

REPORT

Rome,
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2002

Fourth Interim Commission on Phytosanitary Measures



Food and Agriculture Organization of the United Nations

**REPORT OF THE
FOURTH INTERIM COMMISSION ON PHYTOSANITARY MEASURES**

Rome, 11-15 March 2002

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FOURTH INTERIM COMMISSION ON PHYTOSANITARY MEASURES

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REPORT

1. OPENING OF THE SESSION

1. The Chairperson, Ing. Felipe Canale (Uruguay) opened the meeting by welcoming the delegates. The Secretary of the International Plant Protection Convention (IPPC), Mr Niek Van der Graaff, gave an opening statement. He briefly reviewed the past 50 years of the IPPC's existence and noted that although the principles had not changed, capacity for implementation, activities and cooperation had changed significantly. It was noted that considerable work was done over the past 10 years. Over the past year there have been significant contributions by Members allowing for expansion of the work programme on pertinent issues. FAO has identified additional resources that will be made available over the next two years that will be specifically allocated to technical assistance. This will be a non-renewable source of funds. Recent years have also seen closer cooperation with Food Safety and Animal Health sectors in developing areas of common interest. Mr Van der Graaff also noted this year would see the introduction of the Standards Committee (SC) and thanked past members of the Interim Standards Committee (ISC) and Committee of Experts Phytosanitary on Measures (CEPM) for their valuable and hard work.

2. The Chairperson introduced Mr Kari Bergholm (Finland), retired Ambassador and first Chairperson of the Committee on the Application of Sanitary and Phytosanitary Measures (SPS Committee) of the World Trade Organization (WTO), who played an important role in the revision of the IPPC. Mr Bergholm gave a presentation on the process leading to the revision of the IPPC. The Uruguay Round of negotiations of the General Agreement on Tariffs and Trade (GATT), and subsequent development in the World Trade Organization (WTO), provided the forum to develop a framework to ensure unjustified trade barriers were eliminated. However, the framework should provide the right for governments to impose those trade barriers that are necessary, e.g. the protection of plant life and health. The IPPC was the technical instrument on which the WTO depended to provide such an international framework, and especially for the preparation of international standards in the field of plant protection. The revision process ensured that the scope of the WTO Agreement on the Application of Sanitary and Phytosanitary Measures (SPS Agreement) and the IPPC were similar, regulated non-quarantine pests were covered, a Secretariat to the Convention for the implementation of the work programme was established, allowance was made for dispute settlement and a standard setting mechanism was established. Mr Bergholm noted that the role of the Regional Plant Protection Organizations (RPPOs) was also changed to a role of coordination and facilitating the implementation of the IPPC.

3. The current Chairperson of the WTO-SPS Committee, Mr William Ehlers (Uruguay) noted in his presentation the important occasion of the 50th anniversary of the IPPC. He emphasized how the IPPC played a major role in international trade, but that this was often underestimated. The relationship between the WTO and the IPPC is important, as is the relationship between Codex Alimentarius, OIE, and the IPPC. The SPS Committee provided a forum for countries to discuss sanitary and phytosanitary issues, and it was encouraging to see that developing countries were increasingly participating in this process. Significant progress on equivalence was made in the SPS Committee, and it was hoped that this concept would be further elaborated by the ICPM. The involvement of the IPPC would be necessary to help the SPS Committee address new areas of phytosanitary measures, e.g. invasive species, genetically modified organisms (GMOs), and disease-free recognition. Mr Ehlers encouraged the ICPM to find ways to interact and cooperate with the CBD on relevant issues of common interest. Developing countries had an intrinsic and structural deficiency dealing with international agreements, and often lacked a basic understanding of the role they play in

international trade. It was also important that developing countries play a more active role in international agencies. Technical assistance was essential for developing countries, in order to assist them to meet their international obligations and make effective use of the benefits from international agreements. National capacity could be increased through the development of national teams involving all relevant national ministries.

2. ADOPTION OF THE AGENDA

4. The agenda was adopted with the addition of points on CBD/IPPC cooperation (Item 4.4), the IPPC Secretariat budget (Item 4.5), and the establishment of procedures for identifying priorities (Item 6.3). (see Appendix I¹)

5. The ICPM noted the submission of the paper on competence of the European Community and its Member states.

3. REPORT OF THE CHAIRPERSON

6. The Chairperson presented his report based on the experiences gained through the implementation of the ICPM Phytosanitary Capacity Evaluation (PCE) in more than 20 developing countries. This self-diagnostic tool provided a valuable basis for countries to develop a strategic plan, a national action plan, and to prioritize needs for technical assistance.

7. Results indicated that technical assistance to developing countries first needed to focus on the development of a legislative framework, a sustainable institutional capacity, and a regulatory framework. Once this framework had been established, it would be possible to deal with the implementation of operational and management procedures, the improvement in international and regional participation, training and improvement of technical skills, and improvement of infrastructure and equipment. Past and present technical assistance was often focused on the last points rather than dealing with those that would provide sustainable capacity first. Members would need to consider this when providing technical assistance on phytosanitary measures.

8. The Chairperson noted that Members of developing countries found it increasingly difficult to meet international obligations, because traditional technical assistance programmes were not the most adequate tool for resolving or reducing the difficulties of developing countries. The combined effect of the special difficulties to implement the generic ISPMs and the lack of specific ISPMs under the IPPC seems to have provoked a domino effect on certain developing countries, with the final result being a reduction in their ability to compete globally. Technical assistance to developing countries needs to be well structured, sustainable and focused.

9. The ICPM was encouraged to develop more specific international standards on phytosanitary measures (ISPMs), i.e. pest or commodity based. In addition, it was noted that mechanisms need to be developed to include expertise from universities and national research organizations to increase capacity in developing countries.

10. The Chairperson noted the urgent need for additional resources to assist developing countries to increase phytosanitary capacity. In this regard, there is also an urgent need for dynamic follow-up to capacity building programmes and the implementation of the IPPC.

11. The Chairperson noted the importance of continually upgrading the PCE to align it with the new ISPMs, and link it to the ICPM's strategic plan, as well as the developing of additional technical assistance tools by the ICPM.

¹ ICPM 02/1 Rev. 1

4. REPORT OF THE SECRETARIAT

12. Members recommended that a roster of experts for dispute settlement should be established by the Secretariat in 2002.

4.1 Standard Setting

13. The Secretariat summarized the standard-setting activities undertaken since the last meeting of the ICPM. It was noted that five working groups were convened and the Third and Fourth Meetings of the Interim Standards Committee (ISC) were held, which resulted in the approval of four draft standards, draft specifications on living modified organisms (LMO), and amendments to the *Glossary of phytosanitary terms*. In addition, two regional technical consultations on draft ISPMs were held, one in Cairo and another in Bangkok.

14. The Secretariat reported that the Third Meeting of the ISC also approved the first seven specifications for standards and recommendations for the completion of the standard on import regulatory systems. The Secretariat summarized the status of ISPMs currently under development.

15. One Member requested that the schedule of Working Group (WG) meetings, location and reports of such meetings should be available to all Members.

16. Several Members expressed their appreciation for the progress made in standard setting and expressed gratitude to countries that provided assistance and resources to the work programme.

4.2 Information Exchange and the International Phytosanitary Portal

17. The Secretariat reported on the information exchange work programme. It reported on the positive response from Member countries regarding the brochure *Guide to the International Plant Protection Convention*, and the Secretariat's initiative to have the document updated and translated into other languages.

18. The Secretariat summarized the status of official contact points and information exchange obligations of the Convention. It reported that the International Phytosanitary Portal (IPP) adopted at the Third Session of the ICPM was expected to replace the IPPC website but that lack of availability of programming expertise within FAO had delayed the process. The programming of the IPP would take place in the next few months. The Secretariat indicated significant improvements offered by the IPP and provisions to facilitate access to IPPC information.

19. Certain Members of the ICPM noted their willingness to accept communications in electronic format and urged that the IPP be made fully functional soon. Certain Members also expressed interest in participating in the Support Group for the IPP. China indicated its willingness to provide Chinese translation services where necessary for greater accuracy. Uruguay, Argentina, Chile, and Spain indicated that they were willing to support NAPPO in providing assistance in Spanish translations.

20. The Secretariat noted that as soon as the IPP is fully operational, a CD-ROM of the IPP would be produced and distributed to Official Contact Points. It noted that links to information in the IPP would not be operational unless the user had Internet access.

21. In response to a query, the Secretariat noted that initial development of the IPP would be focused on official information only as required by the Convention. Unofficial information could be added later once the ICPM decided it was appropriate.

22. The Secretariat noted that the Support Group to the IPP had not been activated last year, as development had been delayed significantly. However, now that IPP development had been initiated, this Support Group would be activated in the near future.

23. The ICPM:

1. Expressed its gratitude to NAPPO and EPPO for their assistance with translation;
2. Recommended a comprehensive review of the ISPMs in Spanish with the aim of proposing modifications for consistency and to correct errors;
3. Urged Members to assist the Secretariat wherever possible with the translation of the official documents;
4. Encouraged Members to provide and update official contact points; and
5. Reminded Members that official contact points have responsibility for the dissemination of information in their countries.

4.3 Technical Assistance and Cooperation

24. The Secretariat outlined the programme of technical assistance. The Secretariat discussed the coordinating role of the ICPM in technical assistance as agreed at its Third Session², the adoption of the PCE as a mechanism to assist countries to evaluate their phytosanitary capacity, and ongoing efforts for further development and maintenance of the phytosanitary capacity evaluation (PCE) by FAO.

25. The Secretariat summarized the status of technical assistance activities under the FAO Technical Cooperation Programme as well as FAO's Regional Programmes for Food Security. Regional workshops that had been convened to build phytosanitary capacity were noted. Direct technical assistance was provided by the Secretariat in response to specific requests and needs. Examples of this assistance were workshops on pest risk analysis (PRA) and the SPS Agreement in Namibia, South Africa and Bhutan. In addition, there was a workshop for potential phytosanitary consultants from the African region on ISPMs, contemporary phytosanitary practices, and application of the PCE in developing countries and a workshop to modernize and harmonize phytosanitary legislation in the Arab Gulf Council Countries (GCC).

26. The Secretariat pointed to the problem of identifying suitable consultants to support the technical assistance programme. In particular, it raised concerns about the delay in the implementation of a regional project for the harmonization in South East Asia regarding South American Leaf Blight (SALB) of rubber. The importance of completing the PRA on SALB was stressed. The Secretariat reported that NAPPO and EPPO were assisting the Secretariat to identify and recruit a suitable PRA consultant, but that efforts have been unsuccessful so far. The Asia and Pacific Plant Protection Organization (APPPC) supported the appeal for assistance.

27. The ICPM noted that one staff member of the Secretariat devoted their time principally to technical cooperation programme associated with FAO.

28. Nigeria expressed interest in participating in any future regional workshops for potential phytosanitary consultants.

29. The WTO expressed its appreciation to the IPPC for its close cooperation with the WTO on technical assistance initiatives and mentioned the Joint Doha statement made by the WTO, FAO, the World Health Organization (WHO), the Office International des Epizooties (OIE), and the World Bank (WB).

4.4 CBD–IPPC Cooperation

² Report of the Third Session of the ICPM, Appendix XVI, paragraphs 6 and 7

30. The Secretariat reported on the continuing cooperation between the IPPC and the Convention on Biological Diversity (CBD) to strengthen the work of the ICPM, and its coordination with the work of the CBD and the Cartagena Protocol on Biosafety, as regards the relationship of the IPPC to LMOs, biosafety and invasive species. It reported the formulation of draft specifications for a standard on the plant pest risks associated with LMOs/products of modern biotechnology.

31. The Secretariat listed meetings at which it was represented. It reported on a draft Memorandum of Understanding (MoU) between the Secretariat of the IPPC and the CBD Secretariat, which recognized the complementary and partly overlapping objectives of both Conventions, called for strengthened cooperation, and identified areas for collaboration. The development of a MoU, and its content, was widely supported by the ICPM.

32. Chile referred to a draft document that it had prepared on risk analysis regarding LMOs with the support of certain South American countries. Chile suggested that the document could be used as the basis for further discussion and possible development of an ISPM. This document was available only in Spanish but Chile noted that an English translation was in preparation. The possible use of this document was supported by some Members.

33. The CBD Secretariat thanked the ICPM, and the IPPC Secretariat, for continuing efforts at promoting cooperation and liaison between the IPPC and the CBD. Many of the issues of mutual interest would be discussed at the 6th Conferences of the Parties to the CBD (7-19 April 2002, in The Hague), and subsequent 3rd meeting of the Intergovernmental Committee for the Cartagena Protocol on Biosafety to the CBD (ICCP) (22-26 April 2002, in The Hague). The CBD Secretariat also indicated that it looked forward to inputs from ICPM on relevant issues at these two meetings.

34. On the issue of documentation for the transport and handling of LMO products (Article 18.2 of the Cartagena Protocol), the Secretariat reported on efforts to review documentation procedures and raised the possibility of modification of the phytosanitary certificate or the use of attachments to the certificate with respect to LMO certification. The CBD Secretariat and the Representative for the Bureau for the ICCP noted that it would be appropriate for the ICPM to provide inputs to ICCP-3 on this issue.

35. The CBD Secretariat informed the ICPM that the Bureau of the ICCP had nominated two experts to will participate in the relevant ICPM standard drafting processes.

36. The CBD Secretariat informed the ICPM of the pilot phase of the Biosafety Clearinghouse (BCH) designed to ensure interoperability with other related databases and websites, such as the IPP.

37. The WTO thanked the ICPM for its ongoing work with the CBD and looked forward to developments regarding risk analysis for LMOs.

38. The ICPM:

1. Endorsed the initiative of the Secretariat to establish a Memorandum of Understanding between the CBD and the IPPC; and
2. Considered the importance of formulating guidance for Members on the relationship of phytosanitary certification to the documentation issues arising from Article 18.2 of the Biosafety Protocol and agreed to develop Terms of Reference (TOR) for a WG on this issue.

4.5 Budget

39. The Secretariat indicated that FAO provides funding for the IPPC Secretariat from its Regular Programme budget and expenses borne by the Organization were determined and paid within the limits of the relevant item of the budget of the Organization, as approved by the FAO Conference. The Secretariat presented an overview of the objects of expenditure in 2000-2001, the staffing of the

Secretariat during that period, and the non-staff expenditure as it relates to outputs during the biennium.

40. The Secretariat indicated that the budget for 2002/2003 would remain practically the same as that for 2001 and that this would have an impact on its activities - the number of working groups, meetings, and liaison and collaboration with plant protection organizations. It meant there would be low allocations to the Standards Committee, and inadequate provision for manuals and capacity building.

41. The EU on behalf of its member states suggested that, in future, any budget report should have more details on expenditure. Further transparency would allow comparison between past and present expenditures, details regarding staff time allocation, and an indication of what form of technical support will be given to the Technical Cooperation Programme. The EU also indicated that the budget should be prepared in standardized format to allow for analysis by the ICPM and that the informal working group on strategic planning should develop a format of income and expenditure.

42. The Secretariat requested the EU and other concerned members to clearly indicate to the Secretariat the elements for which greater detail was required so that the request/concern could be properly addressed.

43. The ICPM:

1. Noted the budget and staffing of the Secretariat in relation to the work programme; and
2. Noted the estimated budget for 2002 in relation to the projected work programme and considering proposals for the work programme under Agenda Item 6.3.

5. ADOPTION OF INTERNATIONAL STANDARDS

44. The Secretariat introduced the six documents for consideration by the ICPM, which consisted of four new standards, the amendments to the Glossary of phytosanitary terms, and Specifications for Standards on Living Modified Organisms (LMOs). A working group was established to consider the standards.

5.1 Amendments to the Glossary of Phytosanitary Terms

45. There were few amendments to the *Glossary of phytosanitary terms*. The meeting agreed to accept new terms as adopted in standards without listing them in this document.

46. The ICPM:

1. Adopted the Amendments to the *Glossary of phytosanitary terms* provided in Appendix II³.

5.2 The Use of Integrated Measures in a Systems Approach for Pest Risk Management

47. The Secretariat introduced this standard as the first in which a risk management process was described, which set a precedent for such standards. The Secretariat stated that it was developing an explanatory text as an operational guide to facilitate the application of this standard.

48. Much discussion centered on the responsibilities of the importing country in terms of the application of phytosanitary measures in the context of systems approaches, the relationship with the appropriate level of phytosanitary protection regarding systems approaches and linkage to the appropriate pest risk analysis standards.

³ ICPM 02/9 Annex I

49. The ICPM:
1. Adopted the standard, *The use of integrated measures in a systems approach for pest risk management*, based on the recommendation of the working group. (Appendix III⁴)

5.3 Guidelines for Regulating Wood Packaging Material in International Trade

50. The IPPC Secretariat introduced the standard on wood packaging and alluded to the high priority given to it during the Third Session of the ICPM. The Secretariat pointed out the wide ranging implications as the standard dealt with the shipping of any commodity for which wood packaging is required.

51. Much discussion centered on the measures proposed in the standard, and there was general consensus that measures should be risk-based with appropriate scientific justification. The ICPM agreed on the need for the annex to the standard to be under continual review to reflect current scientific knowledge. There were differences in opinion as to whether or not the treatment “debarking” was technically justified. The ICPM agreed that the statement on debarking would be removed from the approved measures, but this could be required by importing countries if technically justified. In addition, it was clarified that countries should consider other arrangements, including the use of pest free areas, if appropriate. Two members expressed concern on the efficacy of methyl bromide in relation to pinewood nematodes. It was agreed that this would be reviewed at the next session.

52. The ICPM recognized that methyl bromide is listed in the Montreal Protocol. The working group discussed the need to make a statement in the standard concerning the use of methyl bromide and obligations under the Montreal Protocol. However, the Commission considered it would be more appropriate for it to develop a policy on the use of methyl bromide before such statement could be considered for inclusion in the standard. (Methyl bromide was also discussed under agenda item 9)

53. Based on the fact that new data is available and more data is expected to become available soon, further analyses need to be carried out during the coming year.

54. The ICPM:
1. Adopted the standard, *Guidelines for wood packaging material in international trade* with the condition that the technical data on treatment be reviewed during the year and reconsidered at the fifth session of the ICPM. (Appendix IV⁵)

5.4 Pest Reporting

55. Members cited editorial comments to be addressed in the document and expressed concern that the definition of *outbreak* was not in line with the text in paragraph 5.2 of the document.

56. Regarding the definition of *outbreak*, it was decided to use the existing definition as appears in the *Glossary of phytosanitary terms* pending review by the Glossary Group.

57. The ICPM:
1. Adopted the standard, *Pest reporting* based on the recommendation of the working group. (Appendix VI⁶)

⁴ ICPM 02/9 Annex II

⁵ ICPM 02/9 Annex III

⁶ ICPM 02/9 Annex IV

5.5 Regulated Non-Quarantine Pests: Concept and Application

58. The standard on regulated non-quarantine pests generated much discussion and comments from Members. Substantive issues included a review of section 3.2 (non-regulated pests) of the text to determine whether or not it was factually correct or should be deleted, as well as amendments to section 4.4 particularly relating to indirect losses. The working group reached consensus on all issues.

59. The ICPM:

1. Adopted the standard, *Regulated non-quarantine pests: concept and application*. (Appendix V⁷)

60. On the adoption of the standard, the delegate from Japan expressed his country's concern on the standard because it considered the discussion on the concept of regulated non-quarantine pests premature, but did not block consensus.

5.6 Specification for Standard on Living Modified Organisms

61. It was noted by the Secretariat that this specification is consistent with the information and format used for specifications for other standards. Some Members supported a proposal to include experts from the Cartagena Protocol in an expert working group. Members called for subsequent development of training manuals by the informal working group on strategic planning and technical assistance. It was agreed to the suggestion by the EC that this specification would be a supplement to ISPM 11, rather than a stand-alone standard. Other Members did not object to the suggestion, but noted that this should be reconsidered when the standard is developed. Japan stated that the standards on LMOs in the IPPC should be examined with concern to their potential risks as plant pests.

62. The ICPM:

1. Adopted the specification for the standard on living modified organisms. (Appendix VII⁸)

6. ITEMS ARISING FROM THE THIRD SESSION OF THE ICPM

6.1 Establishment of the Standards Committee

63. The FAO regional groups of ICPM Members nominated members to the Standards Committee (SC) of the ICPM. The ICPM confirmed members of the Standards Committee as provided in Appendix VIII.

64. The ICPM agreed to the Secretariat's proposal to consider that the establishment of the Standards Committee (SC) required transitional arrangements over the next year that meant deviations from the agreed rule of procedure. Included in this proposal was the understanding that the SC would report back to the ICPM-5 regarding its working arrangements and recommendations for any changes in the rules of procedure.

6.2 Establishment of the Subsidiary Body on Dispute Settlement

65. The FAO regional groups of ICPM Members nominated members to the Dispute Settlement Subsidiary Body. The ICPM confirmed members of the Subsidiary Body on Dispute Settlement as provided in Appendix IX.

⁷ ICPM 02/9 Annex V

⁸ ICPM 02/9 Annex VI

6.3 Strategic Planning and Technical Assistance

66. The Chairperson of the Informal Working Group on Strategic Planning and Technical Assistance (SPTA) reported on the activities of the SPTA and highlighted modification and additions to the ICPM strategic plan (Appendix X⁹). This included the need for specific standards and monitoring of implementation of the IPPC.

67. The ICPM agreed with the conclusion of the existing proposed ISPM on Surveillance of citrus canker. However, this work should be considered a component of a future ISPM on integrated measures in a systems approach for management of this pest.

Amendments to the Strategic Plan

68. A number of Members expressed concern that five new standards per year were anticipated. They noted that this should be viewed as the maximum, and that an increase in the number of new standards per annum should not impact upon the quality of these documents and associated technical discussions during their development. Other Members believed no maximum should be indicated in the strategic plan.

69. The observer from the WTO noted the obligations of WTO Members in following standards and encouraged Members to develop the maximum number of standards possible and also ensure this standard development is supported by the necessary capacity building programme. The WTO commented that the World Bank might be increasing its interest in standard-setting organizations.

70. A Member noted that the development within the ICPM work programme relating to the environment and biosafety should be undertaken within the scope of the IPPC and phytosanitary measures allowed to be implemented in a flexible manner and take into account the relevant provisions of the CBD.

71. A number of Members indicated that closer links between the ICPM and research and educational institutions could be established.

72. The ICPM:

1. Agreed that no changes be made in the mission statement or the titles of the strategic directions;
2. Agreed that the strategic directions be reviewed by an editing team for clarity, editing, and detail to improve understanding. The review should rephrase the actions as outputs rather than actions and provide some performance measurements;
3. Agreed that the Secretariat should prepare a financial analysis as regards resources devoted to strategic directions for purposes of preparing and updating a business plan and to facilitate future discussions on strategic planning (c.f. Goal 5.6);
4. Agreed that the SPTA would examine the meaning of transparency in the context of the budget of the IPPC and the need for procedures for planning, reviewing and the evaluation of budget procedures;
5. Recommended that the SPTA develop a plan of action for linkages with research and educational institutions for consideration at the Fifth Session of the ICPM;
6. Agreed that the SPTA would discuss and develop a programme to assist members in obtaining greater funding for the IPPC from the FAO Regular Programme;
7. Agreed that the SPTA develop guidelines on the composition, and organization of expert WG meetings in the ICPM framework; and
8. Amended the strategic plan according to Appendix X.

⁹ ICPM 02/12 Annex I

ICPM Capacity (Resources)

73. The Chairperson of the SPTA noted the increased need for resources (financial and personnel) for the Secretariat to implement the work programme as planned by the ICPM and SPTA. In addition, it was noted that additional resources are needed for capacity building, the IPP, and additional standard setting and dispute settlement meetings. A number of Members emphasized the need to allocate additional resources from FAO's regular programme to the IPPC Secretariat's regular programme. It was noted that this process would be slow and the current budget had already been finalized through the end of 2003. Such FAO biennial budget changes needed to be approved by the FAO Conference as part of the biennial approval of the programme of work and budget. Additional resources in the shorter term are urgently required as no additional work could be undertaken with existing staff resources.

74. Some Members noted that additional temporary staff from Members countries could be allocated to work with the Secretariat for specific periods of time. The Secretary noted that this has already taken place through the generosity of the USA, Australia, and New Zealand, and that additional assistance of this nature would be welcome.

75. The ICPM:

1. Adopted a work programme for the ICPM that:
 - targets 4-5 standards per year
 - provides basic support to the information exchange programme (International Phytosanitary Portal - IPP)
 - supports technical assistance initiatives (the development and use of the PCE); and
2. Urged countries to volunteer to commit professional officers to assist with the work programme (e.g. Associate Professional Officers).

Establishment of Trust Funds

76. Members considered the establishment of an ICPM general trust fund with voluntary assessed contributions. Some Members suggested that contributions to this fund could be considered obligatory or even new obligations. It was noted that the IPPC (1997) was adopted with the understanding that there were no new obligations. The ICPM did not support the establishment of such funding arrangements. Several Members suggested that any Member contributions to trust funds should be undertaken on a bilateral basis between the Member country and FAO.

77. The Secretariat noted trust funds could be established in FAO at the discretion of the Director General. This would enable *ad hoc* financial contributions to facilitate the work programme of the ICPM on a bilateral basis.

78. Some Members noted the urgent need to make additional resources available to the Secretariat to implement the ICPM work programme. It was suggested that the Secretariat examine the re-allocation of existing regular funds to see if efficiency could be improved.

79. Members also suggested that funding of core activities of the ICPM might be possible from other donor agencies. The Secretary noted that this was unlikely as such funds are likely to be allocated to capacity building at a national level. The observer from the WTO noted that significant additional resources had recently been made available for capacity building, part of which will be in the area of phytosanitary measures. However, such funding is unlikely to be available for the core functions of the Secretariat, because it is most likely to be used for national and regional capacity building.

80. Members also discussed the establishment of a specific trust fund with voluntary contributions that would in particular provide for attendance of developing country Members at meetings and other

issues related with capacity building. Some Members supported the establishment of such a trust fund. Other Members expressed caution and wished an analysis be provided by the SPTA before such a trust fund is established.

81. The ICPM:

1. Recommended that the long-term objective for FAO should be to provide adequate resources to provide for core activities;
2. Urged Members to initiate and promote efforts to increase core funding by FAO;
3. Recommended that core resources should provide for four to five concept standards per year (or their equivalent in specific standards), together with an information system that meets the obligations under the IPPC and basic support for technical assistance;
4. Recognized the need for additional implementation costs that would include the organization of regional workshops on draft ISPMs, the preparation of guidance material and further development of the PCE;
5. Welcomed the formation of an interagency working group among FAO, the World Bank, WHO, WTO, and OIE which would primarily be devoted to national capacity building and requested that the ICPM be informed of its progress;
6. Noted that the ICPM technical assistance programme can lay the foundation for and provide technical support to an interagency capacity building programme;
7. Emphasized the requirements for increased participation of developing countries in the work of the standard-setting organizations;
8. Recognized that funds from the regular programme of FAO provided to the IPPC seem at present not sufficient to produce the desired number of standards, to maintain the information exchange programme and to provide support to technical assistance;
9. Recommended that a special trust fund, to accommodate voluntary contributions for technical assistance be considered, subject to an analysis by the SPTA of the benefits and drawbacks of such a fund and full consideration of other funding options. For example:
 - facilitating attendance of developing country Members at meetings
 - a training programme and Internet access for information exchange
 - regional workshops on draft standards and implementing standards
 - development of guidance for countries to use in the evaluation of institutional and regulatory aspects of national systems
 - encouraging individual Members to utilize PCE and formulate national plans, and
 - provide for participation of developing countries in standard setting.

Directed Financial Assistance for Standard Setting

82. The meeting considered the document on directed financial assistance for standard setting, including the provisions for external resources for standard setting and sponsorship of standards.

83. The ICPM:

- 1. Adopted the rules for directed financial assistance for standard setting proposed by the Informal Working Group (Appendix XI¹⁰);
- 2. Amended the criteria for the establishment of priorities for standard setting as noted in the Report of the First Session of the ICPM (Paragraph 13) by removing the last criterion: "availability of external resources to support preparation of a standard".

Technical Assistance

84. The Secretariat reviewed the activities of the last twelve months as well as discussed the results of the phytosanitary capacity evaluation (PCE).

¹⁰ ICPM 02/15

85. The ICPM:
1. Endorsed the use of the Informal Working Group on Strategic Planning and Technical Assistance (SPTA) as the ad hoc Working Group on Technical Assistance recognizing the need for certain aspects of technical assistance to be handled by experts;
 2. Endorsed the updating of the PCE to take into account the new standards and the addition of other analysis components;
 3. Endorsed the preparation of the PCE in other FAO languages after the English language version is updated;
 4. Recommended the creation of a CD-ROM with the PCE and other phytosanitary information of a general nature that is relevant to the ICPM, and to develop guidelines to assist countries in the use of the PCE;
 5. Recommended the addition of a format within the PCE to assist countries to identify donors of technical assistance;
 6. Recommended the development of a team of expert facilitators to assist countries in their use of PCE; and
 7. Recommended establishing a roster of experts.

Programme of Work

86. The ICPM considered the programme of work as provided in ICPM 02/17. It added Guidelines for equivalence to Strategic Direction 1.

87. The ICPM:
1. Adopted the programme of work as provided in Appendix XII¹¹;
 2. Agreed that work on the efficacy of measures would precede the development of guidelines for equivalence.

Provisional Calendar and Establishment of Procedures for Identifying Topics and Priorities for Standards

88. The ICPM reviewed the provisional calendar. It determined the four priorities for a working group meeting funded by the regular programme budget. The provisional calendar is attached as Appendix XIII¹².

89. Members noted that when considering topics and priorities for standard setting, standards already under development also need to be considered.

90. The ICPM:
1. Recommended the Secretariat implement the work programme based to the extent possible on the provisional calendar;
 2. Adopted the Establishment of Procedures for Identifying Topics and Priorities for Standards (Appendix XIV¹³); and
 3. Urged Members to express their interest in participating or assisting in work programme activities.

7. WORK PROGRAMME FOR HARMONIZATION

¹¹ ICPM 02/17

¹² ICPM 02/18

¹³ ICPM 02/19

7.1 Topics and Priorities for Standards

91. The Secretariat introduced the paper on topics and priorities for standards. Members encouraged the ICPM to finish work currently under development before beginning work on new standards. The ICPM discussed the topics previously identified for the work programme and decided that it was necessary first to cover efficacy of phytosanitary measures before the development of the standard on equivalence. It was agreed that four priorities would be added to the work programme and reflected in the provisional calendar.

8. STATUS OF THE INTERNATIONAL PLANT PROTECTION CONVENTION (IPPC)

8.1 Acceptance of the International Plant Protection Convention

92. The Secretariat reported that 39 contracting parties had accepted or adhered to the New Revised Text (NRT) of the IPPC (1997). In addition, the number of contracting parties to the IPPC had increased to 117. Sudan had notified that it had transmitted the acceptance of the IPPC (1997) to FAO, and Algeria noted it had accepted the IPPC (1997) and official notification would be transmitted to FAO in the immediate future.

93. The ICPM:

1. Encouraged FAO Members that are not contracting parties to the IPPC (1997) to submit their instruments of adherence;
2. Encouraged contracting parties that have not accepted the IPPC (1997) to submit their instrument of acceptance; and
3. Encouraged contracting parties to use the amended phytosanitary certificate.

9. REPORT OF THE TECHNICAL CONSULTATION AMONG REGIONAL PLANT PROTECTION ORGANIZATIONS (RPPOs)

94. The Secretariat presented the report of the 13th Technical Consultation. In the future an interactive workshop will be held in association with each technical consultation. The first will be held in 2003 and is being hosted by the European and Mediterranean Plant Protection Organization (EPPO). The date and venue of this meeting will be announced in the near future. The Secretary for the Asia and Pacific Plant Protection Organization (APPPC) requested that in the future, the date and venue of the technical consultation be announced at least three months in advance.

95. A number of RPPOs noted that it had been hoped that the issues of the use of simple language in ISPMs and alternatives for methyl bromide would have been discussed fully in the current session of the ICPM. However, Members noted that as papers for these issues had not been prepared, they were not in a position to adequately address these issues. It was recommended that these items be included on the agenda for ICPM-5. Papers for these topics would be developed by the RPPOs and could be used in the deliberations of the SPTA meeting in addition to the ICPM-5.

96. The ICPM:

1. Noted the addition of an interactive workshop as part of future Technical Consultations;
2. Noted the concerns and recommendations of the Technical Consultation regarding the diminishing access to methyl bromide, and a relevant paper be prepared for discussion by the ICPM; and
3. Approved the preparation of a paper on the simplification of language used in standards and on the issue of methyl bromide as guidance for developing countries.

9.1 Recognition of Regional Plant Protection Organizations

97. The Technical Consultation had also discussed the recommendations for recognition of RPPOs. The ICPM considered these recommendations. The ICPM agreed to its inclusion in the agenda.

98. The ICPM:

1. Adopted the recommendations of the 13th Technical Consultation for recognition of RPPOs (Appendix XV¹⁴).

10. OTHER BUSINESS

99. Members from the Asian region requested that the issue of the composition of the Standards Committee be placed on the agenda for the Fifth Session of the ICPM. The Commission noted the request.

100. The Chairperson introduced a paper on the inclusion of a standing agenda item where Members could raise any problems with implementation of the IPPC and ISPMs. The ICPM did not support the proposal.

101. The ICPM:

1. Noted to the addition of an agenda item regarding the composition of the Standards Committee.

11. DATE AND VENUE OF THE NEXT MEETING

102. The ICPM decided that that the next meeting would be held 7-11 April 2003 at FAO headquarters in Rome, Italy.

12. ADOPTION OF THE REPORT

103. The ICPM adopted the report.

¹⁴ ICPM 02/23

INTERIM COMMISSION ON PHYTOSANITARY MEASURES**11-15 March 2002****AGENDA**

1. Opening of the Session
2. Adoption of the Agenda
3. Report by the Chairperson
4. Report of the Secretariat
 - 4.1 Standard Setting
 - 4.2 Information Exchange
 - 4.3 Technical Assistance and Cooperation
 - 4.4 CBD-IPPC Cooperation
 - 4.5 Budget
5. Adoption of International Standards
 - 5.1 Amendments to the Glossary of Phytosanitary Terms
 - 5.2 The Use of Integrated Measures in a Systems Approach for Pest Risk Management
 - 5.3 Guidelines for Regulating Wood Packaging Material in International Trade
 - 5.4 Pest Reporting
 - 5.5 Regulated Non-quarantine Pests: Concept and Application
 - 5.6 Specification for a Standard on Living Modified Organisms
6. Items Arising from the Third Session of the Interim Commission on Phytosanitary Measures
 - 6.1 Establishment of the Standards Committee
 - 6.2 Establishment of the Subsidiary Body on Dispute Settlement
 - 6.3 Strategic Planning and Technical Assistance
 - Directed Financial Assistance for Standard Setting
 - Establishment of Procedures for Identifying Topics and Priorities for Standards
7. Work Programme for Harmonization
 - 7.1 Topics and Priorities for Standards
8. Status of the International Plant Protection Convention (IPPC)
 - 8.1 Acceptance of the New Revised Text and Interim Measures
9. Report of the Technical Consultation among Regional Plant Protection Organizations
 - 9.1 Recognition of Regional Plant Protection Organizations
10. Other Business
 - 10.1 Concerns Regarding Implementation of the IPPC and ISPMs
11. Date and Venue of the Next Meeting
12. Adoption of the Report

AMENDMENTS TO THE GLOSSARY OF PHYTOSANITARY TERMS

1. Revised terms and definitions

Consignment in transit A consignment which is not imported into a country but passes through it to another country, subject to official procedures which ensure that it remains enclosed, and is not split up, not combined with other consignments nor has its packaging changed

Plants *in vitro* A commodity class for plants growing in an aseptic medium in a closed container [replaces plants in tissue culture]

Phytosanitary measure
(agreed interpretation) Any legislation, regulation or official procedure having the purpose to prevent the introduction and/or spread of quarantine pests, or to limit the economic impact of regulated non-quarantine pests

The agreed interpretation of the term phytosanitary measure accounts for the relationship of phytosanitary measures to regulated non-quarantine pests. This relationship is not adequately reflected in the definition found in Article II of the IPPC (1997).

Re-exported consignment Consignment which has been imported into a country from which it is then exported. The consignment may be stored, split up, combined with other consignments or have its packaging changed

2. Terms to be deleted

- Country of re-export
- Plants in tissue culture
- Region

3. Other recommendations

- a) Use the term *issue* instead of *issuance* in English text.
- b) *Emergency actions* in Article VII.6 of the English version of International Plant Protection Convention (1997) should be interpreted to be consistent with the Glossary term *emergency measures*.
- c) Recognize that *actions* in English is interpreted to be consistent with *medidas* (Spanish) and *mesures* (French).
- d) Recognize that *outbreak* in English is translated as *apparition* in the French version of the IPPC (1997).
- e) Correct the French definition of *analyse* as follows:

<i>Analyse</i>	<i>Examen officiel, autre que visuel, permettant de déterminer la présence ou l'absence d'organismes nuisibles, ou le cas échéant, de les identifier</i>
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- f) Maintain *marchandise* as the French translation of the English term *commodity*.
- g) Use *exigence* as the French translation for the English term *requirement* recognizing that this is equivalent to *disposition* (as in the heading of Article VII of the New Revised Text of the IPPC) and *prescription* (as in the WTO Agreement on the Application of Sanitary and Phytosanitary Measures).

Correct the French definition of *occurrence* to be consistent with the other languages by replacing *and* with *and/or*.

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INTERNATIONAL STANDARDS FOR PHYTOSANITARY MEASURES

THE USE OF INTEGRATED MEASURES IN A SYSTEMS APPROACH FOR PEST RISK MANAGEMENT



Secretariat of the International Plant Protection Convention
Food and Agriculture Organization
of the United Nations
Rome, 2002

INTRODUCTION

SCOPE

This standard provides guidelines for the development and evaluation of integrated measures in a systems approach as an option for pest risk management under the relevant international standards for pest risk analysis designed to meet phytosanitary requirements for the import of plants, plant products and other regulated articles.

REFERENCES

- Agreement on the Application of Sanitary and Phytosanitary Measures*, 1994. World Trade Organization, Geneva.
- Glossary of phytosanitary terms*, 2001. ISPM Pub. No. 5, FAO, Rome.
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- Guidelines for pest risk analysis*, 1996. ISPM Pub. No. 2, FAO, Rome.
- Hazard analysis and critical control point system and guidelines for its application, annex to the recommended international code of practice - general principles of food hygiene*, 1969 (Revised 1997). Codex Alimentarius, FAO, Rome.
- International Plant Protection Convention*, 1997. FAO, Rome.
- Pest risk analysis for quarantine pests*, 2001. ISPM Pub. No. 11, FAO, Rome.
- Principles of plant quarantine as related to international trade*, 1995. ISPM Pub. No. 1, FAO, Rome.
- Requirements for the establishment of pest free areas*, 1996. ISPM Pub. No. 4, FAO, Rome.

DEFINITIONS AND ABBREVIATIONS

area	An officially defined country, part of a country or all or parts of several countries [FAO, 1990; revised FAO, 1995; CEPM, 1999; based on the World Trade Organization Agreement on the Application of Sanitary and Phytosanitary Measures]
commodity	A type of plant, plant product or other regulated article being moved for trade or other purpose [FAO, 1990; revised ICPM, 2001]
consignment	A quantity of plants, plant products and/or other articles being moved from one country to another and covered, when required, by a single phytosanitary certificate (a consignment may be composed of one or more lots) [FAO, 1990; revised ICPM, 2001]
control point	A step in a system where specific procedures can be applied to achieve a defined effect and can be measured, monitored, controlled and corrected [ISPM Pub. No. 14, 2002]
country of origin (of a consignment of plant products)	Country where the plants from which the plant products are derived were grown [FAO, 1990; revised CEPM, 1996; CEPM, 1999]
country of origin (of a consignment of plants)	Country where the plants were grown [FAO, 1990; revised CEPM, 1996; CEPM, 1999]

country of origin (of regulated articles other than plants and plant products)	Country where the regulated articles were first exposed to contamination by pests [FAO, 1990; revised CEPM, 1996; CEPM, 1999]
entry (of a pest)	Movement of a pest into an area where it is not yet present, or present but not widely distributed and being officially controlled [FAO, 1995]
establishment	Perpetuation, for the foreseeable future, of a pest within an area after entry [FAO, 1990; revised FAO, 1995; IPPC, 1997; formerly Established]
introduction	The entry of a pest resulting in its establishment [FAO, 1990; revised FAO, 1995; IPPC, 1997]
IPPC	International Plant Protection Convention, as deposited in 1951 with FAO in Rome and as subsequently amended [FAO, 1990; revised ICPM, 2001]
lot	A number of units of a single commodity, identifiable by its homogeneity of composition, origin, etc., forming part of a consignment [FAO, 1990]
National Plant Protection Organization	Official service established by a government to discharge the functions specified by the IPPC [FAO, 1990; formerly Plant Protection Organization (National)]
NPPO	National Plant Protection Organization [FAO, 1990]
official	Established, authorized or performed by a National Plant Protection Organization [FAO, 1990]
pathway	Any means that allows the entry or spread of a pest [FAO, 1990; revised FAO, 1995]
pest	Any species, strain or biotype of plant, animal or pathogenic agent injurious to plants or plant products [FAO, 1990; revised FAO, 1995; IPPC, 1997]
Pest Risk Analysis	The process of evaluating biological or other scientific and economic evidence to determine whether a pest should be regulated and the strength of any phytosanitary measures to be taken against it [FAO, 1995; revised IPPC, 1997]
pest risk assessment (for quarantine pests)	Evaluation of the probability of the introduction and spread of a pest and of the associated potential economic consequences [FAO, 1995; revised ISPM Pub. No. 11, 2001]
pest risk management (for quarantine pests)	Evaluation and selection of options to reduce the risk of introduction and spread of a pest [FAO, 1995; revised ISPM Pub. No. 11, 2001]

phytosanitary measure (agreed interpretation)	Any legislation, regulation or official procedure having the purpose to prevent the introduction and/or spread of quarantine pests, or to limit the economic impact of regulated non-quarantine pests [FAO, 1995; revised IPPC, 1997; ISC, 2001]
	<i>The agreed interpretation of the term phytosanitary measure accounts for the relationship of phytosanitary measures to regulated non-quarantine pests. This relationship is not adequately reflected in the definition found in Article II of the IPPC (1997).</i>
phytosanitary procedures	Any officially prescribed method for implementing phytosanitary regulations including the performance of inspections, tests, surveillance or treatments in connection with regulated pests [FAO, 1990; revised FAO, 1995; CEPM, 1999; ICPM, 2001]
phytosanitary regulation	Official rule to prevent the introduction and/or spread of quarantine pests, or to limit the economic impact of regulated non-quarantine pests, including establishment of procedures for phytosanitary certification [FAO, 1990; revised FAO, 1995; CEPM, 1999; ICPM, 2001]
post-entry quarantine	Quarantine applied to a consignment after entry [FAO, 1995]
PRA	Pest Risk Analysis [FAO, 1995; revised ICPM, 2001]
PRA area	Area in relation to which a pest risk analysis is conducted [FAO, 1995]
prohibition	A phytosanitary regulation forbidding the importation or movement of specified pests or commodities [FAO, 1990; revised FAO, 1995]
quarantine pest	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 [FAO, 1990; revised FAO, 1995; IPPC, 1997]
spread	Expansion of the geographical distribution of a pest within an area [FAO, 1995]
systems approach(es)	The integration of different pest risk management measures, at least two of which act independently, and which cumulatively achieve the appropriate level of phytosanitary protection [ISPM Pub. No. 14, 2002]
test	Official examination, other than visual, to determine if pests are present or to identify pests [FAO, 1990]
treatment	Officially authorized procedure for the killing or removal of pests or rendering pests infertile [FAO, 1990; revised FAO, 1995]

OUTLINE OF REQUIREMENTS

The appropriate international PRA standards provide general guidance on measures for pest risk management. Systems approaches, which integrate measures for pest risk management in a defined manner, could provide an alternative to single measures to meet the appropriate level of phytosanitary protection of an importing country. They can also be developed to provide phytosanitary protection in situations where no single measure is available. A systems approach requires the integration of different measures, at least two of which act independently, with a cumulative effect.

Systems approaches range in complexity. The application of critical control points system in a systems approach may be useful to identify and evaluate points in a pathway where specified pest risks can be reduced and monitored. The development and evaluation of a systems approach may use quantitative or qualitative methods. Exporting and importing countries may consult and cooperate in the development and implementation of a systems approach. The decision regarding the acceptability of a systems approach lies with the importing country, subject to consideration of technical justification, minimal impact, transparency, non-discrimination, equivalence, and operational feasibility. A systems approach is usually designed as an option that is equivalent to but less restrictive than other measures.

REQUIREMENTS

1. Purpose of Systems Approaches

Many of the elements and individual components of pest risk management are described in appropriate international PRA standards. All pest risk management measures must be technically justified according to Article VII.2a IPPC (1997). A systems approach integrates pest risk management measures to meet the appropriate level of phytosanitary protection of the importing country. Systems approaches provide, where appropriate, an equivalent alternative to procedures such as disinfestation treatments or replace more restrictive measures like prohibition. This is achieved by considering the combined effect of different conditions and procedures. Systems approaches provide the opportunity to consider both pre- and post harvest procedures that may contribute to the effective management of pest risk. It is important to consider systems approaches among risk management options because the integration of measures may be less trade restrictive than other risk management options (particularly where the alternative is prohibition).

2. Characteristics of Systems Approaches

A systems approach requires two or more measures that are independent of each other, and may include any number of measures that are dependent on each other. An advantage of the systems approach is the ability to address variability and uncertainty by modifying the number and strength of measures to meet the appropriate level of phytosanitary protection and confidence.

Measures used in a systems approach may be applied pre- and/or post harvest wherever NPPOs have the ability to oversee and ensure compliance with official phytosanitary procedures. Thus a systems approach may include measures applied in the place of production, during the post harvest period, at the packinghouse, or during shipment and distribution of the commodity.

Cultural practices, field treatment, post harvest disinfestation, inspection and other procedures may be integrated in a systems approach. Risk management measures designed to prevent contamination or re-infestation are generally included in a systems approach (e.g. maintaining the integrity of lots, requiring pest-proof packaging, screening packing areas, etc.). Likewise, procedures such as pest surveillance, trapping and sampling can also be components of a systems approach.

Measures that do not kill pests or reduce their prevalence but reduce their potential for entry or establishment (safeguards) can be included in a systems approach. Examples include designated harvest or shipping periods, restrictions on the maturity, color, hardness, or other condition of the commodity, the use of resistant hosts, and limited distribution or restricted use at the destination.

3. Relationship with PRA and Available Risk Management Options

The conclusions from pest risk assessment are used to decide whether risk management is required and the strength of measures to be used (Stage 2 of PRA). Pest risk management, (Stage 3 of PRA), is the process of identifying ways to react to a perceived risk, evaluating the efficacy of these procedures, and recommending the most appropriate options.

A combination of pest risk management measures in a systems approach is one of the options which may be selected as the basis for import requirements to meet the appropriate level of phytosanitary protection of the importing country. As in the development of all pest risk management measures, these should take into account uncertainty of the risk. (see ISPM Pub. No. 11: *Pest risk analysis for quarantine pests*)

In principle, systems approaches should be composed of the combination of phytosanitary measures that are possible to implement within the exporting country. However, where the exporting country proposes measures that should be implemented within the territory of importing country and the importing country agrees, measures within the importing country may be combined in systems approaches.

The following summarizes many of the options commonly used:

Pre-planting

- healthy planting material
- resistant or less susceptible cultivars
- pest free areas, places or sites of production
- producer registration and training

Pre-harvest

- field certification/management (e.g. inspection, pre-harvest treatments, pesticides, biocontrol, etc.)
- protected conditions (e.g. glasshouse, fruit bagging, etc.)
- pest mating disruption
- cultural controls (e.g. sanitation/weed control)
- low pest prevalence (continuous or at specific times)
- testing

Harvest

- harvesting plants at a specific stage of development or time of year
- removal of infested products, inspection for selection
- stage of ripeness/maturity
- sanitation (e.g. removal of contaminants, “trash”)
- harvest technique (e.g. handling)

Post harvest treatment and handling

- treatment to kill, sterilize or remove pests (e.g. fumigation, irradiation, cold storage, controlled atmosphere, washing, brushing, waxing, dipping, heat, etc.)
- inspection and grading (including selection for certain maturity stages)
- sanitation (including removal of parts of the host plant)
- certification of packing facilities
- sampling
- testing
- method of packing
- screening of storage areas

Transportation and distribution

- treatment or processing during transport

- treatment or processing on arrival
- restrictions on end use, distribution and ports of entry
- restrictions on the period of import due to difference in seasons between origin and destination
- method of packing
- post entry quarantine
- inspection and/or testing
- speed and type of transport
- sanitation (freedom from contamination of conveyances).

4. Independent and Dependent Measures

A systems approach may be composed of independent and dependent measures (including safeguards). By definition, a systems approach must have at least two independent measures. An independent measure may be composed of several dependent measures.

With dependent measures the probability of failure is approximately additive. All dependent measures are needed for the system to be effective.

Example:

A pest-free glasshouse where both double-door and screening of all openings is required is an example where dependent measures are combined to form an independent measure. If the probability that the screening fails is 0.1 and the probability that the double doors fail is 0.1, then the probability that the glasshouse will be infested is the approximate sum of the two values. Therefore the probability that at least one of the measures fails is the sum of both probabilities minus the probability that both fail at the same time. In this example the probability is 0.19 ($0.1 + 0.1 - 0.01$), since both the measures could fail at the same time.

Where measures are independent of each other, both measures must fail for the system to fail. With independent measures, the probability of failure is the product of all the independent measures.

Example:

If the inspection of a shipment has a 0.05 probability of failure and the limiting of movement to certain areas has a 0.05 probability of failure, then the probability of the system failing would be 0.0025 (0.05×0.05).

5. Circumstances for Use

Systems approaches may be considered when one or more of the following circumstances apply:

- a particular measure is:
- not adequate to meet the appropriate level of phytosanitary protection of the importing country
- not available (or likely to become unavailable)
- detrimental (to commodity, human health, environment)
- not cost effective
- overly trade restrictive
- not feasible
- the pest and pest-host relationship is well known

- a systems approach has been demonstrated to be effective for a similar pest/commodity situation
- there is the possibility to assess the effectiveness of individual measures either qualitatively or quantitatively
- relevant growing, harvesting, packing, transportation and distribution practices are well-known and standardized
- individual measures can be monitored and corrected
- prevalence of the pest(s) is known and can be monitored
- a systems approach is cost effective (e.g. considering the value and/or volume of commodity.)

6. Types of Systems Approaches

Systems approaches range in complexity and rigor from systems that simply combine independent measures known to be effective to more complex and precise systems such as critical control point systems (see Annex I).

Other systems based on a combination of measures that do not meet the requirements for a critical control point system may be considered effective. However, the application of the critical control point concept may be generally useful for the development of other systems approaches. For example, non-phytosanitary certification programmes may have elements that are also valuable as risk management measures and may be included in a systems approach provided the phytosanitary elements of the process are made mandatory and can be overseen and controlled by the NPPO.

The minimum requirements for a measure to be considered a required component for a systems approach are that the measure:

- is clearly defined
- is efficacious
- is officially required (mandatory)
- can be monitored and controlled by the responsible NPPO.

7. Efficacy of Measures

Systems approaches may be developed or evaluated in either a quantitative or qualitative manner or a combination of both. A quantitative approach may be more appropriate where suitable data are available, such as those usually associated with measuring the efficacy of treatments. A qualitative approach should be considered more appropriate where efficacy is estimated by expert judgement.

The efficacy of independent measures that may be used to reduce pest risk can be expressed in different ways (e.g. mortality, reduction in prevalence, host susceptibility). The overall efficacy of a systems approach is based on the combination of the efficacy of required independent measures. Wherever possible this should be expressed in quantitative terms with a confidence interval. For example, efficacy for a particular situation may be determined to be no more than five infested fruit from a total population of one million fruit with 95% confidence. Where such calculations are not possible or are not done, the efficacy may be expressed in qualitative terms such as high, medium, and low.

8. Developing Systems Approaches

The development of a systems approach may be undertaken by the importing country, or by the exporting country, or ideally through the cooperation of both countries. The process of developing systems approaches may include consultation with industry, the scientific community, and trading partner(s). However, the NPPO of the importing country decides the suitability of the systems approach in meeting its requirements, subject to consideration of technical justification, minimal impact, transparency, non-discrimination, equivalence and operational feasibility.

A systems approach may include measures that are added or strengthened to compensate for uncertainty due to data gaps, variability, or lack of experience is the application of procedures. The level of such compensation included in a systems approach should be commensurate with the level of uncertainty.

Experience and the provision of additional information may provide the basis for renewed consideration of the number and strength of measures with a view to modifying the systems approach accordingly.

The development of a systems approach involves:

- obtaining from a PRA the identity of the pest risk and the description of the pathway
- identifying where and when management measures occur or can be applied (control points)
- distinguishing between measures that are essential to the system and other factors or conditions
- identifying independent and dependent measures and options for the compensation for uncertainty
- assessing the individual and integrated efficacy of measures that are essential to the system
- assessing feasibility and trade restrictiveness
- consultation
- implementation with documentation and reporting
- review and modification as necessary.

9. Evaluating Systems Approaches

In the evaluation of systems approaches, to meet the appropriate level of phytosanitary protection for the importing country, the evaluation of whether the requirement is met or not should consider the following:

- considering the relevance of existing systems approaches for similar or the same pest(s) on other commodities
- considering the relevance of systems approaches for other pest(s) on the same commodity
- evaluating information provided on:
 - efficacy of measures
 - surveillance and interception, sampling data (prevalence of pest)
 - pest host relationship
 - crop management practices
 - verification procedures
 - trade impacts and costs, including the time factor

- considering data against desired confidence levels and taking into account options for the compensation for uncertainty where appropriate.

9.1 Possible outcomes of evaluation

These may include determination that the systems approach is:

- acceptable
- unacceptable:
- efficacious but not feasible
- not sufficiently effective (requires an increase in the number or strength of measures)
- unnecessarily restrictive (requires a reduction of the number or strength of measures)
- not possible to evaluate due to insufficient data or unacceptably high uncertainty.

Where the systems approach has been found unacceptable, the rationale for this decision should be described in detail and made available to trading partners to facilitate the identification of possible improvements.

10. Responsibilities

Countries share the obligation to observe the principle of equivalence by considering risk management alternatives that will facilitate safe trade. Systems approaches provide significant opportunities to develop new and alternative risk management strategies, but their development and implementation requires consultation and cooperation. Depending on the number and nature of measures included in a systems approach, a significant amount of data may be required. Both exporting countries and importing countries should cooperate in the provision of sufficient data and the timely exchange of relevant information in all aspects of the development and implementation pest risk management measures, including systems approaches.

10.1 Importing country responsibilities

The importing country should provide specific information regarding its requirements. This includes specification of information and system requirements:

- identify pests of concern
- specify the appropriate level of phytosanitary protection
- describe types and level of assurance required (e.g. certification)
- identify points requiring verification.

Importing countries, in consultation with the exporting country where appropriate, should select least trade restrictive measures where there are options.

Other responsibilities of the importing country may include to:

- propose improvements or alternative options
- audit (planned evaluation and verification of the systems approach)
- specify actions for non-compliance
- review and give feedback.

Where importing countries agree to accept the implementation of certain measures in their territories, importing countries are responsible for the implementation of those measures.

Agreed phytosanitary measures should be published (Article VII.2b, IPPC, 1997).

10.2 Exporting country responsibilities

The exporting country should provide sufficient information to support evaluation and acceptance of the systems approach. This may include:

- commodity, place of production and expected volume and frequency of shipments
- relevant production, harvest, packing/handling, transport details
- pest-host relationship
- risk management measures proposed for a systems approach, and relevant efficacy data
- relevant references.

Other responsibilities of the exporting country include:

- monitoring/auditing and reporting on system effectiveness
- taking appropriate corrective actions
- maintaining appropriate records
- providing phytosanitary certification in accordance with requirements of the system.

ANNEX I

A critical control point system would involve the following procedures:

1. determine the hazards and the objectives for measures within a defined system
2. identify independent procedures that can be monitored and controlled
3. establish criteria or limits for the acceptance/failure of each independent procedure
4. implement the system with monitoring as required for the desired level of confidence
5. take corrective action when monitoring results indicate that criteria are not met
6. review or test to validate system efficacy and confidence
7. maintain adequate records and documentation.

An example of this type of system is practiced in food safety and is termed a Hazard Analysis Critical Control Point (HACCP) system.

The application of a critical control point system for phytosanitary purposes may be useful to identify and evaluate hazards as well as the points in a pathway where risks can be reduced and monitored and adjustments made where necessary. The use of a critical control point system for phytosanitary purposes does not imply or prescribe that application of controls is necessary to all control points. However, critical control point systems only rely on specific independent procedures known as control points. These are addressed by risk management procedures whose contribution to the efficacy of the system can be measured and controlled.

Therefore, systems approaches for phytosanitary purposes may include components that do not need to be entirely consistent with critical control point concept because they are considered to be important elements in a systems approach for phytosanitary purposes. For example, certain measures or conditions exist or are included to compensate for uncertainty. These may not be monitored as independent procedures (e.g. packhouse sorting), or may be monitored but not controlled (e.g. host preference/susceptibility).

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INTERNATIONAL STANDARDS FOR PHYTOSANITARY MEASURES

GUIDELINES FOR REGULATING WOOD PACKAGING MATERIAL IN INTERNATIONAL TRADE



Secretariat of the International Plant Protection Convention
Food and Agriculture Organization of the United Nations
Rome, 2002

INTRODUCTION

SCOPE

This standard describes phytosanitary measures to reduce the risk of introduction and/or spread of quarantine pests associated with wood packaging material (including dunnage), made of coniferous and non-coniferous raw wood, in use in international trade.

REFERENCES

Agreement on the Application of Sanitary and Phytosanitary Measures, 1994. World Trade Organization, Geneva.

Export certification system, 1997. ISPM Pub. No. 7, FAO, Rome.

Glossary of phytosanitary terms, 2001. ISPM Pub. No. 5, FAO, Rome.

Guidelines for phytosanitary certificates, 2001. ISPM Pub. No. 12, FAO, Rome.

Guidelines on notification of non-compliance and emergency action, 2001. ISPM Pub. No. 13, FAO, Rome.

ISO	3166-1-ALPHA-2	CODE	ELEMENTS
http://www.din.de/gremien/nas/nabd/iso3166ma/codlstp1/en_listp1.html			

International Plant Protection Convention, 1997. FAO, Rome.

Principles of plant quarantine as related to international trade, 1995. ISPM Pub. No. 1, FAO, Rome.

DEFINITIONS AND ABBREVIATIONS

bark-free wood	Wood from which all bark excluding the vascular cambium, ingrown bark around knots, and bark pockets between rings of annual growth has been removed [ISPM Pub. No. 15, 2002]
chemical pressure impregnation	Treatment of wood with a chemical preservative through a process of pressure in accordance with an officially recognized technical specification [ISPM Pub. No. 15, 2002]
certificate	An official document which attests to the phytosanitary status of any consignment affected by phytosanitary regulations [FAO, 1990]
commodity	A type of plant, plant product, or other article being moved for trade or other purpose [FAO, 1990; revised ICPM, 2001]
consignment	A quantity of plants, plant products and/or other articles being moved from one country to another and covered, when required, by a single phytosanitary certificate (a consignment may be composed of one or more commodities or lots) [FAO, 1990; revised ICPM, 2001]
debarking	Removal of bark from round wood (debarking does not necessarily make the wood bark-free) [FAO, 1990]
dunnage	Wood packaging material used to secure or support a commodity but which does not remain associated with the commodity [FAO, 1990; revised ISPM Pub. No. 15, 2002]
emergency action	A prompt phytosanitary action undertaken in a new or unexpected phytosanitary situation [ICPM, 2001]

emergency measure	A phytosanitary regulation or procedure established as a matter of urgency in a new or unexpected phytosanitary situation. An emergency measure may or may not be a provisional measure [ICPM, 2001]
free from (of a consignment, field, or place of production)	Without pests (or a specific pest) in numbers or quantities that can be detected by the application of phytosanitary procedures [FAO, 1990; revised FAO, 1995; CEPM, 1999]
fumigation	Treatment with a chemical agent that reaches the commodity wholly or primarily in a gaseous state [FAO, 1990; revised FAO, 1995]
heat treatment	The process in which a commodity is heated until it reaches a minimum temperature for a minimum period of time according to an officially recognized technical specification [ISPM Pub. No. 15, 2002]
infestation (of a commodity)	Presence in a commodity of a living pest of the plant or plant product concerned. Infestation includes infection [CEPM, 1997; revised CEPM, 1999]
interception (of a pest)	The detection of a pest during inspection or testing of an imported consignment [FAO, 1990; revised CEPM, 1996]
kiln-drying	A process in which wood is dried in a closed chamber using heat and/or humidity control to achieve a required moisture content [ISPM Pub. No. 15, 2002]
mark	An official stamp or brand, internationally recognized, applied to a regulated article to attest its phytosanitary status [ISPM Pub. No. 15, 2002]
NPPO	National Plant Protection Organization [FAO, 1990; ICPM, 2001]
official	Established, authorized or performed by a National Plant Protection Organization [FAO, 1990]
Pest Risk Analysis	The process of evaluating biological or other scientific and economic evidence to determine whether a pest should be regulated and the strength of any phytosanitary measures to be taken against it [FAO, 1990; revised IPPC, 1997]
phytosanitary action	An official operation, such as inspection, testing, surveillance or treatment, undertaken to implement phytosanitary regulations or procedures [ICPM, 2001]
phytosanitary measure (agreed interpretation)	Any legislation, regulation or official procedure having the purpose to prevent the introduction and/or spread of quarantine pests, or to limit the economic impact of regulated non-quarantine pests [FAO, 1995; revised IPPC, 1997; ISC, 2001]

The agreed interpretation of the term phytosanitary measure accounts for the relationship of phytosanitary measures to regulated non-quarantine pests. This relationship is not adequately reflected in the definition found in Article II of the IPPC (1997).

phytosanitary procedure	Any officially prescribed method for implementing phytosanitary regulations including the performance of inspections, tests, surveillance or treatments in connection with regulated pests [FAO, 1990; revised FAO, 1995; CEPM, 1999; ICPM, 2001]
phytosanitary regulation	Official rule to prevent the introduction and/or spread of quarantine pests, or to limit the economic impact of regulated non-quarantine pests, including establishment of procedures for phytosanitary certification [FAO, 1990; revised FAO, 1995; CEPM, 1999; ICPM, 2001]
plant products	Unmanufactured material of plant origin (including grain) and those manufactured products that, by their nature or that of their processing, may create a risk for the introduction and spread of pests [FAO, 1990; revised IPPC, 1997; formerly Plant product]
PRA	Pest risk analysis [FAO, 1995]
processed wood material	Products that are a composite of wood constructed using glue, heat and pressure, or any combination thereof [ISPM Pub. No. 15, 2002]
quarantine pest	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 [FAO, 1990; revised FAO, 1995; IPPC, 1997]
raw wood	Wood which has not undergone processing or treatment [ISPM Pub. No. 15, 2002]
regulated article	Any plant, plant product, storage place, packaging, conveyance, container, soil and any other organism, object or material capable of harbouring or spreading pests, deemed to require phytosanitary measures, particularly where international transportation is involved [CEPM, 1996; revised CEPM, 1999; ICPM, 2001]
test	Official examination, other than visual, to determine if pests are present or to identify pests [FAO, 1990]
treatment	Officially authorized procedure for the killing or removal of pests or rendering pests infertile [FAO, 1990; revised FAO, 1995; ISPM Pub. No. 15, 2002]
wood	A commodity class for round wood, sawn wood, wood chips or dunnage, with or without bark [FAO, 1990; revised ICPM, 2001]
wood packaging material	Wood or wood products (excluding paper products) used in supporting, protecting or carrying a commodity (includes dunnage) [ISPM Pub. No. 15, 2002]

OUTLINE OF REQUIREMENTS

Wood packaging material made of unprocessed raw wood is a pathway for the introduction and spread of pests. Because the origin of wood packaging material is often difficult to determine, globally approved measures that significantly reduce the risk of pest spread are described. NPPOs are encouraged to accept wood packaging material that has been subjected to an approved measure without further requirements. Such wood packaging material includes dunnage, but excludes processed wood packaging material.

Procedures to verify that an approved measure, including the application of a globally recognized mark, has been applied should be in place in both exporting and importing countries. Other measures agreed to under a bilateral arrangement are also considered in this standard. Wood packaging material that does not comply with the requirements of this standard should be disposed of in an approved manner.

REGULATORY REQUIREMENTS

1. Basis for Regulating

Wood packaging material is frequently made of raw wood that may not have undergone sufficient processing or treatment to remove or kill pests and therefore becomes a pathway for the introduction and spread of pests. Furthermore, wood packaging material is very often re-used, recycled or re-manufactured (in that packaging received with an imported consignment may be re-used to accompany another consignment for export). The true origin of any piece of wood packaging material is difficult to determine and thus its phytosanitary status cannot be ascertained. Therefore the normal process of undertaking risk analysis to determine if measures are necessary and the strength of such measures is frequently not possible for wood packaging material because its origin and phytosanitary status may not be known. For this reason, this standard describes globally accepted measures that are approved and that may be applied to wood packaging material by all countries to practically eliminate the risk for most quarantine pests and significantly reduce the risk from a number of other pests that may be associated with that material.

Countries should have technical justification for requiring the application of the approved measures as described in this standard for imported wood packaging material. Requiring phytosanitary measures beyond an approved measure as described in this standard also requires technical justification.

2. Regulated Wood Packaging Material

These guidelines are for coniferous and non-coniferous raw wood packaging material that may serve as a pathway for plant pests posing a threat mainly to living trees. They cover wood packaging material such as pallets, dunnage, crating, packing blocks, drums, cases, load boards, pallet collars, and skids which can be present in almost any imported consignment, including consignments which would not normally be the target of phytosanitary inspection.

Wood packaging made wholly of wood-based products such as plywood, particle board, oriented strand board or veneer that have been created using glue, heat and pressure or a combination thereof should be considered sufficiently processed to have eliminated the risk associated with the raw wood. It is unlikely to be infested by raw wood pests during its use and therefore should not be regulated for these pests.

Wood packaging material such as veneer peeler cores¹⁵, sawdust, wood wool, and shavings, and raw wood cut into thin¹⁶ pieces may not be pathways for introduction of quarantine pests and should not be regulated unless technically justified.

3. Measures for Wood Packaging Material

3.1 Approved measures

Any treatment, process, or a combination of these that is significantly effective against most pests should be considered effective in mitigating pest risks associated with

¹⁵ Veneer peeler cores are a by-product of veneer production involving high temperatures and comprising the center of a log remaining after the peeling process.

¹⁶ Thin wood is considered to be 6mm thickness or less according to the Customs Harmonized Commodity Description and Coding System (the Harmonized System or HS).

wood packaging material used in transport. The choice of a measure for wood packaging material is based on consideration of:

- the range of pests that may be affected
- the efficacy of the measure
- the technical and/or commercial feasibility.

Approved measures should be accepted by all NPPOs as the basis for authorizing the entry of wood packaging material without further requirements except where it is determined through interceptions and/or PRA that specific quarantine pests associated with certain types of wood packaging material from specific sources require more rigorous measures.

Approved measures are specified in Annex I.

Wood packaging material subjected to these approved measures should display a specified mark shown in Annex II.

The use of marks addresses the operational difficulties associated with the verification of compliance with treatment for wood packaging material. A universally recognized, non-language specific mark facilitates verification during inspection at the point of export, at the point of entry or elsewhere.

References for supporting documentation on approved measures are available from the IPPC Secretariat.

3.2 Measures pending approval

Other treatments or processes for wood packaging material will be approved when it can be demonstrated that they provide an appropriate level of phytosanitary protection (Annex III). The currently measures identified in Annex I continue to be under review, and new research may point, for example, to other temperature/time combinations. New measures may also reduce risk by changing the character of the wood packaging material. NPPOs should be aware that measures may be added or changed and should have sufficiently flexible import requirements for wood packaging to accommodate changes as they are approved.

3.3 Other measures

NPPOs may accept any measures other than those listed in Annex I by arrangement with their trading partners, especially in cases where the measures listed in Annex I cannot be applied or verified in the exporting country. Such measures should be technically justified and respect the principles of transparency, non-discrimination and equivalence.

The NPPOs of importing countries should consider other arrangements for wood packaging material associated with exports from any country (or particular source) where evidence is provided which demonstrates that the pest risk is adequately managed or absent (e.g. areas with similar phytosanitary situations or pest free areas).

Certain movements of wood packaging material (e.g. tropical hardwoods associated with exports to temperate countries) may be considered by the importing NPPO not to carry a phytosanitary risk and thus can be exempted from measures.

Subject to technical justification, countries may require that imported wood packaging material subjected to an approved measure be made from debarked wood and display a mark as shown in Annex II.

3.4 Review of Measures

The approved measures specified in Annex I and the list of measures under consideration in Annex III should be reviewed based on new information provided to the Secretariat by NPPOs. This standard should be amended appropriately by the ICPM.

OPERATIONAL REQUIREMENTS

To meet the objective of preventing the spread of pests, both exporting and importing countries should verify that the requirements of this standard have been met.

4. Dunnage

Ideally, dunnage should also be marked in accordance with Annex II of this standard as having been subjected to an approved measure. If not, it requires special consideration and should, as a minimum, be made from bark-free wood that is free from pests and signs of live pests. Otherwise it should be refused entry or immediately disposed of in authorized manner (see section 6).

5. Procedures Used Prior to Export

5.1 Compliance checks on procedures applied prior to export

The NPPO of the exporting country has responsibility for ensuring that systems for exports meet the requirements set out in this standard. It includes monitoring certification and marking systems that verify compliance, and establishing inspection procedures (see also ISPM Pub. No. 7: *Export certification system*), registration or accreditation and auditing of commercial companies that apply the measures, etc.

5.2 Transit arrangements

Where consignments moving in transit have exposed wood packaging material that has not met the requirements for approved measures, the NPPOs of the transit countries may require measures in addition to those of the importing country to ensure that wood packaging material does not present an unacceptable risk.

6. Procedures upon Import

The regulation of wood packaging material requires that NPPOs have policies and procedures for other aspects of their responsibilities related to wood packaging material.

Since wood packaging materials are associated with almost all shipments, including those not normally the target of phytosanitary inspections, cooperation with agencies, organizations, etc. not normally involved with meeting phytosanitary export conditions or import requirements is important. For example, cooperation with Customs organizations should be reviewed to ensure effectiveness in detecting potential non-compliance of wood packaging material. Cooperation with the producers of wood packaging material also needs to be developed.

6.1 Measures for non-compliance at point of entry

Where wood packaging material does not carry the required mark, action may be taken unless other bilateral arrangements are in place. This action may take the form of treatment, disposal or refused entry. The NPPO of the exporting country may be notified (see ISPM Pub. No. 13: *Guidelines on notification of non-compliance and emergency action*). Where the wood packaging material does carry the required mark and evidence of live pests is found, action can be taken. These actions may take the form of treatment, disposal or refused entry. The NPPO of the exporting country should be notified in cases where live pests are found, and may be notified in other cases (see ISPM Pub. No. 13: *Guidelines on notification of non-compliance and emergency action*).

6.2 Disposal

Disposal of wood packaging material is a risk management option that may be used by the NPPO of the importing country upon arrival of the wood packaging material where treatment is not available or desirable. The following methods are recommended for the disposal of wood packaging material where this is required. Wood packaging material that requires emergency action should be appropriately safeguarded prior to treatment or disposal to prevent escape of any pest between the time of the detection of the pest posing the threat and the time of treatment or disposal.

Incineration

Complete burning

Burial

Deep burial in sites approved by appropriate authorities. (Note: not a suitable disposal option for wood infested with termites). The depth of the burial may depend on climatic conditions and the pest, but is recommended to be at least 1 metre. The material should be covered immediately after burial and should remain buried.

Processing

Chipping and further processing in a manner approved by the NPPO of the importing country for the elimination of pests of concern (e.g. manufacture of oriented strand board).

Other methods

Procedures endorsed by the NPPO as effective for the pests of concern.

The methods should be applied with the least possible delay.

ANNEX I

APPROVED MEASURES ASSOCIATED WITH WOOD PACKAGING MATERIAL**Heat treatment (HT)**

Wood packaging material should be heated in accordance with a specific time-temperature schedule that achieves a minimum wood core temperature of 56°C for a minimum of 30 minutes¹⁷.

Kiln-drying (KD), chemical pressure impregnation (CPI), or other treatments may be considered HT treatments to the extent that these meet the HT specifications. For example, CPI may meet the HT specification through the use of steam, hot water, or dry heat.

Heat treatment is indicated by the mark HT. (see Annex II)

Methyl bromide (MB) fumigation for wood packaging material

The wood packaging material should be fumigated with methyl bromide. The treatment is indicated by the mark MB. The minimum standard for methyl bromide fumigation treatment for wood packaging material is as follows:

Temperature	Dosage rate	Minimum concentration (g/m ³) at:			
		0.5hrs.	2hrs.	4hrs.	16hrs.
21°C or above	48	36	24	17	14
16°C or above	56	42	28	20	17
11°C or above	64	48	32	22	19

The minimum temperature should not be less than 10°C and the minimum exposure time should be 16 hours.¹⁸

List of most significant pests targeted by HT and MB

Members of the following pest groups associated with wood packaging material are practically eliminated by HT and MB treatment in accordance with the specifications listed above:

Pest group
Insects
Anobiidae
Bostrichidae
Buprestidae
Cerambycidae
Curculionidae
Isoptera
Lyctidae (with some exceptions for HT)
Oedemeridae
Scolytidae
Siricidae
Nematodes
<i>Bursaphelenchus xylophilus</i>

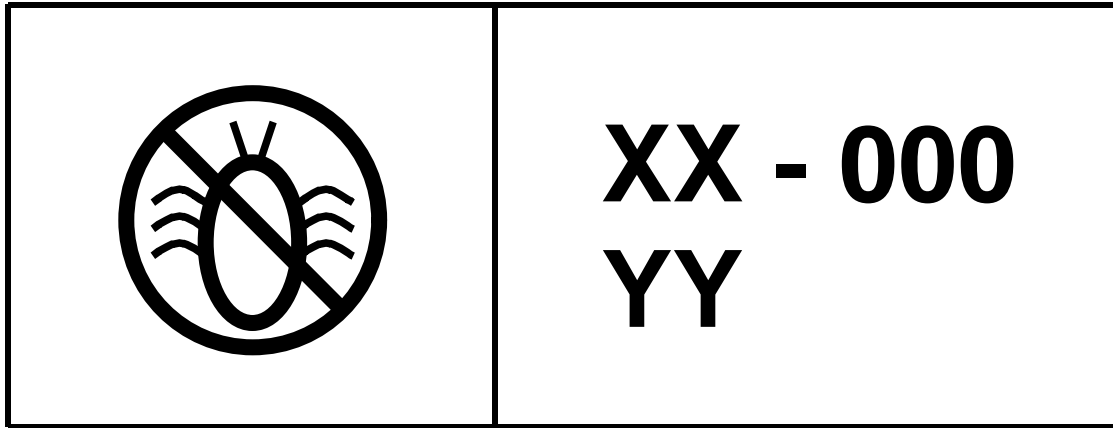
¹⁷ A minimum core temperature of 56° C for a minimum of 30 min. is chosen in consideration of the wide range of pests for which this combination is documented to be lethal and a commercially feasible treatment. Although it is recognized that some pests are known to have a higher thermal tolerance, quarantine pests in this category are managed by NPPOs on a case by case basis.

¹⁸ Certain countries require that the minimum commodity temp should be higher

ANNEX II

MARKING FOR APPROVED MEASURES

The mark shown below is to certify that the wood packaging material that bears the mark has been subjected to an approved measure.



The mark should at minimum include the:

- symbol
- ISO two letter country code followed by a unique number assigned by the NPPO to the producer of the wood packaging material, who is responsible for ensuring appropriate wood is used and properly marked
- IPPC abbreviation according to Annex I for the approved measure used (e.g. HT, MB).

NPPOs, producers or suppliers may at their discretion add control numbers or other information used for identifying specific lots. Where debarking is required the letters DB should be added to the abbreviation of the approved measure. Other information may also be included provided it is not confusing, misleading, or deceptive.

Markings should be:

- according to the model shown here
- legible
- permanent and not transferable
- placed in a visible location, preferably on at least two opposite sides of the article being certified.

The use of red or orange should be avoided since these colors are used in the labeling of dangerous goods.

Recycled, remanufactured or repaired wood packaging material should be re-certified and re-marked. All components of such material should have been treated.

Shippers should be encouraged to use appropriately marked wood for dunnage.

ANNEX III

MEASURES BEING CONSIDERED FOR APPROVAL UNDER THIS STANDARD

Treatments¹⁹ being considered and which may be approved when appropriate data becomes available, include but are not limited to:

Fumigation

Phosphine

Sulfuryl fluoride

Carbonyl sulphide

CPI

High-pressure/vacuum process

Double vacuum process

Hot and cold open tank process

Sap displacement method

Irradiation

Gamma radiation

X-rays

Microwaves

Infra red

Electron beam treatment

Controlled atmosphere

¹⁹ Certain treatments such as phosphine fumigation and some CPI treatments are generally believed to be very effective but at present lack experimental data concerning efficacy which would allow them to be approved measures. This present lack of data is specifically in relation to the elimination of raw wood pests present at the time of application of the treatment.

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INTERNATIONAL STANDARDS FOR PHYTOSANITARY MEASURES

PEST REPORTING



Secretariat of the International Plant Protection Convention
Food and Agriculture Organization of the United Nations
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INTRODUCTION

SCOPE

This standard describes the responsibilities of and requirements for contracting parties in reporting the occurrence, outbreak and spread of pests in areas for which they are responsible. It also provides guidance on reporting successful eradication of pests and establishment of pest free areas.

REFERENCES

- Determination of pests status in an area*, 1998. ISPM Pub. No. 8, FAO, Rome.
Glossary of phytosanitary terms, 2001. ISPM Pub. No. 5, FAO, Rome.
Guidelines for pest eradication programmes, 1999. ISPM Pub. No.9, FAO, Rome.
Guidelines for pest risk analysis, 1996. ISPM Pub. No. 2, FAO, Rome.
Guidelines for surveillance, 1998. ISPM Pub. No. 6, FAO, Rome.
Guidelines for the notification of non-compliance and emergency action, 2001. ISPM Pub. No. 13, FAO, Rome.
International Plant Protection Convention, 1997. FAO, Rome.
Pest risk analysis for quarantine pests, 2001. ISPM Pub. No. 11, FAO, Rome.
Requirements for the establishment of pest free areas, 1996. ISPM Pub. No. 4, FAO, Rome.

DEFINITIONS AND ABBREVIATIONS

area	An officially defined country, part of a country or all or parts of several countries [FAO, 1990; revised FAO, 1995; CEPM, 1999; based on the World Trade Organization Agreement on the Application of Sanitary and Phytosanitary Measures]
commodity	A type of plant, plant product or other article being moved for trade or other purpose [FAO, 1990; revised ICPM, 2001]
eradication	Application of phytosanitary measures to eliminate a pest from an area [FAO, 1990; revised FAO, 1995; formerly Eradicate]
IPPC	International Plant Protection Convention, as deposited in 1951 with FAO in Rome and as subsequently amended [FAO, 1990; revised ICPM, 2001]
NPPO	National Plant Protection Organization [FAO, 1990; revised ICPM, 2001]
occurrence	The presence in an area of a pest officially recognized to be indigenous or introduced and/or not officially reported to have been eradicated [FAO, 1990; revised FAO, 1995; ISPM Pub. No. 17, 2002; formerly <i>occur</i>]
official	Established, authorized or performed by a National Plant Protection Organization [FAO, 1990]
outbreak	An isolated pest population, recently detected and expected to survive for the immediate future [FAO, 1995]
pathway	Any means that allows the entry or spread of a pest [FAO, 1990; revised FAO, 1995]

pest	Any species, strain or biotype of plant, animal or pathogenic agent injurious to plants or plant products [FAO, 1990; revised FAO, 1995; IPPC, 1997]
pest categorization	The process for determining whether a pest has or has not the characteristics of a quarantine pest or those of a regulated non-quarantine pest [ISPM No. 11, 2001]
Pest Free Area	An area in which a specific pest does not occur as demonstrated by scientific evidence and in which, where appropriate, this condition is being officially maintained [FAO, 1995]
Pest Risk Analysis	The process of evaluating biological or other scientific and economic evidence to determine whether a pest should be regulated and the strength of measures to be taken against it [FAO, 1995; revised IPPC, 1997]
pest status (in an area)	Presence or absence, at the present time, of a pest in an area, including where appropriate its distribution, as officially determined using expert judgement on the basis of current and historical pest records and other information [CEPM, 1997; revised ICPM, 1998]
phytosanitary action	An official operation such as inspection, testing, surveillance or treatment, undertaken to implement phytosanitary regulations or procedures [ICPM, 2001]
phytosanitary certification	Use of phytosanitary procedures leading to the issue of a phytosanitary certificate [FAO, 1990]
phytosanitary measure (agreed interpretation)	Any legislation, regulation or official procedure having the purpose to prevent the introduction and/or spread of quarantine pests, or to limit the economic impact of regulated non-quarantine pests [FAO, 1995; revised IPPC, 1997; ISC, 2001]
	<i>The agreed interpretation of the term phytosanitary measure accounts for the relationship of phytosanitary measures to regulated non-quarantine pests. This relationship is not adequately reflected in the definition found in Article II of the IPPC (1997).</i>
quarantine pest	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 [FAO, 1990; revised FAO, 1995; IPPC, 1997]
regulated article	Any plant, plant product, storage place, packaging, conveyance, container, soil and any other organism, object or material capable of harboring or spreading pests, deemed to require phytosanitary measures, particularly where international transportation is involved [FAO, 1990; revised FAO, 1995; IPPC, 1997]
regulated non-quarantine pest	A non-quarantine pest whose presence in plants for planting affects the intended use of those plants with an economically unacceptable impact and which is therefore regulated within the territory of the importing contracting party [IPPC, 1997]

regulated pest	A quarantine pest or a regulated non-quarantine pest [IPPC, 1997]
RPPO	Regional Plant Protection Organization [FAO, 1990]
spread	Expansion of the geographical distribution of a pest within an area [FAO, 1995]
surveillance	An official process which collects and records data on pest occurrence or absence by survey, monitoring or other procedures [CEPM, 1996]
survey	An official procedure conducted over a defined period of time to determine the characteristics of a pest population or to determine which species occur in an area [FAO, 1990; revised CEPM, 1996]
transience	Presence of a pest that is not expected to lead to establishment [ISPM Pub. No. 8, 1998]

OUTLINE OF REQUIREMENTS

The International Plant Protection Convention (1997) requires countries to report on the occurrence outbreak, and spread of pests with the purpose of communicating immediate or potential danger. National Plant Protection Organizations (NPPOs) have the responsibility to collect pest information by surveillance and to verify the pest records thus collected. Occurrence, outbreak or spread of pests that are known (on the basis of observation, previous experience, or pest risk analysis [PRA]) to be of immediate or potential danger should be reported to other countries, in particular to neighbouring countries and trading partners.

Pest reports should contain information on the identity of the pest, location, pest status, and nature of the immediate or potential danger. They should be provided without undue delay, preferably through electronic means, through direct communication, openly available publication and/or the International Phytosanitary Portal (IPP)²⁰.

Reports of successful eradication, the establishment of pest free areas and other information may also be provided utilizing the same reporting procedure.

²⁰ The IPP is the electronic mechanism provided by the IPPC Secretariat to facilitate the exchange of official phytosanitary information (including pest reporting) between NPPOs, RPPOs, and/or the IPPC Secretariat.

REQUIREMENTS

1. Provisions of the IPPC Regarding Pest Reporting

The IPPC (1997), in relation to its main purpose of "*securing common and effective action to prevent the spread and introduction of pests of plants and plant products*, (Article I.1) requires countries *to make provision, to the best of their ability, for an official national plant protection organization*," (Article IV.1) whose responsibilities include the following:

"...the surveillance of growing plants, including both areas under cultivation (inter alia fields, plantations, nurseries, gardens, greenhouses and laboratories) and wild flora, and of plants and plant products in storage or in transportation, particularly with the object of reporting the occurrence, outbreak and spread of pests, and of controlling those pests, including the reporting referred to under Article VIII paragraph 1(a)..." (Article IV.2b).

Countries are responsible for the distribution of information within their territories regarding regulated pests (Article IV.3a), and they are required, "*to the best of their ability, to conduct surveillance for pests and develop and maintain adequate information on pest status in order to support categorization of pests, and for the development of appropriate phytosanitary measures. This information shall be made available to contracting parties, on request.*"(Article VII.2j). They are required to "*designate a contact point for the exchange of information connected with the implementation*" of the IPPC (Article VIII.2).

With these systems in operation, countries are able to fulfil the requirement under the IPPC:

"...to cooperate with one another to the fullest practicable extent in achieving the aims of this Convention (Article VIII.1), and in particular *to cooperate in the exchange of information on plant pests, particularly the reporting of the occurrence, outbreak or spread of pests that may be of immediate or potential danger, in accordance with such procedures as may be established by the Commission ...*"(Article VIII.1a).

2. Purpose of Pest Reporting

The main purpose of pest reporting is to communicate immediate or potential danger. Immediate or potential danger normally arises from the occurrence, outbreak or spread of a pest that is a quarantine pest in the country in which it is detected, or a quarantine pest for neighbouring countries and trading partners.

The provision of reliable and prompt pest reports confirms the operation of effective surveillance and reporting systems within countries.

Pest reporting allows countries to adjust as necessary their phytosanitary requirements and actions to take into account any changes in risk. It provides useful current and historical information for operation of phytosanitary systems. Accurate information on pest status facilitates technical justification of measures and helps to minimize unjustified interference with trade. Every country needs pest reports for these purposes, and can only obtain them by the cooperation of other countries. Phytosanitary actions taken by importing countries based on pest reports should be commensurate with the risk and technically justified.

3. National Responsibilities

NPPOs should make provision to ensure the collection, verification, and analysis of domestic pest reports.

3.1 Surveillance

Pest reporting depends on the establishment, within countries, of national systems for surveillance, as required by the IPPC (1997) (Article IV.2b). Information for pest reporting may be derived from either of the two types of pest surveillance systems defined in ISPM Pub. No. 6 (*Guidelines for surveillance*), general surveillance or specific surveys. Systems should be put in place to ensure that such information is sent to and collected by the NPPO. The surveillance and collection systems should operate on an ongoing and timely basis. Surveillance should be conducted in accordance with ISPM Pub. No. 6.

3.2 Sources of information

Information for pest reporting may be obtained directly by the NPPO or may be available to the NPPO from a variety of other sources (research institutions and journals, websites, growers and their journals, other NPPOs, etc). General surveillance by the NPPO includes the review of information from other sources.

3.3 Verification and analysis

NPPOs should put in place systems for verification of domestic pest reports from official and other sources (including those brought to their attention by other countries). This should be done by confirming the identification of the pest concerned and making a preliminary determination of its geographical distribution— and thus establishing its "pest status" in the country, according to ISPM Pub. No. 8 (*Determination of pest status in an area*). NPPOs should also put in place systems of Pest Risk Analysis (PRA) to determine whether new or unexpected pest situations constitute an immediate or potential danger to their country (i.e. the reporting country), requiring phytosanitary action. PRA may also be used to identify, as appropriate, whether the situations that have been reported may be of concern to other countries.

3.4 Motivation for domestic reporting

Where possible, countries should provide incentives for domestic reporting. Growers and others may be required officially to report on new or unexpected pest situations and may be encouraged in this, for example, by publicity, community action, rewards, or penalties.

4. Reporting Obligations

The obligation identified under the IPPC (1997, Article VIII.1a) is to report the occurrence, outbreak and spread of pests that may be of immediate or potential danger. Countries may optionally make other pest reports. Such reporting satisfies the general recommendation under the IPPC to cooperate in achieving the objectives of the Convention but is not a specific obligation. This standard also considers such other cases of pest reporting.

4.1 Reporting of immediate or potential danger

An immediate danger is considered to be one that has already been identified (pest already regulated) or is obvious on the basis of observation or previous experience. A potential danger is one that is identified as the result of a PRA.

Immediate and potential danger of a pest found in the reporting country normally lead to phytosanitary or emergency action in that country.

The occurrence, outbreak and spread of pests which is of immediate or potential danger to the reporting country may be of immediate or potential danger to other countries. There is an obligation to report it to other countries.

Countries have an obligation to report occurrence, outbreak or spread of pests that are not of danger to them but are known to be regulated by or of immediate danger to other countries. This will concern trading partners (for relevant pathways) and neighbouring countries to which the pest could spread without trade.

4.2 Other pest reports

Countries may also, as appropriate, use the same reporting systems to provide pest reports on other pests, or to report to other countries, if this contributes usefully to the exchange of information on plant pests foreseen under Article VIII of the IPPC. They may also enter into bilateral or multilateral agreements on pest reporting, e.g. through RPPOs.

4.3 Reporting of changed status, absence or correction of earlier reports

Countries may also report cases where immediate or potential danger has changed or is absent (including in particular pest absence). Where there has been an earlier report indicating immediate or potential danger and it later appears that the report was incorrect or circumstances change so that the risk changes or disappears, countries should report the change. Countries may also report that all or part of their territory has been categorized as a pest free area, according to ISPM Pub. No. 4 (*Requirements for the establishment of pest free areas*), or report successful eradication according to ISPM Pub. No. 9 (*Guidelines for pest eradication programmes*), or changes in host range or in the pest status of a pest according to one of the descriptions in ISPM Pub. No. 8 (*Determination of pest status in an area*).

4.4 Reporting of pests in imported consignments

Reporting the pests detected in imported consignments is covered by the ISPM Pub. No. 13 (*Guidelines for the notification of non-compliance and emergency action*) and not by this standard.

5. Initiation of Reports

Pest reports are initiated by the occurrence, outbreak, spread, or successful eradication of pests, or any other new or unexpected pest situation.

5.1 Occurrence

Occurrence should normally be reported where the presence of a pest is newly determined, which is known to be a regulated pest by neighbouring countries or trading partners (for relevant pathways).

5.2 Outbreak

An outbreak refers to a recently detected pest population. An outbreak should be reported when its presence corresponds at least to the status of **Transient: actionable** in ISPM Pub. No. 8 (*Determination of pest status in an area*). This means that it

should be reported even when the pest may survive in the immediate future, but is not expected to establish.

The term outbreak also applies to an unexpected situation associated with an established pest which results in a significant increase in phytosanitary risk to the reporting country, neighbouring countries or trading partners, particularly if it is known that the pest is a regulated pest. Such unexpected situations could include a rapid increase in the pest population, changes in host range the development of a new, more vigorous strain or biotype, or the detection of a new pathway.

5.3 Spread

Spread concerns an established pest that expands its geographical distribution, resulting in a significant increase in risk to the reporting country, neighbouring countries or trading partners, particularly if it is known that the pest is regulated.

5.4 Successful eradication

Eradication may be reported when it is successful, that is when an established or transient pest is eliminated from an area and the absence of that pest is verified. (see ISPM Pub. No. 9: *Guidelines for pest eradication programmes*)

5.5 Establishment of pest free area

The establishment of a pest free area may be reported where this constitutes a change in the pest status in that area. (see ISPM Pub. No. 4: *Requirements for the establishment of pest free areas*)

6. Pest Reporting

6.1 Content of reports

A pest report should clearly indicate:

- the identity of the pest with scientific name (where possible, to the species level, and below species level, if known and relevant)
- the date of the report
- host(s) or articles concerned (as appropriate)
- the status of the pest under ISPM Pub. No. 8
- geographical distribution of the pest (including a map, if appropriate)
- the nature of the immediate or potential danger, or other reason for reporting.

It may also indicate the phytosanitary measures applied or required, their purpose, and any other information as indicated for pest records in ISPM Pub. No. 8 (*Determination of pest status in an area*).

If all the information is not available on the pest situation then a preliminary report should be made and updates made, as further information becomes available.

6.2 Timing of reporting

Reports on occurrence, outbreak and spread should be provided without undue delay. This is especially important when the risk of immediate spread is high. It is recognized that the operation of the national systems for surveillance and reporting (see section 3), and in particular the processes of verification and analysis, require a certain time, but this should be kept to a minimum.

Reports should be updated, as new and more complete information becomes available.

6.3 Mechanism of reporting and destination of reports

Pest reports which are obligations under the IPPC should be made by NPPOs using at least one of the following three systems:

- direct communication to official contact points (mail, facsimile, or e-mail)—countries are encouraged to use electronic means of pest reporting to facilitate wide and prompt distribution of information
- publication on an openly available, official national website (such a website may be designated as part of an official contact point)—precise information on the website access address to the pest reports should be made available to other countries, or at least to the Secretariat
- the International Phytosanitary Portal (IPP).

In addition, for pests of known and immediate danger to other countries, direct communication to those countries, by mail or e-mail, is recommended in any case.

Countries may also address pest reports to RPPOs, to privately contracted reporting systems, through bilaterally agreed reporting systems, or in any other manner acceptable to the countries involved. Whatever reporting system is used, the NPPO should retain responsibility for the reports.

Publication of pest reports in a scientific journal, or in an official journal or gazette that typically has limited distribution, does not meet the requirements of this standard.

6.4 Good reporting practices

Countries should follow the "good reporting practices" set out in ISPM Pub. No. 8: (*Determination of pest status in an area*).

If the status of a pest in a country is questioned by another country, then an attempt should be made to resolve the matter bilaterally, in the first instance.

6.5 Confidentiality

Pest reports should not be confidential. However, national systems for surveillance, domestic reporting, verification, and analysis may contain confidential information.

Countries may have in place requirements regarding confidentiality of certain information, e.g. identity of growers. National requirements should not affect basic reporting obligations (content of reports, timeliness).

Confidentiality in bilateral arrangements should not conflict with international reporting obligations.

6.6 Language

There are no IPPC obligations in relation to the language used for pest reporting, except where countries request information under Article VII.2j (IPPC, 1997), when one of the five official languages of FAO should be used for the reply. Countries are encouraged to provide pest reports also in English, in particular for purposes of global electronic reporting.

7. Additional Information

On the basis of pest reports, countries may request additional information through official contact points. The reporting country, to the best of its ability, should report information required under Article VII.2j (IPPC, 1997).

8. Review

NPPOs should undertake periodic review of their pest surveillance and reporting systems to ensure that they are meeting their reporting obligations and to identify possibilities for improving reliability and timeliness. They should make adjustments as appropriate.

9. Documentation

National pest surveillance and reporting systems should be adequately described and documented and this information should be made available to other countries on request (see ISPM Pub. No. 6 (*Guidelines for surveillance*)).

*Publication No. 16
March 2002*

INTERNATIONAL STANDARDS FOR PHYTOSANITARY MEASURES

REGULATED NON-QUARANTINE PESTS: CONCEPT AND APPLICATION



**Secretariat of the International Plant Protection Convention
Food and Agriculture Organization
of the United Nations
Rome, 2002**

INTRODUCTION

SCOPE

This standard describes the concept of regulated non-quarantine pests and identifies their characteristics. It describes the application of the concept in practice and the relevant elements for regulatory systems.

REFERENCES

- Agreement on the Application of Sanitary and Phytosanitary Measures*, 1994. World Trade Organization, Geneva.
- Determination of pest status in an area*, 1998. ISPM Pub. No. 8, FAO, Rome.
- FAO. 1967. *Types of losses caused by plant diseases*, by J.C. Zadoks. FAO Symposium on crop losses. Rome, 2-6 October 1967, pp. 149-158.
- Glossary of phytosanitary terms*, 2001. ISPM Pub. No. 5, FAO, Rome.
- Glossary supplement no. 1: Guidelines on the interpretation and application of the concept of official control for regulated pests*, 2001. ISPM Pub. No. 5, FAO, Rome.
- Guidelines for pest risk analysis*, 1996. ISPM Pub. No. 2, FAO, Rome.
- Guidelines for surveillance*, 1998. ISPM Pub. No. 6, FAO, Rome.
- International Plant Protection Convention*, 1997. FAO, Rome.
- Principles of plant quarantine as related to international trade*, 1995. ISPM Pub. No. 1, FAO, Rome.

DEFINITIONS AND ABBREVIATIONS

containment	Application of phytosanitary measures in and around an infested area to prevent spread of a pest [FAO, 1995]
eradication	Application of phytosanitary measures to eliminate a pest from an area [FAO, 1990; revised FAO, 1995; formerly Eradicate]
intended use	Declared purpose for which plants, plant products, or other regulated articles are imported, produced, or used [ISPM Pub. No. 16, 2002]
official control	The active enforcement of mandatory phytosanitary regulations and the application of mandatory phytosanitary procedures with the objective of eradication or containment of quarantine pests or for the management of regulated non-quarantine pests [ICPM, 2001]
pathway	Any means that allows the entry or spread of a pest [FAO, 1990; revised FAO, 1995]
pest	Any species, strain or biotype of plant, animal or pathogenic agent injurious to plants or plant products [FAO, 1990; revised FAO, 1995; IPPC, 1997]
Pest Risk Analysis	The process of evaluating biological or other scientific and economic evidence to determine whether a pest should be regulated and the strength of any phytosanitary measures to be taken against it [FAO, 1995; revised IPPC, 1997]

phytosanitary action	An official operation, such as inspection, testing, surveillance, or treatment, undertaken to implement phytosanitary regulations or procedures [ICPM, 2001]
phytosanitary measure (agreed interpretation)	Any legislation, regulation or official procedure having the purpose to prevent the introduction and/or spread of pests [FAO, 1995; revised IPPC, 1997; ISC, 2001]
	<i>The agreed interpretation of the term phytosanitary measure accounts for the relationship of phytosanitary measures to regulated non-quarantine pests. This relationship is not adequately reflected in the definition found in Article II of the IPPC (1997).</i>
phytosanitary regulation	Official rule to prevent the introduction and/or spread of quarantine pests, or to limit the economic impact of regulated non-quarantine pests, including establishment of procedures for phytosanitary certification [FAO, 1990; revised FAO, 1995; CEPM, 1999; ICPM, 2001]
plants	Living plants and parts thereof, including seeds and germplasm [FAO, 1990; revised IPPC, 1997]
planting (including replanting)	Any operation for the placing of plants in a growing medium, or by grafting or similar operations, to ensure their subsequent growth, reproduction or propagation [FAO, 1990; revised CEPM, 1999]
plants for planting	Plants intended to remain planted, to be planted or replanted [FAO, 1990]
quarantine pest	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 [FAO, 1990; revised FAO, 1995; IPPC, 1997]
regulated area	An area into which, within which and/or from which plants, plant products and other regulated articles are subjected to phytosanitary regulations or procedures in order to prevent the introduction and/or spread of quarantine pests or to limit the economic impact of regulated non-quarantine pests [CEPM, 1996; revised CEPM, 1999; ICPM, 2001]
regulated non-quarantine pest	A non-quarantine pest whose presence in plants for planting affects the intended use of those plants with an economically unacceptable impact and which is therefore regulated within the territory of the importing contracting party [IPPC, 1997]
RNQP	Regulated Non-Quarantine Pest [ISPM Pub. No. 16, 2002]
suppression	The application of phytosanitary measures in an infested area to reduce pest populations [FAO, 1995; revised CEPM, 1999]

OUTLINE OF REQUIREMENTS

Pests that are not quarantine pests may be subject to phytosanitary measures because their presence in plants for planting results in economically unacceptable impacts. They are defined in the IPPC (1997) as regulated non-quarantine pests (RNQPs). Several provisions of the IPPC (1997) deal with RNQPs.

The distinction between RNQPs and quarantine pests, both of which are regulated pests, can be described in terms of the pest status, presence, pathway/commodity, economic impacts, and type of official control. In accordance with Article VI.2, “contracting parties shall not require phytosanitary measures for non-regulated pests.” (IPPC, 1997)

The application of the concept of RNQPs follows the principles of technical justification , risk analysis, managed risk, minimal impact, equivalence, non-discrimination, and transparency. Each element of the definition of RNQPs has a specific meaning, and as a consequence, host-pest interactions, non-phytosanitary certification programmes that contain elements suitable for phytosanitary certification, tolerances, and non-compliance actions all need to be considered when defining the requirements for the application of measures for RNQPs.

GENERAL REQUIREMENTS

1. Background

Certain pests that are not quarantine pests are subject to phytosanitary measures because their presence in plants for planting results in economically unacceptable impacts associated with the intended use of the plants. Such pests are known as regulated non-quarantine pests (RNQPs) and are present and often widespread in the importing country. Where official control is applied to plants for planting produced within countries to protect them from such pests, then the same or equivalent phytosanitary measures may be applied to those pests on imported plants for planting of the same species for the same intended use.

2. Provisions of the IPPC Regarding Regulated Non-Quarantine Pests

In addition to definitions found in Article II, as well as other references to regulated pests in the IPPC (1997), the following provisions of the IPPC (1997) are relevant to regulated non-quarantine pests.

Article VII.1

With the aim of preventing the introduction and/or spread of regulated pests into their territories, contracting parties shall have sovereign authority to regulate, in accordance with applicable international agreements, the entry of plants and plant products and other regulated articles and, to this end, may:

- a) *prescribe and adopt phytosanitary measures...*
- b) *refuse entry or detain, or require treatment, destruction or removal ...*
- c) *prohibit or restrict the movement of regulated pests....*

Article VI.1

Contracting parties may require phytosanitary measures for quarantine pests and regulated non-quarantine pests, provided that such measures are:

- a) *no more stringent than measures applied to the same pests, if present within the territory of the importing contracting party; and*
- b) *limited to what is necessary to protect plant health and/or safeguard the intended use and can be technically justified by the contracting party concerned.*

Article VI.2

Contracting parties shall not require phytosanitary measures for non-regulated pests.

Article IV.3

Each contracting party shall make provision, to the best of its ability, for the following:

- a) *the distribution of information within the territory of the contracting party regarding regulated pests and the means of their prevention and control ...*

Article VII.2i

Contracting parties shall, to the best of their ability, establish and update lists of regulated pests, using scientific names, and make such lists available to the Secretary (of the Commission on Phytosanitary Measures), to regional plant protection organizations of which they are members and, on request, to other contracting parties.

ANNEX:

Text of the Model Phytosanitary Certificate:

This is to certify that the plants, plant products or other regulated articles described herein have been inspected and/or tested according to appropriate official procedures and are

considered to be free from the quarantine pests specified by the importing contracting party and to conform with the current phytosanitary requirements of the importing contracting party, including those for regulated non-quarantine pests.

*They are deemed to be practically free from other pests.**

**Optional clause*

3. Comparison between RNQPs and Other Pests

3.1 Comparison with quarantine pests

Quarantine pests and RNQPs can be compared on the basis of four elements of their defining criteria: pest status in the importing country, pathway/commodity, economic impacts associated with the pest, and the application of official control.

The table below provides a summary of the distinctions.

Comparison of Quarantine Pests and RNQPs

Defining criteria	Quarantine pest	RNQP
Pest status	Absent or of limited distribution	Present and may be widely distributed
Pathway	Phytosanitary measures for any pathway	Phytosanitary measures only on plants for planting
Economic impact	Impact is predicted	Impact is known
Official control	Under official control if present with the aim of eradication or containment	Under official control with respect to the specified plants for planting with the aim of suppression

3.1.1 Pest status

In the case of quarantine pests, phytosanitary measures focus on reducing the likelihood of introduction, or if the pest is present, reducing the likelihood of spread. This means that, in the case of a quarantine pest, the pest is absent or is being prevented from invading new areas and is being officially controlled where it occurs. In the case of an RNQP, the likelihood of introduction is not relevant as a criterion, because the pest is present and quite possibly widespread.

3.1.2 Pathway

Phytosanitary regulations and procedures may be applied for quarantine pests associated with any host or pathway. For RNQPs, the only pathway that may be regulated is plants for planting of specified host(s) for a particular intended use.

3.1.3 Economic impacts

The main difference between the definitions of a quarantine pest and an RNQP with respect to economic impact is the distinction between potential economic importance for quarantine pests and known economically unacceptable impacts for regulated non-quarantine pests. Since the RNQP is present in the country, detailed first-hand information should be available about its impact, which is therefore known rather than predicted as for quarantine pests that are not yet present in that country. Furthermore, the potential economic importance associated with quarantine pests may include consideration of factors such as market access into other countries and environmental effects that are not relevant for RNQPs, because the pests are established.

3.1.4 Official control

All regulated pests are subject to official control. If present in an area, quarantine pests are subject to official control, in the form of phytosanitary measures for their eradication and/or containment. RNQPs are subject to official control in the form of phytosanitary measures for their suppression in the specified plants for planting.

3.2 Comparison with non-regulated pests

Some pests, which are neither quarantine pests nor RNQPs, may cause unacceptable impacts (i.e. damage) of a non-phytosanitary nature (e.g. commercial or food safety). Measures applied to plants damaged in this way are not phytosanitary measures. In accordance with Article VI.2, “contracting parties shall not require phytosanitary measures for non-regulated pests.” (IPPC, 1997)

4. Criteria that Define RNQPs

The definition of RNQPs provides criteria to distinguish this category of pests from quarantine pests. Further understanding of certain words in the definition is important for the proper interpretation and application of the concept.

4.1 “Plants for planting”

The concept of RNQPs is specifically limited in application to "plants for planting". Plants are defined as "living plants and parts thereof, including seeds". Therefore, "plants for planting" includes seeds, bulbs and tubers, and various kinds of vegetative propagating material, which may be whole plants or parts of plants (such as cuttings).

Since plants for planting includes "plants intended to remain planted", potted plants (including bonsais) are included. Risks associated with plants that are intended to remain planted may be less than for plants intended for multiplication.

4.2 “Intended use”

The intended use of plants for planting may be:

- growing for direct production of other commodity classes (e.g. fruits, cut flowers, wood, grain, etc.)
- to remain planted (e.g. ornamentals)
- increasing the number of the same plants for planting (e.g. tubers, cuttings, seeds).

Risk of economically unacceptable impact varies with different pests, commodities, and intended use. Distinctions may be made between commercial use (involving a sale or intention to sell), and non-commercial use (not involving a sale and limited to a low number of plants for planting for private use), where such a distinction is technically justified.

4.3 “Those plants”

“Those plants” refers to the specific plants (species, varieties, etc.) for planting, either imported or domestically produced for the intended use, that are regulated by the importing country with respect to RNQPs.

4.4 “Economically unacceptable impact”

The definition for a regulated non-quarantine pest refers to an economically unacceptable impact. This means that losses are measured in terms of economic impacts, and judged to be acceptable or unacceptable.

For quarantine pests, economic impacts include effects on market access as well as those impacts that may be less easily quantified in direct economic terms, such as certain effects on the environment as related to plant health. Because RNQPs are already present, there are not new or additional impacts related to market access or environmental health. Therefore these impacts are not considered relevant factors in determining economic impacts for RNQPs.

Relevant factors in determining economically unacceptable impacts include:

- reduction of quantity of marketable yield (e.g. reduction in yield)
- reduction of quality (e.g. reduced sugar content in grapes for wine, downgrading of marketed product)
- extra costs of pest control (e.g. roguing, pesticide application)
- extra costs of harvesting and grading (e.g. culling)
- costs of replanting (e.g. due to loss of longevity of plants)
- loss due to the necessity of growing substitute crops (e.g. due to need to plant lower yielding resistant varieties of the same crop or different crops).

In particular cases, pest effects on other host plants at the place of production may be considered relevant factors.

4.5 “Regulated”

“Regulated” in the definition of RNQP refers to official control. An official control programme for RNQPs can be applied on a national, sub-national, or local area basis. (see *Glossary supplement no. 1: Guidelines on the interpretation and application of the concept of official control for regulated pests*, 2001)

5. Relevant Principles and Obligations

The application of the concept of RNQPs follows in particular the principles and obligations of technical justification, risk analysis, managed risk, minimal impact, equivalence, non-discrimination, and transparency.

5.1 Technical justification

Phytosanitary measures covering RNQPs should be technically justified as required by the IPPC (1997). The classification of a pest as an RNQP and any restrictions placed on the import of the plant species with which it is associated should be justified by pest risk analysis.

5.2 Risk assessment

Pest risk assessment for RNQPs is not the same as pest risk assessment performed for a potential quarantine pest because it is not necessary to evaluate the probability of establishment, nor the long-term economic impact of an RNQP. It is, however, necessary to demonstrate that plants for planting are a pathway for the pest, and the plants for planting are the main source of infestation that result in economically unacceptable impacts.

5.3 **Managed risk, minimal impact and equivalence**

Risk management for RNQPs requires a decision regarding whether the economic impact determined through risk assessment represents an "unacceptable level of risk". Decisions regarding the strength of the measures to be used for risk management should be in accordance with the principles of non-discrimination, managed risk, and minimal impact, and should allow for the acceptance of equivalent measures where appropriate.

5.4 **Non-discrimination**

Phytosanitary measures for RNQPs should respect the principle of non-discrimination both between countries and between domestic and imported consignments. A pest can only qualify as an RNQP if there is official control within the territory of the contracting party requiring that no plants for planting with the same intended use (of the same or similar species of host plants), irrespective of their origin, be sold or planted if containing the pest, or containing the pest above a specified tolerance. A pest on an imported consignment can only be regulated as an RNQP if the plants are to be sold or planted within the territory of the importing country, or within that part of its territory, where the official control for the pest applies.

5.5 **Transparency**

National regulations and requirements for RNQPs, including details of official control programmes should be published and transmitted to any contracting party that may be directly affected (Article VII.2b). The technical justification for categorizing a pest as an RNQP and the justification for the strength of the measures applied for RNQPs should be made available by the importing contracting party upon request of another contracting party (Article VII.2c).

6. **Application**

When an NPPO wants to designate certain pests as RNQPs, the NPPO needs to consider the elements described above. In addition, some specific issues, such as host-pest interactions, and the existence of certification programmes (e.g. seed certification) for plants for planting may be considered.

6.1 **Host-pest interaction**

RNQPs should be defined in relation to a specified host or hosts because the same pest might not be regulated as an RNQP on other hosts. For example, a virus may cause economically unacceptable impact in one species of plants for planting, but not in another. Distinctions should be made regarding the specified taxonomic level of the host plants for the application of phytosanitary requirements for RNQPs where information available on host-pest interaction supports such distinctions (e.g. varietal resistance/susceptibility, pest virulence).

6.2 **Certification programmes²¹**

Programmes for the certification of plants for planting (sometimes known as "certification schemes") frequently include specific requirements for pests, in addition to non-phytosanitary elements such as requirements for varietal purity, color, size of

²¹ This certification is not to be confused with phytosanitary certification.

the product, etc. The pests concerned may be RNQPs if this can be technically justified and if the certification programme is mandatory, and thus can be considered to be official control, i.e. established or recognized by the national government or NPPO under appropriate legislative authority. In general, the pests for which certification programmes are intended are those which cause economically unacceptable impact for the crop concerned and are mainly transmitted in plants for planting, thereby qualifying as RNQPs. However, not all pests mentioned in certification programmes are necessarily RNQPs. Some existing programmes may include tolerances for pests or pest damage whose technical justification has not been demonstrated.

6.3 Tolerances

The application of the concept of RNQPs requires acceptance and establishment of appropriate tolerances for RNQP levels in official control programmes and corresponding requirements at import. The level of tolerance depends on the technical justification and follows in particular the principles of managed risk, non-discrimination, and minimal impact. In some cases, if technically justified, this tolerance may be zero, based on specified sampling and testing procedures.

6.4 Non-compliance

Phytosanitary action taken for non-compliance with phytosanitary requirements for RNQPs should be in accordance with the principles of non-discrimination and minimal impact.

Options include:

- downgrading (change commodity class or intended use)
- treatment
- redirection for another purpose (e.g. processing)
- redirection to origin or another country
- destruction.

**SPECIFICATION FOR AN INTERNATIONAL STANDARD ON PHYTOSANITARY MEASURE (ISPM)
ON LIVING MODIFIED ORGANISMS**

Title: Pest risk analysis for living modified organisms

Scope:

Provide guidance on pest risk analysis (PRA) procedures as regards the phytosanitary risks that may be presented by living modified organisms (LMOs).
(more details from Terms of Reference)

Tasks:

- Consider existing PRA procedures and standards (IPPC and others that may be relevant).
- Identify relevant hazards and methods for the evaluation of the potential phytosanitary risks presented by LMOs.
- Formulate a draft supplement to ISPM No. 11 providing guidance on the conduct of PRA for LMOs consistent with relevant aspects of the Cartagena Protocol, taking account Annex III of the CP and statements from the OEWG (September 2001), as amended by ICPM-4.
- The OEWG considered that the standard should be clear, easy to understand and provide comprehensive guidance on PRA for LMOs.

Provision of resources:

IPPC regular programme and other (to be determined).

Proposed work programme:

Expert Working Group in September 2002 to formulate first draft. (Venue to be determined).

Steward: (to be determined)

Collaborator: (to be determined)

Expertise:

Approximately 10 experts. Requires expertise in risk analysis (phytosanitary and environmental); expertise in relevant aspects of genetic engineering; familiarity with phytosanitary systems; and familiarity with the provisions and implementation of the Cartagena Protocol.

Participants:

Phytosanitary experts, technical expert(s) (e.g. GM technology) and representatives of the CBD/Cartagena Protocol, including adequate representation from developing countries.

Approval:

ICPM-4, March 2002

References:

ISPM Nos. 2, 3, and 11; Cartagena Protocol; Reference document No. 5 from the OEWG; other discussion or reference documents as may be provided by the participants or Secretariat.

RESPONSES OF THE OEWG TO THE TERMS OF REFERENCE***Pest risk associated with LMOs***

Potential phytosanitary risks include:

Changes in adaptive characteristics which may increase the potential invasiveness including for example:

- drought tolerance of plants
- herbicide tolerance of plants
- alterations in reproductive biology
- dispersal ability of pests
- pest resistance
- pesticide resistance.

Gene flow including for example:

- transfer of herbicide resistance genes to compatible species
- the potential to overcome existing reproductive and recombination barriers.

Potential to adversely affect non-target organisms including for example:

- changes in host range of biological control agents or organisms claimed to be beneficial
- effects on other organisms such as biological control agents, beneficial organisms, soil microflora that result in a phytosanitary impact (indirect effects).

Possibility of phytopathogenic properties including for example:

- phytosanitary risks presented by novel traits in organisms not normally considered a phytosanitary risk
- enhanced virus recombination, trans-encapsidation and synergy events related to the presence of virus sequences
- phytosanitary risks associated with nucleic acid sequences (markers, promoters, terminators, etc.) present in the insert.

The potential phytosanitary risks identified above could also be associated with non-LMOs. It was acknowledged that risk analysis procedures of the IPPC are generally concerned with phenotypic characteristics rather than genotypic characteristics. Genotypic characteristics may need to be considered when assessing the phytosanitary risks of LMOs.

The OEWG considered that all phytosanitary risks were within the scope of the IPPC including those posed by the unintentional and intentional presence of organisms.

Identify elements relevant to these plant pest risks:

In identifying elements of PRA for LMOs the OEWG:

- considered that there was a need to amplify elements of PRA for LMOs;
- considered that the normal components of PRA (Initiation, Risk Assessment and Risk Management) were appropriate for PRA of LMOs;
- considered that there was a need for more detailed guidance for each of these components; and
- recommended that the Expert Working Group consider Annex III of the CP, ISPM No. 11, the draft NAPPO standard(s) on transgenic plants, and any other relevant regulatory framework and guidelines.

Consider existing international regulatory frameworks and guidelines

Development of the PRA on LMOs should take into account relevant aspects of the CP, the OECD activities on biotechnology oversight and any other relevant regulatory frameworks and guidelines.

The IPPC draft supplement on environmental risk should also be taken into account. In addition to the working papers provided for this meeting, the OEWG discussed aspects of the OECD “Safety Considerations for Biotechnology: Scale-Up of Crop Plants” and the UNEP “International Technical Guidelines for Safety in Biotechnology”.

Identify areas within pest risk analysis (PRA) standards and other ISPMs that are relevant to the phytosanitary aspects of LMOs

The OEWG noted that the IPPC Secretariat’s Discussion Paper (OEWG-2001/REF 5) identified areas within PRA and other aspects of ISPMs that may be relevant to assessing the phytosanitary risks of LMOs. This paper should be considered by the expert working group with the other information documents provided to the OEWG in developing the PRA for LMOs.

Identify plant pest risks associated with LMOs that are not adequately addressed by existing ISPMs

The OEWG identified the need for more guidance as regards risk analysis for LMOs. The phytosanitary risks identified above should be taken into account by the Expert Working Group in considering the adequacy of ISPMs in addressing the analysis of phytosanitary risks that may be presented by LMOs. The adequacy and relevance of the draft supplement to ISPM 11 should also be considered in the development process. The Expert Working Group should also consider the CP and other relevant systems and guidelines to ensure that the standard comprehensively addresses phytosanitary risks of LMOs.

Other issues

The OEWG considered that the standard should be clear, easy to understand and provide comprehensive guidance on PRA for LMOs.

Although not formally in the terms of reference for the OEWG, the meeting also discussed the issue of capacity building as regards risk analysis for LMOs. The OEWG considered that the needs of developing countries be taken into account in any standards development.

The OEWG recommended that the Expert Working Group also consider the need to develop background documents, manuals, training modules etc. to assist countries in understanding and conducting PRA for LMOs.

The OEWG recommended that the IPPC explore the possibility of extending assistance to developing countries in building capacity in developing or conducting PRA for LMOs.

MEMBERSHIP OF THE STANDARDS COMMITTEE

Region	Country	Member
Africa	Nigeria	Mr Peter Olubayo AGBOADE
	Kenya	Mr Wilson A. SONGA
	Morocco	Mr Mohammed BAYOUSSEF
Asia	China	Mr WANG Fuxiang
	Indonesia	Mr Suparno SA
	Malaysia	Ms Asna Booty OTHMAN
Latin America and Caribbean	Brazil	Mr Odilson L. RIBEIRO E SILVA
	Belize	Mr Orlando SOSA
	Peru	Ms Elsa CARBONELL TORRES
Europe	European Community	Mr Mark VEREECKE
	Latvia	Mr Ringolds ARNITIS
	United Kingdom	Mr Alan PEMBERTON
North America	Canada	Mr Brent LARSON
	United States of America	Mr Nancy KLAG
South Pacific	Australia	Mr Chris HOOD
	New Zealand	Mr John HEDLEY
	Tonga	Mr Sione FOLIAKI
Near East	Jordan	Mr Mohammed Rabah A.A. KATEH-BADER
	Sudan	Ms Nagat Mubarak EL TAYEB
	Libya	Mr Mustafa Hussin BLACK

MEMBERSHIP OF THE SUBSIDIARY BODY ON DISPUTE SETTLEMENT

Region	Country	Member
Africa	Algeria	Mr Ali MOUMEN
Asia	Japan	Mr Hiroshi AKIYAMA
Latin America and Caribbean	Cuba	Mr Maximo Ramon MARTINEZ
Europe	Netherlands	Ms Mennie GERRITSEN
North America	United States of America	Mr John GREIFER
South Pacific	New Zealand	Mr John HEDLEY
Near East	Jordan	Mr Mohammed Rabah A.A. KATBEH-BADER

STRATEGIC PLAN

POSITION STATEMENT²²

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. However, the amendments do not come into force until two-thirds of the contracting parties have accepted the amendments. Governments have initiated the acceptance process. Nineteen (19) of the needed seventy-two governments have deposited instruments of acceptance with FAO. It is anticipated that several years will be required for the amendments to come into force. As an interim measure, FAO Conference, in 1997, established the ICPM. The ICPM will continue to exist until the amendments come into force and it will then be superseded by the Commission on Phytosanitary Measures. While the ICPM operates as an interim body, its membership is open to FAO Members and contracting parties to the IPPC. The functions of the ICPM are the same as those listed for the Commission on Phytosanitary Measures in Art XI.2.

The ICPM 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 ICPM 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 ICPM provides a means for liaison with other organizations and opportunities for interaction including possibilities for sharing resources.

Basic funding for the ICPM is through FAO, which is the depository for the IPPC and provides the Secretariat with its infrastructure – including legal support. Lack of adequate resources are a limiting factor to the implementation of the work programme of the ICPM and additional resources need to be sought, particularly to establish a greater number of standards as soon as possible. The consequences of these limited resources are significant when considering the requirements of the Agreement on the Application of Sanitary and Phytosanitary Measures (the 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 ICPM procedures and its interim status following the recent amendment of the Convention.

The ICPM has adopted its own rules and procedures. It has set a Standards Committee. The ICPM has adopted two ISPMs at each of its first two meetings and four standards at the ICPM-4, bringing to seventeen the total number of ISPMs adopted to date (previous ISPMs were adopted by FAO Conference prior to the formation of the ICPM). Procedures to assist with dispute settlement are being developed so the ICPM may offer a complementary role to other international dispute settlement systems. A subsidiary body on dispute settlement has been formed. Members of the ICPM are investigating the role it could have in technical assistance to raise the phytosanitary capacity of developing countries. The ICPM does not have any clear role yet in the sharing of regulatory and scientific information, and has weak links with the research community.

²² The position statement reflects the position of the IPPC and ICPM at the time of the Third Session of the ICPM. It is not amended here to reflect changes since 2000.

Although the ICPM has prepared priority lists for the development of standards, it has not prepared a strategic plan to make clear its strategic directions and goals or drawn up a long term plan of its intended activities, e.g. preparing a comprehensive body of ISPMs. At the second meeting of the ICPM a timetable of meetings for 2000 was endorsed by members.

There are nine regional plant protection organizations (RPPOs) that have coordinating functions in their respective regions. One of their roles is to help to achieve the objectives of the IPPC. The organizations are disparate in that they have widely differing numbers of members, authority, constitutions and capabilities. Their relationship with the IPPC Secretariat and the ICPM, and the opportunities for increased interaction, remain to be clarified.

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. Whilst recognizing the imperative of protecting natural ecosystems and that IPPC principles applied to cultivated systems are equally valid for wild flora and biodiversity, the ICPM has not developed explicit systems to deal with environmental issues. The increasing importance of environmental issues, such as alien invasive species, is of immediate concern to ICPM Members. The issue of alien invasive species is also addressed by the Convention on Biological Diversity.

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. There is an increased reliance on national and regional phytosanitary standards due to the lack of ISPMs in many areas of need. There is also an increasing demand to restrict the spread of organisms that threaten biological diversity. The use of computers and the Internet has meant that greater complexity in import requirements can be managed by national plant protection organizations (NPPOs), which means in turn that greater demands are placed on exporting countries. The means of dealing with these pressures has not been examined by the ICPM 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 Commission needs to ensure that all Members are fully able to implement the Convention.

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, adoption and monitoring of the implementation of international standards for phytosanitary measures (ISPMs)

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 fair and safe trade.

Goals for Strategic Direction No. 1

- 1.1 Increasing the number of standards by improving the standard-setting mechanism
 - 1.1.1 Promote the development of specific standards where relevant concept standards are in place and give priority to the development of concept standards where necessary for the preparation of specific standards in priority areas
 - 1.1.2 Encourage RPPO cooperation in the development of ISPMs
- 1.2 Improvement of the standard-setting mechanism
 - 1.2.1 Establishment of a procedure to identify and prioritize the development and review (including submissions procedures) of concept and specific standards
 - 1.2.2 Development of procedures to provide for sponsorship of specific standards
 - 1.2.3 Establishment of “Guidelines on the establishment of commodity or pest-specific standards”
- 1.3 Development of mechanisms that ensure that ISPMs take account of the protection of the environment
- 1.4 Greater transparency in the standard-setting process
 - 1.4.1 Enhancing the participation by developing countries in IPPC activities, in particular standard setting
 - 1.4.2 Development of efficient information sharing systems concerning standard-setting procedures
- 1.5 Facilitating the implementation of standards
 - 1.5.1 Development of procedures for monitoring
 - 1.5.2 Elaboration of explanatory documents corresponding to ISPMs
 - 1.5.3 Encourage RPPOs to assist their members in the implementation of ISPMs

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 and information exchange that may be specified by the ICPM or in ISPMs, including such information 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 for Strategic Direction No. 2

- 2.1 Promotion of increased access and use of electronic communication/Internet, including establishment of Internet linkages where appropriate
- 2.2 Development of the IPP for provision of official information by countries, e.g. phytosanitary regulations, pest lists, pest distribution, PRA, etc.
- 2.3 Development of systems to identify sources of information on pests
- 2.4 Establishment of procedures for pest reporting and information exchange, including cooperation with RPPOs

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 New Revised Text of the IPPC. The ICPM is charged to develop rules and procedures for dispute settlement under the IPPC. The Convention explicitly recognizes the complimentary role of the IPPC in this area given the formal binding dispute settlement process that exists under the WTO.

Goals for Strategic Direction No. 3

- 3.1 Promotion of dispute avoidance (e.g. a regular ICPM agenda item)
 - 3.1.1 Development of information material concerning the requirements for effective preparation of a dispute settlement
- 3.2 Providing supporting information on IPPC and other dispute settlement systems
 - 3.2.1 Establishment of an inventory of other dispute settlement systems
 - 3.2.2 Providing rulings/precedents from dispute settlements (e.g. WTO)

Strategic Direction No. 4: The development of the phytosanitary capacity of Members 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.

Goals for Strategic Direction No. 4

- 4.1 Develop and maintain methods and tools for individual countries to evaluate their phytosanitary capacity as well as their needs and demands for technical assistance
 - 4.1.1 Update and enhance Phytosanitary Capacity Evaluation (PCE)
- 4.2 Promotion of capacity building with regard to the understanding and application of international standards (e.g. through regional workshops) including before these standards are implemented
- 4.3 Promotion of and assistance with the establishment, revision and updating of national legislation
 - 4.3.1 Preparation of a checklist on phytosanitary legal and associated institutional issues
- 4.4 Establishment of systems that attract from donors for technical assistance programmes
- 4.5 Promotion of the improvement and development of RPPOs
 - 4.5.1 Assistance to RPPOs to establish information systems
- 4.6 Establishment of a process within the ICPM to identify and rank priorities for the ICPM's activities in technical assistance

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

To function effectively, the ICPM 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 ICPM to address its administrative issues and strategies, making continual improvement to ensure its business practices are effective and efficient.

Goals for Strategic Direction No. 5

- 5.1 Encouragement of Members to deposit their instrument of acceptance for the new revised text
- 5.2 Encouragement of non-contracting parties to adopt the IPPC
- 5.3 Ensuring budget transparency
- 5.4 Identification of means for increasing resources, e.g. trust fund; trust fund with special conditions (under control of ICPM); other voluntary contributions; FAO regular programme increase; in-kind contributions
- 5.5 Secretariat capacity increased through the use of FAO resources
- 5.6 Establishment of a business plan for resource requirements
- 5.7 Establishment of internal planning, review and evaluation mechanisms
 - 5.7.1 Report on activities of the Secretariat, including reporting by Secretariat on the implementation of the strategic plan
 - 5.7.2 Regular updating of strategic plan and operational programme
- 5.8 Identification of the relationship of the IPPC and its Secretariat in the context of FAO
- 5.9 Identification of other issues where common action of the ICPM required

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

This strategy 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 for Strategic Direction No. 6

- 6.1 Promotion of the IPPC
- 6.2 Establish relations, identify areas of common interest, and where appropriate, develop coordinated activities and joint programmes with other relevant organizations including the CBD, OIE, Codex and WTO
- 6.3 Communication of IPPC issues, obligations, processes and interests to all concerned, including other bodies with similar or overlapping interests
- 6.4 Encourage RPPOs to promote regionally the implementation of the IPPC (e.g. through regional workshops)
- 6.5 Strengthen cooperation and coordination with relevant organizations on technical assistance
- 6.6 Develop a plan of action for linkages with research and educational institutions for consideration at the Fifth Session of the ICPM

APPENDIX 1

Tables indicating the timing, priorities and means for achieving goals recommended by the ICPM Technical Consultation on Strategic Planning.

Table 1. Strategic Direction No. 1: The development, adoption and monitoring of the implementation of international standards for phytosanitary measures (ISPMs)

Goals	Timing	Priority	Means
1.1 Increasing the number of standards by improving the standard-setting mechanism	Ongoing	High	
1.1.1 Promote the development of specific standards where relevant concept standards are in place and give priority to the development of concept standards where necessary for the preparation of specific standards in priority areas	2002	High	ICPM
1.1.2 Encourage RPPO cooperation in the development of ISPMs	Ongoing	Low	SPWG
1.2 Improvement of the standard-setting mechanism			
1.2.1 Establishment of a procedure to identify and prioritize the development and review (including submissions procedures) of concept and specific standards	2002	Medium	For adoption by ICPM 4
1.2.2 Development of procedures to provide for sponsorship of specific standards	2001	Medium	For adoption by ICPM 4
1.2.3 Establishment of "Guidelines on the establishment of commodity or pest-specific standards"	2002	Medium	Secretariat
1.2 Development of mechanisms that ensure that ISPMs take account of the protection of the environment	Ongoing	High	ICPM, Bureau and Secretariat
1.4 Greater transparency in the standard setting process	Ongoing	High	ICPM
1.4.1 Enhancing the participation by developing countries in IPPC activities, in particular standard setting	Ongoing	High	ICPM WG
1.4.2 Development of efficient information sharing systems concerning standard-setting procedures	2002	Medium	Secretariat
1.5 Facilitating the implementation of standards	2002	High	ICPM
1.5.1 Development of procedures for monitoring	2002	High	ICPM
1.5.2 Elaboration of explanatory documents corresponding to ISPMs	2001	Medium	ISC
1.5.3 Encourage RPPOs to assist their members in the implementation of ISPMs	Ongoing	Medium	ICPM

Table 2. Strategic Direction No. 2: Information exchange

Goals	Timing	Priority	Means
2.1 Promotion of increased access and the use of electronic communication/Internet, including establishment of Internet linkages where appropriate	Ongoing	Medium	Secretariat
2.2 Development of the IPP mechanism for provision of official information by countries, e.g. phytosanitary regulations, pest lists, pest distribution, PRA, etc.	2002	High	Secretariat
2.3 Development of systems to identify sources of information on pests	2003	High	Working group
2.4 Establishment of procedures for pest reporting and information exchange, including cooperation with RPPOs	In process	High	ISC
2.4.1 Adoption of draft standard on pest reporting	2002	High	For adoption by ICPM 4

Table 3. Strategic Direction No. 3: Dispute settlement

Goals	Timing	Priority	Means
3.1 Promotion of dispute avoidance (e.g. a regular ICPM agenda item)	Ongoing	Medium	Report to ICPM
3.1.1 Development of information material concerning the requirements for effective preparation of a dispute settlement	2003	Medium	Subsidiary body
3.2 Providing supporting information on IPPC and other dispute settlement systems	2003	Medium	Subsidiary body
3.2.1 Establishment of an inventory of other dispute settlement systems	2003	Medium	Subsidiary body
3.2.2 Providing rulings/precedents from dispute settlements (e.g. WTO)	2003	Medium	Subsidiary body

Table 4. Strategic Direction No. 4: The development of phytosanitary capacity of Members by promoting the provision of technical assistance

Goals	Timing	Priority	Means
4.1 Develop and maintain methods and tools for individual countries to evaluate their phytosanitary capacity as well as their needs and demands for technical assistance	Ongoing	Medium	ICPM
4.1.1 Update and Enhance Phytosanitary Capacity Evaluation (PCE)	Ongoing	Medium	Secretariat and Members
4.2 Promotion of capacity building with regard to the understanding and application of international standards (e.g. through regional workshops)	Ongoing	High	Regional workshops
4.3 Promotion of and assistance with the establishment, revision and updating of national legislation	Ongoing	High	Secretariat
4.3.1 Preparation of a checklist on phytosanitary legal and associated institutional issues	2002	High	Secretariat
4.4 Establishment of systems that attract from donors for technical assistance programmes	2002	High	Bureau and Secretariat
4.5 Promotion of the improvement and development of RPPOs	Ongoing	Medium	Members and the Secretariat
4.5.1 Assistance to RPPOs to establish information systems	2003	Medium	Members and the Secretariat
4.6 Establishment of a process within the ICPM to identify and rank priorities for the ICPM's activities in technical assistance	2002	High	Working group

Table 5. Strategic Direction No. 5: The maintenance of an effective and efficient administrative framework

Goals	Timing	Priority	Means
5.1 Encouragement of Members to deposit their instrument of acceptance for the new revised text	Ongoing and 2001	High	Secretariat, FAO Legal Office, FAO Reps and Regional plant protection officers
5.2 Encouragement of non-contracting parties to adopt the IPPC	Ongoing	High	
5.3 Ensuring budget transparency	Ongoing	High	Secretariat
5.4 Identification of means for increasing resources, e.g. trust fund; trust fund with special conditions (under control of ICPM); other voluntary contributions; FAO regular programme increase; in-kind contributions	2002 or later	High	Bureau and Secretariat with Working group
5.5 Secretariat capacity increased through the use of FAO resources	2002 or later	High	Bureau and Members
5.6 Establishment of a business plan for resource requirements	2002 and ongoing	High	Bureau and Secretariat with Working group
5.7 Establishment of internal planning, review and evaluation mechanisms	2002	High	Working Group
5.7.1 Report on activities of the Secretariat, including reporting by Secretariat on the implementation of the strategic plan	Ongoing	High	Secretariat
5.7.2 Regular updating of strategic plan and operational programme	Ongoing	High	Working group
5.8 Identification of the relationship of the IPPC and its Secretariat in the context of FAO	Ongoing	Low	ICPM
5.9 Identification of other issues where common action of the ICPM required	Ongoing	Low	ICPM

Table 6. Strategic Direction No. 6: Promotion of IPPC and cooperation with other international bodies

Goals	Timing	Priority	Means
6.1 Promotion of the IPPC	Ongoing	High	Members and Secretariat
6.2 Establish relations, identify areas of common interest, and where appropriate, develop coordinated activities and joint programmes with other relevant organizations including the CBD, OIE, Codex, WTO	Ongoing	High	Secretariat and Bureau
6.3 Communication of IPPC issues, obligations, processes and interests to all concerned, including other bodies with similar or overlapping interests	Ongoing	High	Secretariat
6.4 Encourage RPPOs to promote regionally the implementation of the IPPC (e.g. through regional workshops)	Ongoing	High	ICPM
6.5 Strengthen cooperation and coordination with relevant organizations on technical assistance	Ongoing	Medium	ICPM/Secretariat
6.6 Develop a plan of action for linkages with research and educational organizations for consideration at the Fifth Session of the ICPM	Ongoing	Medium	SPTA

**RULES FOR DIRECTED FINANCIAL ASSISTANCE FOR STANDARD SETTING
(SPONSORSHIP OF STANDARDS)**

The provision of external resources for standard setting should:

- be applied only for standards that are approved as priorities by the ICPM;
- not create an undue resource drain on the work programme of the Secretariat;
- not displace core programme priorities;
- follow the normal procedures, policies and practice of standard-setting with no modifications according to the preferences of the funding entity.

Programme of Work

An absolute priority is the annual Session of the ICPM and two meetings of the Standards Committee.

The following recommendations for the work programme are based on the framework of the strategic directions.

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

The priorities for standard setting are:

- Efficacy of measures – draft to be initiated
- Pest risk analysis for living modified organisms (LMOs) - draft to be initiated
- Pest risk analysis for regulated non-quarantine pests – draft to be initiated
- Glossary of phytosanitary terms – including economic impacts – ongoing as amended each year
- Surveillance for Citrus canker - drafting to be completed
- Pest listing - drafting to be completed
- Principles of plant quarantine as related to international trade (ISPM 1) – to be reviewed and revised
- Guidelines for pest risk analysis (ISPM 2) – ISPM to be reviewed and revised
- Inspection methodology – draft to be completed
- Import regulatory systems – draft to be completed
- Guidelines for equivalence - draft to be completed

Recommendations on other aspects of the standard-setting programme include:

- Completion of an explanatory document on Systems Approaches
- Working Group on the monitoring of the implementation of standards
- Implementation of the stewardship concept for new standards (to the extent possible, a member of the Standards Committee)
- Use of stewardship procedure on a trial basis for the revision of standards beginning with ISPM 2. This process may save resources.

Strategic Direction No. 2: Information exchange

The recommendations are:

- Continue the development of the International Phytosanitary Portal (IPP)
- Organize a meeting of the IPP support group.

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

No recommendations were made. It was noted that a meeting of the Subsidiary Body may be possible at the Fourth Session of the ICPM.

Strategic Direction No.4: The development of the phytosanitary capacity of Members by promoting the provision of technical assistance

Recommendations for the work programme are:

- Updating and enhancement of the Phytosanitary Capacity Evaluation (PCE) in each language
- Creation of a CD-ROM version of the PCE with additional phytosanitary information added
- Organize a workshop for the training of expert facilitators to assist in the maintenance and implementation of the PCE.

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

The Informal Working Group recommended a meeting be organized to finalize a business plan and to edit the strategic plan for clarity. Members of the SPTA volunteered to form an ad-hoc Business Plan Focus Team for this purpose.

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

The Informal Working Group recommended the Secretariat report to the ICPM on progress achieved for Goal 6.2.

**PROVISIONAL CALENDAR
ESTABLISHMENT OF PROCEDURE FOR IDENTIFYING TOPICS AND PRIORITIES FOR
STANDARDS**

Provisional Calendar for ICPM Work Programme 2002-2003*

2002	Standard setting	Other
Feb	Glossary and economic importance	
Mar		ICPM-4
Apr	Surveillance for Citrus canker Pest listing	Information support
May	Standards Committee Review of ISPM 1	ISPM Monitoring
Jun	Pest risk analysis for LMOs Import regulatory systems	Business Plan Focus Team
Jul	Efficacy of measures Guidelines for equivalence	PCE experts workshop
Aug	Regional Technical Consultations on draft ISPMs Review of Spanish translations	
Sep	Pest risk analysis for regulated non-quarantine pests	Technical Consultation among RPPOs
Oct	Low pest prevalence	Strategic Planning and Technical Assistance
Nov	Standards Committee	
Dec	Review ISPM2	
2003		
Jan	Inspection methodology	
Feb	Glossary	
Mar		
Apr		ICPM-5 Subsidiary Body for Dispute Settlement (during ICPM-5)

*Bold indicates priority activities that the Secretariat expects to support with Regular Programme resources.

ESTABLISHMENT OF PROCEDURES FOR IDENTIFYING TOPICS AND PRIORITIES FOR STANDARDS

New standards can be proposed by:

- NPPOs;
- RPPOs;
- the IPPC Secretariat; and
- the WTO-SPS Committee.

Other organizations, such as the CBD, could propose topics through the IPPC Secretariat.

Criteria for setting the topics and priorities of standards are the following:

- level of trade affected by non-existence of a particular standard;
- frequency with which a particular issue emerges as a repeated source of trade disruption;
- feasibility of applying an international standard at a global level;
- feasibility of developing and implementing the ISPM within a reasonable time schedule;
- stage of development of the international standard;
- relevance and utility to developing countries;
- emergency need for the international standard;
- relevance and value to the total framework of standards; and
- availability of expertise needed to develop the proposed international standard.

Topics for standards should fit into a loose framework of the following categories:

- urgent issues;
- foundation standards to address fundamental concepts (e.g. treatment efficacy or inspection methodology);
- developing country concerns; and
- review and updating of current standards, including the Glossary.

Further development of specific procedures for identifying topics and setting priorities for standards should be undertaken by the Working Group on Strategic Planning. These procedures should include provisions for consultation procedures.

The procedure to be followed is:

October - the Informal Working Group on Strategic Planning and Technical Assistance reviews submissions for new topics for standards and recommends strategic priorities for new standards, for which drafts have not yet been considered by the Standards Committee.

April - The Strategic priorities for new topics for standards identified by the Informal Working Group are reviewed and adopted by the ICPM. The priorities for ISPMs under development identified by the Standards Committee are reviewed and adopted by the ICPM.

June - The Secretariat, at the time that draft standards are sent to Members for consultation:

- requests submissions for new topics from Members; and
- communicates the recommendations adopted by the ICPM.

November - The Standards Committee reviews the topics submitted by members taking into account policy guidance from the Informal Working Group on Strategic Planning and Technical Assistance and formulates recommendations to submit to the ICPM.

April - The ICPM reviews the recommendations and decides the topics and priorities for the work programme.

PROCEDURE FOR THE RECOGNITION OF NEW RPPOS

The recognition procedure for new RPPOs should be composed of four steps:

1. The prospective RPPO presents documentation authenticating an inter-governmental agreement and a written request for recognition as an RPPO under Article IX of the IPPC (1997) to the Chairperson of the ICPM.
2. The FAO Legal Counsel reviews the legal status of the submission.
3. The Technical Consultation among RPPOs assesses whether the prospective RPPO meets the ICPM Guidelines for the Recognition of RPPOs. These Guidelines, as adopted by the ICPM, have as a minimum the following functions:
 - coordinate the activities among National Plant Protection Organizations (NPPOs) in the regions covered, in order to achieve the objectives of the IPPC (1997);
 - harmonize phytosanitary measures;
 - participate in activities to promote the objectives of the IPPC (1997); and
 - gather and disseminate information.
4. The Technical Consultation submits a recommendation for consideration by the ICPM.

**PROVISIONAL AGENDA FOR THE
FIFTH INTERIM COMMISSION ON PHYTOSANITARY MEASURES**

1. Opening of the Session
2. Adoption of the Agenda
3. Report by the Chairperson
4. Report of the Secretariat
5. Adoption of International Standards
6. Items Arising from the Fourth Session of the Interim Commission on Phytosanitary Measures
 - Composition of the Standards Committee
 - Use of less complex language for international standards
 - Discussion on methyl bromide
7. Standard-setting Priorities
8. Strategic Planning
9. Work Programme for Harmonization
10. Status of the International Plant Protection Convention (IPPC)
 - Acceptance of the New Revised Text (1997)
 - Interim Measures
11. Technical Consultation
12. Other Business
 - Procedures of the Standards Committee
13. Date and Venue of the Next Meeting
14. Election of the Bureau
15. Adoption of the Report

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