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

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

[1] The focus group on safe provision of food and other humanitarian aid (FGSA) was established after agreement by the sixteenth meeting of the Commission on Phytosanitary Measures (CPM-16) in 2022, to the proposal by the Standards Committee (SC) and the Implementation and Capacity Development Committee (IC) to explore ways to address this complex issue.

[2] The summary of the membership of the focus group is provided below and in the webpage on the IPP. Also on the webpage, the terms of reference of the focus group.

Participant role[1]	Name, mailing address, telephone
CPM Bureau representative	**Gabrielle Vivian-Smith** Australian Chief Plant Protection Officer Department of Agriculture, Fisheries and Forestry
Standards Committee (SC) representative - (currently SC Chairperson) **Vice-Chairperson of the Focus Group**	**Ms Sophie Alexia PETERSON** Director, Pacific Engagement and International Plant Health | Australian Chief Plant Protection Office Department of Agriculture, Water and the Environment
Implementation and Capacity Development Committee (IC) representative	**Mr Lucien KOUAMÉ KONAN** Inspecteur Direction de la Protection des Végétaux, du Contrôle et de la Qualité Ministère de l'Agriculture
Regional Plant Protection Organization **(RPPO)** representative	**Mr Visoni TIMOTE** Executive Secretary of the Pacific Plant Protection Organisation **(PPPO)** Pacific Community (SPC) Pacific Community, Land Resources Division, Private Mail Bag Suva, Fiji
Member (R) - **SAMOA**	**Ms Olive Juliet JAY TO-ALESANA** Principal Quarantine Officer
Member (D and R) - **KENYA**	**Mr Thomas Kimeli KOSIOM** Principal Plant Health Inspector, Agricultural Regulator
Member (R) – **VANUATU** **Chairperson of the Focus Group**	**Ms Leisongi MANSES** Plant Health Officer
Member (D) - **FRANCE**	**Mr Julian Andres Rodriguez QUIROZ** National import phytosanitary control expert
Member (D) - **CANADA**	**Ms Tanya STAFFEN** Senior Policy Analyst
Member (R) - **VANUATU**	**Mr Lindon McEnroe TARI** Senior Compliance Officer
Member (R) - **SYRIA**	**Mr Ramez Ali DARWISH** Head of the Plant Quarantine Center (Jdayda Yabos land border)
Member (R) – **COMMONWEALTH OF DOMINICA**	**Mr Nelson LAVILLE** Associate professor (Specialist in Sustainable Production Systems)
Observer/~~Invited experts~~ – **World Food Program (WFP)**	**Ms Virginia SIEBENROK** Chief Food Safety and Quality Officer **WFP - Food Safety and Quality Supply Chain Division**
Observer/~~Invited experts~~ – **World Food Program (WFP)**	**Ms Stephanie HEARD** Loss Prevention Officer **WFP – Operational Risk Mitigation Service**
Observer – FAO Plant Protection and Production Division	**Mr Shawn McGuire** Seed Security Officer **Plant Production and Protection Division (NSP) of FAO**

[1] R: recipient / D: Donor

IPPC Secretariat contact:

IPPC Secretariat Coordinator	**Ms Adriana G. MOREIRA** Standards Officer (Programme Specialist) / Deputy Lead of the Standard Setting Unit
IPPC Secretariat support	**Mr Lorenzo MONTEROSA** IPPC Standard Setting intern

[3] Up to September 2023, the FGSA has met six times – five times virtually and once in person in Nadi, Fiji in February 2023. It was at this face-to-face meeting that much of the work to address the Terms of Reference (ToR) (**Appendix 1**) occurred. In addressing the ToR, the outcomes of the FGSA include:

- Acknowledgement that "Saving lives is of the utmost importance, noting that there are other considerations to be made regarding the provisions of safe movement of aid".
- Agreement that revising the adopted CPM Recommendation (R09): *Safe provision of food and other humanitarian aid to prevent the introduction of plant pests during an emergency situation* would not meet the need of the contracting parties to address this topic.
    - Also, that the R-09 and other implementation material alone would not provide adequate support to aid donor countries (or countries of origin) or aid recipient countries.
- Agreement that gaps exist in the current scope of ISPMs and so a new, specific ISPM may help address this topic by providing better and proper guidance to the countries part of the "aid supply chain" or "aid pathway".
- Agreement that there are a number of differences in regions and countries that may require aid and which impact the routes and risks posed by the movement of aid (e.g. regions like Africa with predominantly land bordered countries and regions dominated by island states, like the Caribbean and South West Pacific).
- Acknowledgement that, given the complexity and number of actors in the provision and movement of aid, a suite of materials and tools would be needed to address this issue (i.e., a CPM Recommendation, ISPM and implementation and advocacy materials alone will not provide adequate support but in combination, better support will be provided).
- Acknowledged that there are gaps in the current IPPC suite of standards and other material to help address this topic.
- Stressed the need to engage and cooperate with donor agencies (e.g. World Food Programme) to help address this topic.
- Development of a revised draft Specification for an ISPM (**Appendix 2**) is presented for comment and feedback from the Bureau.
    - In line with the ToR, this Specification has been revised to address comments and concerns raised by the Taskforce on Topics (TFT) in their review of the 2021 Call for Topics submission.
    - It is intended that this feedback will be used to further revise the document prior to submission to CPM-18 for consideration and approval of the specification for country consultation.
- Development of draft diagram (**Appendix 3**) seeking to depict a simplified aid movement routes/pathways.
    - This diagram was developed at the face-to-face meeting with the knowledge of aid pathways from FGSA member experiences.
    - The diagram includes a proposed definition for the "Emergency Pathway", and also to demonstrate where gaps exist in the scope of our current ISPMs and other supporting materials.
    - Now that the FGSA has two representatives from the WFP, this diagram will be revised with their input, but Bureau input is also sought to ensure usefulness to an IPPC audience.
    - A further revised diagram is intended to also be presented to CPM-18.

[4] The FGSA considers that it is well on the way to addressing of the ToR by the end of its term and present proposed next steps to CPM-18 (2024) for agreement.

[5] In addition, the FGSA raised the following with the CPM Bureau in June 2023 for awareness and feedback. Overall, the CPM Bureau acknowledged the points and welcomed the proposal to extend the mandate of the FGSA for one additional year. Please refer to document 14_TC-RPPO_2023_Oct with a draft terms of reference with additional tasks for the extended mandate.

- The FGSA plans to work collaboratively with the IPPC Secretariat to deliver a webinar.
    - The webinar will use the already adopted CPM Recommendation (R09): *Safe provision of food and other humanitarian aid to prevent the introduction of plant pests during an emergency situation*, as a basis to raise awareness of the CPM Recommendation as a resource to contracting parties and donor coordination agencies.
  - A concept note for the webinar will be presented to the Strategic Planning Group (SPG) for feedback and it will be planned to be held in early 2024.
  - Funding to secure interpretation into select FAO languages will be sought through the IPPC Secretariat and CPM Bureau.
- Over the course of our discussions, a number of other activities have been identified that could support the address of this topic for the IPPC Community and beyond. These include:
  - Further exploration of the various pathways that exist for aid provision and identification of specific actors and materials that may support the objective of reduced pest spread.
  - With WFP now engaged, further collaboration with them on this topic would be highly beneficial and in collaboration with their wider network, strengthen the applicability of all of the materials developed.
  - Development of an Action Plan in collaboration with WOAH, CODEX, and WFP (in the first instance), to facilitate work as the three sisters and more holistically address the issues raised by IPPC community members.

[6] To deliver these additional activities, an extension to the current term of the FGSA with a revised ToR would be required and it is proposed that this would be one of the recommendations presented to CPM-18 for consideration. The FGFA felt that the work of the group can be continued, also because the start of cooperation with the WFP has just commenced.

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

Recommendations to the CPM Bureau and SPG:

[8] The CPM Bureau and the SPG are invited to:

1) *note* the work of the FGSA to date.
2) *review* the draft revised ISPM Specification (**Appendix 2**) and **provide comments** and/or other feedback.
3) *advise* whether CPM-18 should be asked to approve the draft ISPM Specification for country consultation in 2024 or for use to establish an Expert Working Group to develop a draft ISPM.
4) *review* Draft aid pathway diagram gap analysis and draft definition for the term "emergency pathway" (**Appendix 3**) and *provide* comments and/or other feedback.
5) *provide advice* on the proposed webinar, extension of the FGSA, development of the Action Plan and further engagement and collaboration with the WFP and across the three sisters on this topic.
6) *note* this document will be presented to the TC-RPPOs upcoming meeting for their feedback.

Notes - Appendices:

Appendix 1 – Terms of Reference.

Appendix 2 – Revised Specification for and ISPM on Safe Provision of Food and other Humanitarian Aid.

Appendix 3 – Draft aid pathway diagram gap analysis and draft definition for the term "emergency pathway".

Appendix 1: Terms of Reference

TERMS OF REFERENCE FOR A FOCUS GROUP ON THE SAFE PROVISION OF FOOD AND OTHER HUMANITARIAN AID

(Approved by CPM-16 (2022))

A. Background

[1] The IPPC recognizes the necessity for international co-operation to prevent the global spread of plant pests. In emergency crisis situations, affected countries can be temporarily constrained in their ability to implement their phytosanitary responsibilities. Contracting parties that are donors of aid do have capacity at that time and thus their commitment to comply with Article IV of the IPPC becomes more critical.

[2] During an emergency situation, conditions at borders can be very abnormal. Treatment and processing infrastructure may be damaged or inaccessible; water, electricity, manpower and other services are often cut and roads and ports are often destroyed, preventing the use of dedicated facilities and requiring activities to occur outside of declared ports of entry. Staff may be unable to travel to work or may be diverted to emergency tasks, and other government agencies and officials frequently urge the National Plant Protection Organization (NPPO) and other agencies to release goods to people in need without undue delay. Thus, unless appropriately prepared to meet the phytosanitary import requirements of the recipient country prior to export, the provided aid can cause long-term damage to vulnerable people and communities.

[3] No international standard currently exists to guide countries on the safe movement of aid during the unique pressures and logistical constraints of emergency situations. Given the predicted increase in frequency of natural disasters, potential man-made disasters, and the historical incidence of pest introductions through humanitarian aid, it is timely that an international standard is developed to address this gap in robust phytosanitary processes.

[4] The Standards Committee (SC) and the Implementation and Capacity Development Committee (IC) agreed to recommend to the CPM to establish a Focus Group on *Safe Provision of Food and Other Aid* and have drafted the following terms of reference for a small Focus Group to be convened.

[5] The proposed purpose, membership, functions, funding, and duration of the Focus Group are described below.

B. Purpose

[6] The purpose of the Focus Group will be to support the objectives of the IPPC strategic framework 2030 to enhance global food security and protect the environment from the impacts of plant pests and, where appropriate, environmental pests by:

- Understanding the concerns raised by the Task Force on Topics (TFT) and contracting parties regarding development of a standard on *The Safe Provision of Food and Other Humanitarian Aid* and propose solutions for development of the standard, and other supplementary tools, to alleviate the concerns.
- Outlining the key principles, requirements and other aspects that a standard on *The Safe Provision of Food and Other Humanitarian Aid* should contain (including the contents of annexes and appendices);
- Revising the specification for the standard proposed by the Pacific Plant Protection Organization (PPPO) as needed[1]

[1] See topic submission from the 2021 IPPC Call for Topics: https://www.ippc.int/en/publications/90195/

C. Membership

[7] The CPM Focus Group on *Safe Provision of Food and Other Humanitarian Aid* should be skills- and knowledge based with broad geographical and gender representation. The group should be composed of a maximum of twelve members, from both recipient and donor NPPOs, including at least one representative of the Bureau, one of the SC, one of the IC and one from a regional plant protection organization (RPPO) from the region that has been recipient of food and other humanitarian aid.

[8] In addition to the twelve members, up to three invited experts from donor agencies (e.g. World Food Program) should also be invited to participate as observers.

(1) The members of the Focus Group should have experience and expertise in one or more of the following areas:

- procurement and the supply of humanitarian aid (aid agency and government)
- plant health policy and risk management regulation
- plant health emergency response/management
- clearance of imported goods under emergency or disaster constraints

(2) All members should have knowledge of the IPPC's mandate, strategic framework, and activities.

(3) The Bureau will select the members and make-up of the Focus Group.

D. Functions

[9] The Focus Group will:

- Document the concerns raised by the TFT and contracting parties and propose potential solutions for consideration for the development of a standard.
- Modify the specification for the standard 'Safe provision of food and other humanitarian aid' proposed by the PPPO during the call for topics, as needed.
- Draft the principles and elements that the standard could contain, in relation to the reference material below and the deliberations of the Focus Group.
- To analyze the feasibility and potential impediments in implementing such a standard and to contracting parties being able to comply with one.
- Present the analysis and draft principles and elements to the SC, IC, Strategic Planning Group (SPG) and CPM for advice and direction.

[10] The work of the Focus Group will be informed by examples of pest introductions resulting from aid, current regional and NPPO initiatives to manage the risk from aid, CPM Recommendation 09: *Safe provision of food and other aid to prevent the international spread of plant pests during an emergency situation*, any other relevant CPM Recommendation, the submission of the PPPO to the 2021 IPPC Call for Topics on this issue and other relevant material.

E. Process

[11] The establishment of the Focus Group will follow a CPM decision on this subject in its 2022 session.

[12] The member selection for the Focus Group shall be carried out according to the following guidelines:

- A call for nominations will be published on the IPPC website by June 2022 to allow contracting parties and regional plant protection organizations to nominate their representatives to be part of the Focus Group. Each region shall nominate one or more experts from different disciplines to fit some of the skill sets described under "Membership".
- The IPPC Secretariat will review the nominations and submit them to CPM Bureau for selection assuring gender and geographical balance. The CPM-Bureau should endeavor to select one

nominee from each FAO region as the regional representative in the Focus Group, aiming to cover as many areas as possible.

[13] The Focus Group will convene for the first time by July 2022 to select its chairperson and discuss its action plan and functions as described in section D. A preliminary report and recommendations will be presented to SPG in October 2022, SC and IC in November 2022, and final report and recommendations to CPM-17 (2023) for a decision on whether to proceed with a standard and the priority level to be assigned.

F. Funding

[14] It is expected that the initial meetings for this Focus Group will be virtual. However, where in-person meetings are required, the organization that employs an IPPC meeting participant is responsible for funding the travel and daily subsistence allowance for that person to attend. If the employer is unable to allocate sufficient funds, participants are first encouraged to seek assistance from sources other than the IPPC Secretariat. Where such demonstrated efforts to secure assistance have been unsuccessful, requests for assistance (i.e. travel and subsistence costs) from the IPPC Secretariat may be made. However, any support is subject to available funds. The IPPC Secretariat will consider funding assistance for participants following IPPC criteria for funding. Full details on these criteria can be found on the IPP (https://www.ippc.int/publications/criteria-used-prioritizing-participants-receive-travel-assistance- attend meetings).

G. Duration

[15] This Focus Group will remain effective for up to two years (until the CPM of 2024).

Appendix 2 - Revised Specification for and ISPM on Safe Provision of Food and other Humanitarian Aid.
DRAFT SPECIFICATION FOR ISPM: Safe provision of food and other humanitarian aid (2021-020)

Status box

This is not an official part of the specification and it will be modified by the IPPC Secretariat after approval	
Date of this document	2023-09-13
Document category	Draft specification for ISPM
Current document stage	To CPM Bureau (SPG and CPM-18)
Major stages	2021-06 topic submitted during IPPC call for topics 2023-02 revised by the CPM focus group on the safe provision of food and other humanitarian aid 2023-04
Stewards history	-
Notes	Draft (to be edited)

Title

[9] Safe provision of food and other humanitarian aid.

Reason for the standard

[10] The regulation of traditional trade pathways is well defined and understood in our rules based system. The phytosanitary risks posed by the provision of aid are not adequately addressed in this system due to the variable nature of the aid supply chain, potential lack of import conditions for specific aid supplies, and the inability for the recipient NPPO to fulfill their usual functions described in the IPPC. The aid supply chain is complex and the donor, transit, and recipient country are not always known in advance. These aid supply chains may include emergency pathways2 in which aid is transported via unregulated means with the recipient (or transit) unable to fulfill its normal NPPOs function (e.g. PRA, inspection, treatments, communicating import requirements).

[11] Countries receiving food and other humanitarian aid may be exposed to pests that, unless appropriate and timely phytosanitary measures are applied, may become established and have a long-term impact on the economy, environment, and communities long after the country has recovered from the emergency situation. The growing number of global cases of pest introductions through aid demonstrates a gap in current processes (Murphy and Heesman 2006) and there is recent evidence of pest interceptions by border services (CPM focus group on the safe provision of food and other humanitarian aid, personal communication).

Scope

[12] This standard should provide guidance for national plant protection organizations (NPPOs) of donor, transit, or recipient countries on the safe movement of aid.

[13] This standard will address phytosanitary risks associated with the use of emergency pathways[3] and regulated pathways in emergency situations. This standard will describe how adopted ISPMs will apply, as well as to address the remaining gaps identified along the aid supply chain.

[2] Emergency pathway: a pathway in which aid is transported via unregulated means with the recipient (or transit) unable to fulfill its normal NPPOs function (e.g. PRA, inspection, treatments, communicating import requirements).

[14] This standard does not cover issues of food safety or animal pests associated with the food aid supply chain. But some measures may help mitigate their introduction and spread.

Purpose

[15] The standard will guide donor, transit and recipient NPPOs to facilitate safe movement of aid along the supply chain by the stakeholders (e.g. governments, aid agencies, exporters and importers, RPPOs, diaspora and private sector).

[16] The standard will support preservation of Contracting Parties sovereign authority to regulate, in accordance with applicable international agreements, the entry of plants and plant products and other regulated articles (Article VII of the IPPC) during provision of aid.

Tasks

The Expert Drafting Group (EDG) should undertake the following tasks:

1) Identify goods frequently moved as humanitarian aid, including types of packaging material.
2) Identify the potential associated pest risk of the goods (and packaging material) associated with emergency pathways (as defined by the Focus Group).
3) Identify risk management options to manage the identified risks along the supply chain, which are recognized as effective in addressing phytosanitary risk.
4) Consider descriptions of roles, responsibilities and coordination between donors (countries of origin) and transit and recipient NPPOs with reference to the principles developed by the CPM focus group.
5) Consider the risk associated with the transport of aid along regulated pathways and emergency pathways (including aid transport, transship, storage, hubbing, transit arrangements and delivery).
6) With reference to ISPM 32 and others, consider generating a holistic table to collate goods (plant products and regulated articles), risks and possible pest risk management options, with reference to existing ISPMs, implementation resources and other documents as required.
7) Identify other stakeholders that NPPOs will need to liaise with in order to achieve national implementation of the standard (e.g. governments, aid agencies, exporters and importers, RPPOs, diaspora and private sector).
8) Identify the mechanisms for providing information to these other identified stakeholders to enhance capacity for reducing the pest risk posed by goods provided in an emergency situation.
9) Develop templates to guide exporting organizations and suppliers to provide information that will support safe movement of aid (e.g. listing the goods to assist in the pest risk profiling).
10) Consider the relation of aid and sovereignty in relation to other Conventions (e.g. Geneva Convention and Food Assistance Convention).
11) Consider whether the ISPM could affect in a specific way (positively or negatively) the protection of biodiversity and the environment. If this is the case, the impact should be identified, addressed and clarified in the draft ISPM.
12) Consider implementation of the standard by contracting parties and identify potential operational and technical implementation issues. Provide information and possible recommendations on these issues to the Standards Committee (SC).

Provision of resources

[17] Funding for the meeting may be provided from sources other than the regular programme of the IPPC (FAO). As recommended by ICPM-2 (1999), whenever possible, those participating in standard setting activities voluntarily fund their travel and subsistence to attend meetings. Participants may request

financial assistance, with the understanding that resources are limited and the priority for financial assistance is given to developing country participants.

[18] Please refer to the *Criteria used for prioritizing participants to receive travel assistance to attend meetings organized by the IPPC Secretariat* posted on the International Phytosanitary Portal (IPP) (see https://www.ippc.int/en/core-activities/).

Collaborator

[19] To be determined.

Steward

[20] Please refer to the *List of topics for IPPC standards* posted on the International Phytosanitary Portal (IPP) (see https://www.ippc.int/core-activities/standards-setting/list-topics-ippc-standards).

Expertise

[21] Members should have knowledge of the IPPC's mandate, strategic framework and activities. Members of this expert drafting group should primarily have combined expertise in:

- knowledge and experience in providing or receiving humanitarian aid
- plant health policy and the management of phytosanitary risks
- the clearance, pest risk assessment and management of imported goods under operating conditions compromised by emergency or disaster constraints.

Participants

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

References

[23] The IPPC, relevant ISPMs and other national, regional and international standards and agreements as may be applicable to the tasks, and discussion papers submitted in relation to this work.

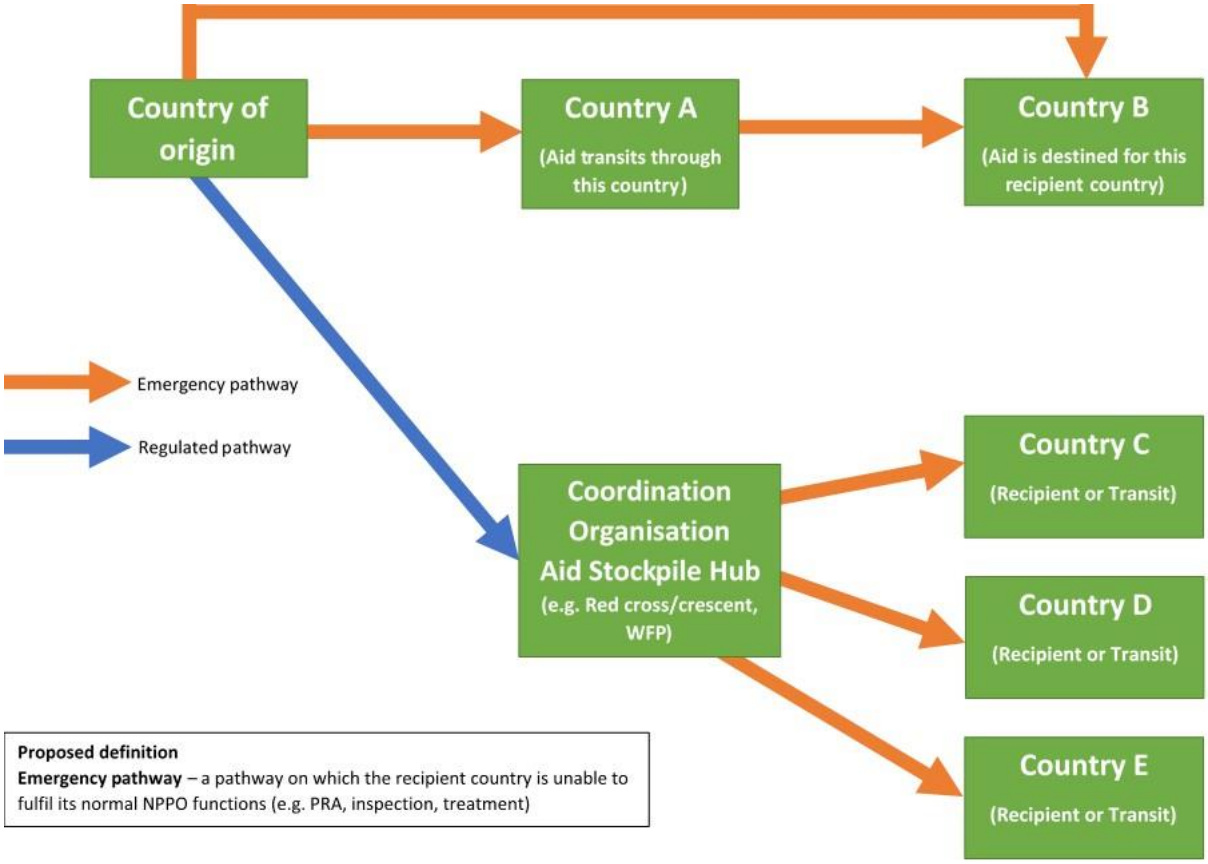
[24] The IPPC, relevant ISPMs and other national, regional and international standards and agreements as may be applicable to the tasks, and discussion papers submitted in relation to this work. There is published information on pests introduced through food aid by UN agencies, CABI, journal articles, etc.

Discussion papers

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

Appendix 3 – Draft aid pathway diagram gap analysis and draft definition for the term "emergency pathway".

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



Assessment of coverage of current ISPMs across the emergency pathway concept[4]

It is understood that various ISPMs apply directly or specifically to regulated pathways. Crucially, "emergency pathways" have gaps through the reduction (sometimes to the extent of inability) of affected countries and contracting parties to implement a number of fundamental ISPMs[5], during the time of crisis, for example:

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

[4] As in the cover paper, this concept will be further revised collaboratively with WFP and FAO and, if the FGSA is extended, further developed to demonstrate more examples of pathways accommodating specific details for countries with and without land borders.

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

- The importing and exporting countries are not able to fully implement the requirements of this standard under "emergency pathway" conditions
- From an importing perspective, this includes potential inability to undertake activities including:
    - Compliance procedures
    - Inspection, sampling and testing
    - Treatment or emergency action
- From an exporting perspective, the import conditions of the initial hub country may be known, but not the final destination, nor the timeframe of storage and transit routes (due to the inherent unpredictable nature of crisis events)

- ISPM 25 may also have more prominence in the movement of aid and emergency pathway give the "Hub" locations (post, pre-border or within a transit country's territory) by international aid organisations.