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# IICA



***THE QUARANTINE STATUS OF TROPICAL  
PRODUCE FROM THE WINDWARD ISLANDS FOR  
THE UNITED STATES MARKET***

*Everton Ambrose*

IICA OFFICE IN SAINT LUCIA

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## WHAT IS IICA?

The Inter-American Institute for Cooperation on Agriculture (IICA) is the specialized agency for agriculture of the inter-American system. The Institute was founded on October 7, 1942 when the Council of Directors of the Pan American Union approved the creation of the Inter-American Institute of Agricultural Sciences.

IICA was founded as an institution for agricultural research and graduate training in tropical agriculture. In response to changing needs in the hemisphere, the Institute gradually evolved into an agency for technical cooperation and institutional strengthening in the field of agriculture. These changes were officially recognized through the ratification of a new Convention on December 8, 1980. The Institute's purposes under the new Convention are to encourage, facilitate and support cooperation among the 31 Member States, so as to better promote agricultural development and rural well-being.

With its broader and more flexible mandate and a new structure to facilitate direct participation by the Member States in activities of the Inter-American Board of Agriculture and the Executive Committee, the Institute now has a geographic reach that allows it to respond to needs for technical cooperation in all of its Member States.

The contributions provided by the Member States and the ties IICA maintains with its twelve Permanent Observer Countries and numerous international organizations provide the Institute with channels to direct its human and financial resources in support of agricultural development throughout the Americas.

The 1987-1991 Medium Term Plan, the policy document that sets IICA's priorities, stresses the reactivation of the agricultural sector as the key to economic growth. In support of this policy, the Institute is placing special emphasis on the support and promotion of actions to modernize agricultural technology and strengthen the processes of regional and subregional integration.

In order to attain these goals, the Institute is concentrating its actions on the following five programs: Agricultural Policy Analysis and Planning; Technology Generation and Transfer; Organization and Management for Rural Development; Marketing and Agroindustry; and Animal Health and Plant Protection.

These fields of action reflect the needs and priorities established by the Member States and delimit the areas in which IICA concentrates its efforts and technical capacity. They are the focus of IICA's human and financial resource allocations and shape its relationship with other international organizations.

The Member States of IICA are: Antigua and Barbuda, Argentina, Barbados, Bolivia, Brazil, Canada, Chile, Colombia, Costa Rica, Dominica, the Dominican Republic, Ecuador, El Salvador, Grenada, Guatemala, Guyana, Haiti, Honduras, Jamaica, Mexico, Nicaragua, Panama, Paraguay, Peru, St. Lucia, St. Vincent and the Grenadines, Suriname, Trinidad and Tobago, the United States of America, Uruguay and Venezuela.

The Permanent Observer Countries of IICA are: Arab Republic of Egypt, Austria, Belgium, Federal Republic of Germany, France, Israel, Italy, Japan, Netherlands, Portugal, Republic of Korea and Spain.

**THE QUARANTINE STATUS OF TROPICAL  
PRODUCE FROM THE WINDWARD ISLANDS  
(DOMINICA, GRENADA, ST LUCIA, ST VINCENT  
AND THE GRENADINES) FOR THE  
UNITED STATES MARKET**

**Everton <sup>✓</sup>Ambrose**

**MARCH 1992**

**CASTRIES, ST LUCIA**

**IICA OFFICE IN SAINT LUCIA**

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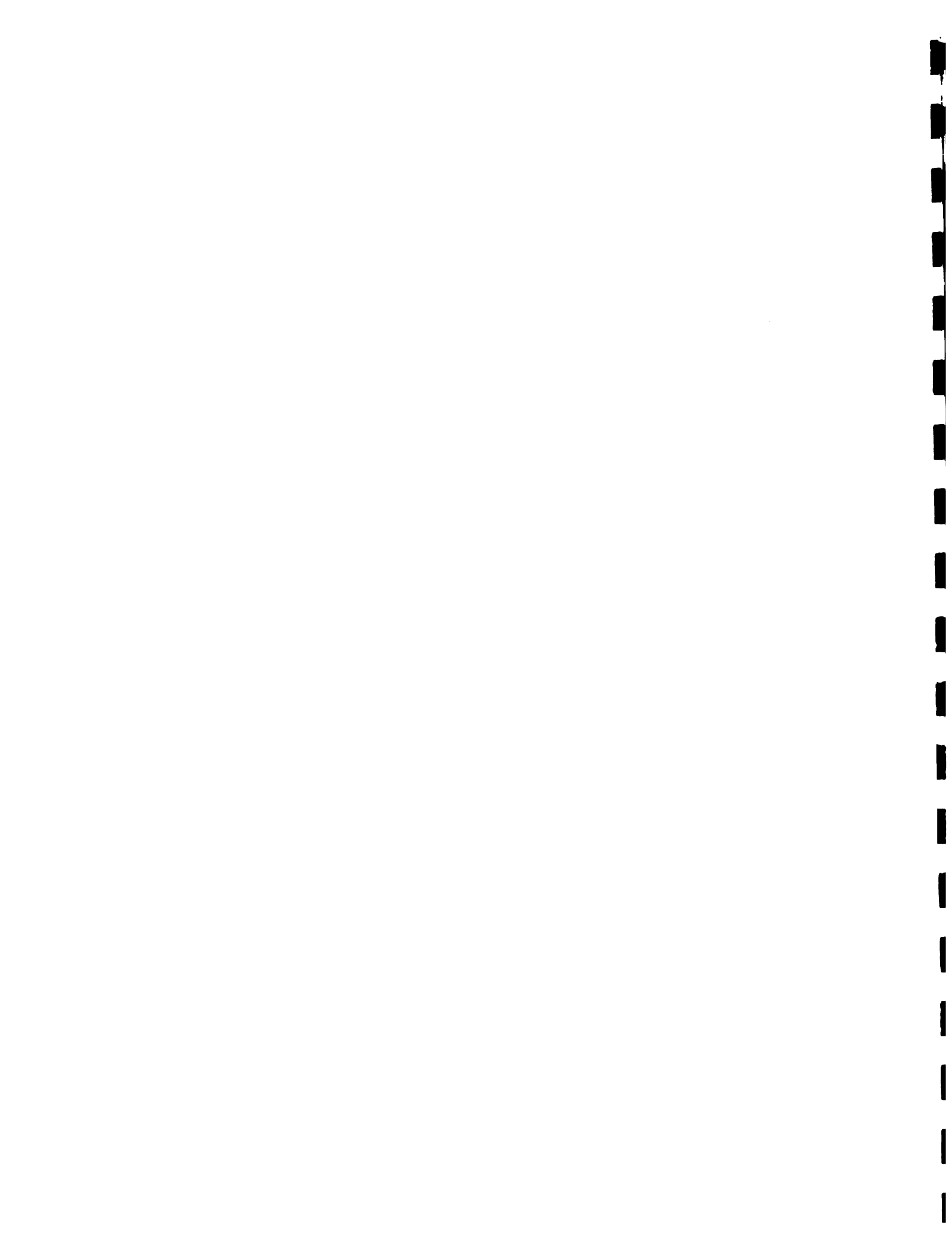
## **ACKNOWLEDGEMENT**

*This paper outlines results of actions carried out in the Windward Islands in an effort to meet US quarantine requirements for entry of fruits. The writer wishes to acknowledge the assistance of the Technicians in the Ministries of Agriculture in these islands.*

*Special thanks goes to Dr Antonio M Pinchinat and Mr Jerry La Gra for editing the script.*

*The assistance of Mr Ray I Miyamoto former Plant Health Attache - Bahamas for obtaining some of the information and for reviewing this paper is acknowledged.*

*Typing was done by Miss Deborah Charles.*





## 1. Background

The entry of all agricultural produce into the United States (US) is regulated by the US Department of Agriculture (USDA), Animal and Plant Health Inspection Service (APHIS). In the past the US accepted agricultural produce from countries, inspecting them at the ports of entry and treating them if necessary.

The treatment methods were aimed at eliminating the pest risk by killing the pest infesting the produce. However, some of these treatments are not now acceptable and in order to protect its agriculture the US is encouraging countries that propose to export, show that either they do not have pests of quarantine importance to the US as verified by surveys, or that they have the necessary plant quarantine infrastructure to detect, treat or eliminate these pests from produce to be exported.

The US is assisting countries in developing programmes to detect, control and eradicate economically important pests which form barriers to the export of agricultural produce. These activities are aimed at eliminating the pest risk at its source.

Pest surveys conducted in the Eastern Caribbean (Sommeijer, 1975) produced data which demonstrated the occurrence of fruit flies in all the islands except Grenada, Antigua, Barbados and St Vincent and the Grenadines. However, USDA/APHIS determined that it was necessary to conduct additional detection surveys to assess the status of fruit flies of concern amongst others before

allowing the countries to export certain fruits to the US.

## 2. Status

The assessment of results of USDA assisted fruit fly and mango seed weevil surveys conducted in Grenada and St Vincent and the Grenadines during 1986 - 1987, enabled USDA to acknowledge that fruit flies and mango seed weevil were not present in these islands. Fruit fly surveys conducted in Dominica and St Lucia during 1988 - 1990 revealed that *Anastrepha obliqua* is present in both countries. In addition *Anastrepha interrupta* exists in Dominica whereas *Tomoplagia incompleta* and Near *Dictyotrypeta* were present in St Lucia. The latter two species of fruit flies are of no economic importance since they are not parasites of fruits.

The fruit fly survey consisted of trapping of adult fruit flies attracted to baits and fruit examination for the presence of immature stages. Mango seed weevil surveys conducted in Dominica and St Lucia during 1986 - 1987 revealed that the pest is present in both countries. In the survey of mango seed weevil, seeds were examined for the presence of adults and immature stages of the insect.

As a result of the surveys, a number of fruits are approved for entry into the US. These fruits are included in the "The Plant Import: Non propagative Manual List of Approved Fruits and Vegetables" (Annex 1) released by USDA (USDA, 1990). A formal request has to be made to USDA for the inclusion of any fruits not present on the list. The conditions for entry are:



- All commercial shipments of fruits and vegetables approved for entry into the US require an import permit.
- The import permit is issued to the importer in the US.
- Government may request review of lists of acceptable fruits and vegetables from their country.
- Exporters should obtain a phytosanitary certificate from the Plant Protection authorities in the country of origin.
- All shipments are subject to inspection on arrival at the US port of entry; if significant pests are found, the shipment may be treated, re-exported or destroyed.
- Fruits and vegetables from the fruitfly free countries - Grenada and St Vincent and the Grenadines, should not transit through a fruitfly infested country (including territories of the US) unless accompanied by a Transit Permit and carried in a USDA approved container with a seal.

Three plant groups including *Annona* spp (sugar apple and soursop), *Manilkara zapote* (sapodilla) and *Psidium guajava* (guava) are not approved because they pose a risk of introducing exotic pests into the US. *Annona* spp. are attacked by several internal feeders including but not limited to *Bephratelloides cubensis*, *Talponia bates* and *Cerconota anonella*. Sapodillas are attacked by a weevil *Conotrachelus* spp. and

guavas are attacked by several internal feeders including but not limited to *Ecdytolopha* spp., *Conotrachelus* spp. and *Gymmandrosoma* spp. The US contends that these pests feed in the fruit or the seed and cannot be readily detected in normal inspection. They are tropical pests and some have been intercepted from other countries in the region. There are no available USDA quarantine treatments that will destroy the pest within the fruit without damaging the fruit or leaving unacceptable chemical residues. The countries therefore need to verify that these pests do not exist.

In the surveys these fruits were examined and no internal feeders were found. However, USDA argues that the survey results were not conclusive for these pests as the survey was not designed to detect the presence of these internal feeders. The samples taken were not sufficient and the sampling procedure for these pests did not follow USDA approved requirements.

A USDA Official who was stationed in the Windward Islands during the period 1988 to 1989, reviewed the data on the hosts of the internal feeders obtained during the fruitfly surveys in Grenada and St Vincent and the Grenadines but the outcome of this review was not published. In fact it led to a situation where the countries and USDA awaited action from each other. During 1990 through contacts with USDA officials, the Inter-American Institute for Cooperation on Agriculture (IICA) intensified efforts at clarifying this issue with USDA. These efforts were not fruitful until early 1991.



At a meeting in Miami in December 1990, between officials of USDA/APHIS, Organization of Eastern Caribbean States/Agricultural Diversification Coordinating Unit (OECS/ADCU) and the United States Agency for International Development (USAID), the USDA/APHIS official informed that the USDA survey procedures for internal feeders were available (Batson 1990). A copy of the procedures was obtained by IICA in March 1991.

The actions being taken by the USDA with regards to the entry of agricultural produce suggest that much emphasis is being placed on quarantine actions at the place of origin of the produce. While such action will help to avoid disruption of the rapid movement of cargo at the ports, by elaborate inspection systems, it will place additional burden on exporting countries for facilities and personnel. Entry problems will continue to surface as new pests are discovered. This issue, and others like the mango seed weevil present in Dominica and St Lucia, the economics of hot water treatment in these small states give the countries good reason to consider expansion of agro-processing operations.

### 3. Survey Methodology Required

#### 3.1 Internal Feeders (Forster 1991)

##### 3.1.1 Survey Area

Choose the area to be surveyed and determine the host distribution within that survey area. Then select the sampling sites. The information is to be put on a map of the country.

##### 3.1.2 Survey Method

Mature green and mature ripe fruits collected from the branch in all the areas where the host occurs, are cut and examined. Minimum accepted number of fruits is 30,000 (at least one year of data). Fruits may also be held for pest emergence in rearing containers.

##### 3.1.3 Sampling Data

Data required include number of fruits in the sample, date collected, identity of sample (if more than one host), location of host, description of the growing site, any other potentially significant description of the host or its location and the survey method.

##### 3.1.4 Interception Data

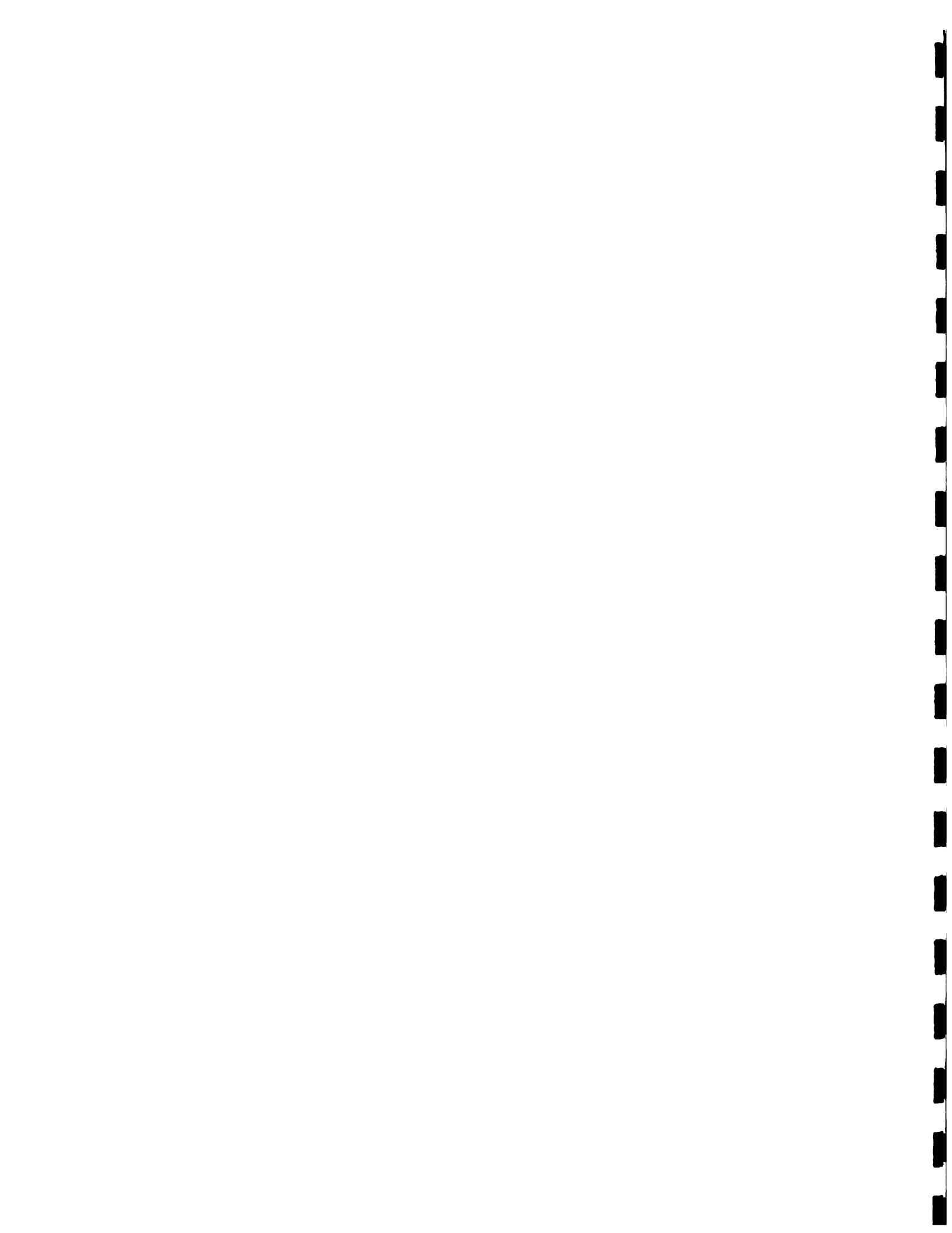
All organisms collected should be included. Headings should include the following: Identification, quantity of each, life stage, identifier and where specimens are stored.

##### 3.1.5 Study Plan

Prior to beginning the survey, a detailed study plan should be submitted to USDA/APHIS for comment to ensure that the methods are likely to produce acceptable data.

#### 3.2 Fruit Flies

The survey methodology is based on the one outlined in Dreves 1989.



### 3.3 Mango Seed Weevil

The survey methodology is based on a protocol outlined in FAO 1989.

### 4. Problem

Grenada and St Vincent and the Grenadines presently have *Annona* spp., sapodilla and guava for export. However, they need to prove by acceptable USDA standards that internal feeders are not associated with these fruits in order to obtain approval for export to the US. The countries will require assistance to implement the USDA accepted guidelines for survey of internal feeders.

### 5. Recommendations

5.1 The countries should examine the approved list of products and follow procedures for export of produce from that list.

5.2 For those products which are not approved, the following options can be examined:

- Seek assistance for implementing the necessary surveys in accordance with USDA guidelines.
- Process fruits for export. In this case they would have to refer to the Food and Drug Administration (FDA) and not USDA. A list of relevant FDA publications together with an order form is available in Annex 2.

5.3 Continue efforts at upgrading their quarantine system.





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BATSON, H. 1990. Memorandum of Conversation between Officials of USDA/APHIS, USAID and OECS/ADCU December 13, 1990, mimeo 2pp.

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FAO 1989. FAO/RLAC Plant Quarantine Programme.

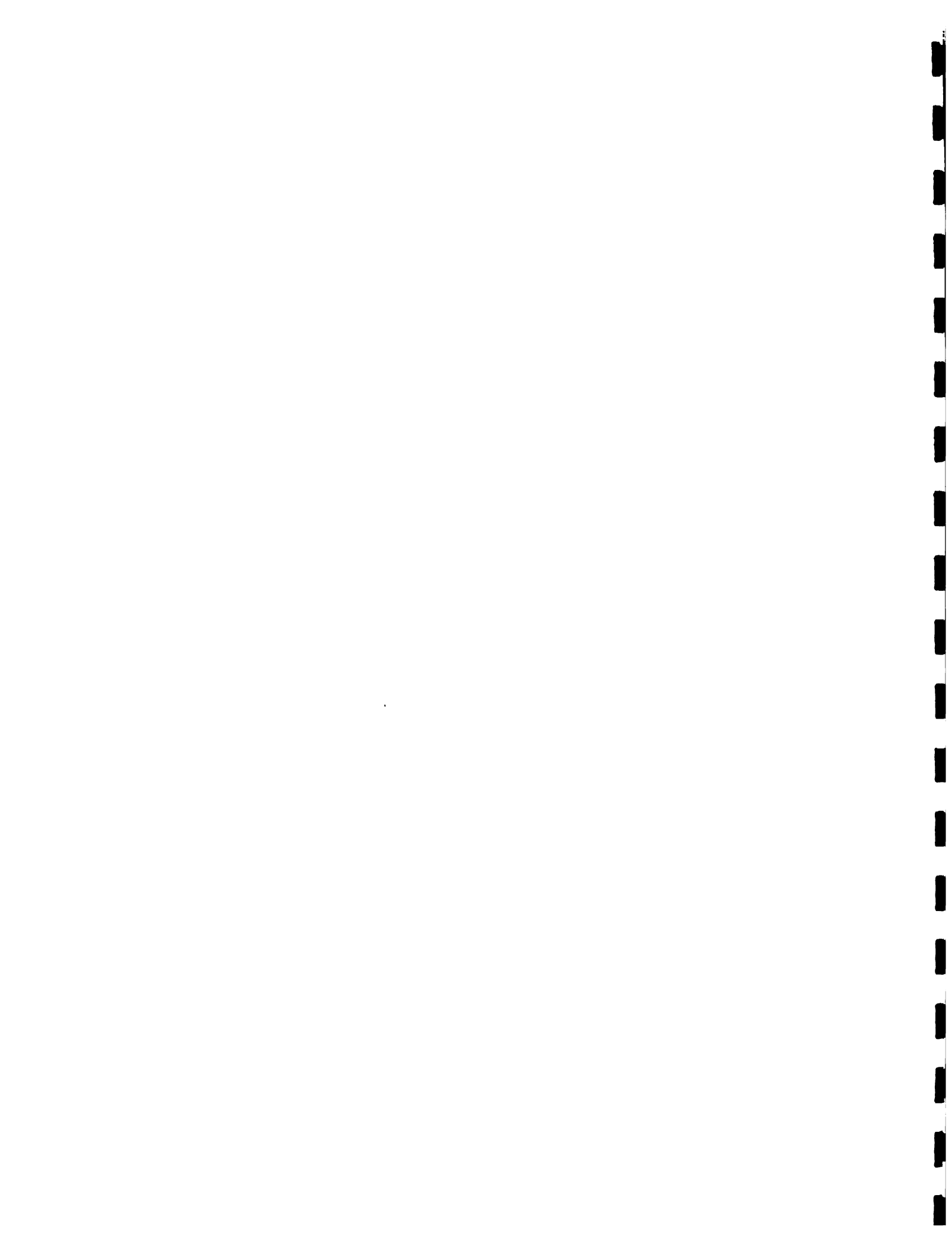
1. Data Sheet on Mango Seed Weevil
2. Survey Protocol for Mango Seed Weevil (Detection)
3. Data Sheet on the Giant African Snail.

PRO VEG 19, FAO Santiago. 21 pp

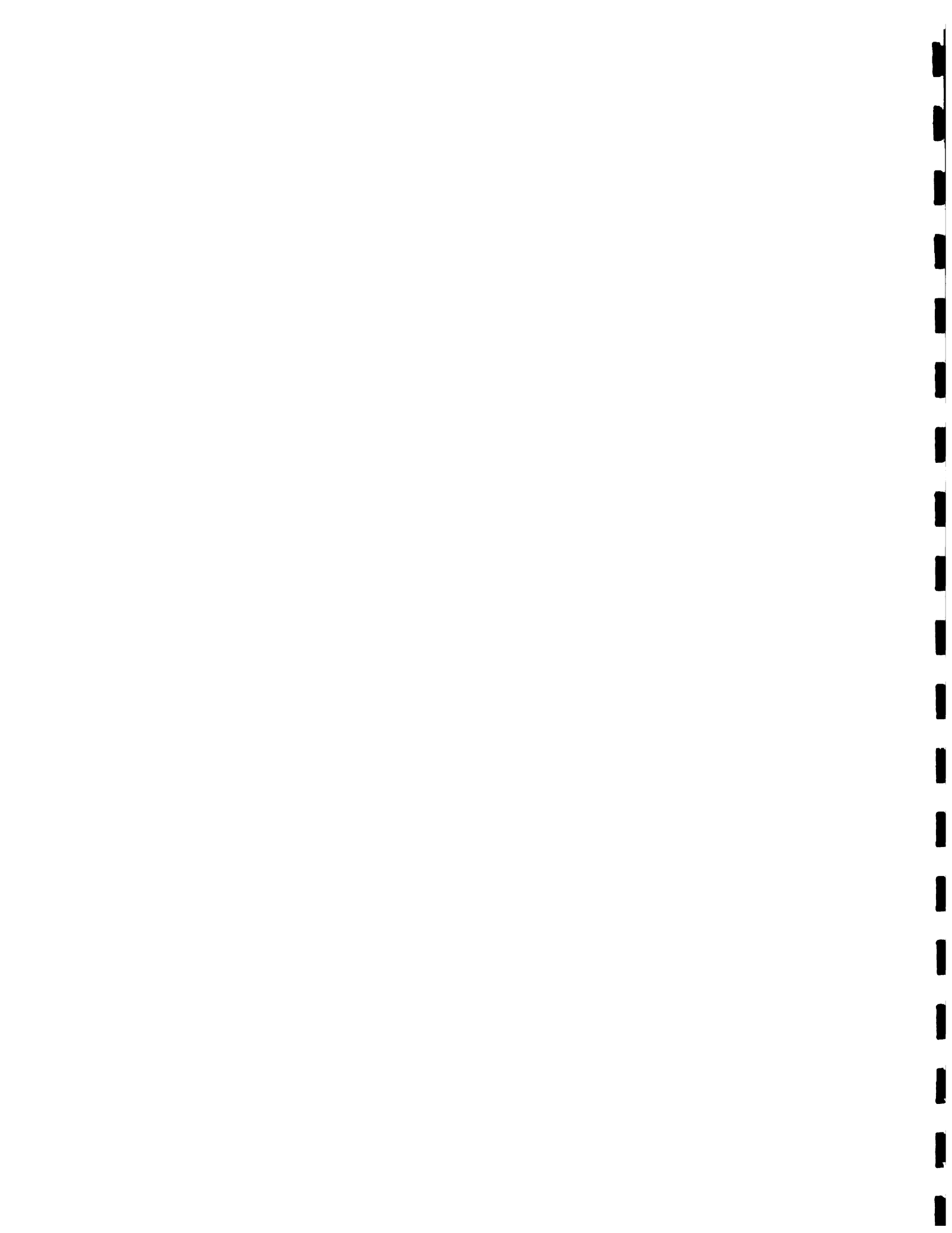
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USDA. 1990. The Plant Import (Non Propagative) Volume II. List of Approved Fruits and Vegetables USDA. Reference Section pp 2.44-2.46, 2.168-2.169, 2.178-2.179, 2.182-2.183, 2.198-2.199, 2.200-2.206 and 10.9. PDC 11/90-31.



*ANNEXES*

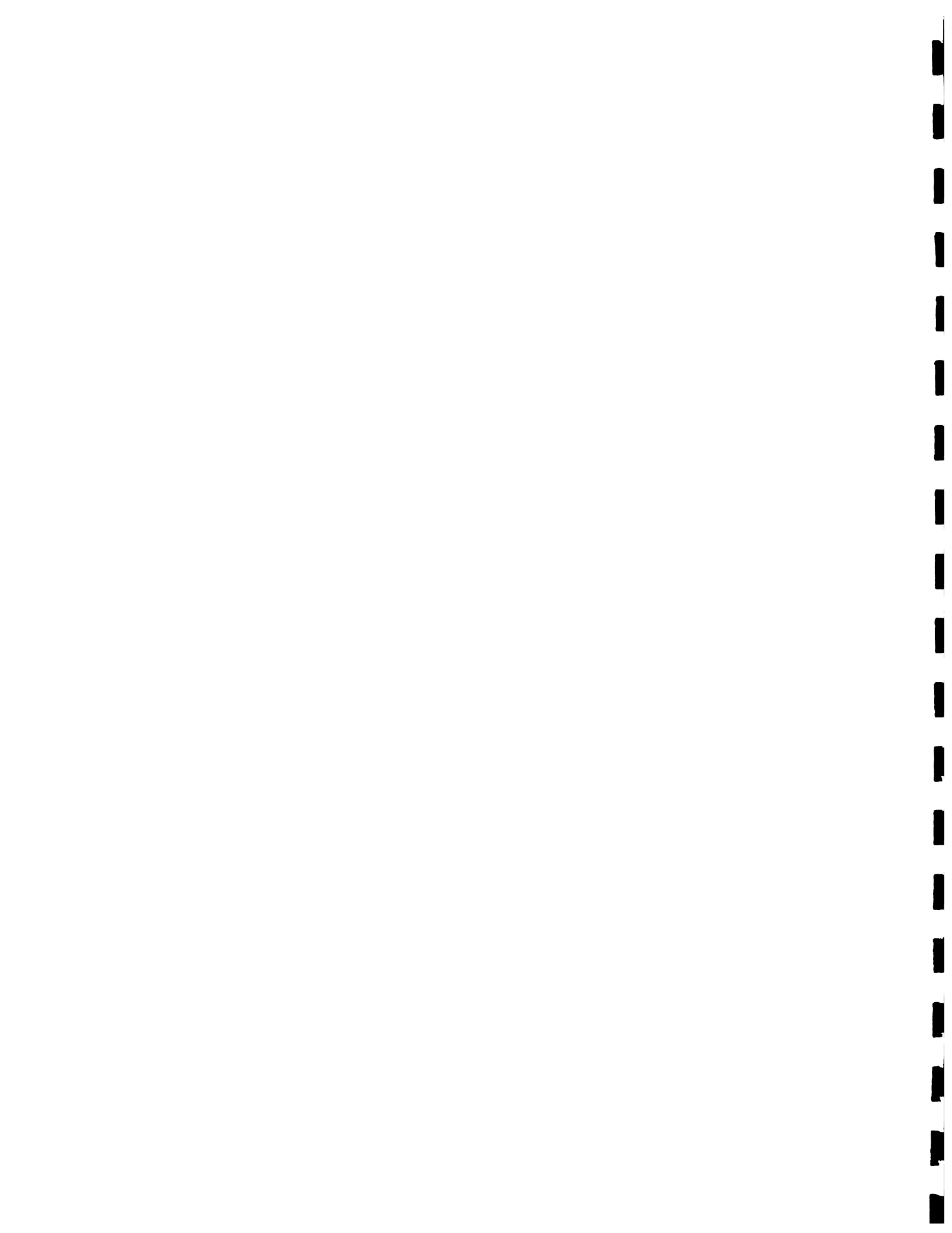


ANNEX 1 - List of Approved Fruits and Vegetables (USDA 1990)

Terms that describe portions of the United States and its territories where fruits and vegetables are enterable (Fig. 1).

- ALL All ports of entry where Plant Protection and Quarantine (PPQ) officers are stationed and their area of coverage. (The definition includes Guam and the Commonwealth of Northern Mariana Islands.)
- NA (North Atlantic) Atlantic ports north of and including Baltimore; ports on the Great Lakes and St Lawrence Seaway; Canadian border ports east of and including North Dakota; Washington, DC (including Dulles) for air shipments.
- NP (Northern Pacific) Pacific ports north of California, including Alaska, Canadian border ports west of and including Montana, excluding Hawaii.
- SAG (South Atlantic and Gulf) Atlantic ports south of Baltimore, US Gulf of Mexico ports, Puerto Rico, and US Virgin Islands.
- PR Puerto Rico (also included under SAG).
- VI US Virgin Islands - St Croix, St Thomas and St John (also included under SAG).
- MB US land border ports on the Mexican border.
- HAWAII The entire State of Hawaii.
- GUAM The US territory of Guam.
- CNMI The Commonwealth of Northern Mariana Islands.

The regulatory actions listed in this reference apply to importations into Guam, the Commonwealth of Northern Mariana Islands, Puerto Rico, and the US Virgin Islands. If a fruit or vegetable is listed as being approved for entry into any part of the United States, then it is also approved for entry into these territories.



## FRUITS AND VEGETABLES

### ALL COUNTRIES OF THE WEST INDIES

**ALL 1/** The following are approved from all countries in the West Indies. See the individual country list for other approved fruits and vegetables.

<p>Amaranths, <u>Amaranthus</u> spp. (leaf, stem) <u>Annona</u> spp. (leaf) Banana (fruit, leaf) (no permit), p. 2 .11* Basil, <u>Ocimum basilicum</u>* Beet, <u>Beta vulgaris</u> (leaf) Cannonball fruit Chamomile, <u>Anthemis</u> spp. Chervil, <u>Anthriscus cerefolium</u> Chickory, <u>Cichorium</u> spp. (leaf, stem) Chrysanthemum, <u>Chrysanthemum</u> spp. (leaf stem) Coconut, p. 4.23 Corn salad, <u>Valerianella</u> spp. Cyperus corn Dandelion greens, <u>Taraxacum</u> <u>officinale</u> (leaf, stem)</p>	<p>Dasheen, <u>Colocasia esculenta</u> (leaf) Fennel, <u>Foeniculum vulgare</u> (leaf) Guava, <u>Psidium guajava</u> (leaf) Indigo, <u>Indigofera</u> spp. (leaf) Kudzu, <u>Pueraria phaseoloides</u> Lambequarter, <u>Chenopodium album</u> Lemongrass, <u>Cymbopogon citratus</u>* Lily bulb Maguey leaf Marjoram, <u>Origanum</u> spp. (leaf, stem) Mint, <u>Mentha</u> spp. Mushroom Mustard greens, <u>Brassica juncea</u> (leaf, stem)* Oregano, <u>Origanum</u> spp. (leaf, stem)* Parsley, <u>Petroselinum crispum</u>* Peanut</p>	<p>Pokeweed greens, <u>Phytolacca</u> <u>americana</u> (leaf stem) Purslane, <u>Portulaca oleracea</u> Rosemary, <u>Rosmarinus officinali</u> (leaf)I* St John's breed Salsify, <u>Tragopogon porrifolius</u> Sorrel, <u>Rumex</u> spp. Spinach, <u>Spinacia oleracea</u> Sweetbay, <u>Laurus nobilis</u> Swiss chard, <u>Beta vulgaris</u> var. <u>cida</u> Tamarind bean pod* Tarragon, <u>Artemisia dracunculua</u> Thyme, <u>Thymus vulgaris</u>** Truffle Watercress, <u>Nasturtium officinale</u> Waterchestnut Walernut Yam, T104</p>
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<p><b>PR</b> Bean (pod or shelled) Beet Carrot Celery, celeriac Cilantro Corn, green Cucurbit</p>	<p>Genip Laren, <u>Calathea</u> spp. Lettuce Pea (pod or shelled) Pigeon pea (pod or shelled) Sweetpotato, T104(g) (no treatment required from Dominican Republic)</p>	<p>Topepo Yam, T104(g) (no treatment required from Dominican Republic)</p>
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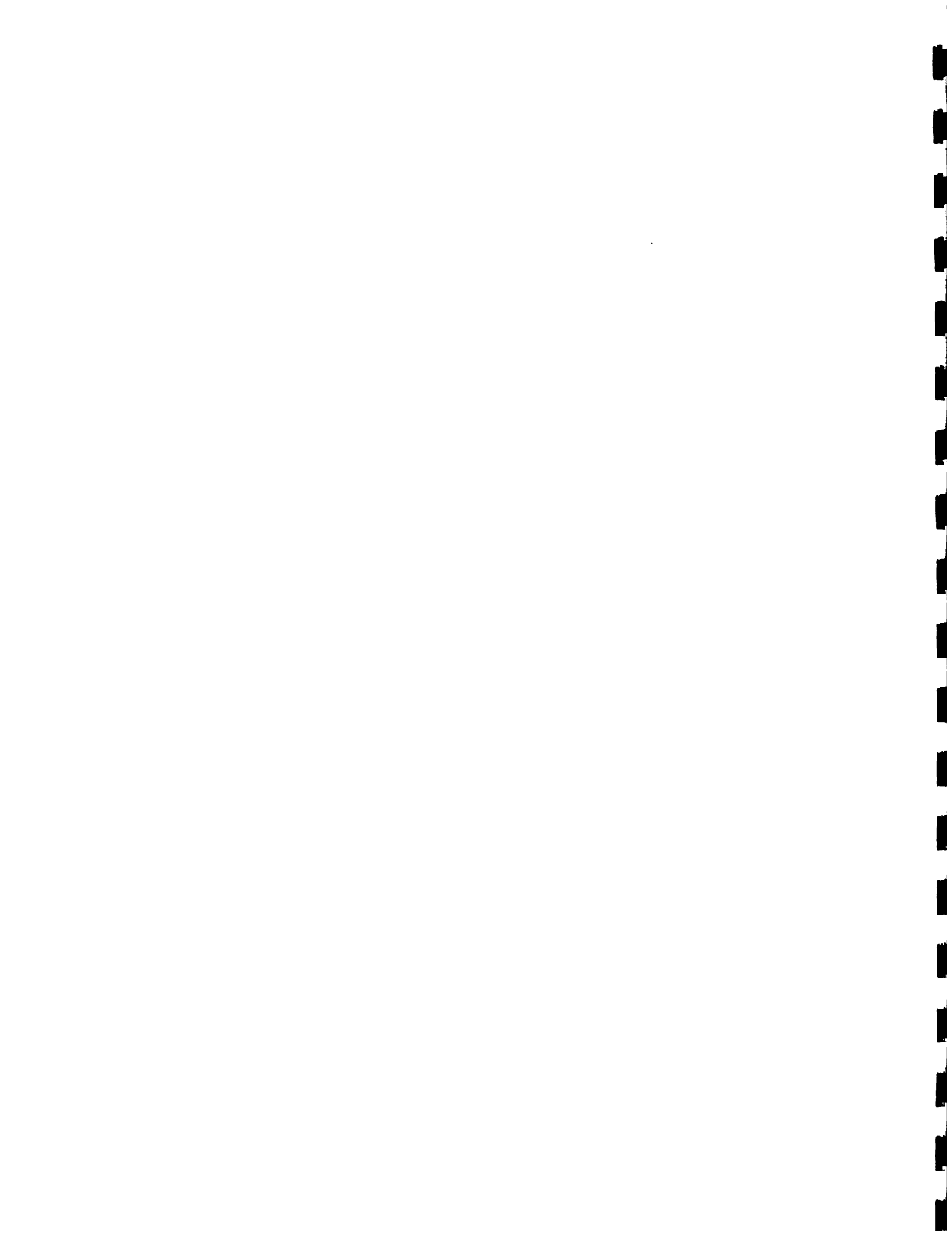
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<p><b>VI</b> Avocado Bean (pod or shelled) Beet Carrot Celery, celeriac Cilantro Corn, green</p>	<p>Cucurbit Genip Laren, <u>Calathea</u> spp. Lettuce Mango (prohibited from Barbados, Dominica, Guadeloupe, Martinique and St Lucia</p>	<p>Okra (capsule) Pea (pod or shelled) Pigeon pea (pod or shelled) Sapote Sweetpotato Topepo Yam</p>
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\* May be precleared from the Dominican Republic as evidenced by a PPQ Form 203 endorsed by APHIS inspectors to validate foreign site preclearance. CAUTION: Not all shipments will be precleared.

\*\* If thyme is from Jamaica, require T101.

1/ If the items listed here are from Cuba and are free from pests--refer them to Customs for disposition.





DOMINICA

<u>ALL</u>	<u>Allium</u> spp. Arrowroot Asparagus <u>Brassica oleracea</u> Breadfruit Cassava Corn, green Dasheen Eggplant Ginger root	Grapefruit (Commercial shipments only) Lemon (smooth skinned, of commerce) Lemon grass <u>Cymbopogon citratus</u> Lime, sour Mangosteen Orange (Commercial shipments only) Palm heart	Papaya (prohibited into Hawaii) Pepper Pineapple (prohibited into Hawaii) Queensland arrowroot, <u>Canna indica</u>  Tangerine (Commercial shipments only) Tomato
<u>NA</u>	Avocado Bean* (pod or shelled) Cacao bean pod	Carrot Citrus** Cucurbit	Okra, p. 2.41 Pigeon pea* (pod or shelled) Radish
<u>SAG</u>	Cacao bean pod	Cucumber	Okra, T104(a)(2)
<u>PR &amp; VI</u>	Citrus**		
<u>NP</u>	Avocado	Cacao bean pod	Citrus**

\* If destined to an SAG location, then require T104(a)(1). If Cydia fabivora, Epinotia aporema, or Maruca testulatis is found, go to page 2.42 for the correct regulatory action to take.

\*\* Limited to cultivars of Citrus reticulata (for example tangerine and Unshu orange), ethrog, grapefruit, lemon, lime, orange, Perisan lime, pummelo, sour orange, sweet lime, and ugly fruit.

GRENADA

<u>ALL</u>	<u>Allium</u> spp. Arrowroot Asparagus Avocado Barbados cherry (prohibited into Hawaii) <u>Brassica oleracea</u> Breadfruit Carambola Cassava	Corn, green Dasheen Eggplant Ginger root Governor's plum Lemon (smooth skinned, of commerce) Lemon grass <u>Cymbopogon citratus</u> Lettuce Lime, sour Mango	Mangosteen Mombin, <u>Spondias</u> spp. Palm heart Papaya (prohibited into Hawaii) Passion fruit, <u>Passiflora</u> spp. Pepper Pineapple (prohibited into Hawaii) Queensland arrowroot, <u>Canna indica</u> Roselle (calyx) Strawberry Tomato
<u>NA</u>	Avocado Bean* (pod or shelled) Cacao bean pod Carrot	Citrus** Cucurbit Okra, p. 2.41 Pigeon pea* (pod or shelled)	Radish
<u>SAG</u>	Cacao bean pod	Cucumber	Okra, T104(a)(2)
<u>NP</u>	Avocado	Cacao bean pod	Citrus**

\* If destined to an SAG location, then require T104(a)(1). If Cydia fabivora, Epinotia aporema, or Maruca testulatis is found, go to page 2.42 for the correct regulatory action to take.

\*\* Limited to cultivars of Citrus reticulata (for example tangerine and Unshu orange), ethrog, grapefruit, lemon, lime, orange, Perisan lime, pummelo, sour orange, sweet lime, and ugly fruit.



ST LUCIA

<b>ALL</b>	<u>Allium</u> spp. Arrowroot Asparagus <u>Brassica oleracea</u> Breadfruit Breadnut, <u>Brosimum alicastrum</u> Cassava Corn, green Cucurbit	Dasheen Eggplant Ginger root Lemon (smooth skinned of commerce) Lemon grass <u>Cymbopogon citratus</u> Lettuce Lime, sour Mangosteen	Palm hear Papaya (prohibited into Hawaii) Pepper Pineapple (prohibited into Hawaii) Queensland arrowroot, <u>Canna indica</u> Sapodilla Strawberry Tomato
<b>NA</b>	Avocado Bean* (pod or shekked) Cacao bean pod	Carrot Citrus** Okra, p. 2.41	Pigeon pea* (pod or shelled) Radish
<b>SAG</b>	Cacao bean pod	Okra, T104(a)(2)	
<b>PR</b>	Avocado	Citrus**	
<b>VI</b>	Citrus**		

\* If destined to an SAG location, then require T104(a)(1). If Cydia fabivora, Epinotia aporema, or Maruca testulatis is found, go to page 2.42 for the correct regulatory action to take.

\*\* Limited to cultivars of Citrus reticulata (for example tangerine and Unshu orange), ethrog, grapefruit, lemon, lime, orange, Perisan lime, pummelo, sour orange, sweet lime, and ugli fruit.

ST VINCENT AND THE GRENADINES

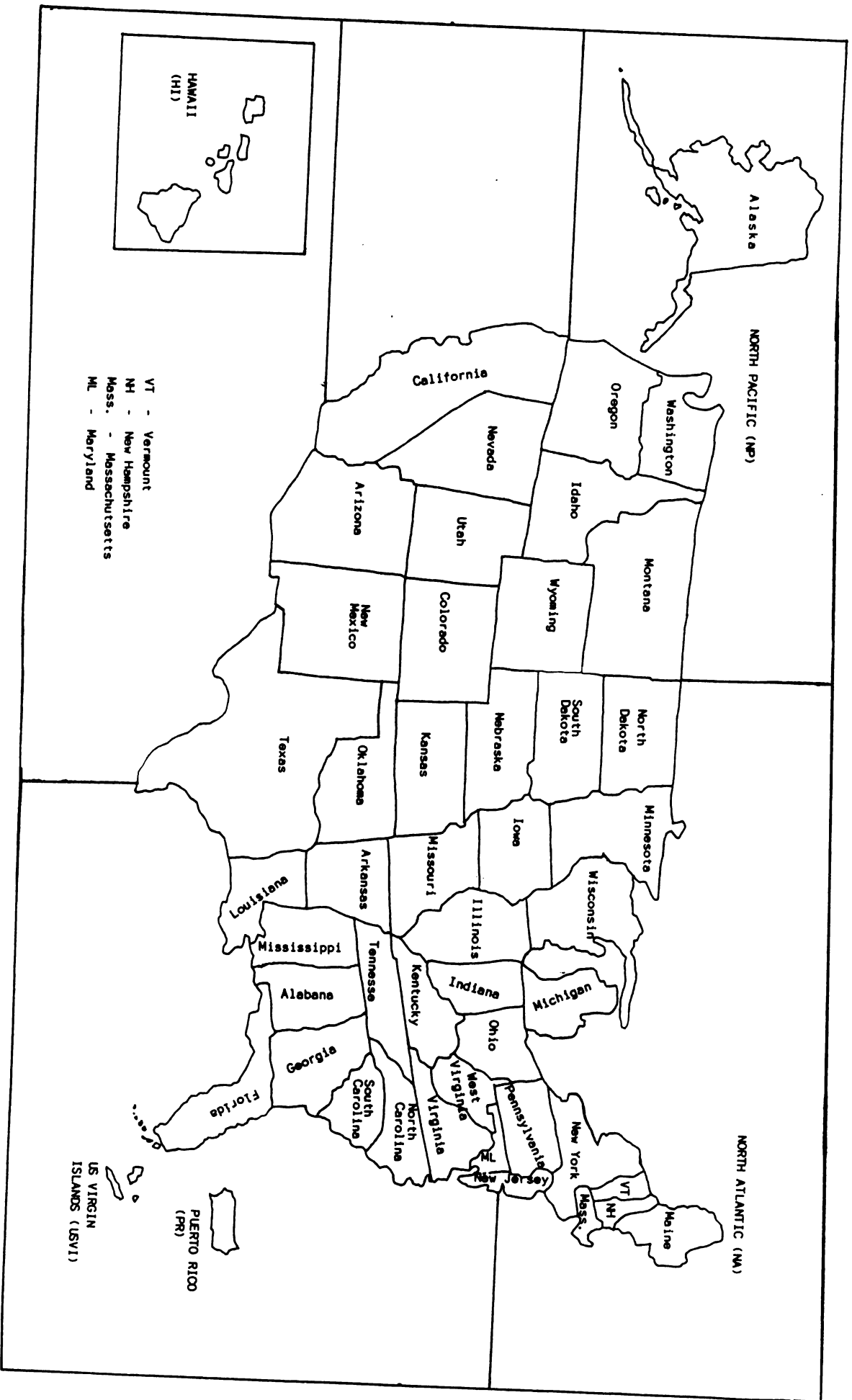
<b>ALL</b>	<u>Allium</u> spp. Arrowroot Asparagus Avocado Barbados cherry (prohibited into Hawaii) <u>Brassica oleracea</u> Breadfruit Breadnut, <u>Brosimum alicastrum</u> Carambola Cassava	Corn, green Cucurbit Dasheen Eggplant Ginger root Governor's plum Lemon (smooth skinned of commerce) Lemon grass, <u>Cymbopogon citratus</u> Lettuce Lime, sour	Mango Mangosteen Mombin, <u>Spondias</u> spp Palm hear Papaya (prohibited into Hawaii) Passion fruit, <u>Passiflora</u> spp. Pepper Pineapple (prohibited into Hawaii) Queensland arrowroot, <u>Canna indica</u> Sapodilla Strawberry Tomato
<b>NA</b>	Bean* (pod or shelled) Cacao bean pod Carrot	Citrus** Okra, p. 2.41 Pigeon pea* (pod or shelled)	Radish
<b>SAG</b>	Cacao bean pod	Okra, T104(a)(2)	
<b>PR &amp; VI</b>	Citrus**		

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Fig. 1 - A Map Showing the Geographic Designations for Portions of the United States Where Fruits and Vegetables are Enterable





## ANNEX 2 - FOOD IMPORTING INFORMATION MATERIALS

The Food and Drug Administration has several information materials that discuss the legal requirements and FDA policies concerning food importation into the US.

A single copy of the following publications is available from the Industry Activities Section of FDA's Center for Food Safety and Applied Nutrition. Use the order form below.

Requirements of the Laws and Regulations Enforced by the Food and Drug Administration. Contains basic information, written in non-legal language, on all FDA regulated products.

Current Good Manufacturing Practice in Manufacturing, Packing or Holding Human Food 21 CFR Part 110. This June, 1986 revision contains a comprehensive preamble that discusses the rationale of the GMP's.

Pesticides Residues. Enforcement criteria that FDA uses for food products.

Action Levels of Poisonous and Deleterious Substances. Booklet containing levels at which legal actions be taken.

Food Labeling Guide. Booklet that assists in the development of a food product's labeling.

FDA Importer's Guide for Low-Acid Canned and Acidified Foods. Pamphlet describing the regulations that require registration and filling of processes for low-acid canned and acidified foods.

Defect Action Levels. Booklet containing the levels at which FDA can take legal action concerning filth and foreign materials in food products.

Guidelines for Sanitation Inspection. Pamphlet describes the items to take into account when inspecting a food plant.

The Fish List. Contains the common acceptable names under which fish can be marketed in the US.

How to Obtain Regulations. Lists the Government Printing Office source and prices for FDA's regulations.

How to Obtain FDA Import Alerts. Provides ordering information for FDA's import alerts.

How to Obtain the Pesticide Analytical Manual. Purchase information.

Importing Foods into the US. A single sheet lists the procedures the importer must follow when importing food into the US.





Check the desired information materials, and send this entire sheet with, with a self-addressed mailing label to:

Industry Activities Section (HFF-326)  
Center for Food Safety and Applied Nutrition/Food and Drug Administration  
200 C Street, SW, Washington, DC 20204

Name .....

Firm .....

Address .....

City, State, Country Mail Code .....

.....  
Please tear along the dotted line









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