Second meeting of the IPPC Focus Group on Commodity and Pathway Standards (June, 2019)

(Prepared by IPPC Secretariat, Mr Greg WOLFF and Stephen BUTCHER)

This document was prepared to be presented to the IPPC Strategic Planning Group (SPG), TC-RPPO, SC and IC

Following the approval of the fourteenth session of the [Commission on Phytosanitary Measures (CPM-14) in April 2019](https://www.ippc.int/en/publications/87271/), the second meeting of the IPPC Focus Group on Commodity and Pathway Standards took place in Rome from 7 to 21 June 2019. In June 2019, the CPM Bureau revised its terms of reference (ToR) and the agenda is available in the Focus Group meeting report at <https://www.ippc.int/en/publications/87506/>[[1]](#footnote-1).

The second meeting was attended by eight international experts and representatives of various IPPC subsidiary bodies. The meeting was chaired by Mr Greg Wolff (Bureau member from Canada). The focus group stressed again that commodity standards were designed to be a starting point for negotiations and that they would neither impose any new obligations on importing countries nor compromise the need for pest risk analysis (PRA). The focus group recommended that:

* individual commodity standards would be presented as annexes to the concept standard
* inclusion of lists of pests would not provide technical justification for regulation of those pests;
* the standards should cover the intended use of commodities, but not diversion of intended use; the intended use covered by each commodity standard should be clearly described.
* Commodity standards should be very focused, including detailed descriptions of the commodity and its condition, and intended end use. In this regard, the group felt that these standards could not extend to cover pathways, and that dedicated, individual standards would be needed on individual pathways, as pathways would be too complex for the structure and approach recommended.

The focus group confirmed that commodity standards should be considered when developing phytosanitary import requirements, helping to facilitate safe trade by supporting PRA and any subsequent, related discussions. It was also stressed, as already noted by the CPM, that the development of such standards may not be possible to all types of commodities.

During the meeting, the focus group developed a text for the draft ISPM “over-arching/concept” commodity standard, noting the importance of correct terminology, structure, content and the future annexes that will comprise of the individual commodity standards. The focus group considered as the structure of ISPM 27 (*Diagnostic protocols for regulated pests*) and ISPM 28 (*Phytosanitary treatments for regulated pests*) to be good reference models, as well as other regional standards. The draft ISPM will be reviewed by the IPPC Standards Committee (SC) at their November 2019 meeting[[2]](#footnote-2). The draft ISPM on “Commodity standards for phytosanitary measures (2019-008)” is provided in attachment 1 of this document.

Regarding the governance process, the focus group developed criteria for identifying measures and including them in commodity standards, noting the need to consider the practicability and feasibility of a measure, before accepting its inclusion in a commodity standard. In this regard, to ensure consistency of the work on commodity standards, a recommendation should be made to CPM-15 (2020) to establish a new “Technical Panel on Commodity Standards (2019-008)”, under the remit of the SC. In accordance with the principles agreed to by the focus group; however, it was emphasized that the new technical panel should not become a global panel for conducting PRAs. The focus group noted that creating a new technical panel does not preclude having expert drafting groups (EDGs), as these can be called by the SC for specific topics as needed. The draft Specification for the new TPCS will also be discussed by the SC in its November 2019 meeting. The draft Specification for the “Technical Panel for Commodity Standards (TPCS) (2019-009)” is provided in attachment 2 of this document.

Regarding the criteria for inclusion in the *List of topics for IPPC standards,* the Focus Group recommended that the Steward of the new TPCS be part of the Task Force on Topics (TFT) for the next call for topics in 2021 and they also draw up some additional points to the current ones as proposed by the (TFT), as follows:

* multiple countries and regions recognize the necessity and usefulness of the topic
* the topic should benefit developing countries, as one of the main purposes of commodity standards is to provide support and assistance to developing countries
* the topic should contribute to food security
* the topic should contribute to plant health
* the topic should contribute to trade facilitation.

The focus group drafted a list of types of information to be sought during calls for information on a specific prioritized topic, for identifying or obtaining PRAs on pests linked with commodities, with the aim to create pest lists. Information to be sought in Calls for information for pests and measures related to prioritized topics are provided below:

The information submitted should be limited to the commodity and its intended use as requested in the Call. The Call is open for any information on:

* pests associated with the commodity, together with related references, using appropriate taxonomic nomenclature
* relevant references (technical or regulatory)
* relevant ISPMs or regional standards if applicable
* a detailed description of any measures used for specific pest–commodity combinations, accompanied by any supporting information for the measures (e.g. PRAs, interception data, efficacy data, when the measure was first used (“historical use”), host status)
* sampling methods used in determining the compliance of measures used for the commodity
* methods used to determine any efficacy data submitted
* common practices applied
* information on the direct use of measures (both pest specific and broad ranging)
* “generic” measures that may be effective against groups of pests
* information on the challenges faced when applying the measure.

The Focus group also noted that changes in the Standard setting process will be needed to allow for commodity standards to be reviewed and updated when needed and in a faster way, however no specific details were provided on how, allowing discussions to be taken by the SC.

Conclusions and recommendations

The focus group considered that they had addressed the tasks given to them by the CPM.

In terms of general conclusions and recommendations, the focus group made the following recommendations:

* The standards under consideration by the focus group do not apply to pathways in the broad sense, so the standards should be referred to as “commodity standards”.
* Commodity standards should be annexes under the concept standard. Commodity standards on seeds or wood could alternatively be annexes of ISPM 38 or ISPM 39, respectively.
* A new technical panel, the Technical Panel on Commodity Standards (TPCS), should be established, with a permanent Steward from the SC. The focus group recommends that CPM-15 establishes this panel. In the meantime, the focus group members should remain responsible for supporting the development of the concept standard.
* The membership of the Task Force on Topics (TFT) should be expanded to include the Steward of the TPCS.
* For the first commodity standards, the TPCS should draft the standards; then, as the process becomes more established, drafting groups could be used as needed. The TPCS should have the option to recommend Calls for expert drafting groups (EDGs) to the SC.
* The TPCS should be responsible for assessing measures to be included in commodity standards, and for creating criteria for inclusion of measures in the standards.
* The scope of a commodity standard, in terms of the commodity and its intended use, should be sufficiently focused so that the standard is practicable, feasible and does not need to have several subcategories of the commodity.
* Commodity standards should include a table of pests associated with the commodity, with corresponding measures used to control those pests, and, when relevant, they may also contain information on pests known not to be associated with the traded commodity.
* There should be a general ongoing request for information on aspects relating to commodity standards and, in addition to this, a specific Call for information on pests and measures whenever a topic is prioritized.
* It is recommended that CPM-15 (2020) consider changing the Standard setting process to allow for commodity standards to be reviewed promptly when needed.
* The TPCS should be encouraged to provide guidance to the SC on possible future standards on individual measures (in a similar way to PTs), where there are sufficient data on the effectiveness of those measures to support it.
* The adoption process for commodity standards, and for standards on phytosanitary measures, should be the same as for annexes to ISPM 28 (i.e. phytosanitary treatments).
* It is recommended that the Bureau give further consideration to the value of the section in ISPMs on “Impacts on biodiversity and the environment”.
* It is suggested that the Asia and Pacific Plant Protection Commission (APPPC) be invited, through APPPC member Mr Stephen BUTCHER, to consider the findings of this focus group in further development of the draft APPPC mango standard.
* The following aspects should be forwarded to the Implementation and Capacity Development Committee (IC) for consideration in any guidance manual that might be produced:
* diversion from intended use
* contracting parties should be encouraged to release PRA and other technical justification information into the public domain.
* The TPCS should consider how best to manage data used to evaluate which phytosanitary measures are included in commodity standards and other adopted IPSMs, so that there can be an online search tool for target pest, commodity and measures.
* There may be benefit, once a few commodity standards are in use, in undertaking a study to attribute a specific value to commodity standards in terms of financial savings to import.

Recommendation to the TC-RPPO

The TC-RPPO is invited to:

* *note* the considerations and recommendations of the Focus Group.

Attachment 1 - draft ISPM on “Commodity-based standards for phytosanitary measures (2019-008)”

**DRAFT ISPM: Commodity-based standards for phytosanitary measures (2019-008)**

**Status box**

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| --- | --- |
| This is not an official part of the standard and it will be modified by the IPPC Secretariat after adoption. | |
| **Date of this document** | 2019-09-06 |
| **Document category** | Draft ISPM |
| **Current document stage** | *To* CPM-15 for approval for consultation |
| **Major stages** | 2018-10 Focus group on commodity and pathway standards recommended adding to the work programme.  2018-12 CPM Bureau recommended adding to the work programme.  2019-04 CPM-14 added the topic to the work programme (2019-008).  2019-06 Focus group on commodity and pathway standards drafted ISPM. |
| **Steward history** | 2019-07 Focus group on commodity and pathway standards |
| **Notes** | This is a draft document  2019-07 Focus group recommended that “pathways” be excluded  2019-09 Edited |

Adoption

[To be inserted following adoption].

Introduction

Scope

This standard provides guidance on the purpose, use, content and publication of commodity-based standards for phytosanitary measures. Such standards, presented as annexes to this overarching concept standard, apply to commodities being moved in international trade and identify pests associated with these commodities and options for relevant phytosanitary measures to be considered by contracting parties.

The scope of this standard and its annexes does not include consideration of contaminating pests or diversion from intended use.

References

The present standard refers to ISPMs. ISPMs are available on the International Phytosanitary Portal (IPP) at <https://www.ippc.int/core-activities/standards-setting/ispms>.

**IPPC.** 1997. *International Plant Protection Convention*. Rome, IPPC Secretariat, FAO.

Definitions

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

Outline of Requirements

Commodity standards should be considered by contracting parties when developing phytosanitary import requirements. Such standards contain lists of pests and corresponding options for phytosanitary measures for commodities being moved in international trade. The lists of pests include those known to be associated with the specified commodity and intended use and may also include pests known to be associated with the plant species but known not to be associated with the commodity being traded. The measures listed are those that satisfy minimum criteria for inclusion in the standard[[3]](#footnote-3), and are categorized according to confidence in the measure. The lists of pests and options for phytosanitary measures are not intended to be exhaustive and are subject to review and amendment.

Commodity standards may be presented as annexes to this standard, or where appropriate, as annexes to other relevant international standards.

Background

A key element of the International Plant Protection Convention (IPPC) is the safeguarding of agriculture and the facilitation of safe trade. Trade supports economic growth and development, helping to reduce poverty around the world. Significant advances in the facilitation of safe trade can be made through the development and adoption of international commodity-based standards for phytosanitary measures.

The IPPC strategic framework 2020–2030 proposes the development of ISPMs for specific commodities, with accompanying diagnostic protocols, phytosanitary treatments and guidance, to simplify trade and expedite market access negotiations.

The purpose of this standard is to provide guidance on the use of commodity standards. Such standards, presented as annexes to this standard, are designed to support the development of phytosanitary import requirements that facilitate safe trade.

IMPACTS ON BIODIVERSITY AND THE ENVIRONMENT

The commodity standards developed according to this standard provide guidance on options for phytosanitary measures. Such measures may help preserve biodiversity by managing the pest risk posed by commodities that are moved internationally, including the pest risk posed by invasive alien species.

PRINCIPLES

The IPPC contains a range of international rights and obligations. In the context of these rights and obligations, the basic principles of particular importance and relevance to commodity standards are as follows:

* Sovereign rights are not affected by commodity standards.
* Existing international obligations of contracting parties under the IPPC and the World Trade Organization Agreement on the Application of Sanitary and Phytosanitary Measures remain unaffected.
* Commodity standards do not impose additional obligations on importing countries over and above those already identified in the IPPC.
* The scope of commodity standards does not include diversion from intended use.
* Lists of pests are presented in commodity standards. However, the regulation of any pest remains subject to technical justification, using an appropriate pest risk analysis (PRA) or, where applicable, another comparable examination and evaluation of available scientific information (Articles II and VI of the IPPC).
* Commodity standards provide contracting parties with options for phytosanitary measures to prevent the entry and establishment of regulated pests. These options are not intended to be exhaustive; other measures may be implemented by contracting parties, if technically justified, and may be proposed for inclusion in commodity standards.

REQUIREMENTS

1. Purpose and Use of Commodity Standards

The purpose of commodity standards is to support the development of phytosanitary import requirements that facilitate safe trade.

Measures contained within commodity standards should be considered when developing phytosanitary import requirements, these standards serving to fast-track the evaluation of such measures in pest risk analysis (or other comparable examination and evaluation). These standards may be particularly useful during market access discussions.

Phytosanitary import requirements are established by the importing country and bilateral discussions, respecting sovereign rights and international obligations.

It is intended that commodity standards provide benefits for both importing and exporting countries. Examples of such benefits include the following:

* support and assistance to developing countries
* facilitation of market access discussions
* facilitation of safe trade
* optimization of efficiency of resource usage
* identification and increasing awareness of measures available to minimize pests associated with the movement of commodities in international trade.

2. Content of Commodity Standards

Specific commodity standards are arranged according to the following sections:

* Scope
* Description of the commodity
* Pests
* Options for phytosanitary measures
* References.

2.1 Scope

A commodity standard refers to a clearly described individual commodity and its intended use, and covers a discrete set of pests and related options for phytosanitary measures. The commodity and intended use described in a commodity standard are limited to avoid having several categories of the commodity in the standard.

2.2 Description of the commodity

This section clearly describes the commodity to which the standard refers, including the intended use of the commodity and any other factor that may have an impact on the pest risk and that allows the identification of a focused list of pests and associated options for phytosanitary measures. In each case, the range of measures described apply to any commodity that is within the scope of the standard.

2.3 Pests

This section includes a list or lists of pests that are known to be both associated with the commodity described, as demonstrated by PRA or other technical justification, and regulated by at least one contracting party. The list or lists of pests are presented in tabular format with the corresponding options for phytosanitary measures (see below).

Inclusion in the list or lists of a pest associated with the commodity does not provide technical justification for its regulation. The regulation of any pest remains subject to technical justification, using an appropriate PRA or, where applicable, another comparable examination and evaluation of available scientific information.

This section may also include information of pests known to be associated with the plant species but, based on available scientific information, known not to be associated with the traded commodity described (e.g. pests associated with *Mangifera indica* for propagation but not with the traded commodity, mango fruit). If a pest is known not to be associated with the commodity, it should not be regulated unless there is technical justification.

The list or lists of pests are not intended to be exhaustive.

2.4 Options for phytosanitary measures

This section presents options for phytosanitary measures, including measures adopted in ISPMs or currently used in trade. Individual or combinations of measures may be provided for each pest and may relate to any stage or stages of international trade prior to import.

The list or lists of measures are not intended to be exhaustive but rather to give countries options for consideration.

Measures presented in the commodity standards are options that may facilitate market access discussions and the final objective is that safe trade occurs.

Measures included in commodity standards are known to be, or have been, in operation between at least two contracting parties.

The measures are presented in the table or tables of pests known to be associated with the commodity, with each measure being listed against the corresponding pest or pests that it controls. A description of each measure, sufficient to indicate its use and practical application, is provided. When necessary, additional information on the measures may be included in an appendix.

2.5 References

All information presented on pests and measures in the standard is referenced in this section.

3. Verification of Compliance

Several ISPMs provide information on verification of compliance. Examples include ISPM 7 (*Phytosanitary certification system*), ISPM 12 (*Phytosanitary certificates*), ISPM 13 (*Guidelines for the notification of non-compliance and emergency action*) and ISPM 18 (*Guidelines for the use of irradiation as a phytosanitary measure*).

4. Criteria for Inclusion of Measures in Commodity Standards

A measure is considered for inclusion in a commodity standard when it is, or has been, set as a phytosanitary import requirement by at least one contracting party (and hence in operation between at least two contracting parties). Inclusion in the standard is further supported if one or more of the following criteria are met:

* Experience from use in trade indicates that the measure is effective. For example:
* interception data indicate that the measure is effective
* the measure is, or has been, used extensively
* the measure has been successfully used to manage non-compliant consignments
* information from plant health certification schemes indicate that the measure is effective.
* Experience from domestic use indicates that the measure is effective. For example:
* the measure has been used extensively in relation to movement of commodities within countries
* the measure has been used successfully in outbreak management and suppression
* results from eradication programmes indicate that the measure is effective
* information from plant health certification schemes indicate that the measure is effective
* best management practices for the measure are available.
* Experimental evidence indicates that the measure is effective. For example:
* private and public sector research indicates that the measure is effective.
* Information from PRAs (pest risk management options) or, where applicable, from another comparable examination and evaluation of available scientific information, indicate that the measure is effective.
* Adopted ISPMs exist that are relevant to the pests or commodities.
* Regional standards exist that are relevant to the pests or commodities.

The practicability and feasibility of the measure is also taken into account when a measure is being considered for inclusion in a commodity standard.

5. Confidence in Measures

Measures are evaluated by the Technical Panel on Commodity Standards and categorized according to confidence in the measure. There are three categories – high, medium and low – and each category is accompanied by an explanatory description. These categories may be based on factors such as:

* the presence of the measure in an adopted ISPM or regional standard
* the history of the use of the measure by contracting parties or by the private sector
* the inclusion of the measure in a PRA
* the number of PRAs that include the measure
* the number of years that the measure has been in use
* reports of success or failure of the measure, including interception data
* the volume or frequency of traded commodities subjected to the measure
* the availability of quantitative or qualitative analyses pertinent to the measure
* the number and diversity of countries applying the measures.

Confidence depends on the rigour of any supporting analyses and may be increased if there are cumulative sources of evidence, such as information on usage or acceptance.

6. General Considerations

It is important to describe the intended use of the commodity because of the influence this has on the pest risk posed by the commodity, as described in ISPM 32 (*Categorization of commodities according to their pest risk*).

Commodity standards provide information on pests but the determination of whether to regulate these pests is at the discretion of the importing country, based on technical justification.

Although commodity standards only present measures that may be applied up to the point of import, post-entry measures may be considered by contracting parties, as described in ISPM 20 (*Guidelines for a phytosanitary import regulatory system*). However, this should not be interpreted as imposing obligations on importing countries.

Commodity standards are not developed in the following situations:

* when the commodity poses a negligible pest risk
* when no effective phytosanitary measures are available
* when an existing ISPM already provides sufficient guidance
* when a commodity should not be regulated within the scope of the IPPC.

An individual commodity standard does not apply where a country, having conducted a PRA (or comparable examination and evaluation), has concluded that it does not need to regulate the pest or pests listed for the specific commodity that is the subject of the standard.

7. Publication of Annexes

After adoption by the Commission on Phytosanitary Measures (CPM), commodity-specific standards, containing lists of pests and options for phytosanitary measures for commodities being moved in international trade, are posted separately on the IPP as annexes to this standard. These annexes have the status of an ISPM and should be considered accordingly. Where appropriate, commodity standards may instead be presented as annexes of other ISPMs.

8. Review and Re-evaluations

Contracting parties should submit to the IPPC Secretariat any new information that could have an impact on the lists of pests or lists of options for phytosanitary measures currently adopted by the CPM. Appropriate information should be provided to support any claims. The Technical Panel on Commodity Standards will review the data and revise the lists if necessary, following the Standard setting process.

Attachment 2 - draft Specification for the “Technical Panel for Commodity Standards (TPCS) (2019-009)”

DRAFT SPECIFICATION FOR: Technical Panel for Commodity Standards (TPCS) (2019-009)

Status box

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| --- | --- |
| This is not an official part of the specification and it will be modified by the IPPC Secretariat after approval | |
| **Date of this document** | 2019-07-23 |
| **Document category** | Draft specification for a technical panel |
| **Current document stage** | *To* CPM-15 for approval for consultation |
| **Major stages** | 2019-06 Focus group on commodity standards recommended adding to the work programme. |
| **Steward history** | - |
| **Notes** | This is a draft document  2019-07 Edited |

Title

Technical Panel for Commodity Standards (TPCS) (2019-009).

Reason for the technical panel

There is broad consensus that commodity standards based on scientific methods and evidence will support safe and streamlined trade to the benefit of contracting parties. The IPPC strategic framework 2020–2030 includes the development of commodity standards. In order to develop such standards and ensure that sufficient rigour, resources and focus can be provided, the Technical Panel for Commodity Standards (TPCS) was established in 202X.

Scope and purpose

The Technical Panel for Commodity Standards (TPCS) develops and updates commodity standards within the framework of International Standard for Phytosanitary Measures (ISPM) XX [the concept standard] and develops guidance on related aspects.

Tasks

The TPCS should undertake the following:

1. Draft commodity standards prioritized by the Commission on Phytosanitary Measures, either directly or with the support of invited experts or through expert drafting groups established by the Standards Committee (SC).
2. When drafting a commodity standard:

* review existing pest risk analyses, existing phytosanitary measures and related information that may inform the development of the standard
* evaluate technical information on relevant pests and phytosanitary measures and determine which pests and measures are to be included in the standard, using criteria established for this purpose in ISPM XX [the concept standard].

1. Ensure that draft commodity standards are consistent with the requirements and criteria in ISPM XX [the concept standard].
2. Ensure that there is consistency among commodity standards being developed and adopted under ISPM XX [the concept standard].
3. Review adopted commodity standards (either ISPMs or annexes to ISPMs), identify revisions needed and submit recommendations on these revisions to the SC.
4. Provide advice to the SC on subjects, topics and priorities for development of commodity standards.
5. Liaise as needed with the other technical panels under the Standards Committee (SC) (e.g. Technical Panel on Phytosanitary Treatments, Technical Panel on Diagnostic Protocols, and Technical Panel on Forest Quarantine) and with the Implementation and Capacity Development Committee.
6. Liaise as needed with relevant stakeholders, including the private sector and academia, under the direction of the SC.
7. Support consultation and adoption of draft commodity standards by, for example, providing advice to the Steward, the SC and the IPPC Secretariat on appropriate responses to member comments relating to draft commodity standards.
8. Consider how to categorize and catalogue phytosanitary measures included in commodity standards, and those in other standards, for use in an online search tool for target pest, commodity and measure, cross-referenced to relevant sources of information.
9. When evaluating a phytosanitary measure for inclusion in a commodity standard, consider whether there is sufficient information to support it being proposed as a topic for the development of a specific ISPM.
10. Consider whether commodity standards 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 commodity standard.
11. Consider the use of commodity standards by contracting parties and identify potential impediments to operational and technical implementation. Provide information on these impediments, and possible recommendations on how to overcome them, to the SC.

Expertise

Members of this panel should primarily have expertise in:

* pest risk management and development and management of phytosanitary import requirements
* selection and implementation of phytosanitary measures for use in trade
* development of regional and international phytosanitary standards
* assessment of pest lists.

Members

Six to ten. Details of the technical panel membership may be found on the International Phytosanitary Portal (IPP) at <https://www.ippc.int/en/core-activities/standards-setting/expert-drafting-groups/technical-panels/>. Panel members are selected by the SC for a five-year term. The SC reviews the composition of the panel on a regular basis. The SC may renew individual memberships for additional terms.

The TPCS may invite experts, as observers, with previous agreement by the SC.

Steward

The Steward of the TPCS, who shall be a member of the SC, will be assigned to the TPCS by the SC.

Please refer to the *List of topics for IPPC standards* posted on the IPP (see <https://www.ippc.int/en/core-activities/standards-setting/list-topics-ippc-standards/list>)*.*

Provision of resources

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

References

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.

Discussion papers

Participants and interested parties are encouraged to submit discussion papers to the IPPC Secretariat (ippc@fao.org) for consideration by the technical panel.

1. CPM Focus Groups meeting reports webpage: <https://www.ippc.int/en/core-activities/governance/cpm/cpm-focus-group-reports/> [↑](#footnote-ref-1)
2. Standards Committee (SC) November 2019 meeting draft agenda available at: <https://www.ippc.int/en/events/event/640/> [↑](#footnote-ref-2)
3. The inclusion of a measure in this ISPM does not create any obligation for a contracting party to approve it or register or adopt it for use in its territory. [↑](#footnote-ref-3)