

CAPACITY BUILDING NEEDS ASSESSMENT SERIES

Integrated Approach to Food Safety, Plant & Animal Health: National Biosecurity Capacity

Country Report The Republic of Malawi



CASE STUDY 3

CAPACITY BUILDING NEEDS ASSESSMENT SERIES

Implementing an Integrated Approach to Food Safety,
Plant and Animal Health (Biosecurity)

Country Situation Report
The Republic of Malawi



This country report was prepared by the Food and Nutrition Division (AGN) and the Plant Production and Protection Division (AGP) of the Food and Agriculture Organization of the United Nations (FAO), under the FAO Multi-Partnership Programme (FMPP) under the direct supervision of Dr Masami Takeuchi, Food Safety Officer of FAO. The assessment was carried out and the report was written by Ms Londa Vanderwal (FAO International Consultant), based on work carried out from July 2008 to March 2009.

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Acronyms and abbreviations

AGN	Food and Nutrition Division of FAO
AGOA	African Growth and Opportunity Act
AGP	Plant Production and Protection Division of FAO
AI	Avian Influenza
AR	Assistant Representative
ARET	Agricultural Research & Extension Trust, Malawi
AU	African Union
CAC	Codex Alimentarius Commission
CAMA	Consumer Association of Malawi
CBD	Convention for Biological Diversity
COMESA	Common Market for Eastern and Southern Africa
DAHLD	Department of Animal Health and Livestock Development
DEA	Department of Environmental Affairs
DOFI	Department of Fisheries
DOFO	Department of Forestry
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
FMD	Foot-and-mouth disease
FRIM	Forestry Research Institute of Malawi
GDP	Gross domestic product
GEF	Global Environmental Facility
GMO	Genetically modified organism
GMP	Good manufacturing practices
HACCP	Hazard analysis critical control point
IAEA	International Atomic Energy Agency
IEC	Information, education and communication
IPPC	International Plant Protection Convention
LMO	Living modified organism
MBS	Malawi Bureau of Standards
MCCI	Malawi Chamber of Commerce and Industry
MDG	Millennium Development Goals
MEPC	Malawi Export Promotion Council
MGDS	Malawi Growth and Development Strategy
MOA	Ministry of Agriculture and Food Security
MOA-PH	Ministry of Agriculture and Food Security – Plant Health Division (Department of Agriculture Research)
MOH	Ministry of Health
MOLGRD	Ministry of Local Government and Rural Development
MOTI	Ministry of Trade and Industry
MOU	Memorandum of Understanding
MRA	Malawi Revenue Authority
MWK	Malawi Kwacha (US\$1= 140.5 MWK as of 2 April 2009)

NAP	National Action Plan
NASFAM	National Association of Smallholder Farmers of Malawi
NCC	National Codex Committee
NEPAD	New Partnership for Africa's Development
NGO	Non-governmental organization
NPPO	National Plant Protection Organization
NRC	National Research Council
NSO	National Statistics Office
OIE	World Animal Health Organisation (Organisation Internationale des Epizooties)
OPC	Office of the President and Cabinet, Malawi
PCB	Pesticide Control Board
PWD	Parks and Wildlife Department
SADC	Southern Africa Development Community
SPS	Sanitary and phytosanitary measures
STDF	Standards and Trade Development Facility
STR	Simplified Trade Regime
SWOT	Strengths, weaknesses, opportunities, and threats
TBT	WTO Agreement on Technical Barriers to Trade
TOR	Terms of reference
UM	University of Malawi
UNIDO	United Nations Industrial Development Organization
WG	Working group
WHO	World Health Organization
WTO	World Trade Organization

CAPACITY BUILDING NEEDS ASSESSMENT

Promoting an integrated approach to biosecurity (food safety, animal and plant health) at national level in Malawi

Introduction

The Food and Agriculture Organization of the United Nations (FAO) promotes among its member countries the use of a strategic and integrated approach to analyse and manage risks in the sectors of human health (particularly food safety and zoonoses), animal life and health (including fisheries), and plant life and health (including forestry), including associated environmental risk. This approach, which FAO has termed “biosecurity”, encompasses the policy and regulatory frameworks (including instruments and activities such as inspection, diagnostic services, certification and others).

Biosecurity covers the introduction of plant pests, animal pests and diseases, and zoonoses, the introduction and release of genetically modified organisms (GMOs) and their products, and the introduction and management of invasive alien species and genotypes. Strengthening overall biosecurity in a country enables that country to improve domestic food safety, and animal and plant health, which in turn can improve domestic food security through increased access to safe food. Another very important aspect of improved biosecurity is that it enables countries to participate in an increasingly standards-driven international food and agricultural trading market, which is one of the necessary means to alleviate poverty in developing countries. Accordingly, the described activities address many of the Millennium Development Goals (MDG), as well as the Malawi Growth and Development Strategy (MGDS).

FAO held a regional workshop in Accra, Ghana (June 2007) on implementing a Biosecurity approach at the country level, which two participants from Malawi attended. The government of Malawi then submitted a proposal to FAO, as requested of all countries that participated in the workshop, to implement such an approach in Malawi. The project was initially formulated by the Common Market for Eastern and Southern Africa (COMESA) Simplified Trade Regime (STR) working group in Malawi because they are trying to facilitate trade for smallholders, and meeting sanitary and phytosanitary (SPS) issues can be a particular challenge for smallholders. Other goals of the STR working group include i) simplifying SPS procedures, particularly for small-scale cross-border traders, and ii) decentralization of Biosecurity-related certification services, to be available at or near border crossings to facilitate trade.

This report has been prepared using the results of the application of the procedure outlined in the *FAO Biosecurity Toolkit*, which is in three parts. This report specifically applied Part 2, the “Guide to Assess Biosecurity Capacity”, to assist Malawi to identify its biosecurity capacity needs and also adopt an integrated approach.

The *Biosecurity Toolkit* guidelines set out a systematic process to examine critically the capacity and performance of the existing national food control systems, plant and animal life and health, as well as associated risks to the environment. This process is envisaged to improve

future controls, pinpoint areas for improvement and identify options to address the identified needs. The capacity needs are the gaps between the current situation and what is desired.

During the country visits by the international consultant, who worked with a national counterpart from the Department of Animal Health and Livestock Development (DAHLD) of the Ministry of Agriculture and Food Security (MOA), information was gathered on the current situation with respect to biosecurity, as well as ideas for the desired future situation in biosecurity.

This assessment was undertaken as part of the FAO project FNOP/INT/NOR/102 Objective D1 Biosecurity (2008–2009) “promoting an integrated approach to food safety, animal and plant health at national level.” The countries involved in this project include the Gambia, Ghana and Malawi.

Scope, objectives and process of the assessment

2.1 Scope and objective

The scope of the current assessment is an evaluation of the Malawian biosecurity system, including policy framework, legislation, organizational arrangements, communication, inspection, verification and enforcement, quarantine and certification, diagnostic services, emergency preparedness and response, risk analysis, monitoring and surveillance. The process followed Steps 3 and 7 of the “Guide to Assess Biosecurity Capacity”, which is Part 2 of the *FAO Biosecurity Toolkit*.

The objective of the assessment was to evaluate the current situation of Malawi’s biosecurity system, and using that assessment as a baseline, to develop a 5-Year Strategic National Action Plan (NAP) for capacity building that addresses the identified gaps, needs and priorities. The NAP could be used to request funding for activities, projects and programmes from the government and donors. The NAP is thus directed towards national biosecurity regulators and also external organizations that are involved in strengthening the capacity of national biosecurity systems, such as FAO.

2.1 Assessment process

The assessment was undertaken by a team consisting of an international consultant and core national counterparts during July 2008 and January– February 2009. A final project workshop was held to finalize the action plan and to provide training in biosecurity, using risk-based biosecurity-related inspection as a case study, in March 2009. The terms of reference of the international consultant for the three missions are presented as Annex 1.

The exercise was carried out primarily through direct interviews of stakeholders and key players in biosecurity in the country. The main respondents were the government officials involved in the development of biosecurity-related policy, standards and regulations, and enforcement activities.

The objective of the assessment was explained to respondents before interviews were conducted using a list of broad questions prepared by a previous biosecurity capacity needs assessment exercise as a guide (the list of questions is available in Annex 2). In addition, information was gained by visits to laboratories, border posts, quarantine stations, and other relevant biosecurity-related locations in Malawi. Information was also gained from the workshop participants (contact details of workshop participants are included in the reports of the three project workshops, attached as Annex 3). Contact details of those interviewed (in addition to those in attendance at the project workshops) are presented as Annex 4. The day-by-day summary of activities carried out during the first two missions, during which the needs assessment was conducted, is available in Annex 5.

Country profile and factors that influence biosecurity

3.1 *Main features and activities*

3.1.1 Geography

Malawi is a landlocked country in southeastern Africa, bordered by Zambia to the northwest, Tanzania to the northeast and Mozambique to the south, southwest and southeast. It is wholly within the tropics; from about 9°30' south at its northernmost point to about 17° south at the southernmost tip, and has a total area of 118 480 km². The Great Rift Valley runs through the country from north to south, and to the east of the valley lies Lake Malawi (the third largest lake in Africa), making up over three-quarters of Malawi's eastern boundary and about 20 percent of Malawi's area. The Shire River flows from the south end of the lake and joins the Zambezi River 400 km farther south in Mozambique. The surface of Lake Malawi is located at 460 m above sea level, with a maximum depth of 700 m. In the mountainous sections of Malawi surrounding the Rift Valley, plateaus rise generally 910–1 200 m above sea level, although some rise as high as 2 400 m in the north. To the south of Lake Malawi lie the Shire Highlands, gently rolling land at approximately 910 m above sea level. In this area, the Zomba and Mulanje mountain peaks rise to respective heights of 2 100 m and 3 000 m.

Malawi's climate is hot in the low-lying areas in the south of the country and temperate in the northern highlands. The altitude moderates what would be an otherwise equatorial climate. Between November and April the temperature is warm with equatorial rains and thunderstorms, with the storms reaching their peak severity in late March. After March, the rainfall rapidly diminishes and from May to September wet mists float from the highlands into the plateaus, with almost no rainfall during these months.

3.1.2 Malawi's history and people

Malawi was colonized by the British, who ruled the country (then called Nyasaland) until 1964. Upon gaining independence, it became a single-party state under the presidency of Hastings Banda, who remained president until 1994, when he was ousted from power. Malawi is now a democratic state, with multiple political parties.

Malawi is one of sub-Saharan Africa's most densely populated countries (the estimated population in 2008 was 13 931 831 people). The population of Lilongwe – Malawi's political capital since 1971 – exceeds 400 000. All government ministries and the Parliament are located in Lilongwe. Blantyre remains Malawi's major commercial centre and largest city, having grown from an estimated 109 000 inhabitants in 1966 to nearly 500 000 in 1998.

Malawi has a low life expectancy and high infant mortality. There is a high prevalence of HIV/AIDS, which is a drain on the labour force and government expenditures, and is expected to have a significant impact on gross domestic product (GDP) by 2010. There is a diverse population of various native tribes and immigrants, with Christians comprising 80 percent of the population and Muslims 13 percent.

3.1.3 Natural resources

Malawi is endowed with several natural resources, namely limestone, uranium, coal and bauxite. The uranium deposits were previously unexploited, with mining operations beginning in the far north of the country, near the Tanzanian and Zambian borders, in recent years. The main natural resource exploited currently in Malawi is arable land, because more than one-third of the country's GDP and 90 percent of export revenues come from agriculture.

Hydroelectric power is also an important natural resource: 96.7 percent of the electricity used in the country is from hydroelectric dams in Malawi, with the remainder coming from fossil fuels. Malawi does not produce any petroleum, thus petroleum is one of the leading imports to the country.

Malawi faces a number of environmental challenges, including deforestation; land degradation; water pollution from agricultural runoff, sewage, and industrial wastes; and siltation of spawning grounds, which endangers fish populations.

3.1.4 Economy

Malawi is among the world's least developed countries, ranking 172nd of 177 countries in the world in terms of nominal GDP per capita. The economy is heavily based on agriculture, with around 85 percent of the population living in rural areas. More than one-third of GDP and 90 percent of export revenues come from agriculture. In the past, the economy of Malawi has been dependent on substantial economic aid from international donors; however, concerns about corruption stopped most of this flow in 2000. Economic growth was estimated at 3 percent in 2008, although it has been predicted that the economy would grow at slightly over 8 percent in 2009, the second fastest growth rate in the world for 2009. In 1990, it was estimated that 54 percent of people lived below the poverty line, with a decrease to 40 percent in 2006.

The main agricultural products of Malawi include tobacco, sugar cane, tea, cotton, corn, potatoes, sorghum, cattle and goats (see Table 1 for the top food crops produced). The main industries are tobacco, tea and sugar processing, sawmill products, cement and consumer goods.

3.1.5 Trade

In 2006, Malawi exported an estimated US\$650 million in goods. Approximately 60 percent of those revenues are from tobacco (see Table 2), which places a heavy burden on the economy as world prices are declining and the international community increases pressure to limit tobacco use, and therefore tobacco production. The country also relies heavily on tea, sugar and cotton, with these three plus tobacco making up more than 75 percent of Malawi's export revenue. Other exported goods are apparel, groundnuts, other nuts, maize, and wood products. The main destinations for the country's exports are to the Commonwealth market (75 percent of total exports), SADC countries (60 percent of total), mainly South Africa, Mozambique, Zimbabwe, and Zambia. Malawi also exports to Germany, Egypt, the United States, Russia and the

Netherlands. Malawi currently imports an estimated US\$1 billion in goods per year, with the main commodities being petroleum products, tobacco, consumer goods and transportation equipment. The main countries that Malawi imports from (data from 2007) are South Africa (36 percent), India (8.5 percent), Tanzania (6 percent), the US (6 percent) and China (5 percent).

Table 1:
2007/8 Agricultural (food) production.

Rank	Commodity	Production (metric tonnes) (MOA)
1	CASSAVA	3 608 017
2	MAIZE	2 948 507
3	S. POTATOES	2 578 825
4	I. POTATOES	673 438
5	PULSES	407 531
6	TOBACCO	306 351
7	GROUNDNUTS	261 810
8	RICE	132 239
9	SORGHUM	63 698
10	COTTON	63 290
11	MILLET	32 251
12	SUNFLOWER	5 910
13	WHEAT	4 605
14	PAPRIKA	1 808
15	COFFEE	1 403
16	CHILLIES	1 109
17	SESAME	504
18	CASHEW	283
19	MACADAMIA	35

Table 2:
Trade 2006: Top agricultural commodities.

AGRICULTURAL EXPORTS		
Commodity	Value (millions MWK) (NSO)	% of total
Tobacco	55 840	61t
Tea	6 737	7
Sugar	5 418	6
Cotton	1 833	2
Groundnuts	1 094	1
Other nuts	999	1
Maize(corn)	753	1
Dried legumes	700	1
Pepper	606	1
Coffee	381	0.40
AGRICULTURAL IMPORTS		
Commodity	Value (Millions MWK) (NSO)	% of total
Tobacco	7 071	4
Wheat & Meslin	4 138	3
Soybean oils	2 062	1

Note that MWK= Malawi Kwacha. Exchange rate as of 2 April 2009 was 140.5 MWK= US\$1
MOA= Ministry of Agriculture and Food Security; NSO= Malawi National Statistics Office

3.1.6 Statistics on agriculture in Malawi

Table 3. Agricultural statistics.

Surface area:	118 500 km ² (2007)
Arable land:	31 987 km ² (2008)
Forest land:	36.2% (2005)
Irrigated land:	2.2% (2003)
Agriculture contribution to GDP:	24% (2007)
Average annual growth:	10.9% (2006)
Agriculture contribution to foreign exchange:	80% (2007)
Rural population (as % of total population):	83% (2004)
Agricultural labour force:	82% (2003)
Food imports (% of merchandise imports):	12.7% (2004)
Fertilizer ('00s grams per ha of arable land):	839.2 (2002)
Tractors per 1,000ha of arable land:	0.6 (2003)
Cereal yield (kg/ha):	1 097.3 (2005)
<i>Food consumption</i>	
(Share of dietary energy supply 2001–2003)	
	Maize & products: 53%
	Potato & products: 9%
	Cassava & products: 7%

3.2 Trends in production, processing and distribution that influence biosecurity

Agricultural production is being intensified in isolated incidences in some sectors, but most of the agricultural production in Malawi continues to be carried out by small-scale farmers, where there is often very little control over disease. If Malawi is not able to continue to increase production of its staple food, maize, it will need to import maize, which may bring numerous pests into the country. Deforestation is also a large problem in Malawi; thus, the government is trying to reduce the export of unsustainable wood products and the mass production of charcoal by smallholders. Fish stocks in Lake Malawi and the Shire River are decreasing; thus more frozen fish are being imported from Asian countries to large supermarkets. However, it is currently unclear which agency is responsible for the inspection of these frozen fish. This decrease in fish production is partially caused by the spread of water hyacinth in the Shire River. This also causes electricity blackouts because the floating plants can clog the water input to hydroelectric dams, which can also negatively affect the hygienic functioning of food processing plants, as well as disturbing the food cold chain in the country (which is powered by electricity).

There is a great deal of discussion regarding the use of genetically modified seeds to produce crops in Malawi. This also brings a number of biosecurity issues that the country must deal

with in regard to controlling the growth, distribution and utilization of such seeds and crops. Most food processing in Malawi is done currently on a small-scale basis, or by the few large food processors working in the country. Food processors must establish hazard analysis critical control point (HACCP) systems for products with export potential, in order to meet the increasingly stringent requirements of large food importing markets.

In terms of distribution, large supermarket and retail store chains (primarily from South Africa) are on the rise in Malawi, which brings in many more imported products that must be inspected and addressed properly. However, as a result of its porous borders with neighbouring countries, many products are still brought into the country through the informal sector, thus without any inspection or control. If Malawi would like to continue and strengthen its agricultural export markets, the country must be able to demonstrate that it can meet the sanitary and phytosanitary standards of importing countries.

3.3 Pathways for introduction of biosecurity hazards

The major pathways for the introduction of identified biosecurity hazards in Malawi include the following:

- (i) cross-border activities, particularly with Mozambique because this is the main route to the seaport and to South Africa, a major trading partner;
- (ii) tourism; increasing movement of humans and goods; researchers coming into the country and bringing or taking agricultural products with them;
- (iii) diseases that affect domestic animals and humans being transmitted through wild animals in the national parks;
- (iv) foods of inferior quality coming into the country or being produced in the country, resulting in occasional outbreaks;
- (v) illnesses such as cholera transmitted through contaminated water and transit of people and goods from Zimbabwe, where there is currently a large cholera outbreak;
- (vi) unintentional or intentional introduction of alien invasive species to water and land;
- (vii) importation of food, e.g. large grain borer with maize imports;
- (viii) food production, processing, preservation and storage carried out under sub-standard hygienic conditions;
- (ix) bird migration and regional trade – a pathway for avian influenza.

Table 4 gives a summary of the biosecurity hazards across the sectors, which were identified through discussions with stakeholders. This list is not necessarily comprehensive, but it attempts to address the key hazards (not listed in any particular order). This review of hazards was conducted to generate ideas on issues that should be addressed in the Biosecurity National Action Plan (NAP) that was developed through this project.

Table 4. Biosecurity hazards/threats identified by stakeholders.

Threat/hazard	Effects/impacts	Responsible agencies
Food and water-borne illnesses	Human health; illness and death	MOH, MBS, MOA, MOLGRD
Avian influenza	Animal and human health	DAHLD, MOH, PWD
Foot-and-mouth disease	Animal health (economic losses)	DAHLD, PWD
Aflatoxins	Human health and post-harvest losses, animal health problem if fed to animals	MOH, MBS, MOA-PH, DAHLD
Tobacco pests	Plant health and economic losses	MOA-PH, ARET
Sugar cane pests	Plant health and economic losses	MOA-PH, Private sector
Alien invasive species	Environment and biodiversity	MOA, NRC, DOFO, DOFI
Fruit fly	Plant health and economic losses	MOA-PH, PCB
LMOs and GMOs	Environment and biodiversity	NRC, DEA, MOA, MBS, Univ. Malawi
Indiscriminate use of pesticides/pesticide residues in foods	Human health, environment, plant health, animal health	MOA-PH, DEA, MOH, PCB, MBS, DAHLD
Rabies	Human health and animal health	DAHLD, MOH, PWD
Tryptosomiasis	Human health and animal health	DAHLD, MOH, PWD
Larger grain borer	Food safety, plant health, food security	MOA-PH, MBS, MOH
Banana bunchy top virus	Plant health, food safety	MOA-PH, PCB
Wood borer	Forest health	DOFO

3.4 Cultural perceptions and practices

Biotechnology is not well understood in Malawi, and it has been the subject of lengthy discussions in the development of a Biosafety Policy in Malawi, as well as a Science and Technology Act. Initially, there was a great deal of confusion in the country surrounding the term “biosecurity” and what the project intended to accomplish. Maize is the staple of the Malawian diet, although the government and other agencies working in the country are trying to encourage people to eat foods other than only maize, to improve food security as well as to increase the diversity of nutrient intake. Therefore, pests that affect maize, either in production or storage, are critical.

Many smallholder farmers keep a few chickens near their homes, and may even bring the animals inside their homes at night. Therefore, controlling the spread of diseases such as avian influenza is also very important to the health and culture of Malawians.

Malawi's biosecurity capacity and performance assessment

In accordance with the procedure outlined in the *FAO Biosecurity Toolkit*, Step 4: “Assess existing biosecurity capacity and performance”, this assessment of Malawi's biosecurity status addresses the policy framework, legal and regulatory framework, organizational arrangements, and communication, followed by an examination of the sectors of biosecurity/risk analysis functions at an organizational level.

4.1 Policy framework

Fragmented policies related to biosecurity exist across various sectors, but many of those policies are outdated. No integrated policy on biosecurity exists at the time of this assessment. The existing policies that are in place related to biosecurity include the following:

- Biotechnology Policy
- Forest Policy
- Fertilizer, Farm Feeds, and Remedies Policy
- Environmental Management Policy
- Parks and Wildlife Policy
- Science and Technology Policy
- Animal Health Policy
- National Medicine Policy
- Fisheries and Aquaculture Policy

4.2 Legal and regulatory framework

There is no integrated legal framework on biosecurity, and sectorial legislation is often outdated or inadequate. There is very limited domestication of international standards and requirements into national laws. The following are the items of sectorial legislation in place that relate to biosecurity:

- Biosafety Act (2002)
- Science and Technology Act (2003)
- Plant Protection Act (1969)
- Animal Health Acts, about seven Acts are in place, including:
 - Meat and Meat Products
 - Milk and Milk Products
 - Control of Animals and Diseases Act (1967)
 - Protection of Animals Act (1967)
- Environment Management Act (1996)
- MBS Act (1972)
- Public Health Act (currently under revision)
- Consumer Protection Act (2003)

- Pesticide Act (2000)
- Pharmacy, Medicines and Poisons Act (1988)
- Fisheries Conservation and Management Act (1997)
- Forestry Act (1997)
- Wildlife Act (2004)
- Control of Goods Act (1986)
- Businesses Licensing Act (1987)
- National Statistics Office Act (1966)
- Industrial Development Act
- Customs and Excise Act (1991)
- Malawi Citizenship Act (1972)
- Immigration Act (1991)
- Draft Food bill (draft stage)
- City and District Assemblies By-laws in relation to food safety

Copies of many of these items of legislation were gathered during the assessment and notes on the collected legislation are available from the consultant or national counterparts.

4.3 Institutional framework

Some aspects of biosecurity in Malawi are coordinated, but many aspects need more coordination. Various ministries, departments, and NGOs all have various roles and responsibilities related to biosecurity, and may have some fragmented committees in place dealing with various issues of biosecurity. There is recognition within the country that activities should be better integrated, both within and between ministries. For example, within the Ministry of Agriculture, the Animal and Plant Health Departments and the Pesticides Control Board are all responsible for various aspects of biosecurity, but are not integrated well with each other. Furthermore, most of the biosecurity-related agencies in Malawi are largely centralized and have a limited presence at the national borders.

Malawi does have an SPS committee in place, although it is not very active. The MBS and MOA-PH serve as co-chairs for the committee. The MBS serves as the secretariat for the committee (and the food safety focal point). The agencies within the MOA that address Plant Health (MOA-PH) and Animal Health (DAHLD) serve as SPS focal points in their respective areas. The Ministry of Trade and Industry serves as the SPS National Notification Authority. A National Codex Committee is also in place, with many of the same members as the national SPS committee. The Codex Committee does meet more regularly than the SPS committee. The MBS serves as the Codex Contact Point and secretariat to the Codex Committee, while DAHLD and the University of Malawi serve as co-chairs. Malawi also has a Biosafety Committee and a Biotechnology Committee in place. The Department of Environmental Affairs serves as the secretariat for the National Biosafety Committee. Through this project, a National Biosecurity Working Group was established to improve coordination and integration of all these activities.

It is recognized that there are conflicting and overlapping roles in some biosecurity-related activities. One such example is in inspection of imported frozen fish. There is also some

collaboration of government regulatory agencies and the private sector, such as the sugar cane industry paying for the construction of plant quarantine operated by MOA-PH.

Many other Government ministries also have various roles and responsibilities related to biosecurity, which is further detailed in the listing of these agencies in the following section. More detailed notes on the visits to each of the stakeholders and biosecurity-related locations are available from the project consultant.

4.3.1 Ministry of Agriculture

4.3.1.1 Department of Animal Health and Livestock Development (DAHLD):

- current chair of National Codex Committee;
- responsible for safety and quality of foods of animal origin;
- responsible for animal health matters in country
 - drug quality control
 - livestock movement control
 - zoonotic disease control;
- livestock feeds quality control;
- SPS focal point for Animal Health issues;
- member of Common Market for Eastern and Southern Africa (COMESA) Simplified Trade Regime (STR) working group;
- OIE contact point;
- inspects incoming animal and animal products, animal feeds and vet drugs
 - checks permits, general appearance of product, packaging condition;
- operates laboratories to analyse for animal diseases, antibiotic levels in milk, etc. in all regions of the country;
- operates animal quarantine facilities;
- conducts inspections for hatcheries and processing plants;
- veterinary drug quality control;
- serves as chair and head of secretariat of the newly formed national Biosecurity Working Group.

4.3.1.2i) Plant Protection border inspectors:

- conduct produce inspections, monitor for pests;
- have capacity to perform fumigation at border, but may not be utilized;
- do NOT issue plant health certificates at the border.

4.3.1.2ii) Plant Health Research (Bvumbwe Research Station – near Blantyre):

- SPS enquiry point for plant health issues;
- issues certificates for plant health of exports;
- has fumigation chambers;
- conducts plant quarantine, primarily for sugar cane plant introductions

- could also use for other plants as necessary;
- oversees local internal quarantine if quarantine pests are found in the country, along with the crop production extension agents in the local areas;
- conducts research and diagnostic services on plant pathology, nematology, entomology;
- currently finalizing a proposal to FAO to update Plant Health regulations to be in line with Plant Health Act, which should be adopted soon.

4.3.1.2iii) Plant Health Research (Chitedze Research Station – near Lilongwe):

- IPPC contact point
- issues certificates for plant health of exports (along with Bvumbwe, Baka, and Lunyangwa Research Stations);
- reference point for confiscated plant material from Lilongwe airport;
- has facilities built for quarantine, but not up to present standards for quarantine facilities;
- conducts research on ways to reduce plant disease and reduce post-harvest storage losses due to pests, also breeds parasites to combat some pests.

4.3.1.3 Department of Fisheries (DOFI):

- works to ensure that all fisheries in Malawi are managed in such a way to promote health of the fish and to ensure their long-term sustainability;
- updates legislation and policy in line with other national policies and legal instruments;
- works to ensure that fish consumed from Malawi are safe and wholesome.

4.3.2 Ministry of Finance

4.3.2.1 Malawi Revenue Authority (MRA):

- chair of COMESA STR working group;
- serves as the first and last authority to allow products in and out of the country at border posts;
- collects customs on imported goods;
- sits on numerous national and regional boards related to trade;
- researches and determines national trade policy;
- checks licences, which should be attached to bills of entry on products;
- ensures that prohibited and restricted goods are referred to research stations for testing purposes.

4.3.3 Ministry of Health (MOH)

4.3.3.1 Environmental Health Department:

- inspection of incoming food products for spoiled products, expired products, general product condition;
- checks iodine levels in salt imports;
- monitors general sanitation of border post; checks vaccination records and general health of people going through border post;
- serves on Biosafety Committee;
- inspects restaurants and other food establishments.

4.3.4 Ministry of Home Affairs and Internal Security

4.3.4.1 Malawi Police Service:

- works with other stakeholders to ensure Malawi's national security in all aspects, including in food safety, animal and plant health;
- implements and enforces road blocks to check for various infractions, including those dealing with biosecurity issues.

4.3.4.2 Immigration Department:

- controls and monitors persons entering and leaving Malawi by issuing necessary documents to eligible persons, and processes citizenship requests;
- declares prohibited immigrant status to people attempting to bring in prohibited goods;
- also prohibits exit of persons attempting to export prohibited goods and services.

4.3.5 Ministry of Lands and Natural Resources

4.3.5.1 Department of Forestry (DOFO):

- issues export permits and phytosanitary certificates for forestry products;
- has mandate to control wood and forest-related imports, but has limited capacity to control imports;
- certifies any biological materials from forests taken out of the country for research etc. (includes snakes, plants, animals, etc.).

4.3.5.2 Department of Environmental Affairs (DEA):

- oversees regulatory and policy aspects of biosafety in Malawi;
- serves as CBD focal point for biosafety;
- focal point for IAEA.

4.3.6 Ministry of Science, Technology, and Education

4.3.6.1 National Research Council (NRC):

- promotes science and technology (including biotechnology) in Malawi;
- in a separate ministry from the regulatory body for biotechnology (Department of Environment);
- working to build human capacity in biotechnology in the country, but also needs infrastructure and equipment in place to enable effective and safe use of biotechnology.

4.3.6.2 University of Malawi (UM):

- Bunda College of Agriculture:
 - provides instruction and expertise in animal science/animal health, crop science/plant health, human nutrition/food safety, aquaculture and fisheries science, forestry, horticulture;
- Blantyre Polytechnic:
 - provides instruction and expertise in the area of environmental health, including food safety;
- Chancellor College:
 - serves as vice-chair of National Codex Committee.

4.3.7 Ministry of Tourism, Wildlife and Culture

4.3.7.1 Parks and Wildlife Department (PWD):

- ensures conservation of wildlife resources;
- promotes and develops ecotourism in Malawi;
- works to control diseases in wild animal populations, as well as plants in protected areas.

4.3.8 Ministry of Trade and Industry (MOTI)

4.3.8.1 Trade Department Administration:

- promotes production and trade in Malawi;
- oversees all trade-related activities in the Ministry;
- contact point for WTO on SPS issues;
- WTO SPS National Notification Authority;
- coordinates issues of SPS with enquiry points;
- dissemination of SPS information from WTO to stakeholders;
- regulates and monitor import and export trade;
- negotiates and applies multilateral and bilateral trade agreements;

- business inspection and licensing.

4.3.8.2 Malawi Bureau of Standards (MBS):

- commercial parastatal agency that reports to the Ministry of Trade;
- SPS Enquiry Point (directs questions on plant health and animal health to appropriate Ministry of Agriculture agencies; food safety questions go to MBS);
- Secretariat and co-chair of SPS committee;
- National Enquiry Point for TBT;
- National Codex Contact Point;
- Secretariat of National Codex Committee;
- has five departments:
 - corporate services (administration)
 - standards development (Fred Sikwese – director)
 - sets and publishes standards
 - serves as SPS Enquiry Point and SPS secretariat, Codex Committee secretariat, etc.
 - Quality Assurance dept. implements standards (see below)
 - Technical Services: laboratories and other services (see below)
 - Weights and Measures (metrology);
- Quality Assurance dept. implements the mandatory standards:
 - checks compliance with standards
 - visits industries to check compliance four times/year
 - border inspections at the four busiest border posts:
 - samples for government-mandated Import Quality Monitoring Scheme (entered into force in 2004)
 - charges a local tax fee, as well as for the IQMS;
- Technical Services department:
 - has labs only in Blantyre
 - labs are NOT internationally accredited, but are the only laboratories recognized by the Malawi Government for certifying food products in Malawi.

4.3.8.3 Malawi Export Promotion Council (MEPC):

- member of SPS committee, STR working group;
- promotes exports from Malawi from large and small-scale exporters;
- works to assist exporters to be aware of and to meet international standards:
 - holds occasional workshops on meeting SPS requirements, as well as general information for exporters on how to trade.

4.3.9 NGOs/ private sector involvement in biosecurity

4.3.9.1 Consumers Association of Malawi (CAMA):

- involved in development and implementation of Consumer Protection Act;
- member of National Codex Committee (NCC);
- represents the interests of consumers, particularly in relation to food safety.

4.3.9.2 Crossborder Traders Association:

- member of COMESA STR;
- aims to provide a mechanism for traders to present their concerns to the appropriate officials in a unified way.

4.3.9.3 Malawi Food Processors Association:

- represents interests of food processors in Malawi to government regulatory agencies and others.

4.3.9.4 Grain Traders Association of Malawi:

- represents interests of grain traders in Malawi, many of whom may also be involved in the Food Processors Association.

4.3.9.5 Malawi Road Transport Operators Association:

- represents the interests of road transporters, who may carry animal, plant or food products into, out of, and around Malawi and can also be disease-spreading vectors (both the trucks and the drivers).

4.3.9.6 Malawi Confederation of Chambers of Commerce and Industries:

- ensures that the business environment in Malawi is conducive for members;
- lobbies for a better business environment, based on data gathered;
- disseminates market access information;
- conducts training workshops for companies based on their needs, one of which may be the need to meet international biosecurity-related standards.

4.3.9.7 National Smallholder Farmers' Association of Malawi (NASFAM):

- has a HACCP committee in place to look at various safety and quality requirements of products they export;
- has an aflatoxin testing laboratory at their groundnut warehouse:
 - they also take in samples from non-NASFAM producers, but cannot give a recognized certificate;

- develops commercial capacity of its smallholder farmer members and delivers programmes that enhance their productivity, including in areas related to food safety, animal health and plant health.

4.3.9.8 Farmers Union of Malawi:

- - represents the interests of farmers in Malawi, particularly large estate farmers, in a number of different sectors.

Communication

The agencies that are involved in biosecurity in Malawi do have a certain level of informal and formal communication with each other and with other relevant stakeholders. This communication on cross-cutting aspects of biosecurity is handled currently through various meetings and focal points or the SPS enquiry point. Many communication efforts are driven by external projects or in reaction to issues raised by others, but there is generally no systematic approach to information dissemination.

High-level and diplomatic communication on matters related to biosecurity at the regional level (such as COMESA, SADC, and AU) and the international level exists, but regional collaboration on transboundary issues still needs to be developed. Stakeholders in Malawi who are involved in these various regional groupings need to communicate and coordinate their activities better. Further, mechanisms for formal (as well as informal) communication between Malawian regulatory agencies and regulatory agencies in neighbouring countries are weak.

The Government of Malawi does communicate some information on biosecurity risks to the general public, but such risk communication needs to be strengthened. Notification to the public of risks of disease outbreaks such as avian influenza or cholera occurs through posters, mass media, meetings and circulars. However, in general, the media are not very involved in the publicity of biosecurity issues.

6 Sectors of biosecurity/risk analysis functions

Core biosecurity-related activities or functions include the following: inspection, verification and enforcement; quarantine and certification; diagnostic services; emergency preparedness and response; and risk analysis. More details on the current situation in each of these core functions are included in the National Action Plan.

Most biosecurity-related activities in Malawi are undertaken by MOA (PH and DAHLD), MBS, MOH, and the Malawi Revenue Authority (MRA). Agencies such as DOFI, DOFO, DEA, NRC and others also play key roles in their respective areas within the broader topic of biosecurity. More detail on the roles of the various agencies involved in biosecurity-related functions in Malawi is included in Section 4.3 of this document, “The institutional framework”. Brief information on these functions in each of the biosecurity sectors is included below to give an indication of the situation in each sector.

6.1 Food safety

The Malawi Bureau of Standards is involved in many areas of food safety in the country. It serves as the National Codex Contact Point, the secretariat of the National Codex Committee, the Secretariat and co-chair of the SPS committee, and also the food safety focal point for SPS enquiries. It is also responsible for establishing food standards and inspecting imported food and food processing facilities, and it has the recognized laboratory for food export certification in Malawi. DAHLD is the current chair of the National Codex Committee, and is responsible for the safety and quality of foods of animal origin. It also has laboratories for testing the safety of foods of animal origin.

MOH is also responsible for the inspection of incoming food products, looking for spoiled products, expired products, and the general condition of the product. MOH also inspects restaurants and other food establishments. The Ministry of Tourism and the Ministry of Local Government are also involved in inspecting hotels, restaurants and other food establishments for hygienic conditions and food safety. DOFI is responsible for some aspects of fish safety, but the delineation of responsibilities is not clear. Overall, there are multiple gaps and overlaps in the entire food safety system.

6.2 Animal and plant health

The Ministry of Agriculture is responsible for these areas through DAHLD, PH and the Pesticide Control Board. Details of these agencies are given in Section 4.3.1. DOFO, DEA and NRC are also involved in various aspects of plant health, namely in forestry and biosafety, respectively. The Department of Parks and Wildlife also plays a key role in protecting the health of wild animals, which has an impact on the health of domestic animals.

6.3 Human Health (zoonoses)

In addition to its responsibilities in food safety, the Ministry of Health works with DAHLD and the Department of Parks and Wildlife in prevention and control of zoonotic diseases, including rabies, FMD, and avian influenza.

7 Stakeholder analysis

The analysis of stakeholders was carried out as guided by Annex 7 of the *FAO Biosecurity Toolkit*. The roles of different stakeholders are described in detail in section 4.3 of this report and are summarized below (Table 5).

Table 5. Current institution mandates, roles and responsibilities.

Roles and mandates	Responsible institutions and agencies
Formulation of policies and legislation	
Public health	MOH
Food safety	MBS, MOH, DAHLD, MOTourism, MOLGRD, DOFI
Animal health	DAHLD, DPW
Plant health	MOA-PH
Environment	DEA, NRC
Invasive alien species	MOA-PH, DEA
Biosafety and biotechnology	DEA, NRC
Fisheries	DOFI
Forestry	DOFO
Implementation and enforcement	
Public health	MOH
Food safety	MBS, MOH, DAHLD, MOTourism, MOLGRD, DOFI
Animal health	DAHLD, DPW
Plant health	MOA-PH
Environment	DEA
Invasive alien species	MOA-PH, DEA
Biosafety and biotechnology	NRC
Fisheries	DOFI
Forestry	DOFO
Services (regulatory, research, diagnostic and certification)	
Quarantine	MOA-PH, DAHLD
Risk analysis	MOA-PH
Standards setting	MBS
Diagnostic services	MOA-PH, DAHLD, MBS, FRIM
Biosafety/biotechnology	NRC, DEA
Research and scientific advice	NRC, MOA research
Early warning on food-borne disease outbreaks	MOH
Monitoring and surveillance	MOH, DAHLD, MOA-PH
Advocacy and trade	MOTI, MEPC, MRA
Inspections and certification	MRA, MBS, DAHLD, MOA-PH, MOH, MOTourism

Competent Authorities/Third party	
Inspections, verification, certification, diagnostic services, emergency preparedness, etc.	NASFAM, ARET, Tea Research Foundation are all involved in some aspects of inspection and diagnostic services in the particular commodities they deal with

8 SWOT analysis

During the second project workshop held in January 2009 (workshop report available as Annex 3), participants conducted a SWOT analysis of the biosecurity situation in Malawi. The SWOT analysis helped the participants to think about the strengths, weaknesses, opportunities and threats to the biosecurity system in Malawi, which in turn helped them to think about how to address those issues. This information was valuable in the development of the biosecurity national action plan.

Strengths:

- institutions in various sectors of biosecurity exist and are functioning;
- have a legal basis for biosecurity;
- various sectoral Acts are currently in place: plant protection, animal health, fisheries, environmental affairs, MBS Act, Goods Act, etc.;
- inspectors are in place at some border posts and throughout country:
 - veterinary inspectors, MRA, pesticides, forestry inspectors, MBS, MOH;
- laboratories are in place: veterinary, plant protection, MBS;
- some committees exist in areas related to biosecurity, such as SPS Committee, Codex Committee, COMESA Simplified Trade Regime working group, Biosafety Committee, etc.;
- political will/government interest to improve biosecurity exists.
- stakeholders recognize that something must be done to improve biosecurity.
- some disease surveillance is occurring.
- some biosecurity information dissemination is occurring, mainly related to avian influenza.

Weaknesses:

- limited understanding and knowledge of biosecurity among stakeholders and general public;
- weak collaboration and communication between some departments:
 - institutional role conflicts;
- lack of coordination and information sharing:
 - also occurs with research organizations
 - no coordinating mechanism currently in place;
- lack of capacity in biosecurity:
 - technical skills, human capacity
 - lack of resource allocation;
- weak monitoring and evaluation mechanisms:
 - central level doesn't know what districts are doing;
- uncoordinated legal framework (some acts are in place, but many are outdated and need review):
 - no overarching legislation and policies;

- limited control and monitoring of borders:
 - borders are porous; difficult to control movement;
- lack of regional integration/collaboration (with other countries);
- lack of adequate quarantine facilities;
- laboratories not accredited and not functioning adequately:
 - in particular, laboratory services not available at borders.

Opportunities:

- member of WTO, OIE, Codex, IPPC, signatory to Cartagena Protocol:
 - increases international trading opportunities;
- availability of international donors to assist in funding this area:
 - commitment of support from various external stakeholders;
- Malawi is part of various regional agreements and organizations:
 - SADC, COMESA, NEPAD, AGOA
 - has strong working relationships at regional level to address biosecurity-related issues;
- global drive for biosecurity concept:
 - increased interest of NGOs and government agencies in biosecurity-related issues.

Threats:

- lack of coordinated approach by donors
 - donor agenda;
- transboundary animal and plant diseases present in neighbouring countries;
- climate change;
- lack of biosecurity capacity in neighbouring countries;
- lack of coordination with neighbouring countries;
- increase in production and presence of high-risk products;
- trade barriers and policies;
- illegal cross-border trade;
- world financial crises;
- natural migration of animals, which cannot be controlled.

9 Conclusions and recommendations

The activities undertaken in the course of this project helped to sensitize all those contacted to the value of an integrated biosecurity approach to food safety and animal and plant health. All the stakeholders who were met in the consultative meetings, individual interviews and through on-site visits seemed to understand the value of such an approach. Most stakeholders also acknowledged the following:

- Malawi is particularly vulnerable to increased levels of pests and diseases as a result of its porous borders and the pest and disease status of its neighbours.
- In order to continue and to strengthen its export markets, Malawi must be able to meet the sanitary and phytosanitary standards of importing countries.

The current biosecurity control and management systems in Malawi are scattered in different ministries and agencies and there is no coherent and coordinated approach to prevent and manage biosecurity threats. The unclear biosecurity-related policies, weak legislation, and low capacity for effective implementation and enforcement of the laws that are in place exacerbate the biosecurity threats and make the country vulnerable to such threats. The major findings of this assessment indicate the need to improve the planning and coordination of the country's biosecurity situation through a collaborative approach.

There was a general consensus in the country on the need for better coordination of biosecurity issues in Malawi. Through this project, a national biosecurity working group has been established to facilitate better coordination (composition and TORs attached in Annex 6).

Based on the findings of this assessment, the consultant makes the following recommendations to the Government of Malawi:

- Members of the Biosecurity working group must continue to be sensitized to the value and means of implementing a biosecurity approach in Malawi.
- The Biosecurity working group must ensure that it does not duplicate the work of other existing biosecurity-related structures in Malawi, but rather seek to increase collaboration and coordination of these groups:
 - it is recommended that the COMESA Simplified Trade Regime working group, which is already functioning well and submitted the initial proposal for this project to FAO, should provide initial support to the Biosecurity Working Group.
- The Government of Malawi should seek high-level governmental support for the National Action Plan:
 - the Government should also seek technical and financial support from various donors to implement the plan;
 - plans for an overarching Biosecurity Policy should be considered at later stages;
 - development of any Biosecurity Act should come after a Biosecurity Policy is implemented, and after a thorough review of sectoral policies.

- The Government of Malawi should work actively with FAO to implement the various elements of the Action Plan.
- As detailed in the Action Plan, sectoral policies and regulations should be reviewed and aligned with those in other sectors, with the current biosecurity needs in Malawi, and to meet international standards.
- Continued capacity building, including training and infrastructure development, is needed to protect Malawi from the threats of animal and plant pests and diseases, and to protect human life and health, as well as the environment.
- The national SPS Committee and the national Codex Committee should consider merging to form one committee:
 - this is occurring in other countries (such as the Gambia);
 - many of the same organizations are or should be members of both committees;
 - this would help to conserve resources and to streamline and strengthen the work of both committees.
- It is recommended that the national SPS Committee has stronger links with the Ministry of Agriculture, particularly the Biosecurity working group.
- The Government should seek to clarify which agencies are responsible for various aspects of food control in Malawi:
 - the draft Food Act should be further discussed and eventually adopted
 - such discussion would help to facilitate discussion of food control responsibilities in Malawi.

10 Proposed 5-year Biosecurity National Action Plan for Malawi

Through the various activities of this project, a national strategic plan was developed (Table 6), with the needs for capacity building prioritized. The plan was first developed through a stakeholders' meeting in July 2008, further developed at a stakeholders' workshop in January 2009, and further modified and finalized at the final project workshop on 21–22 March 2009 (reports of all these workshops included as Annex 3). The consultant also provided input to the Action Plan based on the assessment carried out.

Table 6. Final version of a 5-year strategic National Action Plan to address the national biosecurity capacity building needs.

Current Situation	Future Goal	Needs/Gaps	Suggested Actions for Follow-up	Suggested Responsibilities	Possible Technical /Financial Support	Time-frame (year)	Overall Priority ranking
Policy Framework <ul style="list-style-type: none"> Fragmented policies related to biosecurity exist across various sectors. Some policies in place are outdated. No integrated policy on biosecurity exists. Existing policies related to biosecurity: <ul style="list-style-type: none"> Biotechnology Policy Forest Policy Fertilizer, Farm Feeds, and Remedies Policy Environmental Management Policy Parks and Wildlife Policy Science and Technology Policy Animal Health Policy National Medicine Policy Fisheries and Aquaculture Policy 	<p>Review various sectorial policies to be consistent with biosecurity concept.</p> <p>One well-defined integrated policy on biosecurity in place.</p>	<ul style="list-style-type: none"> Overlaps/ inconsistencies/gaps in various sectorial policies. Outdated information does not apply to current situation. Improve awareness and coordination among stakeholders on biosecurity. Overall biosecurity policy development 	<ol style="list-style-type: none"> Establish a national working group to guide the implementation of this action plan including aligning of sectoral policies. Hold a national workshop to raise awareness of biosecurity issues. Review/alignment of sectoral policies to harmonize with each other and the biosecurity needs in the country: <ul style="list-style-type: none"> hire a consultant to assist in reviewing sectoral policies and legislation. Develop an integrated overarching biosecurity policy, including stakeholder consultations: <ul style="list-style-type: none"> include legal practitioners to assist in developing policy framework look at examples of biosecurity policies from other countries ensure adequate political will to implement. Hold a national workshop to disseminate adopted biosecurity policy and raise awareness of biosecurity approach 	<ol style="list-style-type: none"> Min of Agriculture (MOA) - Animal Health Department to lead formation, involving appropriate stakeholders. Task force to facilitate through MOA. MOA to request assistance from FAO to hire a consultant to review and analyse policy. Working group to facilitate through MOA. All relevant institutions. 	<ol style="list-style-type: none"> FAO Biosecurity project FAO Biosecurity project FAO? FAO/ other Donors FAO/ other donors 	<ol style="list-style-type: none"> by end 2008 2009 2010? 2011? 2011? 	<ol style="list-style-type: none"> 1 1 3 3 3

Note: Priority rankings:

1= immediate action; 2= medium-term action; 3= long-term action

Current Situation	Future Goal	Needs/Gaps	Suggested Actions for Follow-up	Suggested Responsibilities	Possible Technical/Financial Support	Time-frame (year)	Overall Priority ranking
Regulatory Framework <ul style="list-style-type: none"> Fragmented legislation in various sectors of biosecurity. Legislation in place may be outdated. Preliminary list of current legislation: <ul style="list-style-type: none"> -Biosafety Act (2002) - Science and Technology Act (2003) -Plant Protection Act (1969) -Animal Health Acts (~7 Acts are in place, including: <ul style="list-style-type: none"> * Meat and Meat Products * Milk and Milk Products * Control of Animals and Diseases Act (1967) * Protection of Animals Act (1967) -Environment Management Act (1996) -MBS Act (1972) -Public Health Act (currently under revision) -Consumer Protection Act (2003) - Pesticide Act (2000) - Pharmacy, Medicines and Poisons Act (1988) - Fisheries Conservation and Management Act (1997) - Forestry Act (1997) - Wildlife Act (2004) - Control of Goods Act (1986) - Businesses Licensing Act (1987) - National Statistics Office Act (1966) - Industrial Development Act - Customs and Excise Act (1991) - Malawi Citizenship Act (1972) - Immigration Act (1991) - Draft Food bill (draft) <ul style="list-style-type: none"> - City and District Assemblies By-laws in relation to food safety 	<p>Various legislation aligned with international requirements and current national situation.</p> <p>Have an umbrella Biosecurity Act in place to provide administrative guidance, which recognizes the various sectorial Acts for the actual implementation of biosecurity actions.</p>	<p>Should harmonize Acts from various sectors and eventually could have a general overarching Biosecurity Act.</p> <ul style="list-style-type: none"> - Lack of capacity (human and infrastructure – quarantine facilities) to implement and enforce various Acts. - Need to update some acts. 	<ol style="list-style-type: none"> Review various legislation related to biosecurity to identify any gaps, overlaps or inconsistencies; amend legislation in view of that review and ensure alignment with international requirements. Must recognize initiatives of other regional/ international organizations, such as SADC and COMESA review of legislation. Enact the food bill. Develop a general umbrella Biosecurity Act to address the integration of biosecurity matters (2–3 pages in length); Act should include the formation of a Biosecurity Council or other structure to coordinate biosecurity-related activities. (Ministry of Justice to provide support in drafting.) 	<ol style="list-style-type: none"> Relevant institutions, to be prompted by the Biosecurity Working Group. Min of Health and MBS to coordinate. Min of Agriculture, through the Biosecurity working group. 	<ol style="list-style-type: none"> Ministry of Agriculture/ FAO Donor/ Government Donor/ Government 	<ol style="list-style-type: none"> 2009 2009 2012 	<ol style="list-style-type: none"> 3 3 3

Current Situation	Future Goal	Needs/Gaps	Suggested Actions for Follow-up	Suggested Responsibilities	Possible Technical /Financial Support	Time-frame (year)	Overall Priority ranking
Organizational Arrangements <ul style="list-style-type: none"> Some aspects of biosecurity are coordinated, but many aspects need more coordination. MoAgriculture, Animal and Plant Health Departments and Pesticides Control Board are responsible for aspects of Biosecurity, but are not integrated with each other. Ministry of Industry and Trade is also responsible for aspects of SPS. Different ministries, departments, and NGOs have fragmented committees dealing with issues of biosecurity, which needs to be integrated at national level. SPS committee in place; MBS and Research Plant Protection serve as co-chairs; MBS serves as secretariat (and food safety focal point). MoA Plant Health and Animal Health serve as focal points in their respective areas. Ministry of Health responsible for aspects of food safety. Ministry of Tourism does some food safety inspections of hotels and resorts. National Codex Committee is in place, including relevant stakeholders. Biosafety Committee in place. Biotechnology Committee in place. Department of Environmental Affairs is responsible for some aspects of biosecurity, particularly LMOs and GMOs, and is secretariat for National Biosafety Committee. Agencies are centralized; most not present at borders. 	<p>Biosecurity Working Group is established and functioning well, helping to integrate biosecurity activities in Malawi.</p> <p>Roles and responsibilities of stakeholders involved in biosecurity are clearly defined and understood.</p> <p>Each agency involved has the capacity to carry out its mandate effectively.</p>	<ol style="list-style-type: none"> Clarification of roles and responsibilities of different agencies and other stakeholders involved in biosecurity (e.g. MoA, Min of Industry and Trade, MoH, Dept of Environment, private sector, etc.). Strengthening and formalizing linkages between stakeholders involved in various aspects of biosecurity. Review mandate, structure and capacity of various agencies based on current responsibilities. Need for capacity building, including training and equipment. 	<ol style="list-style-type: none"> Define roles and responsibilities, develop and agree on procedures for collaboration and interaction between stakeholders involved in biosecurity, including food export certification and others. Obtain stakeholder consensus and high-level commitment on respective biosecurity roles and responsibilities. Raise awareness about biosecurity roles and responsibilities through brochures, targeting government officials. Conduct needs assessment of various agencies to assess their needs for equipment. Study tour of countries with more advanced biosecurity systems to observe their organizational arrangements and other aspects of biosecurity. 	<ol style="list-style-type: none"> Biosecurity Working Group. Biosecurity Working Group. Biosecurity Working Group. Biosecurity Working Group. Biosecurity Working Group. 	1-5. Government / FAO/ donors	2009 2010 2010 2011 2010	1.1 2. 1 3. 2 4. 3 5. 2

Current Situation	Future Goal	Needs/Gaps	Suggested Actions for Follow-up	Suggested Responsibilities	Possible Technical /Financial Support	Time-frame (year)	Overall Priority ranking
Communication <ul style="list-style-type: none"> Agencies involved in biosecurity have informal and formal communication with each other and other relevant stakeholders. Communication on cross-cutting aspects of biosecurity handled through various meetings and focal points/SPS enquiry point. However, communication on biosecurity is generally not systematic. High-level/diplomatic communication on matters related to biosecurity at regional (such as COMESA, SADC and AU) and international level exists but regional collaboration on transboundary issues still needs to be developed. Stakeholders in Malawi involved in various regional groupings (SADC, COMESA, AU, etc.) need to communicate and coordinate activities better. Mechanisms for formal (as well as informal) communication between Malawian regulatory agencies and regulatory agencies in neighbouring countries are weak. Some risk communication exists, but could be strengthened. There is limited information and intelligence sharing in issues of biosecurity and irregular migration management. Low involvement of the media in publicity of biosecurity issues. 	- Communication between agencies involved in biosecurity coordinated through the Biosecurity Working Group. - Effective communication on biosecurity with international agencies (FAO, WHO, WTO, etc.).	Enhancement of the SPS Enquiry Point. Initiate biosecurity linkages and communication at national and international level, including mechanism for communication between Biosecurity Working Group and regulatory agencies in neighbouring countries. Define stakeholders who are important for communication in biosecurity. Develop appropriate measures to create awareness of biosecurity in the general public.	1. Develop and implement an effective national communication strategy for biosecurity. This will include improving coordination and communication within and between national SPS Committee, National Codex Committee, Biosafety Committee, COMESA STR and other related committees. Include all relevant or concerned institutions in information and intelligence sharing. Sensitize politicians to raise awareness of biosecurity issues. 2. Development of Web site for the Biosecurity working group. 3. Strengthen the SPS Enquiry Point: develop and implement a work plan and budget for SPS Enquiry Point. 4. Develop a Web site for SPS Enquiry Point. 5. Create awareness among internal/external stakeholders of WTO SPS Agreement and functions of Enquiry Point. 6. Train biosecurity spokespersons and communicators in concerned agencies and work with media to disseminate messages to general public. 7. Increase involvement of media in biosecurity issues/advocacy. 8. Development of IEC materials on food safety and biosecurity (billboards, posters, etc.). 9. Incorporation of food safety/ biosecurity issues in primary, secondary, and tertiary schools' curricula.	1. Biosecurity Working Group. 2. Biosecurity Working Group. 3. Ministry of Trade. 4. Ministry of Trade. 5. Ministry of Trade. 6. Biosecurity Working Group. 7. Biosecurity Working Group. 8. Biosecurity Working Group. 9. Biosecurity Working Group.	STDF WTO FAO	1. 2009 2. 2010 3. 2010 4. 2010 5. 2010 6. 2011 7. 2009 8. 2011 9. 2011	1. 2 2. 2 3. 2 4. 2 5. 2 6. 2 7. 2 8. 2 9. 2

Current Situation	Future Goal	Needs/Gaps	Suggested Actions for Follow-up	Suggested Responsibilities	Possible Technical /Financial Support	Time-frame (year)	Overall Priority ranking
Inspection, verification and enforcement <ul style="list-style-type: none"> Food safety inspections are carried out by MoH, MO Tourism, MOTI, MBS, MOA, Min of Local Government (Assemblies). MRA involved in verification and enforcement. Animal, plant health and pesticide inspection is carried out by MOA and is well established. FRIM carries out inspection of wood and wood products, non-wood forest products. Most agencies are centralized (particularly for issuing licences). Inspectorates face a number of challenges (shortage of inspectors, inadequate facilities, mobility difficulties and lack of transportation, inspection guidelines and procedures, skills on modern inspection techniques, etc.). Tea Research Foundation of Malawi involved in tea export and import. Lack of political will for enforcement. MOH has power to inspect and impound products. 	Inspection, verification and enforcement is efficient, coordinated (with other biosecurity-related agencies and other border agencies), and carried out consistently with international standards and recommendations in order to meet national needs and standards.	<ul style="list-style-type: none"> Upgrade technical capacity of inspectorate. Development and use of appropriate guidelines and procedures for inspection to ensure consistency. Address shortage of inspection equipment (equipment for real time field detection especially at entry points) and mobility constraints. Require penalties that are deterring. 	<ul style="list-style-type: none"> Assess capacity of biosecurity inspectorate (number, skills, location of inspectors and budget available, etc.). Review the capacity assessment results and recommend improvements to the Biosecurity working group (WG); consider the option to implement a single-window policy for all agencies to work together in border inspections. Biosecurity WG to discuss the recommendations; WG to clearly define the roles of various agencies involved in biosecurity inspections, including food safety, animal/fish health and plant health/forestry inspections. Develop inspection guidelines based on existing international manuals (e.g. FAO inspection manuals) for use by inspectors. Strengthening capacity: <ul style="list-style-type: none"> provide training on inspection guidelines, modern inspection techniques, etc. to inspectors increase recruitment and retention of inspectors upgrade capacity of inspectorate (financial and technical) joint pre-licensing inspection of food processing and vending premises (with all stakeholders) Food handlers and food establishment owners to be sensitized to food safety. 	Relevant government agency responsible for inspection in each sector; Biosecurity working group: Ministry of Agriculture to coordinate Ministry of Local Government (District Commissioners)	FAO, STDF,	1. 2009 2. 2010 3. 2010 4. 2010 5. 2010 6. 2010 7. 2010 8. 2010 9. 2010 10. 2010 11. 2010 12. 2010 13. 2010 14. 2010 15. 2010 16. 2010 17. 2010 18. 2010 19. 2010 20. 2010 21. 2010 22. 2010 23. 2010 24. 2010 25. 2010 26. 2010 27. 2010 28. 2010 29. 2010 30. 2010 31. 2010 32. 2010 33. 2010 34. 2010 35. 2010 36. 2010 37. 2010 38. 2010 39. 2010 40. 2010 41. 2010 42. 2010 43. 2010 44. 2010 45. 2010 46. 2010 47. 2010 48. 2010 49. 2010 50. 2010 51. 2010 52. 2010 53. 2010 54. 2010 55. 2010 56. 2010 57. 2010 58. 2010 59. 2010 60. 2010 61. 2010 62. 2010 63. 2010 64. 2010 65. 2010 66. 2010 67. 2010 68. 2010 69. 2010 70. 2010 71. 2010 72. 2010 73. 2010 74. 2010 75. 2010 76. 2010 77. 2010 78. 2010 79. 2010 80. 2010 81. 2010 82. 2010 83. 2010 84. 2010 85. 2010 86. 2010 87. 2010 88. 2010 89. 2010 90. 2010 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Current Situation	Future Goal	Needs/Gaps	Suggested Actions for Follow-up	Suggested Responsibilities	Possible Technical /Financial Support	Time-frame (year)	Overall Priority ranking
Quarantine and certification <ul style="list-style-type: none"> • MOA (Plant and Animal Health) has mandate for quarantine of live animals and plants, as well as animal and plant health certification. • Department of Forestry has mandate for quarantine of wood products, as well as certification of forest products. • National Parks and Wildlife conducts quarantine of wildlife. • Fisheries conducts quarantine of exotic fish. • MBS, MOA have mandate for food export certification. • Plant Health does not have functional quarantine facilities, except for sugar cane. • Animal health quarantine facilities are not located at the border, but are inside the country in a heavily populated area; facilities are not in good condition. • Most borders do not have personnel and facilities for quarantine. • MOH has quarantine facilities in international airports, but not at land borders. • Poor licensing procedures. 	Effective quarantine and certification systems exist that are capable of preventing the entry and establishment of pests and diseases, and controlling the spread of pests and diseases to prevent genetic resources erosion, and increase market access. Good coordination between countries in quarantine and certification.	<ul style="list-style-type: none"> • Upgrade animal and plant quarantine capacity (skills and infrastructure). • Strengthen coordination between relevant agencies, particularly in certification. • Capacities at borders are lacking. 	1. Review and update quarantine and certification manuals addressing sampling protocols, procedures (guidelines for import/export of plants/animals, their products and derivatives), quality assurance, reporting, etc. 2. Training of quarantine officers. 3. Establish animal quarantine facilities at major entry points (particularly near Mwanza). 4. Create/upgrade new plant quarantine stations, particularly at border posts. 5. Clarify roles for food export certification agencies.	1. MOA. 2. MOA. 3. MOA. 4. MOA. 5. MOA, MBS.	FAO STDF IPPC Other donors	1.200 9 2.200 9 3.201 1 4.201 1 5.200 9- 2010	1. 1 2. 1 3. 2 4. 3 5. 2

Current Situation	Future Goal	Needs/Gaps	Suggested Actions for Follow-up	Suggested Responsibilities	Possible Technical /Financial Support	Time-frame (year)	Overall Priority ranking
Diagnostic services <ul style="list-style-type: none"> • MOA, MOH, MBS, academia, FRIM, etc. all operate laboratories for different functions. • Labs have inadequate functioning equipment, as well as obsolete equipment. • No diagnostic testing capability at border posts or airports. • Labs have inadequately trained staff. • Little research or studies carried out before new species are introduced into the country. • No biotechnology testing lab for diagnostic purposes. • MBS and vet labs not internationally accredited. 	Food safety, livestock and plant laboratories are operating efficiently and in coordination with each other, and are accredited as appropriate. - Laboratories and government understand their role in helping to strengthen biosecurity. -Diagnostic testing capability at major border posts (7) and airports (2).	<ul style="list-style-type: none"> • Upgrade capacity of national and regional (southern, central, northern) laboratories. • MBS and vet labs in Malawi need to be internationally accredited. • Inadequate qualified staff and equipment. • Establishment of diagnostic testing capability at border posts and airports. • Strengthen national public health reference labs and selected districts labs. 	1. Review capacity of labs (staff, equipment, etc.), identify ways to improve capacity and seek support for modernization. 2. Train analysts and technicians on chemical analysis, microbiology, pesticide analysis, etc. and use and maintenance of available equipment. 3. Update, and develop as appropriate, test methods, lab manuals, protocols, Standard Operating Procedures, benchmarks, etc. 4. Develop plan for accreditation for appropriate labs as long-term goal. 5. Establish diagnostic testing capabilities at major border posts and airports. 6. Establish a reference lab for validation of lab results.	Government agencies responsible for relevant labs.	FAO, World Bank, UNIDO, STDF, Bilateral Donors	1.2009-2010 2.2009-2011 3.2010-2011 4.2010-2012 5.2012 6.2012	1. 1 2. 2 3. 2 4. 3 5. 3 6. 3

Current Situation	Future Goal	Needs/Gaps	Suggested Actions for Follow-up	Suggested Responsibilities	Possible Technical /Financial Support	Time-frame (year)	Overall Priority ranking
Emergency preparedness and response <ul style="list-style-type: none"> Avian Influenza National Rapid Response Team in existence. National Animal Health Emergency Plan in place. Could be applied to other emergency situations. Department of Relief and Disaster Preparedness (Office of President) has in place safety net programmes for assisting people who have lost crops and livestock through natural disaster or through disease outbreaks. An emergency epidemic committee is in place. Weak cross-border epidemic collaboration. 	<p>Sound systems in place to proactively respond to and manage biosecurity emergencies.</p> <p>Department of Relief and Disaster Preparedness operating effectively so that people can learn/tap knowledge from them.</p>	<p>Clarify roles and responsibilities of different stakeholders in biosecurity emergency situations. Need to enhance networking and coordination with Dept of Relief and Disaster Preparedness.</p>	<p>1. Expand National Animal Health Emergency Plan (including responsibilities) to be used in all other biosecurity emergency situations; develop decision-making and operational procedures for biosecurity emergencies.</p> <p>2. Provide training on biosecurity emergency response.</p> <p>3. Schedule yearly meetings of stakeholders to share information on how to handle emergencies.</p> <p>4. Strengthen cross-border collaboration, particularly in emergency preparedness and response.</p>	<p>MOA MOH Others OPC/Local Government</p>	<p>World Bank FAO STDF</p>	<p>1.2010 2.2011 3.2009-2012 4.2009-2012</p>	<p>1. 2 2. 2 3. 3 4. 3</p>

Current Situation	Future Goal	Needs/Gaps	Suggested Actions for Follow-up	Suggested Responsibilities	Possible Technical /Financial Support	Time-frame (year)	Overall Priority ranking
Risk analysis <ul style="list-style-type: none"> Limited knowledge and specialized skills on components of risk analysis (risk assessment, risk management, risk communication) for use in food safety, animal health, plant health and biosafety. 	Biosecurity decision-making is based on risk analysis. All sectors should be involved in and receive appropriate risk communication.	Development of knowledge and skills on principles and use of risk analysis in food safety, animal health, plant health and biosafety.	1. Training workshop on concept of risk analysis (risk assessment, risk management, risk communication) in biosecurity using available FAO training manuals. 2. Sectoral training on use of risk analysis in different biosecurity sectors. 3. Training in safety assessment of foods derived from modern biotechnology.	1. Biosecurity Working Group. 2. Biosecurity Working Group. 3. Dept of Environment/ MBS/MOH/ MOA.	FAO STDF OIE IPPC WHO	1.2009 2.2010 3.2012	1. 1 2. 2 3. 3

Annex 1: International Consultant Terms of Reference

Mission 1: Biosecurity follow-up activities in Malawi

Under the direct supervision of the Director, Nutrition and Consumer Protection division (AGN) and the relevant technical officers at AGP/AGN, the PSA subscriber will conduct biosecurity follow-up activities in Malawi.

1 Malawi

The PSA subscriber (International Consultant) will:

- be briefed by AGN/AGP officer(s) about the purposes and expected outcomes of the activities (Rome, 3 working days);
- prepare the activity plan with time frame with national counterpart and submit the plan to AGN/AGP officer(s) for approval;
- carry out the activity implementation in Malawi (12 days WAE);
- assist local counterparts in logistical arrangement of FAO backstop mission;
- liaising with national counterparts, draft a detailed final report, including day-by-day activity report. If workshops/trainings/seminars involved, attach the programme, list of participants and presentations as annexes to the final report. Submit the report by no later than 30 September 2008.

Mission 2: Biosecurity follow-up activities in Malawi

Under the direct supervision of the Director, Nutrition and Consumer Protection division (AGN) and the relevant technical officers at AGP/AGN, the PSA subscriber will conduct biosecurity follow-up activities in Malawi.

2 Malawi (12-day mission (26 Jan–6 Feb 2009) + 5 days WAE, homebase)

The PSA subscriber (International Consultant) will:

- conduct a stakeholder meeting to finalize the national biosecurity action plan;
- carry out the planned activity implementation;
- assist local counterparts in logistical arrangement of FAO backstop mission;
- perform relevant activities as required;
- draft a country report on biosecurity situation in Malawi, following the format of other similar reports provided by the AGNS officer;
- submit final report on the activities completed.

Mission 3: Biosecurity follow-up activities in Malawi

Under the direct supervision of the Director, Nutrition and Consumer Protection division (AGN) and the relevant technical officers at AGP/AGN, the PSA subscriber will conduct biosecurity follow-up activities in Malawi and will receive a debriefing session in Rome.

3 Malawi (Lilongwe, Malawi, 24–29 March 2009)

The PSA subscriber (International Consultant) will:

- prepare a training workshop on risk-based food inspection within the biosecurity framework (will be done at home-base in Banjul, Gambia for 5 days);
- conduct the training workshop in Malawi;
- perform relevant activities as required;
- draft and submit the workshop report.

4 Rome (debriefing mission, 29 March–3 April 2009)

The PSA subscriber (International Consultant) will:

- be debriefed on the biosecurity project in Malawi;
- perform relevant activities as required;
- submit the final report.

Annex 2: Broad questions covered during interviews¹

Taking account of the definition of “biosecurity” (meaning a strategic and integrated approach that encompasses the policy and regulatory frameworks for analysing and managing relevant risks to human, animal and plant life and health, and associated risks to the environment):

1. What biosecurity-related responsibilities does the Ministry have?
2. What biosecurity-related activities does it undertake?
3. What resources does it have for these – human and funding?
4. With regard to its biosecurity-related activities, what data are collected?
5. Who else is responsible for/involved in the *human OR animal OR plant* health aspects of biosecurity?
6. What *human OR animal OR plant* health risks constitute the biggest threats?
7. Are there preparations for the occurrence of these pests or diseases?
8. Who is involved? What are their responsibilities?
9. What are their qualifications? What training has been undertaken?
10. What diagnostic facilities are required? Are these present in Malawi?
11. Are there written standards or procedures relating to the responsibilities/activities referred to above?

¹ Depending on the role of the person/group being “interviewed” and whether involved in managing risks to human, animal or plant life and health.

Annex 3: Project workshop reports

Workshop 1: Report of consultative meeting to develop a draft action plan for implementing an integrated biosecurity approach in Malawi 17 July 2008

Introduction

This meeting was held to initiate the activities of the FAO project in Malawi on “Promoting an integrated approach to food safety, animal and plant health at national level”. Members of the national SPS committee and other stakeholders from various sectors related to biosecurity were invited to the meeting, with many of these in attendance at the meeting (participant list included at the end of this report). The meeting was intended to increase awareness of utilizing an integrated approach to biosecurity in Malawi and to develop an action plan to implement such an approach.

Proceedings

The morning session of the workshop was co-chaired by i) the Malawi Bureau of Standards (MBS), in their role as SPS committee secretariat, and ii) the Deputy Director of Animal Health, Ministry of Agriculture, as chair of the National Codex Committee (NCC). The afternoon session of the workshop was chaired by Plant Protection Research, Ministry of Agriculture. MBS served as the secretariat for the meeting. The timetable for the meeting is available from the project consultant or national project counterparts.

After the welcome by the co-chairs and introductions of all present, Ms Londa Vanderwal, the FAO consultant, was introduced by Dr Edwin Nkhungo (presentation available from the project consultant or national project counterparts). She gave a presentation on the integrated concept of biosecurity and FAO’s work in this area (presentation available from the project consultant or national project counterparts). In the discussions following the presentation, the meeting emphasized the importance of the different sectors involved in biosecurity working together to streamline services, and to avoid gaps and overlaps. The meeting welcomed the biosecurity concept because it works well with other ongoing initiatives in the country, such as the work of the Common Market for Eastern and Southern Africa (COMESA) Simplified Trade Regime (STR) working group. The meeting also discussed the following:

- a number of overlaps and gaps in many areas of biosecurity currently exist;
- the value of various inspectors working together at border posts;
- in order to facilitate trade, there is a desire for a “one-window” policy at the border where importers and exporters only need to go to one place to get all the necessary approvals (customs, inspection, etc.) to cross the border;
- Malawi implemented a Biosafety Act in 2002, which is also a part of biosecurity. Many of the same stakeholders at the meeting, and all others involved in Biosecurity in the country were involved in the development of this Act and the Biosafety policy adopted in 2008;

- the essential importance of a strong legal framework for Biosecurity:
 - Memoranda of Understanding (MOUs) could be signed between the various agencies involved, as appropriate
 - the meeting discussed that a long-term goal for biosecurity in Malawi would be to have umbrella legislation over all sectors involved in biosecurity, with existing sectorial legislation to remain in place, but revised and updated as appropriate.

The FAO consultant then presented a 5-year action plan for biosecurity that the country of Bhutan developed in a similar FAO project in that country. Based on Bhutan's action plan, the meeting drafted a 5-year action plan to implement a biosecurity approach in Malawi, including items under the following categories:

- policy framework
- regulatory framework
- organizational arrangements
- communication
- inspection, verification and enforcement
- quarantine and certification
- diagnostic services
- emergency preparedness and response
- risk analysis.

For each of the above categories, the following items were outlined:

- current situation
- future goal
- needs/gaps
- suggested actions for follow-up
- suggested responsibilities
- possible technical/ financial support
- time frame
- priority ranking.

The meeting noted that the FAO funding for this project is available for the first 6 months of the action plan (until the end of 2008/subsequently changed to March 2009) and discussed possible activities that could be implemented during that time.

Note that the draft action plan was then circulated to all attendees at the meeting for their further comment and input. The action plan was subsequently revised after the consultant and the local project counterparts held individual meetings with various public and private sector stakeholders involved in biosecurity (both those at the consultative meeting and those not in attendance) and visited plant health and animal health laboratories and quarantine facilities, the food safety laboratories at the Malawi Bureau of Standards, and the Mwanza border post.

Conclusion of the meeting

Following the discussion of the action plan, the meeting chairman thanked everyone for their participation and closing remarks were made by all present. Plans were made for as many from the group as possible to travel to the Mwanza border post on Saturday, 19 July 2008 to view the biosecurity activities there.

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Malawi National Biosecurity consultative meeting
17 July 2008; Blantyre, MALAWI

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Workshop 2: Report of Workshop on an integrated biosecurity approach implementation in Malawi

27–28 January 2009

Introduction

This workshop was held to further advance the activities of the FAO project in Malawi on “Promoting an integrated approach to food safety, animal and plant health at national level”. This project was initiated with a needs assessment mission and stakeholder consultative meeting (held in Blantyre) in July 2008. A number of stakeholders from various sectors related to biosecurity were invited to the workshop, with many of these in attendance (participant list included at the end of this report). The workshop was intended to increase awareness of utilizing an integrated approach to biosecurity in Malawi and to finalize an action plan to implement such an approach.

Proceedings

The workshop was chaired by Dr Ben Chimera, the Deputy Director of Animal Health, Ministry of Agriculture, as chair of the Biosecurity working group in Malawi and chair of the National Codex Committee (NCC). The workshop timetable is available from the project consultant or national project counterparts.

After the welcome by the chair and introductions of all present, Mr Pinit Korsieporn, FAO Representative in Malawi, welcomed all participants to the workshop and emphasized the value of implementing an integrated biosecurity approach as promoted by FAO in Malawi. Dr Edwin Nkhulungo of the Ministry of Agriculture, the main national counterpart for this project, then provided a brief overview of the FAO Biosecurity project in Malawi and the current status of the project activities. Ms Londa Vanderwal, FAO consultant on the biosecurity project, then gave a presentation on the integrated concept of biosecurity (presentation available from the project consultant or national project counterparts). The FAO Representative in Malawi then provided some remarks on the biosecurity situation in Malawi, as well as his personal experience in the area of biosecurity.

Dr Masami Takeuchi, FAO–Rome Food Safety Officer, provided an overview of FAO’s projects in biosecurity throughout the world and more information on FAO’s future plans in the area of biosecurity. The speaker noted that the initial FAO funding for this pilot project is available until March 2009, but that additional funding from FAO and other donors is likely to be available for further activities. This was followed by a period of discussion by all participants, where the value of the biosecurity concept was emphasized, and the relationship between biosafety and biosecurity was discussed. Dr Ben Chimera, the workshop chairman, then reported on the composition and terms of reference for the national Biosecurity working group that had been proposed during the July 2008 needs assessment mission for this project. Following the presentation, participants discussed the composition, the secretariat, the activities and role of the group, as well as the duration of the group’s tenure. It was decided to discuss the needs in the area of biosecurity in Malawi and the Biosecurity Action Plan before debating the details of the means of implementing the plan further.

The FAO staff member then presented an introduction to conducting a strengths, weaknesses, opportunities and threats (SWOT) analysis of the biosecurity situation in Malawi. Examples of such SWOT analyses from other countries were provided and the participants worked in groups to conduct a brief SWOT analysis for Malawi.

An overview of the 5-year draft action plan to implement a biosecurity approach in Malawi, which was developed during the July 2008 consultative meeting, was given by the FAO consultant. The participants worked again in the same groups to discuss the various sections of the action plan in greater detail. The following sections were discussed by each group:

Group 1: Policy framework; regulatory framework

Group 2: Organizational arrangements

Group 3: Communication

Group 4: Inspection, verification and enforcement; quarantine and certification

Group 5: Diagnostic services; emergency preparedness and response; risk analysis.

For each of the above categories, the following items were outlined:

- | | |
|-----------------------------------|---|
| - current situation | - suggested responsibilities |
| - future goal | - possible technical/ financial support |
| - needs/ gaps | - timeframe |
| - suggested actions for follow-up | - priority ranking. |

On the second day of the workshop (Wednesday, January 28), the groups reported the results of their discussions on the action plan. These presentations, along with discussions held on the prioritization of the action plan at the workshop, as well as revisions from the consultant based on the subsequent stakeholder meetings held during the mission, were reflected in the development of the action plan.

Note that all the contents of this report, including the draft action plan and prioritized list of proposed actions, was circulated to all attendees at the workshop, and those met during the FAO consultant mission were asked for their further comment and input.

Conclusion of the meeting

Following the prioritization of the action plan, the workshop chairman thanked everyone for their participation and closing remarks were made. The FAO consultant reiterated that she would like to meet individually with as many of the workshop participants as possible, and would like to receive copies of all biosecurity- elated policies and legislation from each stakeholder.

FAO Biosecurity Workshop participant list (Project Workshop 2)
Lilongwe, MALAWI
27–28 January 2009

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Workshop 3: Report of Workshop on Implementation of an integrated biosecurity approach in Malawi – Case study of inspection

20–21 March 2009

Introduction

This workshop was held to further advance the activities of the FAO project in Malawi on “Promoting an integrated approach to food safety, animal and plant health at national level”. This project was initiated with a needs assessment mission and stakeholder consultative meeting (held in Blantyre) in July 2008. This was followed in January 2009 by a second mission by the FAO consultant assisting with this project, who accompanied the mission of an FAO–Rome staff member overseeing the project. A number of stakeholders from various sectors related to biosecurity were invited to this current workshop, with many of these in attendance (the participant list follows this report). The objectives of the workshop were as follows:

1. Increase understanding of how to implement a biosecurity approach, using inspection as a case study.
2. Increase knowledge and skill in the area of biosecurity-related inspection.
3. Introduce the FAO manual on *Risk-based Food Inspection* and the *FAO Biosecurity Toolkit*.
4. Finalize the Biosecurity Action Plan, National Biosecurity Working Group composition and Terms of Reference (TORs).
5. Discuss further plans for biosecurity in Malawi.

Proceedings

The workshop was chaired by Dr Ben Chimera, the Deputy Director of Animal Health and Livestock Development (DAHLD), Ministry of Agriculture, as chair of the Biosecurity working group in Malawi and chair of the National Codex Committee (NCC). The timetable for the workshop is available from the project consultant or national project counterparts.

After the welcome by the chair and introductions of the head table, Dr Edwin Nkhulungo of the Ministry of Agriculture (DAHLD), the main national counterpart for this project, then provided a brief overview of the FAO Biosecurity project in Malawi and the objectives of the workshop. Ms Londa Vanderwal, FAO consultant on the biosecurity project, then provided some remarks on the biosecurity situation in Malawi and other FAO Biosecurity projects. Dr Edwin Nkhulungo then gave a presentation on an integrated approach to biosecurity and the *FAO Biosecurity Toolkit* (presentation available from the project consultant or national project counterparts). All workshop participants then introduced themselves, and this was followed by stimulating opening remarks and the official opening of the workshop by Mr Limpita, the director of DAHLD.

The workshop participants were then randomly assigned to five working groups and each group discussed the following questions:

- What are some key biosecurity hazards in Malawi?
- Who should be involved in addressing these hazards?
- What should be done to address these hazards? (What additional capacity is needed to do so?)
- How do we develop strategies to improve Malawi's biosecurity?

Each group then reported back its discussions (results of the discussions are available from the project consultant or national project counterparts), which was followed by a period of plenary discussion of general comments and questions arising from the presentations. In particular, the participants discussed the fact that the various groups understood the word “biosecurity hazards” differently. Many participants were interested to know what the key biosecurity hazards in Malawi were, but noted that what some of the groups listed were more like biosecurity “challenges”. The facilitators drew the attention of the workshop to the various definitions of “hazard” in each of the different sectors of biosecurity, as listed in the *Biosecurity Toolkit*, as well as the section on hazard identification in the *Biosecurity Toolkit*. The workshop was informed that the questions were intended to prompt the participants to brainstorm on the current biosecurity issues that should be addressed in Malawi and how to address them, rather than to obtain prescribed responses. It was noted that the discussion generated should feed into the subsequent discussions on the Biosecurity Action Plan. The participants were also encouraged to read and study further the materials provided at the workshop for more information.

Ms Londa Vanderwal, the FAO consultant, then gave a presentation on the “Concepts and approaches of modern biosecurity-related inspection”, introducing the newly published FAO *Risk-based Food Inspection Manual* (presentation available from the project consultant or national project counterparts). The presenter explained that inspection is one important aspect of a biosecurity system and a tangible example of how an integrated biosecurity approach can be implemented in Malawi. She also explained that risk analysis is the underlying, unifying concept across all sectors of biosecurity, and drew the attention of the workshop to the information on risk analysis included in the *Biosecurity Toolkit*, as well as in the *Risk-based Food Inspection Manual*. The presenter also underlined the fact that the concepts and approach presented in the manual are applicable to all areas of biosecurity, and that food safety is related to many other areas of biosecurity. Important aspects of risk-based inspection were highlighted, including a shift from product- to process-based inspection, and the need for preventive, rather than corrective actions. The contents of the other chapters of the manual were also briefly introduced (presentation available from the project consultant or national project counterparts).

All participants then returned to the same working groups as in the morning session to discuss a number of questions related to biosecurity-related inspection. Each group then reported back its discussions (the results of the discussions are available from the project consultant or national project counterparts), which was followed by a period of plenary discussion of general comments and questions arising from the presentations.

The second day of the workshop began with a summary from the rapporteurs of the events that occurred during the first day of the workshop. The draft action plan for implementing an integrated biosecurity approach in Malawi was then introduced and a brief background to the plan was provided. The workshop participants were then divided into four groups for discussions by sector (general groupings of Animal Health, Plant Health,; Food Safety, and Trade/overarching stakeholders). Each of these groups was given a list of questions to discuss in their groups to prompt their discussions on any revisions to the Biosecurity Action Plan so that it would address the needs of that sector. The results of these discussions and the specific composition of the various sectoral groups are available from the project consultant or national project counterparts. On the basis of these discussions and the content of the group discussions from Day 1 of the workshop, each of the groups then made revisions to the draft Biosecurity Action Plan.

Each group presented its revisions to the Action Plan and plenary discussions were held on the entire action plan. The workshop agreed that the Action Plan is now finalized, although it can be revised as necessary to adapt it to current needs throughout the implementation of the plan.

Mr Misheck Soko then presented the proposed composition and the Terms of Reference of the National Biosecurity working group. The workshop discussed this matter in plenary session and made some suggestions for revision.

The workshop participants completed an evaluation of the workshop, the results of which are available from the project consultant or national project counterparts. The participants commented on the aspects of the workshop that were the most and the least useful, how the workshop could have been improved, and suggestions for future Biosecurity project activities.

Conclusion of the meeting

Dr Edwin Nkhulungo then remarked on the conclusions of the workshop and the way forward for implementing a biosecurity approach in Malawi. He noted that the initial FAO funding for the Biosecurity project was now completed, and with the finalization of the action plan and the working group, the foundation has been laid for the next step of seeking further funding to implement the Action Plan. He also thanked everyone for their active participation, even though the workshop was concluding on a Saturday owing to scheduling conflicts. The FAO consultant also thanked all the participants and organizers of the workshop, and commended Malawi for the steps being taken to implement a biosecurity approach in the country, which is one of the first countries in Africa, and in the entire world, to do so. The workshop chairman reiterated his thanks to everyone and closed the workshop on behalf of the director of the Department of Animal Health and Livestock Development, who had opened the workshop.

Project Workshop 3: FAO Biosecurity Inspection Workshop participant list
Liwonde, MALAWI
20–21 March 2009

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Elizabeth Chimwemwe Thomo	Standards Officer	Malawi Bureau of Standards, PO Box 946, Blantyre	08 893 318 09 893 318	01 870 756	elizabeththomo@mbsmw.org
Eric J. Chuma	Technical Advisor	Poultry Industry Association of Malawi, PO Box 1947 Lilongwe	01 759 157 09 321 432	01 751 349	piam.malawi@gmail.com
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SymonBenson Chiwanda	Revenue Officer	Malawi Revenue Authority, Box 41, Namwera	08 551 555		symonchiwanda@yahoo.com
Gordon Yohane Chimalizeni	Revenue Assistant	Malawi Revenue Authority	09 865 733 08 865 733		gchimalizeni1@yahoo.com

		PO Box 78, Dedza			
Kudonda Fexter Nseula	Senior Scientific Officer	National Research Council of Malawi, PO Box 30745, Lilongwe 3	01 771 550 08 895 231	01 772 431	kfnseula@yahoo.com
Samuel Nyanyale	Division Manager	National Parks & Wildlife, P.O. Box 41, Liwonde	08 876 743		saminyale@yahoo.com
V.M.G. Mhango	Produce Inspector	Department of Agriculture Research Services, Lunyangwa Research Station, Box 59, Mzuzu	08 864 914 01 930 335 09 564 914	01 310 687	coffeebarer@sdnp.org.mw
Kenneth A. Nkankha	Assistant Director of Trade	Ministry of Industry and Trade, PO Box 30366, Lilongwe 3	01 770 290 08 879 665	01 770 680 01 771 009	kankankha@yahoo.com
Humphreys Masuku	Chief Environmental Health Officer	Ministry of Health, P.O. Box 30377, Lilongwe 3	01 789 400 09 942 245	01 789 635	dzanjom@yahoo.co.uk
Busta Chiona	Environmental Health Officer	Zomba City Assembly, PO Box 43, Zomba	09 684 554		chionab@yahoo.com ; muna@malawi.net
Alexander Mwangonde	DEHO	Ministry of Health, Mzimba North District Health Office, c/o Mzuzu Health Center, PO Box 299, Mzuzu	09 557 166 01 310 579		alexandermwangonde@yahoo.com
Lazarus Juziwelo	Environmental Health Officer	Lilongwe District Health Office, PO Box 1274, Lilongwe	01 727 063 08 854 400 09 663 061		
Isaac K. Chipeta	Chief Animal health and Livestock Development Officer	Ministry of Agriculture, DAHLD, Machinga ADD, P/Bag 3, Liwonde, Machinga	01 542 397 08 899 620 09 899 620	01 542 417	icchipeta@yahoo.co.uk

Annex 4. Contact details of persons met

The contact details of persons met (in addition to those at project workshops, whose details are available in project workshop reports in Annex 3 above) are given below.

Note that the country code for Malawi is +265. The leading zero for all telephone numbers should be removed when calling from outside Malawi.

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Secretary of Cross-border Traders
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Blantyre, Malawi

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Malawi Export Promotion Council
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Border inspectors for Plant Health (Mr.
Magumbo) and Animal Health (2),
Mwanza, Malawi

Mrs Myamba
Border inspector for Ministry of Health
Mwanza, Malawi

Peter Mazanga
Border inspector for Malawi National
Bureau of Standards
Mwanza, Malawi

Jason Agar
Managing Consultant
Kadale Consultants

Representative of Malawi Food Processors
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Gordon Maluwa
Officer- in- Charge
Southern Region Animal Health
Laboratories
Ministry of Agriculture

Farm workers at the animal health
quarantine facilities

Chrissie Floa
Organization and Administration
Malawi Road Transport Operators
Association
Blantyre

Lauryn Khangamwa
Economic Analyst

Malawi Confederation of Chambers of
Commerce and Industries
Trade Fair Grounds
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Dr M.P.K.J Theu
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Annex 5: Day-by-day summary of activities

Mission 1:

Saturday, 12 July 2008

- Arrival in Lilongwe, MALAWI.

Monday, 14 July 2008

- Briefing session with FAO Assistant Representative, as well as discussions with FAO Program and Administrative officers to discuss project logistics.
- Prepared materials for consultative meeting.
- Met with Dr Nkhulungo, national project counterpart, to discuss mission and project plans .

Tuesday, 15 July 2008

- Met with FAO-Malawi accountant, FAO-Assistant Representative, and FAO programme officers with Dr Nkhulungo to further discuss project logistics.
- Met with Dr Ben Chimera, Chairman of the National Codex Committee, deputy director of the Department of Animal Health, Field Programs unit, and supervisor of Dr Nkhulungo to discuss the mission and project.
- Purchased stationery supplies for workshop and finalized logistical details.

Wednesday, 16 July 2008

- Drove from Lilongwe to Blantyre (5 hours) and learned the following en-route:
 - o Much of the border between Mozambique and Malawi is basically just a path marking the border, or is even the main road itself.
 - o Basically all the main roads into neighbouring countries have a staffed border post.
 - o There are a number of villages just across the border, on the Mozambican side, with a long stretch of land before the next villages in Mozambique.
 - o There are few animals on the Mozambique side of the border near Malawi, probably an after-effect of the war there.
 - o Bordering countries usually say they don't have much money when they are approached about improving their animal disease status.
- Met with core SPS committee and COMESA (Common Market for Eastern and Southern Africa) Simplified Trade Regime (STR) team members at the Malawi Revenue Authority complex.
 - o Persons present: Fred Sikwese, MBS; C. Dexes Chanza, Cross-border Traders Assn; Maurice W.C. Gondwe, Malawi Export Promotion Council; Misheck Soko, Plant Protection Research; David Kamangira, Plant Protection Research; Fred Mpeusa and assistant Patricia, Malawi Revenue Authority; Dr Nkhulungo, Veterinary Department.
 - o Discussed invitations for the workshop. All SPS committee members were invited, as well as other stakeholders that were requested by the RO.
 - o Discussed workshop programme, co-chairs, logistics.

- Discussed the programme for the rest of RO's visit: Mwanza border visit, other people to visit in Blantyre and Lilongwe, as well as briefly discussing the process of planning activities for the rest of the project.
- Prepared handouts for the workshop.
- Prepared other logistical details for the workshop, with the assistance of Julia Chagunda, FAO-Malawi.

Thursday, 17 July 2008

- Held stakeholder workshop to raise awareness of a biosecurity approach and to initiate draft Action Plan.
- A copy of the workshop report is included in Annex 3 of this document.

Friday, 18 July 2008

- Sent out draft Action Plan to all participants at workshop to gain their feedback.
- Began interviews with stakeholders:
 - Interviewed the Cross-border Traders Association.
 - Interviewed Malawi Export Promotion Council – met General Manager and Projects and Research Officer.
 - Interviewed Malawi Bureau of Standards and toured food safety laboratories.

Saturday, 19 July 2008

- Visited Mwanza border post (2 hour drive each way). Visited with inspectors present and toured facilities.
- Interviewed Malawi Revenue Authority in transit.

Monday, 21 July 2008

- Visited Bvumbwe Agriculture Research station to speak to plant health officials and view plant quarantine facilities.
- Interviewed representative of Malawi Food Processors Association.
- Interviewed the Consumers Association of Malawi.
- Visited the Business Information Center, part of the Malawi Export Promotion Council.

Tuesday, 22 July 2008

- Visited the Southern Region Animal Health Laboratories for the Ministry of Agriculture.
- Visited the Animal Health Quarantine facilities.
- Stopped at the Malawi Polytechnic Environmental Health Department, but all faculty members were attending a funeral and would not be available for the remainder of the mission, so was not able to meet with them.
- Met with the Malawi Road Transport Operators Association.
- Met with the Malawi Confederation of Chambers of Commerce and Industries.

Wednesday, 23 July 2008

- Travelled to Lilongwe (5 hours).
- Met with Department of Forestry Director.

- Met with the Principal Secretary of the Ministry of Agriculture. He asked me to provide him with an executive summary of my mission report so that he can brief his minister and others as necessary, and also so that he can take action on the matter accordingly.

Thursday, 24 July 2008

- Met with Director of Environmental Affairs.
- Met with Director of Trade.
- Went to meeting scheduled with Ministry of Health – Environmental Health department, but that person was unexpectedly called out of town and no one from that department was available for the remainder of the mission, so were not able to interview them individually (the Head of Environmental Health Department was at the 17 July consultative meeting, however, so had input into the discussions there and the Action Plan).
- Met with Malawi National Plant Protection Organization (NPPO) contact point at Chitedze Research station.
- Met with Malawi Police Department.

Friday, 25 July 2008

- De-briefed with FAO-Assistant Representative (AR) regarding the outcome of the mission and next steps, as well as with the FAO programme assistants regarding logistical details for the project and mission:
 - o sent FAO-AR a copy of the action plan and executive summary of the mission, will send report and other relevant information from the mission when completed;
 - o he will also inform the new FAO rep, who is scheduled to arrive in August 2008, of the project;
 - o noted that TCP project requests must go through the FAO-Malawi office, including a letter of support from the PS-Ag:
 - can only have four TCP projects per country at a time
 - relevant technical division in Rome must also support the project.
- Met with Deputy Director of Animal Health (Dr Ben Chimera), who is proposed to chair the suggested Malawi Biosecurity task force:
 - o discussed possible composition and TORs of Biosecurity Task Force;
 - o noted that the letter of invitation to the task force can come from the Animal Health Director, signed by the PS-Ag, with TORs attached (once approved).
- Met with Department of Parks and Wildlife.
- Met with National Association of Smallholder Farmers of Malawi (NASFAM).
- Met with National Research Council.
- Reviewed mission executive summary, Biosecurity Action Plan, project budget, final discussions, and next steps for the project with main project counterparts (M. Soko and E. Nkhulungo).

Sunday, 27 July 2008

- departed Lilongwe at 13:05

Mission 2:

Saturday, 24 January 2009

- Arrival in Lilongwe, MALAWI

Sunday, 25 January 2009

- Meeting with Dr Nkhulungo, main national project counterpart and Dr Masami Takeuchi, FAO-Rome to discuss general plans for project.

Monday, 26 January 2009

- Briefing session with FAO Representative, as well as discussions with FAO Programme and Administrative officers to discuss project logistics.
- Prepared handouts and other details for project workshop.
- Met with Dr Ben Chimera, Chairman of the National Codex Committee, deputy director of the Department of Animal Health, Field Programs unit, and supervisor of Dr Nkhulungo to discuss the forthcoming workshop, mission and project.
- Met with Principle Secretary 2 of the Ministry of Agriculture, Dr Erica Maganga, to brief her on project in the absence of the PS, who was very supportive of the project during the previous mission
- Met with Director of Fisheries Department (part of Ministry of Agriculture), Dr Alexander Bulirani, to discuss project and sector-specific needs of the Fisheries Department.
- Met briefly with a Director from the Ministry of Trade to confirm invitation of the Ministry of Trade to attend the project workshop.
- Met the Chief Environmental Health Officer of the Ministry of Health to discuss workshop and the project.

Tuesday, 27 January 2009

- Held stakeholder workshop to discuss draft action plan.
- A copy of the workshop report is attached to this document as Annex 3.

Wednesday, 28 January 2009

- Day 2 of workshop.
- Met with FAO-Representative and other FAO-Malawi staff for final project discussions before the departure of Dr Masami Takeuchi.
- Held final discussions with Dr Masami Takeuchi before her departure to Rome (departure on Thursday morning).

Thursday, 29 January 2009

- Along with Dr Nkhulungo and Mr David Kamangira, main project counterparts, met with stakeholders present at the workshop, as well as other biosecurity stakeholders to discuss project, including the following:
 - o training manager of the National Association of Small Holder Farmers (NASFAM);
 - o Assistant Chief of Legislative Council of the Ministry of Justice;
 - o drug inspector of the Pharmacy, Medicines & Poisons Board;

- various officials from Department of Environmental Affairs and National Research Council;
- Assistant Director of Trade, Principal Trade Officers at the Ministry of Industry and Trade.

Friday, 30 January 2009

- Met with a number of officials involved in biosafety at the Bunda College of Agriculture and toured campus.
- Discussed project with national counterparts and made plans for the next week before national counterparts returned to Blantyre for weekend (5-hour drive).
- Worked on reports and other documents from the mission.

Monday, 02 February 2009

- Travelled from Chipoka (spent weekend there with Malawian farming family) to Blantyre (4 hours).
- Met with chair of National Working Group on Trade policy.
- Met with lecturer in Environmental Health at Malawi Polytechnic, one of the colleges of the University of Malawi.
- Agreed workshop report with project counterparts, which was sent to all participants and those met during mission to gain their feedback.

Tuesday, 03 February 2009

- Met with Malawi Revenue Authority officials.
- Met with Malawi Bureau of Standards officials, including Codex and TBT committee desk officers.
- Met managing director of Miracle Security Consultants Safety Plus Ltd, who was planning a training course on “Food Safety Management Adhering to International Standards” in Malawi.
- Met with officials from the Immigration Department.
- Stopped at Malawi Chamber of Commerce and Industry (MCCI) to give them a copy of the portal CD as promised in July 2008 visit. However, the same officer we met at that time is no longer working at MCCI.
- Stopped at Malawi Export Promotion Council Business Information Center to give them portal CD as promised in July 2008 visit. Had brief discussions with the Senior Manager, whom we met in July 2008.

Wednesday, 04 February 2009

- Drove to Zomba (1 hour).
- Met with Forestry Research Institute of Malawi (FRIM) officials.
- Met with National Statistics Office officials.
- Met with Fisheries Research Coordinator, Fisheries Department (based in Monkey Bay, but was in Zomba for a meeting so met us in Zomba).
- Drove to Lilongwe (4 hours).

Thursday, 05 February 2009

- Met with Department of Parks and Wildlife, Wildlife Management Deputy Director.

- Met with Director of Trade, Ministry of Trade and Industry.
- Met with Ministry of Health, Environmental Health Officer.
- Met with WHO-Malawi, Environmental Health Officer.
- Met with Deputy Director, Department of Fisheries.
- Met with FAO-Representative to discuss the outcome of the mission and planned meeting with the Permanent Secretary of Agriculture.
- Met with other FAO-Malawi staff to discuss logistics for mission.

Friday, 06 February 2009

- Met with Dr Ben Chimera, deputy director of the Department of Animal Health, Field Programs unit, and supervisor of Dr Nkhulungo, to discuss the Composition and TORs of the Biosecurity working group and next steps of the project.
- Met with FAO-Representative and other FAO-Malawi officers to discuss project and logistical details.
- Reviewed mission executive summary, Biosecurity Action Plan, and next steps for the project with main project counterparts (D. Kamangira and E. Nkhulungo).
- Met with the Principal Secretary of the Ministry of Agriculture, along with Dr Chimera, chair of the Biosecurity working group:
 - o provided him with an executive summary of my mission report so that he can brief his minister and others as necessary, and also so that he can take action on the matter accordingly;
 - o when asked how he could assist us in seeking higher level support for the action plan and working group, he requested us to write a memo for him to send to the Minister of Agriculture (the President of Malawi) to ask for his support. The consultant drafted such a memo and sent it to Dr Chimera for his further revision and action.

Sunday, 08 February 2009

- Departed Lilongwe at 02:25.

Notes on scheduling of meetings: Some key stakeholders were out of the country or otherwise unable to meet the mission, but every attempt was made to meet with as many key stakeholders as possible, or to meet with other people from the institution of those key stakeholders. In particular, the following key stakeholders were not available for meetings during the mission:

- Dr Theu, Department of Agricultural Research, IPPC contact point;
- Fred Sikwese, Malawi Bureau of Standards, Director of Standards Development and secretariat of Codex and SPS committee;
- Elizabeth Thomo, Malawi Bureau of Standards, Standards Officer and desk officer for SPS committee; participant in FAO training of trainers on the biosecurity approach (Rome, January 2008).

Annex 6: Composition and TORs of Malawi Biosecurity Working Group

Composition of Malawi Biosecurity Working Group

Patron of the Working Group: Permanent Secretary of Agriculture and Food Security

Chairman: Deputy Director, Department of Animal Health and Livestock Development (Dr Ben Chimera)

Secretariat of the Working Group: Department of Animal Health and Livestock Development (Dr Edwin Nkhulungo, participant in FAO regional workshop on biosecurity), assisted by:

- Bvumbwe Research (Plant Protection SPS Enquiry Point)
- Malawi Bureau of Standards (Food Safety SPS Enquiry Point).

* Note that the secretariat members listed above are considered to be the core team of the Working Group.

In the future, subcommittees can be formed from the members of the main working group listed below. The other members of the working group can be drawn upon in specific situations, as appropriate.

Other members:

Department of Environmental Affairs

Forestry Department

Forestry Research Institute of Malawi (FRIM) – Plant Protection officer

Ministry of Industry and Trade

Ministry of Health – Environmental Health Department

Ministry of Local Government and Rural Development

Ministry of Information and Civic Education

Ministry of Education, Science and Technology

Malawi Revenue Authority (Chair of the COMESA Simplified Trade Regime working group)

National Parks and Wildlife Service

Ministry of Justice

Department of Fisheries

Department of Immigration

Malawi Police Service

Pesticides Control Board

Pharmacy, Medicines, and Poisons Board

National Research Council of Malawi

University of Malawi – Bunda College

National Association of Smallholder Farmers of Malawi (NASFAM)

Chair of the National Working Group on Trade Policy (representing the private sector)

Malawi Confederation of Chambers, Commerce and Industry

Malawi Export Promotion Council

Malawi Investment Promotion Agency

The Coordination Unit for Rehabilitation of the Environment (CURE)

Consumers Association of Malawi (CAMA)

FAO representative

WHO representative – Environmental Health Officer

Terms of Reference for the Malawi Biosecurity Working Group

Objective of Malawi Biosecurity Working Group: Ensure that an integrated approach to food safety, animal and plant health (biosecurity approach) occurs in Malawi, involving all relevant stakeholders.

Under the direct supervision of the Principal Secretary of the Ministry of Agriculture and Food Security of Malawi, the Malawi Biosecurity Working Group will conduct the following activities:

1. Review and finalize the biosecurity action plan – done in March 2009.
2. Prioritize the activities of the action plan – done in March 2009.
3. Initiate and implement activities of the action plan.
4. Coordinate, oversee and monitor the activities of the plan.
5. Write specific proposals to donors and seek funding to implement activities of the plan.
6. Raise awareness and conduct training on an integrated biosecurity approach –started in 2009.
7. Ensure the long-term sustainability of utilizing an integrated biosecurity approach in Malawi.

Timeline: To be concluded by 2013 (end of 5-year Action Plan).

