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# REPORT OF THE NINTH TECHNICAL CONSULTATION AMONG REGIONAL PLANT PROTECTION ORGANIZATIONS

Brasília, Brazil: 08-12 September 1997

FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS

Brasília, 1997

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#### **TABLE OF CONTENTS**

		Page	
1. Op	ening of the Meeting	1	
2. Election of the Chair, Vice-chair, and Rapporteur			
3. Ad	option of the Agenda	1	
4. Actions Arising from the Eighth Technical Consultation			
5. Im	plications of the revised IPPC		
6. The Contemporary role of RPPOs under the Revised IPPC and in Relation to the Commission on Phytosanitary Measures			
7. Dis	semination and Adherence to the Revised IPPC		
8. Pri	orities in the development of ISPMs		
9. The harmonization of phytosanitary measures			
10.Discussion Papers			
11.Other Business			
12.Ve	nue and Date of the Tenth Technical Consultation		
Appe	ndices		
I. II. III. IV	Agenda Status of ISPMs ISPM Priorities List of Participants		

#### **Ninth Technical Consultation Among Regional Plant Protection Organizations**

#### 1. Opening of the Meeting

- 1) The Consultation was opened by Mr Waquim on behalf of the Brazilian Government, representing the Ministry of Agriculture. The Chairman of the Steering Committee of COSAVE, Mr Morales, welcomed the participants on behalf of his organization. Dr Van der Graaff, Chief, Plant Protection Service FAO, welcomed the participants on behalf of FAO. He drew attention to the need to clearly define the role of the Technical Consultation in relation to a possible future Commission on Phytosanitary Measures. The representative of IICA, Dr Campos, also welcomed delegates and emphasized the importance of technical coordination between regions and increased opportunities for realizing their objectives through cooperation with other international organizations such as IICA.
- 2) Mr Waquim, presented an overview of the plant protection organization in Brazil, including initiatives to harmonize within the COSAVE region and internationally with the WTO SPS and the IPPC. The COSAVE organization and its activities, including many standard-setting initiatives were described by Mr Morales.

#### 2. Election of the Chair, Vice-Chair, and Rapporteur

3) As decided at the Eighth Technical Consultation and elaborated in the Terms of Reference of the Technical Consultation among RPPOs, the Chair was designated from the host organization. Mr Morales was nominated by Mr McDonell and approved by the Consultation. Mr An (APPPC) and Mr Ivess (PPPO) were selected as Vice Chairs. Mr Griffin (FAO) was appointed as Rapporteur.

#### 3. Adoption of the Agenda

4) The agenda was adopted as proposed (Appendix I).

#### 4. Actions Arising from the Eighth Technical Consultation

5) Points arising from the Eighth Technical Consultation were reviewed. It was noted that much of the discussion in the Eighth Technical Consultation was devoted to the revision of the text of the International Plant Protection Convention. The resulting

recommendations were evident in the new text which has been prepared to submit to Conference in November, 1997 (FAO discussion document C 97/17 for Conference).

- 6) A question was raised concerning the status of the Terms of Reference that had been deposited with FAO. Dr Van der Graaff noted that the Terms of Reference had been accepted by FAO.
- 7) Discussion on the Work Programme focused particularly on pest records and reporting. Concern was raised about the current position of FAO in maintaining the FAO pest databases and data sheets. No work had been done on the FAO database in the past year and the function, use, and maintenance of the database was under review with respect to its relationship with the new text of the Convention and to dispute resolution.
- 8) It was noted that the Pest Status standard (in draft) addressed many of the needs concerning terminology and reporting obligations. The establishment of such a standard prior to defining a database was considered to be beneficial for a harmonized approach to sharing information on pests.
- 9) The Consultation considered the relationship of pest reporting to the provisions of the new text of the IPPC and standards such as PFA, PFPS, and PRA. The relationship of pest reporting, pest listing, and dispute resolution was also raised. It was suggested that a mechanism for technical discussions or standard(s) may need to be developed to address these concerns. The practical application of the surveillance requirement for the purpose of proper pest categorization was noted as the primary objective of Art. VII.2j of the IPPC. Actions in regulations and trade was suggested as primary criterion for prioritizing pest lists.
- 10) Regional standards for pest reporting, categorization and listing had been developed by at least one RPPO. The meeting recognized that RPPOs should play a strong role in coordinating pest reporting activities, including database maintenance as well as information gathering and dissemination. Providing a mechanism for making reports "official" or recognizing official reports from others was noted as an additional area where RPPOs could help. A suggestion was made that the next year's workplan could include provision for activity around the harmonization of procedures for reporting pests.

#### 5. Implications of the revised IPPC

- 11) Dr Van der Graaff summarized the current status of the IPPC based on the FAO discussion document C 97/17. It was noted that FAO Council had proposed interim measures and there was a need for clarification around certain legal issues, particularly whether the revised text presents new obligations to contracting parties.
- 12) The FAO Committee on Constitutional and Legal Matters (CCLM) would meet in October 1997. This Committee was seen as key to the resolution of the legal issues and advising Conference on positions that needed to be adopted. The CCLM will be required to provide advice on four areas: conformity of the revised text with FAO Basic Text and Rules; legal formatting; new obligations; and the legal implications of

an additional Article, Art II bis, referring to obligations under other agreements. On the topic of new obligations, the CCLM would in particular consider the formation of a Commission, adherence to standards, regulated non-quarantine pests, risk analysis, and technical assistance.

- 13) The Consultation discussed the options for the formation of the interim commission, its membership, the activities that the interim commission could undertake, and its relation to the RPPOs and the CEPM. A number of delegates supported the inclusion of all FAO Members and other contracting parties in the membership of the Commission. Others reserved their positions.
- 14) The new Convention text would come into force after acceptance by 2/3 of the contracting parties. However, text deemed to involve new obligations would only come into force for each contracting party on acceptance by it. It was pointed out that the interpretation of new obligations was partially based on the interpretation of previous amendments (1979). A document outlining that interpretation was provided.
- 15) It was up to FAO members to ensure that their governments and representatives analyzed the text and recommendations for interim measures and were prepared to respond appropriately in Conference. The Consultation agreed that an important role of RPPOs was ensuring that governments were informed, understood the implications, and were pressed to move as quickly as possible toward adoption of the revised text.
- 16) A question was raised concerning the model certificates and whether a model certificate for "other regulated articles" was intended, noting the many references that had been added to the revised text concerning "other regulated articles". Art. III.1 and IV.3 indicate certification applications for "other regulated articles", but this possibility is not reflected in the model certificates. Further, it appears that Art IV.3 would make it impossible to require a phytosanitary certificate that was not included as a model.
- 17) The interim commission was described as being unable to amend the Convention, or annexes, including adding a new model certificate. It was suggested that it may be possible to add "other regulated articles" to the certification statement. FAO legal counsel suggested to bring the issue to the CCLM for approval, with the intention of adding "other regulated articles" to the certification statement. It was noted that if the CCLM considered this to be a substantial change, the FAO Council, which would meet before the FAO Conference, would make a recommendation to conference on the issue.

### 6. The contemporary role of RPPOs under the Revised IPPC and in relation to the Commission on Phytosanitary Measures

18) The Consultation noted that Art. XIII, Art. IX.3, Art. XI.6, and Art. X.2e had particular relevance to the role of RPPOs. The mechanism for developing regional standards into international standards was considered. Regional standards would normally not be adopted in their entirety, but appropriate regional standards could provide the basis for elaborating international standards.

- 19) Many delegates expressed support for the concept in Art IX.3 in the revised text. Although the formulation of regional standards was not specifically described as a function of RPPOs, the development of standards offered RPPOs new opportunities in terms of an important contemporary role. It was pointed out that Art VIII and Art. IX made it clear that RPPOs should be involved with standard setting. The Technical Consultation was identified as a good forum for the coordination of regional standard setting efforts to avoid duplication of efforts. It was noted that standards elaborated regionally can also be promoted internationally. Dr Van der Graaff pointed out the various ways for standards to be initiated, including through consideration of regional standards deposited with the Secretariat.
- 20) The point was made that in large regions, it is preferable for regional organizations to develop "sub-regional standards" addressing similar conditions at a sub-regional level.

#### 7. Dissemination and Adherence to the Revised IPPC

21) It was agreed that RPPOs can play a critical role in helping governments in their region to understand the revised text and promote adoption as quickly as possible. The Consultation recommended that RPPOs take this as a high priority.

#### 8. Priorities in the Development of ISPMs

- 22) Mr Griffin provided an update on the status of standards completed, for approval, and in draft (Appendix II). Concerns were expressed by many delegates about understanding the status of standards, the process used for elaboration and prioritizing standards, and transparency in the standard setting activities of the Secretariat.
- 23) The Secretariat suggested the implementation of a system for providing updated information on a routine basis using the IPPC website, e-mail, and conventional mail. The Consultation agreed that this would be useful.
- 24) A number of priorities for standard-setting activities were suggested and offered to the Secretariat (see Appendix III). Organizations represented at the Consultation also identified standards or standard setting work in progress that corresponded to the areas elaborated in the priority listing. It was agreed that relevant information would be submitted to the Secretariat by 31 December 1997. The Secretariat would accept and consider such information from RPPOs and countries in planning and executing the work programme for ISPMs. The Secretariat was to remind RPPOs of the need to provide such information.

#### 9. The harmonization of phytosanitary measures

25) The Consultation recognized the importance of training in relation to standards. These training requirements extended not only to developing countries, but also to countries in transition and the developed countries. The IPPC Secretariat indicated that training may fit the criteria for FAO's Technical Cooperation Programme at both a regional and national level. The organizations and countries were encouraged to

cooperate in this issue with the FAO regional officers. In particular, it was noted that the Caribbean Plant Protection Commission (CPPC) required assistance.

#### 10. Discussion Papers

- 26) The EPPO Position on Appropriate Level of Protection (ALP) was presented by Dr Smith, who offered the opinion that the Acceptable Level of Risk (ALR) is more appropriate for addressing consistency in the application of the concept of the Appropriate Level of Protection required under the WTO SPS. The discussion of the Consultation included various opinions concerning the use and interpretation of both terms.
- 27) Dr Berg presented a paper on Regional Plant Pest Eradication Programs and the Role of Regional Plant Protection organisations on behalf of OIRSA. Dr Berg discussed several regional pests/programmes as examples and emphasised the potential for cooperation through RPPOs.
- 28) Dr Berg also presented a paper on the Role of Regional Plant Protection Organizations as Related to Economic Community Countries. In this discussion, he described efforts to establish a Central American economic integration organization and the role played by OIRSA in cooperating to develop regulations for plant and animal health standards.
- 29) A paper on Regulated Non-Quarantine Pests was presented by Mr Canale on behalf of COSAVE. The framework for including this category of pests in the IPPC, definitions, and rationale were described. Proposals for modifications in risk analysis procedures and the Plant Quarantine Principles as Related to International Trade were offered. The Consultation agreed that modifications in these and other standards, as well as the elaboration of new standards would be necessary to properly address this category of pests.

#### 11. Other Business

- 30) It was brought to the attention of the IPPC Secretariat that the Spanish version of the PRA standard had errors in the diagrams. The Secretariat noted the need to have the document corrected.
- 31) The Consultation was reminded that the Bayer Coding System for pests and plants was being managed by EPPO. EPPO indicated that they are in the process of improving the system and would soon be able to make it available to RPPOs.
- 32) Two items were identified by the meeting for the agenda of the 10th Technical Consultation:

- -- Pest reporting and reporting obligations
- -- Review of the status of activities in each RPPO
- 33) It was agreed that other agenda items would be submitted to the IPPC Secretariat prior to December 31, 1997, and that all papers to be presented at the Consultation would be made available to the Secretariat prior to June 1, 1998. The Secretariat is to prepare and distribute a format for the RPPO status presentations before December 31, 1997.

#### 12. Venue and Date of the Tenth Technical Consultation

34) It was noted that APPPC preferred to postpone hosting the Technical Consultation. The meeting considered options and agreed to have the Tenth Technical Consultation hosted by FAO in Rome, preferrably adjacent to the possible first meeting of the Interim Commission on Phytosanitary Measures. This was agreed with the understanding that future Technical Consultations could be again be hosted by an RPPO.

#### 13. Closure of the Meeting

The meeting recalled that Mr Hopper, the former Executive Secretary of NAPPO, had retired and noted the very important role of Mr Hopper in the first eight RPPO meetings. The Consultation wished him well in his retirement.

The meeting expressed its thanks to the Brazilian Government and COSAVE for hosting the Ninth Technical Consultation and for its excellent organization. The Consultation was in particular grateful for the interest shown by the Minister of Agriculture of Brazil through his personal participation in the meeting.

## NINTH TECHNICAL CONSULTATION AMONG REGIONAL PLANT PROTECTION ORGANIZATIONS

Brasília, Brazil: 8-12 September 1997

#### **AGENDA**

1.	Opening of the Consultation
2.	Election of the Chair, Vice-Chair and Rapporteur
3.	Adoption of the Agenda
4.	Actions arising from the Eighth Technical Consultation
5.	Implications of the revised IIPC
6.	The contemporary role of Regional Plant Protection Organizations under the Revised IIPC and in Relation to the Commission of Phytosanitary Measures
7.	Dissemination and ratification of the Revised IIPC
8.	Priorities in the development of International Standards for Phytosanitary Measures
9.	The harmonization of Phytosanitary Measures:
	Global and Regional initiatives Training and implementation of standards
10.	Discussion papers:
	<ul> <li>Appropriate Level of Protection</li> <li>The Role of RRPOs in Eradication Problems (OIRSA)</li> <li>Phytosanitary Problems Associated with Blocks of Countries of an Economic Community Nature (OIRSA)</li> <li>Requirements for the Regulation of Non-Quarantine Pests (COSAVE)</li> </ul>
11.	Other business
12.	Venue and date of the Tenth Technical Consultation
13.	Closure of the Consultation

APPENDIX II

#### STATUS OF INTERNATIONAL STANDARDS FOR PHYTOSANITARY MEASURES (ISPMs) - SEPTEMBER 1997

#### **Completed Standards**

Principles of Plant Quarantine as Related to International Trade Code of Conduct for the Import and Release of Biological Control Agents Guidelines for Pest Risk Analysis Requirements for the Establishment of Pest Free Areas Glossary of Phytosanitary Terms

#### To Conference in November 1997

Guidelines for Surveillance **Export Certification Systems** 

#### In Draft - to be approved by the CEPM for country consultation

Inspection Methodology **Determination of Pest Status** Pest Risk Analysis: Supplementary Standard for Quarantine Pests

Requirements for the Establishment of Pest Free Production Sites

Guidelines for Phytosanitary Certificates Guidelines for an Import Regulatory System

Guidelines for Surveillance for Specific Pests: Citrus Canker

Guidelines for Pest Eradication Programs

#### Priorities in the development of International Standards for Phytosanitary Measures and Organizations with Relevant Standards or Background Information

[Note: numbers in brackets reflect the results of ranking.]

#### 1. Preparation of regulated (quarantine) pest list [92]

**Scope:** Establishment of procedure (technical/scientific data) that would elaborate procedures and criteria for compiling lists of regulated pests that would enable international acceptance of such lists.

Organizations: EPPO, PPPO(NZ), COSAVE,OIRSA

#### 2. Regulated non-quarantine pests [92]

**Scope:** Technical justification for classification as a regulated non-quarantine pest and the consideration of principles for their regulation in international trade.

**Organizations: COSAVE** 

#### 3. Notification of intercepted pests non/compliance [74]

**Scope:** Guidelines for notification systems associated with non-compliance with import requirements. (A requirement under the revised IPPC). Note: EPPO and New Zealand both have operational systems in place (NZ on a bilateral basis)

**Organizations: EPPO** 

#### 4. Systems approach for phytosanitary certification (e.g. HACCP) [73]

**Scope:** Guidelines for the development of systems approaches for risk management, e.g. document systems, using the HACCP approach to identify key points in the production chain, for control of a particular pest(s), so that the system may be considered has equivalent to say, a post harvest treatment and enable export certification (even in case of a product produced in an area where is present.

**Organizations: NAPPO** 

#### 5. Low pest prevalence [63]

**Scope:** Term used in the WTO SPS Agreement. Term starting to be used in plant quarantine (application to regulates non-quarantine pests) and it is considered desirable to define the requirements, particularly for regulated non-quarantine pests, from quarantine a aspect (cf. trade).

#### **Organizations:**

#### 6. Quarantine nomenclature for plants and plant products [60]

**Scope:** Harmonized descriptive terms for plants and plant products. National plant protection organizations usually rely on the customs' nomenclature which is not appropriate for quarantine purposes. An international standard would also facilitate the exchange of information at the global level.

**Organizations: COSAVE** 

#### 7. Dispute settlement - Reference [59]

**Scope:** Outlining types of procedures available for dispute settlement.

**Organizations:** 

#### 8. Procedures for the preparation of a standard - Reference [55]

**Scope:** A consistent format of a standard to expedite the convention of a (appropriate) regional standard to an international standard. Note: NAPPO, EPPO and COSAVE have developed regional standards for the preparation of a standard.

**Organizations: COSAVE, NAPPO** 

#### 9. Pest-specific monitoring and testing requirements [52]

**Scope:** The development of pest specific standards for surveillance, testing, inspection, methods, eradication, pest free areas, etc.

Organizations: EPPO, NAPPO

#### 10. Training and accreditation of inspectors (import and export) [51]

**Scope:** Recognition of accredited professionals (State and private) able to undertake inspection (or other activities, e.g. treatment) of imported produce and/or inspection for export certification.

Organizations: IAPSC, NAPPO, OIRSA, PPPO (NZ)

#### 11. Framework for pest control procedures [45]

**Scope:** A standard for control procedures required to be undertaken in the field (pre harvest), as a condition for export, to reduce the level of pest population/incidence in order to meet phytosanitary requirements.

#### **Organizations:**

#### 12. Procedures for post entry quarantine [39]

**Scope:** Development of standards for quarantine/containment sites (facilities) and procedures for operating such. Note: New Zealand has developed standards.

Organizations: IAPSC, PPPO(NZ), NAPPO, OIRSA

#### 13. Systems for approving phytosanitary treatments [34]

**Scope:** System allowing the examination of research data on phytosanitary treatments, which if the research is adequate, enable the treatments to be approved as internationally acceptable.

**Organizations: PPPO(NZ)** 

#### 14. Guidelines for research requirements for treatment efficacy [31]

**Scope:** Guidelines for determining the type, quality and quality of data required for the approval of a phytosanitary treatment.

**Organizations: EPPO, PPPO(NZ)** 

#### 15. Commodity standards [21]

**Scope:** Standard relating to a given traded commodity that would list the major pests associated with that commodity, and accepted management methods to enable the risk of introduction of regulated pests to be reduced to appropriate levels.

Organizations: EPPO, COSAVE, NAPPO

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