



COMMISSION ON PHYTOSANITARY MEASURES

Thirteenth Session

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Ink Amendments to adopted international standards for phytosanitary measures (ISPMs) - Reorganization, Harmonization and Minor Technical Updates of the Fruit Fly ISPMs

Agenda item 10.4

Prepared by the IPPC Secretariat

I. Background

1. In November 2011, the Standards Committee (SC) noted that work to reorganize and harmonize CPM adopted fruit fly standards should be carried out, and in May 2015 a proposal was presented to the SC. Based on the SC guidance, the Technical Panel on Pest Free Areas and Systems Approaches for Fruit Flies (TPFF) met in Vienna, Austria, in 2015 to work on the reorganization of the adopted fruit fly standards. The meeting was hosted and supported by the Joint FAO/International Atomic Energy Agency (IAEA) Division of Nuclear Techniques in Food and Agriculture (hereafter “the Joint FAO/IAEA Division”).

2. The SC in May 2016 discussed the proposal in depth, including the proposed reorganization, harmonization and technical updates, and reviewed the proposed consequential ink amendments.

3. The fruit fly standards under consideration (see also Figure 1) are:

- ISPM 26 (*Establishment of pest free areas for fruit flies*)
- ISPM 30 (*Establishment of areas of low pest prevalence for fruit flies (Tephritidae)*)
- ISPM 35 (*Systems approach for pest risk management of fruit flies*) and
- ISPM 37 (*Determination of host status of fruits to fruit flies (Tephritidae)*).

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4. In May 2016, some SC members were concerned about the proposal to move ISPM 30 to an annex under ISPM 35 because, while it is true that the establishment of area of low pest prevalence of fruit flies (ALPP-FF) is usually part of a systems approach, an ALPP-FF may also be used in the future as a standalone measure. Other SC members explained that in international trade they were unaware of examples of commodities being traded from an ALPP-FF without there having been other measures applied as part of a systems approach and that placing ALPP-FF under ISPM 35 seemed logical and would facilitate implementation of the fruit fly standards. It was also recalled that an annex of a standard may still be used on its own. The SC could not reach consensus on the proposed reorganization (see Figure 2 and the following sections) and as a result, the SC agreed that the details of all positions maintained should be presented to the CPM along with a clear explanation as to why the fruit fly ISPMs had been reorganized in this manner and the benefits. In addition, some indication of the resources utilized for the proposed or any future reorganization should be presented.

5. At CPM-12 (2017), it was noted that agreement could not be reached on the proposed reorganization. COSAVE volunteered to lead a virtual working group to review the CPM-12 (2017) document on the proposed reorganization of the fruit fly standards. The CPM also invited Australia, Europe, and Japan to work together with COSAVE to work on building consensus for this proposal. This working group was to provide a revised proposal to the IPPC Secretariat by 30 September 2017 for the SC to discuss and review at their November 2017 meeting aiming at presenting a revised proposal to CPM-13 (2018) consideration. If the proposal needed to be reviewed by the TPFF, extra-budgetary resources would be required.

6. A virtual meeting of the small CPM-12 (2017) working group was held in September 2017 to discuss the reorganization of the fruit fly ISPMs. This group, led by COSAVE, involved participants from Australia, Europe and Japan who considered the issues raised at CPM-12 (2017). One of the concerns of some participants was that, with the incorporation of ISPM 30 as an Annex to ISPM 35, countries would be required to have a FF-ALPP as a necessary condition to develop a systems approach. There was no agreement at this meeting and the Secretariat was requested to seek FAO legal advice.

7. In a paper submitted to the November 2017 SC meeting, the FAO Legal Office explained that the incorporation of ISPM 30 as Annex 1 to ISPM 35 does not make the establishment of a FF-ALPP a mandatory requirement for the development of a systems approach, and would not preclude the use of FF-ALPP as a stand-alone measure if countries wished to do so. The Legal Office suggested to add a footnote to ISPM 35 to clarify that an FF-ALPP was not mandatory for a FF systems approach (FF-SA).

8. During the November 2017 SC meeting, the SC members from COSAVE, in a compromise solution, agreed with moving ISPM 30 as an annex to ISPM 35 with a proposal to insert a sentence in line with that proposed by the FAO Legal Office, but in the main body of the ISPM 35 rather than as a footnote. Additional changes to the text presented to CPM-12 (2017) were also suggested. One SC member welcomed the compromise, which meant that the reorganization could take place, but was concerned because he considered that countries wanting to prevent the entry of fruit flies are unlikely to base their phytosanitary import requirements on a requirement for an FF-ALPPs as a single measure. The SC adjusted the text stating that FF-ALPP is not mandatory for a FF-SA, and deleted text that could be understood as implying that an FF-ALPP was a requirement for an FF-SA and text stating that an FF-ALPP is usually used for an FF-SA. The SC agreed to present the proposed reorganization of IPPC fruit fly standards as amended at the SC November 2017 meeting to CPM-13 (2018).

Figure 1: Overview of the current ISPMs on fruit flies

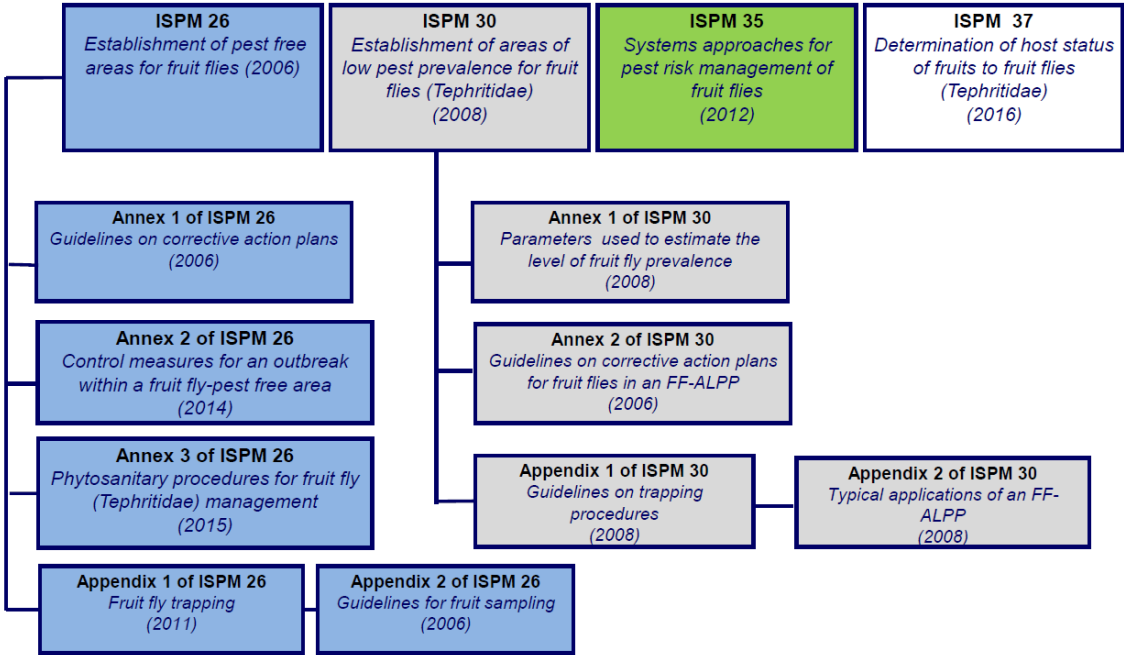
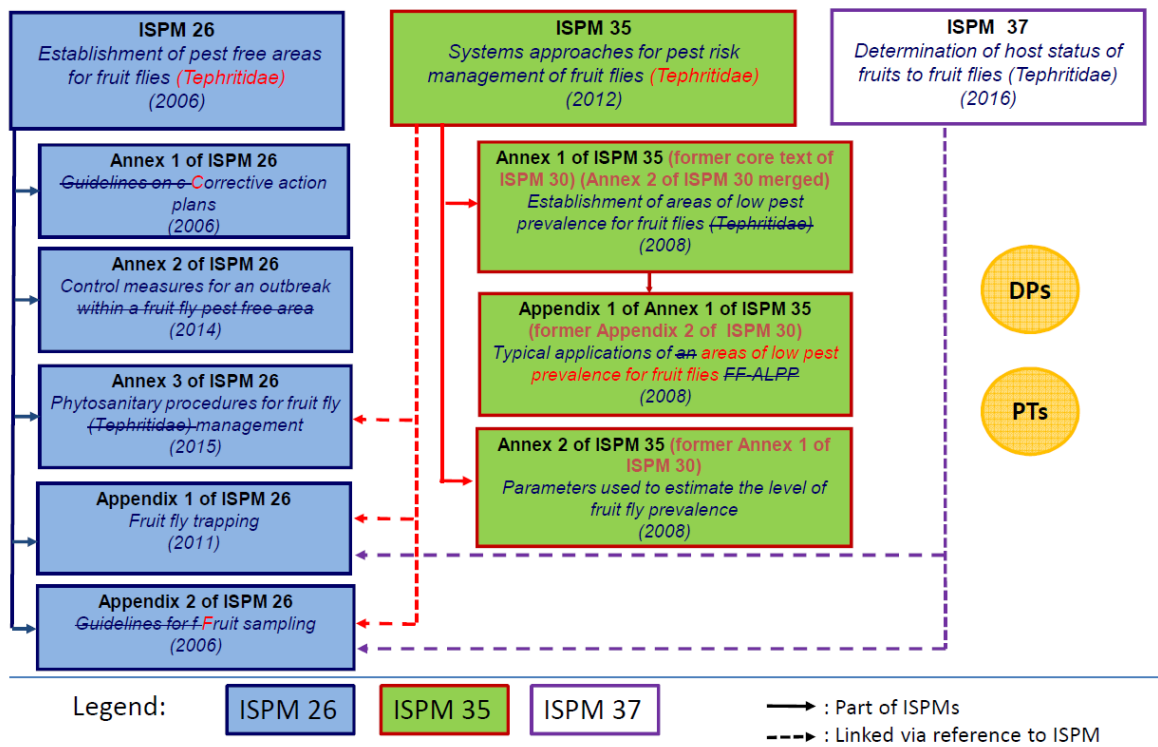


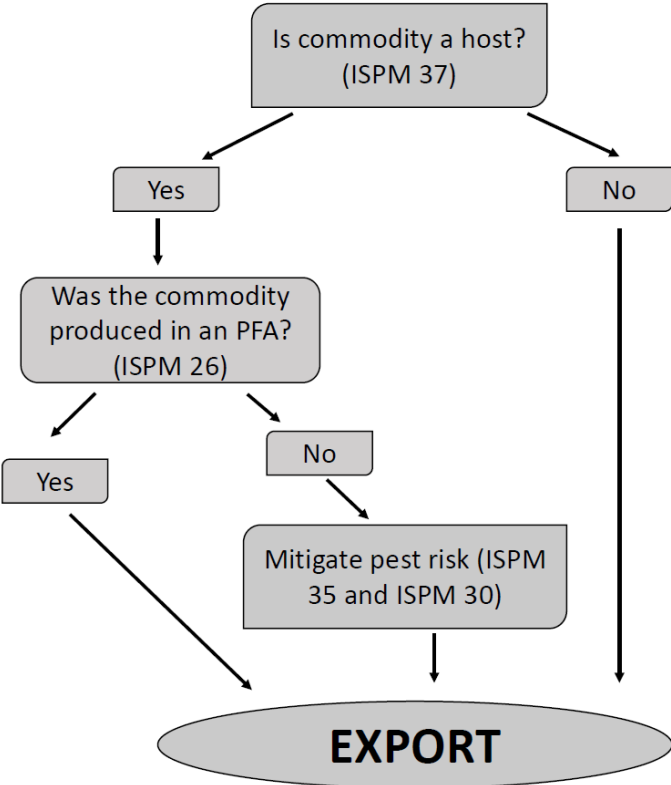
Figure 2: TPFf proposal for the reorganization of ISPMs on fruit flies



II. Reorganization

9. The main objective of the reorganization is to help the implementation of the suite of fruit fly standards become more logical and simple to prevent the introduction and spread of fruit flies and to facilitate trade. Figure 3 presents a simplified outline of the export of fruits and vegetables enabled by the ISPMs.

Figure 3: Simplified flow chart for the export of fruits and vegetables by using ISPMs on fruit flies



10. Exporting countries use first ISPM 37 to evaluate if the commodity is a fruit fly host or not. If not, the commodity can be exported without any additional phytosanitary measures. If it is a host, then ISPM 26 should be used to identify if the area is a fruit fly free area (FF-PFA) or not. If it is an FF-PFA, no additional measure is necessary to export the commodity. If the area is infested, the exporting country must use ISPM 35 where two or more measures are used in combination pre- and post-harvesting to mitigate the risk of introducing a pest to the importing country.

11. To ensure that the fruit fly ISPMs' logical application matches these production and trade practices for fruits and vegetables, it is necessary to integrate the existing ISPM 30 as an annex to ISPM 35.

III. Harmonization

12. In 2006, ISPM 26 was adopted as the first fruit fly ISPM. It took exactly 10 years until ISPM 37 was adopted in 2016. Over this 10-year period, some definitions and denominations have changed or been used differently in the various ISPMs and annexes adopted during the 10 years period. There was also repeated information in some of the ISPMs, just as additional linkages between the standards and adopted diagnostic protocols and phytosanitary treatments were felt to enhance usability of the standards.

13. The TPFf reviewed the 13 core ISPMs, annexes and appendixes of the suite of fruit fly ISPMs to ensure harmonization and consistency between them. In addition, all the documents were edited by the IPPC scientific editor. These changes are considered ink amendments as they do not change the content of the standards but help facilitate reading and utilization.

14. The ink amendments are presented in attachments 1-6 of the English version of this paper only due to cost savings:

- Attachment 1: ISPM 26 (*Establishment of pest free areas for fruit flies (tephritidae)*) with Annex 1 (Corrective action plans) and Appendix 2 (Fruit sampling)
- Attachment 2: Annex 2 (Control measures for an outbreak within a fruit fly-pest free area) of ISPM 26
- Attachment 3: Annex 3 (Phytosanitary procedures for fruit fly (~~Tephritidae~~) management) of ISPM 26
- Attachment 4: Appendix 1 (Fruit fly trapping) of ISPM 26
- Attachment 5: Annex 1 (Establishment of areas of low pest prevalence for fruit flies) (ex ISPM 30), including Appendix 1 (Typical applications of an FF-ALPP) (ex Appendix 2 of ISPM 30), and Annex 2 (Parameters used to estimate the level of fruit fly prevalence) (ex Annex 1 of ISPM 30) of ISPM 35 (*Systems approach for pest risk management of fruit flies (Tephritidae)*)
- Attachment 6: ISPM 35 (*Systems approaches for pest risk management of fruit flies (Tephritidae)*)

IV. Technical updates

15. Over the last 10 years some technical changes occurred, specifically within taxonomy. The main technical update that was proposed in the reorganization was for the synonymization of four species of *Bactrocera* (*B. dorsalis*, *B. invadens*, *B. papaya* and *B. philippinensis*) on a single species *B. dorsalis*. That change has a direct positive impact on the fruits and vegetable trade worldwide. This change is supported by scientific evidence.

V. Conclusions

16. Since 2004, the current TPFf members have worked to develop fruit fly standards under the auspices of the IPPC. They represent not only the highest expertise worldwide but also six FAO regions,

bringing with them a wealth of scientific knowledge and practical experience in managing pest risks pertaining to fruit flies.

17. The proposal for reorganization is one based on international practices. It will facilitate the implementation of the fruit fly standards as it creates a logical link between them, and this in turn will facilitate trade. The TPF considered other possible ways of achieving improved implementation of the fruit fly standards but agreed that this proposal is the best way forward.

18. The level of obligation in the standards remains identical.

VI. Decisions

19. The CPM is invited to:

- 1) *Agree* to the reorganization of the suite of fruit fly ISPMs as presented in Figure 2, including to
 - a) *incorporate* ISPM 30 into ISPM 35 as Annex 1, noting that the same level of prescriptiveness persists and consequently:
 - i) *Note* that the text of former Annex 2 to ISPM 30 was integrated into Section 8 of Annex 1 to ISPM 35 (former ISPM 30).
 - ii) *Note* that the former Appendix 1 to ISPM 30 is no longer relevant because ISPM 26 has an elaborated and recently adopted appendix on fruit fly trapping, and consequently this was not incorporated into ISPM 35. A reference is made to Appendix 1 of ISPM 26.
 - iii) *Note* that former Appendix 2 of ISPM 30 has become Appendix 1 of Annex 1 of ISPM 35 (former ISPM 30).
 - b) *Revoke* ISPM 30.
 - 2) *Note* that direct links between fruit fly standards and direct links between fruit fly standards, annexes to ISPM 28 and annexes to ISPM 27 have been included in the relevant fruit fly standards.
 - 3) *Note* the consistency and editorial changes (ink amendments) in the standards mentioned in Attachment 1-6, attached in the English version of this document only.
 - 4) *Note* that the ink amendments, upon approval of the reorganization by CPM, will be translated into all FAO languages. All ink amendments in all languages will be incorporated into the individual standards and the previous versions of the standards revoked.