

**REPORT**

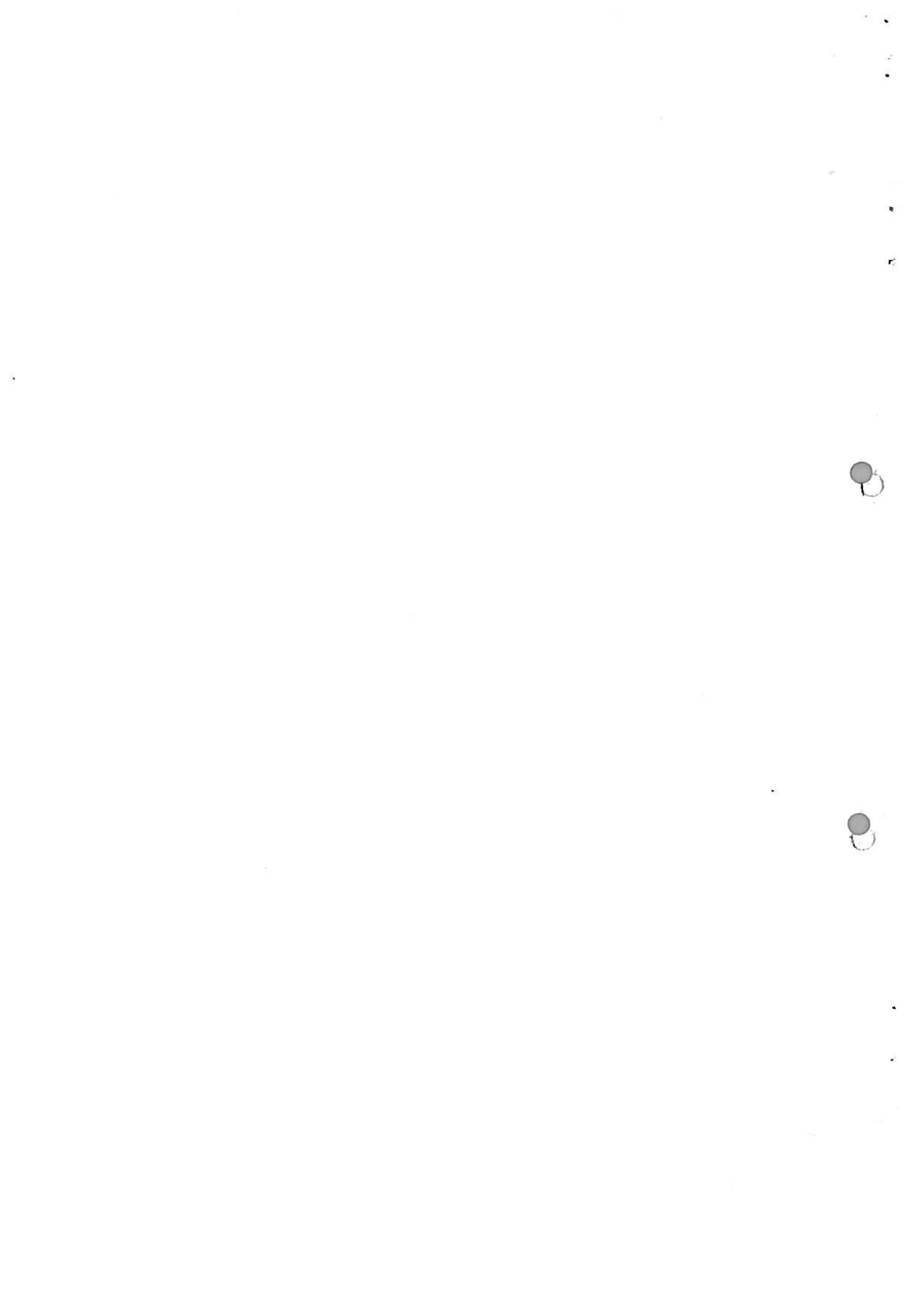
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Rome,  
Italy,  
13-17 May  
1991

**Technical  
consultation among  
regional plant  
protection  
organizations**



Food and Agriculture Organization  
of the United Nations



Meeting Report  
AGP/1991/M/3

REPORT OF THE THIRD  
TECHNICAL CONSULTATION AMONG REGIONAL PLANT  
PROTECTION ORGANIZATIONS

13-17 May 1991

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FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS

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## 1 Opening session

The meeting was opened by Dr A. Papasolomontos, Director, Plant Production and Protection Division, FAO, who welcomed the participants to the Third Technical Consultation among Regional Plant Protection Organizations (RPPOs), which was being held as agreed approximately a year after the last meeting.

Dr Papasolomontos indicated that at the Second Technical Consultation among RPPOs, it had been anticipated that the Uruguay Round of negotiations by the General Agreement on Tariffs and Trade would have been concluded by the end of 1991, and that the GATT draft text for the framework of an Agreement on Sanitary and Phytosanitary Measures (SPS) would have formed part of the final document. He noted that now it appeared that the negotiations would not be concluded for some time. Nevertheless, the work programme of cooperation among FAO and the RPPOs on the issue of harmonization would continue as planned. FAO was pleased with the cooperation process and its progress so far.

Dr Papasolomontos also indicated that in respect to the provision of a Secretariat to the International Plant Protection Convention (IPPC), which had prompted submissions of support from a number of RPPOs, the Director-General of FAO had submitted a proposal for additional funding for consideration at the 26th FAO Conference in November 1991. There was every indication that the proposal would be accepted.

In relation to the holding of these meetings outside FAO Headquarters, Dr Papasolomontos noted that at the last Consultation this issue was to be explored, and that OIRSA had offered to host the next meeting in El Salvador. This issue was to be discussed during the course of the present meeting.

Dr Papasolomontos was pleased to announce that following a concerted effort by the FAO Plant Protection Service and the Legal Office, two-thirds of the contracting parties to the IPPC had, as of 3 March 1991, adhered to the 1979 Revised Text, and, as of 4 April 1991, this was now the accepted version of the IPPC.

Mr Réal Roy of the North American Plant Protection Organization (NAPPO) was unanimously elected as Chairman of the meeting, there being no other nominations. The Drafting Committee was then formed and agreed to consist of the Chairman or Chief Officer of each of the RPPOs and FAO.

The provisional agenda and timetable were adopted.

## 2 Reports of Regional Plant Protection Organizations

### Asia and Pacific Plant Protection Commission (APPPC)

Reference was made to a regional Expert Consultation on Plant Quarantine held in July 1990 at the FAO Regional Office for Asia and the Pacific in Bangkok, Thailand. Twenty countries and organizations had provided reports on the present policies and structure of their plant quarantine services. The Consultation formulated several important recommendations on harmonization of phytosanitary principles, procedures and pest risk assessment for consideration by member countries of APPPC and other Regional Plant Protection Organizations. A list of intercepted pests of quarantine significance was presented. A representative of DANIDA had also discussed the establishment of a Seed Health Testing Laboratory Service.

The representative of APPPC also noted that Appendix A of the Plant Protection Agreement was revised so that the A1 list of quarantine pests was increased from 92 to 132 and the A2 list from 66 to 77. A review of plant quarantine procedures had been undertaken in the region. A bulletin on a Recommended Measure for Regulating the Importation and Movement of Plants was revised and disseminated to member countries in 1990.

Integrated Pest Management in the region was furthered by a regional workshop on IPM in Vegetables sponsored by ASEAN Plant Quarantine Centre and Training Institute, and held in Malaysia in October 1990. The workshop reviewed current pest distribution, identified effective control measures, and discussed the role of biological control and resistant varieties. Member countries were urged to develop a national programme on IPM in Vegetables and to follow the FAO Regional IPM in Rice project<sup>(1)</sup> as a model. A Regional Workshop on IPM in Cotton was also held in Pakistan in February 1991. This workshop focused on the reduction of use of pesticides, identification and multiplication of bioagents, and on host resistance. The Commission published and disseminated six issues of the Quarterly Newsletter, and several technical documents and meeting reports to its member countries.

### Caribbean Plant Protection Commission (CPPC)

The CPPC representative made reference to the need for strengthening of the Plant Protection and Quarantine Services in the region, and the assistance presently being provided by the FAO Technical Cooperation Programme (TCP) to Antigua, St. Vincent, St. Kitts and Nevis, and Guyana.

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<sup>1</sup> Inter-Country Programme for the Development and Application of Integrated Pest Control in Rice-Growing in South and Southeast Asia



It was felt that there were few possibilities of harmonization if such services were not strengthened within the region.

It was also pointed out the heterogenous nature of the area, which could be characterized by the fact that it is constituted by many small countries, has led to severe constraints of resources, including qualified personnel.

The representative noted the excellent work performed by the former Technical Secretary of the CPPC in the development of a database that identifies main pests in the area plus those of quarantine importance. During the Secretary's tenure, the CPPC also began serious work in harmonizing several procedures which had started in the last three years.

In the last year, whiteflies, *Thrips palmi*, mango seed weevil, and giant African snail had become an increasing problem in several countries, and it was felt that a regional approach would be desirable to implement appropriate defence programmes. CPPC was working in that direction.

It was also noted that as of January 1991, the post of Technical Secretary had been vacated and was not yet filled.

CPPC underlined the following aspects as strong recommendations to FAO, in order to continue the positive results attained in the last three years:

- continue the strengthening of Plant Protection Services (with quarantine as part of these Services);
- fill the vacancy of the post of Technical Secretary; and
- continue efforts to harmonize Plant Protection Acts (including pesticide control) within member countries.

#### Comité Regional de Sanidad Vegetal para el Cono Sur (COSAVE)

The representative of COSAVE reported that the South American Plant Health Committee had consolidated its legal structure as all the parliaments of the member countries, except Argentina, had sanctioned the protocol signed among the Ministries of Agriculture of the area to create the Committee.

He noted that COSAVE had acquired higher relevance since the Atlantic-bound countries (Argentina, Brazil, Paraguay and Uruguay) had established a free-trade agreement in March 1991. In this respect, countries either at sub-regional or bilateral level had signed agreements to facilitate the trade of agricultural produce. COSAVE has also assumed a relevant role in establishing the technical basis to improve or release the restrictions of seed movement within the framework of the Latin American Association for Free Commerce (ALALC).

As a result of the active participation of COSAVE in the earlier FAO Consultations among Regional Plant Protection Organizations, the Committee has contributed to develop the *Guidelines for Plant Quarantine Procedures* with special reference to fruit flies. In cooperation with FAO, COSAVE has contributed to action plans on the safe exchange of germplasm, and projects against citrus canker, Mediterranean fruit fly, and bird pests. Through a cooperative agreement with the Agricultural Protection Programme of IICA, the service of the Plant Health Directorate in Uruguay is being strengthened, and a quarantine computerized system for all the countries of the region is being developed.

#### European and Mediterranean Plant Protection Organization (EPPO)

It was reported that the EPPO Council in 1990 had given considerable attention to the programme developed by the Second Technical Consultation and its relation to the draft GATT agreement on SPS measures. It expressed its concern at the inadequate recognition in this agreement of the particular needs and complexities of the phytosanitary sector, and also at the failure of FAO so far to establish the IPPC Secretariat. An *ad hoc* meeting had been called to examine the draft GATT agreement and to make suggestions on its revision that were presented to the GATT working group through a national delegation. It was noted that the latest version of the text included elements which took account of the EPPO suggestions.

In December 1990, EPPO organized jointly with NAPPO and the World Meteorological Organization (WMO), a symposium on the practical applications of agro-meteorology, at which one major session was specifically concerned with pest risk analysis, particularly the prediction of pest distribution in relation to climatological zoning. This symposium recommended the creation of a global Panel on Pest Risk Analysis.

Other EPPO activities noted were: the publication in EPPO Technical Document No. 1008 of the complete set of EPPO specific quarantine requirements; the publication in the *EPPO Bulletin* of the first of a series of schemes for the national certification of pathogen-tested vegetatively-propagated crops, and for virus-free and virus-tested fruit trees; and the involvement of EPPO in a joint project with CAB International for the revision and updating of the data sheets on quarantine organisms, undertaken with the support of the European Community. In 1990, EPPO lost two member governments, the German Democratic Republic by the reunification of Germany, and Algeria by tacit withdrawal.

The 12 EPPO Member Governments which make up the European Community (EC) were working intensively on the establishment of the single market. The main phytosanitary consequence would be the removal of border controls among EC countries for plants and plant products so that plant health status would be guaranteed by a so-called plant passport delivered at the place of origin. This would require a high degree of harmonization of phytosanitary measures. In relation to other countries and the

implementation of the IPPC, for import and export purposes, the European Community would largely appear as a single country.

#### Instituto Interamericano de Cooperación para la Agricultura (IICA)

The representative of IICA thanked the Chairman and the Director-General of FAO for their kind invitation to participate in the meeting and to present information on the actions taken by the Organization in support of agricultural development in the Americas.

Major changes had occurred in the IICA programme since the last Technical Consultation. These changes included: a new name which was now Agricultural Health Programme; the elimination of assistant director positions; and the implementation of a systems approach to agricultural development rather than a discipline-related action plan.

The systems under implementation were: information systems for monitoring Agricultural Health; design of model legislation for harmonizing regulations to enhance agricultural exports; and promotion of appropriate agricultural health practices. The structure through which these systems will be implemented were: hemispheric projects; regional projects; and national projects.

The 1990 achievements of IICA's programme for Agricultural Health included: presentation of 79 training programmes, with 2 313 participants; preparation of 18 projects; presentation of six regional meetings; publication of nine major documents; evaluation of 14 laboratories; and participation in five emergency programmes to control agricultural pests. Of equal importance were the inter-agency cooperative projects which included the Caribbean Animal and Plant Health Information Network and the joint FAO-IICA Inter-American Group for Coordination on Plant Protection.

IICA also expressed its satisfaction with the opportunities and the nature of the cooperation experienced in working with FAO during the past and looked forward to a continuation and amplification of this experience in the future.

#### Inter-African Phytosanitary Council

It was noted that the 51 African countries that are members of the Organization of African Unity (OAU) are covered by the Inter-African Phytosanitary Convention of 1954, which is based on the IPPC. They have undertaken to establish National Plant Protection Organizations with appropriate scientific infrastructures and qualified staff. Most of these countries are also contracting parties to the IPPC.

The representative noted that the objectives of the Convention have not been satisfactorily attained in most of the

countries, some of which continue to lack the necessary structures, infrastructures, and especially operational and research staff.

It was also reported that the activities of the Inter-African Phytosanitary Council mainly concern the creation and strengthening of phytosanitary structures and infrastructures, training of operational staff in the existing national services by seminars and courses at the five sub-regional phytosanitary training centres, training of research staff at the African Centre for Phytosanitary Research and Training (CARFP), operational since October 1989, and finally scientific liaison visits to encourage the development of national services. The students at CARFP are recruited at the level of "ingénieurs agronomes", as graduates with a master degree in biology or biochemistry, or equivalent degree. The first year course leads to a diploma of advanced studies, based on a dissertation. The best students continue into a third cycle of plant protection studies, involving a thesis. At present, the Centre had two groups of 12 students from nine countries, and a third group of eight students would start in October 1991. All these students receive scholarships from OAU.

In the context of plant quarantine, IAPSC's main activities had produced: coordinated phytosanitary regulations for Africa, distribution maps of the main African crop pests, A1 and A2 lists of quarantine pests, a research network on the main phytosanitary constraints of geo-ecological zones defined within the continent, and establishment of specialized technical committees for plant protection.

Networks were operational at the sub-regional level within the geo-ecological zones on the following themes:

- *Striga* spp. in cereal crops
- Black sigatoka of plantain and bananas (*Mycosphaerella fijiensis*)
- Virus diseases of staple crops in Central Africa
- Coffee berry disease in West Africa
- Bruchids of grain legumes in the Sahel zone of West Africa
- *Zonocerus variegatus* on staple crops in the forest zone of West Africa and in Central Africa
- Protection of stored products in southern Africa, and
- Plant quarantine infrastructures in Africa.

It was noted that some of these work areas would require harmonized plant quarantine procedures. In general, the participation of IAPSC and its member governments in international programmes would depend on the support of agencies providing aid in crop protection.

Junta del Acuerdo de Cartagena (JUNAC)

Reference was made to the Plant and Animal Health Andean System created by Decision No. 92 of JUNAC. The system objectives are the improvement of the plant and animal sanitary level; the implementation of a coordinated and continuous vigilance to reduce the risk of pest outbreaks of exotic origins, the prevention of dispersion and incidence of those pests already existing in limited areas of the sub-region, and the set up and provision of standards for the fluid and safe movement of agriculture and animal products and to facilitate the provision of food in the markets of the sub-region to substitute the importation of produce from third countries.

The following are the fundamental elements of the Andean Animal and Plant Health System:

- Sanitary Diagnosis including the legal framework and sanitary legislation currently enforced; the institutional set-up; the infrastructure; and the pest and disease inventories, programmes and campaigns under implementation. The current programme includes those dealing with black sigatoka of banana and plantain, fruit flies, and coffee rust and berry borer.
- Registration and indexing, and harmonization of the animal and plant health sub-regional standards to facilitate the trade within the sub-region while avoiding the introduction or dispersion of new pests. Two relevant outputs of this element regarding plant protection are the *Basic Catalogue of Plant Pests and Diseases Exotic to the Sub-region* and the standardization of the phytosanitary certificate and permit.

Activities for 1991 included the evaluation of current standards and programmes, both at national and sub-regional level; the strengthening of plant health services; the adoption of trade standards compatible with the international regulations; collaboration with other Regional Plant Protection Organizations; and support to the objectives, actions and recommendations of the Inter-American Coordinating Group for Plant Health.

North American Plant Protection Organization (NAPPO)

The representative reported that at the 14th Annual Meeting of NAPPO, held in Guadalajara, Mexico, from 15 to 19 October 1990, the following principal actions took place:

- approval of terminology amendments to the 1989 Cooperative Agreement, making it more compatible with the draft text of the GATT SPS Agreement and the IPPC;
- endorsement, after eight years, of a NAPPO position paper on basic principles of plant quarantine; and

- a one-day series of seminars on biotechnology which resulted in an enhanced awareness of the similar protection objectives of biotechnology and plant quarantine.

In addition, a series of talks concerning the GATT and its potential impact on plant protection and trade had been organized and presented under the direction of Sanidad Vegetal.

Referring to the first action above, "plant pests" was modified to read "quarantine plant pests", which is consistent with the main purpose of a National Plant Protection Organization (IPPC Article II 4); plant pest was defined as "any biotic agent capable of causing injury to plants or plant products"; and biotic agent was defined as "any organic matter which is capable of reproduction or replication".

In addition, the objective of NAPPO had been expanded from preserving the "plant resources" of North America to cover the "agricultural production systems" within the NAPPO region. The definition of "agricultural production systems" remains to be defined, but it was recognized that this must be linked to the "economic importance" of a quarantine plant pest.

The NAPPO definition of "quarantine pest" had been altered to read "a pest of potential economic importance to the area endangered thereby and not yet present there, or present, but not widely distributed and being officially controlled". In this definition, "national" had been removed from the phrase "national economic importance"; "country" had been replaced by "area", and "actively controlled" had been replaced by "officially controlled".

"Area" was defined as "an officially defined country, part of a country, or all or parts of several countries". This definition was consistent with the concept of area within the GATT SPS draft document.

Reference was made to the progress in drafting a NAPPO position paper on the Pest-free Zone concept, and that the Biocontrol Panel was exploring the application of the concept to the creation of codling moth-free zones in western North America.

The Systems Approach to export certification was also being applied to the movement of citrus out of the State of Florida and for wheat from the Karnal bunt areas of Mexico.

The Regulatory Panel was developing a Potato Atlas of NAPPO A-2 Pests and had initiated a review of the potato importation regulations of the NAPPO member countries. There was also a project to develop certification standards for fruit tree and grapevine nursery stock, similar to projects currently underway within EPPO.

NAPPO was also currently exploring its possible role in dealing with phytosanitary issues of the proposed North American Free Trade Agreement.

It was announced that the 1991 Annual Meeting would be held in Alexandria, Virginia, USA during the third week of October. The problems associated with the safe and timely exchange of germplasm (true seed and vegetatively propagated) would be the theme of the presentations.

Also in October, NAPPO planned to co-sponsor with USDA and APHIS a three-day PRA workshop to follow immediately the Annual Meeting. The ultimate objective of this workshop would be the development of a text which could be presented to FAO in fulfilment of NAPPO's assignment to offer leadership in the development of a final text of a global PRA process.

In April 1992, NAPPO planned to co-sponsor, with WMO, a second workshop on agro-meteorology and plant protection in Ascencion, Paraguay. The first was held in December 1990 in Florence, Italy, and was organized by EPPO, NAPPO and WMO.

NAPPO's 1992 annual meeting would be held in Victoria, British Columbia, and have as its theme: "Fruit tree and grapevine certification". A field trip to Canada's post-entry quarantine station would be included within an agricultural tour.

#### Organismo Internacional Regional de Sanidad Agropecuaria (OIRSA)

It was reported that during 1990, OIRSA's Quarantine Services Division and Plant Health Division carried out or collaborated in carrying out the following activities:

- Plant quarantine treatments: These continued to be implemented at terrestrial and a very limited number of maritime ports of entry in El Salvador, Guatemala, Honduras and Nicaragua. However, these activities were expanded, and are now also being carried out at certain terrestrial ports of entry in Mexico as well as at maritime and terrestrial ports of entry in Costa Rica and Panama. OIRSA also was involved with the disposal of garbage at international airports in Mexico and Guatemala.
- In an attempt to have the Plant Quarantine Inspectors in the OIRSA Region dressed uniformly, OIRSA funds were used to provide uniforms for the inspectors in Guatemala, El Salvador, and Honduras, and in 1991 uniforms will be provided for the inspectors in Costa Rica.
- Training: The Chief of the Quarantine Services Division participated in the Plant Quarantine Analysis Systems Course presented at Frederick, Maryland, USA. OIRSA also collaborated in the presentation of 31 training courses and workshops in plant protection and plant quarantine in Mexico, Guatemala, Honduras, Nicaragua, Costa Rica, El Salvador, and Panama. A total of 570 technicians and inspectors participated.
- Technical assistance: Programmes concerning the early

detection of exotic pests were implemented. Pests under consideration included exotic species of fruit flies, the Khapra beetle, mango seed weevils, lethal yellowing of coconut, witches broom of cocoa, *Moniliophthora roreri*, and the coffee berry borer. All results achieved were negative. Special trapping programmes were also carried out to detect the presence or absence of *Dacus dorsalis*, *D. cucurbitae*, and *Anastrepha suspensa*. The trapping results were negative.

OIRSA had collaborated with the FAO Project TCP/RLA/8964 that dealt with containment and control of witches broom disease of cocoa in the eastern half of Panama. During the course of this project, five national level and one regional level witches broom disease courses were presented. To date, the internal plant quarantine services actions were proving most effective.

- Information and Publications: In order that the technical personnel of the OIRSA member countries may be better informed about existing phytosanitary problems, OIRSA's technical officers had collaborated in the preparation, publication and reproduction of technical bulletins, leaflets, informative letters, etc. A total of 17 publications of various types were produced.

The revised, English edition of the book *Plant Quarantine Theory and Practice* was also published. It is felt that this publication could serve as a plant quarantine guide and reference especially for countries in Africa, Asia, and the Near East Region.

- Other activities: The technical personnel of the Plant Health Division had actively participated in various meetings, technical consultations, courses, and symposia at both regional and international levels convened or presented at FAO, and in Montevideo and Guadalajara.

#### Regional Office for Africa (RAFR)

The regional representative reported that RAFR, in collaboration with the FAO Plant Protection Service, had completed its sub-regional studies on the feasibility of promoting plant quarantine networks in eastern, southern and west-central Africa. The objective of the studies were to assess plant quarantine procedures and constraints, determine means of improving national capacities and to recommend mechanisms for ensuring workable plant quarantine systems through cooperation, information exchange and harmonization of regulations and procedures. The reports were now being finalized and, in the meantime, there had been contacts with key officials and organizations in the sub-regions (CILSS, SADCC, and Muguga Plant Quarantine Station) and plans for sub-regional technical meetings and consultations to develop sub-regional programmes had been discussed.



Other activities in the region included the implementation of the *International Code of Conduct on the Distribution and Use of Pesticides* in western and southern Africa; and the development of FAO projects for Vegetable IPM in Africa and Improved Weed Management for Striga Control in Africa.

#### Regional Office for the Near East (RNEA)

It was reported that, based on the recommendations made by previous sessions of the Technical Consultation among Regional Plant Protection Organizations, and similar recommendations made by the Near East Commission on Agriculture in its Third Session held in Nicosia, Cyprus in 1989 and by the 25th Session of the FAO Conference in 1989 to establish a plant protection body in the Near East Region, a draft agreement for the establishment of a Near East Plant Protection Organization (NEPPO) had been prepared and circulated to the 25 member countries of the region, inviting their comments. A Government Consultation on the agreement would be convened in April 1992.

#### FAO Regional Office for Latin America and the Caribbean (RLAC)

The Regional Plant Protection Officer noted that harmonization of phytosanitary regulations and barriers for horticultural products and tropical fruits, based on international recommendations and sound scientific criteria should be a main objective to facilitate the agricultural trade among Latin America and Caribbean countries and developed importing nations.

The Caribbean Plant Protection Commission necessitated the prompt filling of the FAO Regional Plant Protection Officer post vacancy to attend properly to the Commission's business and Technical Secretariat. In order to implement the FAO plant protection activities in the area, the services of temporary consultants were being used. Attention was currently focused on coconut, tuber, roots, vegetables, and orchard pests, plant quarantine and pesticide control. The CPPC database, a most useful instrument built up by the former Technical Secretary, was in increasing use and demand.

Fruit flies were continuing to be a problem of major concern. A localized medfly outbreak in Los Andes, Chile, had been effectively eradicated in 1990. A recent urban focus of infestation detected in Coquimbo in the northern arid Chilean area, was now being actively controlled. With IICA support, the Governments of Peru and Chile had reached an agreement to jointly eliminate medfly from their common infested bordering areas.

The presence of the carambola fruit fly, *Dacus* sp. near *dorsalis* in Suriname and French Guiana was requiring more attention at higher administrative and political levels. The Interamerican Group for Coordination in Plant Protection was currently making efforts to stimulate the concern and interest

of the Ministers of Agriculture from countries in the Western Hemisphere, including France, to establish an effective action to attack this problem. Technical meetings were planned to take place both at San Jose, Costa Rica in June, and Paramaribo, Suriname in August 1991.

A Symposium chaired by NAPPO on the Safe Exchange of Plant Germplasm, jointly organized by FAO and COSAVE in Montevideo, Uruguay in October 1990, was also assisted by the attendance of international authorities on the subject. The case of the introduction of the Karnal bunt, *Tilletia indica*, in North and South America through seed exchange programmes was a good example of the problems implicit in germplasm movement and of the need to maximize phytosanitary precautions. It was noted that the *FAO/IBPGR Technical Guidelines for the Safe Movement of Germplasm* constituted an excellent source of information to prevent the movement of undesirable pests in plant propagation materials. The Symposium recommendations had addressed the most important aspects to be considered for the safe exchange of germplasm.

In support of COSAVE, FAO contributed the expertise to prepare a manual for *Plant Quarantine Inspection and Control* for its eventual adoption and common use in Argentina, Brazil, Chile, Paraguay, and Uruguay. The Board of the Cartagena Agreement (JUNAC) had also shown interest in this document, copies of which were distributed among its member countries.

In cooperation with the Institute for Research on Genetic Engineering and Molecular Biology (INGEBI-CONICET), Buenos Aires, Argentina, FAO had held a training workshop on Diagnosis of Plant Virus Diseases. As an output of this one-month graduate level training, several protocols on diagnose techniques had been completed for further distribution in the region.

An Inter-American Citrus Cooperation Network under the auspices of FAO had been recently created. The crop protection component of the network activities was considered of priority importance considering the serious pests threatening the large Citrus production areas in the Americas.

FAO with support from various international and bilateral programmes had been actively promoting the adoption and application of the *International Code of Conduct on the Distribution and Use of Pesticides*. A large regional workshop on Pesticide Registration and Control had taken place in Santiago, Chile in early 1990. Another workshop was being organized for the Caribbean later this year.

It was further noted that an important component of the FAO plant protection action in Latin America had been the organization of, and support to, task force and horizontal cooperation groups for the development and application of Integrated Pest Management in vegetable, root, tuber, cotton, sugarcane and under-exploited Andean crops, as well as biological pest control, improved weed management and rodent control.

The editing and distribution of publications on plant protection had also been an important element of the FAO work programme in the region. The manual for IPM in Vegetable and Crops (*Plagas de las Hortalizas: Manual de Manejo Integrado*) produced by RLAC had been in great demand, requiring a second edition. The English version was under preparation.

### 3 Present status of GATT negotiations

The GATT representative indicated that the Uruguay Round of GATT negotiations was not concluded in 1990 because of political difficulties. No new deadline had been set, but the decision had been made to take up negotiations again, and these conceivably could be concluded in late 1991 or early 1992. The draft text Agreement on *Sanitary and Phytosanitary Measures* (SPS) had been essentially completed and was put forward in December 1990 as a Chairman's Text.

The representative noted that the Text encourages contracting parties to conform to international standards, recommendations and guidelines, in part by not permitting the use of more stringent measures without scientific justification. It requires acceptance of the principle of equivalence and of the use of risk assessment. Contracting parties are obliged to apply those which are the least restrictive to trade. It defines the information on SPS to be made available on request, provides for the concept of pest-free areas and makes provisions for special and differential treatment for developing contracting parties. Finally, it refers to procedures for consultation and dispute settlement.

Certain sections of the Text remain subject to disagreement. In particular, it was not decided whether the scope should extend to include environmental, animal welfare and consumer concerns. Certain contracting parties also had difficulties with respect to the discipline to be applied to their national approval systems (particularly in relation to residue limits). The problem of sub-national standards also has to be solved.

It was noted that the lack of an IPPC Secretariat had presented some difficulty during the development of the sections of the Text relating to phytosanitary measures. It was stressed that GATT did not have the technical expertise to work on harmonization or any other technical issue within the SPS Agreement, and that it would have to rely on the expertise of the other organizations. The early formation of the Secretariat would be helpful for the resolution of problems.

Although the legal form of the SPS Agreement had yet to be determined it was likely that the agreement would have the form of a decision binding on all parties, rather than a subsidiary agreement with voluntary adherence.

Concerning the dispute resolution, it was indicated that the

normal GATT procedures would apply to the SPS Agreement. It was not excluded that IPPC dispute settlement mechanisms could be used as a preliminary to eventual GATT dispute settlement procedures.

Concerning regional standards, it was noted that it could be useful to develop these, but for their recognition by GATT they needed to be internationally approved.

With regard to the approval procedure, it was noted that Codex had different levels of acceptance and that standards which had approval by Governments (Stage 8) were considered by GATT to be international standards, regardless of acceptance by individual governments. The International Office of Epizootics (OIE) produced guidelines only, which might also be usable in the GATT context.

#### **4 Report of the Expert Consultation on Harmonization of Plant Quarantine Principles**

An Expert Consultation, held at FAO in Rome from 6-10 May 1991, considered the proposals for harmonization of the principles of plant quarantine as related to international trade made by collaborative RPPO working group meetings called in Bangkok and Montevideo by the Second Technical Consultation among RPPOs.

The details of the individual principles which had been identified by the Consultation were reviewed, in particular the separation into two groups of general and specific principles. The general principles could be ranked, but the specific principles could not, because they interacted and were inter-related to the general principles. Details of the discussion concerning changes in text from the Montevideo draft were given, together with the document which indicated linkages to specific articles of the IPPC. The consultation identified a number of terms used in the principles that may require redefinition in the *FAO Glossary of Phytosanitary Terms* and a number of new terms that would have to be added.

There was then considerable discussion about the next activity concerning principles of plant quarantine, and the general feeling was that some mechanism had to be found for countries to comment and give approval to this document. There was a question concerning the time frame for this approval mechanism and it was felt by a number of participants that some way has to be found which would expedite approval. It was noted that the next step in the process of accepting this document would be discussed later in the agenda (Item 10). A number of Regional Organizations felt that they could possibly expedite the transfer of the document to their member governments. There was comment by one participant that it was necessary that any document of this importance must be referred to national governments for comment.

EPPO indicated that the drafting committee had made some specific comments on the plant quarantine principles proposed by the Expert Consultation, including some suggested modifications.

CPPC felt that the meeting should approve the principles with these modifications, and it was agreed that they should be modified for approval and then appended to the report of the Consultation. It was felt that the principles should then be circulated to member governments for comment and this was to be done in a number of ways depending upon the ability of the RPPOs to quickly contact their participating governments. It was noted that it might be necessary for FAO to contact the IPPC contracting parties directly.

The APPPC delegate felt that a timetable for comments was needed and it was agreed that November 1991 would be the deadline for receipt of all comments by FAO. There was discussion about the need to have this important document translated and offers were received from COSAVE and from EPPO for Spanish and French translations of the principles, together with their introductory page.

## 5 Harmonization of procedures

### a) Harmonization of plant quarantine procedures: initial report on fruit flies (Report by COSAVE)

COSAVE indicated that they wished to consider the harmonization issue with reference to the mandate given to them at the Second Technical Consultation, by considering three particular areas: sampling systems; trapping systems, particularly in relation to pest-free areas; and treatments. In relation to the timetable for this work, COSAVE anticipated that a questionnaire being produced in cooperation with NAPPO would be distributed to RPPOs and member countries in June 1991, and that these would be returned by November 1991. COSAVE proposed to consolidate the replies with the assistance of a consultant and to hold a workshop to consider the issues raised in March 1992. This timetable was constructed in such a way that the Fourth Technical Consultation meeting in May 1992 would be able to consider the report of the March workshop. Other Regional Organizations indicated that they would like to participate in the workshop.

### b) Harmonization of procedures for seed and ware potatoes (Report by EPPO)

EPPO indicated that a programme of work had been initiated by EPPO experts. Draft documents, which had not yet been validated by member governments, were presented for information. The purpose of this initial investigation was merely to indicate what procedures were acceptable to the various countries within EPPO, and to indicate the varying acceptance of these, since not all procedures had been adopted. The work had concentrated on

two particular pests: potato cyst nematode and bacterial ring rot.

NAPPO commented that they had expected the work not to have dealt with national requirements but with details of individual procedures. Other Organizations also commented that they had expected a wider coverage of procedures. EPPO offered to provide the individual detailed procedures after the meeting.

Guidance was sought from the meeting as to whether the work programme was to be maintained and extended as an EPPO mandate or whether it would be worthwhile to expand participation immediately.

EPPO agreed to globalize the mechanism of consolidation on this issue, that a meeting would be held in Paris and that, because the number of specific procedures for the two pests that had been identified by EPPO were numerous, EPPO would replace bacterial ring rot with Colorado Beetle.

## 6 Companion document to the IPPC

FAO introduced the history of the development of a companion document to the IPPC, and in particular the discussion that had taken place at the Second Technical Consultation. Following the drafting of a document that was circulated at Guadalajara and Montevideo, comments were received from some RPPOs and individual countries. This document had been considered as a working document for the expert consultation on principles but difficulties had been experienced with it. As a result, the Expert Consultation had considered only the principles, with an indication of their relationship to the IPPC document.

FAO requested the views of the meeting on the further steps to be employed in the production of a companion document, or any other type of publication which might go towards explaining or supporting the IPPC. There was considerable discussion about the status of any document which would aim to explain or clarify the current IPPC and in particular its legal status. Some participants had the impression that the aim was to indicate how the 1979 Revised Text of the IPPC was to be interpreted because people were unclear as to the intent of the document. If the document was to be an "agreed interpretation" of the IPPC, then it had to be adhered to by the parties of the Convention. It was recalled that the report of the Government Consultation which prepared the draft amendments to the IPPC in 1979 was still available and provides insights into the intent of the present text. The Consultation decided to take no further action on a companion document for the time being.

## 7 Irradiation as a plant quarantine treatment

Mr G. Giddings referred to the report of the Task Force Meeting of the International Consultative Group on Food Irradiation (ICGFI), held in January 1991 in Bethesda, Maryland, USA. After providing a general introduction on the use of ionizing radiation for medical and agricultural uses, specific information was provided on the different types of irradiation sources that are used in treatments. The meeting was informed that the cost of the facilities is competitive with alternative quarantine treatments against fruit flies and other pests. In connection with consumer acceptance, it was noted that trials had been conducted in 1986 in Puerto Rico using a medical electron accelerator to treat mangoes against fruit flies. Consumer acceptance in this case was favourable. However, it was also noted that a similar trial conducted in California had not had such a favourable reaction. Another possible use of radiation was to prevent sprouting of potatoes. Irradiation could be considered as one of the areas where accepted procedures have to a large extent been harmonized and this might serve as a useful model in future deliberations of the Consultation.

## 8 Future functions of the FAO Secretariat to the IPPC

FAO reported that proposals will be put forward at the next FAO Conference in November 1991 for the establishment of the IPPC Secretariat and indicated that this had been possible through rationalization of the various components within the Plant Protection Service and reallocation of funds within and outside the Service.

The representatives of the RPPOs commented on the proposals that FAO had received from several of the Organizations prior to the meeting (Annex II). NAPPO indicated that its major concern was the level of placement of the Secretariat within the FAO structure and the relationship of the RPPOs with the Secretariat. NAPPO expressed interest that the Secretariat should have some autonomy, and that within this autonomy the RPPOs should have a decision-making capacity.

APPPC indicated that its Executive Committee had recently met, that there was concern at the delay in the establishment of the Secretariat and that it would like to see equivalence of this structure with that of the Codex Alimentarius Commission and OIE. In this, APPPC was supportive of the NAPPO position.

EPPO also had a major concern in the equivalence of the status of the Secretariat, but recognized that how this was managed within FAO was an internal matter. EPPO also considered that autonomy of action ought to be provided for. A technical body, as proposed at the First Technical Consultation in 1989, was felt to be the most practical way in which governments could cooperate with the IPPC Secretariat. EPPO felt that the

Technical Consultations among RPPOs should have the function of the official technical body. However, Eppo recognized that contracting parties must be contacted for endorsement of the activities of the Secretariat.

OIRSA had discussed the role of the Secretariat and of the RPPOs and confirmed that they were supportive of the NAPPO and Eppo positions. This was also the position of JUNAC and COSAVE. Some of the Organizations felt that the cooperation among the IPPC Secretariat and the RPPOs had already been recognized in the GATT draft agreement and FAO was requested to qualify its willingness to be involved in this task. FAO responded that there had been an exchange of letters between the Director-Generals of GATT and FAO and that the Secretariat would be established after the Director-General of FAO made a funding proposal to the FAO Conference. It was agreed that the current work plan should be expanded on the assumption that the Secretariat would be created, as a programme of work had already been undertaken and the cooperation among RPPOs and FAO had resulted in a programme for the harmonization of principles.

## 9 Approval mechanism of the Codex Alimentarius Commission

Mr A.W. Randell explained the approval mechanism in the Codex Alimentarius Commission. An overview of the acceptance and approval procedure is attached as Annex III.

It was explained that detailed standards would get less attention in the future and that Codex would in particular limit itself to frontier issues such as labelling, chemicals in food, and food hygiene. It was also noted that there was no overlap with the International Organization for Standardization (ISO), with which Codex cooperated closely. Codex, through extra budgetary funded projects, provides assistance to countries for the development of laboratory facilities and legislation which allows these countries to use Codex standards. Standards may take a long time to be approved. In the case of pesticides and food additives, the procedure was much faster as they were developed through expert panels. The procedures of Codex were carefully considered in the recent Conference which it organized together with GATT. Whenever the Commission approved a standard, it would satisfy the GATT requirements. The structure of the Secretariat was explained and the funding mechanism was indicated: 75 percent of the funds came from FAO and 25 percent from WHO. However, through other mechanisms FAO added funds to the Codex operations.



## 10 Approval mechanisms to establish international recommendations, guidelines and standards concerning phytosanitary measures

The report of the Expert Consultation included suggestions on the development, approval and acceptance of international standards. EPPO was concerned that the Expert Consultation had addressed standards, but that the discussion was now concentrated on guidelines or recommendations which need to have approval but not necessarily ratification. A system could be developed by which guidelines could eventually become standards.

The meeting considered that, rather than discuss the individual mechanisms, it would be best to determine how the Consultation could be involved in the overall approval mechanism. NAPPO felt that the Consultation should make a positive input, since over 150 countries were represented by the regional organizations present. EPPO considered that this representation depended on adequate consultation within the RPPOs, since groups of governments may have different interests. The level of authority of these recommendations or guidelines depended upon the level of consultation and approval.

After considerable discussion, NAPPO was invited to prepare a proposal that took into account successive stages of consultation within an approval process.

## 11 Harmonization of pest risk assessment (PRA)

NAPPO presented a series of figures to illustrate the progress that had been made in the PRA assignment given to NAPPO at the Second Technical Consultation among RPPOs in 1990. It was indicated that a number of issues had been raised by this examination of the technique of pest risk assessment, including the need for a new definition of quarantine pests. Details were given of the joint APHIS/NAPPO workshop to be held in October 1991. The ultimate objective of this workshop was to finalize a text on PRA for submission to FAO. Specific inputs had been requested from all RPPOs and a meeting of the PRA Working Group, set up by the Second Technical Consultation, would be held immediately after the workshop.

EPPO appreciated the work done by NAPPO but felt that the half day set aside for the working group meeting would not be enough for finalization of the text. There was also concern that the issue was being considered in relation to several different aspects, whereas the mandate under the terms of reference was aimed at making a contribution towards dispute settlement. APPPC stated that the aim of the exercise was to codify PRA for quarantine services. A country should be seen to have completed a pest risk assessment only when a regulatory position is taken. Some of the terms used in the NAPPO document presented difficulty for other RPPOs and FAO, in particular the distinction between

pest risk analysis, pest risk assessment and pest risk management. Translation difficulties could be foreseen if these terms were not closely examined prior to general adoption.

APPPC felt that a useful exercise might be to work out examples at three levels: global, regional and national. NAPPO stated that the level of acceptable risk would be determined at a national level, but EPPO considered that criteria of acceptable risk should be internationally harmonized. NAPPO replied that, according to the GATT draft text, countries had to justify deviation from a harmonized level of acceptable risk.

## 12 Organization of future work and approval process

### a) General work programme

The NAPPO draft paper on the future status of Technical Consultations among RPPOs and the mechanism for approval was presented, as modified by the drafting committee (Item 10). An important issue was the identification of Regional Plant Protection Organizations, to include both those established under Article VIII of the IPPC and Article VI of the FAO Constitution to be drafted by FAO. There had been considerable deliberations on an appropriate name for this coordinating group. It was felt that to give it some status the term "international" should be included, and the term "International Committee for Phytosanitary Measures" was suggested.

The draft paper proposed a relationship of cooperation between the Committee and the IPPC Secretariat, but it was felt that the term was not strong enough. After considerable discussion it was decided to propose a joint committee including representatives of RPPOs and of the IPPC Secretariat.

There was discussion on the use of the terms "standards, guidelines, recommendations and proposals", and the FAO Legal Counsel indicated that there should be consistency in their use throughout the document. EPPO said that these terms had been specifically selected to indicate different levels of approval or consultation. The sequence would be from: "proposal to recommendation to guideline to standard".

The individual stages put forward in the document were explained and at each point there was a general discussion about the implications of these towards the GATT SPS document. It was noted that there appeared to be no mechanism by which GATT or other parties could initiate a proposal. There was also discussion as to whether initiatives for the inclusion of proposals should be limited. It was agreed to restrict initiatives to official requests by governments, GATT, RPPOs, and other inter-governmental bodies, in addition to those initiated within the Committee. It was recognized that the Committee itself would have discretionary powers to reject any submissions that it felt were not appropriate.

There was general discussion about the approval mechanism. CPPC thought that the practical aim was to develop proposals into recommendations rapidly. A recommendation could subsequently become accepted as a guideline and eventually as a standard, though this would not necessarily mean that every recommendation needed to become a guideline or standard. EPPO stressed that proposals should only be approved as recommendations after adequate consultation of the National Plant Protection Organizations of RPPOs. It was generally considered that this would be an acceptable mechanism since the terms "recommendations, guidelines and standards" corresponded to the usage of the GATT SPS text.

The FAO Legal Counsel voiced a general concern on the representation of the contracting parties in the decision-making mechanism. On the other hand, he recognized that immediate action was required to meet the need that had been identified by the GATT. He agreed that this was an effective arrangement which made best use of existing expertise. He suggested that the recommendation be presented to the FAO Conference for approval in November 1991, with the provision that this would be an arrangement for the time being which may be reviewed in due course, with FAO taking account of the experience gained.

b) Information exchange

FAO introduced the subject which had mainly resulted from the resolutions of the First Technical Consultation among the RPPOs. Individual issues concerning FAO and other Organizations' activities were discussed. In particular, the topics of data sheets, the FAO plant quarantine database and the *International Plant Quarantine Treatment Manual*, the *FAO Plant Protection Bulletin* and the plant quarantine digests were reported on. The point was made that the pest data sheets being produced by FAO covered quarantine pests that were not being dealt with by others. EPPO suggested that such documents needed to appear in a common recognizable publication. Geographical distribution data interested EPPO the most. The reactions obtained from the circulation of updated geographical distribution data in the EPPO Reporting Service showed that EPPO data was sometimes incomplete or incorrect and it was important for other Organizations to react. Indeed, RPPOs, in general, should exchange such geographical distribution data for validation.

In preparing a submission to the Conference, it was important that it contain reference to full participation of the governments and of the regions and that because of the deficiencies that have been identified in the IPPC, it may be necessary to amend the Convention in due course.

It was agreed that EPPO and NAPPO Secretariats would cooperate in the production of a revised version of the *FAO Glossary of Phytosanitary Terms* and this would be distributed to other RPPO Secretariats for comment. It was hoped that the approval mechanism which was discussed at the meeting could be adhered to, so that by the next RPPO meeting in 1992 the

revisions to the Glossary might be available for adoption as a recommendation. CPPC offered to prepare a Spanish translation of the revisions and EPPO a French translation.

c) Recommendations of the first two Technical Consultations

In the future work programme, reference was made to the meeting of the International Committee on Phytosanitary Measures (ICPM) on the assumption that this would replace the next Consultation.

- *Plant Quarantine Principles in Relation to International Trade*

It was agreed that the modified plant quarantine principles should now be examined by the RPPOs and comments submitted to FAO by November 1991. An appropriately modified version of the proposal would be referred to the ICPM for further consideration.

- *Working Group for the Harmonization of Plant Quarantine Procedures for Fruit fly Host Material*

It was noted that COSAVE would continue its responsibility as convener, and would prepare a questionnaire on plant quarantine procedures for fruit flies in June 1991, and send it out to RPPOs in August. The completed questionnaires were to be returned to COSAVE by November 1991 so that COSAVE could then prepare material for an international workshop in March 1992, at which experts from other regions would be welcome to participate. An interim report would then be presented to the ICPM.

- *Working Group on Quarantine Procedures concerning International Trade in Potatoes*

EPPO announced that it would convene a Working Group meeting in late 1991 to examine quarantine procedures for potato cyst nematodes and Colorado beetle, in relation to phytosanitary requirements. The EPPO Secretariat would send to other RPPO Secretariats material based on EPPO procedures and requirements in August 1991, and he invited other RPPOs to send equivalent material to the EPPO Secretariat before the working group meeting. The meeting would also review other quarantine pests of potato and establish a programme of further work. It would present an interim report to the ICPM in 1992.

- *Working Group on PRA*

NAPPO confirmed the arrangements for the APHIS/NAPPO Workshop in October 1991, to be followed by the Working Group meeting. A finalized text on PRA would be submitted to FAO in December 1991 for consideration by the ICPM in 1992.

- *FAO Glossary of Phytosanitary Terms*

EPPO and NAPPO Secretariats were called on to review existing proposals (from NAPPO, EPPO and the FAO Secretariat) to

revise or extend the Glossary. Proposals for revised terms should be informally circulated to RPPOs before the ICPM meeting in 1992, with a view to approving the revised or added terms at that meeting. CPPC would prepare a Spanish translation and EPPO a French one.

- *Approval Procedure*

It was noted that the recommendation on the approval process for recommendations, guidelines and standards was intended for consideration by the FAO Conference. The ICPM should in due course develop its operational procedures, with a timetable and structural relationships, to serve as a basis for its work. A proposal should be made to the ICPM meeting in 1992, after the FAO Conference in November 1991. FAO would consult with RPPOs on how this proposal will be developed before the ICPM meeting.

### 13 Recommendations

The Consultation, recalling that the FAO Conference in 1989 approved the creation of an IPPC Secretariat subject to availability of resources, and welcoming the announcement that a proposal would be made to the FAO Conference in November 1991 for the funding of the IPPC Secretariat, made the following recommendation:

1. *Status of the IPPC Secretariat*

It is recommended that the status of the IPPC Secretariat within FAO be at an organizational position such that it clearly has authority to operate at a level equivalent with its counterparts in Codex Alimentarius Commission, OIE, GATT and the RPPOs.

In order to ensure a system for the rapid development of international proposals and recommendations on phytosanitary measures, and for the possible later elaboration of these into international guidelines and standards, the Consultation made the following two recommendations:

2. *Establishment of the International Committee for Phytosanitary Measures (ICPM)*

It is recommended that a Committee composed jointly of the duly nominated representatives of Regional Plant Protection Organizations<sup>2)</sup> and those of the IPPC Secretariat, to be known as the International Committee for Phytosanitary Measures (ICPM), be responsible for the

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<sup>2</sup> including those bodies created under Article VI of the FAO Constitution

development of international proposals, recommendations, guidelines and standards, and undertake such other activities as it may decide, within the framework of the IPPC.

3. *Establishment of an approval process for international phytosanitary recommendations, guidelines and standards*

The following is recommended as an approval process for the international recommendations, guidelines and standards developed by the proposed International Committee for Phytosanitary Measures:

- a) Recommendations are approved by the Committee after appropriate consultation within the Regional Plant Protection Organizations;
- b) Guidelines are approved by the Committee after consultation of the competent Ministries of IPPC contracting parties; and
- c) Standards are approved through established FAO procedures.

The Consultation, conscious of the need for wide Governmental approval of international phytosanitary recommendations, guidelines and standards, made the following further recommendation:

4. *Extension of the membership of RPPOs and reinforcement of national plant protection organizations in developing countries*

The RPPOs, and the IPPC Secretariat, should encourage governments which do not currently adhere to an RPPO to do so without delay. They should promote the participation of developing countries in the decision-making processes of RPPOs, and should support the reinforcement of the resources of APPPC and CPCC to enable them to operate more effectively.

The Consultation, recalling the programme of activity outlined by the previous Technical Consultations, also made the following recommendation:

5. *Work Programme*

The RPPOs and FAO should undertake the joint work programme outlined in Item 12 of this report.

**14 Venue and date of next meeting**

There was considerable discussion on the benefits of holding the meetings at locations outside FAO headquarters, and of conducting them in English, French and Spanish. An offer had been received from OIRSA to host the meeting in May 1992 in San Salvador, and there was a general recommendation that this offer should be followed up by FAO, given that OIRSA was offering to supply interpreters and translators within the package.

**PLANT QUARANTINE PRINCIPLES AS RELATED TO  
INTERNATIONAL TRADE**

The primary aim in formulating the following principles is to facilitate the process of developing international standards for plant quarantine. It is envisaged that implementation of these principles will result in the reduction or elimination of the use of unjustifiable phytosanitary measures as barriers to trade.

It is recognized that, in addition to general principles, there are others that are specific to particular areas of quarantine activity. The general principles indicate the process of development of phytosanitary measures as applicable to in international commerce. These general principles should be read as a single entity and not interpreted individually. The specific principles either directly support the IPPC or are related to particular procedures within the plant quarantine system. This relationship is indicated in the tabulation.

It is expected that the principles will be subject to continuing review and should reflect changing quarantine concepts and technologies.



## ANNEX I PRINCIPLES OF PLANT QUARANTINE AS RELATED TO INTERNATIONAL TRADE.

GENERAL PRINCIPLES	RELEVANT IPPC ARTICLE(S) and SECTION(S)
<p><b>1. Sovereignty</b></p> <p>With the aim of preventing the introduction of quarantine pests into their territories, it is recognized that each country may exercise the sovereign right to utilize phytosanitary measures to regulate the entry of plants and plant products and other materials capable of harbouring plant pests.</p>	<p>Article VI 1(a)-(e) Article II (for definitions)</p>
<p><b>2. Necessity</b></p> <p>Countries shall institute restrictive measures only where such measures are made necessary by phytosanitary considerations to prevent the introduction of quarantine pests.</p>	<p>Article VI 1(a)-(d) Article VI 2(a)</p>
<p><b>3. Minimal impact</b></p> <p>Phytosanitary measures shall be consistent with the pest risk involved, and shall represent the least restrictive measures available which result in the minimum impediment to the international movement of people, commodities and conveyances.</p>	<p>Article VI 2, particularly (f)</p>

<p><b>4. Transparency</b></p> <p>Countries shall publish and disseminate phytosanitary restrictions, including, on request, the rationale for such measures.</p>	<p>Article VI 1, 2 and 4</p>
<p><b>5. Modification</b></p> <p>As conditions change, and as new facts become available, phytosanitary measures shall be modified promptly, by inclusion of restrictions necessary for their success, or by removal of requirements found to be unnecessary.</p>	<p>Article VI 1 and 2</p>
<p><b>6. Harmonization</b></p> <p>Phytosanitary measures shall be based, whenever possible, on international standards, guidelines and recommendations, developed within the framework of the IPPC.</p>	<p>Article I</p>
<p><b>7. Equivalence</b></p> <p>Countries shall recognize as being equivalent those phytosanitary measures that are not identical but which have the same effect.</p>	<p>Not specifically covered in the IPPC</p>

**8. Dispute settlement**

It is preferable that any dispute between two countries regarding phytosanitary measures be resolved at a technical bilateral level. If such a solution cannot be achieved within a reasonable period of time, further action may be undertaken by means of a multilateral settlement system.

Article IX

<p align="center"><b>SPECIFIC PRINCIPLES</b></p>	<p align="center"><b>RELEVANT IPPC ARTICLE(S) AND SECTION(S)</b></p>
<p><b>Cooperation</b></p> <p>Countries shall cooperate to prevent the spread and introduction of quarantine pests, and to promote measures for their official control.</p>	<p>Preamble</p> <p>Article I</p> <p>Article VII</p> <p>Articles VI and VIII</p> <p>Article IV (b )</p>
<p><b>Technical authority</b></p> <p>Countries shall provide one official Plant Protection Organization.</p>	<p>Article IV</p> <p>Article VI (a)</p>
<p><b>Risk analysis/assessment</b></p> <p>To determine which pests are quarantine pests and the strength of the measures to be taken against them, countries shall use pest risk analysis/assessment methods based on biological and economic evidence and, wherever possible, follow procedures developed within the framework of the IPPC.</p>	<p>Not specifically covered by the IPPC, but the activity of producing lists of quarantine pests covered in Article VI 2 and VI 1a involves this activity.</p>
<p><b>Managed risk</b></p> <p>Because some risk of the introduction of a quarantine pest always exists, countries shall agree to a policy of risk management when formulating phytosanitary measures.</p>	<p>Article V</p> <p>Article VI 2a</p> <p>Article VI 1</p>

<p><b>Pest-free areas</b></p> <p>Countries shall recognize the status of areas in which a specific pest does not occur. If required, on request, the countries in whose territories the pest-free areas lie shall demonstrate this status based, where available, on procedures developed within the framework of the IPPC.</p>	<p>Article IV 1a (i) Article IV 1b</p>
<p><b>Emergency action</b></p> <p>Countries may, in the face of a new and/or unexpected phytosanitary situation, take immediate emergency measures on the basis of a preliminary pest risk analysis/assessment. Such emergency measures shall be temporary in their application, and their validity will be subjected to a detailed pest risk analysis/assessment as soon as possible.</p>	<p>Article VI 1 (a)-(e)</p>
<p><b>Notification of non-compliance</b></p> <p>Importing countries shall inform exporting countries of any non-compliance with phytosanitary restrictions.</p>	<p>Article VI (e)</p>
<p><b>Non-discrimination</b></p> <p>Phytosanitary measures shall be applied without discrimination between countries of the same phytosanitary status, if it can be demonstrated that identical or equivalent phytosanitary measures are utilized in the management of quarantine pests or pests of concern.</p>	<p>Article VI (<u>sensu lato</u>)</p>

<p><b>Non-discrimination - extra principle added by RPPO Meeting</b></p> <p>In the case of a quarantine pest within a country, measures shall be applied without discrimination between domestic and imported consignments.</p>	
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ORGANISATION EUROPEENNE ET MEDITERRANEENNE POUR LA  
PROTECTION DES PLANTES  
EUROPEAN AND MEDITERRANEAN PLANT PROTECTION ORGANIZATION

91/3003

Position paper of the Executive Committee of EPPO  
on the IPPC secretariat

1. EPPO has previously, at the First and Second Technical Consultations among RPPOs and in the EPPO Council resolution of 1990 strongly supported the creation of the IPPC secretariat, and now reiterates that strong support.
2. EPPO considers that the IPPC secretariat should have an equivalent status with organizations such as OIE and Codex Alimentarius in order to provide for liaison, advice and expertise to assist GATT.
3. EPPO stresses that the IPPC secretariat should be adequately staffed by personnel with experience in plant quarantine and plant protection and should be headed at a sufficiently high level, bearing in mind the equivalent status mentioned in paragraph 2.
4. EPPO recalls that the IPPC involves both FAO and the RPPOs in achieving its objectives and functions in developing, guiding and harmonizing international plant protection activities.
5. EPPO considers that the work programme of the IPPC Secretariat should be developed in cooperation with the RPPOs, which, meeting annually at the Technical Consultations, will be responsible for setting policy and priorities.
6. EPPO considers that, in this way, the Technical Consultations can be developed to serve the function of the official body whose establishment was proposed by the First Technical Consultation.

Paris, 1991-05-06

**NORTH AMERICAN PLANT PROTECTION ORGANIZATION****Position Statement on the Creation of an  
International Plant Protection Convention Secretariat**

During a Technical Consultation in 1989, the Regional Plant Protection Organizations proposed to FAO that a Secretariat be formed to administer the International Plant Protection Convention. The impetus for this recommendation came from the increased interest in dealing with technical barriers to trade - specifically plant quarantines. In part, this increased attention to plant protection stems from proposals on sanitary and Phytosanitary standards developed as a result of the Uruguay Round of GATT negotiations.

The Uruguay Round has taken as a major goal the harmonization of sanitary and phytosanitary standards. The IPPC was seen as the potential source for standards in plant quarantine. The intent of the formation of a Secretariat to administer the IPPC was to provide the same mechanisms as those of the Codex Alimentarius Commission (food safety) or the International Office of Epizootics (animal health). However, while these two organizations were formed with standard setting in mind, the IPPC has continued to be an international agreement without an administrative body. The regional plant protection organizations recommended, and the 1989 FAO Conference agreed, that it was appropriate to establish an entity to administer the IPPC.

There followed a lengthy delay in the establishment of the Secretariat, though it now appears that action is being taken by FAO to do so. A new concern has now arisen: What will be the status given to the Secretariat? It appears as though FAO may submerge the Secretariat at a low level within their organization, and to the extent that the potential effectiveness of that Secretariat will be lost.

In that the IPPC Secretariat will be providing guidance and service to the plant protection services of the individual member countries, it would seem appropriate that such countries, through the regional plant protection organizations, provide input into the stature given to the Secretariat and to the terms of reference utilized in the selection of the Director of that Secretariat. The next consultation between the FAO and the Regional Plant Protection Organizations scheduled for May, 1991 would be an appropriate venue for determining the stature given to the Secretariat and for a review of the terms of reference. At that time serious consideration should be given to establishing the Secretariat at the same level of the Codex Alimentarius, or, at a minimum, The International Board of Plant Germplasm Resources (sic) - i.e., reporting to the Director-General or to an Assistant Director-General.



**ASIA AND PACIFIC PLANT PROTECTION COMMISSION****Position paper prepared by APPPC to FAO on the Structure and Organization of the Proposed IPPC Secretariat**

The recent GATT initiatives have highlighted the fact that the IPPC is unable to fulfil the role of guiding and developing international plant protection activities. The establishment of a Secretariat which is structured and resourced to accommodate this role is essential to meet the needs of national plant protection services and international trade.

Having regard for the pre-eminent role of IPPC in providing a basis for international trade in plant products, whilst safeguarding against the spread of plant pests, FAO should in its organizational structure provide to the IPPC Secretariat resources and a status comparable to OIE and the Codex Alimentarius Commission, which have the corresponding international responsibilities for animal and human health respectively.

Phytosanitary certification requirements are having an increasing impact on world trade because of changing trade patterns and quarantine procedures. The Uruguay Round of multilateral trade negotiations under the GATT has highlighted the impact and is seeking agreement to the international adoption of quarantine principles and standardised quarantine procedures including dispute settlement.

In facilitating international trade GATT is looking for assistance for such matters as pest risk assessment, equivalent treatments and uniform inspection procedures, and an IPPC Secretariat could provide this. The Secretariat could also advise on technical expertise to assist GATT in dispute settlement.

The APPPC recommends that consideration should be given to the following proposals for the Mission Statement, Functions, Organizational Structure and Work Programme for the Secretariat.

There then follows a detailed listing of the specific items mentioned<sup>(3)</sup>.

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The full list is not included in this report

### PROCEDURES OF THE FAO/WHO CODEX ALIMENTARIUS COMMISSION

The Codex Alimentarius Commission is the body established by the FAO and WHO to implement the Joint FAO/WHO Food Standards Programme, the objectives of which are to protect the health and economic interests of the consumer and to facilitate international trade in food. This work is effected by the elaboration of international standards for the quality and safety of specific food commodities, codes of hygienic and good manufacturing practice, and other recommendations of a similar nature, including maximum residue limits (MRLs) for pesticides and veterinary drugs in foods. The standards and MRLs are subsequently submitted to Governments for acceptance according to the *General Principles of the Codex Alimentarius*.

#### ELABORATION PROCEDURES:

The Commission follows a nominal 8-Step elaboration procedure - in practice the first three steps are combined.

- Step 1     The Commission decides to undertake work, based on the recommendation of one of its subsidiary Committees, in response to a request from a Member Government,<sup>(1)</sup> or as a result of a recommendation of JECFA or JMPR<sup>(1)</sup>, and in light of its work priorities criteria.
- Step 2     The Secretariat arranges for the preparation of a *proposed draft standard*.
- Step 3     The proposed draft standard is sent to Member Governments and other interested parties for comment.
- Step 4     Comments are reviewed by the Committee entrusted with the development of the standard, and the proposed draft standard is amended as necessary.
- Step 5     The proposed draft standard is submitted to the Commission with a view to adoption as a *draft standard*. Comments may be submitted by Members on the implications of the standard on their economic interests.
- Step 6     As for Step 3.
- Step 7     As for Step 4.

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<sup>1</sup> JECFA is the joint FAO/WHO Expert Committee on Food Additives; JECFA also makes recommendations on residues of Veterinary Drugs in Foods and on contaminants / JMPR means the joint FAO/WHO Meetings on Pesticide Residues

**Step 8** The draft standard is submitted to the Commission with a view to its adoption as a *Codex Standard*. The Standard is subsequently published in the *Codex Alimentarius* and is sent to Governments by the Directors-General of FAO and WHO for formal acceptance.

#### ACCEPTANCE PROCEDURES<sup>(2)</sup>:

Governments may accept standards in the following ways:

**Full Acceptance:** Means that the country concerned will ensure that a product which conforms to the standard will be permitted to be distributed freely within the territorial jurisdiction under the name and description laid down in the standard. The country will also ensure that products not complying with the standard will not be permitted to be distributed under the name and description laid down in the standard. The distribution of any sound products conforming to the standard will not be hindered by any legal or administrative provisions in the country concerned relating to health of the consumer or to other food standards matters except for considerations of human, plant or animal health which are not specifically dealt with in the standard.

**Target Acceptance:** Means that the country concerned notifies its intention to accept the standard after a stated number of years and will meanwhile not hinder within its territorial jurisdiction the free distribution of sound products conforming to the standard, with the exceptions specified above. It is proposed that this form of acceptance will be discontinued (See Footnote 2).

**Acceptance with Specified Deviations:** Means that the country concerned gives acceptance as described above, with the acceptance of deviations as specified in detail in its declaration of acceptance; it being understood that a product complying with the standard as qualified by these deviations will be permitted to be distributed freely within the territorial jurisdiction of the country concerned. The country will include in its statement of acceptance a statement of the reasons for the deviations and shall also indicate whether products fully conforming to the standard may be distributed freely within its territorial jurisdiction, and also whether it expects to be able to give full acceptance to the standard and, if so, when. This form of acceptance is being reviewed (See Footnote 2).

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<sup>2</sup>

The FAO/WHO Conference on Food Standards, Chemicals in Food, and Food Trade (Rome, March 1991) strongly recommended a number of changes in the Commission's current Acceptance Procedures for *Standards* to accommodate a new form of acceptance notifying "Free Distribution" of products conforming to the Standard

**Free Distribution:** Means that the country concerned undertakes that products conforming to the provisions of the standard may be distributed freely within its territorial jurisdiction insofar as matters covered by the Codex Standard are concerned. This form of acceptance, which currently applies to maximum limits for residues of pesticides and veterinary drugs, is proposed as a new form of acceptance (See Footnote 2).

Third Technical Consultation among Regional Plant  
Protection Organizations - Rome, 13-17 May 1991

AGENDA

- 1 Opening session
- 2 Agenda adoption
- 3 Reports from representatives of Regional Plant Organizations (RPPOs)
- 4 Trade Negotiations, current status of General Agreement on Tariffs and Trade (GATT) Sanitary and Phytosanitary draft document
- 5 Establishment of IPPC Secretariat current Work Programme:
  - a) Harmonization of Plant Quarantine Principles (Bangkok/Montevideo)
    - FAO Expert Consultation on Harmonization of Plant Quarantine Principles
    - Companion document to International Plant Protection Convention (IPPC)
  - b) Harmonization of Plant Quarantine Procedures
    - Work of Comité Regional de Sanidad Vegetal para el Cono Sur (COSAVE) on fruit flies
    - Irradiation as a plant quarantine treatment
  - c) Harmonization of Pest Risk Assessment
    - Work of North American Plant Protection Organization (NAPPO) and other RPPOs
- 6 Future Work Programme on Harmonization:
  - a) Plant Quarantine Principles
  - b) Pest Risk Assessment (PRA)
  - c) Plant Quarantine Procedures
  - d) Anticipated Programme of Work of FAO and anticipated Programme of Work of Regional Organizations

- 7 Implementation of recommendations of First and Second Technical Consultations (September 1989 and May 1990)
- 8 Information exchange, databases, etc.
  - a) Standardization of data sheets
  - b) FAO Glossary of Phytosanitary Terms
  - c) Networking of databases
- 9 Acceptance procedures for harmonized quarantine measures
- 10 Venue and date of next meeting
- 11 Any other business

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