



**INTERNATIONAL STANDARDS FOR
PHYTOSANITARY MEASURES**

ISPM No. 26

***ESTABLISHMENT OF PEST FREE AREAS FOR
FRUIT FLIES (TEPHRITIDAE)***

(2006)

REVOKED

Produced by the Secretariat of the International Plant Protection Convention



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This standard was endorsed by the Commission on Phytosanitary Measures in April 2006.

INTRODUCTION

SCOPE

This standard provides guidelines for the establishment of pest free areas for fruit flies (*Tephritidae*) of economic importance, and for the maintenance of their pest free status.

REFERENCES

- Determination of pest status in an area*, 1998. ISPM No. 8, FAO, Rome.
Glossary of phytosanitary terms, 2006. ISPM No. 5, FAO, Rome.
Guidelines for pest eradication programmes, 1998. ISPM No. 9, FAO, Rome.
Guidelines for surveillance, 1997. ISPM No. 6, FAO, Rome.
International Plant Protection Convention, 1997. FAO, Rome.
Pest reporting, 2002. ISPM No. 17, FAO, Rome.
Requirements for the establishment of pest free areas, 1996. ISPM No. 4, FAO, Rome.
Requirements for the establishment of pest free places of production and pest free production sites, 1999. ISPM No. 10, FAO, Rome.

DEFINITIONS

Definitions of phytosanitary terms used in the present standard can be found in ISPM No. 5 (*Glossary of phytosanitary terms*).

OUTLINE OF REQUIREMENTS

The general requirements for establishing a fruit fly-pest free area (FF-PFA) include:

- the preparation of a public awareness programme
- the management elements of the system (documentation and review systems, record keeping), and
- supervision activities.

The major elements of the FF-PFA are:

- the characterization of the FF-PFA
- the establishment and maintenance of the FF-PFA.

These elements include the surveillance activities of trapping and fruit sampling, and official control on the movement of regulated articles. Guidance on surveillance and fruit sampling activities is provided in Appendices 1 and 2.

Additional elements include: corrective action planning, suspension, loss of pest free status and reinstatement (if possible) of the FF-PFA. Corrective action planning is described in Annex 1.

BACKGROUND

Fruit flies are a very important group of pests for many countries due to their potential to cause damage in fruits and to their potential to restrict access to international markets for plant products that can host fruit flies. The high probability of introduction of fruit flies associated with a wide range of hosts results in restrictions imposed by many importing countries to accept fruits from areas in which these pests are established. For these reasons, there is a need for an ISPM that provides specific guidance for the establishment and maintenance of pest free areas for fruit flies.

A pest free area is “an area in which a specific pest does not occur as demonstrated by scientific evidence and in which, where appropriate, this condition is being officially maintained” (ISPM No. 5: *Glossary of phytosanitary terms*). Areas initially free from fruit flies may remain naturally free from fruit flies due to the presence of barriers or climate conditions, and/or maintained free through movement restrictions and related measures (though fruit flies have the potential to establish there) or may be made free by an eradication programme (ISPM No. 9: *Guidelines for pest eradication programmes*). ISPM No. 4 (*Requirements for the establishment of pest free areas*) describes different types of pest free areas and provides general guidance on the establishment of pest free areas. However, a need for additional guidance on establishment and maintenance of pest free areas specifically for fruit flies (fruit fly-pest free areas, FF-PFA) was recognized. This standard describes additional requirements for establishment and maintenance of FF-PFAs. The target pests for which this standard was developed include insects of the order Diptera, family Tephritidae, of the genera *Anastrepha*, *Bactrocera*, *Ceratitis*, *Dacus*, *Rhagoletis* and *Toxotrypana*.

The establishment and maintenance of a FF-PFA implies that no other phytosanitary measures specific for the target species are required for host commodities within the PFA.

REQUIREMENTS

1. General Requirements

The concepts and provisions of ISPM No. 4 (*Requirements for the establishment of pest free areas*) apply to the establishment and maintenance of pest free areas for all pests including fruit flies and therefore ISPM No. 4 should be referred to in conjunction with this standard.

Phytosanitary measures and specific procedures as further described in this standard may be required for the establishment and maintenance of FF-PFA. The decision to establish a formal FF-PFA may be made based on the technical factors provided in this standard. They include components such as: pest biology, size of the area, pest population levels and dispersal pathway, ecological conditions, geographical isolation and availability of methods for pest eradication.

FF-PFAs may be established in accordance with this ISPM under a variety of different situations. Some of them require the application of the full range of elements provided by this standard, others require only the application of some of these elements.

In areas where the fruit flies concerned are not capable of establishment because of climatic, geographical or other reasons, absence should be recognized according to the first paragraph of section 3.1.2 of ISPM No. 8 (*Determination of pest status in an area*). If, however, the fruit flies are detected and can cause economic damage during a season (Article VII.3 of the IPPC), corrective actions should be applied in order to allow the maintenance of a FF-PFA.

In areas where the fruit flies are capable of establishment and known to be absent, general surveillance in accordance with section 3.1.2 of ISPM No. 8 (*Determination of pest status in an area*), is normally sufficient for the purpose of delimiting and establishing a pest free area. Where appropriate, import requirements and/or domestic movement restrictions against the introduction of the relevant fruit fly species into the area may be required to maintain the area free from the pest.

1.1 Public awareness

A public awareness programme is most important in areas where the risk of introduction is higher. An important factor in the establishment and maintenance of FF-PFAs is the support and participation of the public (especially the local community) close to the FF-PFA and individuals that travel to or through the area, including parties with direct and indirect interests. The public and stakeholders should be informed through different forms of media (written, radio, TV) of the importance of establishing and maintaining the pest free status of the area, and of avoiding the introduction or re-introduction of potentially infested host material. This may contribute to and improve compliance with the phytosanitary measures for the FF-PFA. The public awareness and phytosanitary education programme should be ongoing and may include information on:

- permanent or random checkpoints

- posting signs at entry points and transit corridors
- disposal bins for host material
- leaflets or brochures with information on the pest and the pest free area
- publications (e.g. print, electronic media)
- systems to regulate fruit movement
- non-commercial hosts
- security of the traps
- penalties for non-compliance, where applicable.

1.2 Documentation and record keeping

The phytosanitary measures used for the establishment and maintenance of FF-PFA should be adequately documented as part of phytosanitary procedures. They should be reviewed and updated regularly, including corrective actions, if required (see also ISPM No. 4: *Requirements for the establishment of pest free areas*).

The records of surveys, detections, occurrences or outbreaks and results of other operational procedures should be retained for at least 24 months. Such records should be made available to the NPPO of the importing country on request.

1.3 Supervision activities

The FF-PFA programme, including regulatory control, surveillance procedures (for example trapping, fruit sampling) and corrective action planning should comply with officially approved procedures.

Such procedures should include official delegation of responsibility assigned to key personnel, for example:

- a person with defined authority and responsibility to ensure that the systems/procedures are implemented and maintained appropriately;
- entomologist(s) with responsibility for the authoritative identification of fruit flies to species level.

The effectiveness of the programme should be monitored periodically by the NPPO of the exporting country, through review of documentation and procedures.

2. Specific Requirements

2.1 Characterization of the FF-PFA

The determining characteristics of the FF-PFA include:

- the target fruit fly species and its distribution within or adjacent to the area
- commercial and non-commercial host species
- delimitation of the area (detailed maps or GPS coordinates showing the boundaries, natural barriers, entry points and host area locations, and, where necessary, buffer zones)
- climate, for example rainfall, relative humidity, temperature, prevailing wind speed and direction.

Further guidance on establishing and describing a PFA is provided in ISPM No. 4 (*Requirements for the establishment of pest free areas*).

2.2 Establishment of the FF-PFA

The following should be developed and implemented:

- surveillance activities for establishment of the FF-PFA
- delimitation of the FF-PFA
- phytosanitary measures related to movement of host material or regulated articles
- pest suppression and eradication techniques as appropriate.

The establishment of buffer zones may also be necessary (as described in Section 2.2.1) and it may be useful to collect additional technical information during the establishment of the FF-PFA.

2.2.1 Buffer zone

In areas where geographic isolation is not considered adequate to prevent introduction to or reinfestation of a PFA or where there are no other means of preventing fruit fly movement to the PFA, a buffer zone should be established. Factors that should be considered in the establishment and effectiveness of a buffer zone include:

- pest suppression techniques which may be used to reduce the fruit fly population, including:
 - use of selective insecticide-bait
 - spraying

- sterile insect technique
 - male annihilation technique
 - biological control
 - mechanical control, etc.
- host availability, cropping systems, natural vegetation
 - climatic conditions
 - the geography of the area
 - capacity for natural spread through identified pathways
 - the ability to implement a system to monitor the effectiveness of buffer zone establishment (e.g. trapping network).

2.2.2 Surveillance activities prior to establishment

A regular survey programme should be established and implemented. Trapping is the preferred option to determine fruit fly absence or presence in an area for lure/bait responsive species. However, fruit sampling activities may sometimes be required to complement the trapping programme in cases where trapping is less effective, for example when species are less responsive to specific lures.

Prior to the establishment of a FF-PFA, surveillance should be undertaken for a period determined by the climatic characteristics of the area, and as technically appropriate for at least 12 consecutive months in the FF-PFA in all relevant areas of commercial and non-commercial host plants to demonstrate that the pest is not present in the area. There should be no populations detected during the surveillance activities prior to establishment. A single adult detection, depending on its status (in accordance with ISPM No. 8: *Determination of pest status in an area*), may not disqualify an area from subsequent designation as a FF-PFA. For qualifying the area as a pest free area, there should be no detection of an immature specimen, two or more fertile adults, or an inseminated female of the target species during the survey period. There are different trapping and fruit sampling regimes for different fruit fly species. Surveys should be conducted using the guidelines in Appendices 1 and 2. These guidelines may be revised as trap, lure and fruit sampling efficiencies improve.

2.2.2.1 Trapping procedures

This section contains general information on trapping procedures for target fruit fly species. Trapping conditions may vary depending on, for example, the target fruit fly and environmental conditions. More information is provided in Appendix 1. When planning for trapping, the following should be considered:

Trap type and lures

Several types of traps and lures have been developed over decades to survey fruit fly populations. Fly catches differ depending on the types of lure used. The type of trap chosen for a survey depends on the target fruit fly species and the nature of the attractant. The most widely used traps include Jackson, McPhail, Steiner, open bottom dry trap (OBDT), yellow panel traps, which may use specific attractants (para-pheromone or pheromone lures that are male specific), or food or host odours (liquid protein, natural or synthetic). Liquid protein is used to catch a wide range of different fruit fly species and capture both females and males, with a slightly higher percentage of females captured. However identification of the fruit flies can be difficult due to decomposition within the liquid bait. In traps such as McPhail, ethylene glycol may be added to delay decomposition. Dry synthetic protein baits are female biased, capture less non-target organisms and, when used in dry traps, may prevent premature decomposition of captured specimens.

Trap density

Trap density (number of traps per unit area) is a critical factor for effective fruit fly surveys and it should be designed based on target fruit fly species, trap efficiency, cultivation practices, and other biotic and abiotic factors. Density may change depending on the programme phase, with different densities required during the establishment of FF-PFA and the maintenance phase. Trap density also depends on the risk associated with potential pathways for entry into the designated PFA.

Trap deployment (determination of the specific location of the traps)

In a FF-PFA programme, an extensive trapping network should be deployed over the entire area. The trapping network layout will depend on the characteristics of the area, host distribution and the biology of the fruit fly of concern. One of the most important features of trap placement is the selection of a proper location and trap site within the host plant. The application of global positioning systems (GPS) and geographic information systems (GIS) are useful tools for management of a trapping network.

Trap location should take into consideration the presence of the preferred hosts (primary, secondary and occasional hosts) of the target species. Because the pest is associated with maturing fruit, the location including rotation of traps

should follow the sequence of fruit maturity in host plants. Consideration should be given to commercial management practices in the area where host trees are selected. For example, the regular application of insecticides (and/or other chemicals) to selected host trees may have a false-negative effect on the trapping programme.

Trap servicing

The frequency of trap servicing (maintaining and refreshing the traps) during the period of trapping should depend on the:

- longevity of baits (attractant persistency)
- retention capacity
- rate of catch
- season of fruit fly activity
- placement of the traps
- biology of the species
- environmental conditions.

Trap inspection (checking the traps for fruit flies)

The frequency of regular inspection during the period of trapping should depend on:

- expected fruit fly activity (biology of the species)
- response of the target fruit fly in relation to host status at different times of the year
- relative number of target and non-target fruit flies expected to be caught in a trap
- type of trap used
- physical condition of the flies in the trap (and whether they can be identified).

In certain traps, specimens may degrade quickly making identification difficult or impossible unless the traps are checked frequently.

Identification capability

NPPOs should have in place, or have ready access to, adequate infrastructure and trained personnel to identify detected specimens of the target species in an expeditious manner, preferably within 48 hours. Continuous access to expertise may be necessary during the establishment phase or when implementing corrective actions.

2.2.2.2 Fruit sampling procedures

Fruit sampling may be used as a surveillance method in combination with trapping where trapping is less effective. It should be noted that fruit sampling is particularly effective in small-scale delimiting surveys in an outbreak area. However, it is labour-intensive, time-consuming and expensive due to the destruction of fruit. It is important that fruit samples should be held in suitable collection to maintain the viability of all immature stages of fruit fly in infested fruit for identification purpose.

Host preference

Fruit sampling should take into consideration the presence of primary, secondary and occasional hosts of the target species. Fruit sampling should also take into account the maturity of fruit, apparent signs of infestation in fruit, and commercial practices (e.g. application of insecticides) in the area.

Focusing on high risk areas

Fruit sampling should be targeted on areas likely to have presence of infested fruits such as:

- urban areas
- abandoned orchards
- rejected fruit at packing facilities
- fruit markets
- sites with a high concentration of primary hosts
- entrance points into the FF-PFA, where appropriate.

The sequence of hosts that are likely to be infested by the target fruit fly species in the area should be used as fruit sampling areas.

Sample size and selection

Factors to be considered include:

- the required level of confidence

- the availability of primary host material in the field
- fruits with symptoms on trees, fallen or rejected fruit (for example at packing facilities), where appropriate.

Procedures for processing sampled fruit for inspection

Fruit samples collected in the field should be brought to a facility for holding, fruit dissection, pest recovery and identification. Fruit should be labeled, transported and held in a secure manner to avoid mixing fruits from different samples.

Identification capability

NPPOs should have in place, or have ready access to, adequate infrastructure and trained personnel to identify fruit fly immature stages and emerged adults of the target species in an expeditious manner.

2.2.3 Controls on the movement of regulated articles

Movement controls of regulated articles should be implemented to prevent the entry of target pests into the FF-PFA. These controls depend on the assessed risks (after identification of likely pathways and regulated articles) and may include:

- listing of the target fruit fly species on a quarantine pest list
- regulation of the pathways and articles that require control to maintain the FF-PFA
- domestic restrictions to control the movement of regulated articles into the FF-PFA
- inspection of regulated articles, examination of relevant documentation as appropriate and, where necessary for cases of non-compliance, the application of appropriate phytosanitary measures (e.g. treatment, refusal or destruction).

2.2.4 Additional technical information for establishment of a FF-PFA

Additional information may be useful during the establishment phase of FF-PFAs. This includes:

- historical records of detection, biology and population dynamics of the target pest(s), and survey activities for the designated target pest(s) in the FF-PFA
- the results of phytosanitary measures taken as part of actions following detections of fruit flies in the FF-PFA
- records of the commercial production of host crops in the area, an estimate of non-commercial production and the presence of wild host material
- lists of the other fruit fly species of economic importance that may be present in the FF-PFA.

2.2.5 Domestic declaration of pest freedom

The NPPO should verify the fruit fly free status of the area (in accordance with ISPM No. 8: *Determination of pest status in an area*) specifically by confirming compliance with the procedures set up in accordance with this standard (surveillance and controls). The NPPO should declare and notify the establishment of the FF-PFA, as appropriate.

In order to be able to verify the fruit fly free status in the area and for purposes of internal management, the continuing FF-PFA status should be checked after the PFA has been established and any phytosanitary measures for the maintenance of the FF-PFA have been put in place.

2.3 Maintenance of the FF-PFA

In order to maintain the FF-PFA status, the NPPO should continue to monitor the operation of the surveillance and control activities, continuously verifying the pest free status.

2.3.1 Surveillance for maintenance of the FF-PFA

After verifying and declaring the FF-PFA, the official surveillance programme should be continued at a level assessed as being necessary for maintenance of the FF-PFA. Regular technical reports of the survey activities should be generated (for example monthly). Requirements for this are essentially the same as for establishment of the FF-PFA (see Section 2.2) but with differences in density and trap locations dependent upon the assessed level of risk of introduction of the target species.

2.3.2 Controls on the movement of regulated articles

These are the same as for establishment of the FF-PFA (provided in Section 2.2.3).

2.3.3 Corrective actions (including response to an outbreak)

The NPPO should have prepared plans for corrective actions that may be implemented if the target pest(s) is detected in the FF-PFA or in host material from that area (detailed guidelines are provided in Annex 1), or if faulty procedures are

found. This plan should include components or systems to cover:

- outbreak declaration according to criteria in ISPM No. 8 (*Determination of pest status in an area*) and notification
- delimiting surveillance (trapping and fruit sampling) to determine the infested area under corrective actions
- implementation of control measures
- further surveillance
- criteria for the reinstatement of freedom of the area affected by the outbreak
- responses to interceptions.

A corrective action plan should be initiated as soon as possible and in any case within 72 hours of the detection (of an adult or immature stage of the target pest).

2.4 Suspension, reinstatement or loss of a FF-PFA status

2.4.1 Suspension

The status of the FF-PFA or the affected part within the FF-PFA should be suspended when an outbreak of the target fruit fly occurs or based on one of the following triggers: detection of an immature specimen of the target fruit fly, two or more fertile adults as demonstrated by scientific evidence, or an inseminated female within a defined period and distance. Suspension may also be applied if procedures are found to be faulty (for example inadequate trapping, host movement controls or treatments).

If the criteria for an outbreak are met, this should result in the implementation of the corrective action plan as specified in this standard and immediate notification to interested importing countries' NPPOs (see ISPM No. 17: *Pest reporting*). The whole or part of the FF-PFA may be suspended or revoked. In most cases, a suspension radius will delimit the affected part of the FF-PFA. The radius will depend on the biology and ecology of the target fruit fly. The same radius will generally apply for all FF-PFAs for a given target species unless scientific evidence supports any proposed deviation. Where a suspension is put in place, the criteria for lifting the suspension should be made clear. Interested importing countries' NPPOs should be informed of any change in FF-PFA status.

2.4.2 Reinstatement

Reinstatement should be based on requirements for establishment with the following conditions:

- no further detection of the target pest species for a period determined by the biology of the species and the prevailing environmental conditions¹, as confirmed by surveillance or;
- in the case of a fault in the procedure, only when the fault has been corrected.

2.4.3 Loss of FF-PFA status

If the control measures are not effective and the pest becomes established in the whole area (the area recognized as pest free), the status of the FF-PFA should be lost. In order to achieve again the FF-PFA, the procedures of establishment and maintenance outlined in this standard should be followed.

¹ The period starts from the last detection. For some species, no further detection should occur for at least three life cycles, however the required period should be based on scientific information including that provided by the surveillance systems in place.

GUIDELINES ON CORRECTIVE ACTION PLANS

The detection of a single fruit fly (adult or immature) of the target species in the FF-PFA should trigger enforcement of a corrective action plan.

In case of an outbreak, the objective of the corrective action plan is to ensure eradication of the pest to enable reinstatement of pest status in the affected area into the FF-PFA.

The corrective action plan should be prepared taking into account the biology of the target fruit fly species, the geography of the FF-PFA area, climatic conditions and host distribution within the area.

The elements required for implementation of a corrective action plan include:

- legal framework under which the corrective action plan can be applied
- criteria for the declaration of an outbreak
- time scales for the initial response
- technical criteria for delimiting trapping, fruit sampling, application of the eradication actions and establishment of regulatory measures
- availability of sufficient operational resources
- identification capability
- effective communication within the NPPO and with the NPPO (s) of the importing country(s), including provision of contact details of all parties involved.

Actions to apply the corrective action plan

1. Determination of the phytosanitary status of the detection (actionable or non actionable)

1.1. If the detection is a transient non actionable occurrence (ISPM No. 8: *Determination of pests status in an area*), no further action is required.

1.2. If the detection of a target pest may be actionable a delimiting survey, which includes additional traps, and usually fruit sampling as well as an increased trap inspection rate, should be implemented immediately after the detection to assess whether the detection represents an outbreak, which will determine necessary responsive actions. If a population is present, this action is also used to determine the size of the affected area.

2. Suspension of FF-PFA status

If after detection it is determined that an outbreak has occurred or any of the triggers specified in Section 2.4.1 is reached, the FF-PFA status in the affected area should be suspended. The affected area may be limited to parts of the FF-PFA or may be the whole FF-PFA.

3. Implementation of control measures in the affected area

As per ISPM No. 9 (*Guidelines for pest eradication programmes*), specific corrective or eradication actions should be implemented immediately in the affected area(s) and adequately communicated to the community. Eradication actions may include:

- selective insecticide-bait treatments
- sterile fly release
- total harvest of fruit in the trees
- male annihilation technique
- destruction of infested fruit
- soil treatment (chemical or physical)
- insecticide application.

Phytosanitary measures should be immediately enforced for control of movement of regulated articles that can host fruit flies. These measures may include cancellation of shipments of fruit commodities from the affected area and as appropriate, fruit disinfestation and the operation of road blocks to prevent the movement of infested fruit from the affected area to the rest of the pest free area. Other measures could be adopted if agreed by the importing country, for example treatment, increased surveys, supplementary trapping.

4. Criteria for reinstatement of a FF-PFA after an outbreak and actions to be taken

The criteria for determining that eradication has been successful are specified in section 2.4.2 and should be included in the corrective action plan for the target fruit fly. The time period will depend on the biology of the species and the

prevailing environmental conditions. Once the criteria have been fulfilled the following actions should be taken:

- notification of NPPOs of importing countries
- reinstatement of normal surveillance levels
- reinstatement of the FF-PFA.

5. Notification of relevant agencies

Relevant NPPOs and other agencies should be kept informed of any change in FF-PFA status as appropriate, and IPPC pest reporting obligations observed (ISPM No. 17: *Pest reporting*).

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APPENDIX 1

This appendix is for reference purposes only and is not a prescriptive part of the standard. The publication below is widely available, easily accessible and generally recognized as authoritative.

GUIDELINES ON TRAPPING PROCEDURES

Information about trapping is available in the following publication of the International Atomic Energy Agency (IAEA): *Trapping Guidelines for area-wide fruit fly programmes*, IAEA/FAO-TG/FFP, 2003. IAEA, Vienna.

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APPENDIX 2

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

GUIDELINES FOR FRUIT SAMPLING

Information about sampling is available in the references listed below. The list is not exhaustive.

- Enkerlin, W.R.; Lopez, L.; Celedonio, H. (1996) Increased accuracy in discrimination between captured wild unmarked and released dyed-marked adults in fruit fly (Diptera: Tephritidae) sterile release programs. *Journal of Economic Entomology* **89**(4), 946-949.
- Enkerlin W.; Reyes, J. (1984) *Evaluacion de un sistema de muestreo de frutos para la deteccion de Ceratitis capitata (Wiedemann)*. 11 Congreso Nacional de Manejo Integrado de Plagas. Asociacion Guatemalteca de Manejo Integrado de Plagas (AGMIP). Ciudad Guatemala, Guatemala, Centro America.
- Programa Moscamed (1990) Manual de Operaciones de Campo. Talleres Graficos de la Nacion. Gobierno de Mexico. SAGAR/DGSV.
- Programa regional Moscamed (2003) Manual del sistema de detección por muestreo de la mosca del mediterráneo. 26 pp.
- Shukla, R.P.; Prasad, U.G. (1985) Population fluctuations of the Oriental fruit fly, *Dacus dorsalis* (Hendel) in relation to hosts and abiotic factors. *Tropical Pest Management* **31**(4)273-275.
- Tan, K.H.; Serit, M. (1994) Adult population dynamics of *Bactrocera dorsalis* (Diptera: Tephritidae) in relation to host phenology and weather in two villages of Penang Island, Malaysia. *Environmental Entomology* **23**(2), 267-275.
- Wong, T.Y.; Nishimoto, J.I.; Mochizuki, N. (1983) Infestation patterns of Mediterranean fruit fly and the Oriental fruit fly (Diptera: Tephritidae) in the Kula area of Mavi, Hawaii. *Environmental Entomology* **12**(4): 1031-1039. IV Chemical control.

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