

Common Market for Eastern and Southern Africa Sanitary and Phytosanitary Logical Framework

(Draft)



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Acronyms used in the text

ACTESA	Alliance for Commodity Trade in Eastern and Southern Africa
AU	African Union
CAADP	Comprehensive Africa Agriculture Development Program
CAC	CODEX Alimentarius Commission
COMESA	Common Market for Eastern and Southern Africa
COMTRADE	United Nations Commodity Trade Statistics Database
COPE	Center of Phytosanitary Excellence
EAC	East African Community
EAPIC	East African Phytosanitary Information Committee
FAO	Food and Agriculture Organization
FIMA	Framework for the Improvement of Rural Infrastructure and Trade-Related Capacities for Market Access
FTA	Free Trade Area
IPPC	The International Plant Protection Convention
KEPHIS	Kenya Plant Health Inspection Service
M&E	Monitoring and evaluation
MDG	Millennium Development Goal
NEPAD	New Partnership for Africa's Development
OIE	World Animal Health Organization
PIMS	Pest Information Management System
REC	regional economic communities
SADC	Southern African Development Community
SPS	Sanitary and Phytosanitary
STDF	Standards and Trade Development Facility
TA	Tripartite Agreement
WAHID	World Animal Health Information Database
WTO	World Trade Organization

Overall objective

The overall objective of the Sanitary and Phytosanitary (SPS) Logical Framework for the Common market of Eastern and Southern Africa (COMESA) derives directly from the Maputo Declaration by the African Union (AU) on 12 July 2003 which endorsed the successful conclusion of the drafting of the Comprehensive Africa's Agricultural Development Programme (CAADP) and made further commitments in respect of agriculture and food security. From a Sanitary and Phytosanitary perspective CAADP and the Maputo Declaration recognize the small scale agricultural sector as being significantly constrained and needing the development of targeted special policies and strategies so as to remove limits to agricultural production and marketing. Furthermore implementation of CAADP was seen by the Maputo Declaration as a mechanism for promoting their active participation in all aspects of agricultural and food production for the small scale sector. Cooperation with AU development partners to ensure market access for Africa's exports is seen as an integral part of the New Partnership for Africa's Development (NEPAD) framework and Millennium Development Goals. Most donor partners have gone to some lengths to align their African agriculture sector program goals into alignment with CAADP with the overall objective of reducing poverty. The contribution of SPS focused interventions are aimed at improving food safety, animal and plant health insofar as this contributes to poverty reduction.

Specific objective

Using trade data as the basis for measuring success it is evident that cross border trade in SPS sensitive goods, i.e. food and agricultural products has underperformed most other trade sub-sectors. The specific objectives of the COMESA SPS interventions are based in large part on the proposed objectives and their implementation of the CAADP Pillar II; Agenda and Objectives Framework for the Improvement of Rural Infrastructure and Trade-Related Capacities for Market Access (FIMA). In brief CAADP is based on the principle of agriculture-led growth as a main strategy to achieve the Millennium Development Goal (MDG) of poverty reduction via 1) a targeted 6 percent average annual sector growth rate at the national level, 2) the allocation of 10 percent of national budgets to the agricultural sector, 3) exploitation of regional complementarities and cooperation to boost growth, policy efficiency, dialogue, review, and accountability, shared by all NEPAD programs, 4) the principles of partnerships and alliances to include farmers, agribusiness, and civil-society communities and 5) implementation principles, which assign the roles and responsibilities of program implementation to individual countries, coordination to designated RECs, and facilitation to the NEPAD Secretariat.

CAADP defines four major intervention areas, (pillars), of which Pillar II. 'Improving rural infrastructure and trade related capacities for market access' incorporates areas where SPS related interventions are required. These are detailed in the more operationally minded Framework for the Improvement of Rural Infrastructure and Trade-Related Capacities for Market Access (FIMA) which focuses on how CAADP Pillar II is to be implemented. The strategic approaches of FIMA are targeted at expanding the supply base to respond to future demand opportunities and develop value chains to raise the competitiveness in domestic,

regional, and foreign export markets. The steps followed in developing country strategies and investment programs at the national and regional levels are shown in the Conceptual Framework diagram (Figure 1) and key areas of SPS intervention are:

Step 1: (a) identification of a range of strategic commodities and commercial products (b) organize country and regional resources around the selected commodities (Box A).

Step 2: review and align investment and trade policies so as to fully exploit demand trends in domestic and regional markets (Box B).

Step 3: Identify at country and sector level the needed regulatory and institutional changes together with the partnerships and alliances required to build the technical and commercial capacities so as to be responsive to markets. (Boxes C, D and E)

Step 4: Identification of strategic investments, models of public-private partnerships and business-to-business alliances necessary to overcome the limitations and necessary inputs in the development of smallholder-friendly value chains in the considered commodity sectors. (Box F)

Step 5: In parallel to national processes, interested country and regional bodies under the leadership of the REC's including COMESA, specify the necessary efforts and roles to (a) harmonize country strategies to facilitate the emergence of cross-border agricultural growth sectors and (b) link these sectors to the main transport/communications corridors within and across regions in order to create regional development spheres with more diversified growth patterns. (Boxes G, H & I)

Step 6: Based on the above, RECs and member governments design rural infrastructure strategies to develop the required complementary infrastructure and regulatory environment to link the above development domains with national consumption centers and exit points to foreign export markets. (Boxes J, K)

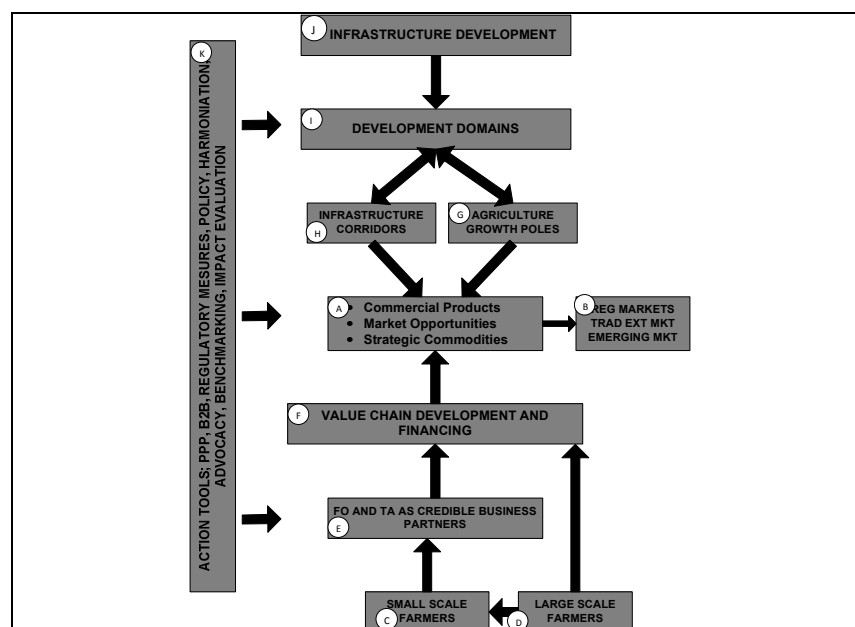


Figure 1; FIMA Conceptual Framework diagram (see text for explanation)

Strategic Area A aims at raising competitiveness and expanding trade in domestic and regional markets by eliminating regulatory, including SPS, and administrative barriers and disincentives

impeding or raising the unit cost of the movement of goods across local and cross-border markets and by developing quality management and certification services systems and harmonize standards, norms, and grades across national markets. Other related aims include the modernization of regional trading systems, including the development of regional and national commodity exchanges together with trade surveillance and knowledge systems within RECs to monitor policies and trade constraints and provide information on demand dynamics and long term trends in regional markets;

In strategic Area C ‘Developing Value-Chains and Financial Services—Core Program Components’ CADDP aims at building capacity for international trade advocacy and negotiation to better articulate African interests in bilateral and multilateral trade negotiations in order to remove foreign-policy distortions that limit market access and affect the competitiveness of African exports. Furthermore it is a stated aspiration to develop quality management and trade certification service systems to facilitate compliance with international trade agreements and overcome nontechnical barriers affecting the growth of African exports.

Expected Results

The development of four SPS result areas are aimed at delivering a series of specific objectives with the areas outlined in CAADP Pillar II. These are 1) common certification schemes / protocols and private sector driven regional standards adopted for selected food and agricultural products 2) monitoring, surveillance and emergency preparedness programs established for priority animal diseases and plant pests 3) SPS information exchange improved within and among RECs and between public and private sector, at national and regional level and 4) Improved regional leadership, coordination and collaboration on SPS issues.

In terms of the Logical Framework these general objectives need to be met in the context of Step 1 in Figure 1 which is

“the identification of a range of strategic commodities and commercial products.. [and to then] ..organize country and regional resources around the selected commodities (Box A of Figure 1)”

In effect the operational interpretation of this step of FIMA was outlined at the 3rd Joint meeting for Ministers of Agriculture and the Environment where a decision was taken to ‘domesticate’¹ COMESA SPS Regulations. Alliance for Commodity Trade in Eastern and Southern Africa (ACTESA), as the COMESA’s specialized implementing agency has the primary responsibility of implementing this decision. COMESA’s SPS regulations as they currently stand are general in nature; laying out principles and concepts that need to be translated into systems applicable at country level to eliminate SPS barriers constraining regional trade. However the “Green Pass” is a commodity based approach to trade. It is a system of certification designed to support trade in agricultural commodities by resolving outstanding SPS issues and opening the way to high value

¹ The word domestication is used in the sense that REC’s can agree policy and general objectives but the actual laws, regulations and their implementation is a national i.e. sovereign issue. Here the role of COMESA and ACTESA is seen as one of facilitation using clear goals as outlined in this document i.e. the development of ‘Green Passes’ for specific commodities of strategic short and long term importance in regional trade.

markets by guaranteeing the safety and quality of the commodity. In terms of domestication it requires the following:

- a) understanding commodities and the SPS issues that need to be addressed, i.e., is it a food safety, plant health or animal health barrier that is constraining trade;
- b) understanding SPS systems of countries that are trading in the commodity and are affected by the SPS constraint as well as private and public sector roles' responsibilities;
- c) understanding what needs to be addressed by the private and public sector actors so as to establish a level of confidence between trade partners that indeed the issue has been dealt with, i.e. is it the legislation, regulation, standard, post harvest management protocols, surveillance, traceability and laboratory systems that need to be fixed / addressed;
- d) understanding that whatever needs to be fixed to address the specific SPS issue is in fact the basis for Green Pass criteria and is an integral part of the "Green Pass Certification System."

In focusing on strategic and commercial value chains the necessary SPS interventions are reduced to a range of specific SPS related activities which in being implemented will deliver on the specific objectives and draw in the private sector which will have a significant stake in a positive outcome (Box K in Figure 1 which helps deliver the necessary enabling environment to allow trade to happen [Box B]).

The expected results are that for *selected commodities in selected countries* the following will be achieved (i.e. this will be the practical implementation of FIMA Step 1 in terms of the Specific Objective to deliver identified interventions in Box K);

1. Common certification schemes/protocols and private sector driven regional standards adopted for selected food and agricultural products
2. Monitoring, surveillance and emergency preparedness programmes established for priority animal diseases and plant pests
3. SPS information exchange improved within and among RECs and between public and private sector, at national and regional level
4. Improved regional leadership, coordination and collaboration on SPS issues.

Country groupings where there is the greatest need and capacity will be targeted through a prioritization process using the approach outlined in FIMA whereby any identified SPS issues will be addressed in the light of other selection criteria.

Activity areas

In terms of the intervention logic for selecting areas for intervention it is necessary to briefly review the administration of the World Trade Organization (WTO) SPS Agreement and how it is administered. WTO SPS measures are administered under three main headings: food; animal/meat; and plants. The CODEX Alimentarius Commission (CAC) hosted by the Food and Agriculture organization (FAO) and jointly run by FAO and the World Health Organization (WHO) is the organization that is mandated by the

WTO in terms of the application of the WTO SPS Agreement to set standards for foods and food safety. OIE is the acronym for the World Organization for Animal Health, a Paris based body that pre-dates the WTO SPS Agreement, and is responsible for setting trade standards in animals and to some extent in animal products.² The International Plant Protection Convention (IPPC), an organization hosted by the FAO at its Rome headquarters, is responsible for international standards in trade that affect plant health. The relationship between the WTO SPS agreement and the subdivision of responsibilities distributed between the WTO, WHO, FAO and the OIE is shown in Figure 2.

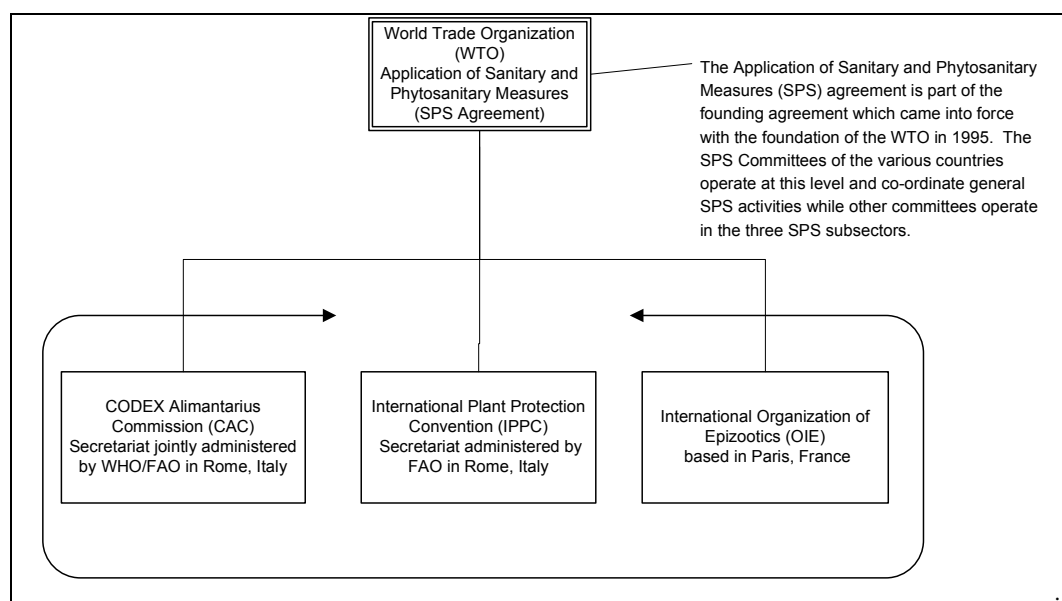


Figure 2. Arrangements for the administration of the WTO SPS Agreement and its subsidiary conventions

National governments in much of the world including the COMESA region have organized their domestic SPS arrangements using the WTO division of responsibilities with plant and animal health coming under departments within the Ministries of Agriculture and food safety being subdivided between the Ministries of Health, Agriculture and Commerce but with a designated ‘SPS food safety contact point’ hosted in one of them. The division therefore needs to be catered for in the makeup of the COMESA contact point in that all three SPS sub areas need to be included.

Activity 1

The signing of the COMESA East African Community (EAC) and the Southern African Development Community (SADC) Tripartite Agreement at the Kampala Tripartite Summit of 22nd October 2008 is an agreement on the establishment of a single Free Trade Area (FTA). Article 29 of the Tripartite FTA Agreement (draft) recognizes the importance of regional harmonization of SPS measures for a fully functional and effective FTA. Annex 15 of the Tripartite Agreement provides more specific guidelines for harmonization of SPS measures in the single FTA. It is necessary to fully implement the mandate given to the three REC

² Post mortem animal products are a grey area and there is some collaboration between the OIE and CODEX on standards in fresh meat products, particularly for veterinary drug residues in meat and meat borne zoonoses. The OIE has a high level of interest and involvement in the potential for animal disease transmission throughout the animal products value chain

secretariats and therefore a core activity will be the establishment of a COMESA / Tripartite SPS Coordination function. The sub activities below are thus a short description of the tasks that are to be carried out by the COMESA SPS Coordinator

Activity 3

Within each SPS sub area a series of analyses will be necessary for determining interventions. The types of analyses for selection of program/project intervention areas carried out to date at the level of RECs have been limited. This reflects the difficulties in moving from policy to bankable programs/projects given that analytical studies are in short supply in sub-Saharan Africa due to the fragmented approach taken both by national governments and donor partners. The importance of the Maputo Declaration in his context cannot be underestimated but nevertheless coordinated decision making remains a challenge. Thus the first activity will be to filter potential interventions using the FIMA principles to gather and analyze data

Activity 4

From the various analyses in Activity 2 the selection of specific program / project support will look at selected value chains in the context of the SPS enabling environment. To illustrate this approach Figs 3a and 3b show the potential value chain approach that could be adopted in the case of animal products.

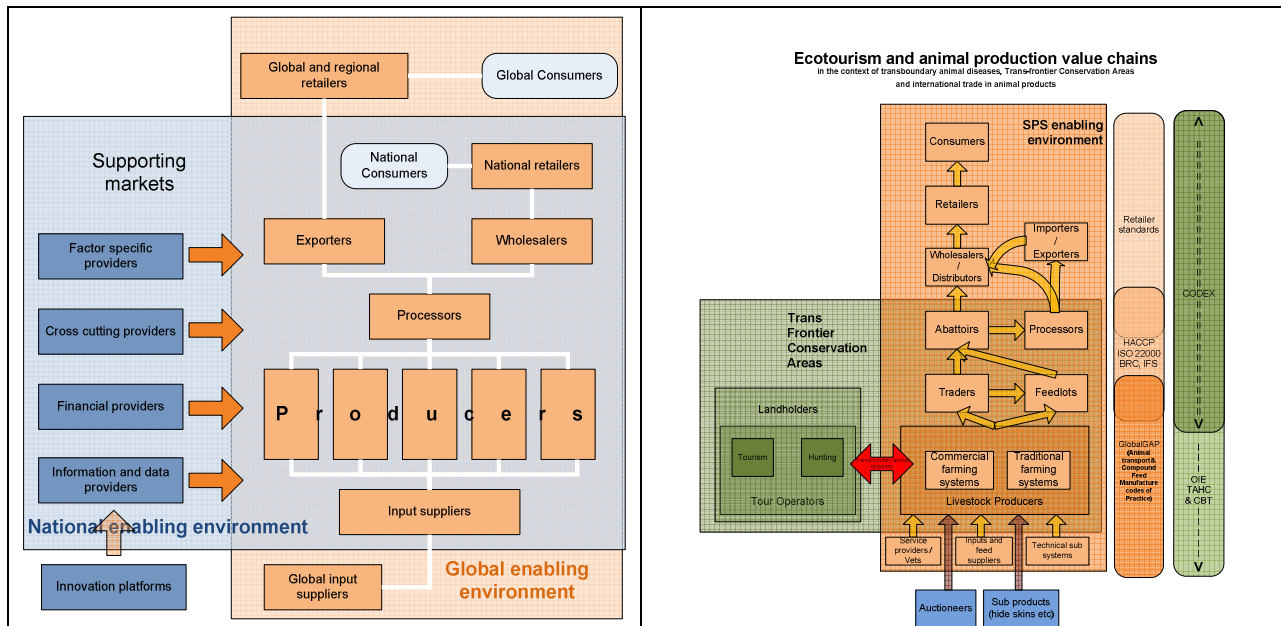


Fig 3a; Generic value chain for agriculture in terms of global and national enabling environments,

Fig 3b; Value chain for livestock products in a trans frontier conservation area showing areas where national, regional and private sector interests overlap

As can be seen in Figure 3a to make international trade happen a holistic approach to the overlapping areas of interest where trans frontier conservation areas concerned with conservation and tourism, overlies with OIE concerns with animal production and processing and distribution and marketing which are joint OIE / CODEX spheres of interest and finally the market driven

requirements of third party certification which takes a field to fork view is necessary. These complexities cannot be handled on a bilateral basis and therefore is the point at which COMESA and the other REC's are mandated to intervene in terms of the SPS Annex to the Tripartite Agreement.

Activity 5

Activity 5 would in fact be a series of activities selected from the outputs of Activity 2. Deriving directly from the value chain analysis and selected priority value chains one is then able to determine, agree and implement the necessary harmonized certifications and inspections based on the necessary mutually recognized standards. Of necessity this is a highly technical exercise involving in the case of Figure 3b several Ministries in each of a targeted group of countries. However the economic case for the proposed intervention can be clearly determined as well as benefits from other dimensions including conservation and tourism and set against the necessary costs of capacity building and implementation. However in this case the SPS related capacity building and other interventions are not ends in themselves but targeted at specific outcomes which in the case of COMESA is to facilitate the cross border trade in the targeted value chain.

Activities 6, 7, and 8

Together these activities form a series of support functions for SPS related information sharing and regional capacity building. There are already mechanisms at each of the WTO specialist SPS organs for information sharing and some of these such as the World Animal Health Information Database (WAHID) need not be duplicated by COMESA or other regional databases. However in other instances such as the East African Phytosanitary Information Committee (EAPIC) Pest Information Management System (PIMS) is a regional database which complements other similar databases and has clear implications for regional trade. The extension of PIMS to more participating countries and regions will greatly enhance its value. The fact that the PIMS database is housed at the Kenya Plant Health Inspection Service (KEPHIS) which is the designated COMESA centre of phytosanitary excellence emphasizes the reinforcing nature of the various activities.

There are a number of databases at the various SPS related websites and COMESA can facilitate greater use of these by Member States. Availability of information on national SPS systems is of variable quality throughout the COMESA region and hinders both the private sector when trying to resolve border crossing procedures but also analytical work in determining whether constraints at border crossings are due to SPS or other issues. Resolving this requires effective national SPS Committees with well managed information portals – especially those that can be web based.

Activity 9

The operationalization of the designated regional centers of excellence within COMESA is of paramount importance. The centers in addition to the Center of Phytosanitary Excellence (COPE) housed at KEPHIS in Kenya include ones for food safety in Mauritius and animal health in Zambia. The word operationalization is used in the sense that the activities of the Centers of Excellence must be purposeful and closely tied to developing the SPS enabling environment. As an illustration of the ways in which this can be done there are several issues that need to be resolved in order for trade in deboned beef from trans-frontier conservation areas to occur. These issues can be resolved through a targeted research program coordinated by the COMESA

designated center of veterinary excellence in Zambia in the problem areas indicated by the OIE³. In the context of the Tripartite agreement is important that there are overlapping areas of interest in that COPE is in the EAC and that Mauritius and Zambia are dual members of SADC and COMESA. There is thus the real possibility that SADC and EAC together with COMESA could adopt these as Tripartite centers of excellence.

Activity 10

Regional coordination of support and participation of regional and national standard setting organizations (I/NSSO's) in the WTO SPS structures is both vital and explicitly mandated in Tripartite Agreement. To continue with the illustrative example given in this commentary the OIE has not been very driven to examine the case for regional trade in deboned beef simply because it has not been pushed to do so. Therefore development and articulation of regional SPS issues in sub-Saharan Africa is a necessary function and here the REC's through SPS Coordinators could play a strong function in facilitating common positions through face to face meetings and electronic working groups.

Activity 11

The necessary monitoring and evaluation (M&E) of progress in achieving SPS goals in the context of CAADP is necessary in that many SPS issues are dynamic. For example the rapid spread of invasive fruit flies in sub Saharan Africa is changing the nature of SPS threats faster than governments and REC's can react to the changed circumstances. Therefore the development of tools such as that to be tested by the Standards and Trade Development Facility of Multi Criteria Decision Analysis could lead to more flexible and encompassing M&E. In the context of CAADP where the program goals and activity level instruments put in place to achieve them form a complex and ever changing pattern there is a strong case to be made to build some flexibility into any SPS Coordination function at the COMESA Secretariat.

³ D J Paton, D. J., Sinclair, M., Rodríguez, R., (2009), Qualitative assessment of the commodity risk factor for spread of foot-and-mouth disease associated with international trade in deboned beef. OIE ad hoc Group on Trade in Animal Products / October 2009

	Intervention Logic	Objectively verifiable indicators of achievement	Sources and means of verification	Assumptions
Overall objective:	Reduced poverty, through improved food security and food safety, animal and plant health within the CAADP and Tripartite Frameworks and Member States.	<ol style="list-style-type: none"> 1. Prevalence of poverty 2. Prevalence of underweight women and children 3. Proportion of the Population below Minimum Level of Dietary/Energy Consumption 	<ol style="list-style-type: none"> 1. World Bank data 2. MDG1 indicators 	<ol style="list-style-type: none"> 1. Maputo Declaration on Agriculture and Food Security in Africa honored, especially the adoption of sound policies for agriculture and rural development 2. Tripartite Agreement between COMESA / EAC / SADC honored 3. Political stability

	Intervention Logic	Objectively verifiable indicators of achievement	Sources and means of verification	Assumptions
Specific objective:	Enhanced SPS capacity of the public and private sector to gain and maintain regional and international market access for food and agricultural products	<ol style="list-style-type: none"> 1. Agriculture sector GDP 2. Percentage growth in agricultural GDP 3. Rural household expenditures 4. Prevalence of stunted children 5. Prevalence of wasted children 6. Prevalence of underweight women. 7. Reduction of SPS barriers and rejections (regional and international trade) 8. SPS capacity evaluation assessments from OIE / IPPC / CAC / FAO 	<ol style="list-style-type: none"> 1. Trade and economic statistics (national, regional and international) 2. MDG databases 3. Databases (EUROPA - Food Safety - Rapid Alert System for Food and Feed) 4. Use of SPS capacity evaluation tools at national level in target Member States from FAO, OIE and IPPC with follow-up activities and M&E 	<ol style="list-style-type: none"> 1. Factors e.g. drought, disease, disasters do not depress agricultural productivity 2. Supporting infrastructure for trade 3. Available and reliable trade statistics 4. Sufficiently strengthened national and regional SPS Secretariats 5. Initial baseline studies and SPS evaluation capacity undertaken 6. Available financial resources 7. Collaboration between public and private sector 8. Initial baseline assessment of SPS capacity indicators undertaken

	Intervention Logic	Objectively verifiable indicators of achievement	Sources and means of verification	Assumptions
Expected results:	<ol style="list-style-type: none"> 1. Common certification schemes/protocols and private sector driven regional standards adopted for selected food and agricultural products 2. Monitoring, surveillance and emergency preparedness programmes established for priority animal diseases and plant pests 3. SPS information exchange improved within and among RECs and between public and private sector, at national and regional level 4. Improved regional leadership, coordination and collaboration on SPS issues. 	<ol style="list-style-type: none"> 1. Private sector gross margins of selected product 2. Number of schemes / protocols adopted 3. Trade losses in target product from disease / pest 4. Number of target countries meeting WTO SPS reporting obligations 5. No. of targeted commodities regional common positions tabled/adopted by RECs 6. Percentage change in value of intra-regional trade in targeted agricultural commodities 7. Indicators of SPS capacity, food safety / animal/ plant health 8. No. of regional common positions tabled / adopted by International Standards Setting Organizations (ISSOs) 9. Proportion of diagnostic referrals to regional centers of excellence from within region 	<ol style="list-style-type: none"> 1. COMESA / EAC / SADC annual reports 2. Regional SPS committee work programme and reports 3. Trade data (COMTRADE and other) 4. Regional databases (established under this programme) 5. National reports 6. Stakeholder surveys 7. ISSO / WTO websites 8. ISSO data; project reports 	<ol style="list-style-type: none"> 1. Coordination among relevant national and regional stakeholders 2. Sufficiently strengthened national and regional SPS Secretariats 3. Available financial resources 4. Collaboration between public and private sector 5. Collection of baseline data for indicators (e.g. time between hazard detection and notification response) 6. Available and reliable trade statistics

	Intervention Logic	Objectively verifiable indicators of achievement	Sources and means of verification	Assumptions
Activity areas:	<p>1. Establish COMESA / Tripartite SPS coordination function. Set up a regional/tripartite SPS experts committee</p> <p>2. Set up mechanism/contact point at COMESA for prioritizing, developing, approving common certification schemes. Coordinate with WTO (STDF) on developing a series of analyses through PPG's for a priority intervention in each of plant, animal and food safety areas (series of STDF Project Preparation Grant applications)</p> <p>3. From the analyses set up and implement specific for mutual recognition of certification for priority commodities in priority Member States</p> <p>4. Implement harmonized inspections based on mutual standards for targeted commodities (sub-activities will include development of protocols, principles, guidelines)</p> <p>5. Develop database in</p>	<p>1. COMESA / Tripartite SPS coordination function and contact point / mechanism functioning in the framework of a regional / tripartite SPS committee established</p> <p>2. Series of analyses completed with recommendations for 'operationalizing' selected certification schemes / trade protocols</p> <p>3. Implemented inspections / protocols based on mutually recognized (i.e. mutually developed) standards for targeted commodities</p> <p>4. Database developed for agreed SPS measures adopted</p> <p>5. Tripartite SPS web portal established</p> <p>6. Targeted Member States improve reporting obligations to WTO, OIE, IPPC and CAC</p> <p>7. National communication systems in identified priority countries</p>	<p>1. Annual monitoring and evaluation reports</p> <p>2. Quarterly reports to Donor Partners based on agreed Indicators</p>	<p>1. Coordination among relevant national and regional stakeholders</p> <p>2. Sufficiently strengthened national and regional SPS Secretariats</p> <p>3. Available financial resources</p> <p>4. Collaboration between public and private sector</p> <p>5. Collection of baseline data for indicators (e.g. time between hazard detection and notification response)</p>

	Intervention Logic	Objectively verifiable indicators of achievement	Sources and means of verification	Assumptions
	<p>support of other activities results (taking in EAPIC's PIMS)</p> <p>6. Set up Tripartite SPS web portal and strengthen reporting to OIE, CAC, IPPC (as per obligations)</p> <p>7. Establish national communication systems (National SPS committees)</p> <p>8. Set up (operationalize) regional centers of excellence: Food Safety in Mauritius, Animal Health in Zambia, COPE in Kenya</p> <p>9. Coordinate/support regional participation ISSOs (OIE, CAC, IPPC) and WTO SPS committee (common positions etc)</p> <p>10. Assess and monitor regional SPS status in terms of objectively verifiable indicators</p>	<p>established and with established contact to the COMESA SPS Coordination function</p> <p>8. Operationalization of regional centers of excellence: Food Safety in Mauritius, Animal Health in Zambia in implementing trade certification</p>		

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