MEMBER CONSULTATION 1 JULY – 1 december 2013  
BACKGROUND DOCUMENT

**Draft ISPM on *Minimizing pest movement by sea containers* (2008-001)**

1. Summary of activities prior CPM-8 (2013)

At its November 2007 meeting[[1]](#footnote-1), the Standards Committee (SC) recommended the topic *Minimizing pest movement by sea containers and conveyances* (2008-001) be added to the List of topics for IPPC standards. In 2008, the Third Session of the Commission on Phytosanitary Measures (CPM-3 (2008)) added it to the List of topics[[2]](#footnote-2).

In April 2010, the SC approved[[3]](#footnote-3) Specification 51: Minimizing pest movement by sea containers and conveyances in international trade[[4]](#footnote-4).

A Steering Committee on Sea Containers (SCSC) was established and a meeting held in Rome in November 2011[[5]](#footnote-5). A side-event was held at CPM-7 (2012) to update members on the development of the International Standard for Phytosanitary Measures (ISPM)[[6]](#footnote-6). An update from the SCSC was also presented to the SC at its April 2012 meeting[[7]](#footnote-7).

The Expert Working Group (EWG) drafted the text at their May 2012 meeting[[8]](#footnote-8) and recommended to the SC the draft ISPM on *Minimizing pest movement by sea containers* (2008-001).

At its November 2012 meeting[[9]](#footnote-9), the SC reviewed the draft ISPM; the title had been shortened to *Minimizing pest movement by sea containers* because the SC had decided that conveyances are no longer covered in the draft ISPM. Following this SC meeting, the steward revised the draft ISPM with an email working group and submitted it to the Secretariat for presentation to the 2013 May SC meeting. The SC also requested the steward and the IPPC Secretariat to develop a discussion paper for CPM-8 (2013). The Secretariat had set up a web page on the International Phytosanitary Portal (IPP) to provide background information and links to the various documents related to the development of this draft ISPM[[10]](#footnote-10).

In December 2012 an update from the CPM Bureau was sent out to IPPC contact points requesting them to review the information provided on the IPP, consider the development of this draft ISPM and submit their views to SC members no later than 15 January 2013. This information was used by the steward and the IPPC Secretariat to develop the CPM-8 (2013) discussion paper.

1. CPM-8 (2013) outcome

During CPM-8 (2013), an evening session was held to discuss further the issues identified in the discussion paper[[11]](#footnote-11) and the Chairperson of the evening session reported back to the CPM. CPM-8 (2013) decided to follow a stepwise approach and to continue processing the draft ISPM through the IPPC standard setting process and discuss how to proceed at a later stage. In particular, CPM-8 (2013) requested the SC to develop a preliminary draft standard to be sent for member consultation and used by National Plant Protection Organizations (NPPOs) for discussion, emphasizing the importance of gathering national stakeholders comments. The SC was also requested to develop a description of options for possible systems for sea containers examination including audit and verification mechanisms for NPPOs to discuss with relevant stakeholders at the national level. In addition, CPM-8 (2013) requested NPPOs and Regional Plant Protection Organizations (RPPOs) to liaise and engage relevant stakeholders at the national level, including national representatives to relevant international organizations[[12]](#footnote-12) as well as industry. Details of CPM discussion and decisions can be found in CPM-8 (2013) meeting report[[13]](#footnote-13).

1. Decisions from the 2013 May Standards Committee (SC) meeting

During its May 2013 meeting[[14]](#footnote-14), the SC reviewed and revised the draft ISPM. Among the changes made, the scope was modified to cover all sea containers, empty or full, regardless of associated cargo. As requested by CPM-8 (2013), the SC approved for member consultation the revised preliminary draft on *Minimizing pest movement by sea containers* (2008-001), with the understanding that there will be a further member consultation. The SC decided that this preliminary draft would be open only for general conceptual comments. The content of the outline of requirements section was removed from the preliminary draft and it was decided that it would to be developed at a later date.

Regarding the development of a description of options for possible systems for sea containers examination including audit and verification mechanisms, as requested by CPM-8 (2013), the SC decided to wait for the outcome of the member consultation in order to gather more information before developing a description of these options[[15]](#footnote-15) and considering them further.

In addition to the revision of the draft ISPM, the May 2013 SC developed guidance for a survey to be carried out by volunteer NPPOs to gather information on the rate of pest interceptions on sea containers, as agreed by CPM-8 (2013). The SC requested a small group of SC members to refine the survey design, assist the Secretariat in setting up a data collection mechanism, and develop survey instructions to accompany the survey request[[16]](#footnote-16).

1. Additional specific information provided by the Steward

This draft ISPM is different from other standards on several aspects, which include the following:

1. This standard will be used by industry as well as NPPOs, so some of the language used is designed to make matters clear for readers from industry. For example, the standard does not just mention *pests* but adds a few other terms such as *slugs, snails* etc
2. It is suggested that sea containers be cleaned of all organic material because:
3. sea container examiners and cleaners will not be able to differentiate between pests and non-pests and
4. the IPPC is working with the CBD and the OIE so organisms of concern to those organisations are included in the ambit of the sea container cleaning mechanism. For example, invasive alien organisms are included.
5. There are some problems with the use of terms. The term *inspection* is generally avoided as the examination of sea containers may be done by industry rather than NPPO officials, so the term *visual examination* is used. We have continued with the use of the term *contaminants* although this term refers to pests rather than any contaminating organism. The term *treatment* is avoided in most places and the term *removal of contamination* is used, as treatment refers to pests as well.

Two major concerns have determined much of the form of this draft standard:

* Firstly, the introduction of new procedures into the cycle of movement of sea containers could be extremely difficult to introduce into the industry. So the procedure described here is intended to allow for sea container examination and cleaning if necessary to be undertaken with the minimum of disruption of sea container movement possible. Sea container examination and cleaning if necessary would be undertaken at depots where the interior of a sea container is checked for cleanliness and fitness for purpose (e.g. the doors of the sea container shut properly and lock) prior to be filled with goods. The examination for external contamination of the sea container and cleaning if necessary could be carried out at this time.
* Secondly, some CPM members suggested that a system for cleaning sea containers should be based on the inspection of sea containers prior to export and import. Basically, it was thought that such procedures would be very difficult to implement at ports and be very expensive for the industry and NPPOs. Therefore, it is recognized that with the system suggested that sea containers could become contaminated after being found to be clean or being cleaned at the depot before being moved to the port for export. Also, some containers that undergo repositioning before re-use would also not be cleaned. However, despite this, the EWG proposed that the procedure of examination and cleaning if necessary at depots be combined with guidance on how to reduce the likelihood of contamination during the cycle of movement of sea containers in this draft standard as it would achieve a high degree of risk reduction from pest movement with sea containers while maintaining industry support and cooperation.

1. Information regarding the 2013 member consultation for this draft ISPM

The length of the 2013 member consultation for draft ISPMs is 150 days (1 July 2013 to 1 December 2013). IPPC members[[17]](#footnote-17) are invited to review this draft ISPM and submit their comments through their IPPC contact point using the IPPC Online Comment System (OCS)[[18]](#footnote-18). For assistance with the OCS, please send an email to the OCS team at [IPPC-OCS@fao.org](mailto:IPPC-OCS@fao.org).

It should be highlighted that the draft ISPM on *Minimizing pest movement by sea containers* (2008-001) sent to the 2013 member consultation is preliminary. IPPC contact points are only invited to submit substantive comments (comments on concepts and ideas) through the OCS on sections of text (not on individual paragraphs). Comments on the draft would then be reviewed by the SC (and not by the SC-7 as normally). This draft ISPM would be subject to another member consultation at a later date.

1. 2007 November SC meeting report, Section 6.1: <https://www.ippc.int/index.php?id=13355> [↑](#footnote-ref-1)
2. CPM-3 (2008) meeting report, Section 9.8 and Appendix XIII: <https://www.ippc.int/index.php?id=13330> [↑](#footnote-ref-2)
3. 2010 April SC meeting report, Section 9.2: <https://www.ippc.int/index.php?id=13355> [↑](#footnote-ref-3)
4. Specification 51: <https://www.ippc.int/index.php?id=24119> [↑](#footnote-ref-4)
5. 2011 November, Report of the SCSC: <https://www.ippc.int/index.php?id=1111165> [↑](#footnote-ref-5)
6. CPM-7 (2012) Report, Appendix 16, <https://www.ippc.int/index.php?id=13330> [↑](#footnote-ref-6)
7. 2012 April SC meeting report, Section 4.3: <https://www.ippc.int/index.php?id=13355> [↑](#footnote-ref-7)
8. Report of the EWG, May 2012: <https://www.ippc.int/index.php?id=1111165> [↑](#footnote-ref-8)
9. 2012 November SC meeting report, Sections 3.1.1 and 6.2 : <https://www.ippc.int/index.php?id=13355> [↑](#footnote-ref-9)
10. Link to the Sea containers page on the IPP: <https://www.ippc.int/index.php?id=1111165> [↑](#footnote-ref-10)
11. CPM 2013/28: <https://www.ippc.int/index.php?id=13330> [↑](#footnote-ref-11)
12. To the Convention on Biological Diversity (CBD), the World Organisation for Animal Health (OIE), the World Health Organization (WHO), the International Maritime Organization (IMO), the World Customs Organization (WCO), etc. [↑](#footnote-ref-12)
13. CPM-8 (2013) meeting report, Section 8.1.4, Part C: <https://www.ippc.int/index.php?id=13330> [↑](#footnote-ref-13)
14. 2013 May SC meeting report, Section 5.3: <https://www.ippc.int/index.php?id=13355> [↑](#footnote-ref-14)
15. Options would be described for the following:

    * the accreditation or certification of the body or staff that will carry out the examination and cleaning if necessary of sea containers,
    * the body or staff that will audit this system and the options that might be available including the involvement of NPPO officials,
    * the application of a verification system to the cleanliness system.

    The FAO Legal Office is helping to investigate the options that might be possible for the IPPC to use. [↑](#footnote-ref-15)
16. 2013 May SC meeting report, Section 3.1: <https://www.ippc.int/index.php?id=13355> [↑](#footnote-ref-16)
17. IPPC members are defined as: Contracting parties, National Plant Protection Organizations (NPPOs), Regional Plant Protection Organizations (RPPOs) and relevant international organizations. [↑](#footnote-ref-17)
18. IPPC Online Comment System (OCS): <http://ocs.ippc.int/index.html> [↑](#footnote-ref-18)