



Guidance Document

Import of Fresh Fruit and Vegetables for Human Consumption

MPI.GD.IFFV

18 November 2019

Title

Guidance Document: Import of Fresh Fruit and Vegetables for Human Consumption

About this document

The Ministry for Primary Industries (MPI) publishes a variety of guidance documents. Typically these provide:

- an explanation of the Import Health Standard (IHS) requirements;
- assistance to stakeholders to comply with the IHS requirements; and
- details of MPI's role in biosecurity.; and,
- details of the process of biosecurity clearance.

It is possible that there are ways to comply with applicable requirements other than those outlined in this document. Stakeholders are encouraged to discuss any departures from the approaches outlined in this guidance document with MPI, prior to use, to avoid expending resources on alternative approaches which may not be acceptable.

The term "must" is not typically used in guidance. When the term 'must' is used in this document, it is a quote or paraphrase from the IHS requirements.

Related Requirements

This guidance document has been issued to accompany the Import Health Standards (IHS) for fresh fruit and vegetables for human consumption.

Document history

This document is subject to ongoing review and amendment. The most recent version of this guidance document is available on the MPI website.

Version Date	Section Changed	Change(s) Description
18 November 2019	All	New document

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1 Purpose

- (1) The purpose of this guidance document is to assist with meeting the requirements of an Import Health Standard (IHS) for fresh fruit and vegetables and includes information on:
 - a) the approval process for importing fresh fruit and vegetables into New Zealand;
 - b) approved commodities for import, eligible countries, and commodity pest lists;
 - c) how and when pre-export measures are applied to manage regulated pests with different risks and impacts; and
 - d) activities to support phytosanitary assurances.

2 Background

- (1) An IHS for fresh fruit or vegetables for human consumption contains import requirements for regulated (quarantine) pests associated with the commodity. These requirements manage the biosecurity risk of importing fresh fruit and vegetables from any approved country to meet New Zealand's appropriate level of protection (ALOP). The IHSs serve as the basis for country-to-country (bilateral) negotiations and the development of an *Export Plan* to establish trade.

3 Definitions

- (1) For full definitions refer to Appendix 1.

- (2) Acronyms used in this document:

AD	Additional Declaration
ALOP	Appropriate Level of Protection
APPPC	Asia Pacific Plant Protection Commission
BACC	Biosecurity Authority Clearance Certificate
BORIC	Biosecurity Organisms Register for Imported Commodities
BQA	Bilateral Quarantine Arrangement
CTO	Ministry for Primary Industries Chief Technical Officer
GAP	Good Agricultural Practice
IHS	Import Health Standard
IPPC	International Plant Protection Convention
ISPM	International Standards for Phytosanitary Measures
MPI	Ministry for Primary Industries
NPPO	National Plant Protection Organisation
OAP	Official Assurance Programme
PFA	Pest Free Area
SPS	Sanitary and Phytosanitary Measures Agreement

Import of Fresh Fruit and Vegetables for Human Consumption

1 Quick guide to importing fresh fruit and vegetables for human consumption

- (1) The information below is a quick guide to enable the importation of fresh fruit and vegetables into New Zealand. Further details are found within specific sections of this guidance document.
 - a) Read MPI's [Steps to Importing](#).
 - b) Check if there is an [IHS for the commodity](#) you wish to import. If there is no IHS for the commodity, importation cannot occur. An importer or exporter can request the New Zealand Ministry for Primary Industries (MPI) to consider [developing a new IHS](#) by completing a request form. A National Plant Protection Organisation (NPPO) may contact MPI directly to discuss IHS development.
 - c) Where there is an IHS, check that the country you want to import from is approved for that commodity. This can be viewed on MPI's [online pest database](#).
 - d) Identify the specific requirements of the IHS that relate to your commodity.
Note: A permit is not required to import fresh fruit and vegetables for human consumption.
 - e) Check that your commodity is in compliance with all [other relevant standards](#).
 - f) Check [New Zealand Customs Service](#) importing requirements.
 - g) Check that your exporter:
 - i) understands and can meet all requirements of the IHS and any [other relevant standards](#);
 - ii) obtains a phytosanitary certificate for the consignment from their country's NPPO; and
 - iii) ensures that the phytosanitary certificate accompanies the consignment.
 - h) Contact the New Zealand Customs Service and MPI and provide all the required documentation (copies) prior to the arrival of goods into New Zealand:
 - i) at least 48 hours before a sea freight consignment arrives; or
 - ii) within 48 hours before an air freight consignment arrives.
 - i) When the consignment arrives in New Zealand, supply all requested documentation and follow any directions given to you by an MPI Inspector.
 - j) The consignment is released if an MPI Inspector is satisfied that all requirements are met and a Biosecurity Authority Clearance Certificate (BACC) is issued.
- (2) Information to assist with biosecurity clearance can be found <insert link once document is published>.
- (3) If you have questions about a fresh fruit and vegetable IHS requirements, email plantimports@mpi.govt.nz.

2 Format of fresh fruit and vegetables Import Health Standards

- (1) Each fresh fruit or vegetable IHS is structured in three parts:
 - a) [Part 1](#) contains General Requirements for importing a specific fresh fruit or vegetable commodity.
 - b) [Part 2](#) contains Specific Requirements (*Basic*, *Targeted* or *MPI-Specified measures*) to manage pests associated with the commodity. Measures should be applied to the consignment prior to export or in transit to New Zealand. More information about measures can be found in [Section 5.2](#) of this guidance document.
 - c) [Part 3](#) contains Inspection, Verification and Documentation Requirements for the commodity.
- (2) Parts 1, 2 and 3 of the IHS are legal requirements for the importation of the specified fresh fruit or vegetable for human consumption.

3 General information for an Import Health Standard

3.1 Legal requirements

- (1) New Zealand's biosecurity system operates under the [Biosecurity Act 1993 \(the Act\)](#).
- (2) MPI is the lead government agency responsible for maintaining biosecurity standards (e.g. IHS) for the effective management of risks associated with the importation of risk goods into New Zealand ([Part 3 of the Act](#)).
- (3) [Section 22](#) of the [Act](#) describes the meaning of an IHS and requires all risk goods (including plant and plant products) entering New Zealand to be covered by an IHS. An IHS is not required for goods that transit through New Zealand.
- (4) [Sections 16A](#) and [16B](#) of the [Act](#) describe the legal responsibilities of importers to comply with an IHS.
- (5) If all parts of the IHS are met to the satisfaction of an Inspector, then biosecurity clearance under [section 26](#) of the [Act](#) may be given and the consignment released, provided all conditions under [section 27](#) of the [Act](#) are also met.
- (6) A MPI Inspector or MPI Chief Technical Officer (CTO) may:
 - a) give directions to an importer which permits entry subject to certain conditions being met or following an on-arrival treatment; or
 - b) may prohibit entry and provide options for reshipment or destruction of risk goods if they do not comply with requirements.

3.2 Principles and policies

3.2.1 Risk analysis and assessment

- (1) The main aim of a risk analysis is to assess the biosecurity risks associated with importing a particular fresh fruit or vegetable into New Zealand. Biosecurity risks are pests and diseases that have the potential to cause serious harm to:
 - a) social and cultural wellbeing, and human health in New Zealand; and
 - b) the New Zealand environment and economy.
- (2) MPI analyses and assesses the pest risk associated with importing a fresh commodity into New Zealand. The assessment allows MPI to determine effective measures to manage the biosecurity risk of the pest when amending or [developing a new IHS](#). Additional pest risk assessments may later be necessary for reasons including:

- a) MPI becomes aware of a new emerging risk, e.g. new pest commodity association;
 - b) MPI becomes aware of regulated pests that have not been previously considered;
 - c) a new *Targeted* or *MPI-Specified Measure* is required;
 - d) a country's pest status has changed; or
 - e) an equivalent phytosanitary measure is requested.
- (3) MPI uses qualitative methodology to assess pest risk. MPI uses likelihood and impact descriptors (e.g. low, medium, high). A "higher likelihood" or "higher impact" is based on a wide range of factors associated with the biology of the pest (e.g. the nature of its association with the commodity, host range, dispersal strategies etc.) and non-biological factors that affect the ability of the pest to establish and cause harm (e.g. climate). A risk assessment must be objective and defensible with conclusions based on reliable evidence.
- (4) Appropriate pest management measures are based on the level of pest risk.

3.2.2 Strength of measures

- (1) MPI determines the strength of phytosanitary measures necessary, based on the risk likelihood and impact associated with the pest (as determined by a risk analysis/assessment). The level of risk a pest poses and the strength of phytosanitary measures is a sliding scale where the strength of phytosanitary measures corresponds to the likelihood of establishment and impact the pest may have in New Zealand. This conceptual matrix is illustrated in the Table 1 below. The requirements for *Basic*, *Targeted* and *MPI-Specified Measures* are detailed in [section 5.2](#).

Table 1. Strength of Measures Matrix

		Impact to New Zealand		
		Low	Medium	High
Likelihood of establishment	Low	<i>Basic</i>	<i>Basic</i>	<i>Targeted</i>
	Medium	<i>Basic</i>	<i>Targeted</i>	<i>Specified</i>
	High	<i>Targeted</i>	<i>Specified</i>	<i>Specified</i>

- (2) High risk pests (such as fruit flies) require phytosanitary measures with a high level of efficacy. For lower impact regulated pests, the combination of commercial production and official inspection may be considered sufficient to mitigate the risk from regulated pests. See [Phytosanitary Measures](#) for further information on phytosanitary measures.
- (3) In addition to the characteristics of a commodity and associated pests, factors considered when setting phytosanitary measures include:
- a) feasibility;
 - b) cost effectiveness; and
 - c) how the end use of the product manages risk (e.g. human consumption).
- (4) Where available and relevant to the commodity in question, MPI considers previous decisions on phytosanitary measures as a guide. This is because the previous decisions were:
- a) assessed by technical experts as being sufficient to effectively manage risks in other pest/country/commodity combinations; and/or
 - b) consulted with stakeholders; and/or
 - c) subject to verification by MPI Inspectors at the border.
- (5) MPI strives to minimise impacts on trade, but at times must implement phytosanitary measures to ensure unacceptable risks are managed.

3.2.3 Commodities intended use

- (1) The intended end-use of a commodity affects its pest risk. For example, commodities for planting have a higher probability of introducing a pest than commodities for human consumption or processing as per [ISPM 32. Categorization of commodities according to their pest risk](#). This is because consuming or processing a commodity may manage or remove pests. This is an important consideration as the [strength of measures](#) applied to an import pathway should be proportionate to the level of risk.

3.2.4 Managing risk offshore

- (1) The MPI [Biosecurity 2025 Implementation Plan](#) (2018 pg. 24) states strengthening global biosecurity should be a critical area of focus. Biosecurity risks should be managed early in the supply chain, including offshore. Importers and exporters assessing and taking responsibility for any biosecurity risks along supply chains as part of “business as usual” is a crucial part of managing biosecurity risk at an international level.
- (2) Managing risk offshore is supported by MPI’s recognition (via CTO recognition of phytosanitary certification systems, and [Export Plans](#)) of the export systems used by the exporting country NPPO, and the production and pest management activities in the supply chain.

3.2.5 New and emerging risk

- (1) MPI has a centralised intelligence-led system for identifying new and emerging biosecurity risks which may impact import requirements and border processes.
- (2) In some circumstances, import requirements may need to be amended rapidly and without consultation (see clause 3.2.8 below) to ensure that an identified emerging risk is effectively managed. There are provisions under the Act ([section 24B \(2\)](#)) that allow for emergency or urgent measures to be implemented. MPI also considers international guidelines ([ISPM 13. Guidelines for the notification of non-compliance and emergency action](#)) and standards ([APPPC RSPM 5: Guidelines for the establishment and application of emergency actions and emergency measures](#)) when taking action.
- (3) MPI will endeavour to consult with affected parties where possible.

3.2.6 Management of significant pests

- (1) MPI’s system for plant imports is based on all of the following elements:
 - a) focus on [strength of measures](#) (rather than categorising pests);
 - b) transparency of exporting country systems, i.e. MPI has evidence of national systems, programmes and standards for regulatory oversight of the export industry;
 - c) documented systems ([Export Plans](#)) on how an exporting country will meet New Zealand’s requirements; and
 - d) [pre-import assessment](#) visits by MPI.

3.2.7 Appropriate level of protection

- (1) No biosecurity system is capable of reducing risk to zero while trade and travel occurs. Therefore, New Zealand’s phytosanitary risk system is based on the concept of the Appropriate Level of Protection (ALOP).
- (2) By applying New Zealand’s ALOP to its biosecurity decisions, MPI seeks to ensure that the most significant pests (e.g. fruit flies of economic significance) are unlikely to establish in New Zealand.
- (3) New Zealand determines ALOP for each commodity pathway based on the [risk](#) [impact and likelihood of introduction] posed by various organisms associated with the commodity, and [implements measures](#) to manage the likelihood of introduction of these organisms and achieve ALOP for the pathway.
- (4) The requirements are captured in a commodity IHS. Where applicable, details of how the requirements are going to be met by individual countries are specified in the [Export Plan](#). Import Health Standards and [Export Plans](#) are only a part of New Zealand’s pre-border [biosecurity system](#).

3.2.8 Consultation

- (1) MPI is legally obligated under [section 23\(3\)\(b\)](#) of the Act to consult with any person the CTO considers to be representative of the classes of persons having an interest in the proposed draft IHS or any major amendments to requirements in existing IHSs. This consultation may be on a wider scale or targeted.
- (2) Under [section 24B\(2\)](#) of the Act, obligation to consult is not required in the following circumstances:
 - a) an IHS needs to be urgently amended;
 - b) an IHS needs to be urgently revoked; or
 - c) an amendment to an IHS is minor.
- (3) Minor amendments include:
 - a) updates to the format;
 - b) editorial changes;
 - c) removal of obsolete contact details;
 - d) removing non-regulated pests;
 - e) updating terminology or organism synonyms; and
 - f) clarifying what is meant and currently imposed by an IHS.
- (4) A decision about whether an amendment is minor or urgent is made by a CTO. Minor and urgent amendments must comply with all of the requirements of [section 23](#) except the requirement to consult [section 24B\(2\)](#). This includes being satisfied that the measures in the draft IHS are consistent with New Zealand's obligations under the World Trade Organisation [Sanitary and Phytosanitary Measures Agreement \(SPS\)](#).
- (5) Subscribe to [MPI's website](#) to receive notifications on consultations and IHS amendments. Notifications of consultations will be sent as they are posted on the MPI website.

3.2.9 International context

- (1) MPI's publication, "[Balance in Trade](#)," provides further information about how New Zealand's biosecurity system meets international trade obligations.

3.2.10 Approved commodities and recognised countries

- (1) A list of all approved IHSs can be found on the requirements for importing fresh fruit and vegetable page of the [MPI website](#).
- (2) Fresh commodities approved for import into New Zealand, approved countries, associated pests and pest management measures can be found in MPI's [online pest database](#).
- (3) Importers should consider all [other applicable standards](#) of the importing process to aid clearance of the consignment into New Zealand.
- (4) A permit is not required to import fresh fruit and vegetables for human consumption.

3.2.11 Equivalence

- (1) The [SPS](#) states that:
 - a) phytosanitary measures must not discriminate unfairly between countries or between imported or domestically produced goods; and,
 - b) where there is a choice of phytosanitary measures to reduce risk to an acceptable level, WTO members must select the least trade restrictive measure.
- (2) As part of selecting the least trade restrictive measure to manage risk to an acceptable level, MPI may evaluate alternative or equivalent measures as requested by the NPPO of a trading partner ([Article 4 SPS](#)).

- (3) For a phytosanitary measure to be approved by MPI as an equivalent measure, it must offer the same or greater level of protection than the currently required measure.
- (4) The assessment of any equivalence request is based on:
 - a) International Standards for Phytosanitary Measures (ISPMs); for example:
 - i) **ISPM 24. Guidelines for the determination and recognition of equivalence of phytosanitary measures;**
 - ii) **ISPM 28. Phytosanitary treatments for regulated pests**
 - b) efficacy data relating to the treatment (where applicable);
 - c) the target pest(s); and
 - d) other relevant information (e.g. history of trade).
- (5) MPI must ensure that approved measure(s) are consistent with the Biosecurity Act 1993 and the SPS agreement regarding scientific justification, non-discrimination and offer transparency in assessment processes and decisions.

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4 IHS Part 1: General requirements

4.1 Application

- (1) The IHS applies only to fresh commodities for human consumption. Import of frozen, cooked, pureed or dried commodities for human consumption are covered by MPI IHS [Stored Plant Products for Human Consumption](#).
- (2) Section 1.1 of each IHS states the plant part that has approved for import and the commodity's:
 - a) common name;
 - b) scientific name; and
 - c) intended use.
- (3) Hybrids between species can be imported but only when each parent species is an approved commodity. The hybrid commodity should meet all IHS requirements for each parent species. For example, pluots (*Prunus domestica* x *P. armeniaca*) should meet the requirements specified in the IHS for plum (*P. domestica*) and apricot (*P. armeniaca*).
- (4) Fresh fruit and vegetables for human consumption produced using gene technology (recombinant DNA techniques) are typically not approved for sale in New Zealand under [Standard 1.5.2](#) of the [Australia New Zealand Food Standards Code \(Food Standards Code\)](#). Exceptions are listed in [Schedule 26 of the Food Standards Code](#). Genetically modified food permitted under the Food Standards Code should meet all other New Zealand IHS and food industry requirements.
- (5) [Organic fruit and vegetables](#) should meet the relevant IHS requirements and, if required, all measures for management of pests as detailed in an *Export Plan*. Additionally, organic food should comply with all other New Zealand IHS and food industry requirements.
- (6) Specific commercial brands providing commercially processed fresh commodities that have undergone pre-export assessment by MPI are listed in ["Processed" Fresh Commodities](#).
- (7) Requirements for trade samples for evaluation and private consignments are specified in separate standards [insert links once documents have been published].

4.2 Incorporation of material by reference

- (1) Incorporation by reference means that standards, guidelines or lists have been incorporated into an IHS and forms part of the requirements. This is done because technical reference documents may be too large or impractical to include in the IHS and/or may be regularly updated.
- (2) Where the standard states that section [142O\(1\)](#) of the Act does not apply, this means that importers need to refer to the most recent version of any standards, guidelines or lists that are incorporated by reference in the IHS.

4.3 General requirements for fresh fruit and vegetables

4.3.1 MPI approval process for importation of fresh fruit and vegetables for human consumption

- (1) Fresh fruit and vegetables are only approved for import into New Zealand when:
 - a) an IHS for the commodity has been issued under the [Act](#); and
 - b) the [exporting country's system](#) has been assessed and approved by a CTO (see IHS Section 1.4); and
 - c) an [Export Plan](#) (where applicable) has been agreed between the NPPO of the exporting country and MPI and approved by a CTO.

- (2) Requests from exporting countries to negotiate an [Export Plan](#) for the importation of the fresh fruit and vegetable into New Zealand are prioritised according to MPI resources available at the time of application.
- (3) Previous IHSs are supported by a *Bilateral Quarantine Arrangement* (BQA), *Official Assurance Programme* (OAP) or other approved government to government arrangement between MPI and an exporting country. These arrangements documented how the exporting country would meet MPI's requirements for the control of fruit fly species of economic significance that are associated with fruit fly host material imported into New Zealand.
- (4) During the transitional period (i.e. period prior to an Export Plan being approved by a CTO), current government to government arrangements will be considered equivalent to an Export Plan.
- (5) An [Export Plan](#) is **not** necessary when an IHS requires only [Basic Measures](#) to manage the pests associated with the commodity in question.
- (6) An [Export Plan](#) is required when an IHS requires [Targeted Measures](#) and/or [MPI-Specified Measures](#) to manage the pests associated with the commodity in question.

4.3.2 Pre-import assessment

- (1) A pre-import assessment visit will be conducted for new commodity and country combinations. The purpose of the visit is to gather information on:
 - a) the export system used by the export country's NPPO; and
 - b) the production and post-harvest management of the commodity's phytosanitary security in the export country.
- (2) Pre-import assessments assist MPI in determining risk management measures for a commodity.

4.3.3 Exporting country systems

- (1) Fresh fruit and vegetables may only be imported from a country where the NPPO has an established *Export System*. An *Export System* is a system of programmes and standards used by the exporting country's NPPO to conduct regulatory oversight of the export industry, and provide an assurance to New Zealand (in the form of a phytosanitary certificate) that the risks posed by pests on commodities imported from that country are managed. The *Export System* should be consistent with [ISPM 7](#), [Phytosanitary certification system](#) and is subject to a systems audit by MPI where required. The CTO also needs to be satisfied that the *Export System* meets MPI's requirements as per section 1.4 (1) of the IHS.
- (2) The *Export System* describes the activities, systems and procedures of the exporting country's NPPO. It does not include pest control activities unless the NPPO directs these activities. Pest control activities are described in the [Export Plan](#), BQA or OAP.
- (3) In accordance with the International Plant Protection Convention (IPPC), the NPPO of the exporting country is responsible for providing assurance that exported products meet the importing country's requirements. This assurance is provided through the phytosanitary certification system.

4.3.4 Export Plans

- (1) An *Export Plan* is required for commodities where the IHS requires [Targeted Measures](#) and/or [MPI-Specified Measures](#) to be applied prior to export or in transit in order to manage pests that present a significant risk to New Zealand.
- (2) An *Export Plan* details how the exporting country will meet the import requirements ([Targeted Measures](#) and/or [MPI-Specified Measures](#)) for New Zealand, and will provide the basis for MPI audits.
- (3) An *Export Plan* is negotiated between MPI and the NPPO of the exporting country and must be approved by the CTO before new trade can commence.

- (4) The available options for Targeted Measures are listed in the IHS. These options are similarly effective in managing phytosanitary pests however, different exporting countries may utilise different measures for the same pest(s) as a result of growing systems and agricultural practices differing between countries. MPI and the NPPO of the exporting country will negotiate which option the export country will utilise for particular pest(s) and this measure will be specified in the *Export Plan*.
- (5) If an exporting country has pests that require Targeted Measures, such as pest control activities or pest free area (as per **ISPM 4**), the following information must be provided by the NPPO to MPI during the development of the *Export Plan* (and any additional information if required):
 - a) the level of in-field monitoring of/for the pest and who is responsible for performing the activity;
 - b) pest control activities that are effective against the targeted pests;
 - c) the systems in place for post-harvest inspection; and
 - d) training programmes to ensure competent personnel are available for critical tasks.
- (6) MPI-Specified Measures are prescribed in the IHS for the management of high risk pests.
- (7) If an exporting country has pests that require MPI-Specified Measures, the following information must be provided to MPI during the development of an *Export Plan*:
 - a) level of supervision during the application of the required MPI-Specified Measures;
 - b) procedures for the application of the measures;
 - c) product traceability (including registration of participants);
 - d) records completion and maintenance;
 - e) product phytosanitary security during treatment, packaging and storing; and
 - f) NPPO inspection and phytosanitary certification.
- (8) The *Export Plan* is subject to review by MPI in accordance with MPI policies.

4.3.5 Commercial production

- (1) MPI undertakes a risk assessment prior to approving fresh fruits or vegetables for import into New Zealand from any country.
- (2) When undertaking a risk assessment, MPI only considers pests that could be associated with commercially produced fresh fruit and vegetables. This is because commercial production (i.e. Basic Measures) is considered the basis for pest risk management on imported fresh fruit and vegetables.

4.3.6 Biosecurity clearance

- (1) In order to obtain biosecurity clearance into New Zealand and receive a Biosecurity Authority Clearance Certificate (BACC), all consignments of fresh fruit and vegetables will be verified against the requirements set out in the relevant IHS.
- (2) Fresh fruit and vegetables imported under these IHSs should only be used for human consumption.

5 IHS Part 2: Specific Requirements

5.1 Pest categorisation

- (1) MPI categorises pests associated with plants and plant products into regulated and non-regulated pests. Pest risk associated with imported commodities may change depending on the end-use of the product.
- (2) Regulated pests are those pests for which actions would be undertaken if they were intercepted/detected. These pests include quarantine pests (as defined by IPPC), and other regulated pests such as:
 - a) pests that may pose a risk to human or animal health or to the environment;
 - b) vectors of associated quarantine pests; and
 - c) virulent strains (not present in New Zealand) of non-regulated pests.
- (3) New Zealand's full list of pests is available in MPI's [Biosecurity Organisms Register for Imported Commodities](#) (BORIC). This database is updated regularly to reflect changes in regulatory status of a pest, taxonomy, additions etc.
- (4) Pest lists are developed in accordance with the guidelines provided in [ISPM 19. Guidelines on lists of regulated pests](#).
- (5) The inclusion of a pest on a commodity pest list is supported by references in the scientific literature that associate the pest with the particular commodity and MPI's assessment of the level of risk they pose to New Zealand. Commodity pest lists can be found in [online pest database](#).
- (6) The [online pest database](#) lists regulated pests associated with a specific commodity from a specific country (e.g. grapes from Australia). Countries currently approved for trade in a specific commodity are listed in the [online pest database](#).
- (7) Organisms are included on the commodity pest list if they are:
 - a) known to be associated with the commodity; and
 - b) absent from New Zealand or under official control; and
 - c) likely to be present on the pathway if the risk was unmanaged; and
 - d) hosted by species present in New Zealand; and
 - e) climatically able to establish in New Zealand; and
 - f) likely to cause unacceptable economic, environmental or human health impacts in New Zealand.
- (8) A pest list may also include potential vectors of diseases and known contaminating pests of a commodity such as ants and spiders.
- (9) Pests listed in the commodity's pest list require [Basic Measures](#) and may also require [Targeted](#) or [MPI-Specified Measures](#). The measures agreed between MPI and the export country (as specified in the *Export Plan*) are listed in the [online pest database](#).

5.2 Phytosanitary measures

- (1) Pests categorised as regulated (or quarantine) by New Zealand, require measures to be applied (Table 2).

Table 2. Measures associated with regulated pests and management components.

Measures	Components							
	Export System (auditable by MPI)	Basic Measures and commercial production	Phytosanitary Inspection & Certification	Export Plan (auditable by MPI)	Measures agreed and detailed in <i>Export Plan</i>	Treatment parameters detailed on Phytosanitary Certificate	Additional Declarations on Phytosanitary Certificate	MPI Specified pre- harvest or post-harvest measures
<i>Basic Measures</i>	✓	✓	✓					
<i>Targeted Measures</i>	✓	✓	✓	✓	✓	✓	✓	
<i>MPI-Specified Measures</i>	✓	✓	✓	✓	✓	✓	✓	✓

- (2) The IHS includes measures approved for pests associated with the commodity (IHS Part 2).
- (3) Phytosanitary treatments are based on qualitative information, expert judgement and experience, and quantitative data if available.
- (4) Prior to 2016, MPI assessed and grouped pests by the risk they posed to New Zealand (Risk Group 1, Risk Group 2 and Risk Group 3). MPI now categorises pests by the measures required to manage the biosecurity risk. The current classifications are: *Basic Measures*, *Targeted Measures*, and *MPI-Specified Measures*. MPI considers the new classification more accurately reflects risk and the management of those risks because while a pest may present a significant risk on one pathway (e.g. plants for planting) the same pest may present a much lower risk on another pathway (e.g. consumption).
- (5) As part of the conversion from existing country:commodity IHSs to commodity IHSs, MPI has made a direct transfer of pests as below:
 - a) Pests previously categorised as Risk Group (RG) 1 pests will be referred to as pests requiring *Basic Measures*;
 - b) Pests previously categorised as RG 2 pests will be referred to as pests requiring *Targeted Measures*; and
 - c) Pests previously categorised as RG 2 pests will be referred to as pests requiring *MPI-Specified Measures*.
- (6) During the conversion, MPI recognised that some RG 2 pests required a specific agreed treatment and as such, in the new commodity IHSs these pests are now categorised as pests requiring *MPI-Specified Measures*. In these situations it is important to note that the treatments required for these pest(s) have not changed as a result of the re-classification.

5.2.1 Basic Measures

- (1) *Basic Measures* are applied to all pests associated with a commodity.
- (2) *Basic Measures* require all commodities to be commercially produced (defined in [Appendix 1: Definitions](#)).
- (3) The risk of entry and establishment for most regulated pests is managed by the application of these *Basic Measures*.

5.2.2 Targeted Measures

- (1) *Targeted Measures* are required in addition to *Basic Measures*.

- (2) *Targeted Measures* are measures which effectively reduce the risk of entry and establishment of regulated pests which are not sufficiently managed by *Basic Measures* alone. These measures are based on qualitative information, expert judgement and experience, and quantitative scientific data (when available).
- (3) The available options for *Targeted Measures* are listed in the IHS. These options are similarly effective in managing phytosanitary pests; however, different exporting countries may utilise different measures for the same pest(s) as a result of growing systems and agricultural practices differing between countries. MPI and the NPPO of the exporting country will negotiate which option the export country will utilise for particular pest(s) and this measure will be specified in the *Export Plan*.
- (4) Negotiated *Targeted Measures* for a particular country will be listed in the [online pest database](#).
- (5) The *Export Plan* for each exporting country will document the activities that the exporting country will undertake to ensure compliance with the *Target Measures*.
- (6) The application of a *Targeted Measure* may be effective against non-target pests.

5.2.3 MPI-Specified Measures

- (1) *MPI-Specified Measures* are required in addition to *Basic Measures* where a very high level of confidence is required.
- (2) *MPI-Specified Measures* are measures which effectively reduce the risk of entry and establishment of certain high risk regulated pests into New Zealand, such as economically important fruit flies. These measures are based on quantitative scientific information about their efficacy/effectiveness.
- (3) *MPI-Specified Measures* are prescribed by MPI and agreed to by the exporting country. Wherever possible, MPI uses ISPMs (or regional standards if applicable) to identify appropriate requirements.
- (4) Negotiated *MPI-Specified Measures* for a particular country will be listed in the [online pest database](#) and Part 2 of the relevant IHS for each commodity.
- (5) The *Export Plan* for each exporting country will document the activities that the exporting country will undertake to ensure compliance with the *MPI-Specified Measures*.

6 IHS Part 3: Inspection, Verification and Documentation Requirements

6.1 Phytosanitary inspection

- (1) As per [ISPM 7. Phytosanitary certification system](#), NPPO officials, or an authorised representative, are required to visually inspect consignments of fresh commodities to verify freedom from regulated pests and diseases prior to phytosanitary certification in accordance with [ISPM 23. Guidelines for Inspection](#).
- (2) The NPPO of the exporting country should determine the minimum sample size for inspection based on a 95% confidence level that not more than 0.5% of the units in the consignment are infested. For assistance with sample sizes, refer to [ISPM 31: Methodologies for sampling of consignments - Appendix 2, Table 1: Table of minimum sample sizes for 95% and 99% confidence levels at varying levels of detection according to lot size, hypergeometric distribution](#).
- (3) Sampling and visual inspection should be of units from homogeneous grower lots of fresh commodities.
 - a) A consignment may be made up of more than one grower lot. Each grower lot within a consignment should be randomly sampled separately to determine compliance.
 - b) A lot is identified as homogenous when all units are sourced from a pre-determined place of production (a grower) and subjected to the same pest management regime.
 - c) A sample unit may vary depending on the commodity. For most commodities, a sample unit will be an individual piece of fruit or vegetable. For certain commodities, different sampling units are needed to reflect the form of that commodity, e.g. a hand of bananas or a bunch of grapes.
 - d) Packaging (e.g. boxes or trays holding the commodity) should also be inspected for pests.
- (4) A phytosanitary inspection will involve an examination of the outer surface of a commodity. Where pest symptoms are detected, an enhanced inspection will be required, including cutting or peeling the commodity and examining it under 10x magnification to confirm the absence or presence of pests.
- (5) The timing of phytosanitary inspection for fresh fruit and vegetable commodities is determined by whether treatment is required and the treatment type. For example, phytosanitary inspection should occur prior to treatment where irradiation is used or following treatment for other treatment types.
- (6) During the phytosanitary inspection, the IHS requires that the NPPO of the exporting country verify that the consignment is free from defects such as broken skin, rot and damage. Defects such as broken skin, rot and damage can result in potential exposure of the commodity to pests such as diseases and fruit flies that were not considered to be associated with the commodity as part of MPI's IRA.
- (7) If pests are found in the inspection sample, the NPPO of the exporting country should establish their regulatory status using MPI's [BORIC](#). If a pest is not listed in [BORIC](#), the NPPO should contact MPI (plantimports@mpi.govt.nz) and request a determination of regulatory status.
- (8) Where a regulated (quarantine) pest is detected during inspection of a consignment, the consignment should:
 - a) receive pest management action (e.g. pre-export treatment) agreed between the NPPO of the exporting country and MPI; or
 - b) not be exported to New Zealand.
- (9) In some cases, an exporting country may apply a treatment to remove a pest from a consignment prior to phytosanitary certification. Details of the remedial (re-conditioning) treatments are not required by MPI.
- (10) The NPPO of the exporting country should maintain inspection records that, where appropriate, should include the following:
 - a) inspection date;

- b) production site, packing house, treatment and storage facility registration numbers;
 - c) size of each lot;
 - d) sample sizes taken;
 - e) pests or other contamination found and actions taken; and
 - f) pre or post-inspection treatment type.
- (11) These records should be made available for review by MPI on request.

6.2 Phytosanitary certificates

- (1) Phytosanitary certificates are issued to attest that consignments of plants, plant products or other regulated goods meet phytosanitary import requirements.
- (2) All consignments of fresh fruit and vegetables imported into New Zealand must have a valid phytosanitary certificate with the necessary additional declarations.
- (3) A phytosanitary certificate is issued by an official of the NPPO of the exporting country in accordance with [ISPM 7. Phytosanitary certification system](#) and [ISPM 12. Phytosanitary certificates](#).
- (4) ISPM 12 recommends what information is recommended for inclusion on a phytosanitary certificate including:
 - a) the treatment type, temperature and duration, or dosage;
 - b) additional declarations (as specified by the importing country); and
 - c) the place of origin*.

***Note:** The place of origin refers to places where the commodity was grown or produced and where it was possibly exposed to infestation or contamination by regulated pests. This detail assists MPI with traceability and reconciliation activities.

- (5) Bilingual phytosanitary certificates are acceptable provided that English is one of the languages used.
- (6) The declaration in 3.2 (2) d) of the IHS is consistent with [ISPM 12. Phytosanitary certificates](#), which uses 'Quarantine Pest' whereas MPI has historically used the term 'Regulated Pest'. The IPPC defines 'regulated pest' as "a quarantine pest or a regulated non-quarantine pest". MPI will continue to use the term 'Regulated Pest' to include the terms 'Quarantine Pests', as defined by IPPC, and 'unwanted organisms', as defined by the [Biosecurity Act 1993](#).
- (7) MPI requires the details of treatments for pests which require [Targeted Measures](#) and [MPI-Specified Measures](#) to be recorded in the treatment / disinfestation section of the phytosanitary certificate.
- (8) MPI does not require the details of treatments voluntarily applied by an exporting country to remove a pest from a consignment prior to phytosanitary certification.
- (9) Multi-page documents need to show a clear connection between all pages in the document and be endorsed by the NPPO of the exporting country.

6.2.1 Electronic certification

- (1) As described in [ISPM 12. Phytosanitary certificates](#): "When electronic phytosanitary certificates are issued, the certification data should be authenticated by the issuing NPPO. This authentication process is equivalent to the signature of the authorized public officer and stamp, seal or mark. Authenticated electronic certification data is equivalent to the completed paper document of the phytosanitary certificate for export".
- (2) The data in an electronic phytosanitary certificate is securely transmitted from the NPPO of the exporting country to MPI using XML format.

6.2.2 Additional Declarations

- (1) No additional declarations (ADs) are required on phytosanitary certificates for commodities which require **only Basic Measures** under Part 2: Specific Requirements of the IHS.
- (2) ADs are required on phytosanitary certificates for commodities which require *Targeted Measures* and/or *MPI-Specified Measures* under Part 2: Specific Requirements of the IHS.
- (3) During the transitional period (i.e. period prior to an Export Plan being approved by a CTO), the phytosanitary certificate (where applicable) must include the existing ADs specified in Schedule 2 of the IHS. Schedule 2 of an IHS will be revoked when an *Export Plan* for all relevant countries has been approved by a CTO.
- (4) When an Export Plan has been approved, commodities that require *Targeted Measures* and/or *MPI-Specified Measures* under Part 2: Specific Requirements of the IHS must include the relevant ADs listed in Table 3 (see also section 3.3 of the relevant IHS).

Table 3. ADs to be used where an Export Plan has been approved and there are commodities which require *Targeted Measures* and/or *MPI-Specified Measures*.

<i>Targeted Measures only</i>	<i>MPI-Specified Measures only</i>	<i>Targeted Measures and MPI-Specified Measures</i>
"This consignment was produced and prepared for export in accordance with the agreed <i>Export Plan</i> ."	"This consignment [insert name of approved measure] for [name of pest]."*	<p>"This consignment was produced and prepared for export in accordance with the agreed <i>Export Plan</i>."</p> <p style="text-align: center;">AND</p> <p>"This consignment [insert name of approved measure] for [name of pest]."*</p>

***Note:** This AD must be repeated on the phytosanitary certificate for each pest listed as requiring *MPI-Specified Measures* in the IHS.

- (5) All details of required treatments should be included in the treatment/disinfestation section of the phytosanitary certificate.

6.3 Phytosanitary security

- (1) It is MPI's expectation that the phytosanitary product security of inspected goods is maintained to prevent the commodity being re-infested with regulated pests.
- (2) Details of phytosanitary product security are included in the *Export Plan* for pests requiring *Targeted* or *MPI-Specified Measures*.
- (3) The following Phytosanitary Security Control Points may be required to maintain product security where *Targeted* or *MPI-Specified Measures* have been carried out according to the *Export Plan*:
 - a) Transport/transit (from a MPI-recognised Pest Free Area (PFA) to non-PFA depending on pest dispersal mechanism).
 - b) Receiving facility (for product from a PFA).
 - c) Post-phytosanitary treatment (where applicable).
 - d) Official phytosanitary inspection.
 - e) Post-phytosanitary inspection including storage and transportation.
 - f) Loading of export conveyances (dependent on pest dispersal mechanism & conditions).
- (4) The control points for phytosanitary security of treated product is dependent on the treatment type and point of packaging, e.g. irradiated product is packed before treatment whereas heat treated product is packed after treatment.

6.4 Pathway suspension

- (1) MPI reserves the right to suspend a fresh fruit and vegetable importation pathway or part of a pathway in the event of any of the following:
 - a) a country's pest status changes due to the introduction of a regulated pest(s);
 - b) a regulated pest is detected in a consignment originating from a pest free area for that pest;
 - c) new information or circumstances have changed the risk of an organism; or
 - d) New Zealand's phytosanitary requirements relating to regulated pests are breached.
- (2) An importation pathway will be suspended in the event regulated pests requiring *MPI-Specified Measures* are detected in a consignment.
- (3) Treatment options may be suspended in the event regulated pests requiring *Targeted Measures* are detected on a consignment.
- (4) A suspension will continue until the cause of the non-compliance has been identified and corrective actions have been implemented to the satisfaction of a CTO.
- (5) Depending on the significance of the pest and the interception, the suspension could be at the level of treatment facility, packing house, production area, province, region, state, or country.

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Appendix 1: Definitions

Definitions have the same meaning as defined in **ISPM 5. Glossary of phytosanitary terms** or **the Act** unless set out below. Derived forms of terms set out in the aforementioned sources, e.g. *inspect* from *inspection*, are considered to have the same meaning as the defined term.

Additional declaration

Definition as per **ISPM 5. Glossary of phytosanitary terms**

Arrive in New Zealand

Definition as per **the Act**.

Basic Measures

A phytosanitary measure which is applied to all regulated pests associated with a commodity. *Basic Measures* require a commodity to be sourced from a production site that uses standard commercial production methods.

Bilateral Quarantine Agreement (BQA)

A pre-2016 quarantine arrangement between MPI and the NPPO of the exporting country, which documents MPI's requirements for the control of fruit fly species of economic significance that are associated with fruit fly host material imported into New Zealand.

Biosecurity clearance

Definition as per **the Act**.

Biosecurity Organism Register for Imported Commodities (BORIC)

MPI database which identifies the quarantine status for an organism as either regulated or non-regulated for New Zealand. BORIC is available at:

<https://www.mpi.govt.nz/news-and-resources/resources/registers-and-lists/biosecurity-organisms-register-for-imported-commodities/>

Commercial production

Process (system) where activities, such as in-field monitoring, in-field **pest control activities**, harvesting, cleaning, sorting, and grading have been undertaken to produce a **commodity** that is free from defects such as broken skin, rot and damage. Depending on the systems in place, these activities can be undertaken at any stage from the point of planting to the point of export.

Commodity

Definition as per **ISPM 5. Glossary of phytosanitary terms**

Commodity pest list

Definition as per **ISPM 5. Glossary of phytosanitary terms**

Consignment

Definition as per **ISPM 5. Glossary of phytosanitary terms**

Contaminating pest

Definition as per **ISPM 5. Glossary of phytosanitary terms**

Contamination

Definition as per **ISPM 5. Glossary of phytosanitary terms**

Control (of a pest)

Definition as per **ISPM 5. Glossary of phytosanitary terms**

Control point

Points in a pathway where specified pest risk can be reduced and monitored.

Direction

The method whereby a MPI Inspector informs an importer that the risk good does not comply with any known Import Health Standard and:

- a) may only be permitted entry subject to certain conditions being met; or
- b) is prohibited and is to be reshipped or destroyed.

If the direction is required in writing, then it should contain the name of the importer, the method of arrival, a description of the risk good, the date, the location, and the MPI Inspector who is issuing the written notice. It may also contain other information at the discretion of the MPI management representative.

Economically important fruit flies

Those regulated fruit flies which, on entry into New Zealand, would cause a major disruption to market access for a wide range of New Zealand commodities and/or have significant economic impacts on their production and/or have significant economic impacts on the environment.

Efficacy (of a treatment)

Definition as per **ISPM 5**. *Glossary of phytosanitary terms*

Entry (of a consignment)

Definition as per **ISPM 5**. *Glossary of phytosanitary terms*

Entry (of a pest)

Definition as per **ISPM 5**. *Glossary of phytosanitary terms*

Equivalence

Definition as per **ISPM 5**. *Glossary of phytosanitary terms*

Export Plan

An Export Plan is a document negotiated between MPI and the NPPO of the exporting country that details how the exporting country will meet the import requirements (*Targeted Measures* and/or *MPI-Specified Measures*) for New Zealand.

Free from (of a consignment, field or place of production)

Definition as per **ISPM 5**. *Glossary of phytosanitary terms*

Fresh

Definition as per **ISPM 5**. *Glossary of phytosanitary terms*

Fruits and vegetables

Definition as per **the Act**.

Import

Definition as per **the Act**.

Import health standard (IHS)

Definition as per **the Act**.

Importation

Definition as per **the Act**.

Importer

Definition as per **the Act**.

In transit

Refers to risk goods (consignments) in the process of being shipped to New Zealand, for example risk goods in sea containers on board a vessel. These risk goods or consignments may have treatments applied (for example, cold treatment) while the risk goods are *en route* to New Zealand.

Infestation

Definition as per **ISPM 5**. *Glossary of phytosanitary terms*

Inspection

Definition as per **ISPM 5**. *Glossary of phytosanitary terms*

Inspector

A person appointed as an Inspector under [section 103](#) of the [Biosecurity Act 1993](#).

Interception (of a pest)

The detection of a pest during inspection or testing of an imported consignment.

Lot

Definition as per **ISPM 5**. *Glossary of phytosanitary terms*

Monitoring

Definition as per **ISPM 5**. *Glossary of phytosanitary terms*

MPI-Specified Measure

A phytosanitary measure prescribed by MPI to effectively reduce the risk of entry and establishment of certain high risk regulated pests into New Zealand, such as economically important fruit flies. *MPI-Specified Measures* have known efficacy to detect, remove or kill those pests.

Non-regulated pest

A pest that is not identified as a regulated pest in [BORIC](#) or the [Schedule of regulated \(quarantine\) weed seeds](#).

Official

Definition as per **ISPM 5**. *Glossary of phytosanitary terms*

Official control

Definition as per **ISPM 5**. *Glossary of phytosanitary terms*

Organism

Definition as per **the Act**

Packaging

Definition as per **ISPM 5**. *Glossary of phytosanitary terms*

Pathway

Definition as per **ISPM 5**. *Glossary of phytosanitary terms*

Pest

Definition as per **ISPM 5**. *Glossary of phytosanitary terms*

Pest control activities

Activities such as cultural, chemical, biological, physical, genetic, behavioural for the purpose of pest control including phytosanitary measures such as pest free area, in-field pest controls, phytosanitary treatment.

Pest free area

Definition as per **ISPM 5**. *Glossary of phytosanitary terms*

Phytosanitary certificate

Definition as per **ISPM 5**. *Glossary of phytosanitary terms*

Phytosanitary certification

Definition as per **ISPM 5**. *Glossary of phytosanitary terms*

Phytosanitary measure

Definition as per **ISPM 5**. *Glossary of phytosanitary terms*

Phytosanitary procedure

Definition as per **ISPM 5**. *Glossary of phytosanitary terms*

Phytosanitary security (of a consignment)

Definition as per **ISPM 5**. *Glossary of phytosanitary terms*

Place of origin

A place where a commodity was grown or produced and where it was possibly exposed to infestation or contamination by regulated pests.

Place of production

Definition as per **ISPM 5**. *Glossary of phytosanitary terms*

Plants

Definition as per **ISPM 5**. *Glossary of phytosanitary terms*

Production site

Definition as per **ISPM 5**. *Glossary of phytosanitary terms*

Quarantine

Definition as per **ISPM 5**. *Glossary of phytosanitary terms*

Quarantine pest

Definition as per **ISPM 5**. *Glossary of phytosanitary terms*

Regulated pest

A pest that is identified as a regulated pest in [BORIC](#) or the [Schedule of regulated \(quarantine\) weed seeds](#). MPI continues to use the term 'Regulated pest' to include the terms 'Quarantine Pests', as defined by IPPC, and 'unwanted organisms', as defined by the [Biosecurity Act 1993](#).

Risk goods

Definition as per **the Act**

Seeds

Definition as per **ISPM 5**. *Glossary of phytosanitary terms*

Strain (denoted by [strain] in the IHS)

A **pest** which is present in New Zealand and is **regulated** because there is a variant of this species overseas which is an increased risk to New Zealand compared to species already present.

Targeted Measure

A phytosanitary measure which effectively reduces the risk of entry and establishment of regulated pests which are not sufficiently managed by *Basic Measures* alone.

Treatment (including treated)

Definition as per **ISPM 5**. *Glossary of phytosanitary terms*

Unit

An individual fresh fruit or vegetable. In the case of banana, a unit is an individual hand of fresh banana fruits and for grapes, a unit is an individual bunch of fresh grape berries.

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