



OVERVIEW OF SPS NEEDS AND ASSISTANCE IN BENIN

Background paper
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A. OVERVIEW OF SPS SITUATION

1. Several SPS capacity evaluations have been conducted in Benin as a project preparation phase or as part of project implementation. Some of these studies were limited in scope because they served the purpose of the project and they targeted a specific aspect of SPS capacity such as legislative framework, laboratory resources (Projet d'Appui au Secteur Privé (PASP), UEMOA Quality Programme) or a specific issue such as the informal food sector (FAO project TCP/FAO/2904), the fisheries sector (Strengthening Fishery Products Health Conditions (SFP) project, West African Trade Hub (WATH)), the cashew nut sector (WATH) or the export potential of agricultural products (DTIS). Other large scale sector specific evaluations were conducted using the PCE or the PVS tool. However, the results of these evaluations were not available for this report. Evaluations conducted in the framework of general agricultural development support programmes were cross-cutting and covered a broad array of SPS aspects such as diagnostic of SPS capacity under PADSA (Programme d'Appui au Développement du Secteur Agricole).

2. Benin's exports are dominated by cotton (90% of exported agricultural product revenues and over 45% of total foreign- exchange earnings). Benin has encountered difficulties diversifying into non-traditional exports to developed markets. Technical barriers such as SPS measures, standards and quality are a particular constraining factor. While agriculture occupies almost 56% of labour force and contributes almost one third of GDP, most agricultural production remains oriented towards self-sufficiency or local consumption, with low and sporadic exports. Cotton, igraine, maize and manioc are the major crops. Maize and manioc together occupy about 50 percent of cultivated land but a negligible fraction of exports.

3. The DTIS completed in 2005 identified a few crops with a comparative advantage for export diversification. These include mainly cashew nuts, pineapples, shea butter. However, these sectors remain handicapped by a number of constraints, some of which are directly related to SPS measures such as lack of knowledge of producers of Good Agricultural Practices due to low technical assistance and extension services received from the Government, and the poor availability of pesticides and other agricultural inputs.

4. Livestock and fishing are estimated to account for around 6% and 4% of GDP, respectively. Cattle output meets about 60% of national requirements but a lack of veterinary services (an estimate is that only third of the slaughtered animals are examined by a veterinarian) and prevalence of animal diseases such as African Swine Fever, Bovine tuberculosis, Contagious bov. Pleuropneumonia, Fowl typhoid, Lumpy skin disease, Newcastle disease, Porcine cysticercosis, Rabies, Trypanosomosis, Peste des Petits Ruminants, are serious problems. Five cases of Avian Influenza were reported in commercial farms in December 2007.

5. Fishing is mainly artisanal coastal fishing or in-land water based. Fish exports, consisting mostly of shrimps, represent about 1 percent of exports. The Government of Benin imposed a voluntary moratorium on exports of shrimps from 2003 until February 2005 due to concerns regarding perceived failure to comply with European sanitary requirements (main export market). This situation reflected the weakness of the quality control system at institutional level. Failure to implement quality assurance schemes (mainly HACCP) and the absence of accredited laboratories for microbiological and biochemical analyses were also identified as major obstacles to shrimp exports.

6. The SPS institutional system in Benin is characterized by a multiplicity of actors and poor communication between them. This situation leads to overlap of mandates and confusion of private sector operators regarding the scope of intervention of the various institutions leading to unnecessary complications and delays in inspections and quality controls. Quality standards for high export potential crops are lacking or outdated. Laboratories lack skilled human resources and equipment. Lack of accurate analyses of mycotoxins, pesticide residues or heavy metals makes it difficult to

ensure the quality of products such as maize, manioc or cashew nuts and therefore to develop export market. There is no epidemiological surveillance of food borne disease. Misuse of pesticides and mainly the use of cotton pesticides for food crops such as Alphacal P 318 EC and Callisulfan 350 EC, both highly toxic for humans, have serious adverse effects on human health.

B. OVERVIEW OF SPS-RELATED TECHNICAL COOPERATION

7. The total value of support received by Benin in the agriculture, rural development and environment sectors amounts to €268m over the period 2000-2010. Economic integration and private sector support received €9m over the same period.

8. The UEMOA Quality Programme Phase II which amounts to US\$599,000. This project started in 2007 and builds on the results obtained during Phase I. In particular, it aims at consolidating all the structures/bodies created for implementing trade support services and quality policies. It will reinforce the Regional Accreditation Body and the various Technology Centers catering for priority export industries such as cotton, fruits and vegetables, meat and milk products, and fisheries. The programme is run by UNIDO and funded by the EC.

9. The PADSA Phase II funded by DANIDA (2004-2009, total value US\$34m) include a component related to private sector support and mainly four value chains maize, manioc, cashew and shea which covers aspects indirectly related to SPS issues through actions to improve the quality of the end product. The PDSA contains also a significant component on public sector support which is dedicated to enhancing the capacity of the SPS system for laboratory testing, standard setting, inspection etc. Likewise, some of the activities conducted by the PASP (2006-2009, €5m) target the enhancement of laboratory capacity and improving the quality of some selected products including fisheries. The US-funded WATH supports exporters in West Africa in enhancing their market access though providing them with market information, export guides but also value chains studies that contain information on improving the quality of their products such as cashew nuts, cotton and shea butter.

10. Other programmes directly or indirectly related to SPS measures include FAO implemented projects. FAO has started recently a project in Benin on capacity building for the implementation of a regulatory framework for biosecurity TCP/BEN/3103. This US\$260,000 project will update the legislation with respect to the use of GMOs in agriculture and will build the capacity for the assessment and the management of risk associated with them.

11. Benin also benefits from technical assistance provided on multiple country basis for which it is difficult to establish the share of funding pertaining to a single country. Most of these projects are related to avian influenza (AI) including FAO's SIDA-funded emergency assistance for the control and prevention of AI in Sub-Saharan Africa (2006-2008, total value of US\$3.4m) and its second cooperation agreement on support for the control and prevention of Highly Pathogenic Influenza (HPAI) in Sub-Saharan Africa (2007-2008, total value of US\$3.7m). FAO's Global AI eradication programme encompasses regional activities in West Africa which are supported by the US (2007-2009, total value of US\$225,000). The US also supports FAO/OIE/WHO Collaboration on HPAI Rapid Response and Containment which includes actions in Benin (2007-2009, US\$1m) as well as HPAI Early Warning, Early response and preparedness strategy support in Western and Central Africa (2008-2009, US\$432,000). Likewise, the World Bank programme on Rapid Assessment of Avian and Human Influenza in Sub-Saharan Africa covers Benin (2007-2008, US\$ 1.6m).

12. Benin also benefits from the EU-funded SFP project on health and sanitary requirements. The project has a total budget of approximately €6m and is being implemented over a period of 5 years. The SFP programme started a regional project (No: 21/07/04/FWA) with Benin, Cameroon and Togo in January 2005.

C. STDF ACTIVITIES IN BENIN

13. A multi-country STDF-funded project on capacity building for improving the fish trade performance in five African countries (2008-2010, total value US\$469,000) is being implemented by FAO.

14. STDF is funding two SPS capacity building projects in Benin funded for a total amount of US\$834,433 (details on these projects are included in Table 8 of the main report). The projects deal with the enhancement of information flows within the SPS system and with the control of mycotoxins in selected products. The projects are being implemented by FAO and IITA, respectively.