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INTERNATIONAL STANDARDS FOR PHYTOSANITARY MEASURES

PEST REPORTING



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Food and Agriculture Organization of the United Nations
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Endorsement

International standards for phytosanitary measures are prepared by the Secretariat of the International Plant Protection Convention as part of the United Nations Food and Agriculture Organization's global programme of policy and technical assistance in plant quarantine. This programme makes available to FAO Members and other interested parties these standards, guidelines and recommendations to achieve international harmonization of phytosanitary measures, with the aim to facilitate trade and avoid the use of unjustifiable measures as barriers to trade.

This standard was endorsed by the Interim Commission on Phytosanitary Measures in March 2002.

Jacques Diouf
Director-General
Food and Agriculture Organization of the United Nations

Application

International standards for phytosanitary measures (ISPMs) are adopted by contracting parties to the IPPC, and by FAO Members that are not contracting parties, through the Interim Commission on Phytosanitary Measures. ISPMs are the standards, guidelines and recommendations recognized as the basis for phytosanitary measures applied by Members of the World Trade Organization under the Agreement on the Application of Sanitary and Phytosanitary Measures. Non-contracting parties to the IPPC are encouraged to observe these standards.

Review and amendment

International standards for phytosanitary measures are subject to periodic review and amendment. The next review date for this standard is 2004, or such other date as may be agreed upon by the Commission on Phytosanitary Measures.

Standards will be updated and republished as necessary. Standard holders should ensure that the current edition of this standard is being used.

Distribution

International standards for phytosanitary measures are distributed by the Secretariat of the International Plant Protection Convention to all FAO Members, plus the Executive/Technical Secretariats of the Regional Plant Protection Organizations:

- Asia and Pacific Plant Protection Commission
- Caribbean Plant Protection Commission
- Comité Regional de Sanidad Vegetal para el Cono Sur
- Comunidad Andina
- European and Mediterranean Plant Protection Organization
- Inter-African Phytosanitary Council
- North American Plant Protection Organization
- Organismo Internacional Regional de Sanidad Agropecuaria
- Pacific Plant Protection Organization.

INTRODUCTION

SCOPE

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

REFERENCES

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

DEFINITIONS AND ABBREVIATIONS

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

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

Pest reporting

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

OUTLINE OF REQUIREMENTS

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

Pest reports should contain information on the identity of the pest, location, pest status, and nature of the immediate or potential danger. They should be provided without undue delay, preferably through electronic means, through direct communication, openly available publication and/or the International Phytosanitary Portal (IPP)¹.

Reports of successful eradication, the establishment of Pest Free Areas and other information may also be provided utilizing the same reporting procedure.

¹ The IPP is the electronic mechanism provided by the IPPC Secretariat to facilitate the exchange of official phytosanitary information (including pest reporting) between NPPOs, RPPOs, and/or the IPPC Secretariat.

REQUIREMENTS

1. Provisions of the IPPC Regarding Pest Reporting

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

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

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

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

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

2. Purpose of Pest Reporting

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

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

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

3. National Responsibilities

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

3.1 Surveillance

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

3.2 Sources of information

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

3.3 Verification and analysis

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

3.4 Motivation for domestic reporting

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

4. Reporting Obligations

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

4.1 Reporting of immediate or potential danger

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

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

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

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

4.2 Other pest reports

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

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

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

4.4 Reporting of pests in imported consignments

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

5. Initiation of Reports

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

5.1 Occurrence

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

5.2 Outbreak

An outbreak refers to a recently detected pest population. An outbreak should be reported when its presence corresponds at least to the status of **Transient: actionable** in ISPM Pub. No. 8 (*Determination of pest status in an area*). This means that it should be reported even when the pest may survive in the immediate future, but is not expected to establish.

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

5.3 Spread

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

5.4 Successful eradication

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

5.5 Establishment of Pest Free Area

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

6. Pest Reporting

6.1 Content of reports

A pest report should clearly indicate:

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

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

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

6.2 Timing of reporting

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

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

6.3 Mechanism of reporting and destination of reports

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

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

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

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

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

6.4 Good reporting practices

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

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

6.5 Confidentiality

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

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

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

6.6 Language

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

7. Additional Information

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

8. Review

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

9. Documentation

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

For further information on international standards, guidelines and recommendations concerning phytosanitary measures, and the complete list of current publications, please contact the:

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INTERNATIONAL STANDARDS FOR PHYTOSANITARY MEASURES (ISPMs)

New Revised Text of the International Plant Protection Convention, 1997. FAO, Rome.
ISPM Pub. No. 1: *Principles of plant quarantine as related to international trade, 1995. FAO, Rome.*
ISPM Pub. No. 2: *Guidelines for pest risk analysis, 1996. FAO, Rome.*
ISPM Pub. No. 3: *Code of conduct for the import and release of exotic biological control agents, 1996. FAO, Rome.*
ISPM Pub. No. 4: *Requirements for the establishment of pest free areas, 1996. FAO, Rome.*
ISPM Pub. No. 5: *Glossary of phytosanitary terms, 1999. FAO, Rome.*
Glossary Supplement No. 1: *Guidelines on the interpretation and application of the concept of official control for regulated pests, 2001. FAO, Rome.*
ISPM Pub. No. 6: *Guidelines for surveillance, 1997. FAO, Rome.*
ISPM Pub. No. 7: *Export certification system, 1997. FAO, Rome.*
ISPM Pub. No. 8: *Determination of pest status in an area, 1998. FAO, Rome.*
ISPM Pub. No. 9: *Guidelines for pest eradication programmes, 1998. FAO, Rome.*
ISPM Pub. No. 10: *Requirements for the establishment of pest free places of production and pest free production sites, 1999. FAO, Rome.*
ISPM Pub. No. 11: *Pest risk analysis for quarantine pests, 2001. FAO, Rome.*
ISPM Pub. No. 12: *Guidelines for phytosanitary certificates, 2001. FAO, Rome.*
ISPM Pub. No. 13: *Guidelines for the notification of non-compliance and emergency action, 2001. FAO, Rome.*
ISPM Pub. No. 14: *The use of integrated measures in a systems approach for pest risk management, 2002. FAO, Rome.*
ISPM Pub. No. 15: *Guidelines for regulating wood packaging material in international trade, 2002. FAO, Rome.*
ISPM Pub. No. 16: *Regulated non-quarantine pests: concept and application, 2002. FAO, Rome.*
ISPM Pub. No. 17: *Pest reporting, 2002. FAO, Rome.*