



## MOBILIZING AID FOR TRADE: FOCUS AFRICA

### ***STANDARDS AND TRADE DEVELOPMENT FACILITY WORKSHOP***

**30 September 2007  
Movenpick Royal Palm Hotel  
Dar es Salaam, Tanzania**

#### **Report**

1. Welcoming participants to the workshop, Hon. Basil P. Mramba, Minister for Industry, Trade and Marketing of the United Republic of Tanzania, stressed the growing link between standards, technical regulations and access to markets. Compliance with SPS and private standards was not only a requirement for access to international markets, but also for the regional market. Such requirements formed a necessary, though not sufficient, part of the entire supply chain. The proliferation of private standards was raising serious concerns in the East African Community. In his view, SPS standards in the region were still dealt with as a response to emergencies rather than through a planned approach to SPS management system. He hoped that the meeting would generate sufficient momentum to stimulate the demand and supply of SPS-related technical assistance in the region, both through bilateral, regional and multilateral instruments such as the STDF. Finally, he expressed his wish to replicate this exercise in other African regions and especially to the other EAC members, i.e. Rwanda and Burundi.

2. Mr Pascal Lamy, Director General of the World Trade Organization (WTO), recalled that this was the third in a series of three STDF meetings held as part of the broader Aid for Trade events in Latin America, Asia and Africa. After providing a brief overview of the overall objective of the Aid for Trade event – a global initiative aimed to scale up international financial assistance for trade capacity building in developing countries - he stressed the increasing importance of SPS standards, both public and private, in terms of market access and highlighted the role and achievements of the STDF in the SPS-related technical assistance arena.

#### **Session 1: Addressing the challenge of the increasing importance of SPS measures in international trade.**

3. Dr Bernard Vallat, Director General of the World Organization for Animal Health (OIE), gave a detailed overview of the OIE's activities, notably in international standard setting and its standard setting procedures. He stressed the importance of basing SPS measures on science and reserving the final certification role to government entities. He underlined the risk for African producers of the development of consumer-driven private standards in the field of sanitary risk-assessment. He underlined the need to develop a commodity approach (i.e. develop specific requirements which would allow a country to export some disease-free goods despite the presence of a disease in the country) while maintaining a strong surveillance network for animal diseases in order to comply with obligations of countries on transparency.



4. Dr Vallat highlighted the need to view SPS measures as a global public good and convince member governments to treat SPS issues with priority in their development plans. He indicated that veterinary services had public and private components, having beneficial effects on poverty alleviation, increased productivity, market access (local, regional and international) and public health by taking account of food safety and food security. He recalled the importance of sequencing in the setting up of SPS management control systems and stressed the importance of good governance to put in place and maintain these systems. In this context, he made reference to the PVS evaluation tool adopted by OIE member countries and funded by the OIE World Fund for Animal Health and Welfare. He suggested capacity building directed to the African scientific community in order to allow more participation of African scientists in standard-setting organizations.

### **Session 2: Strengthening the demand side - SPS needs in Kenya, Tanzania and Uganda.**

5. Dr Spencer Henson, provided an overview of SPS evaluations undertaken for Kenya, Tanzania and Uganda and highlighted their key capacity constraints in complying with SPS requirements. From the analysis, it was clear that there was no unified needs assessments for countries in the East African Community. In each of the countries, Dr Henson noted the presence of "islands of compliance" in which companies operated at the highest international standards (e.g. in fish and horticulture), but noted there was limited spill-over in other sectors. There was a need to raise awareness at decision-making levels, as well as across the supply chain, to underline the benefits of SPS compliance.

6. Dr Henson underlined the need to develop a pro-active approach to SPS management instead of reacting to emergency situations (fish import bans, etc.). He cited examples illustrating the benefit of SPS compliance (Kenya horticulture sector) but also suggested that an export strategy should look at all aspects of the supply chain, starting from production, supply side constraints and then looking at compliance. In conclusion, Dr Henson noted the need to have more mechanisms (private and public) in place through which common experiences could be shared. He underlined the importance of sequencing between public and private sector efforts in terms of complying with an SPS strategy. Finally, he stressed the importance of building SPS awareness in the three East African countries - as awareness formed the basis for a demand driven approach to prioritization of technical assistance.

7. Mr BD Hulman commended the presentations and placed emphasis on the importance of further developing OIE's capacity evaluation tool (PVS) to seek compliance with animal health standards and expand inter-African trade. He supported the view that commodity based trade would further expand trade possibilities.

8. Ms Roshan Abdallah focused her intervention on the importance of applying strategic management for exports and not only focus on one point of the supply chain. She added that a recent needs evaluation study in Tanzania could be harmonized with Mr Henson's findings. On the issue of ownership, there was a need to raise awareness at technical, political and farmer level. According to Mrs Abdallah, although agreeing to a single needs assessment would be more cost effective, it was difficult to support that argument since competitive interests could not allow streamlining all priorities into a single document. She stressed the need to involve more local advisors in the evaluation process. Finally, she underlined her country's need for assistance to turn project ideas into project proposals.

9. Mr Hameed Nuru said that existing evaluations captured sufficient information. He underlined the need to involve regional institutions like AU-IBAR to enhance ownership and better outline SPS priorities at regional level.



10. Mr Washington Otieno spoke of the fragmentation of SPS institutions in the region and the need for regional SPS harmonization. He stressed the importance of public-private partnerships and the need to involve the private sector in technical assistance schemes.

11. Mr Mike Chambers spoke of a national initiative to create a horticultural public-private council to discuss SPS priorities at all levels of the SPS pyramid, from raising overall awareness (at all levels of the private and public sector) to deciding on how to tackle SPS diplomacy. He stressed the need for a bottom-up approach instead of starting off with a regional approach to SPS systems. He suggested emulating the Kenya Horticulture Council experience to assist the setting up of a similar institution in Tanzania.

12. A representative of the East African Community Secretariat discussed the harmonization of SPS measures and procedures at the EAC level and announced the preparation of an East African SPS protocol out of which would stem the regulation and implementation of SPS procedures. Mr Otieno recalled that African countries should use their voice in fora such as the SPS Committee and the international standard-setting bodies (OIE, IPPC and Codex). Mr Tim Leyland underlined the importance of ensuring a strong public-private dialogue. He suggested that lessons learnt in each country should be replicated in the region.

13. Dr Bernard Vallat recalled that SPS diplomacy should start at the national level. He urged countries to establish a fully functioning inter-ministerial committee under the authority of the Prime Minister to discuss SPS priorities, prior to standard-setting body meetings in order to agree on a common position. He underlined the role of sub-regional and regional organizations to harmonize SPS positions and called for public and private sector representatives to participate in standard-setting body meetings.

#### **Session 4: The view from the private sector.**

14. Mr Washington Otieno opened the private sector dialogue by stressing the need for the private sector to develop two parallel information flows, one with farmers (to ensure compliance at the source) and the other with the public sector (to ensure that the right policy tools are in place for an efficient SPS management system).

15. Mr Andrew Kiri described emerging trends in food safety such as traceability and focused on the need to establish strong private sector associations that can negotiate with the public sector. SPS-related technical assistance should be geared towards training people from the private sector to ensure the right measures are taken to ensure SPS compliance. He described the market environment as diverse and concluded that selective adoption of standards was a reality and linked to politics. In terms of implications for donor assistance strategies, Mr Kiri suggested that projects should be designed by ensuring their sustainability through private sector resources.

16. Mr Jonathan Ciano indicated that private sector standards were being driven by consumer needs. He suggested that SPS compliance could be facilitated through increased stakeholder awareness and more public-private cooperation. SPS management should not only be used in times of crisis management but should be a continuous process. Institutions should be working in harmony. He stressed the need to involve the private sector in needs evaluations and suggested that donor support be extended to the domestic market instead of a sole focus on exports.

17. Mr Mike Chambers described the emerging SPS trends in horticulture. The emergence of private and environmental standards raised questions with respect to the accountability framework facing these standards. There needed to be a coherent accountability approach whereby the



supermarket is part of a compliance system reaching the grower and the farmer. A market chain approach needed to be set up prior to sensitizing farmers on good agricultural practice. Donors should be following strategies that are consensus based between the private and public sector. There was a need to overcome fragmentation and ensure coordination, both between donors, within the government, and between donors and different government entities. Through the Tanzania Horticulture council (HODECT), there had been an attempt to enhance coordination.

18. Mr Steve Mbithi stressed that standards are the passport to trade. A farm to fork approach was imperative in today's markets, but complicated to achieve in practice. For example, Kenya's horticulture industry consisted of some 240 exporters relying on some 500,000 small-scale horticultural producers. Ensuring SPS compliance along the supply chain was an on-going challenge. To ensure compliance with private standards every stakeholder had to see the benefit side of standards.

19. On the issue of equivalence, Mr Mbithi stressed that importing countries often demanded sameness instead of equivalence. In that sense, he called for developed countries to be more accommodating and accept developing country SPS schemes as equivalent. In terms of participation of the private sector in standard setting, Mr Mbithi noted a disconnect between public sector capacity building and private sector oriented assistance. He stressed the need for technical assistance to target both the public and private sector (associations are the most useful point of entry). On donor assistance, he claimed that donors had an ongoing gap to fill in terms of ensuring that private sector compliance translated, through donor funds, to domestic improvement in SPS controls.

### **Session 5: Assessing the supply side of SPS-related technical assistance – compilation of selected donors' assistance in Kenya, Tanzania and Uganda**

20. Mr Peter Brattinga presented his report on the overview of SPS-related technical assistance for Kenya, Tanzania and Uganda (2001-2006). Over 200 projects were identified with an estimated total value of US\$419 million. Some US\$36 million had been provided in direct technical assistance to the three countries concerned. Of this total, Uganda was the largest recipient of funds by value at US\$16.1 million or 44% of the total for the entire period. Kenya and Tanzania received 37% and 19% respectively of the assistance by value. In addition, Kenya, Tanzania and Uganda were also eligible to benefit from a considerably larger figure of assistance at a *supranational* level, approximately valued at US\$383 million for the period 2001-2006. It was, however, impossible to estimate the portion of this total which may have benefited Kenya, Tanzania and Uganda.

21. The high value of *supranational* assistance underlined the importance of assistance offered by the EC through various ACP-specific or Africa-specific projects. Of the total of US\$383 million, assistance from the EC accounted for US\$284 million or 74% of the total. Taken together, the EC and its Member States provided 97% of *supranational* SPS-related assistance by value. For direct assistance to Kenya, Tanzania and Uganda, the EC and its Member States were also the most important assistance providers accounting for 95% of all.

22. Donor operations were directed at specific areas. At *supranational* level the EC was most active in the animal health area. While animal health projects accounted for 39% of total *supranational* assistance by value, only 9% of direct assistance to Kenya, Tanzania and Uganda was directed at the animal health sector. This suggested a clear preference on the part of donors to concentrate assistance efforts in the animal health area at a *supranational* level.

23. The large majority of SPS-related assistance was either in the form of training or "soft" infrastructure development projects concerned with, for example, updating legal frameworks or



providing technical skills for inspection, diagnosis and surveillance for food safety, plant and animal health. Soft infrastructure projects accounted for 90% or more of the total number of projects. Various information collection problems prevented any detailed analysis of this information, as the project documentation available was insufficient to determine with any confidence the breakdown of activities into separate categories.

24. It was stressed that the value of assistance had risen over time. The main reason for the growth in assistance had been increasing attention on the part of donors to SPS issues. Of particular importance had been the provision by the EC of a number of very large thematic projects e.g. on pesticides, fisheries and animal health. This trend showed signs of continuing for the period until 2010. A total of US\$7.6 million was already committed in SPS-related technical assistance to Kenya, Tanzania and Uganda. At a *supranational* level, a total of US\$141 million could already be identified for the period 2007-2010.

25. Data collection and the quality of data reported differed significantly by the different donor countries and organizations. There was a need for better collection and management of information on technical co-operation flows if an accurate picture was to be obtained. As a result, it made conclusions in terms of the total number and value of projects unreliable. The figures might be more of an indication of where assistance might have gone, rather than a clear identification of assistance flows. More work was needed to be able to clearly pinpoint assistance flows, particularly with regard to what had been specifically provided as assistance.

26. Mr Frans Lammersen recalled that the conclusions of the workshop would be reported back in the main Aid for Trade event and would be important for the Aid for Trade agenda. One lesson to be drawn from the presentation was the apparent difficulty in properly measuring aid flows. Of particular interest was the finding that approximately 90% of the assistance was provided at *supranational* level and only 10% as direct assistance. The opposite was true for assistance provided under the umbrella of Aid for Trade in general, with only 10% provided at *supranational* level and 90% as direct assistance. Key questions to consider included how to improve the coordination among donors and how to develop good practice that might be replicated in future assistance.

27. Mr Joe Hain mentioned that a key driver of US technical assistance was to further open world trade and help African nations leverage increased access to the US under the African Growth and Opportunity Act (AGOA). US SPS related technical assistance was guided in-country by USDA officials' communications with recipient countries and integrated across a range of US regulatory agencies. One angle that had been overlooked so far in the discussion was the domestic benefits of SPS standards. Having proper standards in place provided economic benefits to producers and protected consumers in developing countries. He underlined the indicative nature of the figures presented in the report, in particular in view of the fact that initiatives such as the Millennium Challenge Cooperation (MCC) were getting off the ground for African nations. Sustainability and ownership were also identified as important elements of technical assistance and required recipient government resources and private sector participation..

28. Mr Hans van der Beek referred to the importance of improving market access of existing trade flows in Dutch technical assistance programmes. The successful formula of the so-called WWSD market access project in Kenya, Tanzania and Uganda was explained – though the initiative was not picking up in Uganda as in the other two countries.

29. Ms Liselotte Isaksson identified support to developing countries to sustain and expand trade with the EU and other countries as the key driver for EC technical assistance, with special effort being made to integrate smallholders participation in trade into these trade flows. She also stressed the





overall contribution to sustainable development and poverty reduction of these programmes. A major part of the EC's support was channelled at the regional level through large regional or "all ACP" programmes, for instance in the area of pesticides and fishery products. These programmes reached out to many countries with similar characteristics and needs and fitted in the EC's overall support for regional integration. Work at the regional level and with regional organizations was also necessary, in particular in the animal and plant health area, because pests and diseases crossed boundaries. Finally, the importance of addressing SPS as part of overall trade or comprehensive development strategy and aligning issues with national development strategies was highlighted.

30. Mr Tim Leyland referred to poverty alleviation as the key driver of UK SPS-related technical assistance to developing countries, to be measured by their increased market access. A large amount of DFID funds went into direct budget support, whereby aid money was provided to the government which decided on its own priorities. In addition, DFID supported regional initiatives and regional organizations and provided direct assistance. Concerns over lack of sustainability was cited as the probable reason for DFID not to get involved in hard infrastructure projects, such as laboratory programmes. STDF's key role in improving donor coordination was recognized. As to the future, working with the private sector to encourage pro-poor procurement in the supply chain and increasing involvement in initiatives such as GlobalGap were identified as the ways forward. Current smallholder projects focusing on compliance with private standards were mentioned as an example of DFID's direct engagements.

31. Mr Lalith Goonatilake mentioned that parts of SPS infrastructure, such as standard setting metrology and accreditation, should be seen as a public good and that costs of compliance were an important issue. Establishing new laboratories and accreditation infrastructure might be very costly and sometimes not sustainable at the national level and should therefore be seen in the context of regional mechanisms. Ongoing work with ISO and ILAC to certify and accredit laboratories and a pilot project in Egypt on traceability were also highlighted. New initiatives included the launch of a portal called LabNet, focusing on laboratory accreditation capacity building on-line, and an upcoming study on private standards funded by NORAD.

32. Mr Frans Lammersen noted that poverty alleviation, support for domestic economies and stimulation of trade were key drivers for technical assistance and identified sustainability and ownership as recurrent issues. Further dialogue with and involvement of the private sector was mentioned as key to the process of enhancing SPS capacity building.

33. Mr Kenneth Onchuru confirmed the view that standards were the new trade barriers and identified government contributions to projects as one way to enhance ownership. There was also a need to evaluate the assistance provided and better capture lessons learned. Mr Rose Mohamed noted that the reported figures received by Tanzania in the plant health area were too low since significant support had been received from USAID. Awareness raising, capturing lessons from project experiences in Africa, and identification of good practice were all regarded important issues.

34. It was mentioned that donors should not shy away from integrating the provision of the necessary hard infrastructure into projects. Again, it was necessary to investigate why certain projects had failed in the past and to learn from that experience. Mr Gerardo Pataconi highlighted the need for SPS infrastructure, the importance of traceability, and assistance to the private sector as crucial elements.

35. The panel noted the importance of improving local ownership, public/private sector partnerships, involvement of all key stakeholders, and flexibility in projects. Too many projects were still driven by donor technical expertise. The use of local procurement rules was cited as one option.



Some donors (US, Netherlands) mentioned that in fact they did provide hard infrastructure under certain circumstances. The EC and DFID noted that systems were in place to help developing countries express their needs but that the key was to get them well-informed before meetings of for instance standard setting bodies. The lack of consultation or accountability in the area of private standards was highlighted as a potential concern, to which STDF should pay more attention.

### **Session 6: Bridging the gap between supply and demand – lessons learnt from existing processes**

36. Mr Mike Robson pointed at crisis/emergency situations as an important driving factor of assistance, citing the example of the ban on Nile perch, and more recently Avian Influenza. The latter issue had helped focus attention on veterinary services worldwide and indirectly boosted overdue investment in this area. A better insight in the costs and benefits of projects to improve SPS functions, awareness raising at the national level, and a good understanding of the pest situation in a country (in case of projects in the plant health area) all seemed necessary.

37. Mr Washington Otieno highlighted the challenge of repeating the attention that is being given to export sectors to production of the domestic market and the importance of good practices and their integration into codes of practice. Reflecting on the pyramid of functions presented by Dr Spencer Henson, crucial steps to improve should start with awareness raising, carrying out proper needs assessments and gap analysis, setting priorities, and allocating the right resources. Higher government officials should be made aware of the importance of SPS. Countries in the region should establish a stable and consistent platform to deal with SPS issues at a regional level. At the national level, SPS committees would have a crucial role to play, including taking account of the needs and priorities of the private sector. Finally, policies and legislative frameworks needed updating.

38. Ms Christiane Kraus introduced the objectives and workings of the Enhanced Integrated Framework (EIF), mainstreaming trade into development policies and improving technical assistance to least developed countries (LDCs). The EIF process had resulted in the preparation of action matrices for a large number of LDCs and SPS issues featured prominently in many of these. On average, action matrices identified 10 to 12 priorities in the SPS area. For the next phase of the EIF, at the national level, small teams will assist in managing the EIF process. She mentioned that STDF had a role to play in future EIF work, alongside other EIF partners. At a recent pledging conference in Sweden, approximately 75% was raised for the EIF's future work programme.

39. Mrs Elizabeth Tankeu brought a political perspective to the discussion, in particular from a food safety and food security point of view. Standards should become more open and perceptive of the African market. One solution could be for the standard-setting bodies to bring on board more African experts for the elaboration of standards. Demonstrating the importance of complying with SPS standards at higher political levels to gain or maintain market access and improve the domestic health situation was highlighted as key to future work.

40. In his closing remarks, Mr Michael Roberts thanked all participants for their collaboration and efforts and briefly summarized the conclusions and recommendations of the workshop. The conclusions and recommendations were to be reported back in the main Aid for Trade event by Mr Claude Mosha – in his capacity of Chairperson of the Codex Alimentarius Commission.



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