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منظمة الأغذية  
والزراعة  
للأمم المتحدة

联合国  
粮食及  
农业组织

Food  
and  
Agriculture  
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Organisation  
des  
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pour  
l'alimentation  
et  
l'agriculture

Organización  
de las  
Naciones  
Unidas  
para la  
Agricultura  
y la  
Alimentación

## COMMISSION ON PHYTOSANITARY MEASURES

### First Session

Rome, 3 – 7 April 2006

### Strategic Plan

### Agenda Item 12.6.1 of the Provisional Agenda

1. At its seventh meeting, the SPTA reviewed in detail the Strategic Plan and made recommendations to amend it. The amended Strategic Plan contains several editorial changes and one significant modification to the associated tables. The SPTA recommended that an edited version of the Strategic Plan be presented to the CPM for adoption (see Annex 1). In addition, the IPPC Secretariat and the Bureau reviewed the position and mission statements as well as the descriptions of the strategic directions in order to align them to the entry into force of the revised text of the IPPC. It should be noted that the position and mission statements had not been amended since their adoption in 2000.

2. Two significant changes to the Strategic Plan were proposed by the SPTA. The first concerns the strategic goal on the establishment and promotion of electronic certification. This goal had originally been attributed to Strategic Direction No. 2: *Information Exchange*. SPTA believed that, although electronic certification may not be a suitable subject for an ISPM in itself, it has a high relevance to existing ISPMs (such as ISPMs No. 7 and 12) and requirements on electronic certification may actually be annexed to them. For this reason, the SPTA believed it necessary that the strategic goal on electronic certification be placed to Strategic Direction No. 1 (The development and adoption of International Standards for Phytosanitary Measures (ISPMs) and the monitoring of their implementation).

3. The second significant change to the Strategic Plan relates to modifications to Strategic Direction No 4 (The development of the phytosanitary capacity of members by promoting the provision of technical assistance). The Informal Working Group on Technical Assistance (IWG-TA) and the Informal Working Group on Phytosanitary Capacity Evaluation (IWG-PCE), which met in March 2005 in Rome, recommended changes to Strategic Direction No. 4. The SPTA suggested to incorporate some of the changes recommended by the IWG-PCE into the Strategic Plan. Other changes proposed by the IWG-PCE and changes proposed by the IWG-TA are considered in document CPM 2006/16 (agenda item 12.6.2).

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3. The SPTA also considered the financial situation of the IPPC and how this should be reflected in the Strategic Plan. As a basic criterion, the SPTA considered that the Strategic Plan of the CPM should reflect what the CPM wishes to achieve and not necessarily what could be achieved within the existing resources. For that reason, the prioritization of strategic goals was not changed to reflect a reduced work-programme for the biennium 2006/7. However, the SPTA did propose changes to some priorities in the plan to take account of financial realities.

4. Due to the entry into force of the New Revised Text of the IPPC it might be of advantage to conduct a general review of the Strategic Plan in its entirety. CPM-1 may wish to consider to undertake such a general review in 2006.

5. The CPM is invited to:

1. *Consider* and, if appropriate, *adopt* the amended Strategic Plan in Annex 1.
2. *Provide* guidance on the general review of the Strategic Plan.

## STRATEGIC PLAN

### POSITION STATEMENT<sup>1</sup>

The International Plant Protection Convention (IPPC) is an international treaty ratified in 1952, first amended in 1979, and then again in 1997. The purpose of the Convention is to secure common and effective action to prevent the spread and introduction of pests of plants and plant products.

The IPPC as amended in 1997 provides for the establishment of a Commission on Phytosanitary Measures (CPM). The amendments came into force on 2 of October 2005. As an interim measure, FAO Conference, in 1997, established the Interim Commission on Phytosanitary Measures (ICPM). With the entry into force of the amended IPPC, the ICPM was superseded by the CPM. Membership in the CPM is open to contracting parties to the IPPC. The functions of the CPM are listed in Article XI.2 of the IPPC.

The CPM has a unique formal role in the area of plant protection as the global forum for the discussion of areas of common action under the IPPC. These include in particular the establishment of International Standards for Phytosanitary Measures (ISPMs) that provide norms for safe and fair international trade that are recognized by the WTO. Although the CPM is a relatively new body, the IPPC has a wide membership and nearly fifty years history of implementation resulting in the development of significant expertise, experience and goodwill among Members. The CPM provides a means for liaison with other organizations and opportunities for interaction including possibilities for sharing resources.

Basic funding for the CPM is through FAO, which is the depository for the IPPC and provides the Secretariat with its infrastructure – including legal support. Lack of adequate resources is a limiting factor to the implementation of the work programme of the CPM and additional resources need to be sought, particularly to establish a greater number of standards on a regular basis. The consequences of these limited resources are significant when considering the requirements of the Agreement on the Application of Sanitary and Phytosanitary Measures of the World Trade Organization (WTO-SPS Agreement) for the availability of ISPMs to promote harmonization.

Further limiting factors to the implementation of the work programme include differences in development status and technological capacity of members, differing levels of participation and expectations of countries. Despite the increased importance of the IPPC due to linkage with the WTO-SPS Agreement, the IPPC is not widely known or understood. Further contributing to this are the newness of the CPM procedures.

The CPM has adopted its own rules and procedures. It has established a Standards Committee. Since the establishment of the ICPM a number of ISPMs were adopted, bringing to twenty four the total number of ISPMs adopted to date (the first ISPMs were adopted by FAO Conference prior to the formation of the ICPM). Procedures to assist with dispute settlement have been developed so the CPM may offer a complementary, technical role to other international dispute settlement systems. A subsidiary body on dispute settlement has been formed to administer the dispute settlement activities of the CPM. The CPM is continuously investigating possibilities to improve its technical assistance activities in order to raise the phytosanitary capacity of developing countries. The CPM does not have any clear role yet in the sharing of regulatory and scientific information, and has weak links with the research community. However, first steps to clarify the role of the CPM in relation to stronger links with research and educational institutions have been undertaken.

The CPM has prepared priority lists for the development of standards and has prepared a strategic plan to make clear its strategic directions and goals. These activities are updated biennially and annually, respectively. Annual timetables of meetings are endorsed by members of the CPM.

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<sup>1</sup> The position statement reflects basic changes since its first adoption in 2000, and takes into account the entry into force of the New Revised Text of the IPPC.

There are nine Regional Plant Protection Organizations (RPPOs) that have coordinating functions in their respective regions. One of their roles is to help achieve the objectives of the IPPC. Their relationship with the IPPC Secretariat and the CPM, and the opportunities for increased interaction have been clarified. Possibilities to increase contributions of these organizations to the work-programme of the CPM remain to be explored despite their disparity in numbers of members, authority, constitutions and capabilities.

The primary use of phytosanitary measures in most countries has been in the protection of agriculture, horticulture and forestry from the ingress of exotic pests and/or their spread within countries. It has, however, been recognized that IPPC principles are equally valid for the protection of wild flora and biodiversity. Explicit systems to deal with environmental issues have been developed in order to address the increasing importance of environmental issues, such as invasive alien species. The issue of invasive alien species is also addressed by the Convention on Biological Diversity (CBD), and a strong cooperation between the IPPC and the CBD is of importance to create synergic effects in the protection of plants, ecosystems and biodiversity. The role of the IPPC in relation to the protection of marine plants remains to be clarified.

The increasing volume and speed of the movement of goods and people is placing pressure on phytosanitary systems and creating greater demand for standards, while at the same time many governments are finding it difficult to meet the increasing demands for resources to implement the standards. In addition there is an increasing demand to restrict the spread of organisms that threaten biological diversity. A functioning international approach with a wide body of international and regional standards provide countries with affordable and effective means to counter threats to agriculture and biodiversity while at the same time benefiting from partaking in international trade.

The provisions of the WTO-SPS Agreement and the IPPC have put pressures on countries to establish justified import regulation in a transparent manner. The means of dealing with these pressures has not been examined by the CPM on either the political front or with effected private sector groups or environmental organizations. The process of undertaking the construction of import regulations is a matter of increasing detail, complexity and contention. In this situation, an increasing divergence between developed and developing countries will be difficult to avoid if steps are not taken urgently. Likewise, the CPM needs to ensure that all Members are fully able to implement the Convention.

International trading systems and initiatives to protect agriculture, horticulture, forestry, biodiversity and the environment in general involve the activities of a number of international governmental organizations. Cooperation between these organizations, such as the WTO-SPS, IPPC, OIE, Codex Alimentarius, CBD and IAEA, is essential to avoid overlaps or conflicting approaches and to maximize the efficient use of resources and create synergy. The ICPM/CPM has been active in promoting such cooperation. Additional efforts, however, need to be envisaged to intensify this cooperation.

## **MISSION STATEMENT**

To secure common action in protecting the world's cultivated and natural plant resources from the spread and introduction of plant pests, while minimizing interference with the international movement of goods and people. This is accomplished by providing a global forum for promoting the full implementation of the International Plant Protection Convention through the:

1. development, adoption and monitoring of the implementation of International Standards for Phytosanitary Measures;
2. exchange of information;
3. provision of dispute settlement mechanisms;
4. development of phytosanitary capacity of Members by promoting the provision of technical assistance;
5. maintenance of an effective and efficient administrative framework;
6. promotion of IPPC and cooperation with other relevant international organizations.

## STRATEGIC DIRECTIONS AND GOALS

### Strategic Direction No. 1: The development and adoption of International Standards for Phytosanitary Measures (ISPMs) and the monitoring of their implementation

Setting international phytosanitary standards is a basic and unique role identified in the IPPC, particularly given the status accorded IPPC standards as a result of the WTO-SPS Agreement. Internationally accepted phytosanitary standards form the basis for the harmonization of phytosanitary measures that protect natural and cultivated plant resources while ensuring that measures are technically justified and cause the minimum disruption to trade. An increased number of international standards is necessary to facilitate international trade as envisaged by the WTO-SPS Agreement.

Goals	Timing	Priority	Means
<b>1.1 Maintain an effective standard development, adoption and revision system using the CPM and SC</b>			
1.1.1 Increase efficiency of standard development and adoption	Ongoing	Medium	CPM, SC, Secretariat
1.1.2 Develop concept and reference standards	Ongoing	High	CPM, SC, EWGs
1.1.3 Develop specific standards where relevant concept standards are in place	Ongoing	High	CPM, SC, TPs, EWGs
1.1.4 Involve RPPO cooperation in standard setting (ISPMs)	Ongoing	Medium	CPM, Secretariat
1.1.5 Revise standards as required	Ongoing	Medium	CPM, SC, EWGs
<b>1.2 Ensure that ISPMs take into account protection of the environment</b>			
1.2.1 Monitor the process to ensure standards take into account the protection of the environment	Ongoing	High	CPM, SC, Secretariat
<b>1.3 Ensure transparency in the standard-setting process</b>			
1.3.1 Monitor information sharing systems concerning standard-setting activities and procedures	Ongoing	Medium	CPM, Secretariat
<b>1.4 Facilitate the implementation of standards</b>			
1.4.1 Establish explanatory documents corresponding to ISPMs if needed	Ongoing	Medium	Secretariat, SC
1.4.2 Establish programmes to support the implementation of standards	Ongoing	High	CPM, SC, RPPOs, SPTA
1.4.3 Encourage RPPOs to assist their members in the implementation of ISPMs, and report on implementation	Ongoing	Medium	CPM, Secretariat
1.4.4 Establish and promote the use of electronic certification	2006	High	WG, CPM

### Strategic Direction No. 2: Information exchange

This strategic direction covers members and the IPPC Secretariat's obligations to provide information as specified in the IPPC. It also includes information exchange that may be specified by the CPM or in ISPMs, including information such as pest lists, pest reports, and phytosanitary measures. Information exchange activities ensure that members communicate officially on phytosanitary regulations and other issues of phytosanitary significance, and determine the means by which the IPPC Secretariat makes them available to other members.

Goals	Timing	Priority	Means
<b>2.1 Establish procedures for information exchange</b>			
2.1.1 Promote exchange of information, especially through the use of electronic communication/internet	Ongoing	Medium	Secretariat, IPP SG
2.1.2 Develop the IPP for provision of official information by countries	Ongoing	Low	Secretariat
2.1.3 Request and enable NPPOs to fulfil their reporting obligations under the IPPC	Ongoing	High	CPM, Secretariat
2.1.4 Monitor the NPPO data on the IPP	Ongoing	High	IPP SG, Secretariat
2.1.5 Secretariat to fulfil reporting obligations and communicate administrative matters efficiently	Ongoing	Medium	IPP, Secretariat
2.1.6 Develop capacity building tools area of the IPP	Ongoing	High	Secretariat, IPP SG, programming team

### Strategic Direction No. 3: The provision of dispute settlement mechanisms

This relates to the non-binding dispute settlement provisions contained in Article XIII of the IPPC (1997). The CPM is charged with the task of developing rules and procedures for dispute settlement under the IPPC. The Convention explicitly recognizes the role of the IPPC in complementing the formal binding dispute settlement process that exists under the WTO.

Goals	Timing	Priority	Means
<b>3.1 Increase awareness of dispute settlement mechanism</b>			
3.1.1 Develop information material concerning the IPPC dispute settlement procedure	Ongoing	Medium	Subsidiary body
<b>3.2 Provide supporting information on IPPC and other dispute settlement systems</b>			
3.2.1 Establish an inventory of other dispute settlement systems	2006	Low	Subsidiary body
3.2.2 Provide rulings/precedents from dispute settlements systems with phytosanitary relevance (e.g. WTO)	Ongoing	Low	Subsidiary body

#### **Strategic Direction No. 4: The development of the phytosanitary capacity of Members to implement the IPPC by promoting the provision of technical assistance**

Article XX in the IPPC (1997) requires members to promote the provision of technical assistance especially to developing contracting parties, either bilaterally or through appropriate international organizations with the purpose of facilitating implementation of the IPPC. Adequate capacity and infrastructure for all Members are critical to accomplish the IPPC's goals.

<b>Goals</b>	<b>Timing</b>	<b>Priority</b>	<b>Means</b>
<b>4.1 Maintain methods and tools for individual countries to evaluate their phytosanitary capacity, requirements for technical assistance and progress in capacity development</b>			
4.1.1 Maintain and update Phytosanitary Capacity Evaluation (PCE)	Ongoing	High	SPTA, Secretariat
4.1.2 Produce interactive learning tools to increase awareness and knowledge of IPPC and ISPMs as an integrate component of the PCE	2008	High	Secretariat
4.1.3 Provide training for regional "resource groups" to assist with the application of the PCE tool in each region	2008	High	Secretariat
4.1.4 Enhance the PCE tool to enable storing and retrieving of information so progress can be tracked over time	2008	High	Secretariat
4.1.5 Develop a template for comments on the PCE and send to countries	2008	High	Secretariat
4.1.6 Develop a component in the PCE tool that can categorise weaknesses and activities, and automatically generate appropriate outputs identifying the nature and scope of capacity development required	2008	High	Secretariat
4.1.7 Update the PCE tool and release on CD-ROM and enable ability to download from the IPP	Ongoing	High	Secretariat
4.1.8 Promote the use of the PCE tool	Ongoing	Medium	Secretariat, Bureau
4.1.9 Identify and develop additional technical assistance tools	Ongoing	High	SPTA, Secretariat
<b>4.2 Promote technical cooperation to support the working programme of the CPM</b>			
4.2.1 Organize regional workshops on draft ISPMs	Ongoing	High	Secretariat
4.2.2 Organize workshops to improve the understanding and implementation of existing standards	Ongoing	High	Secretariat
4.2.3 Increase assistance for the establishment, revision and updating of national legislation	Ongoing	High	Secretariat
4.2.4 Provide legal advice on phytosanitary legal and associated institutional issues to the CPM	In process	High	Secretariat
4.2.5 Establish a process to identify and rank priorities for the CPM's activities in technical assistance	2006	High	Secretariat, CPM, IWG-TA
<b>4.3 Assist members to obtain technical assistance from donors</b>			
4.3.1 Provide information to help Members obtain technical assistance from donors	Ongoing	High	Secretariat
<b>4.4 Promote the improvement and development of RPPOs</b>			
4.4.1 Assist RPPOs in the establishment of information systems	Ongoing	Medium	Members, Secretariat, RPPOs
<b>4.5 Increase the participation by developing countries in IPPC activities</b>			
4.5.1 Work to ensure that funds are contributed to the Special Trust Fund to support developing country involvement	Ongoing	High	Secretariat, CPM, Bureau

### Strategic direction No. 5: The maintenance of an effective and efficient administrative framework

To function effectively, the CPM must establish organizational structures and procedures, identify funding mechanisms, and address various support and administrative functions, including internal review and evaluation mechanisms. This strategic direction is to make provision for the CPM to address its administrative issues and strategies, making continual improvement to ensure its business practices are effective and efficient.

Goals	Timing	Priority	Means
<b>5.1 Provision of an adequate budget for the IPPC</b>			
5.1.1 Establish mechanisms for increasing resources available to the IPPC	Ongoing	High	CPM, Bureau, Secretariat
5.1.2 Provide a transparent budget according to the strategic directions	Ongoing	High	Secretariat, Bureau
<b>5.2 Implement planning, reporting and review mechanisms</b>			
5.2.1 Review business plan annually	Ongoing	High	Bureau, Secretariat
5.2.2 Review strategic plan and update work programme annually	Ongoing	High	SPTA, CPM
5.2.3 Report on activities of the Secretariat, including reporting by Secretariat on the implementation of the strategic plan	Ongoing	High	Secretariat

### Strategic Direction No. 6: Promotion of IPPC and cooperation with relevant international organizations

This strategic direction recognizes the need to communicate IPPC issues, obligations, processes and interests to all concerned, including other bodies with similar or overlapping interests, and to encourage RPPOs to promote regionally the implementation of the IPPC.

Goals	Timing	Priority	Means
<b>6.1 Promote the IPPC</b>			
6.1.1 Encourage non-contracting parties to adopt the IPPC	Ongoing	Medium	Members, Secretariat, Bureau, FAO regional and national officers
6.1.2 Communicate IPPC issues, obligations, processes and interests to all concerned, including other bodies with similar or overlapping interests	Ongoing	High	Secretariat
6.1.3 Encourage RPPOs to promote regionally the implementation of the IPPC	Ongoing	High	Secretariat
<b>6.2 Strengthen cooperation with other international organizations</b>			
6.2.1 Establish relations, identify areas of common interest and, where appropriate, develop coordinated activities and joint programmes with other relevant organizations	Ongoing	Medium	Secretariat, Bureau
6.2.2 Strengthen cooperation and coordination with relevant organizations on technical assistance	Ongoing	Medium	CPM, Secretariat, Bureau
<b>6.3 Strengthen the scientific basis of the work of the IPPC</b>			
6.3.1 Develop a policy for linkages with research and education institutions (preliminary)	2006	Medium	EWG, Secretariat
6.3.2 Promote the need for sufficient research and development to sustain the work of the IPPC	Ongoing	Medium	EWG, Secretariat

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**List of acronyms and abbreviations**

CBD	=	Convention on Biological Diversity
CP	=	Contracting party [to the IPPC]
CPM	=	Commission on Phytosanitary Measures
EWG	=	Expert Working Group
FAO	=	Food and Agriculture Organization of the United Nations
IAEA	=	International Atomic Energy Agency
IPP	=	International Phytosanitary Portal
IPP SG	=	International Phytosanitary Portal Support Group
IPPC	=	International Plant Protection Convention
ISPM	=	International Standard for Phytosanitary Measures
IWG-TA	=	Informal Working Group on Technical Assistance
NPPO	=	National Plant Protection Organization
OIE	=	World Organisation for Animal Health
PCE	=	Phytosanitary Capacity Evaluation
RPPO	=	Regional Plant Protection Organization
SC	=	Standards Committee
SPS	=	Agreement on the Application of Sanitary and Phytosanitary Measures of the World Trade Organization
SPTA	=	Informal Working Group on Strategic Planning and Technical Assistance
TA	=	Technical Assistance
TC	=	Technical Consultation
TCP	=	Technical Cooperation Programme
TP	=	Technical Panel
WG	=	Working Group
WTO	=	World Trade Organization