathways are identified and prioritized, priority species are controlled or eradicated, and measures are in place to manage pathways to prevent their introduction and establishment."
- [11] He noted that many IAS can be considered pests within the IPPC framework and that the IPPC principles of surveillance and quarantine are powerful tools to detect and prevent movement of IAS. Therefore, at a national level surveillance can contribute to both the IPPC strategic objectives as well as to Aichi Target 9. He emphasized that the ISPMs provide effective guidance on these issues and that the CBD Secretariat encourages the biodiversity communities and CBD focal points to collaborate with national plant protection organizations to take advantage of the IPPC framework. He encouraged CPM delegates to, in turn, reach out to CBD contacts at a national level to coordinate on issues in common. He stressed the importance of working together on the critical issue of sea containers and expressed interest in continuing to collaborate at both Secretariat and national levels.
- [12] Some members recognized the importance of cooperation between IPPC and CBD and requested to consider to expand the work program/work plan into all IPPC activities.

## **2. ADOPTION OF THE AGENDA**

### **2.1 Provisional agenda**

- [13] The chair detailed several changes to the order in which agenda items<sup>2</sup> would be addressed.

- [14] The CPM:

- (1) *Adopted* the agenda. (See Appendix 1)

### **2.2 European Union statement of competencies**

- [15] The chair announced the declaration from the European Union (EU) and its 27 member states on its statement of competencies.

- [16] The CPM:

- (1) *Noted* the Statement of Competencies and Voting Rights submitted by the European Union (EU) and its 27 member states.

## **3. ELECTION OF THE RAPPORTEUR**

- [17] The CPM:

- (1) *Elected* Ms Laura Schweitzer-Meins (United States of America) as rapporteur.

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<sup>1</sup> See <http://www.cbd.int/sp/targets/> for additional information on Aichi targets.

<sup>2</sup> CPM2013/25Rev1. All CPM-8 (2013) documents are available at <https://www.ippc.int/index.php?id=13330>

#### 4. ELECTION OF THE CREDENTIAL COMMITTEE

[18] The Secretariat explained that a Credentials Committee was needed in conformity with customary rules. The FAO Legal Office provided assistance to the Credentials Committee to determine the validity of Members' credentials.

[19] The CPM:

- (1) *Elected* a Credentials Committee which included: Mr Robinson (Canada), Ms Wu (China), Ms Mangana (Mozambique), Ms Grimstad (Norway), Mr Benavides (Panama), Mr Yamanea (Papua New Guinea) and Mr Ramadhan (Yemen). A CPM Bureau member (Mr Kouame Konan) represented the Bureau; and
- (2) *Noted* that Mr Yamanea (Papua New Guinea) was elected as the Chairperson of the Credentials Committee. The Credentials Committee established two lists: List A contained 91 members whose credentials were found valid. List B contained 33 members having submitted credentials in an acceptable form in conformity with current rules. The Credentials Committee accepted a total of 124 credentials. The number required to establish a quorum for the Commission was set at 90.

#### 5. REPORT BY THE CHAIRPERSON OF THE COMMISSION ON PHYTOSANITARY MEASURES

[20] The CPM chairperson referred to his report<sup>3</sup> and introduced the other Bureau members. He noted that one Bureau member that had been elected at CPM-7 (2012) (South-West Pacific) was unable to continue in the role due to her change of employment. In consultation with the FAO Legal Office, a representative from that region had been requested to provide input for the remainder of the year, and an election would take place during CPM-8 to select the replacement member. He noted that the member from the Near East region was unable to attend CPM-8.

[21] The chairperson encouraged contracting parties to interact with the Bureau member from their region and referenced the periodic updates from the Bureau that had been sent to contact points and posted on the International Phytosanitary Portal<sup>4</sup> (IPP). After explaining the annual schedule of Bureau meetings he made additional comments on agenda items that he looked forward to addressing. He thanked the Bureau members and the Secretariat for their collaborative efforts.

#### 6. REPORT BY THE SECRETARIAT

[22] The Secretary introduced the Report by the Secretariat<sup>5</sup> and highlighted some of the achievements and challenges of 2012.

[23] The CPM:

- (1) Encouraged contracting parties to participate in the social media activities of the IPPC.

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<sup>3</sup> CPM 2013/INF/03

<sup>4</sup> The International Phytosanitary Portal is available at: [www.ippc.int](http://www.ippc.int)

<sup>5</sup> CPM 2013/26

## 7. GOVERNANCE

### 7.1 CPM

#### 7.1.1 CPM Rules of Procedure

### 7.2 Bureau

#### 7.2.1 CPM Bureau Rules of Procedure

### 7.3 Observers

- [24] The agenda items 7.1.1, 7.2.1 and 7.3 were addressed as a group.
- [25] The Chair presented papers<sup>6</sup> proposing CPM Bureau Rules of Procedure based on previous proposals and discussions. At its October 2012 meeting, the SPG determined that the Bureau was responsible for developing its own rules of procedure (ROPs); these would be annexed to the CPM Rules of Procedure.
- [26] The CPM discussed the issue. The FAO Legal Officer noted that the practice to adopt changes in the CPM has been through consensus, however she noted that the FAO legal counsel had commented that similar bodies have a rule that changes to ROPs require a vote, and commented that it would be difficult to do this any other way.
- [27] Additionally, the Secretariat presented a paper<sup>2</sup> proposing changes to the CPM Rules of Procedure with respect to observers.
- [28] Based on the number of issues to be resolved, the Chairperson proposed a Friends of the Chair meeting. The Friends of Chair session developed a revised proposal on ROPs, guidelines on the rotation of the CPM Bureau chair and membership, and rules for observers. These were discussed in detail and the updated version was presented to the CPM. Legal counsel confirmed that the CPM would vote on amendments and ROPs.
- [29] One hundred twenty-one votes were cast, with eighty-one votes needed for a majority. The results of the vote were one hundred twenty-one in favor, none opposed, and one abstention. The rules of procedure were accordingly amended.
- [30] The CPM:
- (1) *Voted* to amend the CPM Rules of Procedure to include the rules of procedure for the CPM Bureau and rules for observers presented in Appendix 6.

#### 7.1.2 Nomination, selection and rotation of CPM Chairperson and Vice Chairperson

- [31] A Member from the Southwest Pacific region presented a paper<sup>7</sup> proposing a process for the nomination, selection and rotation of the CPM chairperson and vice-chairperson. The proposal was the result of a focus group established to address the issue, as well as lengthy deliberation during the October 2012 meeting of the Strategic Planning Group.
- [32] The key component of the proposal involves a rotation scheme based on the seven regions represented in the IPPC, which is intended to make the process more equitable. The proposal involves the rotation of the CPM Chair, beginning with the seven FAO regions: Asia, South West Pacific, Latin America and the Caribbean, Africa, North America, Near East and Europe (in that order), then adding a second rotation for the four largest regions (those regions with the greatest number of countries): Asia, Latin

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<sup>6</sup> CPM2013/31

<sup>6</sup> CPM2013/22

<sup>6</sup> CPM2013/23 Rev 1

<sup>7</sup> CPM 2013/22

America and the Caribbean, Europe and Africa. This new rotation scheme would result in the following order: Asia, South West Pacific, Latin America and the Caribbean, Africa, North America, Near East, Europe, Asia, Latin America and the Caribbean, Europe, Africa (7-4-7-4). A range of views were discussed, and the issue was addressed in the Friends of the Chair meeting on the other 7.1-7.2 agenda items. The CPM added text to the proposal to clarify that the guidelines for the nomination, selection and rotation of the chair and vice-chair were not intended to set precedence for other FAO Article XIV bodies.

[33] The CPM:

- (1) Endorsed the guidelines for the Nomination, Selection and Rotation of the CPM Chairperson and Vice Chairperson presented in Appendix 6.

## 7.4 Strategic Planning Group Rules of Procedure

[34] The Bureau Vice-Chairperson from the Latin America and Caribbean region presented a paper<sup>8</sup> proposing Rules of Procedure (ROP) for the Strategic Planning Group. These were developed based on the previous Terms of Reference (TOR) and ROP of the Strategic Planning and Technical Assistance Group (SPTA), taking into account changes made to the composition of the CPM structures that had occurred since the establishment of the SPTA. Because the Capacity Development Committee (CDC) had been established, the SPG would no longer guide technical assistance activities and would instead focus more on strategic issues. A few members questioned whether the SPG mandate overlapped with the roles of other groups such as the Bureau and Secretariat. Other members sought clarification on the scope of the SPG's work and the criteria for participation. Amendments to the text were suggested and incorporated into the text.

[35] The CPM:

- (1) *Considered* the draft Rules of Procedures for the Strategic Planning Group (SPG);
- (2) *Approved* the draft with the amendments; and,
- (3) *Agreed* to revoke the Terms of Reference and Rules of Procedure for the CPM Informal Working Group on Strategic Planning and Technical Assistance (SPTA) adopted in CPM-2 (2007).

## 8. INTERNATIONAL STANDARD SETTING AND IMPLEMENTATION PROGRAMME

### 8.1. Standard setting

#### 8.1.1 *Report on the activities of the Standards Committee*

[36] The Chairperson of the Standards Committee (SC) introduced the report<sup>9</sup> and noted that reports of the SC and expert drafting group meetings are available on the IPP. She acknowledged the contributions made during 2012 by a large number of experts, thanked contracting parties for providing useful comments during the member consultation period, and thanked the Secretariat for their continued support. She commented that continuity is important for SC work and encouraged regions to consider this when submitting nominations for the SC. The SC Chairperson encouraged contracting parties to ensure that nominated experts had support and sufficient time to contribute to standard setting activities.

[37] She noted improvements from the new standard setting process and suggested that adopting key ISPMs without extended discussion during CPM could allow more time for discussion on strategic issues.

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<sup>8</sup> CPM 2013/16

<sup>9</sup> CPM 2013/INF/06



- [38] She commented that the SC was hopeful that progress would be made with Diagnostic Protocols (DPs) during 2013 as a result of the change in the adoption process, and that an expert consultation on cold treatments, planned for late 2013, would be a useful forum for exchanging technical information and raising awareness of issues associated with these types of treatments.
- [39] The SC Chairperson commented that the SC had used information provided by the IRSS programme as a basis for producing draft specifications for the revision of ISPMs 4 (Requirements for the establishment of pest free areas) and 8 (Determination of pest status in an area). The SC will also continue to work on a specification for the revision of ISPM 6 (Guidelines for surveillance) based on the feedback from IRSS activities.
- [40] Finally, the SC Chairperson mentioned the challenges posed by some of the topics due to be discussed in 2013, and urged contracting parties to take part in the various discussions on these topics to ensure that any standard in development would meet their requirements.
- [41] The SC Chairperson thanked, on behalf of the CPM, those who actively participated in standard setting activities.

### 8.1.2 Adoption of International Standards

- [42] The Secretariat introduced a paper<sup>10</sup> that presented two draft ISPMs to be adopted in all languages as well as 31 ISPMs, one diagnostic protocol and 10 phytosanitary treatments to be adopted in the Russian language. The Secretariat explained that the ISPMs had not previously been translated into Russian because the Russian Federation did not join FAO until 2007. It was also noted that the Russian-language versions of the standards listed in CPM 2013/03-03 would be attached to the Russian version only of the CPM-8 report.
- [43] The Secretariat noted that the drafts had been subject to a formal objections period 14 days prior to CPM. As no objections were received by the deadline, CPM should adopt the drafts without discussion.
- [44] The Russian Federation expressed appreciation for availability of the ISPMs in Russian, but noted that the Russian language version standards have a number of technical terminology issues that should be resolved.
- [45] Other members also noted issues of technical terminology use, stating that the non-English language versions would need review and clarification. This issue was of particular concern with regard to principles of pest risk analysis and in relation to the CBD principles on invasive alien species.
- [46] The Chairperson referenced the existing guidance on comparison between IPPC terminology with that of the CBD, which the CPM adopted as a supplement to ISPM 5 (Glossary of phytosanitary terms)<sup>11</sup>. He encouraged contracting parties to cooperate on these issues on at national level. The Secretariat highlighted that a publication by the STDF on how to relate the principles of the IPPC and CBD would soon be released, and that national coordination on invasive alien species would be a topic at the 2013 IPPC regional workshops.
- [47] The Secretariat also clarified that translation issues would be considered by LRGs and asked that minor editorial comments be submitted to the Secretariat immediately.
- [48] The CPM:
- (1) *Adopted Annex 4 (Pest risk analysis for plants as quarantine pests)* and core text-consequential changes to ISPM 11:2004 (2005-001), contained in Appendix 12 to this report, *noting* that the title of ISPM 11 changed to *Pest risk analysis for plants as quarantine pests* and that the year of adoption of ISPM 11 changed to 2013.

<sup>10</sup> CPM 2013/3

<sup>11</sup> This and all adopted ISPMs are available on the IPP: <https://www.ippc.int>

- (2) Adopted the revision of *Annex 1 (Approved treatments associated with wood packaging material) to ISPM 15:2009 (Regulation of wood packaging material in international trade) (2006-011)*, and consequential revision of *Annex 2 (The mark and its application)* to ISPM 15:2009, contained in Appendix 12 to this report.
- (3) Adopted the below listed ISPMs in the Russian language:  
*ISPMs 1, 2, 3, 4, 6, 8, 9, 10, 11, 13, 14, 15, 16, 17, 18, 19, 20, 21, 22, 23, 24, 25, 26, 27, 28, 29, 30, 31, 32, 33, and 34, including Diagnostic Protocol 1 and Phytosanitary Treatments 1, 2, 3, 4, 5, 6, 7, 8, 9, 10 and 11.*

### 8.1.3 Proposed ink amendments to correct inconsistencies in the use of terms in adopted standards

- [49] The Secretariat introduced ink amendments<sup>12</sup> to correct inconsistencies in the use of terms and other minor modifications in ISPM 9:1998 (*Guidelines for pest eradication programmes*), ISPM 16:2002 (*Regulated non-quarantine pests: concept and application*), ISPM 17:2002 (*Pest reporting*), ISPM 20:2004 (*Guidelines for a phytosanitary import regulatory system*), ISPM 23:2005 (*Guidelines for inspection*), ISPM 25:2006 (*Consignments in transit*), ISPM 5 (*Glossary of Phytosanitary Terms*) and ISPM 5: Supplement 2 (*Guidelines on the understanding of potential economic importance and related terms including reference to environmental considerations*), noting that the review had been done for the English versions of the standards only.
- [50] Some members commented that some of the proposed ink amendments should be reconsidered and then taken into consideration during future revisions of these ISPMs<sup>13</sup> and the document was modified to remove these items from the list of proposed amendments.
- [51] The CPM:
- (1) *Noted* the ink amendments and other minor modifications resulting from the review of ISPM 9:1998, ISPM 16:2002, ISPM 17:2002, ISPM 20:2004, ISPM 23:2005, ISPM 25:2006, ISPM 5 and Supplement 2 to ISPM 5, as presented in Attachment 1 of CPM 2013/19 Rev. 2.
  - (2) *Requested* the Secretariat to apply the ink amendments, with the exception of A4, A5, A8, A18, A22, A25, A27, A28, C9, D14, D23, D29, D44, D47, D64, H14, and H16.
  - (3) *Thanked* the Standards Committee and the Technical Panel for the Glossary for the consistency review carried out under Specification 32 *Review of ISPMs*, and *noted* that the review as mandated in this Specification had been concluded while general activities on consistency in draft ISPMs will continue under the direction of the Standards Committee.

### 8.1.4 List of Topics for IPPC Standards

#### A. List of topics

- [52] The Secretariat presented the papers on the List of Topics for IPPC Standards<sup>14</sup>, which summarized the proposed modifications to the list and the topics currently active in the work programme since CPM-7 (2012) as well as an information paper to explain the work on various topics. The CPM was informed that while work on only two approved specifications was anticipated for 2014, up to 26 diagnostic protocols and 21 phytosanitary treatments could be proposed for adoption by 2016.
- [53] The Secretariat revisited the discussion from CPM-7 (2012), at which it was decided that the List of Topics for IPPC Standards would be posted on the IPP and only proposed changes would be presented to the CPM<sup>15</sup>. The Secretariat informed the CPM that the list of topics posted on the IPP would be updated twice a year, after each SC meeting. In this year's meeting, it was presented as a link to the

<sup>12</sup> CPM 2013/19 Rev.2

<sup>13</sup> CPM 2013/INF/12, as well as removal

<sup>14</sup> CPM 2013/5, CPM 2013/INF/01

<sup>15</sup> CPM-7 (2012) report ([https://www.ippc.int/index.php?id=cpm&no\\_cache=1&L=0](https://www.ippc.int/index.php?id=cpm&no_cache=1&L=0))

IPP page rather than as a document. The Secretariat informed the CPM of the substantial savings in presenting the List of Topics for IPPC Standards this way.

[54] It was proposed to change the priority of the topic of wood products and handicrafts made from raw wood (2008-008) from 4 to 1, as this is a major pathway to through which quarantine pests are introduced.

[55] The CPM:

- (1) *Noted* the assignment of strategic objectives to topics as presented in the *List of Topics for IPPC Standards* (<https://www.ippc.int/index.php?id=207776>);
- (2) *Adopted* the List of Topics for IPPC Standards;
- (3) *Adopted* the changes in priority for the following topics: *Review of ISPMs* (2006-012) from priority High to priority 4; *Use of permits as import authorization* (annex to ISPM 20:2004 *Guidelines for a phytosanitary import regulatory system*) (2008-006) from priority Normal to priority 3; *Wood products and handicrafts made from raw wood* (2008-008) from priority 4 to priority 1.
- (4) *Requested* the Secretariat to update the *List of Topics for IPPC Standards* accordingly, and post the updated version on the IPP.

## **B. International movement of grain (2008-007)**

[56] The Secretariat introduced the papers<sup>16</sup>, noting that CPM-7 (2012) asked the SC to develop a draft specification on this topic, submit it for member consultation, review member comments, revise the specification accordingly and formulate recommendations for CPM consideration on how to move forward. In November 2012, the SC reviewed member comments, discussed a few remaining issues and revised the draft specification. The SC agreed that further guidance from the CPM was needed and developed three options for CPM consideration: Option 1: development of an ISPM; Option 2: development of guidance document(s) for the international movement of grain; Option 3: development of an ISPM with a reduced scope.

[57] Many contracting parties made interventions, including some that were presented in writing<sup>17</sup>. Support was expressed for all three options presented. A Friends of the Chair meeting was convened.

[58] The Friends of the Chair group believed that multiple meetings would be required to address this complex issue. After much discussion, the group recommended that a technical panel form to develop guidance for the international movement of grain in the form of ISPMs that would focus on specific phytosanitary issues. The group suggested that a technical panel on movement of grain could also oversee development of additional guidance.

[59] The Friends of the Chair group reported back to the Plenary and several interventions were made. The Chairperson called for an informal meeting between those interested to reach consensus on the issue while the Plenary continued. The creation of a focus group to consider strategic issues was discussed. However there was no agreement on the creation of a focus group nor to the establishment of a technical panel. The group agreed and proposed to the Plenary that the development of an ISPM on the international movement of grain should continue, with the SC revising the draft specification and narrowing its scope to phytosanitary issues.

[60] The CPM:

- (1) *Agreed* to the continued development of an ISPM on the international movement of grain;

<sup>16</sup> CPM 2013/06, CPM 2013/INF/07

<sup>17</sup> CPM 2013/INF/07 and CPM 2013/INF/12

- (2) *Requested* the SC to narrow the scope of the specification to phytosanitary issues, in particular to exclude LMOs, climate change, food safety and quality issues, and further requested the SC to determine if traceability should or should not be excluded;
- (3) *Requested* contracting parties to submit comments on strategic issues to the SC members from their region no later than 22 April 2013;
- (4) *Requested* the SC to continue the revision of the draft specification on the International movement of grain (2008-007) at their May 2013 meeting;
- (5) *Agreed* that a revised draft specification would be sent for a second member consultation;
- (6) *Agreed* that the Secretariat in consultation with the SC Chair could decide to invite experts with experience in strategic matters to participate in the 2013 May SC meeting;
- (7) *Agreed* to reconsider the need for guidance document(s) (e.g. handbook) for the international movement of grain after the draft standard is developed, noting that this would be subject to availability of extra-budgetary funding.

### **C. Minimizing pest movement by sea containers (2008-001)**

- [61] The Steward provided an overview of the issues faced during the development of this draft ISPM. It was noted that an Expert Working Group (EWG) held in May 2012 in Malaysia had developed a draft standard on the topic which had been presented to the SC in November 2012. The CPM was reminded that in December 2012 an update from the CPM Bureau was sent to IPPC contact points asking them to submit their views to SC members. Comments were collected, taken into account and the draft ISPM was revised. Several issues were identified for further discussion, these are outlined in the CPM discussion paper<sup>18</sup>.
- [62] An evening session was held to discuss these issues further and the Chairperson of the evening session reported back to the CPM<sup>19</sup>. She noted that members had very different levels of awareness on this issue.
- [63] After lengthy discussions during the evening session, it was clear that this complex topic needed further consideration. It was also agreed that a survey on pest interceptions on sea containers was necessary. Some members felt that this would be a very difficult task and that specific NPPOs should be requested to volunteer for this task. As many stakeholders are involved in the movement of sea containers, some members considered that these stakeholders should be responsible to help ensure that containers are clean. The Steward and the Secretariat informed members that the EWG (with input from industry representatives) recommended that shipping companies be responsible for the cleanliness of sea containers. The EWG suggested that shipping companies were the most logical choice as they could provide oversight to the depots and as they already audit them.
- [64] It was noted that initial dialogue with the World Customs Organization (WCO) regarding the expansion of their data model had progressed, and that they would be considering the IPPC request to include data on container cleanliness in the next few months. If the WCO accepted the IPPC request, further work would still be needed with industry, who would initially collect this information in their own Bayplan / Stowage Plan Occupied and Empty Locations (BAPLIE) file system. This data would then be transferred to national customs organizations who would in turn share the data with NPPOs.
- [65] Some members expressed that a comprehensive standard was needed to help NPPOs address all issues regarding the sea containers. Others felt that the issue was too vast to be covered in one standard. All members expressed appreciation for the work done so far on the draft ISPM and acknowledged that the contents would be useful for NPPOs. Some members expressed their frustration with the development of this draft ISPM, noting that it was not moving forward quickly enough.

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<sup>18</sup> CPM 2013/28

<sup>19</sup> CPM 2013/06

[66] The Secretariat noted that major advances had been made with industry, who, stimulated by the EWG discussions, had incorporated phytosanitary requirements into their own cleaning guidelines. These take the form of a Code of Practice for Packing of Cargo Transport Units jointly updated by the International Maritime Organization (IMO), the United Nations Economic Commission for Europe (UNECE) and the International Labour Organization (ILO). The CBD, the World Organisation for Animal Health (OIE), the World Health Organization (WHO) and FAO were invited to comment on the Code and to suggest ways to address their concerns. The Code will be used by industry when examining and cleaning sea containers to address human and animal health and phytosanitary issues.

[67] Most members expressed that content of the draft ISPM required further consideration, in particular with regards to how to proceed with audits (including accreditation) and verification methods.

[68] The CPM:

- (1) *Decided* to follow a stepwise approach and to continue processing the draft ISPM through the IPPC standard setting process and discuss how to proceed at a later stage. *Requested* the SC, with input from the Secretariat, to develop guidance for a survey to be carried out by volunteer NPPOs to gather information on the rate of pest interceptions on sea containers;
- (2) *Encouraged* NPPOs to voluntarily take part in the survey and gather information on pest interceptions on sea containers, over a limited time, and submit this information to the Secretariat for analysis and reporting;
- (3) *Welcomed and thanked* the ILO, IMO and UNECE for the development of the Code of Practice for Packing of Cargo Transport Units and encouraged industry to implement these guidelines as soon as possible;
- (4) *Thanked* the Steward, the Steering Committee, the EWG, the SC and the Secretariat for all their efforts in addressing this complex issue and the results achieved so far;
- (5) *Requested* the SC to develop a preliminary draft standard to be sent for member consultation and used by NPPOs for discussion, emphasizing the importance of gathering national stakeholders comments;
- (6) *Requested* the SC to develop a description of options for possible systems for sea containers examination including audit and verification mechanisms for NPPOs to discuss with relevant stakeholders at the national level.
- (7) *Requested* NPPOs and RPPOs to liaise and engage relevant stakeholders at the national level, including national representatives to relevant international organizations (CBD, IMO, OIE, WCO, WHO, etc.) as well as industry; and
- (8) *Requested* the Steward and the Secretariat to continue to liaise and engage with relevant international organizations, and gather information on the components of comprehensive systems.

#### 8.1.5 Language Review Groups

[69] The Secretariat introduced the paper<sup>20</sup> on Language Review Groups (LRG), noting that the LRGs for Chinese, French and Spanish had reviewed the ISPMs adopted at CPM-7 (2012) in collaboration with FAO translation services. The coordinator for the LRG for Russian resigned in 2012, hence the CPM-7 (2012) adopted ISPMs were not reviewed by this LRG. It was noted that a new coordinator for the LRG for Russian had been selected and the Secretariat welcomed her in her new role, thanking the previous coordinator for her efforts. This information will be posted on the IPP<sup>21</sup>.

[70] Some members raised concerns about the deadlines set out in the LRG procedure and proposed that the CPM extend them. Following a meeting of the LRG coordinators, FAO Legal and FAO translation

<sup>20</sup> CPM 2013/07 Rev.1

<sup>21</sup> [http://www.ippc.int/index.php?id=1110770&no\\_cache=1](http://www.ippc.int/index.php?id=1110770&no_cache=1)



services, a proposal was made to change the LRG process immediately and extend the period of review by the LRGs from two to three months.

[71] The Secretariat noted that again this year, deadlines set out in the LRG procedure had not been respected by all LRGs and encouraged CPM members to ensure that those involved in the LRG process, especially LRG coordinators, be given ample time to complete the process.

[72] The Secretariat explained that if the deadlines are not respected, the noting by CPM of the LRG reviewed ISPMs would be deferred to the following year.

[73] The CPM:

- (1) *Noted* that ISPMs adopted at CPM-7 (2012) had been reviewed by the LRGs for Chinese, French and Spanish languages in collaboration with FAO translation services;
- (2) *Noted* that a new Coordinator for the LRG for Russian had been selected and *thanked* the previous Coordinator for her efforts;
- (3) *Urged* its members who participate in LRGs to ensure that the deadlines for the CPM adopted LRG process are followed and due dates respected, failing to meet these deadlines will result in the LRG standards being deferred to the next LRG cycle;
- (4) *Requested* the Secretariat to accept all changes as indicated in track changes in the Attachments 1 to 17 of document CPM 2013/07 Rev.1 and replace the Chinese, French and Spanish ISPMs adopted at CPM-7 (2012) with these modified versions;
- (5) *Agreed* to increase the period of review by the LRGs to three months and asked the IPPC Secretariat to implement this change in the LRG process and publish the revised process on the IPP; and
- (6) *Agreed* to extend, on an exceptional basis, the LRG review deadline for presenting the ISPMs adopted by CPM-8 (2013) in the Russian language to seven months and *noted* that FAO translation services would then review the standards within three months of receiving them.

#### **8.1.6 Proposed changes for the Rules of procedure for the Standards Committee**

[74] The Secretariat introduced a paper<sup>22</sup> on the proposed changes for the Rules of Procedure for the Standards Committee (SC), noting that CPM ROP regarding the participation of observers were being modified<sup>23</sup> and that as a result, the RoP of the SC also need revision.

[75] There was a proposal to further modify the SC ROP to only allow observers to make interventions through their regional representatives however the SC Chair intervened and stated this had not been a problem in the past, but could foresee this may be an issue in the future depending on which standards were discussed.

[76] The CPM:

- (1) *Adopted* the revised Rules of Procedure for the Standards Committee, as presented in Appendix 3 to this report; and
- (2) *Requested* the SC to consider if interventions from observers should be made through their regional representatives.

#### **8.1.7 Possible criteria to help determine whether a formal objection is technically justified**

[77] The Secretariat introduced the paper<sup>24</sup> recalling that CPM-7 (2012) asked the SC to consider the issue of formal objections and provide recommendations to the CPM Bureau. The Bureau requested that the Secretariat develop these criteria further and the SC (November 2012) was invited to comment. The Secretariat noted that the proposed process may not be feasible in the 14 days prior to CPM.

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<sup>22</sup> CPM 2013/08

<sup>23</sup> See agenda item 7.3 of this report

<sup>24</sup> CPM 2013/4

[78] A small working group convened during the session to revise the criteria. This included adding text that would ensure that technical provisions for other international agreements relevant to plant health are taken into account, and the removal of detailed bullet points that repeated text from adopted ISPMs.

[79] The CPM:

- (1) *Approved* the Criteria to help determine if a formal objection is technically justified and the related process as presented in Appendix 4.
- (2) Requested the Standards Committee to review and clarify the flow charts for the Process for determining if a formal objection is technically justified for draft ISPMs, phytosanitary treatments and diagnostic protocols as presented<sup>25</sup> to CPM-8 (2013); and
- (3) *Encouraged* members, if a formal objection is absolutely necessary, to submit such formal objections well in advance of 14 days prior to CPM to allow a sufficient amount of time for formal objections to be reviewed.

#### 8.1.8 Issues relating to the IPPC standard setting process

[80] The Secretariat introduced the paper<sup>26</sup>, covering several issues relating to the standard setting process.

##### A. Implementation update on the new standard setting process

[81] The Secretariat informed the Commission that implementation of the new standard setting process approved by CPM-7 (2012) was being phased in and highlighted a few issues: the SC would consider at their May 2013 meeting setting specific dates for the 45 day notification period for diagnostic protocols; how to incorporate the regional review process for the substantial concerns commenting period; that minor modifications to the process had to be made to align with reality; and that some decisions had not yet been implemented, such as the use of the editorial teams. The Secretariat also noted that no donor had offered to contribute funds to facilitate the development of a Framework for Standards which would help determine gaps in the existing standards and would be particularly helpful when reviewing the responses to the 2013 call for topics. The Secretariat commented that there may not be enough experience with the process to report back to CPM-9 (2014) and asked the CPM to consider delaying the review.

[82] The CPM:

- (1) *Noted* the current status of the implementation of the standard setting process adopted at CPM-7 (2012);
- (2) *Agreed* to extend the review date to CPM-11 (2016); and
- (3) *Agreed* to provide comments on the usefulness of the new substantive concerns commenting period (SCCP) and suggestions to facilitate the implementation of the new IPPC standard setting process.

##### B. Relationship between ISPMs and standards created by other organizations

[83] The Secretariat informed the Commission that both the Bureau and the SC discussed that International Organization for Standardization (ISO) standards are not mandatory for implementation of ISPMs. The SC also agreed that the CPM should be reminded that in the phytosanitary area, ISPMs take precedence over ISO standards and should encourage contracting parties to take this into account.

[84] The CPM was also informed that a letter from the Secretariat to ISO was sent requesting their cooperation in ensuring that this message was communicated to stakeholders.

[85] The CPM:

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<sup>25</sup> CPM 2013/04

<sup>26</sup> CPM 2013/09

- (1) *Noted* the SC discussion; and
- (2) *Agreed* that ISO standards are not mandatory for implementation of ISPMs and that in the phytosanitary area, ISPMs take precedence over ISO standards.

### C. Request for CPM decision by SC on implementation issues

[86] The Secretariat informed the Commission that at their November 2011 meeting the SC added a task to all specifications for standards to consider implementation issues. The CPM Bureau considered the matter at its June 2012 and decided that the SC's role is to address standard setting and the feasibility of implementation and that the capacity development work program should focus on improving the ability of NPPOs to implement the standards. It was also pointed out that the development of guidance material was not in the terms of reference of the SC and this activity might overlap with the mandate of the capacity development work of the IPPC.

[87] The CPM:

- (1) *Noted* that the SC has added a new task to each specification relating to the identification of potential implementation issues of the standard, accompanied by the corresponding information; and
- (2) *Asked* the SC to review and submit information on the issue of implementation to the Secretariat for further consideration.

### D. Co-publishing agreements

[88] The Secretariat noted that a copublishing agreement with Viet Nam (Vietnamese) had been signed in 2012, and that agreements with Brazil (Portuguese), Japan (Japanese) and Republic of Korea (Korean) were still in force.

[89] The Commission was informed of the closure of the agreement with EPPO because Russian is now an official language of FAO.

[90] The Secretariat emphasized the importance of entering into copublishing agreements, if members wish to publish ISPMs in their local language. These agreements ensure that copublishers are informed of errors and updates and allow access of ISPMs to stakeholders in their local languages, which in turn should help with better implementation of the ISPMs.

[91] One member requested that ISPMs translated through these copublishing agreements be recognized. However FAO legal services stated that this was not possible as the FAO can only publish documents in the official languages of the Organization. The Chairperson reiterated appreciation for all who work to make ISPMs available in additional languages.

[92] The CPM:

- (1) *Encouraged* members or groups of members using the same non-FAO language to enter into a co-publishing agreement with FAO when planning to translate or publish standards
- (2) *Thanked* the European and Mediterranean Plant Protection Organization for their past translations of ISPMs into Russian, produced and distributed under a co-publishing agreement with the IPPC Secretariat
- (3) *Thanked* those contact points who have signed co-publishing agreements for their efforts in translating ISPMs into non-FAO languages.

## 8.2 Implementation

### 8.2.1. Status of ISPM 15 Implementation

[93] The Secretariat introduced a paper<sup>27</sup> on the status of registration of the ISPM 15 symbol. The Secretariat referred to a similar paper introduced last year that listed the countries that had not

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<sup>27</sup> CPM 2013/24



registered the symbol and those that were approaching dates for renewal. The Secretariat reminded the CPM that a request was made at that time for members to develop actions or propose alternative proposals to assist countries with first registration of the symbol but none was made. The Secretariat also said that the World Intellectual Property Organization (WIPO) could not register the symbol under Article 6 of the Paris Convention for the Protection of Industrial Property because this would not provide the protection needed for certification marks.

- [94] The Bureau member from the North America region presented a paper<sup>28</sup> on behalf of the Bureau. He noted that ISPM 15 has been a high profile standard for the IPPC as a critical tool for managing the wood packaging material pathway and remains highly important and essential worldwide. Even though there are legal complexities and costs, there is a benefit to protection of the symbol. He presented the Bureau's proposal for a two-part strategy to move forward. The first part of the strategy would cover five years in which efforts would be focussed on registering the symbol in countries with FAO taking the lead. It suggested that allocating USD 70,000 per year from regular program funds for five years would be an investment while pursuing a longer term approach for maintaining and protecting the symbol into the future. At the same time the strategy would involve communicating with high level officials of governments on the need to register the symbol. He highlighted some challenges NPPOs face to implement the legal procedures needed to register the symbol and to convince higher level officials to support them. The second part of the strategy was aimed at maintaining the protection of the symbol and proposes that the SPG be tasked to consider longer term options and approaches into the future.
- [95] A number of contracting parties agreed that communication with higher level officials was important and necessary but advised that contact points and FAO representatives should also be kept informed.
- [96] The FAO Legal Officer addressed key issues related to registration of the ISPM 15 symbol. She urged joint action between members, FAO and the Secretariat to ensure the safety and credibility of the trade system and protection of the symbol. She reiterated that FAO and IPPC have taken extensive action to ensure legal protection of the symbol through registration but this had to be suspended due to lack of financial resources. She also warned that the protection strategy taken thus far has been weakened by gaps in coverage. She addressed three important common questions raised by contracting parties. These were: the consequences of non-registration of the symbol; the reason for FAO's ownership of the symbol; and procedures for registration of the symbol. On the third point, the strategy proposed by the Bureau for registration and renewal of the symbol through regular program funds over the next five years included a provision for costs to be reimbursed to IPPC/FAO, to the extent possible.
- [97] The Secretariat and FAO Legal Office hosted a Question and Answer Forum in an evening session on issues related to registration of the ISPM 15 symbol. The Chairperson invited and encouraged delegates to attend.
- [98] An evening session on registration of the ISPM symbol was held and approximately 45 country representatives attended. The session was advised by Ms Laura Pasetto of the FAO Legal Office and was primarily intended to answer questions regarding the process of registration and renewal of the ISPM 15 symbol.
- [99] The session allowed for thorough clarification and guidance to members on the legal and administrative procedures. The Chairperson for the evening session expressed gratitude for the explanations on the questions raised.
- [100] These were two specific actions requested of the Secretariat:
- compile a list of the questions and answers to post on the IPP;
  - post a guidance document produced by the FAO legal office giving a step by step description of the registration and renewal process.

<sup>28</sup> CPM 2013/CRP/01

[101] The FAO Legal Office also reconfirmed their availability during the Session to meet with individual members with other specific questions or concerns. The FAO Legal Office, in collaboration with the Secretariat, will be the primary resource for members seeking support and assistance in completing the legal and administrative processes for registering or renewing the ISPM 15 symbol

[102] The CPM:

- (1) *Noted* the developments in regard to registration of the ISPM 15 symbol;
- (2) *Encouraged* contracting parties to actively pursue the process of national registration of the ISPM 15 symbol in association with FAO;
- (3) *Encouraged* contracting parties to renew registrations that are due to expire soon in association with the FAO;
- (4) *Endorsed* the strategy presented by the CPM Bureau for taking registration of the ISPM 15 symbol forward (Appendix 5).

### 8.2.2 ePhyto

[103] The Secretariat provided an update on electronic phytosanitary certification (ePhyto)<sup>29</sup>. It was emphasized that ePhyto was a high priority for CPM and a number of activities had been completed over the past year, including the member consultation for the ePhyto Appendix for ISPM 12. Approximately 500 comments were considered during the revision of this Appendix, and it will next be considered by the SC for possible adoption by the CPM in 2014.

[104] The tasks of the existing ePhyto Steering Committee will be completed once the SC has agreed on the text for the Appendix. The SC will then need to decide on the mechanism to maintain the technical information associated with the ePhyto components of ISPM 12.

[105] The Secretariat considered and some members agreed that there is still a substantial need to raise awareness on ePhyto and its implications for NPPOs, and that as additional resources become available, more ePhyto workshops and seminars are needed.

[106] The implementation of ePhyto will require considerable capacity development activities to enable countries to participate in and fully benefit from a globally harmonized exchange mechanism for electronic certificate data. The Secretariat noted that they believe it is premature to develop implementation policies and undertake capacity development as ISPM 12 (*Phytosanitary certificates*) Appendix 1 has not been adopted and the ePhyto hub feasibility study has not been completed. Both of these activities could substantially influence the implementation and capacity building needs of NPPOs.

[107] The ePhyto feasibility study is urgent and critical to the future implementation of ePhyto at both national and global levels. This study has been initiated, should be completed within six months and subsequently considered by the SPG in 2013.

[108] A number of contracting parties considered that an ePhyto implementation steering committee needed to be established through a representative and transparent process, and that the terms of reference for such a body to operate needed to be defined.

[109] A Friends of the Chair meeting was established to draft terms of reference for the ePhyto Steering Group.

[110] The CPM:

- (1) *Agreed* to establish an ePhyto Steering Group that will operate according to the terms of reference in Appendix 7; and

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<sup>29</sup> CPM 2013/INF/02Rev1

- (2) *Agreed* that experts from each region will be nominated through their Bureau member before the end of April 2013 to allow the Steering group to meet during May 2013.

## 9. IPPC STRATEGIC FRAMEWORK AND RESOURCE MOBILAZION

### 9.1 Report of the Strategic Planning Group

- [111] The CPM Vice-Chairperson, representing Latin America and the Caribbean region on the Bureau, presented highlights from the 2012 meeting of the SPG, which he had chaired. He pointed out that the full report of the meeting is available online on IPP<sup>30</sup>.

### 9.2 Progress on Implementing the IPPC Resource Mobilization Strategy

- [112] The IPPC Coordinator introduced a report on the IPPC Resource Mobilization strategy<sup>31</sup> and noted that this was a first effort to describe the implementation and results of the strategy as it was adopted just one year ago at CPM-7 (2012). He noted that the Republic of Korea provided additional resources in January 2012 that had been omitted in the document distributed to CPM-8. The Secretariat noted that it had established a system of regular meetings with the European Commission and other IPPC donors. The Secretariat commented that it was looking to enhance existing relationships as well as develop new ones with partners that had not previously been involved in phytosanitary activities, such as the World Customs Organization and other partners involved in the sea containers topic. In addition, he noted that the IPPC Financial Committee was created to present the IPPC's financial situation in a more accurate and transparent way.

- [113] Some members welcomed the report. Along with the Chairperson, they encouraged the Secretariat to continue this work.

- [114] The CPM:

- (1) *Noted* the contributions;
- (2) *Thanked* the countries and organizations that have provided support.

### 9.3 Financial Report 2012 and Budget and Operational Plan 2013

- [115] The Secretariat provided a report<sup>32</sup> and paper on the 2012 financial status and the budget<sup>33</sup> for 2013, commenting that the figures were more accurate than in past years. It was noted that FAO financial reporting covers many regions with varying financial calendars and that because of this, final budget figures cannot be produced until late February. For this reason, the financial report was recently revised to provide a more accurate picture of the IPPC's financial situation. Overall, the IPPC budget is in surplus.

- [116] The IPPC Coordinator commented that the IPPC Secretariat is making incremental progress towards a 50-50 split between the regular programme allotment and trust fund contributions. The proposed operational budget for 2013 is linked to the strategic results of the IPPC and demonstrates how the IPPC is spending resources to achieve its strategic objectives. Nevertheless, the discussion on registration of the ISPM 15 symbol that took place during CPM-8<sup>34</sup> will affect the 2013 budget as additional resources will be spent on this activity. The Secretariat emphasized that the 2013 budget was indicative and that the 2013 financial report would be presented to CPM-9.

<sup>30</sup> [https://www.ippc.int/file\\_uploaded/1352815214\\_Report\\_SPG\\_2012\\_Nov\\_2012-11-13.pdf](https://www.ippc.int/file_uploaded/1352815214_Report_SPG_2012_Nov_2012-11-13.pdf)

<sup>31</sup> CPM 2013/29

<sup>32</sup> CPM 2013/27 Rev1

<sup>33</sup> CPM 2013/INF/20

<sup>34</sup> See agenda item 8.2.1 of this report

[117] The IPPC Coordinator explained that 70 percent of overall costs are operational and 30 percent goes towards staff salaries. He also noted that a large proportion of the budget goes to annual activities such as CPM and the Standard Setting activities.

[118] Some members expressed appreciation for the improved clarity of the financial reporting. One member emphasized the importance of financial and in-kind contributions and encouraged members to make these contributions and for the Secretariat to play a coordinating role. Republic of Korea announced it would contribute \$100,000 to the trust fund in 2013 and encouraged other contracting parties to contribute to the trust fund as well.

[119] The CPM:

- (1) Adopted the 2012-13 financial report for the IPPC.

#### **9.4 The FAO review of Article XIV bodies**

[120] The FAO Legal Counsel reviewed the status of Article XIV Bodies, noting that Article XIV Bodies are a part of FAO, as well as being international agreements. FAO has been trying to reconcile the relationship with these bodies over several years within the broader context of its organizational reform. He said that these bodies were created through various negotiations processes and that, as a result, FAO must address the status of each Article XIV Body on a case-by-case basis. The Legal Counsel noted that FAO is still considering the best way to host the IPPC, and that the implementation of decisions taken at the recent FAO Finance Committee meeting has yet to be seen.

[121] The IPPC Secretary expressed appreciation for this update from the Legal Office and mentioned that there are still issues to be addressed. Some members asked about the current status of the IPPC with respect to decisions of the Committee on Constitutional and Legal Matters regarding increased autonomy for some bodies. The Legal Counsel noted that it was working with the Secretariat of each of the bodies to address these issues. Legal Counsel further noted that there is not a specific list of bodies eligible for increased autonomy at this time, only some criteria related to funding mechanisms, legal authority of the bodies and conditions of appointment of the Secretaries. He mentioned that the IPPC is a difficult case because the IPPC needs autonomy, but is dependent on FAO for the majority of its financing and other resources.

[122] The IPPC Secretary gave an overview of the IPPC funding and commented that the Secretariat is moving towards a greater level of autonomy. The Chairperson noted that the IPPC funding is approaching an equal balance between regular budget and trust fund resources.

### **10. IMPROVED PHYTOSANITARY CAPACITY OF MEMBERS**

#### **10.1 Regional workshops on draft ISPMs**

[123] The Secretariat introduced a paper<sup>35</sup> on the 2012 Regional Workshops to review draft ISPMs, noting the main lessons learned and suggestions for improvements for future workshops. The Secretariat emphasized that these regional workshops provide an important opportunity to interact directly with contracting parties and suggested that future workshops address a broader set of content beyond the review of draft ISPMs to strengthen contracting parties' capacities on IPPC related issues.

[124] To assess the efficient and appropriate use of donor funds that support the workshops, the Secretariat had asked all contracting parties that participate to submit at least one comment through the Online Comment System (OCS). Due to the low number of comments received, the IPPC Secretariat was unable to conclude whether low participation in the member consultation period of draft ISPMs was due to lack of will or to technical difficulties.

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<sup>35</sup> CPM 2013/02

[125] Some contracting parties stressed the importance of these workshops and thanked the IPPC Secretariat, RPPOs, donors and FAO regional offices for their organization, appreciating the opportunity given to meet on a regional level to discuss IPPC related issues. Some members agreed with the need for active participation in workshops through effective selection and preparation of participants as well as the need to evaluate the impact of the workshops on NPPO operations. Some members noted that technology issues present challenges to submitting comments through the OCS, and some expressed value in future Secretariat reports on regional workshops referencing other workshops in addition to those funded through the Secretariat.

[126] The Secretariat welcomed the idea of making available information on regional activities that are not funded through the IPPC, and reminded members that the Activities Database of the Phytosanitary resources page was established for this purpose<sup>36</sup>. The Secretariat encouraged members to make information available about national and regional-level activities through the database. The Republic of Korea announced their intent to host and support the participation of developing countries at the regional workshop in Asia in 2013. The Republic of Korea has done this since 2006 as a contribution to increase phytosanitary capacity in the region, especially where standard setting is concerned. A few members also encouraged more coordinated discussion on IPPC related issues in the regional workshops and requested that the agenda be distributed early.

[127] One contracting party suggested that resources for regional workshops be redistributed in order to give less developed regions more opportunities.

[128] Recognizing the importance of training workshops for developing countries, the Secretariat called for more resources to meet this need.

[129] The CPM:

- (1) *Encouraged* contracting parties to contribute funding and to participate in the workshops in their regions;
- (2) *Noted* the lessons learned and the actions proposed for improvement;
- (3) *Noted* that these workshops will now be called Regional IPPC Workshops; and
- (4) *Encouraged* the regional workshop organizers to follow the Guidelines for the organizational arrangements for Regional Workshops to discuss IPPC related issues.

## 10.2 Establishment of the Capacity Development Committee

[130] The Secretariat introduced papers<sup>37</sup> that recalled the establishment of the Capacity Development Committee (CDC) at CPM-7 (2012), and thanked the Italian Government for hosting the first meeting. The Secretariat also outlined the process for selection of CDC members that took place in 2012.

[131] The Secretariat announced that several regions still did not have an alternate member of the CDC, and drew attention to the current call for alternate CDC members for those regions. Additional information is available on the IPP<sup>38</sup>.

[132] Some contracting parties congratulated the CPM and IPPC Secretariat on the establishment of the CDC, noting that issues of capacity development in their regions were critical and that there is a concrete need to improve capacity to implement the ISPMs.

<sup>36</sup> <http://www.phytosanitary.info/activities>

<sup>37</sup> CPM 2013/13

<sup>37</sup> CPM 2013/21

<sup>37</sup> CPM 2013/INF/05

<sup>38</sup> ([www.ippc.int](http://www.ippc.int))

[133] Some contracting parties from Africa requested that the RPPO be more involved in the process of proposing candidates to the CDC for Bureau consideration.

[134] After a detailed explanation of the process established in the CDC Terms of Reference and Rules of Procedure, the Chairperson and the Secretariat explained that while it is up to the countries in a region to prioritize and propose candidates and the degree of involvement of the RPPO, the selection is based on merit and is carried out by the IPPC Bureau.

[135] The CPM:

- (1) *Noted* the establishment of the CDC;
- (2) *Noted* the current membership and potential alternates for the Capacity Development Committee and
- (3) *Encouraged* regions that have not submitted nominations for alternate members of the Capacity Development Committee to do so as soon as possible.

### 10.3 Outline of Capacity Development Work of the IPPC

[136] The Secretariat introduced a paper<sup>39</sup> on the Outline of Capacity Development Work of the IPPC. The Secretariat noted that this would be a living document that the CDC would regularly review, update and prioritize. The paper provided a condensed summary showing the integration of the capacity development workplan of the IPPC with the IPPC Strategic Framework and the IPPC capacity development strategy.

[137] The activities of the CDC are presented in the Secretariat report<sup>40</sup> because the CDC is not a subsidiary body of the CPM. The Secretariat also mentioned that CD activities are funded through projects that need to be approved by donors.

[138] The Secretariat commented that the IPPC Capacity Development Strategy approved in 2010 identified roles for RPPOs, NPPOs, donors and organizations, such as FAO, and suggested that these organizations also develop workplans in line with the Capacity Development and other IPPC strategies.

[139] The Secretariat presented a Chart of IPPC Capacity Development Projects Active in 2012<sup>3</sup> and noted that an online database on all projects is available on the phytosanitary resource page<sup>41</sup>. This database gives a broad view of international cooperation in phytosanitary capacity development projects to gather ideas of relevant projects and to strengthen cooperation while avoiding duplication of efforts.

[140] The phytosanitary resources page includes many phytosanitary technical resources submitted by contracting parties and RPPOs and the Secretariat thanked EPPO and NAPPO for their contributions to the page.

[141] The Chairperson encouraged contracting parties to use the phytosanitary resource page and contribute additional resources.

[142] Some countries congratulated the Secretariat for the activities carried out under project FAO/TCP/RAF/3312 in Central Africa and asked for extension of this initiative to other regions, including West Africa, with the objective of reinforcing their technical capacities to participate in the IPPC.

[143] The CPM:

- (1) *Noted* the Outline of Capacity Development Work of the IPPC;

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<sup>39</sup> CPM 2013/21

<sup>40</sup> CPM 2013/26

<sup>41</sup> <http://www.phytosanitary.info>



- (2) *Encouraged* NPPOs and RPPOs to undertake a similar study of the global workplan contained within the National Phytosanitary Capacity Building Strategy to develop plans for activities under their area of responsibility and to report back to the Secretariat.

## 11. REVIEW OF INFORMATION EXCHANGE

### 11.1 IPPC Communications Strategy

[144] The Secretariat presented the IPPC Communications Strategy and noted that it had undergone a two-year development process during which contracting parties were extensively consulted.

[145] Members expressed enthusiasm for the strategy and noted the importance and need for awareness raising about the work of the IPPC, and proposed changes to the document. Members modified the strategy during a Friends of the Chair meeting.

[146] Members noted that the strategy is a living document and will need to be periodically reviewed to maintain relevance and effectiveness and to respond to evolving issues and events. Members also expressed that it may be useful to obtain feedback on the effectiveness of the strategy by working with a marketing/research company

[147] The CPM:

- (1) *Adopted* the IPPC Communications Strategy. (see Appendix 8)

### 11.2 IPPC Communications Work Plan

[148] The Secretariat introduced the Communications Work Plan (2013-2015) document<sup>42</sup> that specifies the objectives, actions, outputs, target dates and main collaborators in the new strategic efforts. The Strategy includes official information exchange, information management within the Secretariat and the area of advocacy and communications, which will complement the other strategies and particularly the Resource Mobilization and Capacity Development Strategies. The Strategy will improve transparency and serve as a mechanism for launching IPPC's new visual identity.

[149] A number of members expressed the need for clarity in the work plan and agreed to consider any changes in a Friends of the Chair meeting.

[150] Participants involved in the Friends of the Chair meeting recommended that the Secretariat engage or recruit an individual with a background and expertise in communications and biology, if possible. Participants also suggested inviting in-kind contributions to support the development of the work plan.

[151] Participants in the Friends of the Chair meeting commented that the document did not provide a plan of work as it lacked coherent work planning aspects, including implementation deadlines. In addition, they stated that relevant resources for implementation needed to be identified. Participants suggested referring the plan back to the Secretariat for further revision and presentation to the SPG. Among the proposals for the SPG paper were suggestions that the work plan elements should be linked to the IPPC strategic priorities (with the costs of each activity identified) and FAO Strategic Objectives and that activities should be prioritized and target audiences identified. In addition, reports on all communications activities (planned, ongoing, new and completed) should be reported to CPM, after review by the SPG and the Bureau.

[152] The CPM:

- (1) *Agreed* that the work plan should be reconsidered at CPM-9 in 2014.

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<sup>42</sup>CPM2013/11

### 11.3 National Reporting Obligations: Secretariat Update

[153] The Secretariat presented an update<sup>43</sup> on the IPPC information exchange programme. It was noted that the name of this programme would be changed to IPPC National Reporting Obligations more appropriately to reflect the activity of this programme<sup>44</sup>.

[154] The Secretariat expressed concern regarding inconsistencies in reporting obligations by contracting parties, but noted that there has been significant progress over the last 10 years. The Secretariat proposed a complete revision of the IPPC national reporting obligations programme to ensure increased national participation and consistency in reporting.

[155] An evening session was held to discuss these issues further and the chairperson of the evening session reported back to the CPM. The text was further amended by the CPM and is shown in Appendix 9.

[156] The CPM:

- (1) *Agreed* to establish an IPPC national reporting obligations advisory group;
- (2) *Requested* the Bureau to develop the terms of reference for the national reporting advisory group;
- (3) *Agreed* that the national reporting advisory group will provide assistance in the review of the IPPC national reporting obligations programme, taking into account feedback from the relevant IRSS activities;
- (4) *Agreed* that the national reporting advisory group will specifically work with the Secretariat and contracting parties to ensure increased reporting of pests and lists of regulated pests;
- (5) *Requested* the Secretariat to provide an update on the state of the reporting of pests and lists of regulated pests to CPM-9 (2014); and
- (6) *Agreed* to the development of a revised national reporting obligations work programme, to be presented to CPM-10 (2015).

## 12. LIAISON AND PARTNERSHIP OF THE IPPC AND COOPERATION WITH RELEVANT REGIONAL AND INTERNATIONAL ORGANIZATIONS

### 12.1. Report on the promotion of the IPPC and cooperation with relevant international organizations

[157] The IPPC Secretariat presented a verbal report on the promotion of the IPPC and strengthening cooperation with relevant international organizations. The Secretariat noted that great care must be given to ensure that cooperative activities are carried out in a transparent manner. The Secretariat also noted that it is important for the IPPC to explore and undertake cooperative activities across a broader spectrum.

[158] The Secretariat commented on the potential value of developing a partnership strategy, consistent with the IPPC strategic framework. In addition the Secretariat noted that partnerships can range from informal flexible arrangements to highly defined relationships based on the full sharing of risks, resources and responsibilities. The Secretariat intends to continue work on developing a proposal that it hopes to present to the Bureau at its next meeting.

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<sup>43</sup> CPM 2013/INF/16

<sup>44</sup> More detailed statistics regarding IPPC contact points and IPPC contracting parties' national reporting obligations can be found on the IPPC website: <https://www.ippc.int/index.php?id=1110726&L=0>



## 12.2 Report of the Observer Organizations

### 12.2.1 Report by the Secretariat of the SPS Committee

[159] The representative from the WTO-SPS Secretariat presented some activities that were outlined in further detail in a written report<sup>45</sup>. He mentioned that three phytosanitary trade concerns were raised in the SPS Committee in 2012 for the first time, and highlighted that the SPS information management system (SPS-IMS), accessible from the internet address<sup>46</sup>, allows easy access and management of all WTO SPS-related documentation. He also discussed upcoming capacity development activities to which the IPPC Secretariat had been invited to contribute.

[160] The CPM:

(1) *Noted* the report.

### 12.2.2 Report by the Secretariat of the STDF

[161] The Secretariat of the Standard and Trade Development Facility (STDF) submitted a written report<sup>47</sup> presenting the activities of the STDF since CPM-7, and their representative presented key issues from the report. He commented that an STDF seminar on International Trade and Invasive Alien Species took place in July 2012 in close collaboration with the OIE and IPPC Secretariats. He also drew attention to work on the application of Multi Criteria Decision Analysis (MCDA) to inform decision-making on SPS capacity building and improved resource allocation. He stated that the workshop will be organized in June 2013 on the margins of the SPS Committee for selected participants, including the IPPC Secretariat, to discuss recommendations and ways to improve the MCDA tool going forward.

[162] He discussed on-going work on the synergies and linkages between SPS and Trade Facilitation and explained the possibilities of requesting initial funding for the STDF for project feasibility studies and project development. He stated that funding is also available for projects, including in the plant health area, noting that the STDF Working Group gives favourable consideration to projects that focus on the identification, development and dissemination of good practices in SPS-related technical cooperation

### 12.2.3 Report of the CBD

[163] The Executive Secretary of the CBD presented during the Opening of the Session<sup>48</sup> and also provided a written report.<sup>49</sup>

### 12.2.4 Reports from other Organizations.

[164] The Secretariat reminded the CPM that written reports were provided by IICA<sup>50</sup>, OIE<sup>51</sup> and IAEA<sup>52</sup>.

## 12.3 Summary Report of the 24th Technical Consultation among Regional Plant Protection Organizations

[165] The chairperson of the 2012 Technical Consultation among RPPOs presented the report<sup>53</sup>. The Pacific Plant Protection Organization (PPPO) hosted the meeting in Nadi, Fiji from 27 – 31 August 2012 in collaboration with Biosecurity Fiji. Representatives from six RPPOs and the IPPC Secretariat

<sup>45</sup> CPM2013/INF/08

<sup>46</sup> <http://spsims.wto.org>

<sup>47</sup> CPM2013/INF/09

<sup>48</sup> See agenda item 1 of this report

<sup>49</sup> CPM 2013/INF/19

<sup>50</sup> CPM 2013/INF/17

<sup>51</sup> CPM 2013/INF/11

<sup>52</sup> CPM 2013/INF/14

<sup>53</sup> CPM 2013/18

participated in the meeting, and details on the discussions and outcomes of the consultation are available in the meeting report.<sup>54</sup> He noted that the next meeting was planned to be held in Colonia de Sacramento, Uruguay in August 2013.

[166] A contracting party noted that the lack of a functional RPPO in the Caribbean was of serious concern and that the matter will be discussed at a regional level in July 2013. Two options will be analysed by the NPPO Directors from the region.

[167] The CPM:

- (1) *Noted* the report.

### 13. IMPLEMENTATION REVIEW AND SUPPORT SYSTEM

[168] A contracting party delegate presented a paper<sup>55</sup> on implementation of the IPPC and the ISPMs. He reflected on the past 20 years of the IPPC and recognized the tremendous work that had taken place during this period. He commented that this was an opportune time to think about the future and suggested that the CPM should consider a change in emphasis and perhaps broadening work on implementation of the IPPC and ISPMs. He suggested that this be done in a coherent, integrated and strategic approach given the limited resources of the IPPC. He emphasized that the intent was to stimulate thought about instituting a CPM-directed implementation programme. He suggested that the SPG may be the appropriate forum to discuss the matter further. The CPM Chairperson agreed that the SPG would be the appropriate forum and informed the CPM that the paper would be discussed at the June 2013 Bureau meeting before taking it forward to the SPG. The Chairperson invited the Commission to reflect on the contents of the paper and to submit ideas to the Secretariat before the Bureau and SPG meetings.

#### 13.1 2012 Report of the IRSS

[169] The IRSS project officer introduced a paper<sup>56</sup> on the recent developments of the Implementation Review and Support System (IRSS) and highlighted a number of its achievements. He emphasized that efforts have been made to incorporate input from subsidiary bodies and across all areas of the IPPC, including coordination with RPPOs and the TC-RPPOs.

[170] The IRSS project officer commended the active participation of contracting parties and RPPOs in IRSS activities for 2012 and encouraged them to maintain their level of support and enthusiasm for the work of the IRSS during the final year of the IRSS project.

[171] Members commended the IRSS project for its work on the review of ISPM 6 (*Pest surveillance*) as well as the activities catalyzed by this activity. Members noted that the entire ISPM 6 Review procedure implemented by the IRSS demonstrated an innovative and systematic approach to the production of manuals through national (via questionnaires), regional and global consultations leading to a specific output. The Secretariat also explained the progress that has been made since the symposium on ISPM 6 in the Republic of Korea (2012).

[172] Some members made suggestions for improvements in IRSS coordination with other IPPC activities, specifically the standard setting process. It was also suggested to improve the quality of questionnaires. Members expressed concerns about the purpose and relevance of the IRSS Country

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<sup>54</sup> The full report of the 24<sup>th</sup> TC among RPPOs is available at IPP [full report](#)

<sup>55</sup> CPM 2013/INF/13

<sup>56</sup> CPM 2013/20

Profile pages on the website<sup>57</sup>, stating that it could present a greater workload than necessary for contact points. Other members appreciated the value of the Country Profile page.

[173] The IRSS project officer welcomed all comments made by the members and agreed to take suggestions for improvements into careful consideration as the project moves forward. Concerning the Country Profiles pages, he clarified that participation in populating a Country Profile page is voluntary and is part of a larger effort to stimulate countries to share information and interact with the IPP.

[174] The IRSS project officer expressed the continued challenge of producing translations of IRSS products and reiterated its request for in-kind contributions and/or financial resources to overcome challenges associated with translation cost. This was expressed with particular urgency in regard to making the final product of the IRSS project, the Implementation Review Response Report, available to contracting parties in all FAO languages in 2014.

[175] He presented key features of the IRSS webpage, including an overview of the helpdesk functions, and encouraged contracting parties to actively engage with the features.

[176] The Chairperson also encouraged contracting party to participate fully in the programme through the use of the helpdesk resources and emphasized the importance of timely responses when surveys are released for input.

[177] The IRSS project officer encouraged contracting parties to support the IRSS programme, particularly with financial resources, to ensure continuity of the programme through another three-year cycle, noting that the project cycle would conclude in March 2014 unless further resources are identified.

[178] Finally, he introduced a paper<sup>58</sup> summarizing possible actions for IPPC entities (including contracting parties, subsidiary bodies, RPPOs and other actors) to integrate into their work programmes in order to improve implementation of the standards reviewed by the IRSS project so far.

[179] The CPM:

- (1) *Noted* the recent developments of the IRSS programme;
- (2) *Encouraged* contracting parties to participate in the IRSS activities and in particular the surveys in a timely manner;
- (3) *Encouraged* contracting parties to use the help desk and provide the IPPC Secretariat with feedback for its improvement;
- (4) *Encouraged* contracting parties to provide further resources to ensure that the IRSS can benefit contracting parties in all FAO languages;
- (5) *Encouraged* contracting parties to provide further funding to ensure a second cycle of the IRSS (2014-2017);
- (6) *Encouraged* contracting parties to implement actions suggested in INF paper CPM 2013/INF/04 to aid improved implementation of the indicated ISPMs.

### 13.2 Proposed CPM Recommendations Based on Implementation Review and Support System Studies

[180] The IPPC Coordinator introduced a paper<sup>59</sup> presenting two proposed CPM Recommendations: one on aquatic plants and the other on internet trade of plants and plant products. He reminded members that over a period of several years (2008 – 2009), the CPM had discussed the need for a category of decisions that are not ISPMs but would serve as lasting reference material and benefit from a higher profile than being published only within the text of a CPM report. He also reminded members that CPM-4 (2009) had agreed on a process for submitting proposed Recommendations and clarified that

<sup>57</sup> <http://irss.ippc.int/>

<sup>58</sup> CPM 2013/INF/04

<sup>59</sup> CPM 2013/17 Rev1

this was the first time it was being used because existing Recommendations had been allocated to this category retroactively.

- [181] The Coordinator noted that the IRSS conducted two desk studies that were presented to CPM-7 (2012) during the Scientific Session. This resulted in a fruitful discussion but CPM-7 had not had time to act on the issues presented.
- [182] The Coordinator emphasized that these Recommendations were being introduced to encourage ways forward and continue the momentum from 2012.
- [183] The IRSS Officer first presented the Recommendation on aquatic plants. Many contracting parties welcomed the Recommendations proposed by the Secretariat and agreed that in principle, these were issues that should be addressed by NPPOs. Some expressed hesitation to adopt the Recommendation on aquatic plants and felt that it would be useful to first see the outcome of SC-TPG discussions on the scope of the term “plant”. A few members requested that there be a definition of aquatic plants.
- [184] Some members expressed support for immediate adoption of the Recommendation on aquatic plants, expressing that the exercise of defining plants was a separate and parallel path from making a Recommendation on aquatic plants. Members noted that the issue of aquatic plants has been a part of the CPM’s strategic planning for several years now and members expressed their hope to raise the profile of the role of the IPPC and standards implementation on this issue through this Recommendation.
- [185] Some members expressed that the Recommendation on internet trade of plants and plant products provided useful information on an emerging pathway and supported immediate adoption. Others expressed a need for careful consideration in taking a decision on a new issue.
- [186] The Chairperson noted that there were members who supported immediate adoption and others who sought additional consultation before moving forward having noted that Recommendations have a high profile.
- [187] The CPM:
- (1) *Invited* members to provide comments on both Recommendations by 30 May 2013;
  - (2) *Referred* the Recommendations to the Bureau for consideration;
  - (3) *Decided* that the SPG should discuss the Recommendations at its meeting in October 2013;
  - (4) *Invited* the Secretariat to present the revised Recommendations at CPM-9.

#### **14. SCIENTIFIC SESSION - REVIEW OF PHYTOSANITARY SECURITY BASED ON A PROBIT9 TREATMENT STANDARD**

- [188] The CPM held the annual scientific session that covered the topic of the use of Probit 9 as a statistical method of establishing dose response. The IPPC invited Mr Robert Griffin and Mr Adnan Uzunovic, two internationally recognized Probit 9 experts, to share their experiences in the use of Probit 9 in order to raise awareness about this methodology and allow IPPC contracting parties to get a better understanding of the use of Probit 9, its use as an efficacy standard in wood packaging treatment development, and possible alternatives to be considered<sup>60</sup>.

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<sup>60</sup> CPM 2013/CRP/07

[189] The presentations were well received<sup>61</sup> and there was a great deal of interest in the topic. Several questions were raised, primarily regarding wood and wood packaging material.

## 15. EFFECTIVE DISPUTE SETTLEMENT

### 15.1 Report by the SBDS Chairperson

[190] The Chairperson for the Subsidiary Body for Dispute Settlement (SBDS) presented a paper<sup>62</sup> providing an update of the activities and the report of the 9<sup>th</sup> meeting of the SBDS. She noted that the previous SBDS Chairperson had resigned from the SBDS and thanked her for her efforts over the past two years.

[191] The Chairperson thanked the Implementation Review and Support System (IRSS) staff for the survey they conducted on the implementation of ISPM 13 on non-compliance.

[192] In reviewing the IPPC Dispute Settlement system, the SBDS Chair noted that contracting parties have not yet utilized the IPPC formal dispute settlement process to its full extent. However, the Secretariat has been involved in facilitating discussions to resolve disputes using the informal processes outlined in the IPPC Dispute Settlement manual. The Chair additionally noted that there is currently an active dispute being facilitated by the Secretariat.

[193] She reported that the status of most of the informal disputes is not known and the Secretariat has been asked to seek feedback from the disputing parties as to the status of resolution. The fact that decisions are non-binding may act as either an incentive or a barrier to engaging in the dispute settlement process.

[194] The Chairperson of the SBDS commented that it has been difficult to obtain a quorum in the SBDS and encouraged increased commitment from regions to support the work of the body. The Chairperson also encouraged greater focus on the implementation of standards as this could lead to fewer disputes.

[195] The Secretariat confirmed that the alternate members can be invited but the Secretariat needs to know in advance that the nominated member will not attend.

### 15.2 Review of the Subsidiary Body on Dispute Settlement

[196] The Chairperson of the SBDS dealt with various aspects of the review in her report on the SBDS.

[197] She stated that Annex 2 of CPM 2013/CRP/04 contained a short questionnaire on dispute settlement issues. The Chairperson suggested that contracting parties complete the questionnaire before the end of CPM-8. This feedback would be incorporated into the review before submission to the SPG in 2013 for CPM consideration in 2014. She noted that the SBDS will work with the IPPC Secretariat to increase awareness of the revised dispute avoidance process using easy-to-read materials).

[198] Some members noted that IPPC Dispute Settlement options are constructive and welcomed. South Africa and the EU thanked the IPPC Secretariat and the facilitator for guiding the process of a bilateral meeting. They stated that it was useful to clarify positions and plan concrete ways forward. This constructive approach will serve as a helpful example for future cases. Some members urged the Secretariat to ensure that disputes are dealt with in a timely manner in order to prevent exacerbation of the situation requiring resolution. One member noted that IPPC Dispute Settlement options are constructive and welcomed. Nevertheless, the IPPC should not lose sight of protecting the rights of developing countries even if there is a lack of resources.

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<sup>61</sup> Copies of the presentations will be posted on the IPP: <https://www.ippc.int/>

<sup>62</sup> CPM 2013/CRP/04

## 16. MEMBERSHIP AND POTENTIAL REPLACEMENTS FOR CPM SUBSIDIARY BODIES

### 16.1 Standards Committee

[199] The Secretariat introduced a paper<sup>63</sup> calling for nominations for the Standards Committee (SC) and Subsidiary Body on Dispute Settlement (SBS).

### 16.1 Standards Committee

[200] Due to the short time between the May SC and SC-7 meetings and the CPM, during which new members are confirmed, the Secretariat proposed that starting in 2014 the terms of the SC would end after the SC-7 meeting. This would allow for a smoother transition.

[201] The CPM:

- (1) *Noted* the current membership and the potential replacements of the Standards Committee as shown in Appendix 10 to this report.
- (2) *Confirmed* new members and potential replacements of the Standards Committee as shown in Appendix 10 to this report.
- (3) *Confirmed* the order in which potential replacements of the SC will be called upon for each region, as shown in Appendix 10 to this report.
- (4) *Agreed* that starting in 2014, SC members' terms would end after the SC-7 meeting.

### 16.2 Subsidiary Body on Dispute Settlement

[202] The CPM:

- (1) *Noted* the current membership and the potential replacements of the Subsidiary Body on Dispute Settlement as shown in Appendix 10 to this report.
- (2) *Confirmed* new members and potential replacements of the Subsidiary Body on Dispute Settlement as shown in Appendix 10 to this report.

## 17. REPLACEMENT OF BUREAU MEMBERS (2012-2014)

[203] The Secretariat introduced the paper<sup>64</sup> and thanked Ms Lois Ransom (South West Pacific), who resigned from the CPM Bureau in 2012, for her commitment and efforts in Bureau activities.

[204] The CPM:

- (1) *Elected* Mr. Peter Thomson as the Bureau member for the Southwest Pacific region to serve for the remainder of the term previously held by Ms. Lois Ransom (ending at CPM-9 (2014)).

## 18. OTHER BUSINESS

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<sup>63</sup> CPM 2013/10 Rev.2, CPM 2013/CRP/08 and CPM 2013/CRP/12

<sup>64</sup> CPM 2013/12

[205] There was no other business.

## **19. DATE AND VENUE OF THE NEXT SESSION**

[206] The Secretariat advised the CPM that the ninth session of the CPM is tentatively scheduled for 31 March-4 April 2014.

## **20. ADOPTION OF THE REPORT**

[207] The CPM:

- (1) *Adopted* the report.

## **APPENDIX 1 - Agenda**

1. Opening of the Session
2. Adoption of the Agenda
  - 2.1 Provisional Agenda
  - 2.2 EU statement of competence
3. Election of the Rapporteur
4. Establishment of the Credentials Committee
5. Report by the Chairperson of the Commission on Phytosanitary Measures (CPM)
6. Report by the Secretariat
7. Governance
  - 7.1 CPM
    - 7.1.1 CPM Rules of Procedure
    - 7.1.2 Nomination, selection and rotation of CPM Chairperson and Vice-Chairperson
  - 7.2 Bureau
    - 7.2.1 CPM Bureau Rules of Procedure
  - 7.3 Observers
  - 7.4 Strategic Planning Group (SPG) Rules of Procedure
8. International standard setting and implementation programme
  - 8.1 Standards setting
    - 8.1.1 Report on the activities of the Standards Committee
    - 8.1.2 Adoption of International Standards
    - 8.1.3 Proposed ink amendments to correct inconsistencies in the use of terms in adopted standards
    - 8.1.4 List of Topics (LOT) for IPPC Standards
      - International movement of grain (2008-007)
      - Minimizing pest movement by sea containers (2008-001)
    - 8.1.5 Language Review Groups
    - 8.1.6 Proposed changes for the rules of procedure for the Standards Committee
    - 8.1.7 Possible criteria to help determine whether a formal objection is technically justified
    - 8.1.8 Issues relating to the standards setting process
      - Implementation update on the new Standard Setting Process
      - Relationship between ISPMs and standards created by other organizations
      - Request for CPM decision by SC on implementation issues



- Co-publishing agreements
- 8.2 Implementation
- 8.2.1 Status of ISPM 15 Implementation
- 8.2.2 ePhyto
9. IPPC Strategic Framework and Resource Mobilization
- 9.1 Report of the SPG 2012
- 9.2 Progress on Implementing the IPPC Resource Mobilization Strategy
- 9.3 Financial Report 2012 and Budget and Operational Plan 2013
- 9.4 The FAO review of Article XIV bodies
10. Capacity Development
- 10.1 Regional workshops on draft ISPMs
- 10.2 Establishment of the Capacity Development Committee (CDC)
- 10.3 Outline of Capacity Development Work of the IPPC
11. Review of Information Exchange
- 11.1 The IPPC Communication Strategy
- 11.2 The IPPC Communication Work Plan
- 11.3 Information Exchange: Secretariat Update
12. Liaison and Partnership of the IPPC and cooperation with relevant regional and international organizations
- 12.1 Report on promotion of the IPPC and cooperation with relevant international organizations
- 12.2 Report of the Observer Organizations
- 12.2.1 Report by the Secretariat of the SPS Committee
- 12.2.2 Report by the Secretariat of the STDF
- 12.2.3 Report by the CBD Secretariat
- 12.2.4 Report from other organizations
- 12.3 Summary Report of the 24th Technical Consultation among Regional Plant Protection Organizations
13. IPPC Implementation Review and Support System (IRSS)
- 13.1 2012 Report of the IRSS
- 13.2 CPM Recommendations based on IRSS Studies
14. Scientific Session
15. Effective dispute settlement systems
- 15.1 Report by the SBDS Chairperson

15.2 Review of the SBDS

16. Membership and potential replacements for CPM subsidiary bodies

16.1 Standards Committee

16.2 Subsidiary Body on Dispute Settlement

17. Replacement of Bureau members (2012-2014)

18. Other business

19. Date and venue of the next session

20. Adoption of the report

**APPENDIX 2 - Documents List****INCLUDING information papers (INF) AND CONFERENCE ROOM PAPERS (CRP)**

Number CPM 2013/	Agenda	Title
01	2.1	Provisional Agenda
02	10.1	Regional Workshops on Draft ISPMs in 2012
03	8.1.2	Adoption of International Standards
04	8.1.7	Possible criteria to help determine whether a formal objection is technically justified
05	8.1.4	List of Topics for IPPC Standards
06	8.1.4	List of topics for IPPC standards: International Movement of Grain (2008-007)
07 rev.01	8.1.5	Language Review Groups
08	8.1.6	Proposed changes for the rules of procedure for the Standards Committee
09	8.1.8	Issues relating to the standards setting process
10 Rev. 02	16	Membership and potential replacements for CPM subsidiary bodies
11	11.1	The IPPC Communication Strategy
12	17	Replacement of Bureau member 2012-2014
13	10.2	Establishment of the CDC
14	11.2	IPPC Communication Workplan
15	11.3	Information Exchange: Secretariat Update
16	7.4	Draft Rules of Procedure for the Strategic Planning Group (SPG)
17 Rev.01	13.2	Proposed CPM Recommendations Based on Implementation Review and Support System Studies
18	12.3	Summary Report of the Twenty-fourth Technical Consultation among Regional Plant Protection Organizations
19 Rev.02	8.1.3	Proposed ink amendments to correct inconsistencies in the use of terms in adopted standards
20	13.1	Implementation Review and Support System (IRSS) – 2012 Report
21	10.3	Outline of the IPPC Workplan on Capacity Development
22	7.1.2	Nomination, Selection and Rotation of the CPM Chairpersons and Vice-Chairpersons
23 Rev.01	7.2.1	Rules of Procedure of the CPM Bureau
24 Rev.01	8.2.1	Status of ISPM 15
25 Rev.01	2.1	Provisional Detailed Agenda
26	6	Secretariat Report
27 Rev.01	9.3	2012-2013 Secretariat Financial Report
28	8.1.4	Sea containers
29	9.2	Resource Mobilization (efforts and results)
30	9.4	Article XIV Bodies
31	7.3	Proposed changed to CPM Rule VII : Observers
32	7.1.1	CPM RoP

Number CPM 2013/INF	Agenda	Information Paper Title
INF 01	8.1.4	List of Topics for IPPC Standards: Chart of Work on Topics for IPPC Standards in 2012
INF 02 Rev.01	8.2.2	ePhyto Update
INF 03	5	CPM Chair's Report
INF 04	13.1	Implementation Review and Support System Surveys: Overview of Work and Next Steps
INF 05	10.3	Chart of IPPC Capacity Development Projects Active in 2012
INF 06	8.1.1	Report on SC activities
INF 07	08.1.4	USA position paper on the List of topics for IPPC standards: International Movement of Grain
INF 08	12.2.1	WTO Report
INF 09	12.2.2	STDF Report
INF 10	8.2.2	EU Statement ePhyto
INF 11	12.2.4	OIE Report
INF 12	various	EU Statements on CPM Agenda Items
INF 13	13	Implementation IPPC and ISPMs
INF 14	12.2.4	Report IAEA
INF 15	8.1.5	LRG Comments from Russia
INF 16	11.3	National reporting obligations
INF 17	12.2.4	IICA Report
INF 18	2.2	Declaration of Competence and Voting Rights EU
INF 19	12.2.3	CBD Executive Secretary Statement
INF 20	9.3	Draft Detailed 2013 Budget
INF 21	12.2.3	Report by the CBD
INF 22	18	Side Events
Number CPM 2013/CRP	Agenda	Conference Room Paper Title
CRP/01	8.2.1	ISPM 15 Implementation
CPR/02	7.2.1	COSAVE RoP CPM
CPR/03	7.1.1	COSAVE PAPER
CPR/04	15	Update on the IPPC Dispute Settlement System Review and the Ninth Meeting of the SBDS
CRP/05	7.1.2	RoP CPM changed
CRP/06	8.1.4	Sea containers
CRP/07	14	Review of Phytosanitary Security Based on Probit9 Treatment Standard
CRP/09	11.1	The IPPC Communication Strategy
CRP/10	8.2.2	Terms of the Reference for the ePhyto Steering Group
CRP/11	11.3	National reporting obligations: Secretariat update
CRP/12	16	Membership and Potential Replacements for CPM Subsidiary Bodies - Revised annex 1 to CPM/2013/10 Rev.2

## **APPENDIX 3 - Rules of Procedure for the Standards Committee**

### **Rule 1. Membership**

Members should be senior officials of national plant protection organizations (NPPO), designated by contracting parties, and have qualifications in a scientific biological discipline (or equivalent) in plant protection, and experience and skills particularly in the:

- practical operation of a national or international phytosanitary system
- administration of a national or international phytosanitary system, and
- application of phytosanitary measures related to international trade.

Contracting parties agree that SC members dedicate the necessary time to participate in a regular and systematic way in the meetings.

Each FAO region may devise its own procedures for selecting its members of the SC. The IPPC Secretariat is notified of the selections that are submitted to the CPM for confirmation.

The SC is responsible for selecting the SC-7 members from within its membership. Members selected for the SC-7 will meet the above-mentioned qualifications and experience.

### **Rule 2. Replacement of members**

Each FAO region shall, following its own procedures, nominate potential replacements for members of the SC and submit them to the CPM for confirmation. Once confirmed, potential replacements are valid for the same periods of time as specified in Rule 3. These potential replacements should meet the qualifications for membership set forth in these Rules. Each FAO region shall identify a maximum of two potential replacements. Where a region nominates two, it should indicate the order in which they would serve as replacements under this Rule.

A member of the SC will be replaced by a confirmed potential replacement from within the same region if the member resigns, no longer meets the qualifications for membership set forth in these Rules, or fails to attend two consecutive meetings of the SC.

The national IPPC contact point should communicate to the Secretariat any circumstances where a member from its country needs to be replaced. The Secretariat should inform the relevant FAO regional chair.

A replacement will serve through the completion of the term of the original member, and may be nominated to serve additional terms.

### **Rule 3. Period of membership**

Members of the SC shall serve for terms of three years. Members may serve no more than two terms, unless a region submits a request to the CPM for an exemption to allow a member from within its region to serve an additional term. In that case, the member may serve an additional term. Regions may submit requests for additional exemptions for the same member on a term-by-term basis. Partial terms served by replacements shall not be counted as a term under these Rules.

### **Rule 4. Chairperson**

The Chairperson and Vice-Chairperson of the SC are elected by the SC from its membership and serve for three years, with a possibility of re-election for one additional term of three years. The Chairperson and Vice-Chairperson may serve in these capacities only when a member of the SC. The Chairperson, or in the absence of the Chairperson, the Vice-Chairperson, shall preside at meetings of the SC and shall exercise such other functions as may be required to facilitate the work of the SC. A Vice-Chairperson acting as a Chairperson shall have the same powers and duties as the Chairperson.

The Chairperson shall direct the discussions in SC meetings, and at such meetings ensure observance of these Rules, accord the right to speak, put questions and announce decisions. He/she shall rule on points of order and, subject to these Rules, shall have complete control over the proceedings at any meetings. He/she may, in the course of the discussion of an item, propose to the SC the limitation of the time to be allowed to speakers, the number of times each member may speak on any question, the closure of the list of speakers, the suspension or adjournment of the meeting, or the adjournment or closure of the debate on the item under discussion. The Chairperson, in the exercise of his/her functions, remains under the authority of the SC.

### **Rule 5. Sessions**

Meetings of the SC are normally held at FAO Headquarters in Rome. The SC meets at least once per year.

Depending on the workload and resources available, the SC or the Secretariat, in consultation with the Bureau of the CPM, may request additional meetings of the SC. In particular, the SC may need to meet after the CPM meeting in order to prepare draft standards for member consultation.

Depending on the workload and resources available, the SC, in consultation with the Secretariat and the Bureau of the CPM, may authorize the SC-7 or extraordinary working groups of the SC to meet.

A session of the SC shall not be declared open unless there is a quorum. The presence of a majority of the members of the SC is necessary to constitute a quorum.

Some tasks, as agreed by the SC, may be undertaken between meetings via electronic means, and should be reported on in the report of the next session of the SC.

### **Rule 6. Approval**

Approvals relating to specifications or draft standards are sought by consensus. Final drafts of ISPMs which have been approved by the SC are submitted to the CPM without undue delay.

### **Rule 7. Observers**

A contracting party to the IPPC or any regional plant protection organization may request to send one observer to attend an SC meeting. This request should be communicated by the official IPPC contact point to the Standards Officer thirty days prior to the starting date of the meeting. In response to this request, the observer will be invited to attend, depending whether logistical arrangements can be made. Such observers may i) participate in the discussions, subject to the approval of the Chairperson and without the right to vote; ii) receive the documents other than those of a restricted nature, and, iii) submit written statements on particular items of the agenda.

### **Rule 8. Reports**

SC meeting records shall be kept by the Secretariat. The report of the meetings shall include:

- approval of draft specifications for ISPMs
- finalization of specifications with a detailed explanation including reasons for changes
- reasons why a draft standard has not been approved
- a generic summary of SC reactions to classes of comments made in member consultation
- draft standards that are sent for member consultation and draft standards recommended for adoption by the CPM.

The Secretariat shall endeavour to provide to CPM Members upon request the rationale of the SC for accepting or not accepting proposals for modifications to specifications or draft standards.

A report on the activities of the SC shall be made by the Chairperson of the SC to the annual session of the CPM.

Reports of SC meetings shall be adopted by the SC before they are made available to Members of the CPM and RPPOs.

**Rule 9. Language**

The business of the SC shall be conducted in the languages of the organization.

**Rule 10. Amendments**

Amendments to the Rules of Procedures and the Terms of Reference may be promulgated by the CPM as required.

## **APPENDIX 4 - Criteria to help determine whether a formal objection is technically justified**

### **A. General criteria**

For all draft ISPMs, a formal objection should be considered technically justified in cases such as:

- parts of the draft ISPM conflict with the provisions of the IPPC
- parts of the draft ISPM are inconsistent with adopted ISPMs
- there are technical inaccuracies present in the draft ISPM
- it is supported by scientific justification or other technical evidence
- parts of the draft ISPM conflict with technical provisions of other international agreements which the SC considers relevant to plant health.

### **B. Criteria for draft phytosanitary treatments**

For PTs, a formal objection could be considered technically justified if any of the following apply:

- it refers to inconsistencies in the degree to which the treatment supports efficient phytosanitary measures in a wide range of circumstances
- the level of efficacy of the treatment is not experimentally supported (quantified or expressed statistically)
- it considers the potential effects on the product quality and intended use of the regulated article
- it provides technical information demonstrating the treatment is not feasible and applicable for use primarily in international trade or for other purposes (e.g. to protect endangered areas domestically, or for research). This may include factors noted in ISPM 28:2007, which provides some guidance on what may constitute a technical justification.

### **C. Criteria for draft diagnostic protocols**

For DPs, a formal objection could be considered technically justified if any of the following apply:

- it refers to inaccuracies in any of the technical information
- it refers to inaccuracies in the description of the pest, including signs and symptoms associated with the pest and methods of detecting the pest in a commodity
- it refers to the meeting of the requirements of the protocol for the diagnosis of the pest as described in ISPM 27:2006, such as minimum requirements, reliability and flexibility for use in a wide range of circumstances, etc.
- it refers to whether the methods take into account the expertise needed, the availability of equipment and the practicability (e.g. ease of use, speed and cost).



## APPENDIX 5 - ISPM 15 Symbol Registration: A Strategy for Going Forward

### Background

Members of the Commission on Phytosanitary Measures (CPM) have discussed on an on-going basis the challenges and persistent concerns related to the registration of the ISPM 15 symbol at the national level among all contracting parties. Both the costs and legal complexities associated with the registration process have been the subject of countless CPM, Bureau, IPPC Secretariat, Strategic Planning Group (SPG), and other meetings and sessions.

Many, if not all, members engaged in these discussions agree on the necessity to register and protect the symbol in order to ensure the safety and credibility of the trade system as it relates to the movement of millions of shipments annually -shipments which involve wood packaging material (WPM) and billions of dollars in commercial activity. The plant protection stakes are high. Still, there remain a number of countries (70 at present) where the symbol has not been registered and another set of countries (114) where the symbol needs to be renewed. These gaps pose a significant risk from a global plant health perspective and a legal and commercial standpoint as well.

It is the unanimous view of the Bureau that decisive action is required to address this priority phytosanitary concern. There have been numerous exhaustive discussions. Now it is time to act. The Bureau proposes the below 2-stage strategy.

### Strategy

#### 1. Five Year Plan: A plan is proposed for the next five years.

This plan includes the following elements:

- A senior level FAO letter will be prepared and sent to senior foreign affairs counterparts and senior permanent representatives in the countries where registration has not occurred. This letter will communicate the urgency and importance of registration in order to effectively manage the ubiquitous commercial movement of wood packaging materials between countries, prevent pest spread, and avoid agricultural crop and other losses in their territories.
- It is thought that higher level governmental officials in many countries, at least where the symbol remains unregistered, need to get engaged in order to get the registration process initiated. NPPOs may not always be in a position to initiate and pursue these legal registration actions. The IPPC Secretariat will take the lead in drafting this high level letter and engage senior FAO officials in sending this communications.
- The FAO legal office will be available to advise and support the registration process within countries. The average cost of registration is an estimated USD 4 500. This effort to complete the registrations over the next five years will be undertaken in collaboration with the FAO legal office.
- The Bureau recommends that this registration and renewal work be funded by allocating a minimum of USD 70 000 per annum over the next five years from FAO Regular Programme funds. Countries will be informed of the cost of registration of the symbol in their country. Consistent with previous CPM discussions, countries are expected to reimburse FAO for the renewal of registrations (not first time registrations).<sup>65</sup>

#### 2. Long Term Plan:

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<sup>65</sup> Trade volume will be the primary criteria for ordering the registrations over the next five years for those countries where the symbol remains unregistered, consistent with the criteria used by the Legal Office thus far.

- To address the long term future, beyond five years, it is proposed that the SPG be directed to develop longer term options and approaches for maintaining registrations into the future, as renewals will be required (normally 10 year life span of registrations).
- SPG would be requested to consider alternative funding mechanisms, including Trust Funds, special fee collection/reimbursement options, and other possibilities for funding, sustaining and protecting the ISPM 15 program and symbol on an ongoing basis.
- The SPG may also be requested by CPM to consider other relevant aspects of maintaining the ISPM 15 standard and symbol in the long run, such as implementation or other issues.

### **Summary**

The plant health and legal stakes are significant. The billions of dollars associated with agricultural and forestry resources, pest eradication programs, and disruptions in trade dwarf the costs associated with registering the symbol. Such registration has become an integral part of implementing ISPM 15 around the world and managing the WPM pathway.

The Bureau feels that the phytosanitary community, through the IPPC, needs to move forward with some decisive action to address these high risk issues. The proposed set aside of a minimum of USD 70 000 from the FAO Regular Programme (for the next five years) reflects a high priority need to close the gaps in ISPM 15 coverage around the world and ensure phytosanitary security in the global trade system. The SPG would identify long term funding mechanisms and options to sustain the ISPM 15 program and symbol into the future.

The Bureau urges the CPM to endorse and support this way forward.

## **APPENDIX 6 – Proposed amendment to the Rules of Procedure of the Commission on Phytosanitary Measures**

### **Rule I: Membership**

Membership of the Commission on Phytosanitary Measures (hereafter referred to as “the Commission”) consists of all contracting parties to the International Plant Protection Convention (hereafter referred to as “the IPPC”).

Before the opening of each session of the Commission, each contracting party (hereafter referred to as “member of the Commission”) shall communicate to the Director-General (hereafter referred to as “the Director-General”) of the Food and Agriculture Organization of the United Nations (hereafter referred to as “the Organization”) the names of all the persons (the head of the delegation, as well as alternates, experts and advisers) appointed by such member of the Commission to represent it during the session mentioned above. For the purpose of these Rules, the term “delegates” means the persons so appointed.

### **Rule II: Officers**

The Commission shall elect a Chairperson, a Vice-Chairperson and other persons from among the delegates to form a Commission Bureau of seven persons, so that each FAO region is represented. The Commission shall elect a rapporteur for each regular session from among the delegates. No delegate shall be eligible without the concurrence of the respective head of delegation. The Commission Bureau shall be elected under the FAO Rules and Regulations at the end of a regular session and shall hold office for a term of two years. Subject to the agreement of the region concerned, an individual member shall be eligible for re-election for another two consecutive terms. In exceptional circumstances, an FAO region may submit a request to the CPM for an exception to allow a member to serve an additional term(s). The Chairperson, or in the absence of the Chairperson, a Vice-Chairperson, shall preside at all meetings of the Commission and shall exercise such other functions as may be required to facilitate the work of the Commission. A Vice-Chairperson acting as a Chairperson shall have the same powers and duties as the Chairperson. The purpose of the Commission Bureau is to provide guidance to the Commission on the strategic direction, financial and operational management of its activities in cooperation with others as approved by the Commission. Detailed Rules of Procedure for the Bureau are attached in Annex I which shall constitute an integral part of these Rules of Procedure.

The Chairperson shall declare the opening and closing of each plenary meeting of the session. He/she shall direct the discussions in plenary meetings, and at such meetings ensure observance of these Rules, accord the right to speak, put questions and announce decisions. He/she shall rule on points of order and, subject to these Rules, shall have complete control over the proceedings at any meetings. He/she may, in the course of the discussion of an item, propose to the Commission the limitation of the time to be allowed to speakers, the number of times each delegation may speak on any question, the closure of the list of speakers, the suspension or adjournment of the meeting, or the adjournment or closure of the debate on the item under discussion.

The Chairperson, or a Vice-Chairperson acting as Chairperson, shall not vote but may appoint an alternate, associate or adviser from his/her delegation to vote in his/her place.

The Chairperson, in the exercise of his/her functions, remains under the authority of the Commission.

### **Rule III: Secretary**

The Secretary of the IPPC shall be responsible for implementing the activities assigned to the Secretariat in accordance with the policies of the Commission. The Secretary shall report to the Commission on the activities assigned to the Secretariat.

**Rule IV: Sessions**

The Commission shall hold one regular session each year. Special sessions shall be held as considered necessary by the Commission or at the written request of at least one third of the members of the Commission.

Sessions of the Commission shall be convened by the Chairperson of the Commission, after consultation with the Director-General.

Notice of the date and place of each session of the Commission shall be communicated to all the members of the Commission at least two months before the session.

Each member of the Commission shall have one representative, head of delegation, who may be accompanied by one or more alternates, experts and advisers. An alternate, expert or adviser shall not have the right to vote except when substituting for the head of delegation.

Meetings of the Commission shall be held in public unless the Commission decides otherwise.

A majority of the members of the Commission shall constitute a quorum.

**Rule V: Agenda and documents**

The Director-General, in consultation with the Chairperson of the Commission, shall prepare a provisional agenda.

The first item on the provisional agenda shall be the adoption of the Agenda.

Any member of the Commission may request the Director-General to include specific items in the Provisional Agenda.

The Provisional Agenda shall normally be circulated by the Director-General at least two months in advance of the session to all members of the Commission and to all observers invited to attend the session.

Any member of the Commission, and the Director-General, may, after the despatch of the Provisional Agenda, propose the inclusion of specific items on the Agenda with respect to matters of an urgent nature. These items should be placed on a supplementary list, which, if time permits before the opening of the session, shall be dispatched by the Director-General to all members of the Commission, failing which the supplementary list shall be communicated to the Chairperson for submission to the Commission.

After the Agenda has been adopted, the Commission may, by a two-thirds majority of the members of the Commission present and voting, amend the Agenda by the deletion, addition or modification of any item. No matter referred to the Commission by the Conference or Council of the Organization may be omitted from the Agenda.

Documents to be submitted to the Commission at any Session shall be furnished by the Director-General to all the members of the Commission and to observers invited to the session, at the time the Agenda is dispatched or as soon as possible thereafter.

Formal proposals relating to items on the Agenda and amendments thereto introduced during a session of the Commission shall be made in writing and handed to the Chairperson, who shall arrange for copies to be circulated to all delegates.

**Rule VI: Voting procedures**

Subject to the provisions of Article II of the Constitution of the Organization, each member of the Commission shall have one vote.

The Commission shall make every effort to reach agreement on all matters by consensus. If all efforts to reach consensus have been exhausted and no agreement has been reached, the decision shall, as the last resort be taken by a two-thirds majority of the members of the Commission present and voting.

For the purpose of these Rules, the phrase “members present and voting” means members of the Commission casting an affirmative or negative vote. Members who abstain from voting or cast a defective ballot are considered as not voting.

Upon the request of any member of the Commission, voting shall be by roll-call vote, in which case the vote of each member shall be recorded.

When the Commission so decides, voting shall be by secret ballot.

The provisions of Rule XII of the General Rules of the Organization shall apply *mutatis mutandis* to all matters not specifically dealt with under this Rule.

## **Rule VII: Observers**

Regional plant protection organizations (RPPOs) recognized by the Commission under article IX of the IPPC shall participate only as observers in all meetings of the Commission.

Countries can participate as observers in meetings of the Commission as follows:

Any Country that is not a contracting party but is a Member of FAO, as well as the United Nations, any of its specialized agencies and the International Atomic Energy Agency, may upon request communicated to the IPPC Secretary and endorsement by the CPM Bureau, participate as an observer in meetings of the Commission.

Any Country that is not a Member of FAO or an IPPC contracting party, but is a Member of the United Nations, any of its specialized agencies or the International Atomic Energy Agency may, upon request communicated to the FAO Director General, and subject to the relevant provisions of the Basic Texts of the Organization, be invited to participate as an observer in meetings of the Commission.

Any Country that is not a Member of FAO or a member of the United Nations, any of its specialized agencies or the International Atomic Energy Agency shall not be permitted to send observers to meetings of the Commission.

International organizations, whether intergovernmental or non-governmental, may, subject to the relevant provisions of the Basic Texts of the Organization participate as observers in meetings of the Commission. Relations with the concerned organization shall be dealt with by the Director-General, FAO, taking into account guidance given by the Commission.

Intergovernmental organizations (IGOs):

IGOs should meet the following criteria: it should have been set up by an intergovernmental convention (a convention to which the parties are States); the governing body of the organization should be composed of members designated by governments; the income of the organization should be made up mainly, if not exclusively, of contributions from governments.

IGOs that have established formal relations with FAO may, upon request communicated to the IPPC Secretary and endorsement by the Bureau, participate as observers in meetings of the Commission.

IGOs that have not established formal relations with FAO may, upon request communicated to the IPPC Secretary, participate as observers in meetings of the Commission if, in the judgment of the IPPC Secretary and the CPM Bureau, there are concrete reasons for allowing their participation which would forward the work of the Commission.

ii) International non-governmental organizations (INGOs):

INGOs that have been granted formal status by FAO may participate in meetings of the Commission.

INGOs that have not been granted formal status by FAO may, upon request communicated to the IPPC Secretary, participate as observers in meetings of the Commission if, in the judgment of the IPPC Secretary and the CPM Bureau, there are concrete reasons for allowing their participation which would forward the work of the Commission.

INGOs that have not been granted formal status by FAO shall be examined in light of the following criteria: they should be international in structure and scope of activity, and representative of the specialized field of interest in which they operate; they should be concerned with matters covering a part or all of the Commission's field of activity; they should have aims and purposes in conformity with the IPPC; they should have a permanent directing body and Secretariat, authorized representatives and systematic procedures and machinery for communicating with its membership in various countries; and they should have been established at least three years before they request participating in the meetings of the Commission.

Observers to CPM meetings may : i) participate in the discussions, subject to the approval of the Chairman of the Commission and without the right to vote; ii) receive the documents other than those of a restricted nature, and iii) circulate, without abridgement, the views of the organization or country which they represent on particular items of the agenda.

CPM Bureau meetings are not open to observers.

Each CPM Subsidiary Body shall establish its own rules on observers which shall conform to these Rules and the relevant provisions of the FAO Basic Texts.

## **Rule VIII: Records and reports**

At each session, the Commission shall approve a report embodying its views, recommendations and conclusions, including, when requested, a statement of minority views. Such other records, for its own use, as the Commission may on occasion decide, shall also be maintained.

The report of the Commission shall be transmitted at the close of each session to the Director-General who shall circulate it to all members of the Commission and observers that were represented at the session, for their information, and, upon request, to other Members and Associate Members of the Organization.

Recommendations of the Commission having policy, programme or financial implications for the Organization shall be brought by the Director-General to the attention of the Conference and/or of the Council of the Organization for appropriate action.

Subject to the provisions of the preceding paragraph the Director-General may request members of the Commission to supply the Commission with information on action taken on the basis of recommendations made by the Commission.

## **Rule IX: Subsidiary bodies**

The Commission may establish such subsidiary bodies as it deems necessary for the accomplishment of its functions.

The terms of reference and procedures of the subsidiary bodies shall be determined by the Commission.

Membership in these subsidiary bodies shall consist of selected members of the Commission, or of individuals appointed in their personal capacity as respectively determined by the Commission.

The representatives of subsidiary bodies shall be specialists in the fields of activity of the respective subsidiary bodies.

The establishment of subsidiary bodies shall be subject to the availability of the necessary funds in the relevant chapter of the approved budget of the Organization. Before taking any decision involving expenditure in connection with the establishment of subsidiary bodies, the Commission shall have before it a report from the Director-General on the administrative and financial implications thereof.

Each subsidiary body shall elect its own officers, unless appointed by the Commission.

#### **Rule X: Development and adoption of International Standards**

The procedures for the development and adoption of international standards are set out in the Annex II to these Rules and shall form an integral part thereof.

Notwithstanding the provisions of Rule VI.2, where consensus is not reached on a proposal for the adoption of a standard which has been introduced before the Commission for the first time, the proposed standard shall be referred back to the appropriate body of the Commission, together with its comments thereon, for further consideration.

#### **Rule XI: Expenses**

Expenses incurred by delegates when attending sessions of the Commission or of its subsidiary bodies, as well as the expenses incurred by observers at sessions, shall be borne by their respective governments or organizations. Developing countries delegates may request financial assistance to attend sessions of the Commission or its subsidiary bodies.

Any financial operations of the Commission and its subsidiary bodies shall be governed by the appropriate provisions of the Financial Regulations of the Organization.

#### **Rule XII: Languages**

Pursuant to Rule XLVII of the General Rules of the Organization, the languages of the Commission and its subsidiary bodies shall be the languages of the Organization.

Any representative using a language other than one of the languages of the Commission shall provide for interpretation into one of the languages of the Commission.

#### **Rule XIII: Amendment and suspension of the rules**

Amendment of or additions to these Rules may be adopted by a two-thirds majority of the members of the Commission present and voting, provided that not less than 24 hours notice of the proposal for the amendment or the addition has been given.

Any of the above Rules of the Commission, other than Rule I.1, Rule IV.2 and 6, Rule V.6, Rule VI.1 and 2, Rule VII, Rule VIII.3 and 4, Rule IX.2 and 5, Rule XI, Rule XIII.1 and Rule XIV may be suspended by a two thirds majority of the members of the Commission present and voting, provided that not less than 24 hours notice of the proposal for suspension has been given. Such notice may be waived if no representative of the members of the Commission objects.

#### **Rule XIV: Entry into force**

These Rules and any amendments or additions thereto shall come into force upon approval by the Director-General of the Organization.

**ANNEX I****RULES OF PROCEDURE FOR THE BUREAU OF THE  
COMMISSION ON PHYTOSANITARY MEASURES****Rule 1. Purpose of the Bureau**

The purpose of the Bureau is to provide guidance to the CPM on the strategic direction, financial and operational management of its activities in cooperation with others as approved by CPM.

As appropriate, members of the Bureau will also assist the CPM in its administrative and operational duties. The Bureau provides continuity in the management of the CPM and, through representation of all FAO regions, facilitates the expression of all viewpoints on strategic, administrative and procedural matters on an ongoing basis.

**Rule 2. Functions of the Bureau**

- (1) The Bureau shall have the following functions:
- (2) Ensuring the efficient implementation of the CPM work programme in coordination with the Secretariat.
- (3) Making recommendations to improve CPM management and delivery of strategic directions, financial and operational activities.
- (4) Assisting with the administrative, and operational duties of the CPM in areas such as:
- (5) delivery of the IPPC Strategic Framework
- (6) financial planning and management
- (7) Providing advice, guidance and strategic direction to subsidiary and other bodies in between plenary sessions of the CPM, in accordance with CPM decisions.
- (8) Addressing specific issues assigned to it by the CPM.

**Rule 3. Membership**

The members of the Bureau shall be elected by the CPM as per Rule II of the Rules of Procedure of the CPM.

FAO regions select their candidates for membership of the Bureau on the basis of the procedures agreed within each region.

**Rule 4. Replacement of members**

FAO regions shall nominate replacements for members of the Bureau and submit them to the CPM for election. Replacements should be eligible to be members as set forth in these Rules. Each FAO region shall select a maximum of two replacements for CPM election. If a member of the Bureau, other than the Chairperson, becomes unavailable for a meeting their respective replacement may substitute them during that specific meeting. If a member of the Bureau becomes unavailable on a long term basis, for unavoidable reasons, resigns or no longer meets the qualifications required for being member of the Bureau, the replacement will substitute the member of the Bureau for the remainder of the term of office for which he/she has been elected. The replacement should be from the same region as the member of the Bureau being replaced.

**Rule 5. Chairperson**



The Chairperson of the CPM shall be the Chairperson of the Bureau.

**Rule 6. Meetings**

Bureau meetings shall be convened by the IPPC Secretary. Four members of the Bureau shall constitute a quorum. The Bureau shall meet at least twice a year. The IPPC Secretary may also convene meetings of the Bureau as necessary to enable any outstanding specific activities to be undertaken before the following CPM session or scheduled Bureau meeting.

In the absence of the Chairperson, the Vice Chairperson will chair the meeting.

Meetings of the Bureau shall be closed unless otherwise determined by the Bureau. The Bureau may invite experts to provide advice or information on specific matters. The IPPC Secretary or a representative designated by him/her shall attend the meetings of the Bureau.

**Rule 7. Decision making**

Decisions will be made by consensus. Situations where consensus cannot be reached shall be described in the meeting reports detailing all positions maintained and presented to the CPM for guidance and appropriate action.

**Rule 8. Documentation, records and reports**

The Secretariat is responsible for coordinating the activities of the Bureau and providing administrative, technical and editorial support, as required by the Bureau.

The Secretary, in consultation with the Chairperson of the CPM, shall prepare a provisional agenda for the Bureau meetings and make it available to members of the Bureau preferably four weeks prior to the beginning of each meeting.

The Secretariat shall make meeting documents available to Bureau members as soon as possible after the preparation of the provisional agenda.

The Secretariat shall keep the records of the Bureau and minutes of the Bureau meetings. A report should be available within one month after each meeting and posted on the International Phytosanitary Portal.

The Chairperson shall submit a yearly report to the CPM on the activities of the Bureau.

**Rule 9. Language**

The business of the Bureau shall be conducted in English, unless otherwise decided by the Bureau.

**Rule 10. Amendment**

These Rules and amendments or additions thereto shall be adopted by two thirds majority of the members of the Commission present and voting, provided that not less than 24 hours notice of the proposal for the amendment or addition has been given.

**Attachment II****GUIDELINES FOR ROTATION OF THE CPM CHAIRPERSON AND VICE-CHAIRPERSON AND NOMINATION OF BUREAU****Rotation of the CPM Chairperson and Vice-Chairperson**

Chairperson of the Commission on Phytosanitary Measures will be rotated among the seven (7) FAO regions in the following sequence: Asia, Southwest Pacific, Latin America and the Caribbean, Africa, North America, Near East and Europe, followed by a grouping that would include only the four (4) largest regions (those regions with the largest number of countries): Asia, Latin America and the Caribbean, Europe, Africa, and then followed by the first seven listed above, and so forth. The rotation scheme would thus be: 7-4-7-4.

Following the rotation scheme identified above, the region which is next in line for occupying the position of the Chairperson will propose a candidate for the Vice-Chairperson. In the following term the region occupying the position of the Vice-Chairperson will propose a candidate for the position of the Chairperson.

**Selection and Nomination of Bureau members**

When selecting candidates, regions should take due account of the need for competences relevant to participation in the Bureau. Candidates should be selected on the basis of individual qualifications and experience relevant to the mandate of the CPM and where appropriate on the basis of their potential to take on the chairing of the CPM.

In putting forward candidates for the Bureau, regions should consider the individual's experience and expertise on technical and operational IPPC issues and their capacity to contribute to CPM and Bureau activities and functions. In particular, consideration should be given to the individual's:

- Knowledge of the IPPC purpose, objectives, strategies, functions, roles and operational and internal processes.
- Understanding of IPPC related international organizations, for example: WTO-SPS and its related standard setting bodies, CBD, etc.
- Experience in financial management.
- Knowledge of national phytosanitary systems, regulations and practices.
- Experience in guiding or directing the operations of an organization or governance body to accomplish its mission, goals and objectives.
- Communication and collaboration skills including the ability to clarify, summarize and seek consensus.
- Experience in chairing and facilitating large fora, including supporting decision-making, negotiation and enabling compromise in such fora.
- Ability to act in an impartial and objective way.
- Ability to be flexible and resilient.

The following considerations would be desirable:

- The role of Chairperson is a substantial one and a candidate should be prepared to devote a significant amount of time and energy to fulfil the responsibilities attached to this role. The employer should provide the time and where appropriate, the necessary resources to enable the Chairperson to fulfil the responsibilities attached to this role. Vice-Chairpersons should have the same competence and expertise, as the Chairperson, but may have less experience.
- The candidates for Bureau membership (including Chairperson and Vice-Chairpersons) should be employed by an NPPO.
- Candidates for Chairperson should have served for at least one term (two years) in the Bureau.
- It may be desirable that the Chairperson has served previously as a Vice-Chairperson.

These guidelines are not intended to set precedents for other FAO or Article XIV bodies and are neither intended to establish nor recognise the FAO regions mentioned therein and their rotational weightings.

## APPENDIX 7 – TORs ePhyto Steering Group

Please find draft terms of reference for the ePhyto Steering Committee in Annex 1.

CPM is invited to:

1. *agree* to establish an ePhyto Steering Group to operate according to the terms of reference attached, and
2. *agree* that experts from each region will be nominated through their bureau member as soon as possible before the end of April 2013 to allow the Steering group to meet during May 2013.

### Annex 1

## Terms of the Reference for the ePhyto Steering Group

### Background

At its 8th session, the Commission on Phytosanitary Measures (CPM-8 (2013)) recognized the need for a programme to specifically promote and provide guidance on the development of ePhyto, and provide information and tools for those countries that opt to use an ePhyto system.

This need is identified as urgent. Agreement on the key components and framework that will enable countries that wish to use ePhyto to develop their national systems should be delivered within 12 months because of:

- the likely adoption of Appendix 1 to ISPM 12 at CPM 9 (2014),
- the number of countries already independently developing ePhyto systems that may not be compatible with each other and who are arranging for bilateral electronic exchange of phytosanitary certificate information with trading partners, and
- the development of single windows and customs unions systems for receipt of electronic information relating to trade.

### Purpose

The purpose of the ePhyto Steering Group is to provide oversight, guidance and advice on IPPC efforts to facilitate the international exchange of electronic phytosanitary information among contracting parties.

### Duration

The ePhyto Steering Group will remain an active group until it completes its programme of work or be reviewed after 3 years.

### Functions

The ePhyto Steering Group will:

- 1) establish a clear vision and common understanding of the ePhyto concept;
- 2) monitor delivery of the hub feasibility study, evaluate the results and make recommendations for next steps;

- 3) identify implementation requirements following adoption of Appendix 1 to ISPM 12,
- 4) establish the required processes and functions to maintain ePhyto systems and access to a common repository of harmonised terms and codes;
- 5) contribute to the development of a comprehensive range of activities to raise awareness, understanding and build capacity amongst contracting parties;
- 6) ensure the development of a toolkit with modular ePhyto elements that could be used by contracting parties wanting to implement an ePhyto solution, recognising the different needs of different contracting parties;
- 7) identify sources of guidance and advice to countries wishing to implement ePhyto;
- 8) identify resource needs and opportunities, and assist in development of funding proposals;
- 9) have oversight of all IPPC activities on ePhyto and provide guidance to the various bodies as needed to ensure an integrated and ordered approach, and;
- 10) other related functions as required.

## **Membership**

The ePhyto Steering Group will be composed as follows:

- One (1) Bureau member
- One (1) expert nominated from each of the FAO Regions.

A Chair will be selected from their membership.

The steering group members should have extensive knowledge of the IPPC certification processes, have regulatory experience, be substantially computer and internet literate, and have the time available to actively participate.

Additional experts can be invited by the ePhyto Steering Group, as and when necessary, to deal with specific topics or challenges. These may function as ad-hoc groups with specific tasks under the coordination of the ePhyto Steering Group.

The ePhyto Steering Group will usually meet virtually (but the need for face-to-face meetings at times is recognized), and perform the functions outlined above. The Steering Group will report to the Bureau. The ePhyto Steering Group will be supported by the IPPC Secretariat and will maintain close liaison through the IPPC Coordinator.

## **Funding**

To undertake this work, participants will either be self-funded or extra-budgetary resources will need to be identified so that the IPPC Secretariat can consider funding assistance for participants from developing countries. Recognising the priority and urgency of this programme, the IPPC Secretariat will identify and examine all opportunities to obtain extra-budgetary funds or in-kind contributions.

## APPENDIX 8 - IPPC Communications Strategy

### Objectives

The four objectives of the IPPC Communications Strategy are:

- (1) to support the objectives of the new IPPC Strategic Framework by increasing global awareness of the importance of the International Plant Protection Convention (IPPC) and of the vital importance to the world of protecting plants from pests;
- (2) to highlight the IPPC's role as the sole international plant health standard setting organization with the objective of helping to ensure the safe trade of plants and plant products, which in turn will improve market access from a plant health perspective;
- (3) to help improve the implementation of the International Standards for Phytosanitary Measures (ISPMs); and
- (4) to support the activities of the IPPC Resource Mobilization programme.

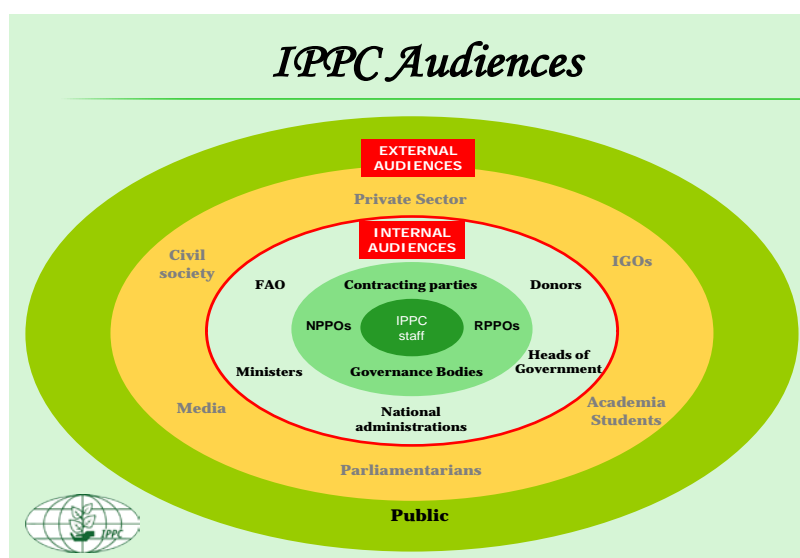
### Why develop a communication strategy?

The objectives and successes of the IPPC can be promoted more effectively by the phytosanitary community as a whole, by providing scientific and logical explanations of the potential serious negative impact of introduced pests worldwide. Practitioners working in this field see these substantial negative impacts every day, but this message needs to be communicated effectively to key audiences such as national governments and decision makers (policy and financial) to demonstrate the pest threat to agriculture and biodiversity, and the importance of this being a national and global priority that justifies and receives appropriate and sustainable support.

Implementation of the communication strategy will:

- (1) increase the effectiveness of, and participation in, IPPC activities by securing cooperation among nations in protecting global plant resources from the spread and introduction of pests of plants in order to preserve food security, biodiversity, and facilitate trade.
- (2) engage with various stakeholders (as per Figure 1) and create phytosanitary awareness in the medium and long-term.

*Figure 1: Schematic representation of IPPC Communication audiences.*



## Goals

**A)** *Ensure that increased awareness of phytosanitary risks, their identification and management, under the IPPC is understood by IPPC audiences for the purpose of reaching IPPC's 2012–2019 strategic objectives*

([https://www.ippc.int/index.php?id=1110798&tx\\_publication\\_pi1\[showUid\]=202496&frompage=13330&type=publication&L=0#item](https://www.ippc.int/index.php?id=1110798&tx_publication_pi1[showUid]=202496&frompage=13330&type=publication&L=0#item) for details).

## Recommendations

**A1)** Develop **global recognition** of the importance of plant health and the IPPC's role and impact. Communicate clearly and consistently to all IPPC audiences in a way that establishes this plant pest threat to agriculture and biodiversity as a national, regional and global priority that justifies and receives appropriate and sustainable support.

**A2)** Improve efficiencies by reducing duplication of effort and costs, develop links between national and regional communication activities, sharing communication and advocacy materials, increasing integration between national, regional and international IPPC communications campaigns and advancing the implementation of the Convention itself.

**A3)** Develop an **IPPC communication action plan**, with sufficient resources, so that NPPOs of contracting parties, RPPOs, the CPM and the Secretariat give a common message.

**B)** *Create an appropriate, clear, simple and instantly recognizable brand, both within FAO and internationally, to ensure easy recognition, facilitating awareness of the importance of the work of the IPPC, and improve the consistency and quality of messages to a wide variety of IPPC stakeholders.*

## Recommendations

**B1)** Undertake activities to protect the IPPC image/brand and intellectual property;

**B2)** Develop a new and more recognizable logo and layout for all IPPC documentation (paper and electronic);

**B3)** Develop IPPC advocacy materials and improve the consistency and quality of all communications.

**C)** *Improve the **staffing and expertise** within the Secretariat to adequately address the communications strategy.*

## Recommendations

**C1)** Recruit appropriate staff with specific communications expertise and experience in advocacy and donor outreach.

**C2)** Mobilize resources to ensure such expertise within the Secretariat is sustainable.

## Structure of the IPPC Communication Strategy

To be effective, the IPPC Communication Strategy will contain two different elements:

- i) **Awareness raising:** general communication with all stakeholders e.g. news, case studies, publications, a standardised dedicated course for academia and schools, NPPOs and RPPOs;
- ii) **Advocacy:** promotional materials e.g., brochures, flyers, videos, posters and flagship publications.

## Implementing the IPPC Communication Strategy

To deliver the specific objectives and to achieve the expected outputs, outcomes and impact the Action Plan (these will be detailed in the IPPC Communications Work Plan after adoption of the strategy) of the Communication Strategy must:

- i) make maximum use of an appropriate and instantly recognizable brand, both within FAO and internationally (**awareness and advocacy**);
- ii) establish an IPPC Communications Crisis policy and procedures within the Secretariat (**awareness and advocacy**);
- iii) enhance the IPPC's profile so that it is the "first thing that comes to mind" or point of reference for all issues of plant health when they arise (**awareness and advocacy**);
- iv) ensure that the IPPC community speaks with one voice when appropriate, anticipates crises, celebrate victories, and can deal with negative publicity in the media or other sources (**advocacy and phytosanitary resources**);
- v) establish a mechanism within the Secretariat to ensure the quality of all IPPC communication materials and a process for their release and distribution (**awareness and advocacy**);
- vi) communicate in simple, clear language, and provide more consistency of message, that key audiences understand (**awareness and advocacy**);
- vii) communicate through the dominant channels for reaching specific audiences: primarily through publications and Internet tools (especially the IPPC website, YouTube, etc.), television, oral communications, social networking (e.g. Facebook, Twitter, Linked-In), scientific publications, etc. when appropriate (**awareness and advocacy**);
- viii) place information within reach of stakeholders by sharing phytosanitary experiences (successes and challenges) and providing a meeting place / forum for nations and stakeholders (**phytosanitary resources**);
- ix) emphasize the human impact stories that show the successes (and selected failures) of the IPPC work programme and strengthen the IPPC brand promise of improving food security and market access (**awareness and advocacy**); and
- x) establish an effective media campaign: consistent coverage of activities, events and campaigns (**awareness and advocacy**).

In addition, this communication strategy needs transparency, oversight and sustainability. The following may help reach the objectives (see section I above) of this communications strategy:

- i) *Focal point.* A single person within the Secretariat needs to be assigned to the information exchange team with primary responsibility for the implementation of the communication strategy (although many tasks will be undertaken by all Secretariat members).
- ii) *Oversight.* Minimal oversight of the implementation of the communications plan and strategy may be useful, however, the oversight should be limited in order to provide maximum flexibility.



## APPENDIX 9 - IPPC National Reporting Obligations Work Programme

The Eighth Session of CPM agreed to the following IPPC National Reporting Obligations (ex. IPPC Information Exchange) work programme:

The International Phytosanitary Portal (IPP: [www.ippc.int](http://www.ippc.int)) is the main tool established to facilitate the exchange of official phytosanitary information, including both national information and information provided by the IPPC Secretariat. The IPP helps IPPC national contact points to communicate with each other as well as providing a site for the IPPC Secretariat to post meeting documents, distribute publications and phytosanitary information, and for helping the Secretariat meet many of its reporting obligations under the IPPC.

Summaries of official IPPC information provide through the IPP can be found at: <https://www.ippc.int/index.php?id=1110726&L=0>.

Despite progress made since 2003, the National Reporting Obligations (formerly information exchange) programme has been in need of revitalization and needs more focus in the programme by establishing a step-by-step approach to facilitate Contracting Parties (CPs) to meet their national reporting obligations.

It is hoped that a step-wise approach will help to:

- encourage CPs to continue to exchange information under the IPPC by utilizing the IPP (as agreed in ICPM-5 (2003) to facilitate and expedite the IPPC national reporting obligations process)
- improve the consistency, continuous entering and updating of the provision of national phytosanitary information through the IPP in a timely manner
- set up succession planning within CPs to help ensure continuity of the national reporting obligation programmes
- establish functional IPPC national reporting obligations systems in CPs to collect and verify the required information for publication on the IPP
- encourage developed countries to demonstrate leadership in the entry of information
- provide accurate information on the time needed to enter data
- secure the technical integrity of the reporting system
- develop mechanisms to create incentives or added value to encourage CPs to meet their reporting obligations through the IPP, such as highlighting those countries that are doing well or need to increase participation.

Refocusing the IPPC National Reporting Obligations programme to help CPs meet their national reporting obligations will require a review of:

- the legal basis for the mechanisms of reporting, including through Regional Plant Protection Organizations (RPPOs), and possible role of the IPPC Secretariat in ensuring the accuracy of data on the IPP – location, format and quality of data
- whether it is appropriate to prioritize the provision of reporting data as determined by the IPPC
- exactly how data is provided and relevant timeframes
- value added services the IPPC Secretariat could provide in addition to those already being developed
- mechanisms for contracting parties to readily provide the same or similar information to other international organizations, such as the WTO and RPPOs and with them to ensure consistency of reporting and reduce duplication
- the most appropriate way for CPs to consistently meet their national reporting obligations;

- the most appropriate way of strengthening the role of RPPOs in ensuring contracting parties meet their national reporting obligations
- the most appropriate way of communicating this reporting to stakeholders, other than NPPOs and RPPOs

In addition, an IPPC National Reporting Obligations advisory group will be established to assist with the development of a plan to assist CPs in meeting their national reporting obligations. This advisory group will consist of a single nominated phytosanitary representative from each region who is knowledgeable about the reporting obligations laid out in the IPPC. This advisory group would work virtually. Only if essential (and if additional resources are available), would a face-to-face meeting be arranged. The terms of reference for this group would be finalized by the CPM Bureau.

The IPPC National Reporting Obligations advisory group would be composed of a single member from each FAO region. This body will co-opt technical expertise as required.

NPPO and RPPO user expectations would be obtained that would complement the feedback already received through the numerous workshops.

Develop a step wise approach to the national reporting obligations programme, with achievable objectives being set and met each year.

The expected timeframe would be for the plan to be completed by October 2014 for CPM Strategic Planning Group (SPG) consideration and possible submission of the national reporting obligations plan to CPM-10 in 2015.

**APPENDIX 10 - Membership and Potential Replacements for CPM Subsidiary Bodies****(Revised annex 1 and 2 to CPM/2013/10 Rev.2)****Annex 1****STANDARDS COMMITTEE MEMBERSHIP AND POTENTIAL REPLACEMENTS***Annex 1A - Standards Committee Membership*

<b>FAO region</b>	<b>Country</b>	<b>Name</b>	<b>Nominated / Re-nominated</b>	<b>Current term / Duration</b>	<b>End of current term</b>
Africa	Ghana	Ms Ruth WOODE	CPM-8 (2013)	1st term / 3 years	2016
	Morocco	Mr Lahcen ABAHA	CPM-4 (2009) CPM-7 (2012)	2nd term / 3 years	2015
	Uganda	Ms Ephrance TUMUBOINE	Replacement for Ms Olufunke Olusola AWOSUSI CPM-3 (2008) CPM-6 (2011)	2nd term / 3 years	2014
	Zambia	Mr Kenneth M'SISKA	CPM-7 (2012)	1st term / 3 years	2015
Asia	Bangladesh	Mr Mohammad Ayub HOSSAIN	CPM-7 (2012)	1st term / 3 years	2015
	India	Mr D.D. K. SHARMA	CPM-8 (2013)	1st term / 3 years	2016
	Japan	Mr Motoi SAKAMURA	CPM-1 (2006) CPM-4 (2009) CPM-7 (2012)	3rd term / 3 years	2015
	Vietnam	Ms Thanh Huong HA	CPM-7 (2012)	1st term / 3 years	2015
Europe	Denmark	Mr Ebbe NORDBO	CPM-3 (2008) CPM-6 (2011)	2nd term / 3 years	2014
	Norway	Ms Hilde Kristin PAULSEN	CPM-7 (2012)	1st term / 3 years	2015
	Poland	Mr Piotr WLODARCZYK	CPM-7 (2012)	1st term / 3 years	2015
	United Kingdom	Ms Jane CHARD	CPM-3 (2008) CPM-6 (2011)	2nd term / 3 years	2014
Latin America and Caribbean	Argentina	Mr Ezequiel FERRO	CPM-8 (2013)	1st term / 3 years	2016
	Brazil	Mr Alexandre MOREIRA PALMA	CPM-7 (2012)	1st term / 3 years	2015
	Chile	Ms Maria Soledad CASTRO DOROCHESSI	CPM-5 (2010) CPM-8 (2013)	2nd term / 3 years	2016
	Mexico	Ms Ana Lilia MONTEALEGRE LARA	CPM-7 (2012)	1st term / 3 years	2015
Near East	Iran	Mr Mohammad Reza ASGHARI	CPM-7 (2012) / short term CPM-8 (2013)	2 <sup>nd</sup> / 3 years	2016
	Iraq	Mr Basim Mustafa KHALIL	CPM-7 (2012)	1st term / 3 years	2015
	Lebanon	Mr Imad NAHHAL	CPM-6 (2011)	1st term / 3 years	2014

FAO region	Country	Name	Nominated / Re-nominated	Current term / Duration	End of current term
	Yemen	Mr Gamil Anwar RAMADHAN	CPM-8 (2013)	1st term / 3 years	2016
North America	Canada	Ms Marie-Claude FOREST	CPM-3 (2008) CPM-6 (2011)	2nd term / 3 years	2014
	USA	Ms Julie ALIAGA	CPM-4 (2009) CPM-7 (2012)	2nd term / 3 years	2015
Southwest Pacific	Australia	Mr Jan Bart ROSSEL	CPM-6 (2011)	1st term / 3 years	2014
	Cook Islands	Mr Ngatoko NGATOKO	CPM-7 (2012)	1st term / 3 years	2015
	New Zealand	Mr John HEDLEY	CPM-1 (2006) CPM-4 (2009) CPM-7 (2012)	3rd term / 3 years	2015

*Annex 1B-Standards Committee Potential Replacements*

FAO region	Order	Country	Name	Nominated / Re-nominated	Current term / Duration	End of current term
Africa	1	Cameroon	Ms Alice NDIKONTAR	CPM-8 (2013)	1st term / 3 years	2016
	2	Nigeria	Mr Moses Adegboyega ADEWUMI	CPM-8 (2013)	1st term / 3 years	2016
Asia	1	China	Mr. Lifeng WU	CPM-8 (2013)	1st term / 3 years	2016
	2	Kingdom of Thailand	Mrs Walaikorn RATTANADECHAKUL	CPM-8 (2013)	1st term / 3 years	2016
Europe	1	Netherlands	Mr Nicolaas Maria HORN	CPM-7 (2012)	1st term / 3 years	2015
	2	Finland	Mr Ralf Lothar LOPIAN	CPM-7 (2012)	1st term / 3 years	2015
Latin America and Caribbean	1	Costa Rica	Mr Guillermo SIBAJA CHINCILLA	CPM-7 (2012)	1st term / 3 years	2015
	2	Trinidad and Tobago	Mr Anthony St. HILL	CPM-8 (2013)	1st term / 3 years	2016
Near East	1	Libya	Mr Ali KAFU	CPM-8 (2013)	1st term / 3 years	2016
	2	United Arab Emirates	Mr Saeed Alawaash ALYAMMAHI	CPM-8 (2013)	1st term / 3 years	2016
North America	To replace Canada	Canada	Mr Steve CÔTÉ	CPM-6 (2011)	1st term/ 3 years	2014
	To replace USA	USA	Ms Lottie ERIKSON	CPM-8 (2013)	1st term/ 3 years	2016

Southwest Pacific	To replace Australia or New Zealand	New Zealand	Mr Stephen BUTCHER	CPM-4 (2009) CPM-7 (2012)	2nd term/ 3 years	2015
	To replace Pacific Island's representative	Pacific Island	Mr Pere KOKOA	CPM-8 (2013)	1st term/ 3 years	2016

**Annex 2****SUBSIDIARY BODY ON DISPUTE SETTLEMENT: MEMBERSHIP AND POTENTIAL REPLACEMENTS***Annex 2A - Subsidiary Body on Dispute Settlement Membership*

FAO region	Country	Name	Nominated / Re-nominated	Current term / Duration	End of current term
Africa	Swaziland	Mr George Similio MAVIMBELA	CPM-6 (2011) CPM-8 (2013)	2nd term / 2 years	2015
Asia	China	Mr Enlin ZHU	CPM-5 (2010) CPM-7 (2012)	2nd term / 2 years	2014
Europe	Netherlands	Ms Mennie GERRISTEN-WIERLARD	CPM-7 (2012)	1st term / 1 years	2014
Latin America and Caribbean	Panama	Mr Luis BENAVIDES	CPM-8 (2013)	1st term / 2 years	2015
Near East	Lebanon	Mr Charles ZARZOUR	CPM-5(2010) CPM-7(2012)	2nd term / 2 years	2014
North America	Canada	Mr Steve CÔTÉ	CPM-7 (2012)	1st term / 2 years	2014
Southwest Pacific	Australia	Ms Vanessa FINDLAY	CPM-8 (2013)	1st term / 2 years	2015

*Annex 2B-Subsidiary Body on Dispute Settlement Potential Replacements*

FAO region	Country	Name	Nominated / Re-nominated	Current term / Duration	End of current term
Africa	Gabon	Ms Séraphine MINKO	CPM-8 (2013)	1st term / 2 years	2015
Asia	Thailand	Mr Chusak WONGWICHAKORN	CPM-7 (2012)	1st term / 2 years	2014
Europe	France	Mr Benjamin GENTON	CPM-7 (2012)	1st term / 2 years	2014
Latin America and Caribbean	Peru	Mr James PAZO-ALVARADO	CPM-8 (2013)	1st term / 2 years	2015
Near East	Oman	Mr Sulaiman AL-TOUBI	CPM-5 (2010) CPM-7 (2012)	2nd term / 2 years	2014
North America	USA	Ms Lottie ERIKSON	CPM-8 (2013)	1st term / 2 years	2015
Southwest Pacific	New Zealand	Mr Peter THOMSON	CPM-8 (2013)	1st term / 2 years	2015

**APPENDIX 11 – List of Participants**

**MEMBER COUNTRIES (CONTRACTING PARTIES)**  
**PAYS MEMBRES (PARTIES CONTRACTANTES)**  
**PAÍSES MIEMBROS (PARTES CONTRATANTES)**

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## **APPENDIX 12 – International Standards for Phytosanitary Measures Adopted by CPM-8 (2013)**

The CPM:

1. *Adopted Annex 4 (Pest risk analysis for plants as quarantine pests) and core text-consequential changes to ISPM 11:2004 (2005-001), contained in this Appendix of the Report, noting that the title of ISPM 11 changed to Pest risk analysis for plants as quarantine pests and that the year of adoption of ISPM 11 changed to 2013.*
2. *Adopted the revision of Annex 1 (Approved treatments associated with wood packaging material) to ISPM 15:2009 (Regulation of wood packaging material in international trade) (2006-011), and consequential revision of Annex 2 (The mark and its application) to ISPM 15:2009, contained in this appendix.*
3. *Adopted the below listed ISPMs in the Russian language:*

*ISPMs 1, 2, 3, 4, 6, 8, 9, 10, 11, 13, 14, 15, 16, 17, 18, 19, 20, 21, 22, 23, 24, 25, 26, 27, 28, 29, 30, 31, 32, 33, and 34, including Diagnostic Protocol 1 and Phytosanitary Treatments 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, and 14.*



**ISPM 11**

# **INTERNATIONAL STANDARDS FOR PHYTOSANITARY MEASURES**

**ISPM 11**

## **PEST RISK ANALYSIS FOR QUARANTINE PESTS (2013)**

Produced by the Secretariat of the International Plant Protection Convention

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**Publication history**

*This is not an official part of the standard*

1994-05 CEPM-1 added topic *PRA; Supplementary* (1994-003)

1995-02 EWG developed draft text

1995-05 CEPM-2 postponed the discussion

1996-05 CEPM-3 recommended for further study

1997-10 CEPM-4 discussed and requested further review

1998-05 CEPM-5 revised draft text and requested comments

1999-05 CEPM-6 discussed draft text and requested further discussion

1999-09 Supplementary CEPM revised draft text and approved for MC

1999 Sent for MC

2000-11 ISC-2 revised draft text for adoption

2001-04 ICPM-3 adopted standard

**ISPM 11.** 2001. *Pest risk analysis for quarantine pests.* Rome, IPPC, FAO.

1999-04 ICPM-2 added topic *GMO/Biodiversity/Invasive species* (1999-004)

1999-05 Open-ended PRA WG developed draft text

2000-06 EWG for definition the words Genetically modified organisms, LMOs and invasive species

2001-02 IPPC-CBD joint consultation

2001-04 ICPM-3 split topic *Risk analysis for environmental hazards of plant pests* (2001-001) and LMOs (1999-004)

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2003-04 ICPM-5 adopted Supplement 1(S1): *Analysis of environmental risks* (with Annex 1) to ISPM 11 and revised the title

**ISPM 11.** 2003. *Pest risk analysis for quarantine pests including analysis of environmental risks.* Rome, IPPC, FAO.

2001-09 Open-ended WG developed draft Specification 10 *Pest risk analysis for living modified organisms* (1999-004)

2002-03 ICPM-4 approved Specification 10: *Pest risk analysis for living modified organisms*

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2003-05 SC-7 revised draft text and approved for MC

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2003-11 SC revised draft text with annexes

2004-04 ICPM-6 adopted Supplement 2 (S2): *Pest risk analysis for living modified organisms* (with Annexes 2, 3) to ISPM 11

2004-07 SC revised and approved integrated (S1+S2) standard

**ISPM 11.** 2004. *Pest risk analysis for quarantine pests including analysis of environmental risks and living modified organisms.* Rome, IPPC, FAO.

2007-05 SC-7 approved Specification 44 rev. 1

2009-05 EWG drafted

2009-05 SC revised draft

2010-04 SC revised draft

2011-04 Steward revised ISPM based on comments

2011-05 SC approved for MC

2011-12 Steward revised ISPM based on comments

2012-03 Submitted to SC-7

2012-04 SC-7 revised and recommended to SC

2012-05 Submitted for 2012 SCCP

2012-11 SC revised and recommended for adoption by CPM

2013-04 CPM-8 adopted Annex 4 to ISPM 11 and consequential changes to core text

**ISPM 11.** 2013. *Pest risk analysis for quarantine pests.* Rome, IPPC, FAO.

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## CONTENTS

<i>Adoption</i> .....	11-113
INTRODUCTION.....	11-113
<i>Scope</i> .....	11-113
<i>References</i> .....	11-113
<i>Definitions</i> .....	11-114
<i>Outline of Requirements</i> .....	11-114
PEST RISK ANALYSIS FOR QUARANTINE PESTS .....	11-115
1. <i>Stage 1: Initiation</i> .....	11-115
1.1 <i>Initiation points</i> .....	11-115
1.1.1 <i>PRA initiated by the identification of a pathway</i> .....	11-116
1.1.2 <i>PRA initiated by the identification of a pest</i> .....	11-116
1.1.3 <i>PRA initiated by the review or revision of a policy</i> .....	11-116
1.2 <i>Identification of PRA area</i> .....	11-117
1.3 <i>Information</i> .....	11-117
1.3.1 <i>Previous PRA</i> .....	11-117
1.4 <i>Conclusion of initiation</i> .....	11-118
2. <i>Stage 2: Pest Risk Assessment</i> .....	11-118
2.1 <i>Pest categorization</i> .....	11-118
2.1.1 <i>Elements of categorization</i> .....	11-118
2.1.1.1 <i>Identity of pest</i> .....	11-119
2.1.1.2 <i>Presence or absence in PRA area</i> .....	11-119
2.1.1.3 <i>Regulatory status</i> .....	11-119
2.1.1.4 <i>Potential for establishment and spread in PRA area</i> .....	11-119
2.1.1.5 <i>Potential for economic consequences in PRA area</i> .....	11-120
2.1.2 <i>Conclusion of pest categorization</i> .....	11-120
2.2 <i>Assessment of the probability of introduction and spread</i> .....	11-120
2.2.1 <i>Probability of entry of a pest</i> .....	11-121
2.2.1.1 <i>Identification of pathways for a PRA initiated by a pest</i> .....	11-121
2.2.1.2 <i>Probability of the pest being associated with the pathway at origin</i> .....	11-121
2.2.1.3 <i>Probability of survival during transport or storage</i> .....	11-121
2.2.1.4 <i>Probability of pest surviving existing pest management procedures</i> .....	11-122
2.2.1.5 <i>Probability of transfer to a suitable host</i> .....	11-122
2.2.2 <i>Probability of establishment</i> .....	11-122
2.2.2.1 <i>Availability of suitable hosts, alternate hosts and vectors in the PRA area</i> .....	11-123
2.2.2.2 <i>Suitability of environment</i> .....	11-123
2.2.2.3 <i>Cultural practices and control measures</i> .....	11-123
2.2.2.4 <i>Other characteristics of the pest affecting the probability of establishment</i> .....	11-123
2.2.3 <i>Probability of spread after establishment</i> .....	11-124

2.2.4	<i>Conclusion on the probability of introduction and spread</i> .....	11-124
2.2.4.1	<i>Conclusion regarding endangered areas</i> .....	11-125
2.3	<i>Assessment of potential economic consequences</i> .....	11-125
2.3.1	<i>Pest effects</i> .....	11-125
2.3.1.1	<i>Direct pest effects</i> .....	11-126
2.3.1.2	<i>Indirect pest effects</i> .....	11-126
2.3.2	<i>Analysis of economic consequences</i> .....	11-127
2.3.2.1	<i>Time and place factors</i> .....	11-127
2.3.2.2	<i>Analysis of commercial consequences</i> .....	11-127
2.3.2.3	<i>Analytical techniques</i> .....	11-127
2.3.2.4	<i>Non-commercial and environmental consequences</i> .....	11-128
2.3.3	<i>Conclusion of the assessment of economic consequences</i> .....	11-128
2.3.3.1	<i>Endangered area</i> .....	11-129
2.4	<i>Degree of uncertainty</i> .....	11-129
2.5	<i>Conclusion of the pest risk assessment stage</i> .....	11-129
3.	<i>Stage 3: Pest Risk Management</i> .....	11-129
3.1	<i>Level of risk</i> .....	11-129
3.2	<i>Technical information required</i> .....	11-130
3.3	<i>Acceptability of risk</i> .....	11-130
3.4	<i>Identification and selection of appropriate risk management options</i> .....	11-130
3.4.1	<i>Options for consignments</i> .....	11-131
3.4.2	<i>Options preventing or reducing infestation in the crop</i> .....	11-132
3.4.3	<i>Options ensuring that the area, place or site of production or crop is free from the pest</i> .....	11-132
3.4.4	<i>Options for other types of pathways</i> .....	11-132
3.4.5	<i>Options within the importing country</i> .....	11-132
3.4.6	<i>Prohibition of commodities</i> .....	11-133
3.5	<i>Phytosanitary certificates and other compliance measures</i> .....	11-133
3.6	<i>Conclusion of pest risk management</i> .....	11-133
3.6.1	<i>Monitoring and review of phytosanitary measures</i> .....	11-133
4.	<i>Documentation of Pest Risk Analysis</i> .....	11-134
4.1	<i>Documentation requirements</i> .....	11-134
S1	<i>ANNEX 1: Comments on the scope of the IPPC in regard to environmental risks</i> .....	11-135
S2	<i>ANNEX 2: Comments on the scope of the IPPC in regard to pest risk analysis for living modified organisms</i> .....	11-136
S2	<i>ANNEX 3: Determining the potential for a living modified organism to be a pest</i> .....	11-137
	<i>ANNEX 4: Pest risk analysis for plants as quarantine pests</i> .....	11-139



## Adoption

ISPM 11 (*Pest risk analysis for quarantine pests*) was adopted by the Third Session of the Interim Commission on Phytosanitary Measures in April 2001. In April 2003, the Fifth Session of the Interim Commission on Phytosanitary Measures adopted a supplement to ISPM 11 on analysis of environmental risk and agreed that it should be integrated into ISPM 11. This resulted in ISPM 11 Rev. 1 (*Pest risk analysis for quarantine pests including analysis of environmental risks*). In April 2004, the Sixth Session of the Interim Commission on Phytosanitary Measures adopted a supplement on pest risk analysis for living modified organisms (LMOs) and agreed that it should be integrated into ISPM 11 Rev. 1. This has been done to produce the present standard, ISPM 11:2004. The supplementary text on environmental risks is marked with “S1” and the supplementary text on LMOs is marked with “S2”.

The Interim Commission on Phytosanitary Measures acknowledges the collaboration and support of the Secretariat of the Convention on Biological Diversity, as well as the participation of experts from Parties to the Convention, in the preparation of the supplements to ISPM 11.

Annex 4 on pest risk analysis for plants as quarantine pests, together with associated changes in the core text of the standard, was adopted by the Eighth Session of the Commission on Phytosanitary Measures in April 2013.

## INTRODUCTION

### Scope

The standard provides details for the conduct of pest risk analysis (PRA) to determine if pests are quarantine pests. It describes the integrated processes to be used for risk assessment as well as the selection of risk management options.

- S1 It also includes details regarding the analysis of risks of plant pests to the environment and biological diversity, including those risks affecting uncultivated/unmanaged plants, wild flora, habitats and ecosystems contained in the PRA area. Some explanatory comments on the scope of the IPPC in regard to environmental risks are given in Annex 1.
- S2 It includes guidance on evaluating potential phytosanitary risks to plants and plant products posed by LMOs. This guidance does not alter the scope of ISPM 11 but is intended to clarify issues related to the PRA for LMOs. Some explanatory comments on the scope of the IPPC in regard to PRA for LMOs are given in Annex 2.

Specific guidance on conducting PRA for plants as quarantine pests is provided in Annex 4.

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- ISPM 10.** 1999. *Requirements for the establishment of pest free places of production and pest free production sites*. Rome, IPPC, FAO.
- S2 **ISPM 12.** 2001. *Guidelines for phytosanitary certificates*. Rome, IPPC, FAO. [revised; now ISPM 12:2011]
- ISPM 32.** 2009. *Categorization of commodities according to their pest risk*. Rome, IPPC, FAO.

## Definitions

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

## Outline of Requirements

The objectives of a PRA are, for a specified area, to identify pests and/or pathways of quarantine concern and evaluate their risk, to identify endangered areas, and, if appropriate, to identify risk management options. PRA for quarantine pests follows a process defined by three stages:

- Stage 1 (initiating the process) involves identifying the pest(s) and pathways that are of quarantine concern and should be considered for risk analysis in relation to the identified PRA area.
- Stage 2 (risk assessment) begins with the categorization of individual pests to determine whether the criteria for a quarantine pest are satisfied. Risk assessment continues with an evaluation of the probability of pest entry, establishment, and spread, and of their potential economic consequences (including environmental consequences – S1).
- Stage 3 (risk management) involves identifying management options for reducing the risks identified at Stage 2. These are evaluated for efficacy, feasibility and impact in order to select those that are appropriate.

## PEST RISK ANALYSIS FOR QUARANTINE PESTS

### 1. Stage 1: Initiation

The aim of the initiation stage is to identify the pest(s) and pathways which are of quarantine concern and should be considered for risk analysis in relation to the identified PRA area.

- S2 Some LMOs may present a phytosanitary risk and therefore warrant a PRA. However other LMOs will not present phytosanitary risks beyond those posed by related non-LMOs and therefore will not warrant a complete PRA. Thus, for LMOs, the aim of the initiation stage is to identify those LMOs that have the characteristics of a potential pest and need to be assessed further, and those which need no further assessment under ISPM 11.
- S2 LMOs are organisms that have been modified using techniques of modern biotechnology to express one or more new or altered traits. In most cases, the parent organism is not normally considered to be a plant pest but an assessment may need to be performed to determine if the genetic modification (i.e. gene, new gene sequence that regulates other genes, or gene product) results in a new trait or characteristic that may present a plant pest risk.
- S2 A plant pest risk from LMOs may be presented by:
- the organism(s) with the inserted gene(s) (i.e. the LMO)
  - the combination of genetic material (e.g. gene from plant pests such as viruses) or
  - the consequences of the genetic material moving to another organism.

#### 1.1 Initiation points

The PRA process may be initiated as a result of:

- the identification of a pathway that presents a potential pest hazard
  - the identification of a pest that may require phytosanitary measures
  - the review or revision of phytosanitary policies and priorities.
- S1 The initiation points frequently refer to “pests”. The IPPC defines a pest as “any species, strain or biotype of plant, animal, or pathogenic agent, injurious to plants or plant products”. When applying these initiation points to the specific case of plants as pests, it is important to note that the plants concerned should satisfy this definition. Pests directly affecting plants satisfy this definition. In addition, many organisms indirectly affecting plants also satisfy this definition (such as plants as pests, e.g. weeds, invasive alien plants). The fact that they are injurious to plants may be based on evidence of their impact obtained in an area in which they occur. In the case where there is insufficient evidence that they affect plants indirectly, it may nevertheless be appropriate to assess – on the basis of available pertinent information – whether they are potentially injurious in the PRA area by using a clearly documented, consistently applied and transparent system. This is particularly important for plant species or cultivars that are imported for planting.
- S2 The types of LMOs that a national plant protection organization (NPPO) may be asked to assess for phytosanitary risk include:
- plants for use (a) as agricultural crops, for food and feed, ornamental plants or managed forests; (b) in bioremediation (as an organism that cleans up contamination); (c) for industrial purposes (e.g. production of enzymes or bioplastics); (d) as therapeutic agents (e.g. pharmaceutical production)
  - biological control agents modified to improve their performance in that role
  - pests modified to alter their pathogenic characteristic and thereby make them useful for biological control (see ISPM 3:2005)

- organisms genetically modified to improve their characteristics such as for biofertilizer or other influences on soil, bioremediation or industrial uses.

S2 In order to be categorized as a pest, an LMO has to be injurious or potentially injurious to plants or plant products under conditions in the PRA area. This damage may be in the form of direct effects on plants or plant products, or indirect effects. For guidance on the process of determining whether an LMO has the potential to be a pest, refer to Annex 3, “Determining the potential for a living modified organism to be a pest”.

### **1.1.1 PRA initiated by the identification of a pathway**

The need for a new or revised PRA of a specific pathway may arise in the following situations:

- International trade is initiated in a commodity not previously imported into the country (usually a plant or plant product, including genetically altered plants) or a commodity from a new area or new country of origin.
- New plant species are imported for selection and scientific research purposes.
- A pathway other than commodity import is identified (natural spread, packing material, mail, garbage, passenger baggage etc.).

A list of pests likely to be associated with the pathway (e.g. carried by the commodity) may be generated by any combination of official sources, databases, scientific and other literature, or expert consultation. It is preferable to prioritize the listing, based on expert judgement on pest distribution and types of pests. If no potential quarantine pests are identified as likely to follow the pathway, the PRA may stop at this point.

S2 The phrase “genetically altered plants” is understood to mean plants obtained through the use of modern biotechnology.

### **1.1.2 PRA initiated by the identification of a pest**

A requirement for a new or revised PRA on a specific pest may arise in the following situations:

- An emergency arises on discovery of an established infestation or an outbreak of a new pest within a PRA area.
- An emergency arises on interception of a new pest on an imported commodity.
- A new pest risk is identified by scientific research.
- A pest is introduced into an area.
- A pest is reported to be more damaging in an area other than in its area of origin.
- A pest is repeatedly intercepted.
- A request is made to import an organism.
- An organism is identified as a vector for other pests.
- An organism is genetically altered in a way which clearly identifies its potential as a plant pest.

S2 The phrase “genetically altered” is understood to include obtained through the use of modern biotechnology.

### **1.1.3 PRA initiated by the review or revision of a policy**

A requirement for a new or revised PRA originating from policy concerns will most frequently arise in the following situations:

- A national decision is taken to review phytosanitary regulations, requirements or operations.
- A proposal made by another country or by an international organization (regional plant protection organization, FAO) is reviewed.
- A new treatment or loss of a treatment system, a new process, or new information impacts on an earlier decision.

- A dispute arises on phytosanitary measures.
- The phytosanitary situation in a country changes, a new country is created, or political boundaries have changed.

## 1.2 Identification of PRA area

The PRA area should be defined as precisely as possible in order to identify the area for which information is needed.

## 1.3 Information

Information gathering is an essential element of all stages of PRA. It is important at the initiation stage in order to clarify the identity of the pest(s), its/their present distribution and association with host plants, commodities etc. Other information will be gathered as required to reach necessary decisions as the PRA continues.

Information for PRA may come from a variety of sources. The provision of official information regarding pest status is an obligation under the IPPC (Article VIII.1(c)) facilitated by official contact points (Article VIII.2).

- S1 For environmental risks, the variety of sources of information will generally be wider than traditionally used by NPPOs. Broader inputs may be required. These sources may include environmental impact assessments, but it should be recognized that such assessments usually do not have the same purpose as PRA and cannot substitute for PRA.
- S2 For LMOs, information required for a full risk analysis may include:
- name, identity and taxonomic status of the LMO (including any relevant identifying codes) and the risk management measures applied to the LMO in the country of export
  - taxonomic status, common name, point of collection or acquisition, and characteristics of the donor organism
  - description of the nucleic acid or the modification introduced (including genetic construct) and the resulting genotypic and phenotypic characteristics of the LMO
  - details of the transformation process
  - appropriate detection and identification methods and their specificity, sensitivity and reliability
  - intended use including intended containment
  - quantity or volume of the LMO to be imported.
- S2 Information regarding pest status is an obligation under the IPPC (Article VIII.1(c)) facilitated by official contact points (Article VIII.2). A country may have obligations to provide information about LMOs under other international agreements such as the *Cartagena Protocol on Biosafety to the Convention on Biological Diversity* (CBD, 2000). The Cartagena Protocol has a Biosafety Clearing-house that may contain relevant information. Information on LMOs is sometimes commercially sensitive and applicable obligations with regard to release and handling of information should be observed.

### 1.3.1 Previous PRA

A check should also be made as to whether pathways, pests or policies have already been subjected to the PRA process, either nationally or internationally. If a PRA exists, its validity should be checked as circumstances and information may have changed. The possibility of using a PRA from a similar pathway or pest, that may partly or entirely replace the need for a new PRA, should also be investigated.

## 1.4 Conclusion of initiation

At the end of Stage 1, the initiation point, the pests and pathways of concern and the PRA area will have been identified. Relevant information has been collected and pests have been identified as possible candidates for phytosanitary measures, either individually or in association with a pathway.

- S2 For LMOs at the end of Stage 1 an NPPO may decide that the LMO:
- is a potential pest and needs to be assessed further in Stage 2 or
  - is not a potential pest and needs no further analysis under ISPM 11 (but see also the following paragraph).
- S2 PRA under the IPPC only relates to the assessment and management of phytosanitary risks. As with other organisms or pathways assessed by an NPPO, LMOs may present other risks not falling within the scope covered by the IPPC. For LMOs, PRA may constitute only a portion of the required overall risk analysis. For example, countries may require the assessment of risks to human or animal health or to the environment beyond that covered by the IPPC. When an NPPO discovers potential for risks that are not phytosanitary it may be appropriate to notify the relevant authorities.

## 2. Stage 2: Pest Risk Assessment

The process for pest risk assessment can be broadly divided into three interrelated steps:

- pest categorization
- assessment of the probability of introduction and spread
- assessment of potential economic consequences (including environmental impacts).

In most cases, these steps will be applied sequentially in a PRA but it is not essential to follow a particular sequence. Pest risk assessment needs to be only as complex as is technically justified by the circumstances. This standard allows a specific PRA to be judged against the principles of necessity, minimal impact, transparency, equivalence, risk analysis, managed risk and non-discrimination set out in ISPM 1:1993.

- S2 For LMOs, from this point forward in PRA, it is assumed that the LMO is being assessed as a pest, and therefore “LMO” refers to an LMO that is a potential quarantine pest due to new or altered characteristics or properties resulting from the genetic modification. The risk assessment should be carried out on a case-by-case basis. LMOs that have pest characteristics unrelated to the genetic modification should be assessed using the normal procedures.

### 2.1 Pest categorization

At the outset, it may not be clear which pest(s) identified in Stage 1 require a PRA. The categorization process examines for each pest whether the criteria in the definition for a quarantine pest are satisfied.

In the evaluation of a pathway associated with a commodity, a number of individual PRAs may be necessary for the various pests potentially associated with the pathway. The opportunity to eliminate an organism or organisms from consideration before in-depth examination is undertaken is a valuable characteristic of the categorization process.

An advantage of pest categorization is that it can be done with relatively little information; however information should be sufficient to adequately carry out the categorization.

#### 2.1.1 Elements of categorization

The categorization of a pest as a quarantine pest includes the following primary elements:

- identity of the pest
- presence or absence in the PRA area
- regulatory status

- potential for establishment and spread in PRA area
- potential for economic consequences (including environmental consequences) in the PRA area.

### **2.1.1.1 Identity of pest**

The identity of the pest should be clearly defined to ensure that the assessment is being performed on a distinct organism, and that biological and other information used in the assessment is relevant to the organism in question. If this is not possible because the causal agent of particular symptoms has not yet been fully identified, then it should have been shown to produce consistent symptoms and to be transmissible.

The taxonomic unit for the pest is generally species. The use of a higher or lower taxonomic level should be supported by scientifically sound rationale. In the case of levels below the species, this should include evidence demonstrating that factors such as differences in virulence, host range or vector relationships are significant enough to affect phytosanitary status.

Specific guidance on the consideration of identity of plants as pests is provided in Annex 4.

In cases where a vector is involved, the vector may also be considered a pest to the extent that it is associated with the causal organism and is required for transmission of the pest.

- S2 In the case of LMOs, identification requires information regarding characteristics of the recipient or parent organism, the donor organism, the genetic construct, the gene or transgene vector and the nature of the genetic modification. Information requirements are set out under section 1.3.

### **2.1.1.2 Presence or absence in PRA area**

The pest should be absent from all or a defined part of the PRA area.

Specific guidance on determining the presence or absence of plants as pests is provided in Annex 4.

- S2 In the case of LMOs, this should relate to the LMO of phytosanitary concern.

### **2.1.1.3 Regulatory status**

If the pest is present but not widely distributed in the PRA area, it should be under official control or expected to be under official control in the near future.

- S1 Official control of pests presenting an environmental risk may involve agencies other than the NPPO. However, it is recognized that ISPM 5 Supplement 1 (*Guidelines on the interpretation and application of the concept of official control for regulated pests*), in particular section 5.7, applies.
- S2 In the case of LMOs, official control should relate to the phytosanitary measures applied because of the pest nature of the LMO. It may be appropriate to consider any official control measures in place for the parent organism, donor organism, transgene vector or gene vector.

### **2.1.1.4 Potential for establishment and spread in PRA area**

Evidence should be available to support the conclusion that the pest could become established or spread in the PRA area. The PRA area should have ecological/climatic conditions including those in protected conditions suitable for the establishment and spread of the pest and where relevant, host species (or near relatives), alternate hosts and vectors should be present in the PRA area.

- S2 For LMOs, the following should also be considered:
- changes in adaptive characteristics resulting from the genetic modification that may increase the potential for establishment and spread
  - gene transfer or gene flow that may result in the establishment and spread of pests, or the emergence of new pests

- genotypic and phenotypic instability that could result in the establishment and spread of organisms with new pest characteristics, e.g. loss of sterility genes designed to prevent outcrossing.

S2 For more detailed guidance on the assessment of these characteristics, see Annex 3.

### **2.1.1.5 Potential for economic consequences in PRA area**

There should be clear indications that the pest is likely to have an unacceptable economic impact (including environmental impact) in the PRA area.

- S1 Unacceptable economic impact is described in ISPM 5 Supplement 2 (*Guidelines on the understanding of potential economic importance and related terms including reference to environmental considerations*).
- S2 In the case of LMOs, the economic impact (including environmental impact) should relate to the pest nature (injurious to plants and plant products) of the LMO.

### **2.1.2 Conclusion of pest categorization**

If it has been determined that the pest has the potential to be a quarantine pest, the PRA process should continue. If a pest does not fulfil all of the criteria for a quarantine pest, the PRA process for that pest may stop. In the absence of sufficient information, the uncertainties should be identified and the PRA process should continue.

## **2.2 Assessment of the probability of introduction and spread**

Pest introduction is comprised of both entry and establishment. Assessing the probability of introduction requires an analysis of each of the pathways with which a pest may be associated from its origin to its establishment in the PRA area. In a PRA initiated by a specific pathway (usually an imported commodity), the probability of pest entry is evaluated for the pathway in question. The probabilities for pest entry associated with other pathways need to be investigated as well.

For risk analyses that have been initiated for a specific pest, with no particular commodity or pathway under consideration, the potential of all probable pathways should be considered.

The assessment of probability of spread is based primarily on biological considerations similar to those for entry and establishment.

- S1 With respect to a plant being assessed as a pest with indirect effects, wherever a reference is made to a “host” or “host range”, these terms should be understood to refer to a suitable habitat<sup>66</sup> in the PRA area.
- S1 In the case of plants as pests, the concepts of entry, establishment and spread may have to be considered differently.
- S1 For plants for planting proposed for import, the probability of entry need not be assessed. Following import, the plants may be planted and maintained in a particular location. The pest risk may arise if there is a possibility that the plants may spread from the location where they are intended to grow and establish in the endangered area. Accordingly, section 2.2.3 may be considered before section 2.2.2.
- S1 Imported plants not intended to be planted may be used for various purposes (e.g. as bird seed, as fodder, or for processing). The pest risk of such plants may arise if there is a possibility that the plants may escape or be diverted from the intended use and establish in the endangered area.

<sup>66</sup> In the case of organisms that affect plants indirectly, through effects on other organisms, the terms host/habitat will extend also to those other organisms.



Specific guidance on the consideration of habitats, locations and endangered area for plants as pests is provided in Annex 4.

- S2 Assessing the probability of introduction of an LMO requires an analysis of both intentional or unintentional pathways of introduction, and intended use.

### **2.2.1 Probability of entry of a pest**

The probability of entry of a pest depends on the pathways from the exporting country to the destination, and the frequency and quantity of pests associated with them. The higher the number of pathways, the greater the probability of the pest entering the PRA area.

Documented pathways for the pest to enter new areas should be noted. Potential pathways, which may not currently exist, should be assessed. Pest interception data may provide evidence of the ability of a pest to be associated with a pathway and to survive in transport or storage.

- S1 The probability of entry need not be assessed for plants that are proposed for import. However, the probability of entry needs to be assessed for pests that may be carried by such plants (e.g. contaminating seeds carried with seeds imported for planting).

Specific guidance on assessing the probability of entry for plants as pests is provided in Annex 4.

- S2 This section is not relevant to LMOs imported for intentional release into the environment.

#### **2.2.1.1 Identification of pathways for a PRA initiated by a pest**

All relevant pathways should be considered. They can be identified principally in relation to the geographical distribution and host range of the pest. Consignments of plants and plant products moving in international trade are the principal pathways of concern and existing patterns of such trade will, to a substantial extent, determine which pathways are relevant. Other pathways such as other types of commodities, packing materials, persons, baggage, mail, conveyances and the exchange of scientific material should be considered where appropriate. Entry by natural means should also be assessed, as natural spread is likely to reduce the effectiveness of phytosanitary measures.

- S2 For LMOs, all relevant pathways of introduction should be considered (intentional and unintentional).

#### **2.2.1.2 Probability of the pest being associated with the pathway at origin**

The probability of the pest being associated, spatially or temporally, with the pathway at origin should be estimated. Factors to consider are:

- prevalence of the pest in the source area
- occurrence of the pest in a life stage that would be associated with commodities, containers, or conveyances
- volume and frequency of movement along the pathway
- seasonal timing
- pest management, cultural and commercial procedures applied at the place of origin (application of plant protection products, handling, culling, roguing, grading).

#### **2.2.1.3 Probability of survival during transport or storage**

Examples of factors to consider are:

- speed and conditions of transport and duration of the life cycle of the pest in relation to time in transport and storage
- vulnerability of the life stages during transport or storage
- prevalence of pest likely to be associated with a consignment

- commercial procedures (e.g. refrigeration) applied to consignments in the country of origin, country of destination, or in transport or storage.

#### **2.2.1.4 Probability of pest surviving existing pest management procedures**

Existing pest management procedures (including phytosanitary procedures) applied to consignments against other pests from origin to end use, should be evaluated for effectiveness against the pest in question. The probability that the pest will go undetected during inspection or survive other existing phytosanitary procedures should be estimated.

#### **2.2.1.5 Probability of transfer to a suitable host**

Factors to consider are:

- dispersal mechanisms, including vectors to allow movement from the pathway to a suitable host
- whether the imported commodity is to be sent to a few or many destination points in the PRA area
- proximity of entry, transit and destination points to suitable hosts
- time of year at which import takes place
- intended use of the commodity (e.g. for planting, processing and consumption)
- risks from by-products and waste.

Some uses are associated with a much higher probability of introduction (e.g. planting) than others (e.g. processing). The probability associated with any growth, processing, or disposal of the commodity in the vicinity of suitable hosts should also be considered.

- S2 For LMOs, the probability of gene flow and gene transfer should also be considered, when there is a trait of phytosanitary concern that may be transferred.

### **2.2.2 Probability of establishment**

In order to estimate the probability of establishment of a pest, reliable biological information (life cycle, host range, epidemiology, survival etc.) should be obtained from the areas where the pest currently occurs. The situation in the PRA area can then be compared with that in the areas where it currently occurs (taking account also of protected environments such as glass- or greenhouses) and expert judgement used to assess the probability of establishment. Case histories concerning comparable pests can be considered. Examples of the factors to consider are:

- availability, quantity and distribution of hosts in the PRA area
- environmental suitability in the PRA area
- potential for adaptation of the pest
- reproductive strategy of the pest
- method of pest survival
- cultural practices and control measures.

In considering probability of establishment, it should be noted that a transient pest (see ISPM 8:1998) may not be able to establish in the PRA area (e.g. because of unsuitable climatic conditions) but could still have unacceptable economic consequences (see IPPC Article VII.3).

- S1 In the case of plants as pests, assessment of the probability of establishment concerns their establishment in habitats other than those in which they are intended to grow.

Specific guidance on assessing the probability of establishment of plants as pests is provided in Annex 4.

- S2 For LMOs, the survival capacity without human intervention should also be considered.

- S2 In addition, where gene flow is a concern in the PRA area, the probability of expression and establishment of a trait of phytosanitary concern should be considered.
- S2 Case histories concerning comparable LMOs or other organisms carrying the same construct can be considered.

### **2.2.2.1 Availability of suitable hosts, alternate hosts and vectors in the PRA area**

Factors to consider are:

- whether hosts and alternate hosts are present and how abundant or widely distributed they may be
- whether hosts and alternate hosts occur within sufficient geographic proximity to allow the pest to complete its life cycle
- whether there are other plant species, which could prove to be suitable hosts in the absence of the usual host species
- whether a vector, if needed for dispersal of the pest, is already present in the PRA area or likely to be introduced
- whether another vector species occurs in the PRA area.

The taxonomic level at which hosts are considered should normally be the “species”. The use of higher or lower taxonomic levels should be justified by scientifically sound rationale.

### **2.2.2.2 Suitability of environment**

Factors in the environment (e.g. suitability of climate, soil, pest and host competition) that are critical to the development of the pest, its host and if applicable its vector, and to their ability to survive periods of climatic stress and complete their life cycles, should be identified. It should be noted that the environment is likely to have different effects on the pest, its host and its vector. This needs to be recognized in determining whether the interaction between these organisms in the area of origin is maintained in the PRA area to the benefit or detriment of the pest. The probability of establishment in a protected environment, e.g. in glasshouses, should also be considered.

Climatic modelling systems may be used to compare climatic data on the known distribution of a pest with that in the PRA area.

### **2.2.2.3 Cultural practices and control measures**

Where applicable, practices employed during the cultivation/production of the host crops should be compared to determine if there are differences in such practices between the PRA area and the origin of the pest that may influence its ability to establish.

- S2 For plants that are LMOs, it may also be appropriate to consider specific cultural, control or management practices.

Pest control programmes or natural enemies already in the PRA area which reduce the probability of establishment may be considered. Pests for which control is not feasible should be considered to present a greater risk than those for which treatment is easily accomplished. The availability (or lack) of suitable methods for eradication should also be considered.

### **2.2.2.4 Other characteristics of the pest affecting the probability of establishment**

Other characteristics of the pest affecting the probability of establishment include:

- *Reproductive strategy of the pests and method of pest survival.* Characteristics, which enable the pest to reproduce effectively in the new environment, such as parthenogenesis/self-crossing, duration of the life cycle, number of generations per year, resting stage etc., should be identified.

- *Genetic adaptability.* Whether the species is polymorphic and the degree to which the pest has demonstrated the ability to adapt to conditions like those in the PRA area should be considered, e.g., host-specific races or races adapted to a wider range of habitats or to new hosts. This genotypic (and phenotypic) variability facilitates a pest's ability to withstand environmental fluctuations, to adapt to a wider range of habitats, to develop pesticide resistance and to overcome host resistance.
- *Minimum population needed for establishment.* If possible, the threshold population that is required for establishment should be estimated.

S2 For LMOs, if there is evidence of genotypic and phenotypic instability, this should be considered.

S2 It may also be appropriate to consider proposed production and control practices related to the LMO in the country of import.

### 2.2.3 Probability of spread after establishment

A pest with a high potential for spread may also have a high potential for establishment, and possibilities for its successful containment and/or eradication are more limited. In order to estimate the probability of spread of the pest, reliable biological information should be obtained from areas where the pest currently occurs. The situation in the PRA area can then be carefully compared with that in the areas where the pest currently occurs and expert judgement used to assess the probability of spread. Case histories concerning comparable pests can usefully be considered. Examples of the factors to consider are:

- suitability of the natural and/or managed environment for natural spread of the pest
- presence of natural barriers
- the potential for movement with commodities or conveyances
- intended use of the commodity
- potential vectors of the pest in the PRA area
- potential natural enemies of the pest in the PRA area.

S1 In the case of plants as pests, assessment of spread concerns spread from the location where the plants are intended to grow or from the intended use to the endangered area.

Specific guidance on assessing the probability of spread of plants as pests is provided in Annex 4.

The information on probability of spread is used to estimate how rapidly a pest's potential economic importance may be expressed within the PRA area. This also has significance if the pest is liable to enter and establish in an area of low potential economic importance and then spread to an area of high potential economic importance. In addition it may be important in the risk management stage when considering the feasibility of containment or eradication of an introduced pest.

S1 Certain pests may not cause injurious effects on plants immediately after they establish, and in particular may only spread after a certain time. In assessing the probability of spread, this should be considered, based on evidence of such behaviour.

### 2.2.4 Conclusion on the probability of introduction and spread

The overall probability of introduction should be expressed in terms most suitable for the data, the methods used for analysis, and the intended audience. This may be quantitative or qualitative, since either output is in any case the result of a combination of both quantitative and qualitative information. The probability of introduction may be expressed as a comparison with that obtained from PRAs on other pests.

### 2.2.4.1 Conclusion regarding endangered areas

The part of the PRA area where ecological factors favour the establishment of the pest should be identified in order to define the endangered area. This may be the whole of the PRA area or a part of the area.

## 2.3 Assessment of potential economic consequences

Requirements described in this step indicate what information relative to the pest and its potential host plants should be assembled, and suggest levels of economic analysis that may be carried out using that information in order to assess all the effects of the pest, i.e. the potential economic consequences. Wherever appropriate, quantitative data that will provide monetary values should be obtained. Qualitative data may also be used. Consultation with an economist may be useful.

In many instances, detailed analysis of the estimated economic consequences is not necessary if there is sufficient evidence or it is widely agreed that the introduction of a pest will have unacceptable economic consequences (including environmental consequences). In such cases, risk assessment will primarily focus on the probability of introduction and spread. It will, however, be necessary to examine economic factors in greater detail when the level of economic consequences is in question, or when the level of economic consequences is needed to evaluate the strength of measures used for risk management or in assessing the cost-benefit of exclusion or control.

Specific guidance on assessing the potential economic consequences of plants as pests is provided in Annex 4.

- S2 In the case of LMOs, the economic impact (including environmental impact) should relate to the pest nature (injurious to plants and plant products) of the LMO.
- S2 For LMOs, the following evidence should also be considered:
  - potential economic consequences that could result from adverse effects on non-target organisms that are injurious to plants or plant products
  - economic consequences that could result from pest properties.
- S2 For more detailed guidance on the assessment of these characteristics, see Annex 3.

### 2.3.1 Pest effects

In order to estimate the potential economic importance of the pest, information should be obtained from areas where the pest occurs naturally or has been introduced. This information should be compared with the situation in the PRA area. Case histories concerning comparable pests can usefully be considered. The effects considered may be direct or indirect.

- S1 The basic method for estimating the potential economic importance of pests in this section also applies to:
  - pests affecting uncultivated/unmanaged plants
  - plants as pests
  - pests affecting plants through effects on other organisms.
- S1 In the case of direct and indirect environmental effects, specific evidence is needed.
- S1 In the case of plants for planting that may be pests, the long-term consequences for the habitat in which the plants are intended to grow may be included in the assessment because planting may affect further use of or have a harmful effect on that habitat.
- S1 Environmental effects and consequences considered should result from effects on plants. Such effects, however, on plants may be less significant than the effects and/or consequences on other organisms or systems. For example, a plant as a pest that has only a minor impact on plants may be significantly allergenic for humans or a minor plant pathogen may produce toxins that seriously affect livestock.

However, the regulation of plants solely on the basis of their effects on other organisms or systems (e.g. on human or animal health) is outside the scope of this standard. If the PRA process reveals evidence of a potential hazard to other organisms or systems, this should be communicated to the appropriate authorities that have the legal responsibility to deal with the issue.

### **2.3.1.1 Direct pest effects**

For identification and characterization of the direct effects of the pest on each potential host in the PRA area, or those effects which are host-specific, the following are examples that could be considered:

- known or potential host plants (in the field, under protected cultivation, or in the wild)
- types, amount and frequency of damage
- crop losses, in yield and quality
- biotic factors (e.g. adaptability and virulence of the pest) affecting damage and losses
- abiotic factors (e.g. climate) affecting damage and losses
- rate of spread
- rate of reproduction
- control measures (including existing measures), their efficacy and cost
- effect on existing production practices
- environmental effects.

For each of the potential hosts, the total area of the crop and area potentially endangered should be estimated in relation to the elements given above.

- S1 In the case of the analysis of environmental risks, examples of direct pest effects on plants and/or their environmental consequences that could be considered include:
- reduction of keystone plant species
  - reduction of plant species that are major components of ecosystems (in terms of abundance or size), and endangered native plant species (including effects below species level where there is evidence of such effects being significant)
  - significant reduction, displacement or elimination of other plant species.
- S1 The estimation of the area potentially endangered should relate to these effects.

### **2.3.1.2 Indirect pest effects**

For identification and characterization of the indirect effects of the pest in the PRA area, or those effects that are not host-specific, the following are examples that could be considered:

- effects on domestic and export markets, including in particular effects on export market access (The potential consequences for market access which may result if the pest becomes established, should be estimated. This involves considering the extent of any phytosanitary regulations imposed (or likely to be imposed) by trading partners.)
- changes to producer costs or input demands, including control costs
- changes to domestic or foreign consumer demand for a product resulting from quality changes
- environmental and other undesired effects of control measures
- feasibility and cost of eradication or containment
- capacity to act as a vector for other pests
- resources needed for additional research and advice
- social and other effects (e.g. tourism).

- S1 In the case of the analysis of environmental risks, examples of indirect pest effects on plants and/or their environmental consequences that could be considered include:
- significant effects on plant communities
  - significant effects on designated environmentally sensitive or protected areas
  - significant change in ecological processes and the structure, stability or processes of an ecosystem (including further effects on plant species, erosion, water table changes, increased fire hazard, nutrient cycling)
  - effects on human use (e.g. water quality, recreational uses, tourism, animal grazing, hunting, fishing)
  - costs of environmental restoration.
- S1 Effects on human and animal health (e.g. toxicity, allergenicity), water tables, tourism etc. could also be considered, as appropriate, by other agencies/authorities.

## 2.3.2 Analysis of economic consequences

### 2.3.2.1 Time and place factors

Estimations made in the previous section related to a hypothetical situation where the pest is supposed to have been introduced and to be fully expressing its potential economic consequences (per year) in the PRA area. In practice, however, economic consequences are expressed with time, and may concern one year, several years or an indeterminate period. Various scenarios should be considered. The total economic consequences over more than one year can be expressed as net present value of annual economic consequences, and an appropriate discount rate selected to calculate net present value.

Other scenarios could concern whether the pest occurs at one, few or many points in the PRA area and the expression of potential economic consequences will depend on the rate and manner of spread in the PRA area. The rate of spread may be envisaged to be slow or rapid; in some cases, it may be supposed that spread can be prevented. Appropriate analysis may be used to estimate potential economic consequences over the period of time when a pest is spreading in the PRA area. In addition, many of the factors or effects considered above could be expected to change over time, with the consequent effects of potential economic consequences. Expert judgement and estimations will be required.

### 2.3.2.2 Analysis of commercial consequences

As determined above, most of the direct effects of a pest, and some of the indirect effects will be of a commercial nature, or have consequences for an identified market. These effects, which may be positive or negative, should be identified and quantified. The following may usefully be considered:

- effect of pest-induced changes to producer profits that result from changes in production costs, yields or prices
- effect of pest-induced changes in quantities demanded or prices paid for commodities by domestic and international consumers. This could include quality changes in products and/or quarantine-related trade restrictions resulting from a pest introduction.

### 2.3.2.3 Analytical techniques

There are analytical techniques which can be used in consultation with experts in economics to make a more detailed analysis of the potential economic effects of a quarantine pest. These should incorporate all of the effects that have been identified. These techniques may include:

- *Partial budgeting*. This will be adequate, if the economic effects induced by the action of the pest to producer profits are generally limited to producers and are considered to be relatively minor.
- *Partial equilibrium*. This is recommended if, under point 2.3.2.2, there is a significant change in producer profits, or if there is a significant change in consumer demand. Partial equilibrium

analysis is necessary to measure welfare changes, or the net changes arising from the pest impacts on producers and consumers.

- *General equilibrium.* If the economic changes are significant to a national economy, and could cause changes to factors such as wages, interest rates or exchange rates, then general equilibrium analysis could be used to establish the full range of economic effects.

The use of analytical techniques is often limited by lack of data, by uncertainties in the data, and by the fact that for certain effects only qualitative information can be provided.

#### **2.3.2.4 Non-commercial and environmental consequences**

Some of the direct and indirect effects of the introduction of a pest determined in sections 2.3.1.1 and 2.3.1.2 will be of an economic nature, or affect some type of value, but not have an existing market which can be easily identified. As a result, the effects may not be adequately measured in terms of prices in established product or service markets. Examples include in particular environmental effects (such as ecosystem stability, biodiversity, amenity value) and social effects (such as employment, tourism) arising from a pest introduction. These impacts could be approximated with an appropriate non-market valuation method. More details on environment are given below.

If quantitative measurement of such consequences is not feasible, qualitative information about the consequences may be provided. An explanation of how this information has been incorporated into decisions should also be provided.

- S1 Application of this standard to environmental hazards requires clear categorization of environmental values and how they can be assessed. The environment can be valued using different methodologies, but these methodologies are best used in consultation with experts in economics. Methodologies may include consideration of “use” and “non-use” values. “Use” values arise from consumption of an element of the environment, such as accessing clean water, or fishing in a lake, and also those that are non-consumptive, such as use of forests for leisure activities. “Non-use” values may be subdivided into:
- “option value” (value for use at a later date)
  - “existence value” (knowledge that an element of the environment exists)
  - “bequest value” (knowledge that an element of the environment is available for future generations).
- S1 Whether the element of the environment is being assessed in terms of use or non-use values, methods exist for their valuation, such as market-based approaches, surrogate markets, simulated markets, and benefit transfer. Each has advantages, disadvantages and situations where it is particularly useful.
- S1 The assessment of consequences may be either quantitative or qualitative and in many cases, qualitative data is sufficient. A quantitative method may not exist to address a situation (e.g. catastrophic effects on a keystone species), or a quantitative analysis may not be possible (no methods available). Useful analyses can be based on non-monetary valuations (number of species affected, water quality), or expert judgement, if the analyses follow documented, consistent and transparent procedures.
- S1 Economic impact is described in ISPM 5 Supplement 2 (*Guidelines on the understanding of potential economic importance and related terms including reference to environmental considerations*).

#### **2.3.3 Conclusion of the assessment of economic consequences**

Wherever appropriate, the output of the assessment of economic consequences described in this step should be in terms of a monetary value. The economic consequences can also be expressed qualitatively or using quantitative measures without monetary terms. Sources of information, assumptions and methods of analysis should be clearly specified.



### 2.3.3.1 Endangered area

The part of the PRA area where presence of the pest will result in economically important loss should be identified as appropriate. This is needed to define the endangered area.

## 2.4 Degree of uncertainty

Estimation of the probability of introduction of a pest and of its economic consequences involves many uncertainties. In particular, this estimation is an extrapolation from the situation where the pest occurs to the hypothetical situation in the PRA area. It is important to document the areas of uncertainty and the degree of uncertainty in the assessment, and to indicate where expert judgement has been used. This is necessary for transparency and may also be useful for identifying and prioritizing research needs.

- S1 It should be noted that the assessment of the probability and consequences of environmental hazards of pests of uncultivated and unmanaged plants often involves greater uncertainty than for pests of cultivated or managed plants. This is due to the lack of information, additional complexity associated with ecosystems, and variability associated with pests, hosts or habitats.

## 2.5 Conclusion of the pest risk assessment stage

As a result of the pest risk assessment, all or some of the categorized pests may be considered appropriate for pest risk management. For each pest, all or part of the PRA area may be identified as an endangered area. A quantitative or qualitative estimate of the probability of introduction of a pest or pests, and a corresponding quantitative or qualitative estimate of economic consequences (including environmental consequences), have been obtained and documented or an overall rating could have been assigned. These estimates, with associated uncertainties, are utilized in the pest risk management stage of the PRA.

## 3. Stage 3: Pest Risk Management

The conclusions from pest risk assessment are used to decide whether risk management is required and the strength of measures to be used. Since zero-risk is not a reasonable option, the guiding principle for risk management should be to manage risk to achieve the required degree of safety that can be justified and is feasible within the limits of available options and resources. Pest risk management (in the analytical sense) is the process of identifying ways to react to a perceived risk, evaluating the efficacy of these actions, and identifying the most appropriate options. The uncertainty noted in the assessments of economic consequences and probability of introduction should also be considered and included in the selection of a pest management option.

- S1 In considering the management of environmental risks, it should be stressed that phytosanitary measures are intended to account for uncertainty and should be designed in proportion to the risk. Pest risk management options should be identified, taking account of the degree of uncertainty in the assessment of economic consequences, probability of introduction, and the respective technical justification of those options. In this respect, the management of risks to the environment caused by plant pests does not differ from the management of other plant pest risks.

Specific guidance on pest risk management for plants as pests is provided in Annex 4.

### 3.1 Level of risk

The principle of “managed risk” (ISPM 1:1993, *Principles of plant quarantine as related to international trade*) states that: “Because some risk of introduction of a quarantine pest always exists, countries shall agree to a policy of risk management when formulating phytosanitary measures.” In implementing this principle, countries should decide what level of risk is acceptable to them.

The acceptable level of risk may be expressed in a number of ways, such as:

- reference to existing phytosanitary requirements

- indexed to estimated economic losses
- expressed on a scale of risk tolerance
- compared with the level of risk accepted by other countries.

S2 For LMOs, the acceptable level of risk may also be expressed by comparison to the level of risk associated with similar or related organisms, based on their characteristics and behaviour in a similar environment to the PRA area.

### 3.2 Technical information required

The decisions to be made in the pest risk management process will be based on the information collected during the preceding stages of PRA. This information will be composed of:

- reasons for initiating the process
- estimation of the probability of introduction to the PRA area
- evaluation of potential economic consequences in the PRA area.

### 3.3 Acceptability of risk

Overall risk is determined by the examination of the outputs of the assessments of the probability of introduction and the economic impact. If the risk is found to be unacceptable, then the first step in risk management is to identify possible phytosanitary measures that will reduce the risk to, or below an acceptable level. Measures are not justified if the risk is already acceptable or must be accepted because it is not manageable (as may be the case with natural spread). Countries may decide that a low level of monitoring or audit is maintained to ensure that future changes in the pest risk are identified.

### 3.4 Identification and selection of appropriate risk management options

Appropriate measures should be chosen based on their effectiveness in reducing the probability of introduction of the pest. The choice should be based on the following considerations, which include several of the phytosanitary principles of ISPM 1:1993:

- *Phytosanitary measures shown to be cost-effective and feasible.* The benefit from the use of phytosanitary measures is that the pest will not be introduced and the PRA area will, consequently, not be subjected to the potential economic consequences. The cost-benefit analysis for each of the minimum measures found to provide acceptable security may be estimated. Those measures with an acceptable benefit-to-cost ratio should be considered.
- *Principle of “minimal impact”.* Measures should not be more trade restrictive than necessary. Measures should be applied to the minimum area necessary for the effective protection of the endangered area.
- *Reassessment of previous requirements.* No additional measures should be imposed if existing measures are effective.
- *Principle of “equivalence”.* If different phytosanitary measures with the same effect are identified, they should be accepted as alternatives.
- *Principle of “non-discrimination”.* If the pest under consideration is established in the PRA area but of limited distribution and under official control, the phytosanitary measures in relation to import should not be more stringent than those applied within the PRA area. Likewise, phytosanitary measures should not discriminate between exporting countries of the same phytosanitary status.

S1 The principle of non-discrimination and the concept of official control also apply to:

- pests affecting uncultivated/unmanaged plants
- plants as pests
- pests affecting plants through effects on other organisms.

- S1 If any of these become established in the PRA area and if official control is applied, then phytosanitary measures at import should not be more stringent than the official control measures.

The major risk of introduction of plant pests is with imported consignments of plants and plant products, but (especially for a PRA performed on a particular pest) it is necessary to consider the risk of introduction with other types of pathways (e.g. packing materials, conveyances, travellers and their luggage, and the natural spread of a pest).

The measures listed below are examples of those that are most commonly applied to traded commodities. They are applied to pathways, usually consignments of a host, from a specific origin. The measures should be as precise as possible as to consignment type (hosts, parts of plants) and origin so as not to act as barriers to trade by limiting the import of products where this is not justified. Combinations of two or more measures may be needed in order to reduce the risk to an acceptable level. The available measures can be classified into broad categories which relate to the pest status of the pathway in the country of origin. These include measures:

- applied to the consignment
- applied to prevent or reduce original infestation in the crop
- to ensure the area or place of production is free from the pest
- concerning the prohibition of commodities.

Other options may arise in the PRA area (restrictions on the use of a commodity), control measures, introduction of a biological control agent, eradication and containment. Such options should also be evaluated and will apply in particular if the pest is already present but not widely distributed in the PRA area.

### 3.4.1 Options for consignments

Measures may include any combinations of the following:

- inspection or testing for freedom from a pest or to a specified pest tolerance – sample size should be adequate to give an acceptable probability of detecting the pest
- prohibition of parts of the host
- a pre-entry or post-entry quarantine system – this system could be considered to be the most intensive form of inspection or testing where suitable facilities and resources are available, and may be the only option for certain pests not detectable on entry
- specified conditions of preparation of the consignment (e.g. handling to prevent infestation or reinfestation)
- specified treatment of the consignment – such treatments are applied post-harvest and could include chemical, thermal, irradiation or other physical methods
- restrictions on end use, distribution and periods of entry of the commodity.

Measures may also be applied to restrict the import of consignments of pests.

- S1 The concept of consignments of pests may be applied to the import of plants considered to be pests. These consignments may be restricted to species or varieties posing less risk.
- S2 For LMOs, as for other organisms, information may have been obtained concerning the risk management measures applied to the LMO in the country of export (see section 1.3). These should be assessed to determine if they are appropriate for the conditions in the PRA area and, if appropriate, the intended use.
- S2 For LMOs, measures may also include procedures for the provision of information on the phytosanitary integrity of consignments (e.g. tracing systems, documentation systems, identity preservation systems).

### 3.4.2 Options preventing or reducing infestation in the crop

Measures may include:

- treatment of the crop, field, or place of production
- restriction of the composition of a consignment so that it is composed of plants belonging to resistant or less susceptible species
- growing plants under specially protected conditions (glasshouse, isolation)
- harvesting of plants at a certain age or a specified time of year
- production in a certification scheme. An officially monitored plant production scheme usually involves a number of carefully controlled generations, beginning with nuclear stock plants of high health status. It may be specified that the plants be derived from plants within a limited number of generations.

S2 Measures may be applied to reduce the probability that LMOs (or genetic material from LMOs) that pose a phytosanitary risk could be in other crops. These include:

- management systems (e.g. buffer zones, refugia)
- management of trait expression
- control of reproductive ability (e.g. male sterility)
- control of alternative hosts.

### 3.4.3 Options ensuring that the area, place or site of production or crop is free from the pest

Measures may include:

- pest-free area – requirements for pest-free area status are described in ISPM 4:1995
- pest-free place of production or pest-free production site – requirements are described in ISPM 10:1999
- inspection of crop to confirm pest freedom.

### 3.4.4 Options for other types of pathways

For many types of pathways, the measures considered above for plants and plant products to detect the pest in the consignment or to prevent infestation of the consignment, may also be used or adapted. For certain types of pathways, the following factors should be considered:

- Natural spread of a pest includes movement of the pest by flight, wind dispersal, transport by vectors such as insects or birds and natural migration. If the pest is entering the PRA area by natural spread, or is likely to enter in the immediate future, phytosanitary measures may have little effect. Control measures applied in the area of origin could be considered. Similarly, containment or eradication, supported by suppression and surveillance, in the PRA area after entry of the pest could be considered.
- Measures for human travellers and their baggage could include targeted inspections, publicity and fines or incentives. In a few cases, treatments may be possible.
- Contaminated machinery or modes of transport (ships, trains, planes, road transport) could be subjected to cleaning or disinfestation.

### 3.4.5 Options within the importing country

Certain measures applied within the importing country may also be used. These could include careful surveillance to try and detect the entry of the pest as early as possible, eradication programmes to eliminate any foci of infestation and/or containment action to limit spread.

S1 For plants to be imported, where there is a high level of uncertainty regarding pest risk, it may be decided not to take phytosanitary measures at import, but only to apply surveillance or other procedures after entry (e.g. by or under the supervision of the NPPO).

- S2 The potential for risk from LMO pests depends in part on the intended use. As for other organisms, certain intended uses (such as high security contained use) may significantly manage risk.
- S2 For LMOs, as with other pests, options within the country also include the use of emergency measures related to phytosanitary risks. Any emergency measures should be consistent with Article VII.6 of the IPPC.

### 3.4.6 Prohibition of commodities

If no satisfactory measure to reduce risk to an acceptable level can be found, the final option may be to prohibit importation of the relevant commodities. This should be viewed as a measure of last resort and should be considered in light of the anticipated efficacy, especially in instances where the incentives for illegal import may be significant.

### 3.5 Phytosanitary certificates and other compliance measures

Risk management includes the consideration of appropriate compliance procedures. The most important of these is export certification (see ISPM 7:1997). The issuance of phytosanitary certificates (see ISPM 12:2001) provides official assurance that a consignment is “considered to be free from the quarantine pests specified by the importing contracting party and to conform with the current phytosanitary requirements of the importing contracting party.” It thus confirms that the specified risk management options have been followed. An additional declaration may be required to indicate that a particular measure has been carried out. Other compliance measures may be used subject to bilateral or multilateral agreement.

- S2 Information on phytosanitary certificates regarding LMOs (as with any other regulated articles) should only be related to phytosanitary measures (see ISPM 12:2001).

### 3.6 Conclusion of pest risk management

The result of the pest risk management procedure will be either that no measures are identified which are considered appropriate or the selection of one or more management options that have been found to lower the risk associated with the pest(s) to an acceptable level. These management options form the basis of phytosanitary regulations or requirements.

The application and maintenance of such regulations is subject to certain obligations in the case of contracting parties to the IPPC.

- S1 Phytosanitary measures taken in relation to environmental hazards should, as appropriate, be notified to relevant competent authorities responsible for national biodiversity policies, strategies and action plans.
- S1 It is noted that the communication of risks associated with environmental hazards is of particular importance to promote awareness.

Specific guidance on risk communication for plants as pests is provided in Annex 4.

#### 3.6.1 Monitoring and review of phytosanitary measures

The principle of “modification” states: “As conditions change, and as new facts become available, phytosanitary measures shall be modified promptly, either by inclusion of prohibitions, restrictions or requirements necessary for their success, or by removal of those found to be unnecessary” (ISPM 1:1993, *Principles of plant quarantine as related to international trade*).

Thus, the implementation of particular phytosanitary measures should not be considered to be permanent. After application, the success of the measures in achieving their aim should be determined by monitoring during use. This is often achieved by inspection of the commodity on arrival, noting any interceptions or any entries of the pest to the PRA area. The information supporting the pest risk

analysis should be periodically reviewed to ensure that any new information that becomes available does not invalidate the decision taken.

## **4. Documentation of Pest Risk Analysis**

### **4.1 Documentation requirements**

The IPPC and the principle of “transparency” (ISPM 1:1993) require that countries should, on request, make available the rationale for phytosanitary requirements. The whole process from initiation to pest risk management should be sufficiently documented so that when a review or a dispute arises, the sources of information and rationale used in reaching the management decision can be clearly demonstrated.

The main elements of documentation are:

- purpose for the PRA
- pest, pest list, pathways, PRA area, endangered area
- sources of information
- categorized pest list
- conclusions of risk assessment
  - probability
  - consequences
- risk management
  - options identified
  - options selected.

This annex was adopted as part of a supplement by the Fifth Session of the Interim Commission on Phytosanitary Measures in April 2003.

The annex is a prescriptive part of the standard.

## **S1 ANNEX 1: Comments on the scope of the IPPC in regard to environmental risks**

The range of pests covered by the IPPC extends beyond pests directly affecting cultivated plants. The coverage of the IPPC definition of pests includes plants as pests and other species that have indirect effects on plants, and the Convention applies to the protection of wild flora. The scope of the IPPC also extends to organisms that are pests because they:

- *directly affect uncultivated/unmanaged plants*

Introduction of these pests may have few commercial consequences, and therefore they have been less likely to be evaluated, regulated and/or placed under official control. An example of this type of pest is Dutch elm disease (*Ophiostoma novo-ulmi*).

- *indirectly affect plants*

In addition to pests that directly affect host plants, there are those, like most plants as pests (e.g. weeds and invasive plants), that affect plants primarily by other processes such as competition.

- *indirectly affect plants through effects on other organisms*

Some pests may primarily affect other organisms, but thereby cause deleterious effects on plant species, or plant health in habitats or ecosystems. Examples include parasites of beneficial organisms, such as biological control agents.

To protect the environment and biological diversity without creating disguised barriers to trade, environmental risks and risks to biological diversity should be analysed in a PRA.

This annex was adopted by the Sixth Session of the Interim Commission on Phytosanitary Measures in March–April 2004.

The annex is a prescriptive part of the standard.

## **S2 ANNEX 2: Comments on the scope of the IPPC in regard to pest risk analysis for living modified organisms**

Phytosanitary risks that may be associated with a living modified organism are within the scope of the International Plant Protection Convention and should be considered using pest risk analysis to make decisions regarding pest risk management.

The analysis of LMOs includes consideration of the following:

- Some LMOs may present a phytosanitary risk and therefore warrant a PRA. However other LMOs will not present a phytosanitary risks beyond those posed by related non-LMOs and therefore will not warrant a complete PRA. For example, modifications to change the physiological characteristics of a plant (e.g. ripening time, storage life) may not present any phytosanitary risk. The pest risk that may be posed by an LMO is dependent on a combination of factors, including the characteristics of the donor and recipient organisms, the genetic alteration, and the specific new trait or traits. Therefore, part of the supplementary text (see Annex 3) provides guidance on how to determine if an LMO is a potential pest.
- PRA may constitute only a portion of the overall risk analysis for import and release of a LMO. For example, countries may require the assessment of risks to human or animal health, or to the environment, beyond that covered by the IPPC. This standard only relates to the assessment and management of phytosanitary risks. As with other organisms or pathways assessed by an NPPO, LMOs may present other risks not falling within the scope of the IPPC. When an NPPO discovers potential for risks that are not of phytosanitary concern it may be appropriate to notify the relevant authorities.
- Phytosanitary risks from LMOs may result from certain traits introduced into the organism, such as those that increase the potential for establishment and spread, or from inserted gene sequences that do not alter the pest characteristics of the organism but that might act independently of the organism or have unintended consequences.
- In cases of phytosanitary risks related to gene flow, the LMO is acting more as a potential vector or pathway for introduction of a genetic construct of phytosanitary concern rather than as a pest in and of itself. Therefore, the term “pest” should be understood to include the potential of an LMO to act as a vector or pathway for introduction of a gene presenting a potential phytosanitary risk.
- The risk analysis procedures of the IPPC are generally concerned with phenotypic characteristics rather than genotypic characteristics. However, genotypic characteristics may need to be considered when assessing the phytosanitary risks of LMOs.
- Potential phytosanitary risks that may be associated with LMOs could also be associated with non-LMOs. It may be useful to consider risks associated with LMOs in the context of risks posed by the non-modified recipient or parental organisms, or similar organisms, in the PRA area.



This annex was adopted by the Sixth Session of the Interim Commission on Phytosanitary Measures in March–April 2004.

The annex is a prescriptive part of the standard.

## **S2 ANNEX 3: Determining the potential for a living modified organism to be a pest**

This annex is relevant for living modified organisms only where there is potential for phytosanitary risks from the LMO associated with some characteristic or property related to the genetic modification. Other phytosanitary risks associated with the organism should be assessed under other appropriate sections of ISPM 11 or under other appropriate ISPMs.

The information requirements outlined in section 1.3 may be needed in determining the potential for an LMO to be a pest.

### **Potential phytosanitary risks for LMOs**

Potential phytosanitary risks for LMOs may include:

a. Changes in adaptive characteristics which may increase the potential for introduction or spread, for example alterations in:

- tolerance to adverse environmental conditions (e.g. drought, freezing, salinity)
- reproductive biology
- dispersal ability of pests
- growth rate or vigour
- host range
- pest resistance
- pesticide (including herbicide) resistance or tolerance.

b. Adverse effects of gene flow or gene transfer including, for example:

- transfer of pesticide or pest resistance genes to compatible species
- the potential to overcome existing reproductive and recombination barriers resulting in pest risks
- potential for hybridization with existing organisms or pathogens to result in pathogenicity or increased pathogenicity.

c. Adverse effects on non-target organisms including, for example:

- changes in host range of the LMO, including the cases where it is intended for use as a biological control agent or organism otherwise claimed to be beneficial
- effects on other organisms, such as biological control agents, beneficial organisms, or soil fauna and microflora, nitrogen-fixing bacteria, that result in a phytosanitary impact (indirect effects)
- capacity to vector other pests
- negative direct or indirect effects of plant-produced pesticides on non-target organisms beneficial to plants.

d. Genotypic and phenotypic instability including, for example:

- reversion of an organism intended as a biocontrol agent to a virulent form.

e. Other injurious effects including, for example:

- phytosanitary risks presented by new traits in organisms that do not normally pose phytosanitary risk
- novel or enhanced capacity for virus recombination, trans-encapsidation and synergy events related to the presence of virus sequences

- phytosanitary risks resulting from nucleic acid sequences (markers, promoters, terminators etc.) present in the insert.

The potential phytosanitary risks identified above can also be associated with non-LMOs. The risk analysis procedures of the IPPC are generally concerned with phenotypic characteristics rather than genotypic characteristics. However, genotypic characteristics may need to be considered when assessing the phytosanitary risks of LMOs.

If there is no indication that new traits resulting from genetic modifications have phytosanitary risks, the LMO may require no further consideration.

It may be useful to consider potential risks in the context of risks posed by the non-modified recipients or parental organisms, or similar organisms, in the PRA area.

In cases of phytosanitary risks related to gene flow, the LMO is acting more as a potential vector or pathway for introduction of a genetic construct of phytosanitary concern rather than as a pest in and of itself. Therefore, the term “pest” should be understood to include the potential of an LMO to act as a vector or pathway for introduction of a gene presenting a potential phytosanitary risk.

Factors that may result in the need to subject a LMO to Stage 2 of the PRA include:

- lack of knowledge about a particular modification event
- the credibility of information if it is an unfamiliar modification event
- insufficient data on the behaviour of the LMO in environments similar to the PRA area
- field experience, research trials or laboratory data indicating that the LMO may pose phytosanitary risks (see subsections a. to e. above)
- where the LMO expresses characteristics that are associated with pests under ISPM 11
- existing conditions in the country (or PRA area) that may result in the LMO being a pest
- where there are PRAs for similar organisms (including LMOs) or risk analyses carried out for other purposes that indicate a pest potential
- experience in other countries.

Factors that may lead to the conclusion that an LMO is not a potential pest and/or requires no further consideration under ISPM 11 include:

- where the genetic modification in similar or related organisms has previously been assessed by the NPPO (or other recognized experts or agencies) as having no phytosanitary risk
- where the LMO is to be confined in a reliable containment system and not be released
- evidence from research trials that the LMO is unlikely to be a pest under the use proposed
- experience in other countries.

This annex was adopted by the Eighth Session of the Commission on Phytosanitary Measures in April 2013.

The annex is a prescriptive part of the standard.

## **ANNEX 4: Pest risk analysis for plants as quarantine pests**

### **Introduction**

This annex provides specific guidance on conducting PRA to determine if a plant is a pest of cultivated or wild plants, whether it should be regulated, and to identify phytosanitary measures that reduce the pest risk to an acceptable level. It focuses primarily on plants proposed for import, whether as plants for planting or for other intended uses. It does not cover the unintentional introduction of plants as contaminants in commodities or conveyances.

The number and diversity of plants being moved between and within countries is increasing as opportunities for trade increase and markets develop for new plants. Movements of plants may imply two types of pest risk: the plant (as a pathway) may carry pests, or the plant itself may be a pest. The risk of introducing pests with plants as a pathway has long been recognized and widely regulated. However, pest risk posed by plants as pests requires specific consideration.

### **Plants as pests**

Plants as pests may affect other plants through competition for space and resources, such as light, nutrients and water, or through parasitism or allelopathy. Plants introduced to a new area may also become pests by hybridizing with cultivated plants or wild plants.

Thus, the protection of plants as pursued through the IPPC may include considering certain plants as pests, and taking phytosanitary measures to prevent their introduction and spread. Determining which plants are pests is context-specific and may vary with geography, habitat, land use, time and the perceived value of the natural resources in the endangered area. PRA should form the basis of such a determination and subsequent decisions regarding possible regulation of the plant species as a quarantine pest. It should be noted that plants having undergone such analysis may also require assessment of their potential to be pathways for other pests.

The IPPC has recognized the importance of plants as pests by underscoring that the definition of “pest” includes weeds (ICPM, 2001), and by specifically including “plants that are invasive alien species” in a range of recommendations for action for those invasive alien species that are pests of plants (ICPM, 2005). This annex provides some specific guidance on how to apply these recommendations. The 2004 revision of ISPM 11 introduced specific elements of conducting a PRA for plants as pests that are further elaborated in this annex.

The IPPC is concerned with pests injurious to cultivated and wild plants (see Annex 1 of this standard), and therefore weeds and invasive plants that are injurious to other plants should be considered pests in the IPPC context. Henceforth in this annex, the terms “weed” and “invasive plants” are not used, but only the single term “plants as pests”<sup>67</sup>.

The remainder of the text generally follows the sequence of ISPM 11:2004, with the corresponding sections of the standard indicated in parentheses. In each section, guidance is provided on the analytical aspects particular to plants as pests.

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<sup>67</sup> “Invasive plants” are often taken to mean invasive alien species in the CBD sense (see ISPM 5, Appendix 1 (2009)). The term “weed” usually refers to pests of cultivated plants. However, some countries use the term “weed” irrespective of whether cultivated plants or wild flora are at risk, and other countries use the term “noxious weed”, “landscape weed”, “environmental weed” or similar terms to distinguish them from plants only affecting crops.

## **Stage 1: Initiation**

### ***Initiation points***

The PRA process for plants as quarantine pests will most frequently arise in situations such as:

- a request is made to import a plant not previously imported
- a plant already available and used in a country is suspected of posing a pest risk, e.g. because of new evidence or anticipated changes in its intended use
- a decision is made to review or revise phytosanitary policies.

### ***Pre-selection***

ISPM 2:2007 describes, as part of the initiation stage, a pre-selection step intended for determining whether or not an organism is a pest, and provides some indicators that a plant may be a pest. Particular attention is needed for plants that have proven to be pests elsewhere or that have intrinsic characteristics such as high propagation rate or strong competitive or propagule dispersal abilities. In most cases, consideration of these factors in Stage 1 of the PRA may not be sufficient to terminate the process; however, in cases where it is clearly determined that the plant is only suited to a specific type of habitat that does not exist in the PRA area, it may be concluded that the plant cannot become a pest in that area and the PRA process may stop at that point.

## **Stage 2: Pest risk assessment**

### ***Identity of the plant (refer to section 2.1.1.1)***

The species is the taxonomic level usually considered in PRA. However, in the case of cultivated plants that may be pests, lower taxonomic levels may be used where there are scientifically sound rationales. The taxonomic level appropriate for conducting the PRA for a particular plant as a pest should be determined by the NPPO.

Some particular considerations regarding the identity of plants as pests may include the following:

- The taxonomic identity of the plant may be unclear because it has been obscured by breeding or hybridization or is the subject of plant breeders' rights. This is particularly relevant for horticultural plants. The NPPO should acquire the best possible information about the identity and parentage of the plant from various sources (e.g. the prospective importer, plant breeders, scientific literature).
- The use of taxonomic levels below the species (i.e. subspecies, variety, cultivar) may be justified if there is scientific evidence demonstrating that differences in characteristics are stable and significantly affect phytosanitary status. Examples may include differences in adaptability to environmental conditions, ability to exploit resources, ability to defend against herbivores, and methods of reproduction or propagule dispersal.
- The evaluation of a hybrid should be based on information specific to that hybrid where available. Where such information does not exist, PRA may be conducted on the parent species to determine their pest risk. If either parent is determined to be a pest and the associated risk is deemed unacceptable, this information may form the basis of the risk assessment for the hybrid. However, as hybrids do not always express similar characteristics to their parent species, that approach may significantly increase the assessment uncertainty and should be used with caution.

### ***Presence or absence in the PRA area (refer to section 2.1.1.2)***

Determination of presence or absence in the PRA area is a particular challenge for NPPOs when plants are proposed for import because the plants may already be growing in locations (e.g. botanical gardens, home gardens) that may not be reported. Sources of information may include horticultural, agricultural, forestry and aquaculture publications and databases. The NPPO may need to carry out particular surveys to obtain information on presence and distribution.

The presence or absence of wild or cultivated relatives in the PRA area should also be determined in the case where there is scientific evidence that the plant may hybridize with such local relatives.

***Intended use***

The PRA should include consideration of the intended use (refer to ISPM 32:2009) of the plants as this may affect the probability of establishment, spread and economic consequences. However, it should also be recognized that plants, once entered, may escape or be diverted from the use for which they were originally intended.

In the case of plants for planting, significant human effort is made to ensure their continuous survival and, in some cases, successful reproduction because of their perceived benefits. Furthermore, the plants for planting have often been selected to be well suited for growing in the importing country. This significantly increases the likelihood of establishment and spread. Therefore, plants for planting are generally considered to pose the highest risk. Examples of uses, broadly in the order of decreasing risk at the time of planting, are:

- planting in the open landscape without management (e.g. for soil erosion control, waste water treatment and carbon dioxide uptake, or as aquatic plants in watercourses or ponds)
- planting in the open landscape with management (e.g. in forestry, agriculture (including for biofuel), horticulture, land reclamation and golf courses, or as cover crops)
- planting outdoors in urban areas (e.g. for amenity purposes in roadsides, parks or gardens)
- planting indoors only.

Plants for intended uses other than planting may be considered, including for human consumption or animal feed, processing, combustion for energy production, or research.

***Habitats, locations and endangered areas***

Plants imported for planting may be destined for a particular geographic location of a particular habitat. However, the NPPO should assess:

- the probability that the plants could establish in habitats in the PRA area other than where they were intended to grow (i.e. to what degree other habitats are suitable for the plant)
- the probability that the plants could spread from the location where they were intended to grow.

The overall area of suitable habitats where the presence of the plant would result in economically important loss constitutes the endangered area.

The analysis of suitable habitats is analogous to the analysis of host plants for other pests (in the case of parasitic plants, both host and habitat need to be considered). The guidance provided in section 2.2.2 (and its subsections) of this standard can generally be used, substituting the terms “host” and “host range” with “suitable habitat”.

***Probability of entry (refer to section 2.2.1)***

For imported plants, the probability of entry need not be assessed. Nevertheless, an estimation of the volume, frequency and destinations of prospective imports may be needed in order to assess the likelihood of establishment and spread.

***Historical evidence of pest behaviour***

The most reliable predictor of establishment, spread and potential economic consequences of a plant as a pest is the history of that plant as a pest when introduced into new areas with similar habitats and climate. Where such a history is documented, the assessment should use this information, comparing whether the habitat and climate conditions are sufficiently similar in the PRA area. However, a plant may never have been moved out of its native range where it may be controlled by naturally occurring enemies or other biotic or abiotic factors. In such cases, no historical evidence exists of establishment, spread or economic consequences.

***Probability of establishment (refer to section 2.2.2)***

The assessment of the probability of establishment should consider the suitability of the climate, other abiotic and biotic factors (see section 2.2.2.2), and cultural practices (see section 2.2.2.3). The

assessment should compare the conditions in habitats within the PRA area to the conditions in habitats in which the plant currently occurs. Depending on the information available, the following may be incorporated:

- *climate*: suitability of current climates and, for long-lived plants, future projected climates
- *other abiotic factors*: soil characteristics, topography, hydrology, natural fires, etc.
- *biotic factors*: current vegetation, degree of disturbance, presence or absence of natural enemies and competitors
- *cultural practices in crops or managed plant communities*: herbicide usage, harvesting, soil cultivation, burning, etc. (including side-effects such as aerial deposition of nitrogen or pesticides).

Where the history of a particular plant as a pest is not well documented, the assessment should consider intrinsic characteristics of the plant that may predict establishment (refer to section 2.2.2.4). Although intrinsic characteristics have sometimes been shown to be poor predictors, the following may be considered:

- *reproductive characteristics*: sexual and asexual mechanisms, dioecism, duration of flowering, self-compatibility, reproduction frequency, generation time
- *adaptive potential (of individuals and populations)*: genotypic or phenotypic plasticity, hybridization potential
- *propagule attributes*: volume and viability, dormancy
- *tolerance or resistance*: response to pests, herbicides, grazing and other cultural practices, drought, flooding, frost, salinity, climate changes.

Many plants as pests are opportunists with a strong potential to become established in disturbed habitats. Plants with a robust dormancy combined with a prolific reproductive ability are particularly suited for such an opportunistic strategy. Disturbed habitats are common; therefore, plants with such opportunistic adaptations may encounter many opportunities for establishment and spread.

#### ***Probability of spread (refer to section 2.2.3)***

The likelihood and extent of spread depends on natural and human-mediated factors. Natural factors may include:

- intrinsic characteristics of the plant species (in particular regarding reproduction, adaptation and propagule dispersal)
- existence of natural means of spread (e.g. birds and other animals, water, wind)
- existence and spatial pattern of suitable habitats and dispersal corridors connecting them.

Human-mediated factors, whether intentional or unintentional, may include:

- intended use, consumer demand, economic value and ease of transport
- the movement of propagules as a contaminant of soil or other materials (e.g. clothing, conveyances, machinery, tools, equipment)
- the discarding of plants (e.g. after flowering or when private aquaria are emptied)
- disposal procedures (e.g. composting) for waste that contains plants.

There are often long time lags between a plant's initial introduction and its later spread. As a consequence, even in the cases where establishment may be well documented, the potential for later spread may be less known. If evidence exists, the following factors may need to be considered:

- changes in abiotic factors (e.g. an increase in aerial deposition of nitrogen or sulphur)
- changes in the genetic profile of the plant species (e.g. through natural selection, genetic drift)
- long generative time or time to maturity
- emergence of novel uses for the plant
- relatively rare dispersal events that move propagules from suboptimal to optimal habitats

- changes in land use or disturbance pattern (e.g. following natural floods, natural fires)
- changes in climate (e.g. warmer climate changes in precipitation patterns).

***Assessment of potential economic consequences (refer to section 2.3)***

Plants as pests may have a variety of economic consequences, including yield losses in agriculture, horticulture and forestry; reduction of recreational value; or reduction of biodiversity and negative effects on other parts of the ecosystem. Assessment of economic consequences of plants as pests may be inherently difficult because they may have broad agricultural, environmental and social consequences that may be non-specific, not readily apparent or not easily quantified (e.g. changes in the soil's nutrient profile).

It is important to consider the potential long-term economic consequences for the entire PRA area, including where the plants are intended to grow. The most reliable predictor of potential economic consequences is evidence of consequences elsewhere, particularly in areas with similar habitats. However, in some cases, plants have never been moved out of their native ranges and therefore may not have had an opportunity to express any potential consequences. In the absence of evidence of economic consequences elsewhere, consideration may be given to whether or not the plant possesses intrinsic characteristics that predict pest potential, such as those discussed above and in section 2.2.2.4 related to establishment and spread.

**Stage 3: Pest risk management (refer to section 3.4)**

Plants for planting will usually be introduced into habitats suitable for their establishment and growth. In such cases, most pest risk management options would be counterproductive to the intended use. In general, for plants for planting considered quarantine pests, the most effective risk management option is prohibition (refer to section 3.4.6). However, those plants may at the same time have a perceived benefit that may be considered in the decision-making process following the PRA.

For specific situations, other pest risk management options may be pursued, including:

- requirements for growing plants under confinement
- requirements for harvesting plants at a certain stage or specified time to prevent opportunities for reproduction
- restriction of plants to particular locations, such as those that are marginally suitable
- restriction of import to specified cultivars or clones
- restrictions on the disposal of excess or waste plant material
- other restrictions on planting, growing, sale, holding, transport or disposal
- considering the use of codes of conduct for sale, holding, transport, planting or disposal, for example, in the form of internal rules or guidelines within the plant industry to refrain from or restrict the selling of particular plants for specific intended uses.

For plants imported for consumption or processing, risk management options may include restrictions on transport, storage, locations of import and use, sale, waste disposal, time of year import takes place, and requirements regarding the processing or treatments (e.g. devitalization).

In identifying risk management options, the suitability of control measures, ease of detection, identification of and access to the plants, time needed for effective control and difficulty of eradication or containment should be considered. For example, plants in highly managed systems such as cropping systems may be more easily controlled than plants in natural or semi-natural habitats, or in private gardens. Many of the factors considered under “establishment” and “spread” also influence a plant's response to control measures and thus the feasibility of control.

In cases where the assessed plants are present in collections (e.g. botanical gardens) and import regulation is considered, phytosanitary measures may have to be applied to those collections.

Irrespective of risk management options, where the import of a plant is allowed, it may be appropriate to develop post-entry systems such as surveillance in the PRA area, contingency plans, and systems to report new occurrences.

**Aspects common to all PRA stages*****Risk communication (refer to ISPM 2:2007)***

Plants intentionally introduced for planting may not be perceived as a threat by the public, or by particular stakeholders, who may perceive the plants as purely beneficial. Furthermore, in many countries authorities other than the NPPO have responsibilities under the Convention of Biological Diversity with regard to plants intentionally introduced for planting. Therefore, risk communication may be particularly important in relation to plants as pests.

Risk communication may include for example:

- consultation with importers, research institutes and other governmental and non-governmental organizations (e.g. environmental protection agencies, parks departments, nurseries, landscapers) to exchange information on plants as potential pests
- publication of lists of plants as quarantine pests
- labelling of plants in commerce (e.g. explaining the pest risk the plants may pose and under which conditions the pest risk may occur).



ISPM 15



**INTERNATIONAL STANDARDS FOR  
PHYTOSANITARY MEASURES**

**ISPM 15**

**REGULATION OF WOOD PACKAGING  
MATERIAL IN INTERNATIONAL TRADE**

**(2009)**

Produced by the Secretariat of the International Plant Protection Convention



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## CONTENTS

<i>Adoption</i> .....	15-148
INTRODUCTION.....	15-148
<i>Scope</i> .....	15-148
<i>Environmental Statement</i> .....	15-148
<i>References</i> .....	15-148
<i>Definitions</i> .....	15-149
<i>Outline of Requirements</i> .....	15-149
REQUIREMENTS .....	15-150
1. <i>Basis for Regulation</i> .....	15-150
2. <i>Regulated Wood Packaging Material</i> .....	15-150
2.1 <i>Exemptions</i> .....	15-150
3. <i>Phytosanitary Measures for Wood Packaging Material</i> .....	15-150
3.1 <i>Approved phytosanitary measures</i> .....	15-151
3.2 <i>Approval of new or revised treatments</i> .....	15-151
3.3 <i>Alternative bilateral arrangements</i> .....	15-151
4. <i>Responsibilities of NPPOs</i> .....	15-152
4.1 <i>Regulatory considerations</i> .....	15-152
4.2 <i>Application and use of the mark</i> .....	15-152
4.3 <i>Treatment and marking requirements for wood packaging material that is reused, repaired or remanufactured</i> .....	15-152
4.3.1 <i>Reuse of wood packaging material</i> .....	15-152
4.3.2 <i>Repaired wood packaging material</i> .....	15-152
4.3.3 <i>Remanufactured wood packaging material</i> .....	15-153
4.4 <i>Transit</i> .....	15-153
4.5 <i>Procedures upon import</i> .....	15-153
4.6 <i>Phytosanitary measures for non-compliance at point of entry</i> .....	15-153
ANNEX 1: <i>Approved treatments associated with wood packaging material</i> .....	15-155
ANNEX 2: <i>The mark and its application</i> .....	15-160
APPENDIX 1: <i>Examples of methods of secure disposal of non-compliant wood packaging material</i> .....	15-163

## Adoption

This standard was first adopted by the Fourth Session of the Interim Commission on Phytosanitary Measures in March 2002 as *Guidelines for regulating wood packaging material in international trade*. Modifications to Annex 1 were adopted by the First Session of the Commission on Phytosanitary Measures in April 2006. The first revision was adopted by the Fourth Session of the Commission on Phytosanitary Measures in March–April 2009 as the present standard, ISPM 15:2009.

Revision to Annex 1 together with associated change in Annex 2, was adopted by the Eighth Session of the Commission on Phytosanitary Measures in April 2013.

## INTRODUCTION

### Scope

This standard describes phytosanitary measures that reduce the risk of introduction and spread of quarantine pests associated with the movement in international trade of wood packaging material made from raw wood. Wood packaging material covered by this standard includes dunnage but excludes wood packaging made from wood processed in such a way that it is free from pests (e.g. plywood).

The phytosanitary measures described in this standard are not intended to provide ongoing protection from contaminating pests or other organisms.

### Environmental Statement

Pests associated with wood packaging material are known to have negative impacts on forest health and biodiversity. Implementation of this standard is considered to reduce significantly the spread of pests and subsequently their negative impacts. In the absence of alternative treatments being available for certain situations or to all countries, or the availability of other appropriate packaging materials, methyl bromide treatment is included in this standard. Methyl bromide is known to deplete the ozone layer. An IPPC Recommendation on the *Replacement or reduction of the use of methyl bromide as a phytosanitary measure* (CPM, 2008) has been adopted in relation to this issue. Alternative treatments that are more environmentally friendly are being pursued.

### References

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- IPPC.** 1997. *International Plant Protection Convention*. Rome, IPPC, FAO.
- ISO 3166-1:2006.** *Codes for the representation of names of countries and their subdivisions – Part 1: Country codes*. Geneva, International Organization for Standardization (available at [http://www.iso.org/iso/country\\_codes/iso\\_3166\\_code\\_lists.htm](http://www.iso.org/iso/country_codes/iso_3166_code_lists.htm)).
- ISPM 5.** *Glossary of phytosanitary terms*. Rome, IPPC, FAO.
- ISPM 7.** 1997. *Export certification system*. Rome, IPPC, FAO. [revised; now ISPM 7:2011]
- ISPM 13.** 2001. *Guidelines for the notification of non-compliance and emergency action*. Rome, IPPC, FAO.
- ISPM 20.** 2004. *Guidelines for a phytosanitary import regulatory system*. Rome, IPPC, FAO.
- ISPM 23.** 2005. *Guidelines for inspection*. Rome, IPPC, FAO.
- ISPM 25.** 2006. *Consignments in transit*. Rome, IPPC, FAO.
- ISPM 28.** 2007. *Phytosanitary treatments for regulated pests*. Rome, IPPC, FAO.

**UNEP.** 2000. *Montreal Protocol on Substances that Deplete the Ozone Layer*. Nairobi, Ozone Secretariat, United Nations Environment Programme. ISBN: 92-807-1888-6 (<http://www.unep.org/ozone/pdfs/Montreal-Protocol2000.pdf>).

## Definitions

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

## Outline of Requirements

Approved phytosanitary measures that significantly reduce the risk of pest introduction and spread via wood packaging material consist of the use of debarked wood (with a specified tolerance for remaining bark) and the application of approved treatments (as prescribed in Annex 1). The application of the recognized mark (as prescribed in Annex 2) ensures that wood packaging material subjected to the approved treatments is readily identifiable. The approved treatments, the mark and its use are described.

The national plant protection organizations (NPPOs) of exporting and importing countries have specific responsibilities. Treatment and application of the mark must always be under the authority of the NPPO. NPPOs that authorize the use of the mark should supervise (or, as a minimum, audit or review) the application of the treatments, use of the mark and its application, as appropriate, by producer/treatment providers and should establish inspection or monitoring and auditing procedures. Specific requirements apply to wood packaging material that is repaired or remanufactured. NPPOs of importing countries should accept the approved phytosanitary measures as the basis for authorizing entry of wood packaging material without further wood packaging material-related phytosanitary import requirements and may verify on import that the requirements of the standard have been met. Where wood packaging material does not comply with the requirements of this standard, NPPOs are also responsible for measures implemented and notification of non-compliance, as appropriate.

## REQUIREMENTS

### 1. Basis for Regulation

Wood originating from living or dead trees may be infested by pests. Wood packaging material is frequently made of raw wood that may not have undergone sufficient processing or treatment to remove or kill pests and therefore remains a pathway for the introduction and spread of quarantine pests. Dunnage in particular has been shown to present a high risk of introduction and spread of quarantine pests. Furthermore, wood packaging material is very often reused, repaired or remanufactured (as described in section 4.3). The true origin of any piece of wood packaging material is difficult to determine, and thus its phytosanitary status cannot easily be ascertained. Therefore the normal process of undertaking pest risk analysis to determine if measures are necessary, and the strength of such measures, is frequently not possible for wood packaging material. For this reason, this standard describes internationally accepted measures that may be applied to wood packaging material by all countries to reduce significantly the risk of introduction and spread of most quarantine pests that may be associated with that material.

### 2. Regulated Wood Packaging Material

These guidelines cover all forms of wood packaging material that may serve as a pathway for pests posing a pest risk mainly to living trees. They cover wood packaging material such as crates, boxes, packing cases, dunnage<sup>68</sup>, pallets, cable drums and spools/reels, which can be present in almost any imported consignment, including consignments that would not normally be subject to phytosanitary inspection.

#### 2.1 Exemptions

The following articles are of sufficiently low risk to be exempted from the provisions of this standard<sup>69</sup>:

- wood packaging material made entirely from thin wood (6 mm or less in thickness)
- wood packaging made wholly of processed wood material, such as plywood, particle board, oriented strand board or veneer that has been created using glue, heat or pressure, or a combination thereof
- barrels for wine and spirit that have been heated during manufacture
- gift boxes for wine, cigars and other commodities made from wood that has been processed and/or manufactured in a way that renders it free of pests
- sawdust, wood shavings and wood wool
- wood components permanently attached to freight vehicles and containers.

### 3. Phytosanitary Measures for Wood Packaging Material

This standard describes phytosanitary measures (including treatments) that have been approved for wood packaging material and provides for the approval of new or revised treatments.

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<sup>68</sup> Consignments of wood (i.e. timber/lumber) may be supported by dunnage that is constructed from wood of the same type and quality and that meets the same phytosanitary requirements as the wood in the consignment. In such cases, the dunnage may be considered as part of the consignment and may not be considered as wood packaging material in the context of this standard.

<sup>69</sup> Not all types of gift boxes or barrels are constructed in a manner that renders them pest free, and therefore certain types may be considered to be within the scope of this standard. Where appropriate, specific arrangements related to these types of commodities may be established between importing and exporting NPPOs.

### 3.1 Approved phytosanitary measures

The approved phytosanitary measures described in this standard consist of phytosanitary procedures including treatments and marking of the wood packaging material. The application of the mark renders the use of a phytosanitary certificate unnecessary as it indicates that the internationally accepted phytosanitary measures have been applied. These phytosanitary measures should be accepted by all NPPOs as the basis for authorizing the entry of wood packaging material without further specific requirements. Required phytosanitary measures beyond an approved measure as described in this standard require technical justification.

The treatments described in Annex 1 are considered to be significantly effective against most pests of living trees associated with wood packaging material used in international trade. These treatments are combined with the use of debarked wood for construction of wood packaging, which also acts to reduce the likelihood of reinfestation by pests of living trees. These measures have been adopted based on consideration of:

- the range of pests that may be affected
- the efficacy of the treatment
- the technical and/or commercial feasibility.

There are three main activities involved in the production of approved wood packaging material (including dunnage): treating, manufacturing and marking. These activities can be done by separate entities, or one entity can do several or all of these activities. For ease of reference, this standard refers to producers (those that manufacture the wood packaging material and may apply the mark to appropriately treated wood packaging material) and treatment providers (those that apply the approved treatments and may apply the mark to appropriately treated wood packaging material).

Wood packaging material subjected to the approved measures shall be identified by application of an official mark in accordance with Annex 2. This mark consists of a dedicated symbol used in conjunction with codes identifying the specific country, the responsible producer or treatment provider, and the treatment applied. Hereafter, all components of such a mark are referred to collectively as “the mark”. The internationally recognized, non-language-specific mark facilitates identification of treated wood packaging material during inspection prior to export, at the point of entry, or elsewhere. NPPOs should accept the mark as referred to in Annex 2 as the basis for authorizing the entry of wood packaging material without further specific requirements.

Debarked wood must be used for the construction of wood packaging material, in addition to application of one of the adopted treatments specified in Annex 1. A tolerance for remaining bark is specified in Annex 1.

### 3.2 Approval of new or revised treatments

As new technical information becomes available, existing treatments may be reviewed and modified, and new alternative treatments and/or treatment schedule(s) for wood packaging material may be adopted by the CPM. ISPM 28:2007 provides guidance on the IPPC’s process for approval of treatments. If a new treatment or a revised treatment schedule is adopted for wood packaging material and incorporated into this ISPM, material already treated under the previous treatment and/or schedule does not need to be re-treated or re-marked.

### 3.3 Alternative bilateral arrangements

NPPOs may accept measures other than those listed in Annex 1 by bilateral arrangement with their trading partners. In such cases, the mark shown in Annex 2 must not be used unless all requirements of this standard have been met.

## **4. Responsibilities of NPPOs**

To meet the objective of preventing the introduction and spread of pests, exporting and importing contracting parties and their NPPOs have responsibilities (as outlined in Articles I, IV and VII of the IPPC). In relation to this standard, specific responsibilities are outlined below.

### **4.1 Regulatory considerations**

Treatment and application of the mark (and/or related systems) must always be under the authority of the NPPO. NPPOs that authorize use of the mark have the responsibility for ensuring that all systems authorized and approved for implementation of this standard meet all necessary requirements described within the standard, and that wood packaging material (or wood that is to be made into wood packaging material) bearing the mark has been treated and/or manufactured in accordance with this standard. Responsibilities include:

- authorization, registration and accreditation, as appropriate
- monitoring treatment and marking systems implemented in order to verify compliance (further information on related responsibilities is provided in ISPM 7:1997)
- inspection, establishing verification procedures and auditing where appropriate (further information is provided in ISPM 23:2005).

The NPPO should supervise (or, as a minimum, audit or review) the application of the treatments, and authorize use of the mark and its application as appropriate. To prevent untreated or insufficiently/incorrectly treated wood packaging material bearing the mark, treatment should be carried out prior to application of the mark.

### **4.2 Application and use of the mark**

The specified marks applied to wood packaging material treated in accordance with this standard must conform to the requirements described in Annex 2.

### **4.3 Treatment and marking requirements for wood packaging material that is reused, repaired or remanufactured**

NPPOs of countries where wood packaging material that bears the mark described in Annex 2 is repaired or remanufactured have responsibility for ensuring and verifying that systems related to export of such wood packaging material comply fully with this standard.

#### **4.3.1 Reuse of wood packaging material**

A unit of wood packaging material that has been treated and marked in accordance with this standard and that has not been repaired, remanufactured or otherwise altered does not require re-treatment or re-application of the mark throughout the service life of the unit.

#### **4.3.2 Repaired wood packaging material**

Repaired wood packaging material is wood packaging material that has had up to approximately one third of its components removed and replaced. NPPOs must ensure that when marked wood packaging material is repaired, only wood treated in accordance with this standard is used for the repair, or wood constructed or fabricated from processed wood material (as described in section 2.1). Where treated wood is used for the repair, each added component must be individually marked in accordance with this standard.

Wood packaging material bearing multiple marks may create problems in determining the origin of the wood packaging material if pests are found associated with it. It is recommended that NPPOs of countries where wood packaging material is repaired limit the number of different marks that may appear on a single unit of wood packaging material. Therefore NPPOs of countries where wood packaging material is repaired may require the repaired wood packaging material to have previous marks obliterated, the unit to be re-treated in accordance with Annex 1, and the mark then applied in



accordance with Annex 2. If methyl bromide is used for the re-treatment, the information in the IPPC Recommendation on the *Replacement or reduction of the use of methyl bromide as a phytosanitary measure* (CPM, 2008) should be taken into account.

In circumstances where there is any doubt that all components of a unit of repaired wood packaging material have been treated in accordance with this standard, or the origin of the unit of wood packaging material or its components is difficult to ascertain, the NPPOs of countries where wood packaging material is repaired should require the repaired wood packaging material to be re-treated, destroyed, or otherwise prevented from moving in international trade as wood packaging material compliant with this standard. In the case of re-treatment, any previous applications of the mark must be permanently obliterated (e.g. by covering with paint or grinding). After re-treatment, the mark must be applied anew in accordance with this standard.

#### **4.3.3 Remanufactured wood packaging material**

If a unit of wood packaging material has had more than approximately one third of its components replaced, the unit is considered to be remanufactured. In this process, various components (with additional reworking if necessary) may be combined and then reassembled into further wood packaging material. Remanufactured wood packaging material may therefore incorporate both new and previously used components.

Remanufactured wood packaging material must have any previous applications of the mark permanently obliterated (e.g. by covering with paint or grinding). Remanufactured wood packaging material must be re-treated and the mark must then be applied anew in accordance with this standard.

#### **4.4 Transit**

Where consignments moving in transit have wood packaging material that does not meet the requirements of this standard, NPPOs of countries of transit may require measures to ensure that wood packaging material does not present an unacceptable risk. Further guidance on transit arrangements is provided in ISPM 25:2006.

#### **4.5 Procedures upon import**

Since wood packaging materials are associated with most shipments, including those not considered to be the target of phytosanitary inspections in their own right, cooperation by NPPOs with organizations not usually involved with verification of whether the phytosanitary import requirements have been met is important. For example, cooperation with Customs organizations and other stakeholders will help NPPOs in receiving information on the presence of wood packaging material. This is important to ensure effectiveness in detecting potential non-compliance of wood packaging material.

#### **4.6 Phytosanitary measures for non-compliance at point of entry**

Relevant information on non-compliance and emergency action is provided in sections 5.1.6.1 to 5.1.6.3 of ISPM 20:2004, and in ISPM 13:2001. Taking into account the frequent re-use of wood packaging material, NPPOs should consider that the non-compliance identified may have arisen in the country of production, repair or remanufacture, rather than in the country of export or transit.

Where wood packaging material does not carry the required mark, or the detection of pests provides evidence that the treatment may not have been effective, the NPPO should respond accordingly and, if necessary, an emergency action may be taken. This action may take the form of detention while the situation is being addressed then, as appropriate, removal of non-compliant material, treatment<sup>70</sup>, destruction (or other secure disposal) or reshipment. Further examples of appropriate options for actions are provided in Appendix 1. The principle of minimal impact should be pursued in relation to any emergency action taken, distinguishing between the consignment traded and the accompanying wood packaging material. In addition, if emergency action is necessary and methyl bromide is used by

<sup>70</sup> This need not necessarily be a treatment approved in this standard.

the NPPO, relevant aspects of the IPPC Recommendation on *Replacement or reduction of the use of methyl bromide as a phytosanitary measure* (CPM, 2008) should be followed.

The NPPO of the importing country should notify the exporting country, or the manufacturing country where applicable, in cases where live pests are found. In such cases, where a unit of wood packaging material bears more than one mark NPPOs should attempt to determine the origin of the non-compliant component(s) prior to sending a notice of non-compliance. NPPOs are also encouraged to notify cases of missing marks and other cases of non-compliance. Taking into account the provisions of section 4.3.2, it should be noted that the presence of multiple marks on a single unit of wood packaging does not constitute non-compliance.

The revised Annex 1 was adopted by the Eighth Session of the Commission on Phytosanitary Measures in April 2013

This annex is a prescriptive part of the standard.

## **ANNEX 1: Approved treatments associated with wood packaging material**

The approved treatments may be applied to units of wood packaging material or to pieces of wood that are to be made into wood packaging material.

### **Use of debarked wood**

Irrespective of the type of treatment applied, wood packaging material must be made of debarked wood. For this standard, any number of visually separate and clearly distinct small pieces of bark may remain if they are:

- less than 3 cm in width (regardless of the length) or
- greater than 3 cm in width, with the total surface area of an individual piece of bark less than 50 square cm.

For methyl bromide treatment, the removal of bark must be carried out before treatment as the presence of bark on the wood may affect treatment efficacy. For heat treatment, the removal of bark may be carried out before or after treatment. When a dimension limitation is specified for a certain type of heat treatment (e.g. dielectric heating), any bark must be included in the dimension measurement.

### **Heat treatment**

Various energy sources or processes may be suitable to achieve the required treatment parameters. For example, conventional steam heating, kiln-drying, heat-enabled chemical pressure impregnation and dielectric heating (microwave, radio frequency) may all be considered heat treatments provided they meet the heat treatment parameters specified in this standard.

NPPOs should ensure that treatment providers monitor the treatment temperature at a location likely to be the coldest, which will be the location taking the longest time to reach the target temperature in the wood, to ensure that the target temperature is maintained for the duration of treatment throughout the batch of wood being treated. The point at which a piece of wood is the coldest may vary depending on the energy source or process applied, the moisture content and the initial temperature distribution in the wood.

When using dielectric heating as a heat source, the coldest part of the wood during treatment is usually the surface. In some situations (e.g. dielectric heating of wood of large dimensions that has been frozen and until the wood has thawed) the core may be the coldest part of the wood.

### **Heat treatment using a conventional steam or dry kiln heat chamber (treatment code for the mark: HT)**

When using conventional heat chamber technology, the fundamental requirement is to achieve a minimum temperature of 56 °C for a minimum duration of 30 continuous minutes throughout the entire profile of the wood (including its core).

This temperature can be measured by inserting temperature sensors in the core of the wood. Alternatively, when using kiln-drying heat chambers or other heat treatment chambers, treatment schedules may be developed based on a series of test treatments during which the core temperature of the wood at various locations inside the heat chamber has been measured and correlated with chamber air temperature, taking into account the moisture content of the wood and other substantial parameters (such as species and thickness of the wood, air flow rate and humidity). The test series must demonstrate that a minimum temperature of 56 °C is maintained for a minimum duration of 30 continuous minutes throughout the entire profile of the wood.

Treatment schedules should be specified or approved by the NPPO.

Treatment providers should be approved by the NPPO. NPPOs should consider the following factors that may be required for a heat chamber to meet the treatment requirements.

- The heat chamber is sealed and well insulated, including insulation in the floor.
- The heat chamber is designed in a manner that permits uniform flow of air around and through the wood stack. Wood to be treated is loaded into the chamber in a manner that ensures adequate air flow around and through the wood stack.
- Air deflectors in the chamber area and spacers in the stack of the wood are used as required to ensure adequate air flow.
- Fans are used to circulate air during treatment, and air flow from these fans is sufficient to ensure the core temperature of the wood is maintained at the specified level for the required duration.
- The coldest location within the chamber is identified for each load and temperature sensors are placed there, either in the wood or in the chamber.
- Where the treatment is monitored using temperature sensors inserted into the wood, at least two temperature sensors are recommended. These temperature sensors should be suitable for measuring wood core temperature. The use of multiple temperature sensors ensures that any failure of a temperature sensor is detected during the treatment process. The temperature sensors are inserted at least 30 cm from the end of a piece of wood and penetrate to the centre of the wood. For shorter boards or pallet blocks, temperature sensors are also inserted in the piece of wood with the largest dimensions in a manner that ensures the temperature at the core is measured. Any holes drilled in the wood to place the temperature sensors are sealed with appropriate material to prevent interference in temperature measurement by convection or conduction. Special attention should be paid to external influences on the wood such as nails or metal insertions that may lead to incorrect measurements.
- Where the treatment schedule is based on monitoring chamber air temperature and is used for treatment of different wood types (e.g. specific species and sizes), the schedule takes into account the species, moisture content and thickness of the wood being treated. At least two temperature sensors are recommended for monitoring the air temperature in the chamber treating wood packaging according to treatment schedules.
- If the air flow in the chamber is routinely reversed during treatment, a greater number of temperature sensors may be needed to account for a possible change in the location of the coldest point.
- Temperature sensors and data recording equipment are calibrated in accordance with the manufacturer's instructions at a frequency specified by the NPPO.
- Temperatures are monitored and recorded during each treatment to ensure that the prescribed minimum temperature is maintained for the required period of time. If the minimum temperature is not maintained, corrective action needs to be taken to ensure that all wood is treated according to heat treatment requirements (30 continuous minutes at 56 °C); for example, the treatment is restarted or the treatment time extended and, if necessary, the temperature raised. During the treatment period, the frequency of temperature readings is sufficient to ensure that treatment failures can be detected.
- For the purpose of auditing, the treatment provider keeps records of heat treatments and calibrations for a period of time specified by the NPPO.

#### **Heat treatment using dielectric heating (treatment code for the mark: DH)**

Where dielectric heating is used (e.g. microwave), wood packaging material composed of wood not exceeding 20 cm<sup>71</sup> when measured across the smallest dimension of the piece or the stack must be heated to achieve a minimum temperature of 60 °C for 1 continuous minute throughout the entire

<sup>71</sup> The 20 cm limit is based on the efficacy data currently available.

profile of the wood (including its surface). The prescribed temperature must be reached within 30 minutes from the start of the treatment<sup>72</sup>.

Treatment schedules should be specified or approved by the NPPO.

Treatment providers should be approved by the NPPO. NPPOs should consider the following factors that may be required for a dielectric heating chamber to meet the treatment requirements.

- Irrespective of whether dielectric heating is conducted as a batch process or as a continuous (conveyor) process, the treatment is monitored in the wood where the temperature is likely to be the coldest (normally on the surface) to ensure the target temperature is maintained. For measuring the temperature, at least two temperature sensors are recommended to ensure that any failure of a temperature sensor is detected.
- The treatment provider has initially validated that the wood temperatures reach or exceed 60 °C for 1 continuous minute throughout the entire profile of the wood (including its surface).
- For wood exceeding 5 cm in thickness, dielectric heating at 2.45 GHz requires bidirectional application or multiple waveguides for the delivery of microwave energy to ensure uniformity of heating.
- Temperature sensors and data recording equipment are calibrated in accordance with the manufacturer's instructions at a frequency specified by the NPPO.
- For the purpose of auditing, the treatment provider keeps records of heat treatments and calibrations for a period of time specified by the NPPO.

#### **Methyl bromide treatment (treatment code for the mark: MB)**

NPPOs are encouraged to promote the use of alternative treatments approved in this standard<sup>73</sup>. Use of methyl bromide should take into account the CPM recommendation on the replacement or reduction of the use of methyl bromide as a phytosanitary measure (CPM, 2008).

Wood packaging material containing a piece of wood exceeding 20 cm in cross-section at its smallest dimension must not be treated with methyl bromide.

The fumigation of wood packaging material with methyl bromide must be in accordance with a schedule specified or approved by the NPPO that achieves the minimum concentration-time product<sup>74</sup> (CT) over 24 hours at the temperature and final residual concentration specified in Table 1. This CT must be achieved throughout the profile of the wood, including its core, although the concentrations would be measured in the ambient atmosphere. The minimum temperature of the wood and its surrounding atmosphere must not be less than 10 °C and the minimum exposure time must not be less than 24 hours. Monitoring of gas concentrations must be carried out at a minimum at 2, 4 and 24 hours from the beginning of the treatment. In the case of longer exposure times and weaker concentrations, additional measurement of the gas concentrations should be recorded at the end of fumigation.

If the CT is not achieved over 24 hours, corrective action needs to be taken to ensure the CT is reached; for example, the treatment is restarted or the treatment time extended for a maximum of 2 hours without adding more methyl bromide to achieve the required CT (see the footnote to Table 1).

<sup>72</sup> Only microwave technology has been proven to date to be capable of achieving the required temperature within the recommended time scale.

<sup>73</sup> Contracting parties to the IPPC may also have obligations under the Montreal Protocol on Substances that deplete the Ozone Layer (UNEP, 2000).

<sup>74</sup> The CT utilized for methyl bromide treatment in this standard is the sum of the products of the concentration (g/m<sup>3</sup>) and time (h) over the duration of the treatment.

**Table 1:** Minimum CT over 24 hours for wood packaging material fumigated with methyl bromide

Temperature (°C)	CT (g·h/m <sup>3</sup> ) over 24 h	Minimum final concentration (g/m <sup>3</sup> ) after 24 h <sup>#</sup>
21.0 or above	650	24
16.0 – 20.9	800	28
10.0 – 15.9	900	32

# In circumstances when the minimum final concentration is not achieved after 24 hours, a deviation in the concentration of ~5% is permitted provided additional treatment time is added to the end of the treatment to achieve the prescribed CT.

One example of a schedule that may be used for achieving the specified requirements is shown in Table 2.

**Table 2:** Example of a treatment schedule that achieves the minimum required CT for wood packaging material treated with methyl bromide (initial doses may need to be higher in conditions of high sorption or leakage)

Temperature (°C)	Dosage (g/m <sup>3</sup> )	Minimum concentration (g/m <sup>3</sup> ) at:		
		2 h	4 h	24 h
21.0 or above	48	36	31	24
16.0 – 20.9	56	42	36	28
10.0 – 15.9	64	48	42	32

Treatment providers should be approved by the NPPO. NPPOs should consider the following factors that may be required for methyl bromide fumigation to meet the treatment requirements.

- Fans are used as appropriate during the gas distribution phase of fumigation to ensure equilibrium is reached and positioned to make certain the fumigant is rapidly and effectively distributed throughout the fumigation enclosure (preferably within the first hour of application).
- The fumigation enclosure is not loaded beyond 80% of its volume.
- The fumigation enclosure is well sealed and as gas tight as possible. If fumigation is to be carried out under sheets, these are made of gas-proof material and sealed appropriately at the seams and at floor level.
- The fumigation site floor is impermeable to the fumigant; if it is not, gas-proof sheets are laid on the floor.
- The use of a vaporizer to apply methyl bromide (“hot gassing”) in order to fully volatilize the fumigant prior to its entry into the fumigation enclosure is recommended.
- Methyl bromide treatment is not carried out on stacked wood packaging material exceeding 20 cm in cross-section at its smallest dimension. Therefore, stacked wood packaging material may need separators to ensure adequate methyl bromide circulation and penetration.
- The concentration of methyl bromide in the air space is always measured at a location furthest from the insertion point of the gas as well as at other locations throughout the enclosure (e.g. at front bottom, centre middle and back top) to confirm that uniform distribution of the gas is reached. Treatment time is not calculated until uniform distribution has been reached.
- When calculating methyl bromide dosage, compensation is made for any gas mixtures (e.g. 2% chloropicrin) to ensure that the total amount of methyl bromide applied meets required dose rates.
- Initial dose rates and post-treatment product handling procedures take account of likely methyl bromide sorption by the treated wood packaging material or associated product (e.g. polystyrene boxes).
- The measured or expected temperature of the product or the ambient air immediately before or during treatment (whichever is the lowest) is used to calculate the methyl bromide dose.

- Wood packaging material to be fumigated is not wrapped or coated in materials impervious to the fumigant.
- Temperature and gas concentration sensors and data recording equipment are calibrated in accordance with the manufacturer's instructions at a frequency specified by the NPPO.
- For the purposes of auditing, the treatment provider keeps records of methyl bromide treatments and calibrations for a period of time specified by the NPPO.

**Adoption of alternative treatments and revisions of approved treatment schedules**

As new technical information becomes available, existing treatments may be reviewed and modified, and alternative treatments or new treatment schedule for wood packaging material may be adopted by the CPM. If a new treatment or a revised treatment schedule is adopted for wood packaging material and incorporated into this ISPM, material treated under the previous treatment and/or schedule does not need to be re-treated or re-marked.

This annex is a prescriptive part of the standard.

## ANNEX 2: The mark and its application

A mark indicating that wood packaging material has been subjected to approved phytosanitary treatment in accordance with this standard<sup>75</sup> comprises the following required components:

- the symbol
- a country code
- a producer/treatment provider code
- a treatment code using the appropriate abbreviation according to Annex 1 (HT or MB).

### Symbol

The design of the symbol (which may have been registered under national, regional or international procedures, as either a trademark or a certification/collective/guarantee mark) must resemble closely that shown in the examples illustrated below and must be presented to the left of the other components.

### Country code

The country code must be the International Organization for Standards (ISO) two-letter country code (shown in the examples as “XX”). It must be separated by a hyphen from the producer/treatment provider code.

### Producer/treatment provider code

The producer/treatment provider code is a unique code assigned by the NPPO to the producer of the wood packaging material or treatment provider who applies the marks or the entity otherwise responsible to the NPPO for ensuring that appropriately treated wood is used and properly marked (shown in the examples as “000”). The number and order of digits and/or letters are assigned by the NPPO.

### Treatment code

The treatment code is an IPPC abbreviation as provided in Annex 1 for the approved measure used and shown in the examples as “YY”. The treatment code must appear after the combined country and producer/treatment provider codes. It must appear on a separate line from the country code and producer/treatment provider code, or be separated by a hyphen if presented on the same line as the other codes.

Treatment code	Treatment type
HT	Heat treatment
MB	Methyl bromide
DH	Dielectric heating

### Application of the mark

The size, font types used, and position of the mark may vary, but its size must be sufficient to be both visible and legible to inspectors without the use of a visual aid. The mark must be rectangular or square in shape and contained within a border line with a vertical line separating the symbol from the code components. To facilitate the use of stencilling, small gaps in the border, the vertical line, and elsewhere among the components of the mark, may be present.

No other information shall be contained within the border of the mark. If additional marks (e.g. trademarks of the producer, logo of the authorizing body) are considered useful to protect the use of

<sup>75</sup> At import, countries should accept previously produced wood packaging material carrying a mark consistent with earlier versions of this standard.



the mark on a national level, such information may be provided adjacent to but outside of the border of the mark.

The mark must be:

- legible
- durable and not transferable
- placed in a location that is visible when the wood packaging is in use, preferably on at least two opposite sides of the wood packaging unit.

The mark must not be hand drawn.

The use of red or orange should be avoided because these colours are used in the labelling of dangerous goods.

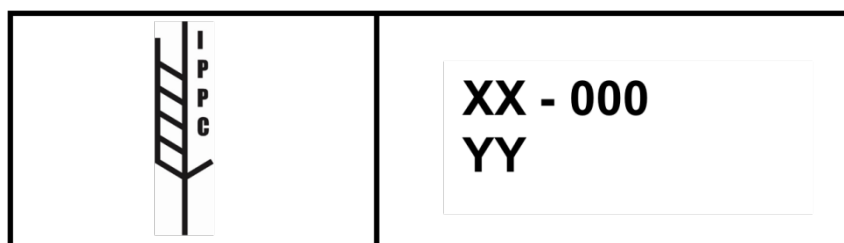
Where various components are integrated into a unit of wood packaging material, the resultant composite unit should be considered as a single unit for marking purposes. On a composite unit of wood packaging material made of both treated wood and processed wood material (where the processed component does not require treatment), it may be appropriate for the mark to appear on the processed wood material components to ensure that the mark is in a visible location and is of a sufficient size. This approach to the application of the mark applies only to composite single units, not to temporary assemblies of wood packaging material.

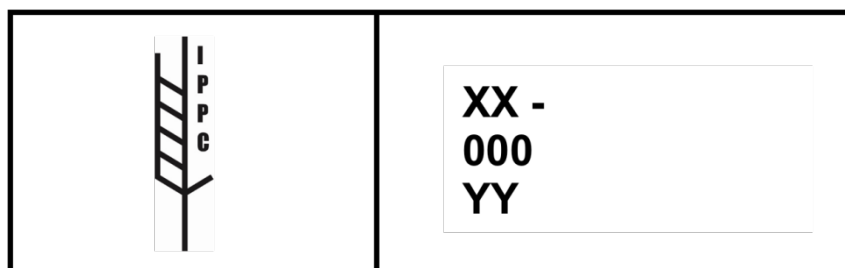
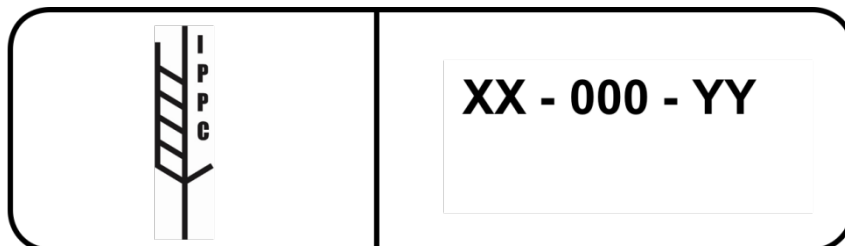
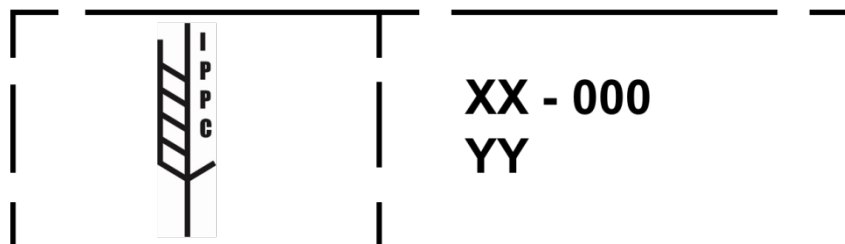
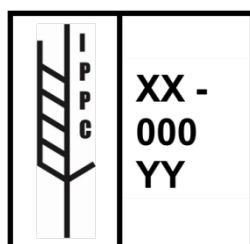
Special consideration of legible application of the mark to dunnage may be necessary because treated wood for use as dunnage may not be cut to final length until loading of a conveyance takes place. It is important that shippers ensure that all dunnage used to secure or support commodities is treated and displays the mark described in this annex, and that the marks are clear and legible. Small pieces of wood that do not include all the required elements of the mark should not be used for dunnage. Options for marking dunnage appropriately include:

- application of the mark to pieces of wood intended for use as dunnage along their entire length at very short intervals (NB: where very small pieces are subsequently cut for use as dunnage, the cuts should be made so that an entire mark is present on the dunnage used.)
- additional application of the mark to treated dunnage in a visible location after cutting, provided that the shipper is authorized in accordance with section 4.

The examples below illustrate some acceptable variants of the required components of the mark that is used to certify that the wood packaging material that bears such a mark has been subjected to an approved treatment. No variations in the symbol should be accepted. Variations in the layout of the mark should be accepted provided that they meet the requirements set out in this annex.

#### Example 1



**Example 2****Example 3** (This represents a prospective example of a mark with the border with rounded corners.)**Example 4** (This represents a prospective example of a mark applied by stencilling; small gaps may be present in the border, and the vertical line, and elsewhere among the components of the mark.)**Example 5****Example 6**

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

## **APPENDIX 1: Examples of methods of secure disposal of non-compliant wood packaging material**

Secure disposal of non-compliant wood packaging material is a risk management option that may be used by the NPPO of the importing country when an emergency action is either not available or is not desirable. The methods listed below are recommended for the secure disposal of non-compliant wood packaging material:

- (1) incineration, if permitted
- (2) deep burial in sites approved by appropriate authorities (NB: the depth of burial may depend on climatic conditions and the pest intercepted, but is recommended to be at least 2 metres. The material should be covered immediately after burial and should remain buried. Note, also, that deep burial is not a suitable disposal option for wood infested with termites or some root pathogens.)
- (3) processing (NB: Chipping should be used *only* if combined with further processing in a manner approved by the NPPO of the importing country for the elimination of pests of concern, e.g. the manufacture of oriented strand board.)
- (4) other methods endorsed by the NPPO as effective for the pests of concern
- (5) return to exporting country, if appropriate.

In order to minimize the risk of introduction or spread of pests, secure disposal methods where required should be carried out with the least possible delay.