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Pathways Standards**

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**IPPC Secretariat**

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## 1. Opening of the Meeting

### 1.1 Welcome by the IPPC Secretariat

- [1] The International Plant Protection Convention (IPPC) Secretariat (hereafter “IPPC Secretariat”) welcomed all participants to the Focus Group on Commodity and Pathways Standards meeting. The IPPC Secretariat thanked all participants for their work in preparing this important meeting and wished a productive meeting.
- [2] The Commission on Phytosanitary Measures (CPM) Bureau members also welcome all participants to the meeting. It was recalled that this topic has been in the discussions for some time within the IPPC community and it is in the draft Strategic Framework of the IPPC for 2020-2030 as one developmental goal.
- [3] Participants introduced themselves briefly.

## 2. Meeting Arrangements

### 2.1 Election of the Chairperson

- [4] The Focus Group elected Ms Lois RANSOM (Australia and CPM Bureau member) as the Chairperson.

### 2.2 Election of the Rapporteur

- [5] The Focus Group elected Mr Greg WOLFF (Canada and CPM Bureau member) as the Rapporteur.

### 2.3 Adoption of the Agenda

- [6] The Focus Group adopted the Agenda (Appendix 1).
- [7] A short introduction to the project and to the call on “Rolling out Systems Approach Globally: sharing tools for enhanced application of Systems Approach and market negotiation on plant pest risk”<sup>1</sup> was provided to the Focus Group and included under “Other business”.

## 3. Administrative Matters

- [8] The IPPC Secretariat introduced the Documents list (Appendix 2) and the Participants list (Appendix 3) and invited participants to notify the Secretariat of any information that required updating or was missing. It was noted that Mr Liang WEI (China), was unable to attend the meeting.
- [9] The Secretariat provided the link to the **local information**<sup>2</sup> document.

## 4. Terms of reference

- [10] The Chairperson introduced the terms of reference (ToR) of the Focus Group<sup>3</sup> (Appendix 4), highlighting the tasks and the importance of this group in successfully completing the tasks. She informed that the CPM in its thirteenth session (CPM-13, 2018) has identified the need for further analysis on the purpose, benefits and use of commodity and pathway standards as the basis for guidance to the IPPC Standards Committee (SC) on their development, and to the Implementation and Capacity Development Committee (IC) on their implementation.
- [11] Regarding the process, it was pointed out that the outcomes of this meeting will be presented to the IPPC Strategic Planning Group (SPG) in their October 2018 meeting. Then, the SPG and the CPM Bureau will make recommendations on purpose, benefits and use of commodities and pathways standards to the CPM-14 in 2019. The SC, IC and the CPM Bureau will provide inputs to the recommendations prior to the CPM-14.

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<sup>1</sup> <https://www.ippc.int/en/news/new-project-rolling-out-systems-approach-globally-launched-by-ippc-contracting-parties-urged-to-participate-in-new-call/>

<sup>2</sup> Link to local information for meeting participants: Rome, Italy: <https://www.ippc.int/en/publications/1034/>

<sup>3</sup> Terms of reference of the focus group on commodities and pathways standards: [https://www.ippc.int/static/media/files/publication/en/2018/06/2018-06\\_ToR\\_FG\\_Commodity\\_pathway\\_stds-2018-06-18.pdf](https://www.ippc.int/static/media/files/publication/en/2018/06/2018-06_ToR_FG_Commodity_pathway_stds-2018-06-18.pdf)

- [12] According to the ToR, the IPPC Secretariat issued a call for inviting National Plant Protection Organizations (NPPOs), Regional Plant Protection Organizations (RPPOs) and relevant international organizations to provide reference materials that could help the Focus Group with its tasks, including country comments on the questions posed by the SC to the CPM Bureau (see agenda item 6).
- [13] Links to the draft IPPC Strategic Framework 2020-2030<sup>4</sup> and to topics submitted at the last IPPC call for topics were made. The Chairperson also recalled the discussions during the CPM-13(2018)<sup>5</sup> on “what could we gain and what we could lose” with the development of commodity and pathways standards, what are the drivers, the benefits, purposes and outcomes from developing commodity and pathways standards. The Focus Group discussions on these points are provided in several agenda items of this report.

## 5. Background

### 5.1 Background information from CPM and other IPPC meetings and bodies

- [14] The IPPC Secretariat introduced the background document<sup>6</sup> pointing out that discussions on the purpose, status and content of International Standards for Phytosanitary Measures (ISPMs), and on the concept of a commodity standard have increased in the various IPPC bodies and meetings in the last years. For example, during CPM-10 (2015), discussions took place on the concept of a commodity standard in relation to the draft ISPM 39 on *International movement of wood* (2006-029)<sup>7</sup>, at the 2015 Working Group (WG) on the Concept of a Commodity Standard<sup>8</sup>, at recent SC and CPM meetings.
- [15] The Focus Group noted that this topic is recurrent in several international agendas, thus the world is awaiting the development of IPPC standards on commodity and pathways (see also CPM 2018/CRP 13<sup>9</sup>, summary of discussions from a Friends of the CPM Chair meeting). It was noted that these standards are to provide benefits for both importing and exporting countries, by using resources more efficiently. Commodity and pathways standards should be the starting point of negotiations, setting up the ground rules for trade to commence, helping to expedite market access and to facilitate safe trade.

### 5.2. Standards Committee (SC) questions on commodity and pathways standards

- [16] The SC Representative introduced the document<sup>10</sup> which contained several questions that the SC raised while discussing the draft ISPMs for the International movement of grain (2008-007) and International movement of cut flowers and foliage (2008-005). It was noted that the specific comments and responses from the Focus Group to the SC questions will be discussed under agenda item 7.7.

### 5.3 List of adopted ISPMs (October 2018) and links to examples of adopted commodity and pathways standards

- [17] The IPPC Secretariat introduced the list of adopted ISPMs<sup>11</sup> outlining that currently there are 41 ISPMs, highlighting that the former ISPM 30 (*Establishment of areas of low pest prevalence for fruit flies (Tephritidae)*) has been revoked and incorporated under ISPM 35 (*Systems approach for pest risk management of fruit flies (Tephritidae)*). It was also mentioned that as of October 2018 there are 28 diagnostic protocols for specific pests, 32 phytosanitary treatments, and seven commodity and pathways ISPMs adopted<sup>12</sup> as follows:

· ISPM 15 (*Regulation of wood packaging material in international trade*)

<sup>4</sup> Draft IPPC Strategic Framework for 2020-2030 (version: 15 June 2018): <https://www.ippc.int/en/publications/86058/>

<sup>5</sup> CPM - 13 Final Report (2018): <https://www.ippc.int/en/publications/85963/>

<sup>6</sup> 18\_FGCP\_2018\_Oct

<sup>7</sup> ISPM 39 (*International movement of wood*) <https://www.ippc.int/en/publications/84341/>

<sup>8</sup> Link to the report of the 2015 Working Group on the Concept of a Commodity Standard: <https://www.ippc.int/en/publications/81503/>

<sup>9</sup> CPM 2018/CRP/13: <https://www.ippc.int/en/publications/85751/>

<sup>10</sup> 17\_FGCP\_2018\_Oct

<sup>11</sup> List of adopted ISPMs: <https://www.ippc.int/en/publications/626/>

<sup>12</sup> Adopted ISPMs webpage: <https://www.ippc.int/en/core-activities/standards-setting/ispm/>

- ISPM 33 (*Pest free potato (Solanum spp.) micropropagative material and minitubers for international trade*)
- ISPM 36 (*Integrated measures for plants for planting*)
- ISPM 38 (*International movement of seeds*)
- ISPM 39 (*International movement of wood*)
- ISPM 40 (*International movement of growing media in association with plants for planting*)
- ISPM 41 (*International movement of used vehicles, machinery and equipment*).

#### 5.4 Background information: Format for commodity specific data sheets (from the 2015 working group on commodities standards)

[18] The IPPC Secretariat introduced the document<sup>13</sup> and informed that it had been originally developed in 2005 by the Expert Working Group on Guidelines for formatting / drafting pest and commodity specific ISPMs<sup>14</sup> and presented again at the 2015 Working Group (WG) on the Concept of a Commodity Standard<sup>15</sup>.

[19] The Focus Group noted these documents.

### 6. Review of reference materials

[20] Points of discussion made by the Focus Group are captured in this agenda item and more detailed information are captured under agenda item 7.

#### 6.1 Reference material from APPPC:

- *Draft regional standard for phytosanitary measures (RSPM) on International Movement of Mango Fruit*

- *Explanatory document for APPPC RSPM for mango fruit*

[21] The documents were introduced<sup>16</sup> and it was explained that the Asia and Pacific Plant Protection Commission (APPPC) regional standard for phytosanitary measures (RSPM) on International Movement of Mango Fruit is still a draft and it will soon be presented to county consultation.

[22] **The mango fruit draft standard - example.** The Focus group praised and noted that this draft regional standard for mango fruit would be a good example of commodity and pathways standards.

[23] The main points of discussion by the Focus Group were as follows:

[24] **Commodity and pathway.** It was pointed out that in the APPPC region a focus is being given on the pathway and commodity, rather than just on the commodity *per se* (see also agenda item 6.2). The Focus Group acknowledged that it is not the commodity that is the risk, but the pests associated with the pathway created by trade of the commodity.

[25] **Lists of pests and list of phytosanitary measures.** The Focus Group noted that for this draft regional standard it refers to “pests” rather than “quarantine pests”, outlining that the pest of concern is determined by each NPPO with pest risk analysis (PRA). One member explained that this draft regional standard deals with potential quarantine pests, not with quarantine pests of each country because it would not be practical. It was further explained that the list of pests contains the main regulated pests associated with the pathway, i.e. mango fruits. Other members felt that the list was outlining the common pests not the regulated ones only. It was clarified that the list indeed outlines all pests, and in case there is a pest in which is a quarantine pest in a country, then the country can use the listed phytosanitary measure provided or use the concept of equivalence of measures.

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<sup>13</sup> 16\_FGCP\_2018\_Oct

<sup>14</sup> Working group on the Concept of a Commodity Standard meeting report: <https://www.ippc.int/en/publications/81503/>

<sup>15</sup> Link to the report of the 2015 Working Group on the Concept of a Commodity Standard: <https://www.ippc.int/en/publications/81503/>

<sup>16</sup> 04\_FGCP\_2018\_Oct and 05\_FGCP\_2018\_Oct

- [26] It was explained that this draft standard has tables that refer to phytosanitary measures options available, noting that there are also references to ISPM 28 (*Phytosanitary treatments for regulated pests*), in which countries can access further information on the treatment conditions and parameters.
- [27] One member queried about the inspection options and how to report non-compliance. It was explained that these principles and actions would remain the same, following other ISPMs. It was also mentioned that the draft standard also contains sections in the text that cover these points.
- [28] **Deviation / diversion of intended use.** One member pointed out that the clarification of the intended use was well outlined in this draft regional standard, however it was suggested in having classes of mitigation of the risks when there is a deviation of intended use. One member recalled that deviation / diversion of intended use was intensely debated at several international committees, and that the IPPC Standards Committee (SC) acknowledged that it was very difficult to include obligations and to agree on setting up requirements for the importing countries. Another member suggested that, this could be done in a way of providing guidelines of options for importing countries on how to mitigate the pest risks in case of diversion of intended use, not necessarily setting requirements. For global level, suggestions were made on a possible CPM Recommendation and sharing information to the IPPC Secretariat of systems in place by countries to be made available on the International Phytosanitary Portal (IPP). It was acknowledged that strengthening the interaction between the SC and IC would be needed.
- [29] **Governance process.** Observing the draft regional standard for mango fruit, a member queried if standards, in general sense, also aim to be a literature review. It was explained that they are not, as it would be impractical to keep literature references up to date in international standards. The Focus Group acknowledged that a streamlined and flexible governance process is needed, pointing out that the IPPC governance process and its standard setting process would need to be adjusted and other mechanisms created, to respond in a more timely manner, to ensure that the standards remain current. It was noted once again that interactions between the SC and IC will be needed to be enhanced to ensure a streamlined approach and provide timely and up dated standards.

## 6.2 Reference materials from Australia:

- *Framework for documenting a managed pathway for application through an Approved Arrangement*
- *Information for reference material*

- [30] The Chairperson introduced the documents<sup>17</sup>. It was recalled that Australia, as part of the APPPC, is also giving focus on the pests in the pathway, rather than just for the commodity only.
- [31] It was explained that in this framework, the production and trading pathway, which includes the production system through to the clearance of the goods in the importing country is well-defined. Then, an evaluation of its elements are made individually against the target risk or quarantine pest. Pest risk management actions are identified, and critical control points, for the purpose of regulating quarantine pests to achieve an appropriate level of protection are described. Verification and evidence of the actions are also documented in the framework and can form the basis for a system audit framework.

## 6.3 Reference material from Canada: NAPPO standards examples

- *RSPM 37: Christmas trees*
- *RSPM 38: Certain wooden and bamboo commodities*
- *Draft NAPPO standard on use of Systems Approaches to Manage Pest Risks Associated with the Movement of forest products (RSPM 41 - draft)*

- [32] The documents were introduced<sup>18</sup>. It was explained that the North American Plant Protection Organization (NAPPO) draft RSPM 41 was not a true “commodity and pathway” standard but about the use of systems approaches to manage the pest risk associated with a pathway/commodity.

<sup>17</sup> 06\_FGCP\_2018\_Oct and 07\_FGCP\_2018\_Oct

<sup>18</sup> 08\_FGCP\_2018\_Oct, 09\_FGCP\_2018\_Oct and 10\_FGCP\_2018\_Oct



[33] It was pointed that these standards also highlight the importance of PRA, in which countries can still do it and set up its requirements if technically justified.

[34] One member queried if there was a template, or if the region had identified the need in having one. It was mentioned that in the case of NAPPO there is not necessarily a fixed template, as the drafting of the standards is made as the experts feels like they need to be structured to be better placed.

#### **6.4 Reference material from Colombia: Report on the position of the Colombian Agricultural Institute (ICA) - the NPPO of Colombia**

[35] The paper was introduced<sup>19</sup> and it was mentioned that it was more a conceptual note in which highlight the point on sovereignty of a country for commodity and pathways standards. Once again, it was stressed that sovereignty rights of each country would remain, following the principles of the Sanitary and Phytosanitary Agreement (SPS Agreement) of the World Trade Organization (WTO). One member pointed out that a commodity and pathway standard should be considered as a complement to, rather than a substitution, of a country sovereignty's right.

[36] The Focus Group acknowledged that there is a need to communicate to the IPPC contracting parties and to the world on the outcomes of this meeting, indicating some suggestions of awareness raising to the IPPC community.

#### **6.5 Reference material from COSAVE: Considerations on pest risk analysis and commodity and pathways standards**

[37] The representative of COSAVE (from Spanish: *Comité de Sanidad Vegetal del Cono Sur*) introduced the paper<sup>20</sup> highlighting the importance of PRA, especially for the countries in the region, as a key instrument for technical justification. It was stressed that “a commodity standard should not be considered a substitute for the pest risk analysis process, but it should support the PRA by specifying harmonized risk factors of the commodity and providing guidance for NPPOs on how to establish consistent phytosanitary measures”. It was suggested the possibility to work on the concept of commodity class and to establish prioritization criteria for commodities according to ISPM 32, emphasizing options of pest risk management for different commodities.

[38] It was stressed that commodity standards should deal with pest risks associated with the commodity (risks with the entire production system), and then give countries guidance on phytosanitary measures. Once again, it was mentioned the need to enhance the interaction between the SC and IC, as in commodity and pathways standards there will be issues associated not only with the phytosanitary measure *per se* but with countries' capabilities to implement and use them. For example, if in a commodity and one associated pest, the phytosanitary measure would be an irradiation treatment, most likely that will not have discussion about the irradiation treatment, but rather to have discussions on the accreditation of the irradiation facility - once for the irradiation treatment it can be referred back to ISPM 18 (*Guidelines for the use of irradiation as a phytosanitary measure*).

#### **6.6 Reference material from EPPO: EPPO views on Commodity and Pathway Standards**

[39] The representative of the European and Mediterranean Plant Protection Organization (EPPO) introduced the paper<sup>21</sup>. It was mentioned that the paper was based on the EPPO Working Party on Phytosanitary Regulations meeting in Bergen 2018-06-19/22.

[40] It was said that, as in previous discussions, commodity and pathways standards would not remove a country's sovereign rights to set additional or alternative measures, based on PRA. It was stressed that these standards would enable countries with low or absent PRA capacity to secure a basic level of phytosanitary protection. Thus, commodity and pathway standards should enable countries with a range of export markets to more easily implement the different import requirements. These standards would simplify, and so facilitate trade, and increase the transparency of phytosanitary measures globally.

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<sup>19</sup> 11\_FGCP\_2018\_Oct

<sup>20</sup> 12\_FGCP\_2018\_Oct

<sup>21</sup> 13\_FGCP\_2018\_Oct

## 6.7 Reference material from New Zealand: Examples of New Zealand generic import health standards for commodity and pathways

- [41] The paper was introduced<sup>22</sup> and four examples of commodity and pathways standards issued by New Zealand were outlined: *Oncidium* cut flowers; sea containers; vehicles, machinery and equipment; and vessels.
- [42] It was mentioned that during the drafting stage of the example of “fresh rambutan” standard for human consumption, the requirements have been clearly differentiated from guidance information by outlining in the document or presenting in different forms to highlight the differences. It was explained that the standard has three different levels of phytosanitary measures: Basic, Targeted and New Zealand Specified measures. Basic measure recognizes that many quarantine pests will be managed to an acceptable level through commercial production processes and the selection of export quality product. The targeted measures are for specific regulated pests at “lower level of risk” and give the exporting country more options to choose. The Specified measures are for the highest risk pests and in these cases the importing country; in this country, i.e. New Zealand, it will prescribe an exact measure, for example a fumigation or irradiation. These different phytosanitary measures outlined in the standard would give the exporting countries more options. It was noted that a bilateral agreement would still need to be required.
- [43] One member queried how the pest list was created. It was explained that it was a compilation of information from countries that current export rambutan, and then assessing the information against the pest lists reported by each country.

## 6.8 Reference material from USA: Industry views on commodity standards: informal survey conducted by the USA NPPO

- [44] The paper was introduced<sup>23</sup> and it was explained that an informal survey was conducted by the USA to gather the industry views on commodity and pathways standards, in which there were eight respondents.
- [45] It mentioned that the findings from the small survey had an overall consensus that commodity standards could increase trade efficiency. However, a point of concern was on the ability in having a global agreement on these standards. For example, agreement on requirements for a specific commodity while still meeting the appropriate level of protection would be difficult to meet, which may lead to an increased cost of production.
- [46] An important consideration was that commodity standards would require broader availability of specific treatments for pest risk management. Thus, possible topics for standards would be commodities with high uncertainty about the pest risk and capable of tolerating treatments without reducing commodity value, similar to ISPM 15 on wood packaging material.

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<sup>22</sup> 14\_FGCP\_2018\_Oct

<sup>23</sup> 15\_FGCP\_2018\_Oct

## 7. Tasks from the Terms of Reference for the Focus Group

### 7.1 Analyse, and consequently define, the strategic value and purpose of commodity and pathway standards against the IPPC strategic objectives

- [47] The Focus Group noted that this topic is recurrent in several international agendas including the CPM, and that recently there was a more clear direction on the need to develop commodity and pathway standards, for example the inclusion of such standards in the IPPC development agenda for 2020-2030 (see also CPM 2018/CRP 13<sup>24</sup>, summary of discussions from a Friends of the CPM Chair meeting). The Focus Group noted that these standards are to benefit both importing and exporting countries, using resources more efficiently. The Focus Group also noted that commodity and pathways standards are to be the starting point of negotiations, setting up the ground rules for trade to commence, helping to expedite market access and to facilitate safe trade. Additionally, commodity and pathways standards will support the IPPC, with its mission and vision, to increase its relevance and influence in the international trade scenario.
- [48] **The need to have value in addressing phytosanitary risks.** The Focus Group stressed that there is a need and a value to address phytosanitary risks in commodity and pathways standards as a mean to simplify phytosanitary regulations of traded goods.
- [49] The Focus Group noted that the intended use of a commodity requires consideration because the phytosanitary risks vary according with it. Therefore, defining the commodity or pathway in terms of the commodity and its intended use provides a clearer platform for identifying regulated pests on that pathway, and phytosanitary risk management options.
- [50] The Focus Group agreed that it was the sovereign right and responsibility of the importing country to determine quarantine pests and risk management options through PRA. Phytosanitary measures are then negotiated bilaterally with the exporting country to establish the final trading requirements.
- [51] **“The need for harmonized phytosanitary measures.** The Focus Group reiterated that commodity and pathways standards will provide NPPOs with a basis for harmonized phytosanitary measures, which then can be used to support their pest risk management activities.
- [52] The need for specific and minimum measures required in commodity and pathways standards was discussed. Some members expressed concerns on the concept of “minimum requirements” as it may set up too many regulations; however, a concept of “common elements” might be preferable, recalling the concept of equivalence of measures as outlined in the WTO-SPS Agreement. One member queried about “historical information” and it was mentioned that it might be considered together with the concept of equivalence of measures. It was also mentioned that the concept of “integrated measures”, for example systems approach, should be considered for inclusion in these standards whenever it applies.
- [53] The Focus Group highlighted that obligations will not be imposed on importing countries and that these standards are to provide contracting parties with options for measures to use against regulated pests.
- [54] The Focus Group acknowledged the existence of multiple pest-host combinations, therefore additional diagnostic protocols and phytosanitary treatments will be necessary to support countries in setting up options for phytosanitary measures. The Focus Group stressed that NPPOs will still be able to use other measures not listed in the standards, if technically justified.
- [55] In addition, guidance on possible pests lists for commodity and pathways should be considered to be developed, thus the selection of phytosanitary measures should be facilitated as it would follow a specific pest-host combination. It was noted that this may be of help especially for those countries that do not have capabilities to conduct their own PRA.

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<sup>24</sup> CPM 2018/CRP/13: <https://www.ippc.int/en/publications/85751/>

[56] As a summary, the Focus Group identified the below points:

#### Anticipated Value of Commodity and Pathway Standards

- **Facilitation of safe trade**
  - Expedite market access negotiations
  - Enhance phytosanitary security
  - Achieve strategic goals of IPPC, and UN FAO
- **Harmonisation of measures**
  - Promotion of equivalency
  - Encourage reference to and use of existing ISPMs
  - Identification of phytosanitary measures recognised as being effective for use in trade
  - Identification of gaps in available and effective measures and focus research on this
- **Optimise efficient use of resources**
  - Avoid redundancy/duplication of requirements
- **Provide support and assistance to developing countries**
  - Establishing and ensuring a level of effective risk management
  - Participating in trade
  - New opportunities for trade
- **Support relevance and influence of the IPPC**

## 7.2 Capture principles and criteria for commodity and pathway standards development and use with reference to practical examples

[57] The Focus Group discussed the main points as follows.

[58] **Pest lists.** The Focus Group discussed the inclusion of pest lists noting that criteria are needed for the inclusion of a pest in such lists. It was agreed by the Focus Group that a pest to be included in such lists should be regulated by at least one IPPC contracting party, and for which a PRA is publicly available. It was suggested that such pest lists be included as annexes to the standards, along with options of phytosanitary measures. It was noted that the APPPC draft standard on the international movement of mango, and the IPPC draft ISPM on cut flowers have examples of such pest lists. The Focus Group stressed that, including a list of pests in a standard does not give a country a right to regulate all those pests; i.e. the regulation of pests should remain firmly based on PRA and technical justification.

[59] It was mentioned that there are multiple pest-host combinations, and that there are not sufficient phytosanitary treatments and other measures to cover them all. One member wondered about possible residues, especially for chemical treatments, thus, how and if “possible residues” could be embark upon.

[60] It was pointed out that, while it would be good to have a list of pests in a commodity and pathway standard, such lists will never be exhaustive but a guidance for countries. The Focus Group acknowledged that there is a need to adjust the current IPPC standard setting process to ensure that such lists are updated in timely manner.

[61] **Concept of updating the pests lists and the possible measures.** It was discussed that the IPPC standard setting process should be adjusted to enable these pest lists and its possible phytosanitary measures be updated in a timely manner. Therefore, flexibility would be needed in regards to a system to maintain and update the lists of pests and the applicable phytosanitary measures, and a streamlined process for updating such lists is needed. The Focus Group reiterated once again that, the regulation of a pest and the requirement of phytosanitary measures should be technically justified.

[62] Ideas were given as for example setting up permanent stewards of the SC for that, or setting up groups to deal with those lists, as it is difficult to have expertise in “all” commodities or pests and its measures. The Focus Group noted that a good example of updating standards in timely manner was the process for the Technical Panel on Diagnostic Protocols (TPDP), following a set of criteria and their ability to contact authors of the specific drafting groups.

- [63] **Governance support.** The Focus Group highlighted that the current standard setting process will need to be flexible for the development of commodity and pathway standards, and therefore appropriate governance support will be required.
- [64] For example, the Focus Group suggested that the establishment of some technical panels on commodities, would be more efficient than establishing numerous expert working groups (EWGs). Such an “oversight” Technical Panel, for example a Technical Panel on Phytosanitary Measures (TPPM), could act in similar way as the Technical Panel for Diagnostic Protocols (TPDP), which works with numerous virtual drafting groups. This TPPM would then ensure consistency between drafts and coordinate the production of drafts standards.
- [65] It was stressed that commodity and pathway standards would still be presented to CPM for adoption, and that the existing adopted commodity and pathway standards would need to be reviewed in light of this approach. Moreover, it was agreed that the current draft standards should remain pending until the CPM adopts this new approach on the development of these standards.
- [66] **Obligation level.** The Focus Group discussed if the commodity and pathways standards would include obligations for importing countries. While it was stressed that the intended use should be made clear in the standard, the measures related to diversion from intended use should not be presented in commodity standards, but provisions may be included in other standards (e.g. ISPM 32 (*Categorization of commodities according to their pest risk*)). Thus, obligations will not be imposed on importing countries.
- [67] The Focus Group acknowledged that some considerations on communication and engagement with stakeholders might be necessary, as it is a crucial element in the trade process.
- [68] In summary, the Focus Group agreed with the following principles related to the development and implementation of commodity and pathway standards:

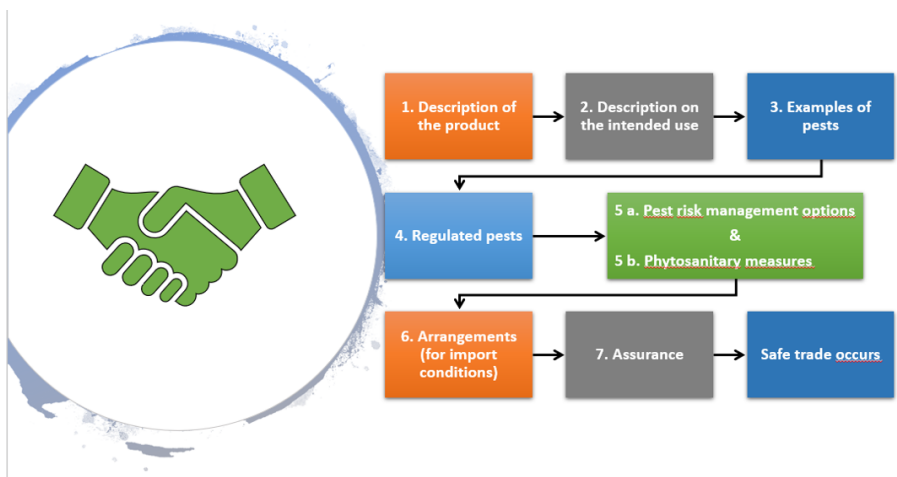
**Principles relating to development and implementation of commodity and pathway standards**

- The proposed structure of the standards will apply to both commodities and pathways
- Scope may be narrow (commodities) or broad (classes or pathways); initial standards are likely to be narrowly focused
- Regulation of pests to remain firmly based on pest risk analysis (PRA)
  - Existing international obligations of contracting parties under the IPPC and WTO-SPS Agreement will remain unaffected
  - Sovereign rights will not be affected by commodity and pathway standards
  - Lists of pests will be presented but the regulation of any pest remains subject to technical justification through PRA
- Obligations will not be imposed on importing countries
  - Measures related to diversion from intended use will not be presented in commodity standards (but provisions may be included in other standards, e.g. ISPM 32)
- It is intended to provide options for measures to contracting parties for the use against their regulated pests
  - Other measures may be implemented by contracting parties if technically justified and may be proposed for inclusion in standards
- General requirements will be included in the standards
- Given the inclusion of pests and measures, a process to maintain and update these standards will be required
- The development and maintenance of commodity and pathway standards must be supported by IPPC governance processes and will require provision of resources
- Commodity and pathway standards will be presented to CPM for adoption
- Existing commodity standards will require review after the new commodity standards approach has been adopted
- Commodity standards under development should remain “pending” until the new commodity standards approach has been adopted



### 7.3 Assess processes used to develop and use commodity and pathway standards

- [70] The Focus Group assessed several processes, for example processes from RPPOs and some NPPOs as outlined under agenda item 6. Additionally, the Focus Group also assessed the current IPPC standards-related processes, noting that there is a need for them to be adjusted and to allow some flexibility especially with regards for revisions and keeping commodity and pathway standards up to date (see agenda item 7.2 for more details).
- [71] With the final objective that “safe trade occurs”, the Focus Group proposed a process as follows. In summary, the process is outlined in Figure 1.
- [72] **1) Description of the product.** Firstly, there is a need to clearly define the commodity or pathway that the standard refers to. The Focus group considered general and specific requirements but considered that general requirements, such as a commodity free of soil, with clear packaging, commodity free of debris, etc. were actually description of the product.
- [73] **2) Description of the intended use.** Description of the intended use, noting that diversion of the intended use would not be part of the standard, but a note could be included to outline possible diversions and pest risks and the need for other pest management options. The description may also specifically exclude some uses, for example ‘not for planting’.
- [74] **3) Examples of pests.**
- [75] It was noted that the inclusion of a pest in such lists would require that at least one contracting party regulates that pest and that it is based on a publicly available PRA. It was again stressed that these lists would be examples and would not to provide technical justification for their regulation. Regulation will still need to be based on a PRA. Some pests may be associated with the production system or export pathway and not be a pest of the traded commodity. These could be included in the list of pests where this was a recognized risk identified through PRA.
- [76] **4) Regulated pests.** Countries perform PRA or other technical justification to regulate the pests associated with the commodity or pathway. Some of these regulated pests could be included on the list of example pests.
- [77] **5) Pest risk management options and examples of phytosanitary measures.** Pest risk management options in the whole system should be considered. Phytosanitary measures for each pest associated with the commodity or pathway would be listed, noting that measures that are currently used in trade should also be included.
- [78] It was noted that the lists of measures was not intended to be exhaustive but rather to give countries option to manage the pest risks. It was agreed that alternative phytosanitary measures may be applied based on the principle of equivalence.. Once again, the Focus Group mentioned the possibility for the creation of a Technical Panel on Phytosanitary Measures for these standards.
- [79] **6) Arrangements (import conditions).** The Focus Group recognized that import conditions are agreed by the importing and exporting country through bilateral negotiation. . For example, agreement on the pest list categorization, agreement on the pest risk management options and measures (or equivalent measures).
- [80] **7) Assurance.** The commodity and pathway standard should identify assurances that may be provided to the importing country that provide evidence and/or confidence that phytosanitary measures have been applied and have been effective.
- [81] This may take a number of forms and references to other ISPMs may be appropriate at this stage of the process (e.g. ISPM 7, ISPM 12 and ISPM 18).
- [82] The Focus Group considered that this process was sufficient to allow safe trade. The Focus Group also noted that the IPPC manual on “market access” may need to be revised in case this process progresses with the CPM and IPPC community.



[83] Figure 1. Proposed process for the development of commodity and pathways standards.

#### 7.4. Illustrate aspects with examples of possible commodity or pathways standards

[84] With the final objective that “safe trade occurs”, the Focus Group tested their proposed process (see agenda item 7.3) with a number of different scenarios.

[85] The Focus Group used the draft regional standard for mango fruit and the import of “stem cuttings” for nursery stock (as commodity) as initial examples. Then, they further tested the refined concept against imports of “ceramic tiles” (as pathway) and “grains” (as commodity).

[86] This confirmed the need to clearly define the commodity and its end use. For example, for “stem cuttings”, it is needed to include age, number of species trade (e.g. if in bouquets), and the species traded. The intended use, for example propagation, as opposed to use in bouquets or floral arrangements for decorative purposes, was relevant to the determination of possible pests, and therefore the phytosanitary measures that are justified for safe trade. These may include a range of options that were appropriate or not appropriate to the end use, for example chemical products, insecticide dips, some certification regarding the potential pests and diseases, and post-entry quarantine.

[87] The Focus Group concluded that the process was able to accommodate the majority, if not all, commodity and pathway scenarios.

#### 7.5 Evaluate the role of the pest risk analysis on this approach (commodity and pathway standards)

[88] The Focus Group made an evaluation of the role of PRA in commodity and pathway standards and it was stressed that regulation of pests should remain firmly based on PRAs and subject to technical justifications, ensuring the sovereign rights of countries to set import conditions are retained. Moreover, usual bilateral negotiations will not be replaced by these standards and that existing international obligations of contracting parties under the IPPC and WTO-SPS Agreement will remain unaffected.

[89] See discussions above related to “pest risk analysis (PRA)”.

## 7.6 Other considerations by the Focus Group as outlined in the terms of reference

[90] The Focus Group made other considerations as outlined in their terms of reference. The considerations were made in a “questions and answers” format and are provided below.

<b>Questions and answers</b>	
<b>When would a commodity standard not apply?</b>	<ul style="list-style-type: none"> <li>- When the product is of negligible risk</li> <li>- In situations in which no effective phytosanitary measures are available</li> <li>- Where an existing ISPM already provide sufficient guidance</li> <li>- If a commodity standard exists but a country, having done a PRA, has concluded it does not need to regulate the pest(s) listed for a specific commodity/pathway in question</li> </ul>
<b>Is there tension between commodity standards, PRA, sovereign rights, justification of measures?</b>	<ul style="list-style-type: none"> <li>- Countries still have an obligation to undertake PRA if they are going to regulate pests</li> <li>- The standards will contain options for measures</li> </ul>
<b>How to use the concept of different approaches for commodities or pathways?</b>	<ul style="list-style-type: none"> <li>- The proposed structure of the standards will apply equally to commodities and pathways (they are all pathways)</li> <li>- The Focus Group recommends referring to these standards simply as Commodity and Pathway standards</li> </ul>
<b>Where do these standards fit in the standards and implementation framework?</b>	<ul style="list-style-type: none"> <li>- These standards will need inclusion in the standards and implementation framework</li> <li>- An overarching standard will be required</li> </ul>
<b>Do they describe “pest” or “quarantine pest”?</b>	<ul style="list-style-type: none"> <li>- The determination of whether a pest is regulated is at the discretion of the importing country, based on technical justification</li> <li>- The standards will therefore present lists of “pests”:             <ul style="list-style-type: none"> <li>o The inclusion of pests in the annexes to the standards will not provide technical justification for their regulation and does not replace the role of PRA</li> <li>o For pests to be included in the lists in the standards they would have to be regulated by at least one contracting party based on an available PRA</li> <li>o It is not intended that these lists would be exhaustive, and the lists would not be static</li> </ul> </li> </ul>

## 7.7 Responses to questions raised by SC

[91] The Focus Group reviewed the questions posed by the SC and briefly recapped the discussions about the development of commodity and pathways standards (see agenda item 5.2). As general recommendation, the Focus Group recommended that the commodity and pathways standards topics currently in the IPPC – SC work programme, remain with pending status.

[92] The Focus Group noted that the answers to the SC questions were addressed previously (see previous agenda items for further details). For example, it was stressed once again that commodity and pathway standards will not replace the need for technical justification, that these standards should contain lists of “pests” rather than “quarantine pests”, and that these standards should not contain requirements or obligations to importing countries. Regarding “broad or narrow scope”, the Focus Group noted that these standards should focus on pathways, noting that traded commodities also follow a pathway from production through to market, and have a well define intended use so the pest risks associated can be well identified and phytosanitary measures are identified and developed.



## 8. Conclusions and recommendations

- [93] The Focus Group considered that they had addressed the tasks it had been given by the CPM, and that there is a clear direction forward to formally define the concept of a commodity or pathway standard and develop the systems, processes and governance arrangements for their implementation.
- [94] The Focus Group acknowledged that more time was needed to provide additional guidance and proposals regarding the IPPC governance adjustments for the development of commodity and pathway standards. However, it was noted that the CPM still needs to agree with the principles identified by the Focus Group, as well as with the next steps proposed.
- [95] As for general conclusions and recommendations, the Focus Group concluded the following:

### Vision for the role and use of commodity and pathways standards

- Establish a concept (over-arching) standard to include:
  - Details of approach for their development
  - Information on their use in market access negotiations (including flow chart)
  - Criteria for selection and prioritisation of commodity/pathway topics (in conjunction with calls for topics)
  - Annexes would be developed in order to:
    - o Present each commodity/pathway standard (as per the approach for treatments and diagnostic protocols)
- New governance processes will be required specifically to support the development of commodity/pathway standards, including:
  - A commodity/pathway standards panel supported by a new Technical Panel for Phytosanitary Measures (TPPM)
  - The current Technical Panel for Phytosanitary Treatments would become a subpanel of the TPPM
  - A permanent steward (part-time function) would be required to coordinate activities and support ongoing activities relating to *developing and maintaining* commodity/pathway standards and to monitor potential triggers for review/revision of standards (*e.g. availability of new measures, identification of new pests*)
- Commodity/pathway standards may provide opportunities for private sector co-investment

- [96] As for next steps, the Focus Group proposed the following approach:

#### NEXT STEPS

- 2018 Strategic Planning Group for review of proposals from Focus Group (see below)
- 2018 Implementation Committee and Standards Committee review
- 2019 CPM to agree on principles and criteria, next steps, processes, governance proposals
- 2019 (June) Focus Group on Commodity Standards to develop process, arrangements, topics, develop guidance and template, information on costings; develop paper ultimately for CPM
- 2019 (October) Bureau review of proposals for CPM
- 2019 (October) Strategic Planning Group review of proposals for CPM
- 2020 CPM decisions on:
  - agreement to send draft “concept / over-arching” standard for consultation in 2020
  - proposed topics for first commodity standards
  - establishment of recommended governance arrangements (including to request the Bureau to finalize the required ToR for the proposed Technical Panels)
  - allocation of required resources to establish and transition to the new approach (with reference to the strategic framework)
- 2021 Adoption of a “concept / over-arching” standard
- 2021 Consultations on first commodity standards

## 8.1 Summary report for SPG

- [97] The Focus Group developed a paper with summary points for the upcoming IPPC Strategic Planning Group (SPG) meeting, scheduled to be held at FAO headquarter from 09 to 11 October 2018.
- [98] The SPG meetings reports are available on the International Phytosanitary Portal (IPP) at <https://www.ippc.int/en/core-activities/governance/strategic-planning-group/>.

## 9. Other business

- [99] A short introduction to the project and to the call on “Rolling out Systems Approach Globally: sharing tools for enhanced application of Systems Approach and market negotiation on plant pest risk”<sup>25</sup> was provided to the Focus Group by a representative from the Imperial College London (ICL) and by the IPPC Secretariat. It was explained that the anticipated impact of the project is increased opportunities for export trade in plant products by developing countries through better capacity to deal with phytosanitary issues during market access negotiations and more options for managing pest risk.
- [100] The project is funded by the Standards and Trade Development Facility (STDF) and implemented by the IPPC Secretariat, in collaboration with the Centre for Environmental Policy, Imperial College London (ICL). It was informed that the project is open for submission of potential trade cases, and countries are invited to respond to this call.
- [101] It was explained that the project seeks to expand the use of Systems Approach tools which have already been successfully piloted in Southeast Asia. The tools will contribute to developing trade proposals, mapping phytosanitary risks and identifying actions to be undertaken along the whole production chain. They will also help countries strike the fine balance between preventing the introduction of regulated and invasive plant pests while still allowing goods and people to move freely.

## 10. Close of the meeting

- [102] The Focus Group thanked the IPPC Secretariat, the Chairperson for her excellent work in guiding the group to work thought the tasks. The group expressed excitement that they were in a right approach for the development of commodity and pathway standards.
- [103] The IPPC Secretariat thanked all experts for their valuable contributions, the Bureau members for all their insights and guidance.
- [104] The Chairperson, Mr Lois RANSOM, thanked the experts and secretariat for all their good and hard work and closed the meeting.

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<sup>25</sup> <https://www.ippc.int/en/news/new-project-rolling-out-systems-approach-globally-launched-by-ippc-contracting-parties-urged-to-participate-in-new-call/>

## Appendix 01 – Agenda

### IPPC Focus Group Meeting on Commodity and Pathways Standards

03-05 October 2018

FAO Headquarter, Rome, Italy

### AGENDA

AGENDA ITEM		DOCUMENT NO.	PRESENTER
1.	<b>Opening of the meeting</b>		
1.1	1.1 Welcome by IPPC Secretariat	-	NERSISYAN
2.	<b>Meeting Arrangements</b>		
2.1	Election of the Chairperson	-	NERSISYAN
2.2	Election of the Rapporteur	-	Chairperson
2.3	Adoption of the Agenda	01_FGCP_2018_Oct	Chairperson
3.	<b>Administrative Matters</b>		
3.1	Documents List	02_FGCP_2018_Oct	Chairperson
3.2	Participants List	03_FGCP_2018_Oct	Chairperson
3.3	Local Information	<a href="#">Link to local information</a>	MOREIRA
4.	<b>Terms of reference</b>	<a href="#">Link to the terms of reference</a>	Chairperson
5.	<b>Background</b>		
5.1	Background information from CPM and other IPPC meetings and bodies	18_FGCP_2018_Oct <a href="#">Link to the report of the 2015 Working Group on the Concept of a Commodity Standard</a>	MOREIRA / Chairperson
5.2	Standards Committee (SC) questions on commodity and pathways standards	17_FGCP_2018_Oct	FERRO
5.3	List of adopted ISPMs (October 2018) and links to examples of adopted commodity and pathways standards <ul style="list-style-type: none"> <li>o ISPM 15 <i>Regulation of wood packaging material in international trade</i></li> <li>o ISPM 33 on <i>Pest free potato (Solanum spp.) micropropagative material and minitubers for international trade</i></li> <li>o ISPM 36 Integrated measures for plants for planting</li> <li>o ISPM 38 <i>International movement of seeds</i></li> <li>o ISPM 39 <i>International movement of wood</i></li> <li>o ISPM 40 <i>International movement of growing media in association with plants for planting</i></li> <li>o ISPM 41 <i>International movement of used vehicles, machinery and equipment</i></li> </ul>	<a href="#">Link to the List of Adopted ISPMs</a>  <a href="#">Link to ISPM 15</a> <a href="#">Link to ISPM 33</a> <a href="#">Link to ISPM 36</a> <a href="#">Link to ISPM 38</a> <a href="#">Link to ISPM 39</a> <a href="#">Link to ISPM 40</a> <a href="#">Link to ISPM 41</a>	MOREIRA

AGENDA ITEM		DOCUMENT NO.	PRESENTER
5.4	Background information: Format for commodity specific data sheets (from the 2015 working group on commodities standards)	16_FGCP_2018_Oct	MOREIRA
<b>6.</b>	<b>Review of reference materials</b>		
6.1	Reference material from APPPC: <ul style="list-style-type: none"> <li>○ Draft RSPM on International Movement of Mango Fruit</li> <li>○ Explanatory document for APPPC regional standard for Phytosanitary measures (RSPM) for mango fruit</li> </ul>	04_FGCP_2018_Oct 05_FGCP_2018_Oct	HA
6.2	Reference materials from Australia: <ul style="list-style-type: none"> <li>○ Framework for documenting a managed pathway for application through an Approved Arrangement</li> <li>○ Information for reference material</li> </ul>	06_FGCP_2018_Oct 07_FGCP_2018_Oct	RANSOM
6.3	Reference material from Canada: NAPPO standards examples <ul style="list-style-type: none"> <li>○ RSPM 37: Christmas trees</li> <li>○ RSPM 38: Certain wooden and bamboo commodities</li> <li>○ Draft NAPPO standard on use of Systems Approaches to Manage Pest Risks Associated with the Movement of forest products (RSPM 41 – draft)</li> </ul>	08_FGCP_2018_Oct 09_FGCP_2018_Oct 10_FGCP_2018_Oct	WOLFF/ PELLETIER
6.4	Reference material from Colombia: <ul style="list-style-type: none"> <li>○ Report on the position of the Colombian Agricultural Institute (ICA) - the NPPO of Colombia</li> </ul>	11_FGCP_2018_Oct	FERRO
6.5	Reference material from COSAVE: <ul style="list-style-type: none"> <li>○ Considerations on Pest Risk Analysis and commodity and pathways standards</li> </ul>	12_FGCP_2018_Oct	COELHO
6.6	Reference material from EPPO: <ul style="list-style-type: none"> <li>○ EPPO views on Commodity and Pathway Standards</li> </ul>	13_FGCP_2018_Oct	BISHOP
6.7	Reference material from New Zealand: <ul style="list-style-type: none"> <li>○ Examples of New Zealand generic import health standards for commodity and pathways</li> </ul>	14_FGCP_2018_Oct	THOMSON
6.8	Reference material from USA: <ul style="list-style-type: none"> <li>○ Industry views on commodity standards: informal survey conducted by the USA NPPO</li> </ul>	15_FGCP_2018_Oct	SEQUEIRA
<b>7.</b>	<b>Tasks from the Terms of reference for the Focus Group</b>	<a href="#">Link to the terms of reference</a>	Chairperson
7.1	Analyse, and consequently define, the strategic value and purpose of commodity and pathway standards against the IPPC strategic objectives	-	Chairperson
7.2	Capture principles and criteria for commodity and pathway standards development and use with reference to practical examples	-	Chairperson
7.3	Assess processes used to develop and use commodity and pathway standards	-	Chairperson
7.4	Illustrate aspects with examples of possible commodity or pathways standards	-	Chairperson

AGENDA ITEM		DOCUMENT NO.	PRESENTER
7.5	Evaluate the role of the pest risk analysis on this approach (commodity and pathway standards)	-	Chairperson
7.6	Other considerations by the Focus Group as outlined in the terms of reference	-	Chairperson
7.7	Responses to questions raised by SC	-	FERRO
<b>8.</b>	<b>Conclusions and recommendations</b>		Chairperson
<b>8.1</b>	<b>Summary report for SPG</b>	[to be prepared at the meeting]	RANSOM / WOLFF
<b>9.</b>	<b>Other business</b> - STDF Project: Rolling out Systems Approach Globally		Chairperson
<b>10.</b>	<b>Close of the meeting</b>		IPPC Secretariat / Chairperson

## Appendix 02 – Documents list

### IPPC Focus Group Meeting on Commodity and Pathways Standards

03-05 October 2018

FAO Headquarter, Rome, Italy

### DOCUMENTS LIST

DOCUMENT NO.	AGENDA ITEM	DOCUMENT TITLE	DATE POSTED / DISTRIBUTED
01_FGCP_2018_Oct	2.3	Adoption of the Agenda	2018-09-18
02_FGCP_2018_Oct	3.1	Documents List	2018-09-26
03_FGCP_2018_Oct	3.2	Participants List	2018-09-18
04_FGCP_2018_Oct	6.1	Draft RSPM on International Movement of Mango Fruit	2018-09-18
05_FGCP_2018_Oct	6.1	Explanatory document for APPPC regional standard for Phytosanitary measures (RSPM) for mango fruit	2018-09-18
06_FGCP_2018_Oct	6.2	Framework for documenting a managed pathway for application through an Approved Arrangement	2018-09-18
07_FGCP_2018_Oct	6.2	Information for reference material	2018-09-18
08_FGCP_2018_Oct	6.3	RSPM 37: Christmas trees	2018-09-18
09_FGCP_2018_Oct	6.3	RSPM 38: Certain wooden and bamboo commodities	2018-09-18
10_FGCP_2018_Oct	6.3	Draft NAPPO standard on use of Systems Approaches to Manage Pest Risks Associated with the Movement of forest products (RSPM 41 – draft)	2018-09-18
11_FGCP_2018_Oct	6.4	Report on the position of the Colombian Agricultural Institute (ICA) - the NPPO of Colombia	2018-09-18
12_FGCP_2018_Oct	6.5	Considerations on Pest Risk Analysis and commodity and pathways standards	2018-09-18
13_FGCP_2018_Oct	6.6	EPPO views on Commodity and Pathway Standards	2018-09-18
14_FGCP_2018_Oct	6.7	Examples of New Zealand generic import health standards for commodity and pathways	2018-09-18
15_FGCP_2018_Oct	6.8	Industry views on commodity standards: informal survey conducted by the USA NPPO	2018-09-18
16_FGCP_2018_Oct	5.4	Background information: Format for commodity specific data sheets (from the 2015 working group on commodities standards)	2018-09-18
17_FGCP_2018_Oct	5.2	Standards Committee (SC) questions on commodity and pathways standards	2018-09-18
18_FGCP_2018_Oct	5.1	Background information from CPM and other IPPC meetings and bodies	2018-09-26

IPP LINKS:	Agenda item
<a href="#">Link to local information</a>	3.3
<a href="#">Link to the terms of reference</a>	4.
<a href="#">Link to the report of the 2015 Working Group on the Concept of a Commodity Standard</a>	5.1
<a href="#">Link to the List of Adopted ISPMs</a>	5.3
<a href="#">Link to ISPM 15</a>	5.3
<a href="#">Link to ISPM 33</a>	5.3
<a href="#">Link to ISPM 36</a>	5.3
<a href="#">Link to ISPM 38</a>	5.3
<a href="#">Link to ISPM 39</a>	5.3
<a href="#">Link to ISPM 40</a>	5.3
<a href="#">Link to ISPM 41</a>	5.3
<a href="#">Link to the terms of reference</a>	7

## Appendix 03 – Participants List

### Focus Group Meeting on Commodity and Pathways Standards

03-05 October 2018

FAO Headquarter, Rome, Italy

## PARTICIPANTS LIST

A check (✓) in column 1 indicates confirmed attendance at the meeting.

Members				
	NPPO Or Organization		Name, mailing, address, telephone	Email address
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	China	Mr	<b>Liang WEI</b> Section Chief - Shandong Entry-Exit Inspection and Quarantine Bureau & Qingdao Customs RM 2005, ZhongShan Road No2 , Shinan Distr., Qingdao, 266000 <b>CHINA</b> Tel: (+86) 53280886109 Fax: (+86) 532-80886125	<a href="mailto:Liangweiqd@qq.com">Liangweiqd@qq.com</a>
✓	COSAVE	Mr	<b>Marcus Vinicius Segurado COELHO</b> Plant Health Department Director – Brazil NPPO Director Ministry of Agriculture, Livestock and Food Supply of Brazil, Esplanada dos Ministérios, Bloco D, Anexo B, Sala 304 <b>BRAZIL</b> Tel: (+55) (61) 3218-2716 Fax: (+55) (61) 3224-3874	<a href="mailto:marcus.coelho@agricultura.gov.br">marcus.coelho@agricultura.gov.br</a>
✓	UK / EPPO	Mr	<b>Samuel BISHOP</b> Head of International Plant Health Policy, Risk Co-ordination and Trade Department for Environment, Food and Rural Affairs National Agri-Food Innovation Campus Sand Hutton York North Yorkshire YO10 3 LA <b>UNITED KINGDOM</b> Tel: (+44) (0) 2080262506 Mob.: (+44) (0) 7827976902	<a href="mailto:sam.bishop@defra.gov.uk">sam.bishop@defra.gov.uk</a>



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## Appendix 04 – Terms of reference

### TERMS OF REFERENCE FOR A FOCUS GROUP ON COMMODITY AND PATHWAY STANDARDS

*(prepared and approved by CPM Bureau June 2018)*

#### Background

- [1] The Commission on Phytosanitary Measures (CPM) in its thirteenth session (CPM-13, 2018) has identified the need for further analysis on the purpose, benefits and use of commodity and pathway standards as the basis for guidance to the IPPC Standards Committee (SC) on their development, and to the Implementation and Capacity Development Committee (IC) on their implementation.
- [2] CPM-13 requested the Bureau and Secretariat, in consultation with the SC and IC to develop Terms of Reference for a small focus group, with geographical representation, to be convened adjacent to the October 2018 Strategic and Planning Group (SPG) meeting to:
  - i. analyze, and consequently define, the strategic value and purpose of commodity and pathway standards against the IPPC strategic objectives,
  - ii. capture principles and criteria for their development and use with reference to practical examples,
  - iii. assess processes used to develop and use them,
  - iv. illustrate those aspects with examples of possible commodity or pathways standards, and,
  - v. evaluate the role of the pest risk analysis on this approach.
- [3] Additionally, the CPM-13 requested Contracting Parties and Regional Plant Protection Organizations (RPPOs) to provide reference materials that could help the focus group with its tasks, including country comments on the questions posed by the Standards Committee<sup>26</sup>.

#### Process

- [4] The focus group will meet on 3 - 5 October 2018 in Rome and complete the tasks outlined below. The report of this meeting will be presented to the SPG during its meeting on 9 – 11 October 2018. The SPG will make recommendations on purpose, benefits and use of commodity and pathway standards to the CPM-14 in 2019.
- [5] The questions posed by the SC on commodity standards, as contained in CPM2018/29, will be informed both by the SPG's advice provided to CPM-14, as well as any resultant CPM comments and decisions. This should result in clear guidance to the SC.
- [6] The SC and IC will be invited to review the draft CPM paper at their November 2018 meetings, before it is finalized by the Bureau.
- [7] The IPPC Secretariat will invite National Plant Protection Organizations (NPPOs), Regional Plant Protection Organizations (RPPOs) and relevant international organizations to provide reference materials that could help the focus group with its tasks, including country comments on the questions posed by the SC by 31 August 2018.

<sup>26</sup> CPM-13 document: CPM 2018/29 - Conceptual challenges in standards development in terms of implementation - Commodity and pathway specific International Standards for Phytosanitary Measures (<https://www.ippc.int/en/publications/85583/>)

## Membership

[8] The focus group is skills - and knowledge-based with geographical representation and it should be composed of:

- Maximum of 8 experts, and
- At least one representative of the Bureau
- One representative of the SC and one of IC.

[9] Its membership should have collective experience and expertise in:

- the development and application of practical measures for managing phytosanitary risks;
- the development and implementation of international and/or regional and national standards;
- undertaking pest risk analysis and the establishment of risk-based phytosanitary measures.

[10] Together with:

- a practical knowledge of production and trading pathways and processes for plants and plant products;
- a broader, global perspective of trade in plant commodities and the strategies and policies that impact the trade;
- understanding of commercial marketing and trading practices that impact or are impacted by phytosanitary requirements.

[11] The Bureau will decide the membership and make-up of the focus group.

## Tasks

[12] The focus group will:

- (i) Analyse, and consequently define, the strategic value and purpose of commodity and pathway standards against the IPPC strategic objectives
- (ii) Capture principles and criteria for their development and use with reference to practical examples
- (iii) Assess processes used to develop and use them
- (iv) Illustrate those aspects with examples of possible commodity or pathways standards
- (v) Evaluate the role of the pest risk analysis on this approach.

[13] This would be informed by analysis of practical examples drawn from the following or other options:

1. The development and adoption of commodity standards for mango fruit for consumption and chilli seed by the APPPC
2. Other commodity and pathway standards under development or in use
3. The establishment of production systems that enable exports to multiple markets with harmonized import requirements
4. Identifying and describing common elements from existing import/export conditions or protocols for a number of plant products that are widely traded
5. Integrating new measures into existing pathways for new pests (e.g. control measures for *Tuta absoluta*)
6. Replacing existing pest control measures with integrated pest management options for specific or general pests
7. Topics that may be provided in response to the 2018 call for topics for standards and implementation
8. The development of harmonized phytosanitary measures to support the risk management of pests

9. Lessons learnt from previous and current attempts at developing commodity standards through the standard setting process.

[14] The focus group will also consider:

- When commodity or pathway standards cannot or should not apply
- Tension between commodity and pathway standards, sovereign rights, PRA and justification of measures
- Using the concept of commodity or pathway
- Where do they fit in the standards and implementation framework
- What are elements of a commodity or pathway standard that could be harmonised because they have wide application, are adopted as international standards or are commonly used, for example treatments, clean packaging, verification processes, sampling and inspection, end use considerations, processing (ISPM 32: Categorization of commodities according to their pest risk), additional declarations, standard requirements or import conditions

## **Funding**

[15] The organization that employs an IPPC meeting participant is responsible for funding the travel and daily subsistence allowance for that person to attend. If the employer is unable to allocate sufficient funds, participants are first encouraged to seek assistance from sources other than the IPPC Secretariat. Where such demonstrated efforts to secure assistance have been unsuccessful, requests for assistance (i.e. travel and subsistence costs) from the IPPC Secretariat may be made. However, any support is subject to available funds. The IPPC Secretariat will consider funding assistance for participants following IPPC criteria for funding. Full details on these criteria can be found on the IPP (<https://www.ippc.int/publications/criteria-used-prioritizing-participants-receive-travel-assistance-attend-meetings>).

## **Other background information and context**

[16] A Friends of the Chair meeting was held on 17 April 2018 during CPM-13 to define the purpose, benefits and outcomes of commodity and pathway standards. A large number of friends from each FAO region participated in a lively and wide-ranging discussion to better understand the drivers for these types of standards, with reference to existing standards and those under development. Questions on what can be lost or gained from commodity and pathway standards focussed discussion on the risks and benefits from pursuing them.

[17] It was clear that there is not a “one size fits all” solution, and a number of variables will need to be considered when determining whether a commodity or pathway standard is appropriate or justified by the outcome achieved.

[18] The Friends of the Chair proposed to learn from practice and felt that a focus group could be convened to consolidate these lessons in a policy paper to CPM-14 through SPG 2018.

[19] A brief summary of key points discussed follows.

## **What could we gain if we develop commodity and pathway standards?**

### ***Opportunities to:***

- Simplify the phytosanitary regulation of traded goods - consistent, predictable and harmonised risk analysis and the application of risk management measures
- Facilitate safe trade
- Reduce costs - compliance, intervention
- Deregulate

- Apply equivalence
- Reduce replication, for example risk analysis on the same host, pathway, pest
- Apply other international standards in support of safe trade (e.g. surveillance, diagnostics, systems approaches, pest free areas, treatments, PRA, etc.).
- Establish baseline risk management practices using common elements to make trade easier
- Provide developing countries with the opportunity to participate in safe trade, both import and export, where capacity constraints may limit current access.

***What could we lose if we did not develop commodity and pathway standards?***

- The relevance and influence of the IPPC
- Positive perception of the IPPC
- Sovereignty of countries to define rules
- The relevance of PRA in import decisions

***Drivers for commodity and pathway standards***

- Diminishing resources
- Harmonisation
- Reducing pests moving in trade: facilitating safe trade
- Global problems that cannot be managed by bilateral or regional regulation

***Moving forward - learn from experience***

- Refine benefits, purpose and outcomes from doing