



UPDATE ON THE STRATEGIC FRAMEWORK DEVELOPMENT AGENDA ITEM

COMMODITY-SPECIFIC ISPMs

To TC-RPPOs 2025

(Prepared by the IPPC Secretariat. September 2025¹)

Background

- [1] The IPPC Strategic Framework 2020–2030 includes eight development-agenda items (DAIs), including the development of commodity and pathway-specific International Standards for Phytosanitary Measures (ISPMs).
- [2] The CPM, the only global standard-setting entity for plant health, is developing new ISPMs to provide guidance to countries in protecting internationally traded commodities through better monitoring, prevention, detection and response to threats from plant pests. New standards will also aid in addressing import regulation challenges and other phytosanitary issues.
- [3] It is expected that by 2030 many new ISPMs will have been adopted and implemented for specific commodities and pathways, with, as required, accompanying diagnostic protocols and phytosanitary treatments to support implementation. Moreover, it is expected that these commodity-specific ISPMs will provide national plant protection organizations (NPPOs) with harmonized phytosanitary measures, which they may use to support their pest risk analysis activities and import regulatory systems, or to establish export-oriented production systems. Commodity-specific ISPMs are expected to simplify trade and expedite market-access negotiations.

Benefits

- [4] Commodity-specific standards will facilitate market access, simplify and accelerate trade negotiations, create market opportunities and simplify safe trade in plants and plant products.
- [5] These standards will promote harmonized and technically justified phytosanitary measures and import requirements among IPPC contracting parties.
- [6] Developing countries will be able to trade more quickly since harmonized phytosanitary measures will limit restrictions on importation.

Key points and principles

- [7] The development, adoption and implementation of commodity standards will not alter the sovereign rights and fundamental obligations under the IPPC and the World Trade Organization Agreement on Sanitary and Phytosanitary Measures (SPS Agreement). Moreover, as agreed by the CPM:
 - The regulation of pests will remain firmly based on pest risk analysis and subject to technical justification.
 - Obligations will not be imposed on importing countries.
 - The list of pests and phytosanitary measures in each specific commodity standard is not exhaustive.

¹ Document modified from the original “08_Bureau_2025_Jun” presented to the CPM Bureau June 2025.

Update on status of implementation

- [8] The DAI is being implemented for commodity-specific ISPMs and is led by the Standard Setting Unit within the IPPC Secretariat. It is under the guidance and oversight of the [IPPC Standards Committee \(SC\)](#) and it is being delivered by the [IPPC Technical Panel on Commodity Standards \(TPCS\)](#).
- [9] The TPCS² was established by the Fourteenth Session of the Commission on Phytosanitary Measures (CPM-14) in 2019³ to support the development of specific commodity standards within the framework of [ISPM 46 \(Commodity-specific standards for phytosanitary measures\)](#), to ensure that sufficient rigour, resources and focus can be provided, and to develop guidance on related issues. The TPCS works under the guidance of the SC, following the technical-panel working procedures⁴ and the approved Specification TP 6 (*Technical Panel on Commodity Standards*).⁵ The [TPCS membership and contact information](#) can be found on the International Phytosanitary Portal.⁶
- [10] With the current volume of work and subjects in the IPPC work programme (as of May 2025) the **new projection** is that **by 2028** there will be **seven adopted annexes to ISPM 46**, as outlined below (see Table 2 and Figure 1).
- [11] It is to recall that the IPPC Call for Topics: Standards and Implementation⁷ is now an ongoing call (pilot phase). This means that any contracting party or regional plant protection organization (PPPO) can submit a subject for a commodity standard at any time. However, please note that there are some deadlines to advance the work, as it progress to next stages, for example SC meetings and CPM sessions.

Highlights of the work

- [12] **First annex to ISPM 46 adopted.** The first annex to ISMP 46, the *International movement of fresh Mangifera indica fruit* (2021-011), was adopted by CPM-19, marking a milestone in the history of ISPMs. The annex, which establishes standardized phytosanitary measures to ensure the safe international trade of mangoes while preventing the introduction and spread of pests, is publicly available on the [IPP](#)⁸ and soon will be in its final layout on the [adopted standards page](#).

Membership update

- [13] The [TPCS membership and contact information](#) can be found on the International Phytosanitary Portal (IPP).⁹ Table 1 is a summary of the TPCS membership as of April 2025.

² More information about the TPCS can be found at <https://www.ippc.int/en/core-activities/standards-setting/expert-drafting-groups/technical-panels/technical-panel-on-commodity-standards/>.

³ CPM-14 (2019), agenda item 8.1: https://assets.ippc.int/static/media/files/publication/en/2019/07/CPM-14_Report_withISPMs-2019-07-31.pdf

⁴ IPPC procedure manual for standard setting: <https://www.ippc.int/en/publications/85024/>

⁵ Specification TP 6 (*Technical Panel on Commodity Standards*): <https://www.ippc.int/en/publications/89276/>

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

⁷ IPPC Call for Topics: Standards and Implementation: <https://www.ippc.int/en/calls/call-for-topics-standards-and-implementation/>

⁸ Adopted CS 01 on *International movement of fresh Mangifera indica fruit* (2021-011): <https://www.ippc.int/en/publications/94234/>

⁹ TPCS main page on IPP: <https://www.ippc.int/en/core-activities/standards-setting/expert-drafting-groups/technical-panels/technical-panel-on-commodity-standards/>

Table 1. TPCS membership (as of April 2025) – all members are serving their first term.

TPCS participant role	Name (country)	Term begins	Term ends
Steward (SC member)	Ms Joanne WILSON (New Zealand)		
Assistant Steward (SC member)	Ms Mariangela CIAMPITTI (Italy)		
Assistant Steward (SC member)	Mr Eyad MOHAMED (Syria)		
Member	Ms Adriana Ceriani Camdessus (Argentina)	April 2022	April 2027
Member	Mr Tiago Rodrigo Lohmann (Brazil)	April 2022	April 2027
Member	Ms Sun Shuangyan (China)	April 2022	April 2027
Member	Mr Moshe VAKNIN (Israel)	April 2022	April 2027
Member	Mr Alfayo OMBUYA (Kenya)	April 2022	April 2027
Member	Ms Donam KIM (Republic of Korea)	April 2022	April 2027
Member	Ms Lihong ZHU (New Zealand)	April 2022	April 2027
Member	Ms Helen Mary ANDERSON (UK)	April 2025	April 2030
Member	Mr Patrick Kwesi BESEH (Ghana)	April 2025	April 2030
Member	Mr Jose Maria GUTIAN CASTRILLON (Spain)	April 2025	April 2030

TPCS work programme

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

Table 2. TPCS and the IPPC work programme on specific commodity standards annexes to ISPM 46 and status of development.

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

- [15] Two priority 1 annexes to ISPM 46, the *International movement of fresh Musa spp. fruit (2023-028)* and the *International movement of fresh Colocasia esculenta for consumption (2023-023)*, were drafted by the TPCS at the December 2024 face to face meeting in Australia and subsequent virtual meetings early 2025. These two annexes were presented to SC May 2025, and the SC approved them for first consultation.
- [16] Significant progress was also made by the TPCS in drafting the multispecies annex for the *International movement of citrus fruits (2023-019)*, priority 1. However, due to the complexity of the subject, the TPCS could not complete the draft in time for review by SC May 2025, but its finalization is planned for June and it is expected to be for the July 2026 first consultation period.
- [17] Figure 1 provides a summary of the tentative timeline on the progress of this DAI and the commodity standards, as of May 2025, following the stages in the IPPC standard setting process.
- [18] **Two face to face TPCS meetings are planned for 2025 to expedite the development process and get lessons learned.** The TPCS had their first in person meeting of the year from 9 to 13 June 2025 in New Zealand. The second in person meeting is planned for 8-12 December 2025 in FAO HQ (Rome, Italy) to develop new commodity standards. The June 2025 meeting the TPCS further developed the *International movement of citrus fruit (2023-019)*, and the *International movement of seeds of Phaseolus vulgaris (2023-008)*, priority 1.
- [19] The December 2025 meeting is intended to develop the *International movement of Malus domestica fruit for consumption (2023-024)*, priority 2. If drafting is successful, three annexes will be submitted for approval by SC May 2026; two priority 1 and one priority 2 (see figure 1 below – also presented to CPM-19). The *International movement of Vitis vinifera fruit (2023-018)* is now planned to be drafted in 2026.
- [20] Virtual meetings are planned throughout the year as needed.
- [21] **Call for information material.** As the TPCS work progresses, the IPPC secretariat launches call for information material on the specific commodity standard being developed. Hence the next one to be developed is *International movement of Malus domestica fruit for consumption (2023-024)*, the call has been launched and the deadline to submit information is **15 October 2025**.
- [22] Your contribution is vital for developing robust IPPC standards! Submissions may include data on pests affecting apples, pest risk analyses (PRAs), and technical and phytosanitary measures defined by national or regional legislation. Your input will enhance global plant health standards development and international cooperation. More information at: <https://www.ippc.int/en/calls/calls-and-consultations/calls-for-papers-and-studies/>
- [23] **One face to face meeting for 2026.** One face to face meeting is planned for 2026, either to finalize any of the current priority 2 subjects in work programme, or to develop any new subject included in its work programme in the upcoming 2025 IPPC call for topics.
- [24] **Invited expert.** Regarding the development of the commodity standard on ISPM 46 Annex: Seeds of *Phaseolus vulgaris (2023-008)*, at the request from some TPCS members and followed by the NPPO of the Kingdom of the Netherlands (topic submitter), an invited expert on “seeds” was requested by the entire TPCS and approved by the SC. It is important to underscore that, according to the TPCS [Specification TP 6 – TPCS](#), the TPCS may invite experts with previous agreement by the SC, as invited experts.
- [25] **CPM-19 (2025).** The CPM-19 discussions around commodity standards can be found in the report [here](#).
- [26] The CPM welcomed the adoption of the first commodity standard on mangoes (*International movement of fresh Mangifera indica fruit*) and expressed support for the development of further commodity standards, emphasizing the IPPC’s role as a standard-setting organization. The CPM recognized the need from some contracting parties to implement the new commodity standard effectively, noting the importance of capacity building, technical assistance and potential partnerships with the private sector.

acknowledged the contributions of the Technical Panel on Commodity Standards members who left in 2024 or the first quarter of 2025:

- [27] The CPM acknowledged the contributions of Martin DAMUS (Canada), and Hideki TANIGUCHI (Japan) to the work of the TPCS.
- [28] Regarding the update on the development agenda item (DAI) of the IPPC strategic framework 2020-2030, the IPPC secretariat presented an update on the DAI on “Commodity- and Pathway-Specific ISPMs”, outlining (now) seven commodity standards under the IPPC work programme in the framework of ISPM 46, and the tentative timeline for their future progress. The CPM welcomed the contribution of NZD 50 000 from New Zealand to support the Technical Panel on Commodity Standards (TPCS), with the intention to support and host the next technical panel meeting, and the contribution of CAD 60 000 from Canada to support the work of the TPCS.
- [29] The CPM noted the written interventions with regard to ensuring that the TPCS follows the priority order of subjects to be developed, the need to provide the transparent procedures for updating approved annexes, and the need to provide clarity on assessing the technical justification for the inclusion of regulated pests in these standards, and document accessibility, and to ensure that contracting parties are aware that technical justifications submitted are not verified by the TPCS.
- [30] The CPM also noted the concern raised regarding the listing of all known pests, including pathogens on commodities like mangoes that could lead to unjustified restrictive trade measures by other countries based on human consumption risks, rather than plant health.
- [31] The SC Chairperson clarified that the priorities set by the CPM are being respected by the TCPS and the requirements for inclusion of pests in annexes is clearly defined in ISPM 46 and secretariat agreed to address these concerns in future meetings, welcoming suggestions from the SC and TCPS.
- [32] **Implementation and Capacity Development (IC) May 2025 discussions.** During the May 2025 IC meeting while in the presentation of the SSU update, some discussions were made regarding the development of the IPPC commodity standards, especially on the list of pests from commodity standards. Some IC members voiced concerns that the pest list could potentially be misused to mandate unjustified measures. One IC member highlighted the importance of acknowledging and addressing such feedback to prevent any issue in the future. In response, the SSU team lead underlined that the development of commodity standards follows a transparent process, including public consultation and engagement with regional SC representatives, through which such concerns can be formally raised and addressed.
- [33] While the IC noted the update provided, it also invited the SC to re-consider the criteria used to evaluate and establish list of pests included in commodity standards, to minimize an incorrect interpretation and implementation.
- [34] One IC member mentioned a potential workshop on commodity standards, that may be formally proposed in the future* (*Potentially for first quarter of 2027) utilizing the IPPC Multi Donor Trust Fund contribution from the Republic of Korea, which would be an opportunity to discuss such issues.
- [1] **TPCS discussions on inclusion of a pest (and therefore options of measures).** During the TPCS May 2025 virtual meeting, once again it was highlighted that the criteria for inclusion of pests and measures are well specified in ISPM 46. It was emphasized once again that the role of the TPCS is not to assess the pest risk analyses conducted by contracting parties but to evaluate the pest and measures against the criteria for inclusion and exclusion, operating in accordance with Specification TP 6 (Technical Panel on Commodity Standards). It was also noted that it is still in learning stages, and that the practice of the panel is to also seek further information or clarification from submitters when needed. With the “lessons learned” so far, the TPCS developed potential reasons for excluding pests from the material submitted, as for example pest interception data with no association with the commodity. However, these are still under discussion and consideration by the panel as they develop more commodity standards.

- [2] In their June 2025 meeting, the TPCS had further discussion on the potential reasons for excluding a pest that was submitted by a contracting party (CP) or regional plant protection organization (RPPO) from the call for information material. The TPCS reiterated that, after drafting five annexes to ISPM 46, they had identified this recurring concern: some pests submitted by CPs or RPPOs appear to lack sufficient or accurate reference e.g. the pest association with the commodity or pathway for their regulation, as required under ISPM 2 (*Framework for pest risk analysis*) and ISPM 11 (*Pest risk analysis for quarantine pests*). Such submissions of pests may be a result of CPs submitting a specific pest they regulate for commodities of certain plant parts other than the plant part of the commodity itself, without submitting supporting information.
- [3] The inclusion of such pests may mean that the options for measures included in the commodity-specific annexes are not technically justified. On several occasions, the TPCS have disagreed with the association of pests (and therefore its regulation) of pests on certain commodities and the compelling intention to include the pest in a draft. The TPCS has not challenged the sovereign right of a CP to regulate a pest but have questioned the scientific evidence supporting the association of specific pests with specific commodities. To note that:
- [4] ISPM 46 states:
- “Inclusion of a pest in a commodity standard does not constitute technical justification for its regulation. When determining whether to regulate a pest listed in a commodity standard, an importing country should base its decision on technical justification using either a PRA or, where applicable, another comparable examination and evaluation of available scientific information. The list of pests is not intended to be exhaustive.”*
- [5] The TPCS believes that the statement in ISPM 46, which says the pest list is not exhaustive, implies that not all pests submitted by contracting parties need to be or should be included in the draft annexes. Thus, the TPCS is developing a discussion paper to the SC to be presented to the SC November 2025 meeting.
- [35] **Other initiatives.** The IPPC secretariat engaged with FAO Plant Production and Protection Division (NSP) on the topic of “commodity standards” in the NSP seminar series in May 2025. The seminar was well attended with over 60 participants, and it sparked high interest in the topic by FAO colleagues.
- [36] It is to recall that during the 2025 IPPC regional workshops, two draft annexes to ISPM 46 will be discussed.
- [37] **CPM-20 (2026) side session.** As per the original plan for a side session during the CPM-19 (2025), the IPPC secretariat and the TPCS developed a concept note it is to be presented to the CPM Bureau, and to be presented later to the SC November, for a side session during the CPM-20 in 2026.

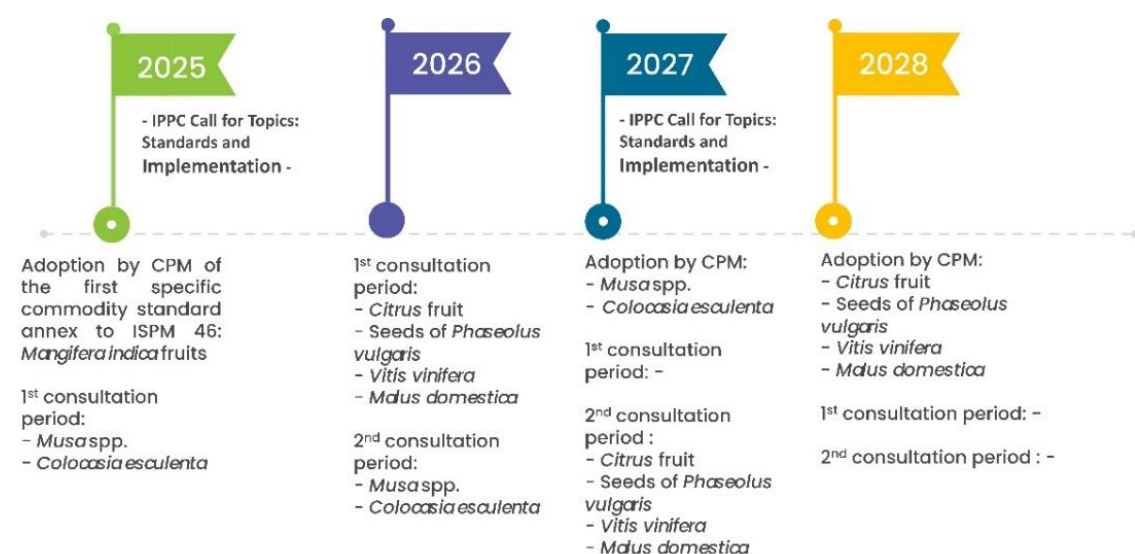


Figure 1. Tentative timeline for the development of IPPC specific commodity standards (as of May 2025). It is expected that, by 2028, seven specific commodity standards will be adopted as annexes to ISPM 46.

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

Financial contributions and in-kind staff contributions

- [38] As of September 2025, Australia, Canada, the European Union, France, Japan and New Zealand have provided financial resources to support this DAI on commodity-specific standards.

Recommendations to the TC-RPPOs 2025:

- [6] The TC-RPPOs is invited to:
- (1) *note* the update on the development-agenda item on commodity standards.
 - (2) *note* the current call for information material for the development of the commodity standard for *International movement of Malus domestica fruit for consumption* (2023-024), with 15 October 2025 deadline. More information at: <https://www.ippc.int/en/calls/calls-and-consultations/calls-for-papers-and-studies/>