

REPORT OF WORKSHOP

SANITARY AND PHYTOSANITARY MEASURES WORKSHOP

Nadi, Fiji Islands, 15-18 February 1999

SECRETARIAT OF THE PACIFIC COMMUNITY
SUVA, FIJI
SECRETARIAT OF THE PACIFIC COMMUNITY

SANITARY AND PHYTOSANITARY MEASURES WORKSHOP

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REPORT

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1999

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1. SUMMARY OF WORKSHOP PROCEEDINGS

1.1 Opening

1.1.1 Welcoming address Dr H.L. Lloyd

The participants were welcomed; especially the delegations and trainers from New Zealand and Australia. The Pacific Island Countries and Territories administrations and quarantine services were also thanked for allowing the participants to attend the workshop. It was noted that the SPS workshop was being held in partial fulfilment of **Recommendation 7** of the of the Thirteenth Regional Conference of Permanent Heads of Agriculture and Livestock Production Services (PHALPs 13) held in Agana, Guam, 27 April – 1 May 1998 which states “That SPC in collaboration with PPPO seek donor funding for the work programme of the PPPO, namely consultations with PICTs to formulate a regional position for the Committee of Experts on Phytosanitary Measures; **regional training in all aspects of pest risk assessment (PRA)**; facilitating the revision of pest lists; conducting a regional audit on communications between quarantine services and facilitating the establishment of an efficient emergency communications system for the region; and establishing a regional network for methyl bromide fumigation”. The PPPO is funded by NZODA and the EU, together with contributions from SPC. In addition the workshop received funding from the Forum Secretariat, who are concerned with the trade implications of phytosanitary measures. The high level of participation underlined the importance attached to topic of the workshop.

1.1.2 Trade liberalisation among Forum countries – implications for quarantine harmonisation Dr R. Grynberg

A welcome was extended to the participants and trainers on behalf of the Secretary General of the Forum Secretariat, Mr Noel Levi. The growing importance that SPS issues play in the development of export sectors and the new rules of the World Trade Organisation (WTO), areas in which the Forum Secretariat has a clear mandate to assist member countries were outlined. The Forum Secretariat is working with SPC to ensure that member countries receive the technical training they need in order to comply with their WTO obligations. Currently three Forum Island Countries are members of the WTO (Papua New Guinea, Solomon Islands and Fiji), but a further three (Samoa, Tonga and Vanuatu) are seeking accession and the Federated States of Micronesia are also considering membership. These countries will have to bring their SPS rules into full compliance with the WTO agreement on the Application of Sanitary and Phytosanitary Measures.

The obligations of WTO membership and financial implications for non-compliance with WTO rules were outlined. The importance of ensuring that national animal and plant health practices conform with WTO obligations to avoid getting caught up in trade disputes was noted. Knowledge and practice of WTO rules is also essential for non-WTO members in order to trade in agricultural products with WTO member countries.

The participants were advised that their efforts in the area of SPS are crucial to the development of the region and that they should welcome the new, open and accountable approach to quarantine, in which decisions have to be technically justified to the global community. Pacific Island Countries should no longer be victims of arbitrary quarantine decisions.

The Forum delegate welcomed future collaboration with the Pacific Island Countries and SPC in the area of SPS on behalf of the Forum Secretariat.

1.2 International Context

1.2.1 International framework for decision making – WTO/SPS, IPPC

Dr R. Ivess

The external environment which all countries work in the field of quarantine and their obligations to the global community were highlighted.

The GATT (General Agreement on Tariffs and Trade) round of negotiations was briefly outlined and the special reference to agricultural services in the Uruguay GATT round was noted. The WTO was a product of GATT and the WTO SPS rules (Agreement on the Application of Sanitary and Phytosanitary Measures) have been developed to ensure that non-tariff barriers (i.e. quarantine barriers) are not used to regulate trade between countries.

The procedure used when countries are in dispute over quarantine measures was outlined. A panel of experts is assembled from one of three organisations recognised by WTO (depending on the product at the centre of the dispute):

- OIE, International Office of Epizootics (Office International des Epizooties)
- Codex Alimentarius (food standards, pesticide residues, etc.)
- IPPC (International Plant Protection Convention)

The IPPC is a treaty not an organisation, and so the IPPC Secretariat was created together with a Commission on Phytosanitary Measures. This Commission has been approved by FAO but needs to be ratified by two thirds of member countries, so at present its status is the Interim Commission on Phytosanitary Measures. Experts from the Interim Commission are chosen to sit on the panels mediating in disputes over trade in plant products. The Pacific Island Countries are well represented on the Interim Commission as its Chairperson, Dr J. Hedley is also a member of the PPPO. It is in all parties interest to settle disputes at the lowest (technical) level to avoid the huge costs involved in high level trade disputes under WTO jurisdiction.

The 1997 revisions to the International Plant Protection Convention were discussed and their importance to WTO and non-WTO members alike, outlined, and obligations of individual countries were highlighted. The responsibilities of countries, national plant protection organisations and governments were listed.

Attention was drawn to the model phytosanitary certificate in the IPPC. It was concluded that this document should form the foundation of all plant quarantine work and should be relied on by all quarantine services.

1.2.2 Current ISPMs and the use of standards

Dr R. Ikin

The role of International Standards for Phytosanitary Measures (ISPMs) in plant quarantine and their link with the WTO, SPS and IPPC international treaties was defined. Standards have been developed since 1993 and aim to harmonise phytosanitary measures worldwide. It was noted that countries that conform to ISPMs in their phytosanitary conditions will not be challenged under WTO. However, if more restrictive measures are used need to be technically justified.

The process was explained by which ISPMs are developed by Technical Working Groups in consultation with regional plant protection organisations and governments, administration by the IPPC Secretariat and their final international adoption through the FAO Conference system.

There are currently nine approved ISPMs:

1. Principles of plant quarantine as related to international trade;
2. Guidelines for Pest Risk Analysis;
3. Code of conduct for the import and release of biological control agents;
4. Requirements for the establishment of pest free areas;
5. Glossary of Phytosanitary terms;
6. Guidelines for surveillance;
7. Export certification system;
8. Determination of pest status in an area;
9. Guidelines for pest eradication programmes.

Each standard conforms to the same format, including information on:

- Scope;
- References;
- Definitions and abbreviations;
- Outline of requirement.

The eight general areas of activity covered by ISPMs were outlined:

- Reference;
- Import regulation;
- Export certification;
- Compliance procedures;
- Pest surveillance;
- Exotic pest response;
- Pest management;
- Post-entry quarantine.

Standards are used to uphold the principles of plant quarantine and are the first point of reference in disputes. The general principles of plant quarantine are:

- Sovereignty;
- Necessity;
- Minimal impact;
- Modification;
- Transparency;
- Harmonization;
- Equivalence;
- Dispute settlement.

The specific principles of plant quarantine are:

- Cooperation;
- Technical authority;
- Risk analysis;
- Managed risk;
- Pest free areas;
- Emergency action;
- Notification of non-compliance;
- Non-discrimination.

Proposed new principles of plant quarantine are:

- Surveillance;
- Research;
- Reasonable care;
- Technical assistance;
- Predictability;
- Non-linkage;
- Notice and comment;
- Administrative procedures.

ISPMs will continue to be developed to assist in open and technically justified plant quarantine.

1.3 Pest Risk Analysis

1.3.1 PRA and Trade Facilitation – Future Operational Problems

Dr R. Ikin

The three stages involved in Pest Risk Analysis were described:

- Stage 1 – Pest risk initiation (PRI);
- Stage 2 – Pest risk assessment (PRA);
- Stage 3 – Pest risk management (PRM).

Stage 1, the pathway (route) of possible pests and how to identify whether a pest may qualify as a quarantine pest are considered. In Stage 2, the status of quarantine pests is determined and in Stage 3, management options and the regulatory position must be taken into account.

Several problems encountered with PRA were identified:

- What constitutes a pest record in Stage 1?
- What level of economic damage can be assessed from data in Stage 2?
- How can acceptable levels of risk be determined without sufficient quarantine information?
- The unavailability of suitable chemical treatments in Stage 3.

For the last of these, the case of methyl bromide post 2005 was discussed as an example.

Currently used import procedures were compared with a new systems approach, which may well need to be adopted if current treatment options become unavailable.

The initiatives taken by the PPPO in this area were summarised as follows:

- Promotion of regional standards;
- Contributing a Pacific perspective on other standards in draft form;
- Facilitation of the national and regional adoption of ISPMs.

Diskettes and the revised text of the IPPC and IPPC standards were distributed to participants.

In conclusion, future challenges for ISPMs were addressed. Needs recognised include national pest records/status in areas, elaboration of introduction potential, economic quantification and the development of standards to support a systems approach.

1.3.2 Pest Risk Analysis – Australian Quarantine and Inspection Service Method Dr T.K. Lim

The pathway used by AQIS for Pest Risk Analysis was described. This involved four stages:

- Initiation;
- Pest risk assessment;
- Pest risk management;
- Documentation.

In initiating the process, pests or pathways for which PRAs are needed must be identified. This stage may also be a review of an earlier PRA. In the Pest Risk Assessment stage, each individual pest is assessed to determine whether it is a quarantine pest, this is based on the likelihood of entry, establishment, spread and economic importance.

A datasheet of information on each pest is developed. This included:

- Scientific name (incl. strain, biotype);
- Synonyms;
- Hosts;
- Plant parts affected;
- Distribution;
- Biology - entry potential, establishment, spread potential, vector role, natural enemies;
- Economic importance;
- Quarantine status;
- Estimated risk;
- Major reference source.

The Pest Risk Assessment pathway used by AQIS was illustrated and the worked example of fruit fly on mango was used to demonstrate the process (**Annex 1**).

Pest Risk Management options which involve the development, evaluation, comparison and selection of options to reduce risk and the efficacy and impact of options were discussed. Options may include:

- inclusion in prohibited pest list;
 - define requirements (treatment, pest free area, growing season inspection, pre-export certification);
 - inspection at entry;
 - treatment at point of entry;
 - detention in post- entry quarantine;
 - post entry measures;
 - prohibition of entry of specific commodities from specific regions.

1.3.3 Pest Risk Assessment – New Zealand MAF Method Dr R. Ivess

The procedures used by NZ MAF to carry out PRAs were outlined. Differences to the AQIS system were highlighted. In New Zealand, generic PRAs are carried out by commodity and pests are categorised as of high, medium or low risk. NZ MAF have now compiled > 600 comprehensive pest lists for different commodities which include an estimated 100 000 different pests. Both the quantitative and qualitative aspects of PRA are considered in the New Zealand method.

1.3.4 Discussion

The concept of 'zero risk' was raised by Parmesh Chand. Dr. Ikin addressed the question. Even complete prohibition of trade/import does not equal zero risk. By blocking one pathway, another may come into existence e.g. smuggling where there is prohibition. He concluded that zero risk is an impossibility. Dr Ives stated that managed risk is the key.

Dr Grynberg queried whether in the Pacific region it was really practical for countries to implement alternatives to methyl bromide. Dr Ikin replied that the systems approach would ultimately be better.

1.3.5 Worked examples of Pest Risk Assessment

1.3.5.1 Wheat

Dr R. Ikin

Pest Risk Assessment for wheat being imported into a PICT from Australia was illustrated. The 'Annotated list of seedborne diseases' was shown as a useful information source for this case study.

1.3.5.2 Pawpaw

Dr T.K. Lim

A Pest Risk Assessment for pawpaw was illustrated to show how complicated the process may be. The process can take up to 18 months.

1.4 PRA Requirements in the Pacific region

1.4.1 Plenary work on PRA requirements in the Pacific Region

Mr K. Nalder and Dr R. Ives (facilitators)

Specific needs of the region and the constraints on national quarantine services was taken into account. A draft PRA pathway was developed.

1.4.2 Information services for Pest Risk Assessment

Ms J. Brunt

The need for authoritative and up-to-date information to support PRAs was discussed. Examples of types of information and how to assess them were covered. Five computers were set up for the participants to use in searching for PRA information. Three had the FAO Global Plant Protection Information System loaded, one CABPEST-CD (as an example of a bibliographic database) and the CABI Crop Protection Compendium. Collection of information and the need to put a value judgement on the information gathered was stressed. Participants were urged to think about information needs in their group work later that day and to remember that SPC's Plant Protection Service has an information service for member countries.

1.5 Pacific PRA Practice

Dr J. Breach

Dr J. Breach worked through examples and questions that it is necessary to ask in order to carry out a PRA. A data grid that could be filled in for each pest was developed. (**Annex 4**)

Four groups worked through four examples using the model PRA system and information sources available. Following feedback was used to modify and finalised the Pacific PRA system.

2. RECOMMENDATIONS

2.1 Guidelines for Pest Risk Analysis for the Pacific Region

2.1.1 Reference

The workshop agreed that the following available - *International Standards for Phytosanitary Measure* - be adopted by PICTs as quarantine standards in the Pacific to assist with the harmonising of quarantine services:

1. Principles of plant quarantine as related to international trade;
2. Guidelines for Pest Risk Analysis;
3. Code of conduct for the import and release of biological control agents;
4. Requirements for the establishment of pest free areas;
5. Glossary of Phytosanitary terms;
6. Guidelines for surveillance;
7. Export certification system;
8. Determination of pest status in an area;
9. Guidelines for pest eradication programmes.

It was decided that the following - *Phytosanitary Terms and Definitions* – are to be used by quarantine services in the Pacific:

Area	An officially defined country, part of a country or all or parts of several countries
Commodity	A type of plant, plant product , or other regulated article being moved for trade or other purpose
Control (of a pest)	Suppression, containment or eradication of a pest population
Critical Quarantine Pest (CQP)	A quarantine pest which could be introduced via the commodity and its introduction would result in <ul style="list-style-type: none"> • Significant (economic) loss of crop production/yield and/or • Significant management actions/costs to control in the field or post harvest and/or • Significant effect on the environment
Inspection	Official visual examination of plants, plant products or other regulated articles to determine if pests are present and/or to determine compliance with phytosanitary regulations
Non Critical Quarantine Pest (NCQP)	A quarantine pest whose introduction may result in <ul style="list-style-type: none"> • Minor (economic) effect on crops production/yield and/or • Minor changes to existing management practices and/or • Minor effect on the environment
Non Quarantine Pest	Pest that is not a quarantine pest for an area

Official Control	Eradication, confinement, or suppression activities authorised or performed by an NPPO that is applied to a quarantine area within a country. The control exercised is mandatory and non compliance incurs a penalty
Pathway	Any means that allows the entry or spread of a pest
Pest risk analysis	The process of evaluating biological or other scientific and economic evidence to determine whether a pest should be regulated and the strength of any phytosanitary measures to be taken against it; (consisting of Pest Risk Assessment and Pest Risk Management)
Pest risk assessment	Determination of whether a pest is a quarantine pest and evaluation of its introduction potential
Pest risk management	The decision-making process of reducing the risk of introduction of a quarantine pest
Plant product	Unmanufactured material of plant origin (including grain) and those manufactured products that, by their nature or that of their processing, may create a risk for the spread of pests
Plants	Living plants and parts thereof, including seeds
Pre-export management activity	Any phytosanitary measures conducted in the country of origin with the aim of reducing phytosanitary risk of specified quarantine pest
Quarantine area	An area within which a quarantine pest is present and is being officially controlled .
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
Test	Official examination, other than visual, to determine if pests are present or to identify pests
Treatment	Officially authorised procedure for the killing, removing or rendering infertile of pests

Terms in bold refer to others in ISPM 5: Glossary of phytosanitary terms

2.1.3 Outline of requirement

The workshop agreed that:

- decisions are made in accordance with International Standards for Phytosanitary Measures No. 2: Guidelines for pest risk analysis;
- that the flow diagram (**Annex 2**) that was developed at this workshop be used to give guidance on a proposed decision pathway to be followed in order to determine whether pests on a commodity to be traded are of quarantine concern;
- these decisions should be supported by technical information consolidated in a pest data sheet (**Annex 4**);
- once a pest is considered to be of quarantine concern it should be placed in one of two categories, based on the potential to cause economic damage. Management options are then selected to mitigate this phytosanitary risk with due consideration given to the principle of minimum impact.

2.1.4 Phytosanitary Measures for Critical Quarantine Pests (CQP)

The workshop determined that an official pre-export phytosanitary measure which meets the relevant International Standard for Phytosanitary Measures be used for Critical Quarantine Pests:

- accompanied by a Phytosanitary Certificate with an additional declaration that the above pre-export measures have been carried out;
- together with the requirements for a Non-critical Quarantine Pest.

2.1.5 Phytosanitary Measures for Non-critical Quarantine Pests (NCQP)

For Non-critical Quarantine Pests it was decided that the following should be shown:

- freedom by inspection and testing in the sample;
- accompanied by an International Phytosanitary Certificate.

2.2 Information Service

Lack of information was identified as a major constraint for conducting PRAs. It was recommended unanimously that SPC should act as a focal point for the dissemination of information and seek funding for establishing a PRA information system for the region, probably by building a database of datasheets on pests of quarantine importance.

2.3 Pacific Pest Risk Analysis Procedure

There was general agreement that the PRA (**Annex 2**) and PRM (**Annex 3**) flowcharts with supporting text be adapted as the Pacific PRA Procedure.

2.4 Definitions

Definitions to be used are the FAO definitions found in the recommendations (section 4.1). Note that the definition for “treatment” differs from that of the FAO definition.

2.5 Next steps to be taken

- a) 1st draft of PRA and PRM processes to be circulated to all PICTs.
- b) Countries to implement PRA/PRM with assistance from SPC if requested in response to a circular to each PICT.

2.6 Pacific dispute settlement procedure

Pacific dispute settlement procedure is needed to deal with issues locally.

2.7 Five nominated crops for PRA Pest List

SPC is to seek by consultative input from all members, five high priority crops for PRA pest lists.

3. PARTICIPANT LIST

PARTICIPANTS

American Samoa

Mr Mauga Lei, Jnr.
Quarantine Inspector

Mr Tanielu Taufete'e
Quarantine Inspector

Plant & Animal Quarantine Service
Department of Agriculture
Pago Pago
96799
Tel: (684) 699 9272
Fax: (684) 699 4031

Cook Islands

Mr Veia Mani
Director of Policy
Ministry of Agriculture
PO Box 96
Rarotonga
Tel: (682) 28711
Fax: (682) 21881

Federated States of Micronesia

Mr Akissy Edward
Quarantine Officer
Agriculture Department
Chuuk State
Tel: (691) 330 3720
Fax: (691) 330 2233

Fiji

Mr Aisea Waqa
Principal Quarantine Officer
Ministry of Agriculture, Fisheries & Forests
Private Mail Bag
Suva
Tel: (679) 312 512
Fax: (679) 305 043
E-mail: Quarantine@Suva.is.com.fj

Republic of Kiribati

Mr Tiaron Biremon
Quarantine Officer
Division of Agriculture
Ministry of Natural Resources
Development
PO Box 267
Bikenibeu
Tarawa
Tel: (686) 28096/28108
Fax: (686) 28121

New Caledonia

Mr Rémy Amice
Plant Protection Officer
Direction de l'Agriculture et de la
Fôret
Service Vétérinaire et de la Protection des
Végétaux
BP 256
Noumea
Tel: (687) 274 102
(687) 243 751 (Direct)
(687) 243 745 (Sec)
Fax: (687) 251 112

Niue

Mr Brandon Tauati
Assistant Senior Quarantine Officer
Department of Agriculture, Forestry &
Fisheries
PO Box 74
Alofi
Tel: (683) 4032
Fax: (683) 4079
E-mail: daff@mail.gov.nu

Palau

Mr Norbert Ito
Plant & Animal Quarantine Inspector
Bureau of Natural Resources & Development
PO Box 460
Koror
Tel: (680) 488 2504
Fax: (680) 488 1475

Samoa

Mr Isaia Samau
 Senior Quarantine Officer
 Ministry of Agriculture, Fisheries &
 Meteorology
 PO Box 1874
 Apia
 Tel: (685) 22561
 Fax: (685) 22171

Solomon Islands

Mr Cameron Eta
 Director of Quarantine
 Ministry of Agriculture & Fisheries
 PO Box G13
 Honiara
 Tel: (677) 21327
 Fax: (677) 21955

Kingdom of Tonga

Mr Sione Foliaki
 Head
 Quarantine & Quality Management
 Division
 Ministry of Agriculture & Forestry
 PO Box 14
 Nuku'alofa
 Tel: (676) 24257
 Fax: (676) 24922
 E-mail: maf-qcmd@candw.to

Tuvalu

Mr Uatea Vave
 Quarantine Officer
 Department of Agriculture
 Ministry of Natural Resources &
 Environment
 Private Mail Bag
 Funafuti
 Tel: (688) 20186
 Fax: (688) 20826

Republic of Vanuatu

Mr Francis Qarani
 Senior Quarantine Officer
 Vanuatu Quarantine & Inspection Service
 Department of Agriculture & Horticulture
 Private Mail Bag 040
 Port Vila
 Tel: (678) 23130
 Fax: (678) 24653
 E-mail: qrtnvila@com.vu

Forum Secretariat

Mrs Aivu Tauvasa
 Trade Commissioner
 South Pacific Trade Commission
 Level 30, Piccadilly Tower
 133 Castlereagh Street
 Sydney
 New South Wales
 AUSTRALIA
 2000
 Tel: (612) 9283 5933
 Fax: (612) 9283 5948
 E-mail: aivut@sptc.com.au

Mr Parmesh Chand
 Trade Commissioner
 South Pacific Trade Commission
 PO Box 744
 Auckland
 NEW ZEALAND
 Tel: (649) 3020465
 Fax: (649) 377 642
 E-mail: pameshc@sptc.org.nz

Ms Veniana Qalo
 Research Assistant (Trade Policy)
 Forum Secretariat
 Private Mail Bag
 Suva
 FIJI ISLANDS
 Tel: (679) 220 365
 Fax: (679) 312 226
 E-mail: venianaq@forumsec.org.fj

RESOURCE PERSONNEL**Australia**

Dr Bob Ikin
 Senior Manager (Multilateral)
 Plant Quarantine Policy Branch
 Policy & International Division
 Australia Quarantine & Inspection
 Service
 GPO Box 858
 Canberra
 ACT
 2601
 Tel: (612) 6272 5250
 Fax: (612) 6272 3307
 E-mail: bob.ikin@aqis.gov.au

Dr T K Lim
 Manager
 Fruits & Vegetables
 Plant Quarantine Policy Branch
 Policy & International Division
 Australia Quarantine & Inspection
 Service
 GPO Box 858
 Canberra
 ACT
 2601
 Tel: (612) 6272 3752
 Fax: (612) 6272 3307
 E-mail: tk.lim@aqis.gov.au

Dr Cheryl McRae
 Research Scientist
 Plant Protection Branch
 National Offices of Animal & Plant
 Health
 Agriculture, Fisheries & Forestry,
 Australia
 GPO Box 858
 Canberra
 ACT
 2601
 Tel: (612) 6272 3338
 Fax: (612) 6272 3307
 E-mail: cheryl.mcrae@affa.gov.au

New Zealand

Mr Richard Ivess
 Chief Plants Officer
 Ministry of Agriculture & Forestry
 PO Box 2526
 Wellington
 Tel: (644) 474 4127
 Fax: (644) 474 4240
 E-mail: ivessr@maf.govt.nz

Dr Joan Breach
 National Advisor
 Import Health Standards (Plants)
 Ministry of Agriculture & Forestry
 PO Box 2526
 Wellington
 Tel: (644) 474 4100 ext. 8248
 (644) 474 4248
 Fax: (644) 474 4257
 E-mail: breachj@maf.govt.nz

Mr Kevin Nalder
 National Advisor
 International Operations – Plant Imports
 Ministry of Agriculture & Forestry
 PO Box 2526
 Wellington
 Tel: (644) 474 4243
 Fax: (644) 474 4240
 E-mail: nalderk@maf.govt.nz

Forum Secretariat

Dr Roman Grynberg
 Multi-lateral Trade Policy Adviser
 Forum Secretariat
 Private Mail Bag
 Suva
 FIJI ISLANDS
 Tel: (679) 220 362
 Fax: (679) 312 226
 E-mail: romang@forumsec.org.fj

Secretariat of the Pacific Community

Dr Mick Lloyd
 Plant Protection Adviser
 Secretariat of the Pacific Community
 Private Mail Bag
 Suva
 FIJI ISLANDS
 Tel: (679) 370 733
 Fax: (679) 370 021
 E-mail: mickl@spc.org.fj

Ms Julia Brunt
 Information Officer
 Secretariat of the Pacific Community
 Private Mail Bag
 Suva
 FIJI ISLANDS
 Tel: (679) 370 733
 Fax: (679) 370 021
 E-mail: juliab@spc.org.fj

Dr Jacqui Wright
 Plant Pathologist
 Secretariat of the Pacific Community
 Private Mail Bag
 Suva
 FIJI ISLANDS
 Tel: (679) 370 733
 Fax: (679) 370 021
 E-mail: jacquiw@spc.org.fj

Dr Guenther Rapp
 Entomologist
 Secretariat of the Pacific Community
 Private Mail Bag
 Suva
 FIJI ISLANDS
 Tel: (679) 370 733
 Fax: (679) 370 021
 E-mail: guentherr@spc.org.fj

Ms Reapi Masau
 Project Assistant
 Secretariat of the Pacific Community
 Private Mail Bag
 Suva
 FIJI ISLANDS
 Tel: (679) 370 733
 Fax: (679) 370 021
 E-mail: apim@spc.org.fj

Mr Allan Allwood
 Chief Technical Adviser
 Fruit Fly Project
 Secretariat of the Pacific Community
 Private Mail Bag
 Suva
 FIJI ISLANDS
 Tel: (679) 370 733
 Fax: (679) 370 021
 E-mail: allana@spc.org.fj

Dr Peter Saville
 Animal Health Adviser
 Secretariat of the Pacific Community
 Private Mail Bag
 Suva
 FIJI ISLANDS
 Tel: (679) 370 733
 Fax: (679) 370 021
 E-mail: peters@spc.org.fj

Mr Gavin Ramsay
 Epidemiologist
 Secretariat of the Pacific Community
 Private Mail Bag
 Suva
 FIJI ISLANDS
 Tel: (679) 370 733
 Fax: (679) 370 021
 E-mail: gavinr@spc.org.fj

4. ACRONYMS

ACIAR	Australian Centre for International Agricultural Research
ADAP	Agricultural Development in the American Pacific
AQIS	Australian Quarantine Inspection Service
CABI	Commonwealth Agricultural Bureau International
CIRAD	Centre de Coopération Internationale en Recherche Agronomique pour le Développement
CQP	Critical Quarantine Pest
CSIRO	Commonwealth Scientific and Industrial Research Organisation
DBM	Diamond Back Moth
EU	European Union
FAO	Food and Agriculture Organisation of the United Nations
FORSEC	Forum Secretariat
FSM	Federated States of Micronesia
GATT	General Agreement on Tariffs and Trade
GMO	Genetically Modified Organism
GPPIS	Global Plant Protection Information System
GSP	Giant Sensitive Plant
GTZ	Deutsche Gesellschaft fuer Technische Zusammenarbeit
HTFA	
ICPM	Interim Commission on Phytosanitary Measures
IPM	Integrated Pest Management
IPPC	International Plant Protection Convention
ISPM	International Standards for Phytosanitary Measures
NCQP	Non-critical Quarantine Pest
NPPS	National Plant Protection Service
NZ MAF	New Zealand Ministry of Agriculture and Forestry
NZODA	New Zealand Overseas Development Agency
OIE	International Organisation for Animal Health
ORSTOM	Institut français de recherche scientifique pour le développement en coopération
PHALPS	Regional Conference of Permanent Heads of Agriculture and Livestock Production Services
PICT	Pacific Island Country or Territory
PPPO	Pacific Plant Protection Organisation
PPS	Plant Protection Service
PRA	Pest Risk Assessment
RPPO	Regional Plant Protection Organisation
RTMPP	Regional Technical Meeting on Plant Protection
SPC	Secretariat of the Pacific Community
SPREP	South Pacific Regional Environmental Programme
SPS	Sanitary and Phytosanitary Measures
USP	University of the South Pacific
WTO	World Trade Organisation