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ورشة عمل خطط الطوارئ كتمرين محاكاة عملي

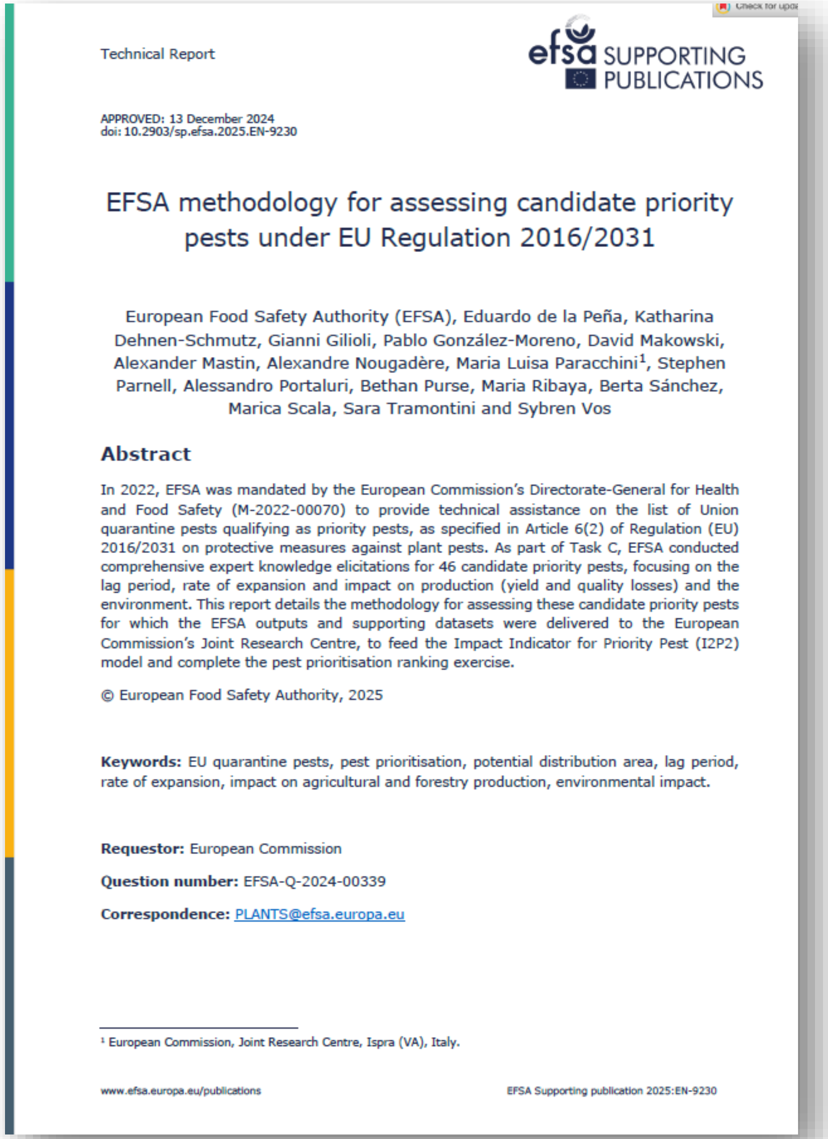
Contingency Exercise Workshop
Xylella fastidiosa

Hammamet, Tunisia, 26 – 28 May 2025

Economic impacts of *Xylella fastidiosa* for Europe

Antonio Vicent
Instituto Valenciano de Investigaciones Agrarias (IVIA)
Spain

Priority pests



Technical Report

efsa SUPPORTING PUBLICATIONS

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EFSA methodology for assessing candidate priority pests under EU Regulation 2016/2031

European Food Safety Authority (EFSA), Eduardo de la Peña, Katharina Dehnen-Schmutz, Gianni Gilioli, Pablo González-Moreno, David Makowski, Alexander Mastin, Alexandre Nougadère, Maria Luisa Paracchini[1], Stephen Parnell, Alessandro Portaluri, Bethan Purse, Maria Ribaya, Berta Sánchez, Marica Scala, Sara Tramontini and Sybren Vos

Abstract

In 2022, EFSA was mandated by the European Commission's Directorate-General for Health and Food Safety (M-2022-00070) to provide technical assistance on the list of Union quarantine pests qualifying as priority pests, as specified in Article 6(2) of Regulation (EU) 2016/2031 on protective measures against plant pests. As part of Task C, EFSA conducted comprehensive expert knowledge elicitations for 46 candidate priority pests, focusing on the lag period, rate of expansion and impact on production (yield and quality losses) and the environment. This report details the methodology for assessing these candidate priority pests for which the EFSA outputs and supporting datasets were delivered to the European Commission's Joint Research Centre, to feed the Impact Indicator for Priority Pest (I2P2) model and complete the pest prioritisation ranking exercise.

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Keywords: EU quarantine pests, pest prioritisation, potential distribution area, lag period, rate of expansion, impact on agricultural and forestry production, environmental impact.

Requestor: European Commission

Question number: EFSA-Q-2024-00339

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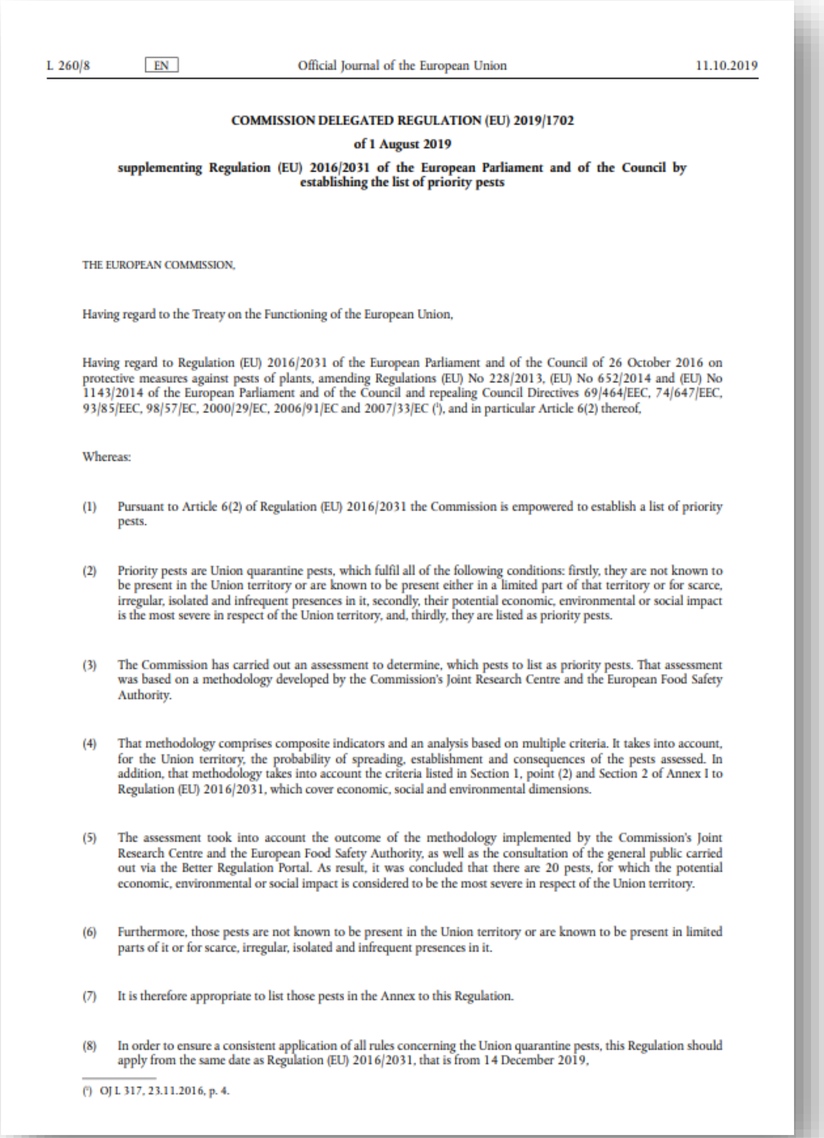

L 260/8 EN Official Journal of the European Union 11.10.2019

COMMISSION DELEGATED REGULATION (EU) 2019/1702

of 1 August 2019

supplementing Regulation (EU) 2016/2031 of the European Parliament and of the Council by establishing the list of priority pests

THE EUROPEAN COMMISSION,

Having regard to the Treaty on the Functioning of the European Union,

Having regard to Regulation (EU) 2016/2031 of the European Parliament and of the Council of 26 October 2016 on protective measures against pests of plants, amending Regulations (EU) No 228/2013, (EU) No 652/2014 and (EU) No 1143/2014 of the European Parliament and of the Council and repealing Council Directives 69/464/EEC, 74/647/EEC, 93/85/EEC, 98/57/EC, 2000/29/EC, 2006/91/EC and 2007/33/EC (1), and in particular Article 6(2) thereof,

Whereas:

(1) Pursuant to Article 6(2) of Regulation (EU) 2016/2031 the Commission is empowered to establish a list of priority pests.

(2) Priority pests are Union quarantine pests, which fulfil all of the following conditions: firstly, they are not known to be present in the Union territory or are known to be present either in a limited part of that territory or for scarce, irregular, isolated and infrequent presences in it, secondly, their potential economic, environmental or social impact is the most severe in respect of the Union territory, and, thirdly, they are listed as priority pests.

(3) The Commission has carried out an assessment to determine, which pests to list as priority pests. That assessment was based on a methodology developed by the Commission's Joint Research Centre and the European Food Safety Authority.

(4) That methodology comprises composite indicators and an analysis based on multiple criteria. It takes into account, for the Union territory, the probability of spreading, establishment and consequences of the pests assessed. In addition, that methodology takes into account the criteria listed in Section 1, point (2) and Section 2 of Annex I to Regulation (EU) 2016/2031, which cover economic, social and environmental dimensions.

(5) The assessment took into account the outcome of the methodology implemented by the Commission's Joint Research Centre and the European Food Safety Authority, as well as the consultation of the general public carried out via the Better Regulation Portal. As result, it was concluded that there are 20 pests, for which the potential economic, environmental or social impact is considered to be the most severe in respect of the Union territory.

(6) Furthermore, those pests are not known to be present in the Union territory or are known to be present in limited parts of it or for scarce, irregular, isolated and infrequent presences in it.

(7) It is therefore appropriate to list those pests in the Annex to this Regulation.

(8) In order to ensure a consistent application of all rules concerning the Union quarantine pests, this Regulation should apply from the same date as Regulation (EU) 2016/2031, that is from 14 December 2019,

(1) OJ L 317, 23.11.2016, p. 4.

Priority pests

World Health Organization

"We look at what we refer to as the **weight of the evidence**, where we gather **all the available information**, all the available studies on any particular topic, whether they are laboratory studies under experimental conditions, observational studies, epidemiological studies, or clinical trials"

COVID-19 WHO virtual press conference - 29 April, 2020

Expert knowledge elicitation **(EKE)**

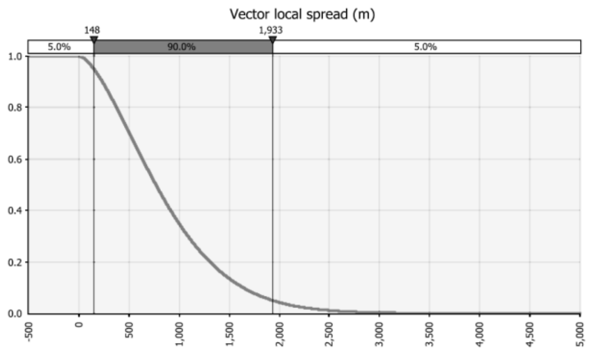

Table 6: Fitted values of the probability distribution of yield loss (%) in low-susceptibility olive orchards

Percentile	1	2.5	5	10	17	25	33	50	67	75	83	90	95	97.5	99
Expert elicitation	3.0%					15.0%		25.0%		32.0%					45.0%
Fitted distribution	3.8%	5.7%	7.7%	10.5%	13.4%	16.3%	18.9%	23.8%	29.1%	32.1%	35.9%	40.0%	44.9%	49.1%	54.0%

Fitted distribution: Weibull(2.3103,0.27906), @RISK7.6. The values highlighted in green represent the elicited values, while those highlighted in orange correspond to the fitted values reported in the conclusion.

Table 8: Fitted values of the probability distribution of yield loss (%) in high-susceptibility olive orchards

Percentile	1	2.5	5	10	17	25	33	50	67	75	83	90	95	97.5	99
Expert elicitation	25.0%					46.0%		60.0%		72.0%					85.0%
Fitted distribution	20.4%	25.8%	30.8%	36.9%	42.4%	47.6%	51.9%	59.4%	66.7%	70.8%	75.5%	80.4%	85.9%	90.6%	95.8%

Fitted distribution: Weibull(3.9653,0.65158), @RISK7.6. The values highlighted in green represent the elicited values, while those highlighted in orange correspond to the fitted values reported in the conclusion.

Table 10: Fitted values of the probability distribution of yield loss in low-susceptibility almond orchards

Percentile	1	2.5	5	10	17	25	33	50	67	75	83	90	95	97.5	99
Expert elicitation	1.0%					4.0%		7.0%		9.0%					15.0%
Fitted distribution	0.8%	1.3%	1.8%	2.6%	3.4%	4.3%	5.1%	6.6%	8.3%	9.3%	10.5%	11.9%	13.6%	15.0%	16.7%

Fitted distribution: Weibull(2.0369,0.079082), @RISK7.6. The values highlighted in green represent the elicited values, while those highlighted in orange correspond to the fitted values reported in the conclusion.

Table 12: Fitted values of the probability distribution of yield loss in high-susceptibility almond orchards

Percentile	1	2.5	5	10	17	25	33	50	67	75	83	90	95	97.5	99
Expert elicitation	5.0%					20.0%		30.0%		45.0%					60.0%
Fitted distribution	2.7%	4.6%	7.0%	10.8%	14.9%	19.4%	23.5%	31.4%	39.4%	43.7%	48.4%	52.9%	57.1%	59.8%	62.1%

Fitted distribution: BetaGeneral(1.6988,1.8223,0,0.65569), @RISK7.6. The values highlighted in green represent the elicited values, while those highlighted in orange correspond to the fitted values reported in the conclusion.

Table 14: Fitted values of the probability distribution of yield loss in wine grape

Percentile	1	2.5	5	10	17	25	33	50	67	75	83	90	95	97.5	99
Expert elicitation	0.2%					1.5%		2.0%		3.5%					6.0%
Fitted distribution	0.2%	0.3%	0.5%	0.7%	1.0%	1.3%	1.6%	2.2%	2.9%	3.3%	3.9%	4.5%	5.3%	6.0%	6.8%

Fitted distribution: Weibull(1.6982,0.027604), @RISK7.6. The values highlighted in green represent the elicited values, while those highlighted in orange correspond to the fitted values reported in the conclusion.

Table 16: Fitted values of the probability distribution of yield loss in table grape

Percentile	1	2.5	5	10	17	25	33	50	67	75	83	90	95	97.5	99
Expert elicitation	0.1%					0.5%		1.0%		2.0%					4.0%
Fitted distribution	0.0%	0.1%	0.1%	0.2%	0.4%	0.5%	0.7%	1.0%	1.5%	1.9%	2.3%	2.9%	3.7%	4.4%	5.4%

Fitted distribution: Gamma(1.3469,0.010083), @RISK7.6. The values highlighted in green represent the elicited values, while those highlighted in orange correspond to the fitted values reported in the conclusion.

Priority pests

Table 19: Expected changes in the use of plant protection products (PPPs) following *Xylella fastidiosa* establishment in the EU in relation to four cases (A–D) and three score levels (0–2)

Case	Expected change in the use of PPPs	Score
A	PPPs applied against other pests in the risk assessment area are also effective against this pest, without increasing the amount/number of treatments and therefore without increasing their environmental impact	0
B	PPPs applied against other pests in the risk assessment area are also effective against the pest but only if the amount/number of treatments is increased and therefore with an expected increased environmental impact	1
C	**PPPs applied against other pests in the risk assessment area are not sufficient to control this pest and its vector, and therefore a substantial change in the control strategy is required, with the use of new pesticide(s) and/or integration with other agricultural and control practices**	**2**
D	PPPs effective against the pest are not authorised in the EU	0

Schneider *et al*. (2020)

Impact of *Xylella fastidiosa* subspecies *pauca* in European olives

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Edited by Charles Perrings, Arizona State University, Tempe, AZ, and accepted by Editorial Board Member Simon A. Levin March 3, 2020 (received for review July 16, 2019)

***Xylella fastidiosa* is the causal agent of plant diseases that cause massive economic damage. In 2013, a strain of the bacterium was, for the first time, detected in the European territory (Italy), causing the Olive Quick Decline Syndrome. We simulate future spread of the disease based on climatic-suitability modeling and radial expansion of the invaded territory. An economic model is developed to compute impact based on discounted foregone profits and losses in investment. The model projects impact for Italy, Greece, and Spain, as these countries account for around 95% of the European olive oil production. Climatic suitability modeling indicates that, depending on the suitability threshold, 95.5 to 98.9%, 99.2 to 99.8%, and 84.6 to 99.1% of the national areas of production fall into suitable territory in Italy, Greece, and Spain, respectively. For Italy, across the considered rates of radial range expansion the potential economic impact over 50 y ranges from 1.9 billion to 5.2 billion Euros for the economic worst-case scenario, in which production ceases after orchards die off. If replanting with resistant varieties is feasible, the impact ranges from 0.6 billion to 1.6 billion Euros. Depending on whether replanting is feasible, between 0.5 billion and 1.3 billion Euros can be saved over the course of 50 y if disease spread is reduced from 5.18 to 1.1 km per year. The analysis stresses the necessity to strengthen the ongoing research on cultivar resistance traits and application of phytosanitary measures, including vector control and inoculum suppression, by removing host plants.**

species distribution models | radial range expansion | simulation | perennials | pest risk assessment

Xylella fastidiosa (*Xf*) is a bacterium from the family *Xanthomonadaceae* and was first described by Wells et al. (1). The list of host plants for *Xf* currently comprises 563 plant species from the Americas, Europe, the Middle East, and Asia (2). In the European Union (EU), at least 84 host plants for *Xf* have been identified (3). This species is considered one of the most dangerous plant-pathogenic bacteria worldwide (2, 4). The bacterium is naturally transmitted by insect vectors, which feed on the xylem of host plants (5, 6). If expressed in susceptible plant hosts, symptoms of *Xf* include, among others, leaf marginal necrosis, leaf abscission, dieback, delayed growth, and death of plants through the obstruction of the xylem and a lack of sufficient water flow through the host (7, 8). The multiplication of the bacteria with the associated clogging of the xylem will first result in declining yields and reduced fruit quality due to a decrease in water and nutrient flow (9). Eventually, this shortage will result in the host's death (10).

In 2013, *Xf* subspecies (subsp.) *pauca* (*Xfp*) was detected in *Olea europaea* (olive), *Nerium oleander* (oleander), and *Prunus dulcis* (almond) in Italy (11). The detection led to the enactment of control measures, including vector control and tree felling. The latter resulted in great societal unrest in the affected region (12, 13). Unfortunately, the size of the area currently affected and the hidden reservoir of symptomless, but infectious, host plants is likely to hinder any attempts of disease eradication (14). Furthermore, recent studies suggest that the tight network of olive orchards in Apulia (Italy) can be expected to serve as a European reservoir of *Xfp* (15). Nevertheless, the removal of infected trees and vector control along the border of the infected area may act as a cordon sanitaire reducing disease spread.

Currently in the EU, *Xf* is present in Italy, France, Spain, and Portugal, including the subsp. *pauca*, *multiplex*, and *fastidiosa* (16). Since there is no practical cure for *Xf* under field conditions (17, 18), control strategies applied in the EU focus on eradication or containment of the disease by host removal, vector control, and restrictions on the production and movement of plant materials for planting. Research efforts are currently targeting the identification of resistance traits and biological control (19–27). The use of nonhost species or resistant cultivars of host species seems the most feasible and promising long-term strategy to adapt to *Xf* in affected regions (4, 9). Important advances have been made with regard to the identification of resistant cultivars. In particular, symptom expression in the olive varieties FS-17 and Leccino is drastically reduced compared to other cultivars. The enacted regulatory measures prohibit replanting of hosts within the infected zone. Exceptions were made for FS-17 and Leccino,

Significance

Xylella fastidiosa is one of the most dangerous plant-pathogenic bacteria worldwide. Regulatory measures were enacted in response to the detection of the subsp. *pauca* (*Xfp*) in Italian olives in 2013, but the current impact is nevertheless major. We developed a spatially explicit bio-economic model to compute potential future economic impact of the *Xfp* strain. Uncertainty on spread is accounted for by simulating different scenarios. The majority of orchards were found to be within climatically suitable territory. Even under slow disease spread and the ability to replant with resistant cultivars, projections of future economic impact in affected countries run in the billions of Euros. Our findings highlight the importance of minimizing disease spread and implementing adaptation measures in affected areas.

Author contributions: K.S., W.v.d.W., M.C., M.M., J.A.N.-C., A.V., and A.O.L. designed research; K.S., M.C., and J.A.N.-C. performed research; K.S., W.v.d.W., M.C. and J.A.N.-C. analyzed data; and K.S., W.v.d.W., M.M., A.V., and A.O.L. wrote the paper.

The authors declare no competing interest.

This article is a PNAS Direct Submission. C.P. is a guest editor invited by the Editorial Board.

Data deposition: Data and R scripts are available in Zenodo (https://doi.org/10.5281/zenodo.3672794).

[1]To whom correspondence may be addressed. Email: kevin.schneider@wur.nl.

This article contains supporting information online at https://www.pnas.org/lookup/suppl/doi:10.1073/pnas.1912206117/-/DCSupplemental.

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https://doi.org/10.1073/pnas.1912206117

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Deadly olive tree disease across Europe 'could cost billions'

13 April 2020

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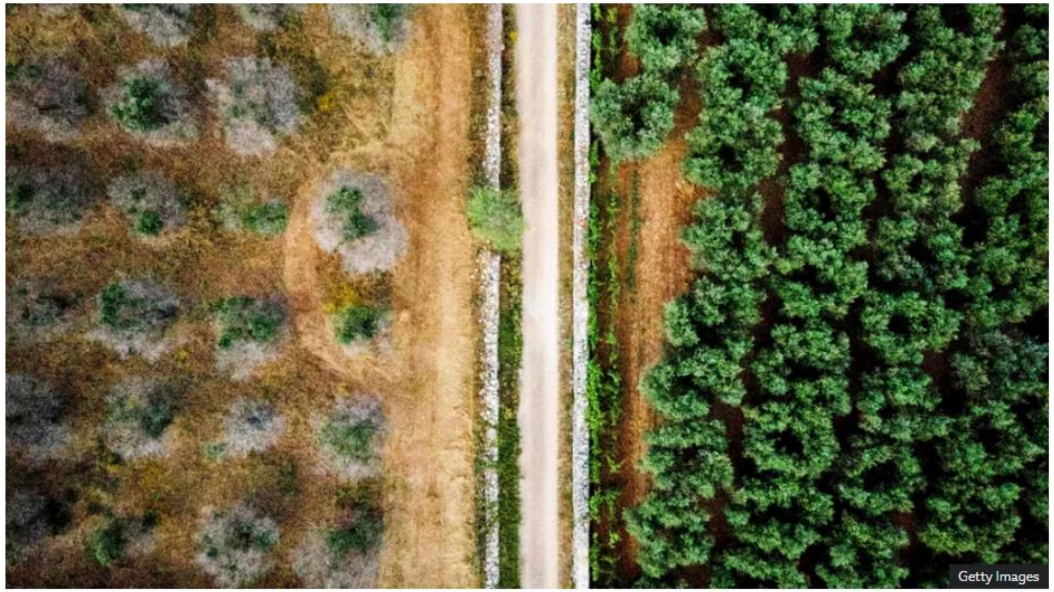
Matt McGrath
Environment correspondent



The impact of infection with Xylella - the trees on the right have not yet been exposed to the bacterium

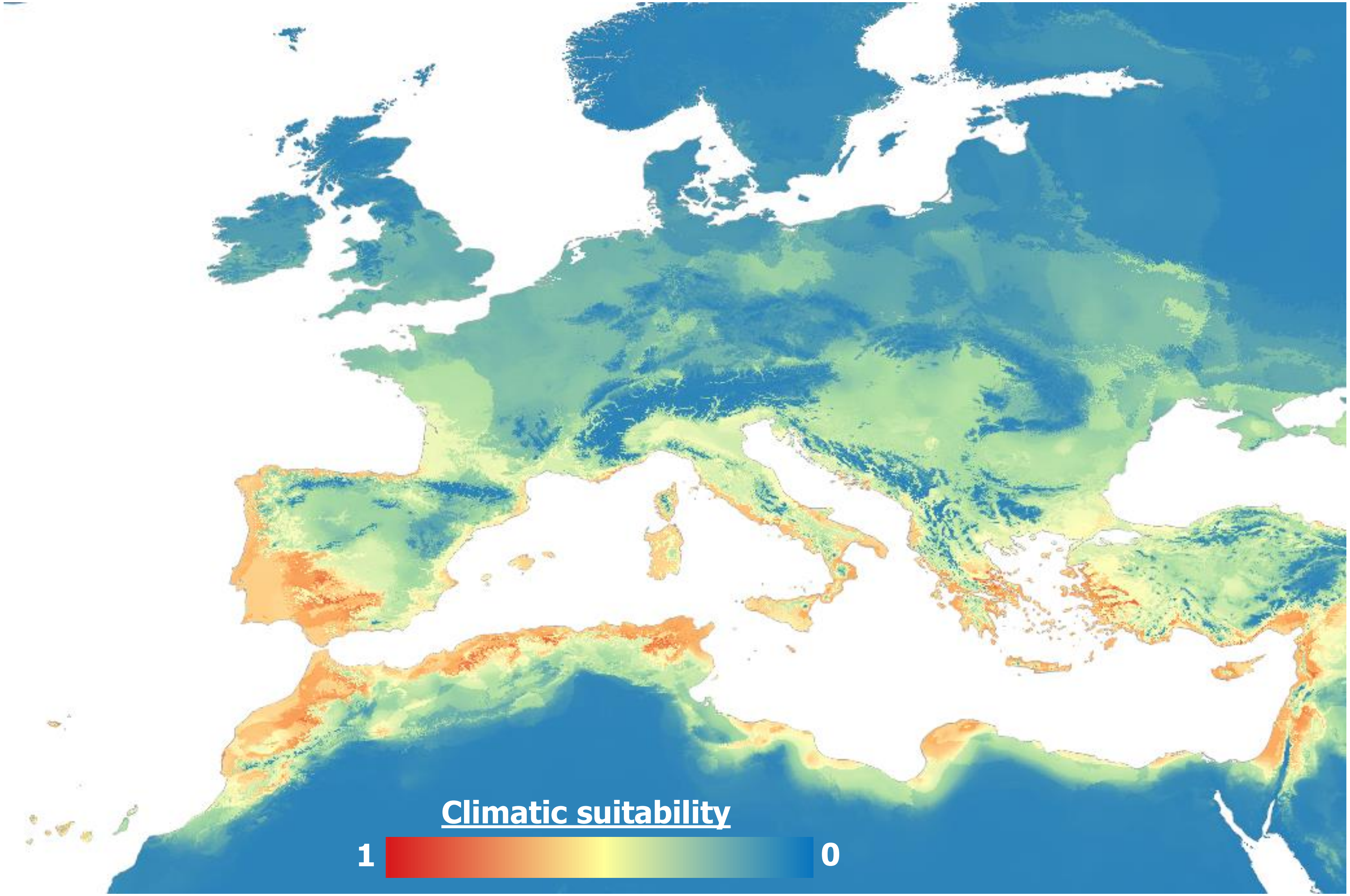
https://www.bbc.com/news/science-environment-52234561

Schneider *et al*. (2020)

- The study aims to provide a first exploration of the potential direct economic impact of Xf on olive production within the EU

- Three steps:
  - Determine climatic suitability map of Xf
  - Modelling the spread of Xf (time horizon 50 years)
  - Estimate economic impact of Xf

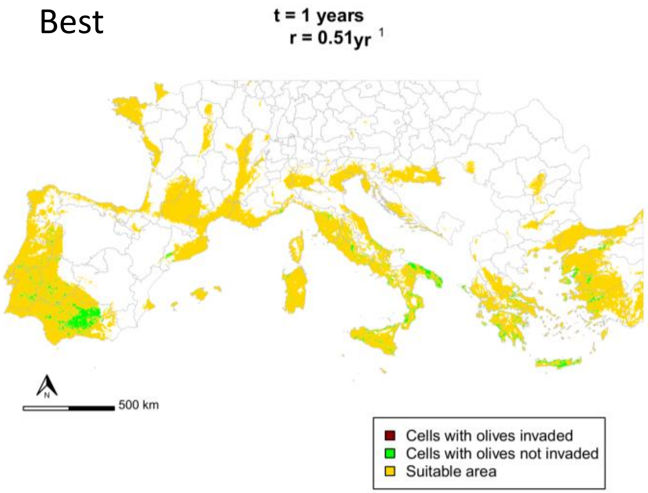
Schneider *et al*. (2020)



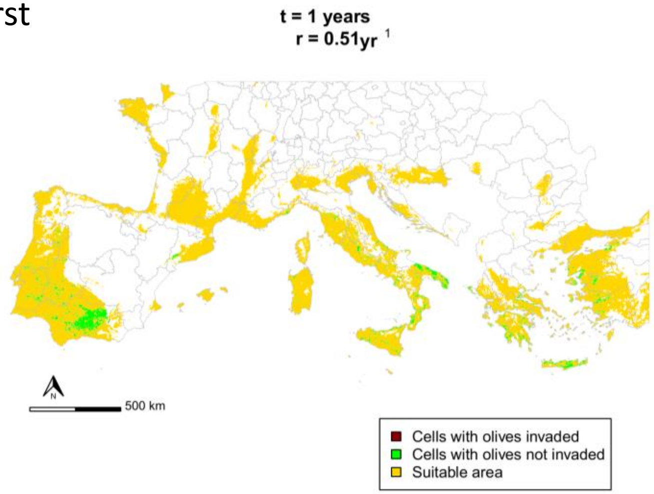
Juan A. Navas-Cortés
IAS CSIC

Schneider *et al*. (2020)

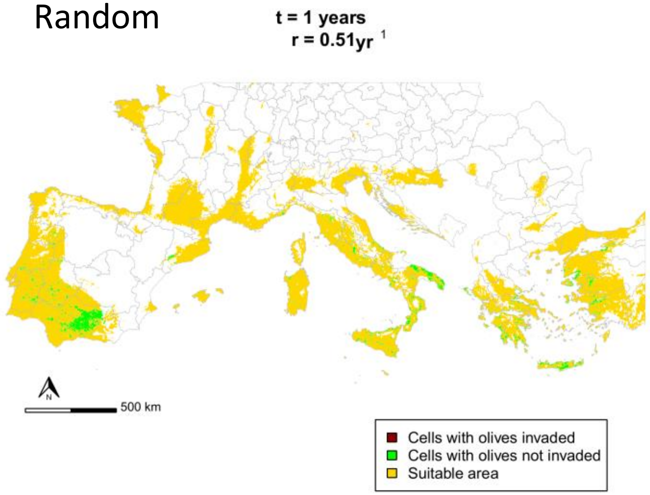
Best



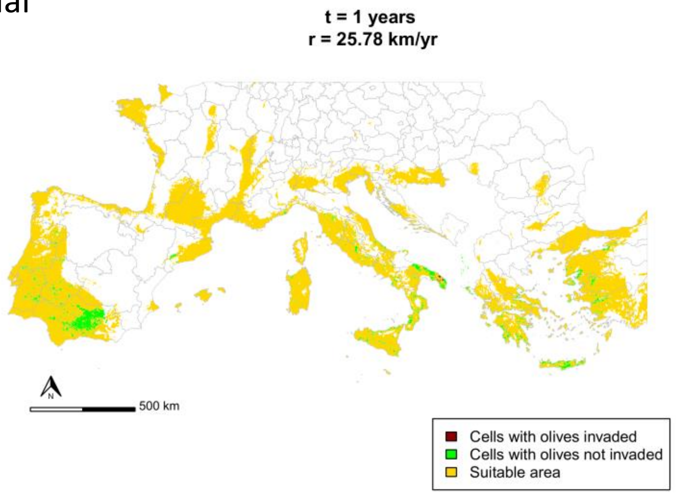
Worst



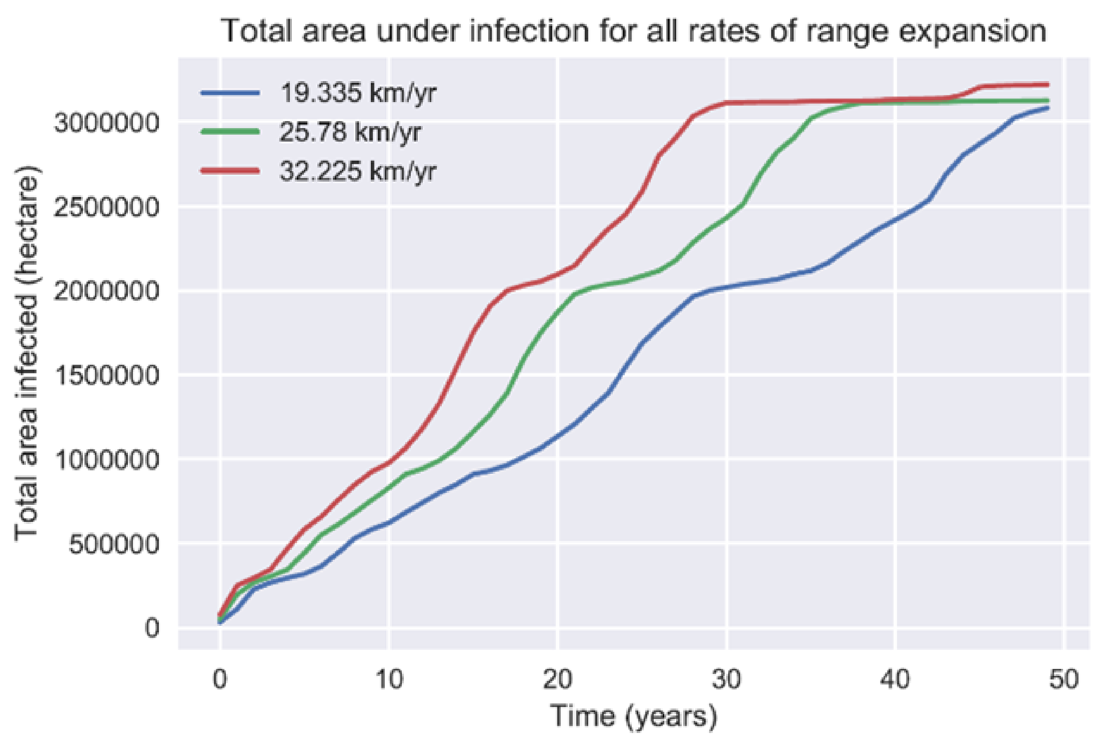
Random

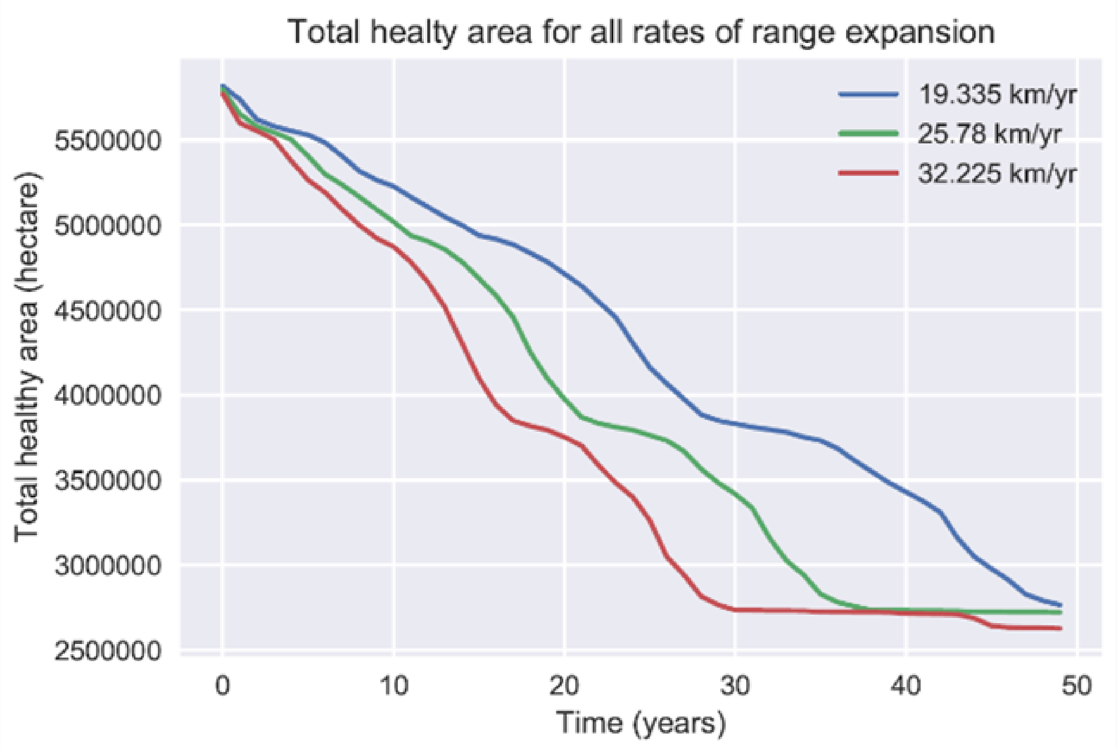


Radial



Schneider *et al*. (2020)





Schneider *et al.* (2020)

- Main direct economic impacts:
  - The yield of infected orchards decreases at a rate of 10% per year, after infection
  - Economic value of the orchard computed as the present value of lost annuities for the remaining life time (in case no infection had occurred)
- Damage determined for two scenarios:
  - No replanting after trees died off
  - Replanting with a resistant variety
- Damage computed as ***total present value*** over a 50 year time horizon

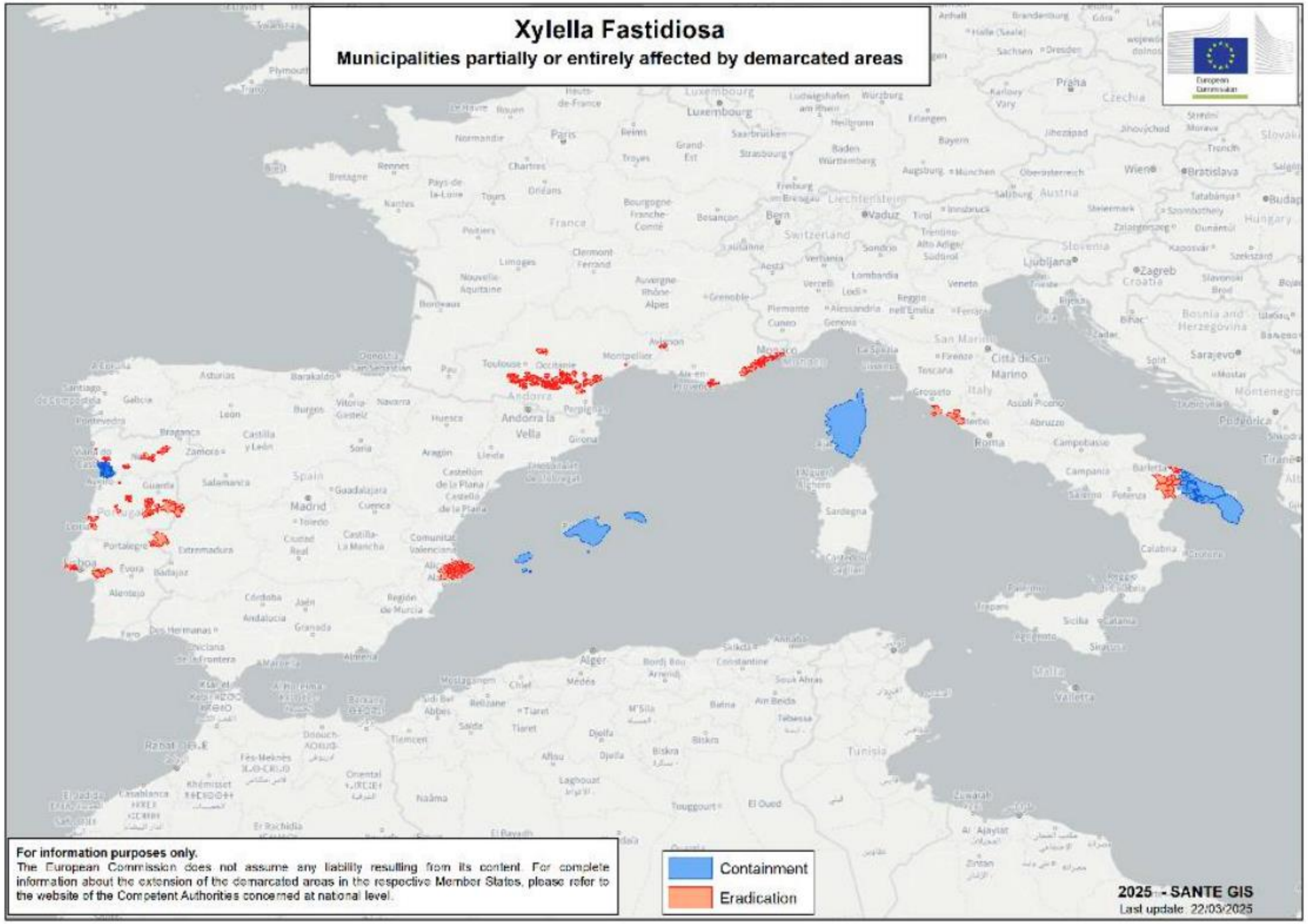
Economic damage over 50 year time horizon in billion Euro

Growth rate - Cell invasion	no replanting	replanting resistant orchards	Benefit of replanting
Reduced Growth Rate			
Best-case Invasion	3.70	2.90	*0.80*
Random Invasion	10.90	5.39	*5.51*
Worst-case Invasion	21.87	8.86	*13.02*
Likely Growth Rate			
Best-case Invasion	10.77	5.36	*5.42*
Random Invasion	19.06	7.97	*11.09*
Worst-case Invasion	30.41	11.55	*18.87*
Increased Growth Rate			
Best-case Invasion	17.10	7.35	*9.75*
Random Invasion	25.67	10.05	*15.62*
Worst-case Invasion	36.71	13.53	*23.18*

Present value economic damage over 50 year time horizon in billion Euro

Rate of Radial Expansion	no replanting	replanting resistant orchards	Benefit of replanting
Reduced	10.64	4.40	*6.24*
Likely	14.31	5.67	*8.64*
Increased	17.25	6.64	*10.61*

Outbreaks in the EU



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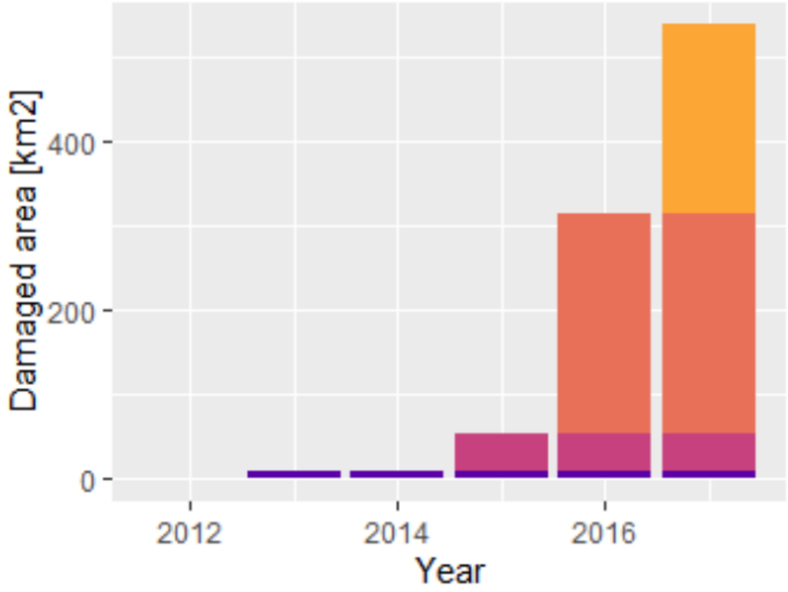
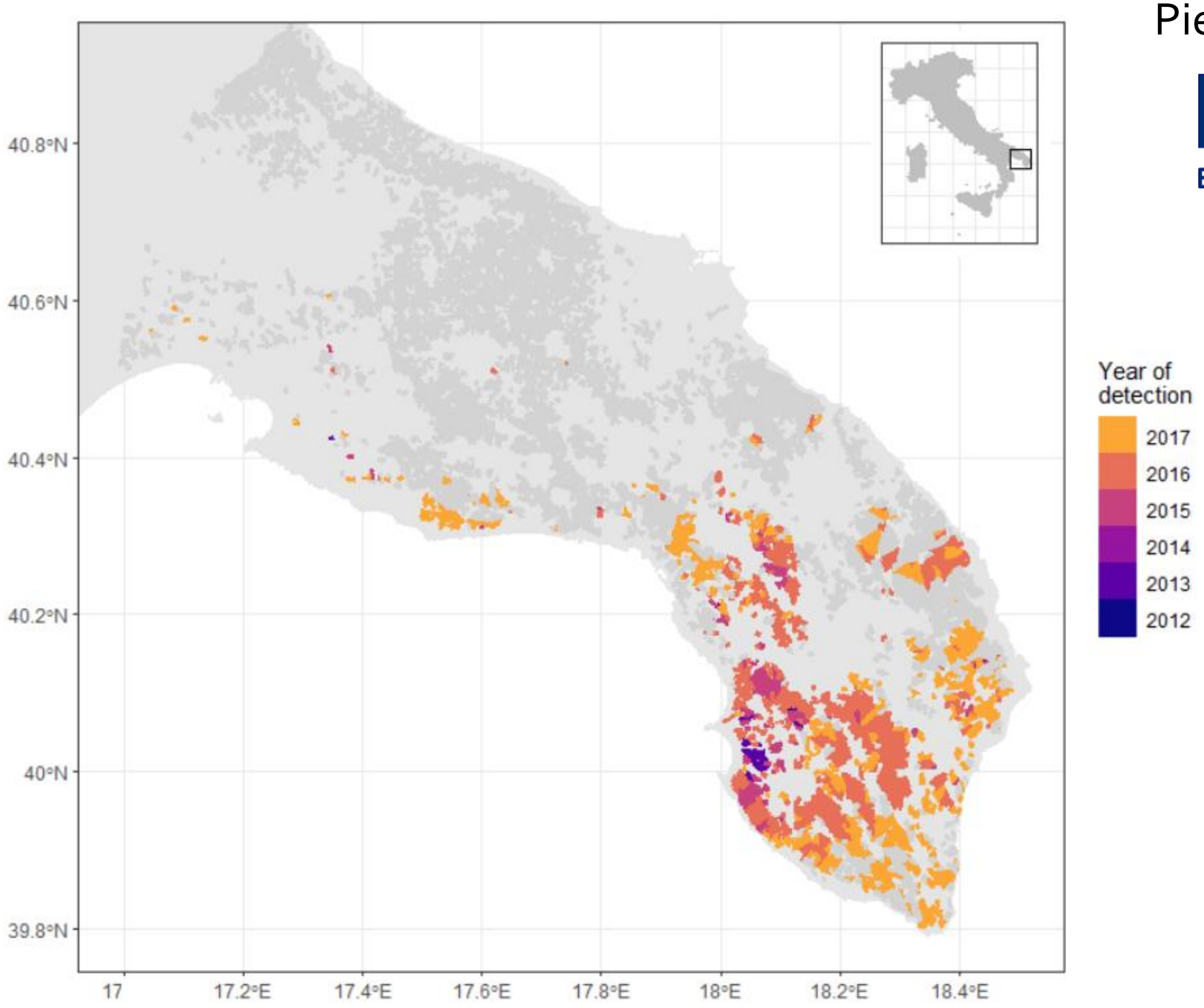
Outbreaks in the EU





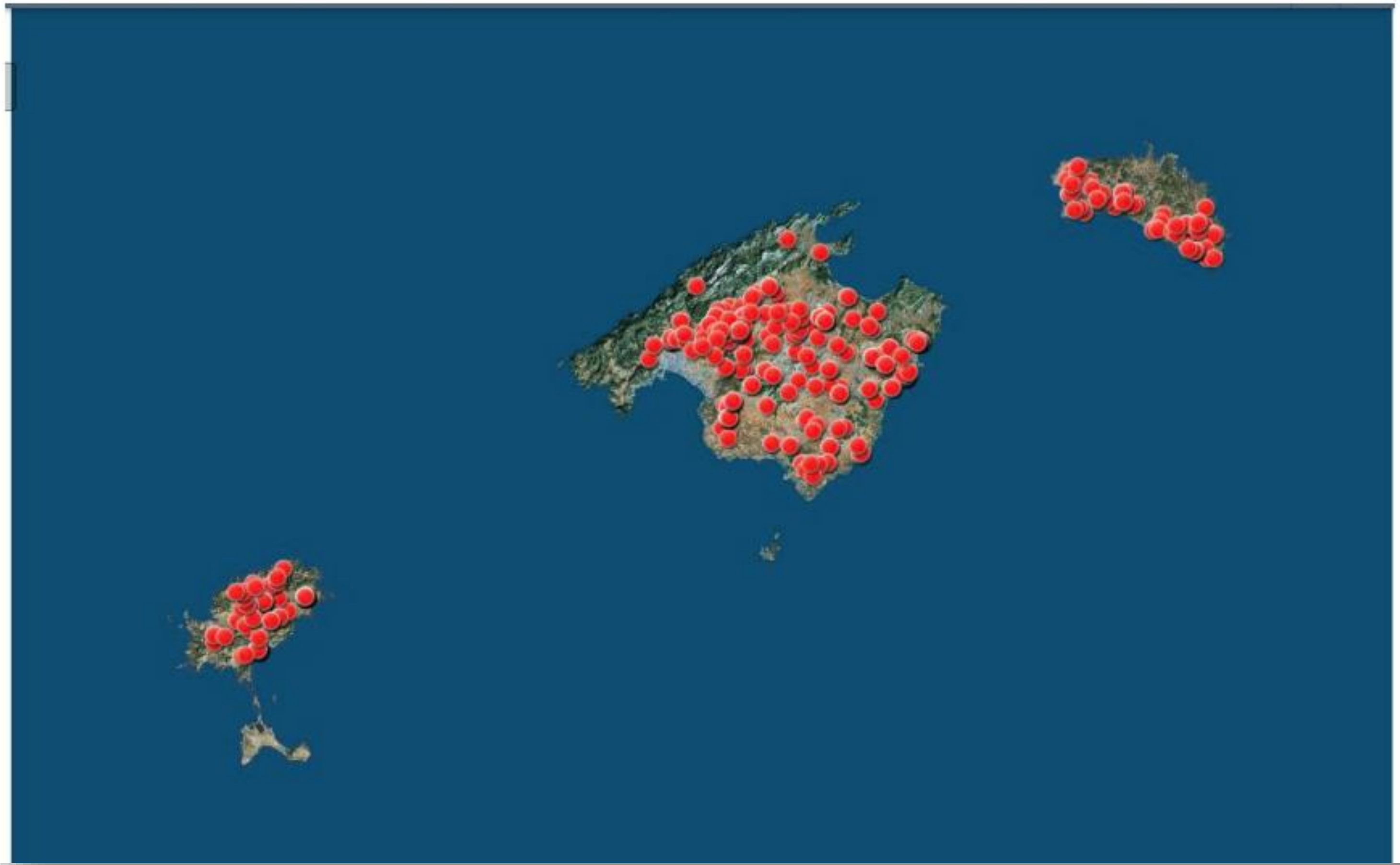
Pieter S. A. Beck

JRC
EUROPEAN COMMISSION

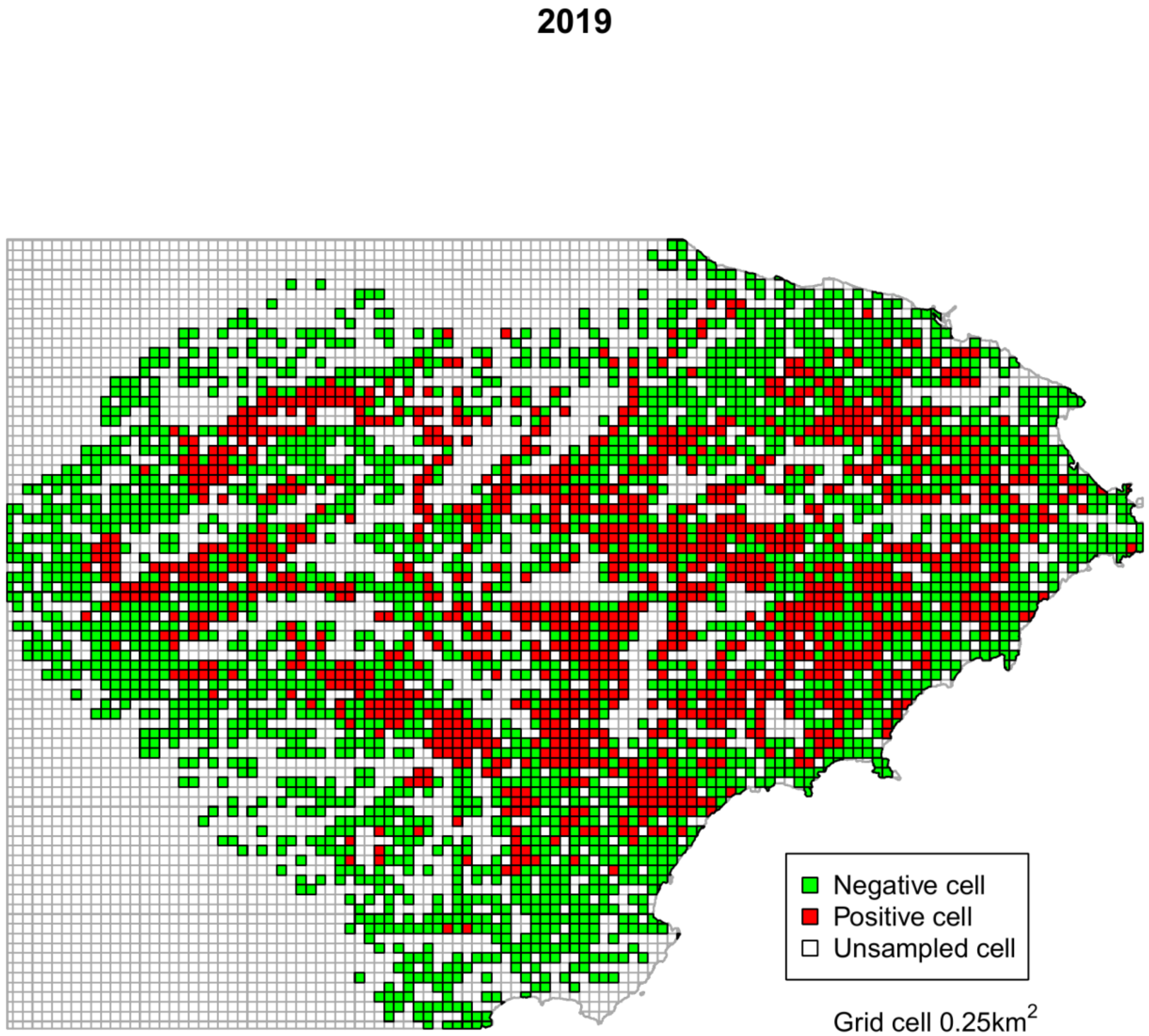
Outbreaks in the EU

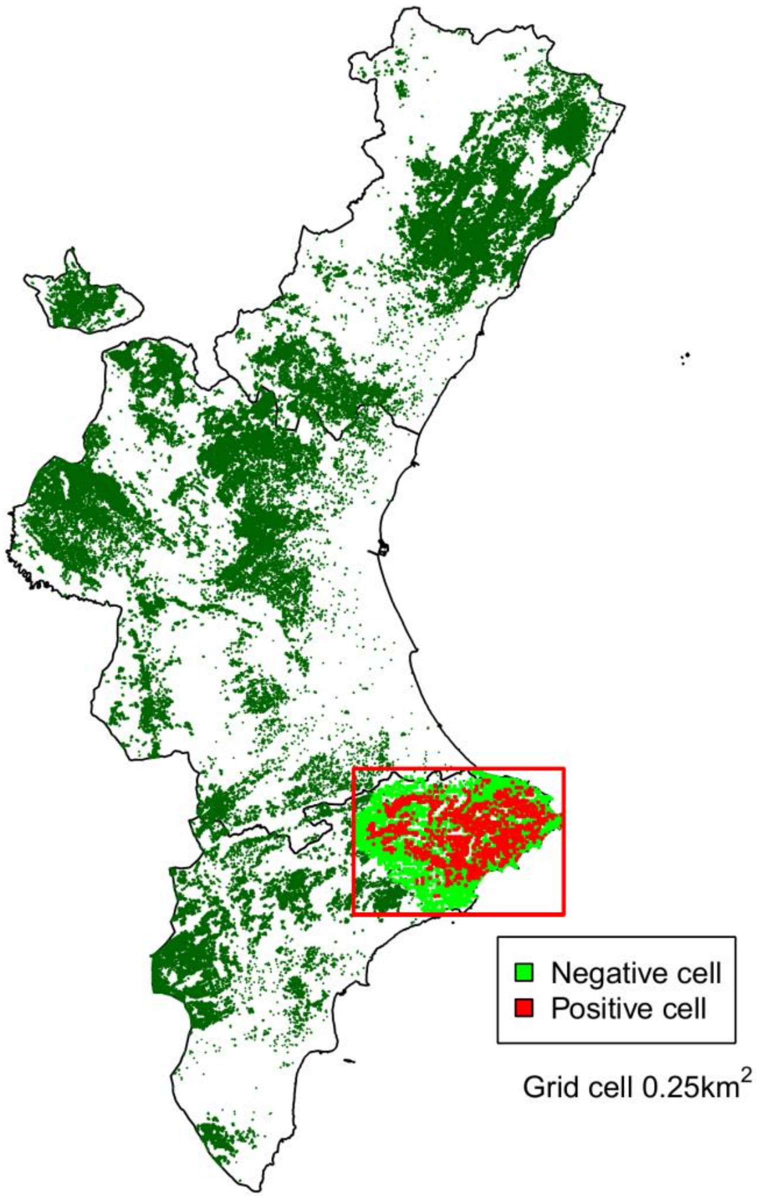
1. Evolución de la enfermedad y situación actual de la bacteria *Xylella fastidiosa* en las Islas Baleares

14 de septiembre de 2017 – 458 positivos



Outbreaks in the EU

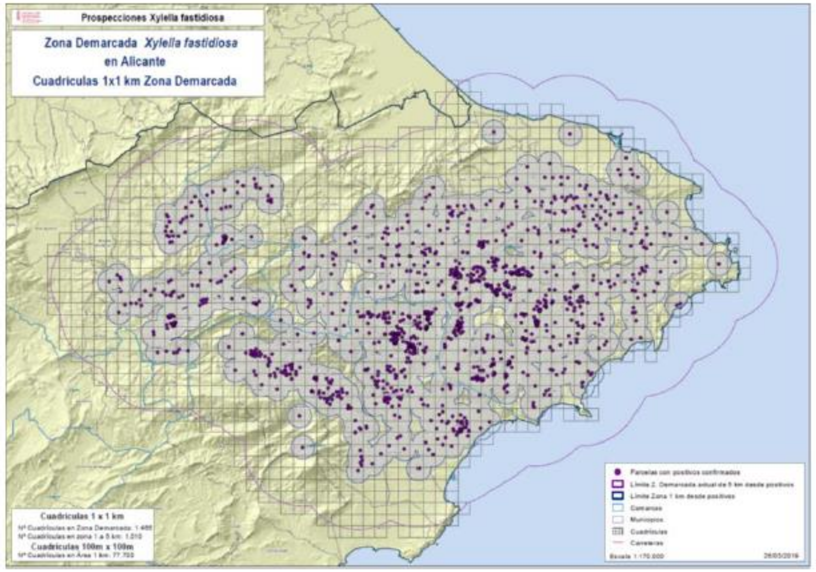




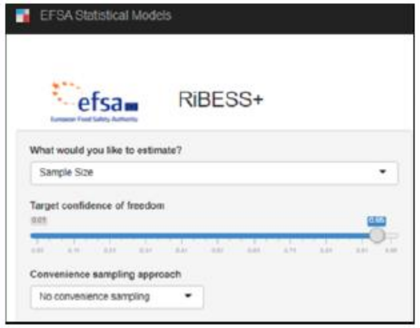
GENERALITAT VALENCIANA

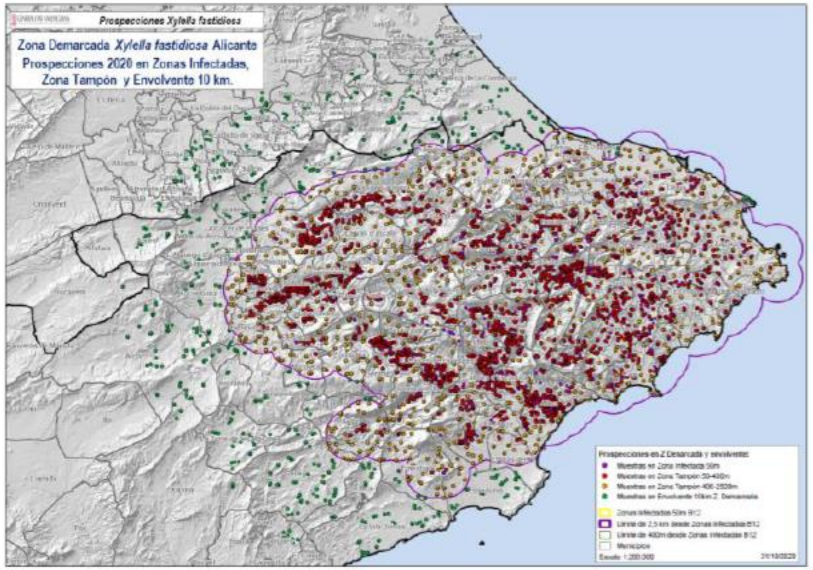
Surveys for Xylella fastidiosa in Alicante

R 1201/2020 shifted from systematic grid surveys to risk based surveys: reduced the number of samples but maintaining the level of detection.



80,000 samples





15,000 samples

Vicente Dalmau (Sanidad Vegetal, GVA)

GENERALITAT VALENCIANA

State of play of *Xylella fastidiosa* in Alicante

Especie	Nº positivos	% positivos
Prunus dulcis	6.042	89,7%
Calicotome spinosa	129	1,9%
Helichrysum italicum	102	1,5%
Polygala myrtifolia	84	1,2%
Helichrysum stoechas	70	1,0%
Salvia rosmarinus	58	0,9%
Phagnalon saxatile	38	0,6%
Rhamnus alaternus	37	0,5%
Cistus albidus	36	0,5%
Prunus armeniaca	30	0,4%
Ulex parviflorus	15	0,2%
Prunus domestica	14	0,2%
Lavandula dentata	12	0,2%
Laurus nobilis	11	0,2%
Acacia saligna	10	0,1%
Santolina chamaecyparissus	9	0,1%
Lavandula angustifolia	6	0,1%
Lavandula latifolia	6	0,1%
Viburnum tinus	6	0,1%
Cistus salvifolius	5	0,1%
Cistus monspeliensis	3	0,0%
Genista scorpius	3	0,0%
Lavandula intermedia	3	0,0%
Acer granatense	2	0,0%
Asparagus acutifolius	2	0,0%
Spartium junceum	2	0,0%
Cercis siliquastrum	1	0,0%
Prunus cerasifera	1	0,0%
Prunus spinosa	1	0,0%
Total	6.738	100,0%

Number and % of positives detected 2017-2024

29 different plant species

All the MLST determinations, have resulted on *X. fastidiosa* subspecies <u>*multiplex*, ST 6</u>

Vicente Dalmau (Sanidad Vegetal, GVA)

Outbreaks in the EU

GENERALITAT VALENCIANA

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State of play of Xylella fastidiosa in Alicante

- Demarcated Area: 165,500 ha (1,655 Km^2) 83 municipalities: 0,33% of mainland Spain area or 7,1% of Valencian Community territory
- Infected Zone where eradication measures apply: 4,005 ha (40 Km^2), 70 municipalities: 0,008% of mainland Spain area or 0,17% of Valencian Community territory
- Surveys in place (110,400 samples in DA and 56,000 in NDA)
- 6,738 plants tested positive (90% almonds but 29 different plant species)
- Subspecies multiplex, ST6
- Eradication measures (285,000 trees removed, mainly Almonds, 3,900 ha eradicated)
- 4,700 ha treated with insecticide (pyrethroids) for vector control and 27,000 additional ha treated by growers
- Strong restrictions for plant propagation material movement (80 nurseries affected)
- Road, airport and port controls
- Awareness campaigns
- Simulation exercises
- Re-planting (olives, carob trees and other irrigated species where available)…

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XYLELLA FASTIDIOSA OUTBREAK DETECTED IN JUNE 2017

Huge amount of resources required:

Human resources:	**142**
- Surveys:	32
- Eradication and treatments:	56
- Lab. and analysis:	21
- Plant material movement control:	20
- Administrative and legal staff:	13

More than 41 Million € spent in less than 7 years (GVA, ES, EU)

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Resultado de imagen de ue

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Outbreaks in the EU

XYLELLA FASTIDIOSA OUTBREAK DETECTED IN JUNE 2017

More than 41 Million € spent in less than 7 years (GVA, ES, EU)

Expenditures: 41.376.385,53 € (up to May 2024)

EU: 12.481.156,57 € (30%) (up to Oct 2023)

Remaining: 28.895.228,96 € (70%) 50% ES and 50% GVA


GENERALITAT VALENCIANA

PLAN DE CONTINGENCIA DE LA C. VALENCIANA FRENTE A *Xylella fastidiosa*

Diciembre 2020

GENERALITAT VALENCIANA

MINISTERIO DE AGRICULTURA, PESCA Y ALIMENTACIÓN

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XYLELLA FASTIDIOSA OUTBREAK DETECTED IN JUNE 2017

Expenditures for *Xylella fastidiosa* in 2022

Expenditures:	**6.901.474,84 €**
EU eligible costs:	**5.570.449,07 € (80,7%)**
Requested amount for EU co-funding:	**2.785.224,54 € (40,4%)**

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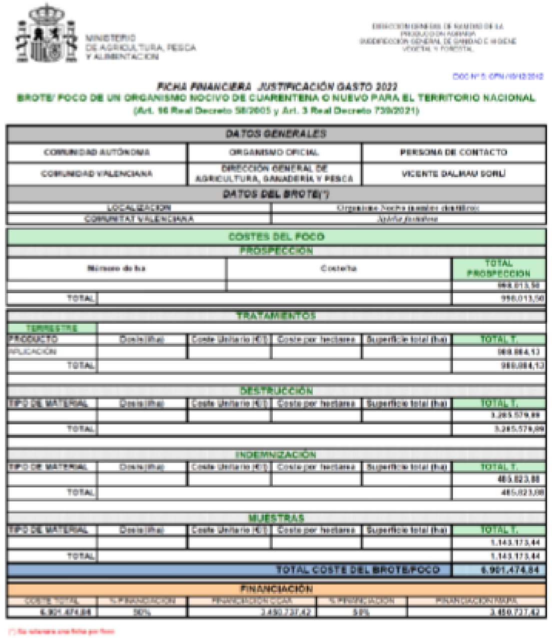
XYLELLA FASTIDIOSA OUTBREAK DETECTED IN JUNE 2017

Expenditures for *Xylella fastidiosa* in 2022: 6.901.474,84 €

Surveys:	**998.013,50 €**
Treatments:	**988.884,13 €**
Eradication:	**3.285.579,89 €**
Lab and analysis:	**1.143.173,44 €**
Compensations owners:	**485.823,88 €**


MINISTERIO DE AGRICULTURA, PESCA Y ALIMENTACIÓN

FICHA FINANCIERA JUSTIFICACIÓN GASTO 2022

BROTE/ FOCO DE UN ORGANISMO NOCIVO DE CUARENTENA O NUEVO PARA EL TERRITORIO NACIONAL

(Art. 16 Real Decreto 58/2005 y Art. 3 Real Decreto 739/2021)

DATOS GENERALES		
COMUNIDAD AUTÓNOMA	ORGANISMO OFICIAL	PERSONA DE CONTACTO
COMUNIDAD VALENCIANA	DIRECCIÓN GENERAL DE AGRICULTURA, GANADERÍA Y PESCA	VICENTE DALMAU SORLÍ

DATOS DEL BROTE(*)

LOCALIZACIÓN: COMUNITAT VALENCIANA

Xylella fastidiosa

COSTES DEL FOCO

PROSPECCIÓN	TOTAL PROSPECCIÓN
	998.013,50
TOTAL	998.013,50

TRATAMIENTOS (TERRESTRE)	TOTAL T.
APLICACIÓN	988.884,13
TOTAL	988.884,13

DESTRUCCIÓN	TOTAL T.
	3.285.579,89
TOTAL	3.285.579,89

INDEMNIZACIÓN	TOTAL T.
	485.823,88
TOTAL	485.823,88

MUESTRAS	TOTAL T.
	1.143.173,44
TOTAL	1.143.173,44

TOTAL COSTE DEL BROTE/FOCO: 6.901.474,84

FINANCIACIÓN: 6.901.474,84 – 50% – 3.450.737,42 – 50% – 3.450.737,42

Vicente Dalmau (Sanidad Vegetal, GVA)

BEXYL

BEYOND XYLELLA

European Commission | HORIZON EUROPE 2021-2027