



# Import of Fresh Fruit and Vegetables for Human Consumption

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## 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;
- 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
August 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 then 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.
  - e) Check that your commodity is in compliance with all [other relevant standards](#).
  - f) A permit is not required to import fresh fruit and vegetables for human consumption.
  - g) Check [New Zealand Customs Service](#) importing requirements.
  - h) 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.
  - i) 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.
  - j) When the consignment arrives in New Zealand, supply all requested documentation and follow any directions given to you by an MPI Inspector.
  - k) 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>.
- (3) If you have questions about a fresh fruit and vegetable IHS requirements, email [plantimports@mpi.govt.nz](mailto: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](#) 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 re-shipment 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 social and cultural wellbeing, human health, the New Zealand environment, and the New Zealand 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) An new emerging risk e.g. new pest commodity association; or

- b) regulated pests have not been previously considered; or
  - c) a new *Targeted* or *MPI-Specified Measure* is required; or
  - 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 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 impact pests (such as fruit flies) require phytosanitary measures with a high level of efficacy. For lower impact regulated pests, the combination of commercial production with packing house grading, 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 the 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 the commodity IHS and, where applicable, how the requirements are going to be met by individual countries are detailed 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 and 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 for the following reasons:
  - 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 keep updated 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 ensure 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 [Sanitary and Phytosanitary Measures \(SPS\)](#) 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) The commodity description of each IHS (section 1.1) states the approved 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.
- (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 in a separate standard [insert link].

### 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 [1420\(1\)](#) 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](#) has been agreed (where applicable) between the exporting NPPO 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, which detail how the exporting country will meet the requirements set out in the IHS. These arrangements will serve the purpose of an *Export Plan* during the transition from the current arrangements to the negotiation of an *Export Plan*.
- (4) An [Export Plan](#) is **not** necessary when the IHS requires only [Basic Measures](#) are required for the commodity in question.
- (5) An [Export Plan](#) is required for pests requiring *Targeted* and/or *MPI-Specified Measures*.

#### 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 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) [Targeted Measures](#) are prescribed in the IHS. Available options may differ between exporting countries, but are similarly effective in managing phytosanitary pests. They can include a range of options which are negotiated with a NPPO and MPI in the development of an *Export Plan*. These measures are based on qualitative information, expert judgement and experience, and quantitative scientific data (when available).

- (5) MPI-Specified Measures are prescribed in the IHS for the management of high impact pests. These are based on quantitative scientific information about their efficacy/effectiveness.
- (6) 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.
- (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 Export quality

- (1) MPI undertakes a risk assessment prior to approving fresh fruits or vegetables for import into New Zealand from any country. As part of a risk assessment, MPI assesses pest risk and determines the level of measure required to manage pests associated with commercially produced fresh fruits and vegetables.
- (2) Within a risk assessment MPI considers commercial production and its components (see section 5.2.1 (2) followed by phytosanitary inspection and certification, as a phytosanitary measure (*Basic Measures*) that will manage low risk pests by removing pests and pest infested fruits and vegetables from the import pathway.
- (3) Fresh fruits and vegetables must have intact skin, be sound and clean, free from rot, be free of signs of shrivelling and dehydration, free from any visible foreign matter, free from damage caused by pests affecting the flesh and be free from abnormal moisture. Export quality fresh fruits and vegetables must be able to withstand transportation and handling.
- (4) When undertaking a risk assessment, MPI only considers pests that could be associated with commercially produced export quality fresh fruits and vegetables. Fruits and vegetables that do not meet the quality requirements listed above are not considered during a risk assessment. As such, goods would not be considered eligible for clearance under the IHS because they may present a potentially unmanaged risk.

#### 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 IHS.
- (2) Details of plant parts that may be permitted or excluded with a commodity where applicable may be found in Section 1.1 or Section 1.4, respectively in the IHS. Exclusions are due to an increased biosecurity risk associated with certain parts, separate from the commodity that may not have been accounted for in the risk analysis of the pathway.
- (3) 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:
  - a) quarantine pests (as defined by IPPC), and other regulated pests such as:
    - i) pests that may pose a risk to human or animal health or to the environment;
    - ii) vectors of associated quarantine pests; and
    - iii) 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 website is updated regularly to reflect changes in regulatory status of a pest, taxonomy, additions etc. Pest lists are developed in accordance with the guidelines provided in [ISPM 19. Guidelines on lists of regulated pests](#).
- (4) 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](#).
- (5) 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](#).
- (6) 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.
- (7) A pest list may also include potential vectors of diseases and known contaminating pests of a commodity such as ants and spiders.
- (8) 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 (Table 2) to be applied.

**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 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, eg plants for planting, the same pest may present a much lower risk on another pathway, eg consumption.
- (5) While there is a loose conversion between classification systems, with many previously Risk Group 1 pests to being assessed as requiring *Basic Measures*, some Risk Group 2 pests required a specific agreed treatment and are now grouped as requiring *MPI-Specified Measures*. The treatments required in the IHS for a given pest 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, and include official inspection and phytosanitary certification.
- (2) *Basic Measures* require all commodities to be commercially produced (see [Appendix 1: Definitions](#) for definition of commercial production) using standard:
- cultivation;
  - pest control;
  - harvesting;
  - inspection/grading for export quality; and
  - packing activities.
- (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 measures which effectively reduce the risk of entry and establishment of regulated pests which are not sufficiently managed by [Basic Measures](#) alone. *Targeted Measures* are required in addition to *Basic Measures*.
- (2) Growing systems and agricultural practices differ between countries but can be similarly effective in managing phytosanitary pests. As such, *Targeted Measures* include a range of options available to each NPPO to manage pests. *Targeted Measures* are proposed by an exporting country's NPPO and agreed to by MPI.
- (3) The application of a measure may be effective against non-target pests.
- (4) Negotiated *Targeted Measures* for a particular country will be listed in the [online pest database](#) and Part 2 of the relevant IHS for each commodity. The *Export Plan* will detail activities the exporting country will undertake to ensure compliance with the *Target Measures*.

### 5.2.3 MPI-Specified Measures

- (1) *MPI-Specified Measures* are measures which effectively reduce the risk of entry and establishment of certain very high risk regulated pests into New Zealand, such as economically important fruit flies. *MPI-Specified Measures* are required in addition to *Basic Measures* where a very high level of confidence is required.
- (2) *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.
- (3) 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. The *Export Plan* will detail activities 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 exporting NPPO 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. However, different sampling units are needed for specific commodities including 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) If pests are found in the inspection sample, the exporting NPPO 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](mailto:plantimports@mpi.govt.nz)) and request a determination of regulatory status.
- (7) Where a regulated (quarantine) pest is detected during inspection, appropriate pest management (pre-export treatment) action agreed between the exporting NPPO and MPI should be conducted, or the fresh fruit or vegetable commodity should not be exported to New Zealand.
- (8) 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.
- (9) Exporting NPPOs should maintain inspection records that, where appropriate, should include each of 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.
- (10) 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) An official of the exporting NPPO issues a phytosanitary certificate in accordance with [ISPM 7. Phytosanitary certification system](#) and [ISPM 12. Phytosanitary certificates](#). The phytosanitary certificate should also include:
  - a) the treatment type, temperature and duration, or dosage; and
  - b) additional declarations (as specified in the IHS); and
  - c) Country/place of origin is defined under IPPC as:
    - i) country of origin;
    - ii) country where the plants (from which the plant products are derived) were grown; or
    - iii) place of origin (where the commodity was grown or produced).

The origin is the place where the product is exposed to possible infestation or contamination. These details assist MPI with traceability and reconciliation activities.

- (4) Bilingual phytosanitary certificates are acceptable provided that English is one of the languages used.
- (5) The declaration in section 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](#).
- (6) Details of the treatment are not required by MPI when the exporting country voluntarily chooses to apply a treatment to remove a pest from a consignment prior to phytosanitary certification.
- (7) Details of treatments are required to be recorded in the treatment / disinfestation section of the phytosanitary certificate for pests in one of the following categories:
  - a) [Targeted Measures](#)
  - b) [MPI-Specified Measures](#)
- (8) Multi-page documents need to show a clear connection to all pages in the multi-page 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 between exporting and importing NPPOs using XML format.

### 6.2.2 Additional Declarations

- (1) No additional declarations (AD) are required on phytosanitary certificates for commodities which require **only** *Basic Measures* under Part 2: Specific Requirements of the IHS.
- (2) Commodities that require *Targeted Measures* under Part 2: Specific Requirements of the IHS must use the generic AD: "This consignment was produced and prepared for export in accordance with the agreed *Export Plan*."

- (3) Commodities that require *MPI-Specified Measures*, under Part 2: *Specific Requirements* of the IHS, must include the above generic AD, **and** for **each pest** listed as requiring *MPI-Specified Measures* in the IHS, add the following AD: “This consignment [insert name of approved measure] for [name of pest].”

e.g.:

This consignment was produced and prepared for export in accordance with the agreed *Export Plan*.

**AND**

This consignment was fumigated and cold treated for *Drosophila suzukii*.

**AND**

This consignment was fumigated for *Lobesia botrana*.

- (4) During the transitional period in the absence of an *Export Plan*, where there are *Targeted Measures* and/or *MPI-Specified Measures* the previously negotiated additional declarations listed in Section 3.4: Transitional arrangements – Additional declarations of the IHS should be included. Section 3.4 will be revoked upon development of an *Export Plan*.
- (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 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* and *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*:
- Transport/transit (from a MPI-recognised Pest Free Area (PFA) to non-PFA depending on pest dispersal mechanism).
  - Receiving facility (for product from a PFA).
  - Post-phytosanitary treatment (where applicable).
  - Official phytosanitary inspection.
  - Post-phytosanitary inspection including storage and transportation.
  - 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 reasons:
- a country's pest status changes due to the introduction of a regulated pest(s).
  - a regulated pest is detected in a consignment originating from a pest free area for that pest.
  - new information or circumstances have changed the risk of an organism.
  - 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) The suspension could be at the level of: treatment facility, packing house, production area, province, region, state, or country depending on the significance of the pest and the interception.

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## Appendix 1: Definitions

### **Additional declaration**

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

### **Arrives in New Zealand**

Definition as per **the Act**.

### **Basic Measure**

*Basic Measure* is a phytosanitary measure which is applied to a commodity to effectively manage all regulated pests associated with that commodity. *Basic Measures* require a commodity to be sourced from a production site that uses standard commercial cultivation methods that comply with Good Agricultural Practice including pest control, harvesting, sorting, cleaning, inspection and packaging.

### **Bilateral Quarantine Agreement (BQA)**

A BQA is a pre-2016 inter-agency technical arrangement between MPI and the exporting country NPPO, 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 Act 1993 (the Act)**

Definition as per the Act.

### **Biosecurity clearance**

A clearance issued by a MPI Inspector under [section 26](#) of the [Biosecurity Act 1993](#). The clearance is given only when all the conditions of the Import Health Standard have been met.

### **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/>

### **Commodity**

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

### **Commercial production**

Fresh fruit and vegetables grown for and at a quality suitable for market. The scope of commercial production may include variable numbers of activities to achieve export quality pre- and/or post-harvest. These activities will depend on the crop/plant produced, any associated plant pests that impact the quality of the commodity, and local environmental and regulatory conditions.

### **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**

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

### **Country/place of origin**

Country/place of origin is defined as country where the plants from which the plant products are derived, were grown.

### **Direction**

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

- a) permitted entry subject to certain conditions being met; or is
- b) 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**

Economically important fruit flies are 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 the environment.

### **Efficacy (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*

### **Equivalent (of phytosanitary measures)**

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*

### **Good Agricultural Practice (GAP)**

Good Agricultural Practice as defined by FAO, 2003.

### **Import**

Definition as per **the Act**.

### **Import health standard (IHS)**

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 (of a commodity)**

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 non-host**

MPI non-host is a categorisation to describe the host status of fresh fruit to fruit flies (Tephritidae). MPI non-host status is determined based on the condition of the commodity at the time of export such as stage of maturity and undamaged state, cultivar/variety and undamaged state and/or undamaged state.

### **MPI-Specified Measure**

*MPI-Specified Measure* is 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 **ISPM 5**. *Glossary of phytosanitary terms*

### **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**

Inclusive of a range of phytosanitary measures such as those listed in Part 2.2 *Targeted Measures* and Part 2.3 *MPI-Specified Measures* of the IHS, e.g. pest free area, in-field controls, phytosanitary treatment.

## **Pest list**

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 production**

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**

Means any organism, organic material, or other thing, or substance, that (by reason of its nature, origin, or other relevant factors) it is reasonable to suspect constitutes, harbours, or contains an organism that may:

- a) cause unwanted harm to natural and physical resources or human health in New Zealand; or
- b) interfere with the diagnosis, management, or treatment, in New Zealand, of pests or unwanted organisms.

## **Targeted Measure**

*Targeted Measure* is 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**

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.

**Viable**

Any organism that is capable of development and/or reproduction, including insects, plants, seeds and other organisms that have not been through a de-vitalisation or sterilisation treatment.

Other definitions can be found in Schedule 1 of each Import Health Standard, [ISPM 5. Glossary of phytosanitary terms](#) and the Act.

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