



European  
Commission



# Sanitary and phytosanitary measures

addressing  
the challenges

International  
Cooperation and  
Development



# Foreword

The European Union is a major global player in the food and nutrition security agenda. It aims to support partner countries in the production of safer food for a growing population, with rising quality requirements, and to take advantage of agricultural trade opportunities with the EU and the rest of the world.

The EU is a major actor in providing support in the Sanitary and Phyto-Sanitary (SPS) field, with a focus on strengthening national administrations, supporting the private sector to comply with SPS regulations and helping developing countries have their say on the global stage.

SPS issues relate to different EU policies and institutions, and represent an excellent opportunity to foster the Policy Coherence for Development agenda. It is a field in which we can use our thinking, with a mix of policy and money to respond to new development challenges.

In this context, my services have coordinated with the Directorates General for Agriculture and Rural Development, Trade, Consumer Protection and Health, and Research to promote a cross-policy dialogue and to make better use of our collective resources and instruments in the SPS field. I am happy to present a tangible result of this collective effort in the form of this Information Note on EU SPS technical assistance. I believe this Note is a concrete example of how different EU policies can support our international cooperation efforts and become drivers for sustainable and inclusive growth.

I thank all colleagues across the DGs who have contributed to this exercise. I welcome further coordinated engagements of this kind, which, I am sure, will prove useful in working towards a more effective and coherent approach to international cooperation and development.

**Stefano MANSERVISI**

*Director General*

*International Cooperation and Development*



“ *I believe this Note is a concrete example of how different EU policies can support our international cooperation efforts and become drivers for sustainable and inclusive growth.* ”

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# Acronyms

ACP	African, Caribbean and Pacific countries	IRSS	Implementation Review and Support System
ADVANZ	Advocacy for Neglected Zoonosis, DG RTD	JAES	Joint African European Strategy
ANSES	Agency for Food, Environmental and Occupational Health and Safety, France	JKUAT	Jomo Kenyatta University of Agriculture and Technology
ASEAN	Association of South-East Asia Nations	KARI	Kenya Agricultural Research Institute
AU-IBAR	African Union – Inter-African Bureau for Animal Resources	KEBS	Kenya Bureau of Standards
BIPs	Border inspection posts	KEPHIS	Kenya Plant Health Inspectorate Service
BTSF	Better Training for Safer Food, DG SANTE	LAD	Dominican Agribusiness Laboratory (Laboratorio Agroempresarial Dominicano)
CAC	Codex Alimentarius Commission	LAVECEN	Central Veterinary Laboratory (Laboratorio Veterinario Central), Dominican Republic
CAP	Common Agricultural Policy	LDC	Least Developed Country
CBD	Convention on Biological Diversity	LVC/PPD	Improving and Integrating Animal Health Services in the Livestock Value Chain through Public-Private Dialogue in Ethiopia
CCH	Crimean Congo Haemorrhagic Fever	MCDA	Multi-Criteria Decision Analysis
CIRAD	Agricultural Research Centre for International Development, France	MIP	Multiannual Indicative Programme
COLEACP	Europe-Africa-Caribbean-Pacific Liaison Committee	MoU	Memorandum of Understanding
CORDIS	Community Research and Development Information Service, EC	NCSA	National Capacity Self-Assessment, CBD
DDA	Doha Development Agenda	NIPS	National Indicative Programmes
DECA	Department of Extension and Capacity Building, Dominican Republic	NZD	Neglected Zoonotic Disease, NRI
DEVCO	Directorate-General for International Cooperation and Development	OH-NEXTGEN	One Health Next Scientific Generation in the Sahel and Maghreb, DG RTD
DG	Directorate-General	OIE	World Organisation for Animal Health (Office International des Epizooties)
DGAI	Directorate General of Food, France	PAN-SPSO	Participation of African Nations in Sanitary and Phytosanitary Standard Setting Organisations
DIA	Department of Food Safety (Departamento de Inocuidad Alimentaria), Dominican Republic	PCE	Phytosanitary Capacity Evaluation
DISCONTTOOLS	Research Prioritisation for Animal Disease Controls, DG RTD	PCPB	Pest Control Products Board
DSV	Plant Health Authority, Dominican Republic	PIP	Public Investment Programme, EC
DTU	National Food Institute/Technical University, Denmark	PRACAMS	Regional Quality Infrastructure and SPS Systems in Central America Programme
DVS	Department of Veterinary Services, Kenya	PVS	Performance of Veterinary Services, ICCA
EAC	East African Community	REC	Regional Economic Community
EC	European Commission	RFP	Research Framework Programme, EC
ECOWAS	Economic Community of West African States	RIPs	Regional Indicative Programmes
EDES	EU-ACP Development of SPS Systems Programme	RISDP	Regional Indicative Strategic Development Plan
EDF	European Development Fund	SAARC	South Asia Association for Regional Cooperation
ENSV	National School of Veterinary Services, France	SADC	Southern African Development Community
EPA	Economic Partnership Agreement	SANTE	Directorate-General for Health and Food Safety
ESA	Eastern and Southern Africa	SDT	Special and Differential Treatment
EU	European Union	SMAP	Standards for Market Access Programme, Kenya
FAO	Food and Agriculture Organisation	SME	Small and Medium Sized Enterprise
FERA	Food and Environment Research Agency, UK	SPS	Sanitary and Phytosanitary
FPEAK	Fresh Produce Exporters Association of Kenya	STAR-IDAZ	Global Network for Animal Disease Research, DG RTD
FP7	7th Research Framework Programme, DG RTD	STDF	Standards and Trade Development Facility
FVI	French Veterinary International	TBT	Technical Barriers to Trade
FVO	Food and Veterinary Office	TRADE	Directorate-General for Trade
GPGC	Global Public Goods and Challenges	tropED	European Tropical Health Education Network
HDC	Horticulture Directorate	UNIDO	United Nations Industrial Development Organisation
HPED	Highly pathogenic and emerging and re-emerging diseases	VETGOV	Reinforcing Veterinary Governance in Africa, EC
HQ	Headquarters	WB	World Bank
ICCA	International Council of Chemical Associations	WHO	World Health Organisation
ICONZ	Integrated Control of Neglected Zoonosis, DG RTD	WTO	World Trade Organisation
IPPC	International Plant Protection Convention		
ISSB/ISSO	International Standard Setting Body/Organisation		

# Introduction



Photo: Lucia Castillo

Sanitary and phytosanitary (SPS) measures or standards are increasingly employed in the context of international development cooperation. They are important for international trade, and play a crucial role in trade between developing countries.

Agricultural and livestock products are the dominant source of export revenue for many developing countries, especially for the Least Developed Countries (LDCs) and other small and vulnerable developing countries, including those dependent on commodities. While tariff barriers to the EU have been lowered for developing countries and abolished for LDCs, the requirements needed to fulfil international SPS standards are complex and may be hard to meet because of inadequate capacity or resources.

This thematic review of EU technical assistance activities in the SPS area has been prepared by members of the Inter-Service Group on SPS.<sup>1</sup> This document summarises European Commission (EC) experience with projects in the SPS field. It is meant to support colleagues involved in the design and implementation of such projects, particularly those working in EU Delegations.

This thematic review is divided into six chapters:

**Chapter 1** provides a general background on SPS issues and outlines linkages to the multilateral trading system.

**Chapter 2** presents SPS trends, highlights the challenges faced by developing countries and gives examples of projects financed by the EU.

**Chapter 3** outlines the mandates, objectives and activities of different EC Directorate-Generals (DGs) in relation to SPS-related assistance.

**Chapter 4** takes stock of on-going programmes and projects, based on the typology of SPS interventions, features, implementation mechanisms and modalities.

**Chapter 5** gives an overview of SPS-related tools that can be used to prioritise needs when formulating programmes.

**Chapter 6** summarises key findings and provides recommendations for EU officials working on SPS interventions.

“This document summarises European Commission experience with projects in the SPS field.”



## CHAPTER 1

Photo: COLEACP

# Background

## 1.1. Definition of sanitary and phytosanitary measures

According to Annex A of the World Trade Organisation (WTO) Agreement on the Application of Sanitary and Phytosanitary Measures (SPS Agreement), an SPS measure is any measure applied within a Member State territory to:

- Protect animal or plant life or health from risks arising from the entry, establishment or spread of pests, diseases, or disease-causing organisms,
- Protect human or animal life or health from risks arising from additives, contaminants, toxins or disease-causing organisms in foods, beverages or feedstuffs,
- Protect human life or health from risks arising from diseases carried by animals, plants or products, or from the entry, establishment or spread of pests,
- Prevent or limit other damage caused by the entry, establishment or spread of pests.

SPS measures include laws, decrees, regulations, requirements and procedures. They encompass, among other things, end product criteria; processes and production methods; testing, inspection, certification and approval procedures; quarantine treatments including relevant requirements associated with the transport of animals or plants, or with the materials necessary for their survival during transport; provisions on relevant statistical methods,

sampling processes and risk assessment methods; and packaging requirements directly related to food safety.

## 1.2. The Doha Development Agenda (DDA)

The DDA aims to facilitate trade liberalisation and capacity building, with a view to helping developing countries participate in the world trading system. In a joint statement issued at the Doha Ministerial Conference in November 2001, the Heads of the World Bank (WB), WTO, World Organisation for Animal Health (OIE), Food and Agriculture Organisation (FAO) and World Health Organisation (WHO) committed to working together to increase developing countries' participation in setting and using international SPS standards.

Following on from the DDA, the five organisations set up the Standards and Trade Development Facility (STDF) as a joint initiative. The STDF is both a financing and a co-ordinating mechanism. In 2013, the negotiations moved forward at the Bali Ministerial Conference. There was progress in agreements on trade facilitation, agriculture, cotton development and LDC issues. At the General Council of the WTO in November 2014 (known as the Post-Bali work) it was agreed that Bali ministerial decisions would be implemented by relevant WTO bodies, including preparation of a clearly defined work programme on remaining DDA issues.

Photo: BTSF

## 1.3. The WTO SPS Agreement

The 1994 WTO SPS Agreement<sup>2</sup> recognises that governments have the right to take SPS measures, provided they are applied to the extent necessary to protect human, animal or plant life or health. They should not arbitrarily or unjustifiably discriminate between WTO Member States where identical or similar conditions prevail (including between their own territory and that of other Members). In order to align SPS measures, Member States are encouraged to base their measures on international standards, guidelines and recommendations (Article 3). However, according to Articles 2 and 5 of the SPS Agreement, WTO Members may introduce or maintain SPS measures which result in a higher level of SPS protection. This is the case if there is scientific justification, based on a risk assessment, or if a level of protection is deemed appropriate by the Member. The SPS Agreement spells out procedures and criteria for risk assessment and determining appropriate levels of SPS protection.

Under the SPS Agreement, WTO Members are required to accept the practices of another country with the same level of health protection as equivalent (Article 4). There are detailed rules to ensure SPS measures are transparent (Article 7 / Annex B). These include notification requirements for new measures. Additionally, a single enquiry point must be established in each country to give information about SPS measures. Rules for control, inspection and approval procedures, consistent with the Agreement, are set out in Article 8 / Annex C.

Article 9 of the SPS Agreement deals with technical assistance. It recognises how difficult it can be for developing countries to comply with SPS issues.

In this Article, WTO Members agree to facilitate the provision of technical assistance. This can cover areas such as: processing technologies, research and infrastructure, and the establishment of regulatory bodies and training. The assistance can be provided bilaterally or through international organisations. Article 10 of the SPS Agreement contains several provisions for Special and Differential Treatment (SDT) for developing countries. These include a longer time-frame for implementation and technical assistance.

The EU, as well as all EU Member States, are members of the WTO. DG Health and Food Safety (SANTE) and DG for Trade (TRADE) represent the EU at the SPS Committee of the WTO.

## 1.4. International standard setting organisations/bodies (ISSOs/ISSBs)

Ideally, national SPS measures should be based on the international standards developed by the organisations known as the 'Three Sisters'. These are:

- **The Codex Alimentarius Commission<sup>3</sup>** (CAC), administered by the FAO and WHO, which focusses on food safety, including food additives, veterinary drug and pesticide residues, contaminants, methods of analysis and sampling, and codes and guidelines of hygienic practice. The EU and all EU Member States are members of the CAC.
- **The OIE (formerly Office International des Epizooties)<sup>4</sup>** for animal health and zoonosis. All EU Member States are full-right members of the OIE. The EC has an observer status.

“SPS measures ensure safer food and help to take advantage of trade opportunities.”





Photo: Dominique Davoux

The World Bank, WTO, OIE, FAO and WHO formally established the STDF in August 2002 as a partnership and a trust fund with seed funding from the World Bank and WTO. The five organizations agreed to jointly explore new technical and financial mechanisms for coordination and resource mobilisation to ensure the most effective use of resources. The STDF acts as a coordinating and financing mechanism. It brings together the FAO, OIE, World Bank, WHO, WTO, donors, selected developing country experts, and other organisations involved in SPS capacity building.

The Secretariats of the CAC, OIE and the IPPC also participate in the partnership, either in their own right or through the involvement of their parent organisations. The partnership at the heart of the STDF is its key strength. By bringing together the SPS expertise and skills of its founding partners and other organisations, the STDF provides a unique forum for information exchange, collaboration, and capacity building. In short, it enables stakeholders to achieve more effective results than would be possible alone.

There are two funding modalities. The first, Project Preparation Grants (PPGs)<sup>7</sup> of up to USD50,000, provides preliminary financing for bigger projects. These grants focus on three areas: application of SPS-related capacity evaluation and prioritisation tools; preparation of feasibility studies that precede project development to assess the impact and viability in terms of costs and benefits; and preparation of project proposals to be funded by the STDF or other donors.

The second modality, Project Grants (PGs),<sup>8</sup> for USD250,000 to USD1 million, cover good practice in SPS-related technical cooperation, other initiatives linked to STDF work, projects with a regional approach to SPS constraints and inter-disciplinary projects. Applications are encouraged from stakeholders in LDCs.

The EU is a stakeholder in the STDF. STDF functioning costs were financed by the 10th European Development Fund (EDF) until the end of 2015. From 2016, EU participation continues under the Flagship-Trade within the EU-Global Public Goods and Challenges instrument.

- **The Secretariat of the International Plant Protection Convention (IPPC)<sup>5</sup>** for plant health. All EU Member States and the EU are contracting parties of the IPPC.

### 1.5. Standards and Trade Development Facility<sup>6</sup> (STDF)

The STDF is a global partnership which aims to increase the capacity of developing countries to implement international SPS standards, and gain and maintain access to markets. Through its work, the partnership contributes to the broader development goals of sustainable economic growth, poverty reduction and food security. Reduction of pest and disease burdens, alongside improved food safety, have a key role to play in raising agricultural production, reducing the prevalence of food-borne diseases, increasing food availability and protecting the environment. By taking these steps, the STDF also improves the human, animal and plant health situation in developing countries.

“STDF provides a unique forum for information exchange, collaboration, and capacity building.”

## CHAPTER 2



Photo: COLEACP

# Trends and challenges for developing countries

The use of SPS measures as non-tariff trade barriers for imports has increased considerably.<sup>9</sup> Governments may go beyond what is required to protect their consumers, and use SPS measures to shield domestic markets. Such protectionist policies can result in fewer choices for consumers and higher prices. Additionally, as tariff barriers for agricultural products are reduced, problems related to SPS barriers may increase. SPS issues should be prioritised in developing countries with prominent agricultural production to help improve access to markets. In recent years, certain global trends and challenges related to SPS issues affecting exports and imports have been identified. These include: compliance; scientific capacities; participation in international standardisation activities; improvement of quality products for domestic markets; interregional trade; and political and institutional frameworks.

### 2.1. Compliance (see Box 1)

When accessing international markets, producers not only have to comply with SPS legal requirements, they also face a wide variety of voluntary certification schemes<sup>10</sup> to assess products, processes and/or management systems. At national level, both the public (competent authorities) and private sectors in developing countries are confronted with a wide range of institutional and infrastructural limitations

that may stop them from complying with the strict health and environmental standards of developed countries. These include a lack of internationally recognised testing laboratories, limited regulatory capacities, inadequate technical skills, a lack of skilled staff, insufficient investment in infrastructure (such as slaughter houses, refrigeration facilities, or availability of drinking water and electricity), insufficient awareness among local producers, and poor distribution of information regarding the development of relevant standards in export markets.

Efforts are being undertaken in many countries to address SPS measures and take advantage of lucrative export markets. In this regard, national administrations and small and medium-size enterprises (SMEs) play an important role in compliance. They contribute to the general reorganisation of the administrations to help them fulfil their regulatory functions, and involve private sector operators through better management of their farms and enterprises.

### 2.2. Scientific capacities (Box 2)

Many developing countries face problems in the way SPS measures are implemented. Frequently, they do not have capacity to assess the scientific justifications for these measures, or time to adapt their production processes to SPS regulations adopted by their export



### Box 1: Activities of the EDES<sup>i</sup> Programme in the Dominican Republic<sup>ii</sup>

The EU-ACP Development of SPS Systems (EDES) Programme supports African, Caribbean and Pacific (ACP) countries to strengthen their food safety policies since 2010. It has received €29.5 million from the European Development Fund.

The programme has worked in the Dominican Republic since 2011. Its country action plan has a specific focus on strategic planning and training.

Following a request from the Ministry of Agriculture, a National Workshop was held in April 2011 bringing together representatives of government and organisations representing the private sector. An action plan was approved, and a National Memorandum of Understanding signed in June 2011 with the Ministry of Agriculture.

The main aim was to strengthen the official control system with competent authorities for food safety and plant health (the DIA and the DSV), in addition to training 80 DECA extension officials. The interventions to strengthen the food safety system included:

- Training and development of a pesticides residue control plan;
- Technical assistance in the review of National Monitoring of Residues and Contaminants Plan for honey;
- Sampling, sample management and interpretation of control results when enforcing relevant measures for residue controls in vegetables;
- DIA technical assistance and training in legislation, including actions required in the case of non-conformity of results;
- Presentation and implementation of a pilot traceability system;
- Audit of 2 laboratories (LAVECEN and LAD) and creation of a business plan;
- Technical assistance in the quality assurance system towards accreditation (ISO 17025);
- Technical assistance in the diagnostic of poultry diseases (salmonella, avian flu, Newcastle Disease);
- Training of inspection agencies responsible for phytosanitary export controls, and at border inspection posts (BIPs);
- Several field training workshops.

In addition to the 80 extension officers trained on the application of good agriculture practices, capacity building included field training workshops and guidance on legislation and actions to be undertaken when excessive pesticide levels are encountered on vegetables.

<sup>i</sup> For more information on EDES visit: <http://edes.coleacp.org/en>  
<sup>ii</sup> [http://edes.coleacp.org/files/documents/image/edes/dominican\\_republic.pdf](http://edes.coleacp.org/files/documents/image/edes/dominican_republic.pdf)

### Box 2: Consortium of partners in the EDES Programme

The EDES Programme links SPS research and capacities to the needs of developing countries. It is managed by the Europe-Africa-Caribbean-Pacific Liaison Committee (COLEACP) together with a consortium of eight partners: French Agency for Food, Environmental and Occupational Health and Safety (Agence Française de Sécurité Sanitaire des Aliments - ANSES); National Food Institute/Technical University (DTU), Denmark; Agricultural Research Centre for International Development (Centre de Coopération Internationale en Recherche Agronomique pour le Développement - CIRAD), France; Natural Resources Institute (NRI), UK; National School of Veterinary Services (Ecole Nationale des Services Vétérinaires - ENSV), France; French Veterinary International (France Vétérinaire International - FVI); Directorate General of Food (Direction Générale de l'Alimentation (DGAI), France; and Food and Environment Research Agency (FERA), UK. These partner organisations specialise in food safety and provide the resources required to implement the programme. Consortium members prioritise implementing actions requested by beneficiary countries (demand-driven programme) and provide their expertise when required. Most of the actions carried out by Consortium partners are linked to specific training courses and technical assistance.



Photo: BTSF



Photo: COLEACP

markets. They are also unable to demonstrate that their own control systems may be equivalent to those demanded by developed countries. Regional and 'country to country' collaboration represents an opportunity for developing countries to increase their capacity in relation to SPS measures, for example by installing and renovating regional laboratories and implementing control methods.

### 2.3. Participation in international standardisation activities (Box 3)

Historically, developing countries have had limited influence on the design of international standards. They have been 'standard-takers' rather than 'standard-setters'. Although the situation is improving, they still lack voice in international standardisation activities. The EU (DG Trade) provides financial assistance for developing country participation in the standard-setting meetings of the Three Sisters.

Additionally, developed countries, including the EU, may adopt regional SPS measures that are more stringent than international standards to respond to the health and safety concerns of their own citizens. For this reason, developing countries may lack the capacity to meet export market standards. Nevertheless, SPS measures can also be seen as opportunities to implement development objectives. By tackling SPS issues, partner countries can improve coordination of inputs relating to agriculture, health, trade, finance and social development.

### 2.4. Improvement of quality products for domestic markets (Box 4)

International standards may lead developing countries to modernise their agricultural practices, to adopt good agricultural practices, to encourage

the establishment of producers' associations and to improve agricultural production and processes. Similarly, SPS measures can also provide developing countries with the opportunity to exert control over the products they import, limiting risks for their consumers and anticipating future policy and political debates with civil society organisations, such as consumers' associations in big cities. Set against the backdrop of increased trade, the implementation of SPS measures in developing countries plays a major role in development.

### 2.5. Inter-regional trade (Box 5)

Trade in LDCs and other developing countries is often focused on exports to developed countries with a high demand for safe food. However, the development of inter-regional markets also opens up new trade opportunities, and helps integrate smallholders into supply chains. The Evaluation of Preferential Agricultural Trade Regimes<sup>11</sup> showed that non-tariff measures, in particular SPS measures, can act as a barrier to trade by reducing the volume and value of trade. SPS measures do not discriminate between producers, but they do affect the cost of products traded in partner ACP countries. Capacity building can help ACP producers comply with these high standards. In the long term, SPS requirements can strengthen trade and agricultural sectors by encouraging modernisation and the production of higher-value goods and by improving product quality in EU-ACP trade. The Economic Partnership Agreements (EPAs) between ACP countries and the EU are 'development-friendly agreements' that seek to foster trade liberalisation. They offer a framework to harness regulatory reforms that engage the public and private sector. EPAs trigger the appropriate policies and reforms and establish institutional dialogue. They aim, amongst other things, to harmonise SPS measures through cooperation mechanisms and to support capacity building in ACP countries.

### 2.6. Political and institutional framework (Box 6)

The political and institutional frameworks needed to support stakeholders in the animal health, plant health and food safety value chains are often weak in developing countries. Food safety systems need to be improved at country level, for example by developing regulations to help strengthen institutions and ensure adequate provision of extension services.

“Private and public actors request support to meet the SPS standards and access domestic, regional and international markets.”



### Box 3. PAN-SPSO programme achievements

The Participation of African Nations in Sanitary and Phytosanitary Standard Setting Organisations (PAN-SPSO) Programme supports the African Union – Inter-African Bureau for Animal Resources (AU-IBAR) to strengthen participation of African countries in the formulation of international SPS standards. Together, these organisations have worked to raise awareness of SPS matters at national level. Better coordination of SPS activities has helped to strengthen Regional Economic Communities (RECs). This has included reaching common positions on animal health, plant health and food safety, and developing science-based arguments on progress standards. Additionally a Memorandum of Understanding (MoU) and contract agreement with seven RECs has been developed, and the number of RECs with observer status at ISSOs and at the WTO SPS committee has increased. Lastly, there has been a push to expand the SPS knowledge base, and an additional 40 SPS experts and 53 national SPS trainers have been trained.



Photo: PAN-SPSO Programme, BTSF



Photo: Public Investment Programme, Aurelien-Chauvaud

### Box 4. Improvement of quality products by PIP<sup>i</sup> in Kenya

The Public Investment Programme (PIP) is managed by COLEACP and has received €32.5 EDF funding to help fruit and vegetable producers/exporters from ACP countries to access European markets. It specialises in implementation of food safety systems but increasingly, companies are also requesting support to meet the demands of their buyers to evidence good environmental and social practices.

In Kenya, 85 export companies (small, medium and large) have been supported by PIP since 2001. PIP2 continues to also support the development of local capacity to provide a wide range of services needed by the horticultural sector. In this context, support has also been provided to 55 service providers; five smallholder support structures; one professional organisation; three public sector bodies; one university; one research institute; three companies developing bio-pesticides; one local/regional auditing and certification body; and the National Task-Force on Horticulture, a public-private sector stakeholder platform.

<sup>i</sup> For more information on PIP please visit: <http://pip.coleacp.org/en/pip/32341-pip-activities-country>

### Box 5. Improving inter-regional trade through a regional quality system in Central America: the Programme to Support the Creation of a Regional System for Quality Control and the Application of Sanitary and Phytosanitary Measures in Central America (PRACAMS)

PRACAMS works to strengthen national and regional institutions, and to ensure that well-designed SPS measures are implemented to a consistently high level across Central America. PRACAMS has received €23.5 million funding from the Regional Indicative Programme for Latin America. Anticipated achievements include creating regional accreditation, metrology and conformity assessment networks, and the effective and transparent coordination of inspections. PRACAMS is also developing an efficient, standardised risk analysis and surveillance system for pests and diseases, and an identity system to trace export products. Its ultimate goal is a well-trained, supported and informed productive sector that meets importing countries' technical requirements on Technical Barriers to Trade (TBT), as well as SPS-related and private standards.



Photo: ENDESU

### Box 6. Standards for Market Access Programme (SMAP) in Kenya

This Kenyan programme aims to strengthen the legal framework and institutional infrastructure to improve testing and certification of plant and animal-based products. The key institutions involved in this process are the Kenya Plant Health Inspectorate Service (KEPHIS), the Department of Veterinary Services (DVS), competent authorities, and the Kenya Bureau of Standards (KEBS). KEPHIS and DVS will improve surveillance and risk analysis capacities, and KEBS will improve its testing and certification capability. All three institutions will upgrade their laboratories, enhance the technical capacity of their staff, and strengthen decentralisation of service delivery.



Photo: SMAP programme, Dominique Davoux



## CHAPTER 3

# EU assistance for SPS measures: mandates, objectives, and activities

## 3.1. Mandates in the EU with regards to SPS-related technical assistance and mechanisms of SPS coordination

### 3.1.1. DG DEVCO and EEAS

The programming and implementation of appropriate programmes to tackle SPS measures in developing countries fall under the remit of the Directorate-General for International Cooperation and Development (DG DEVCO) and the European External Action Service (EEAS). Three priorities of the EU's development policy<sup>12</sup> are of special relevance to SPS issues:

- **Good governance and institutional capacity:** Democratic and efficient institutions shape sustainable development. Good governance, the fight against corruption and the rule of law, all strengthen public-service delivery.
- **Trade from developing countries:** SPS measures are an important aspect of development cooperation and economic integration in developing countries. These cover a wide range of issues from strengthening competitive local private sectors to implementing EPAs.
- **Sustainable agriculture and energy:** Standards apply to raw or processed agricultural products, including live animals and plants. However, their implementation also contributes to sustainable agriculture, and lays the foundations for sustainable growth in developing countries.

Within the 2014-2020 financial framework, both geographical and thematic financial instruments cover support of SPS interventions.

The **geographical instruments** are as follows:

- **The Pan-African Programme** – The Joint African-European Strategy (JAES)<sup>13</sup> was adopted in 2007 at the Lisbon Summit. It reflects a mutual desire to forge stronger links between the two continents in key areas of cooperation. JAES is a support mechanism at the heart of the long-term framework for Africa-EU relations. It is implemented through jointly identified priorities which are of interest to both the EU and Africa. The 2014-2017 implementation roadmap was endorsed during the fourth EU-Africa Summit. Its central focus is 'sustainable and inclusive development and growth, and continental integration', encompassing coordination of appropriate policies; reduced trade barriers; and capacity building to improve, certify, and assure quality of goods. The Multiannual Indicative Programme (MIP) 2014-2017 of the Pan-African Programme plans financial support to improve coordination at continental and trans-regional levels in SPS-related activities. Formulation is taking place in 2016, with a view to commencing implementation from 2017.
- **Regional and National Envelopes** – These envelopes are channelled through the Regional Indicative Programmes (RIPs) and the National Indicative Programmes (NIPs).
  - For instance, the RIP for the Southern African Development Community (SADC) region mentions the possibility to support the implementation of the SADC Regional Agricultural Policy, focusing on improving regional and international trade and access to markets. The SADC Regional Indicative Strategic Development Plan (RISDP) identifies the coordination of animal disease control strategies and the promotion, standardisation and implementation of disease control

measures as a top priority to achieve regional economic integration.

- At national level, around 60 countries have chosen sustainable agriculture and food security as a focal sector for EU intervention. Of these countries, 24<sup>14</sup> retain potential SPS related interventions.

**Thematic instruments** are intended to tackle global concerns and foster development cooperation in EU policy, helping to eradicate poverty. These are as follows:

The **Global Public Goods and Challenges** (GPGC 2014-2020) instrument seeks to foster sustainable economic, social, and environmental development in an integrated and holistic way. The GPGC brings added value, complementarity and coherence to geographical programmes. It addresses global initiatives and helps developing countries adapt to EU internal policies, international obligations and commitments. It enhances the EU's ability to react promptly and substantively, expanding knowledge, building capacity, and strengthening governance. The GPGC will develop a set of multi-dimensional flagship programmes to address key GPGC issues with a view to ensuring an impactful, unified approach that reflects EU interests and policies. A specific *Food and Nutrition Security* allocation will cover pro-poor innovation; research and sustainable agriculture; and governance and increased opportunities for farmers. This allocation aims to foster resilience among the poorest and strengthen their response in times of crisis.

### 3.1.2. DG SANTE

The EC works to ensure that Europe's food supply is the safest in the world and that the same standards

of food safety apply to all products, regardless of their origin. As the world's biggest importer and second biggest exporter of foodstuffs, the EU works closely with international organisations and offers advice as well as assistance to its trading partners.

- DG SANTE is responsible for public health and food safety, and sets SPS measures in the EU. Almost all of the EU SPS legislation is coordinated at EU level. In order to ensure optimal implementation of SPS measures, DG SANTE has developed a training programme called Better Training for Safer Food (BTSF).
- In the same capacity, DG SANTE is closely involved in international standard setting within the Three Sisters: CAC, OIE and IPPC.
- The EC, in its role as guardian of the EU Treaties, is responsible for ensuring that EU legislation on

food safety, animal health, animal welfare, plant health, and medical devices is properly implemented and enforced. As a Commission service, the Food and Veterinary Office (FVO)<sup>15</sup> plays an important role in fulfilling this task by carrying out audits, inspections and related non-audit activities in EU Member States and also in non-EU countries. The FVO publishes an annual work programme based on the multi-annual control plans of the competent authorities in each Member State, and of the authorities in countries approved to export to the EU. This is produced in consultation with other Commission services and with EU Member States. For third countries, FVO



Photo: COLEACP

“The EC is responsible for ensuring that EU legislation on food safety, animal health, animal welfare, plant health, and medical devices is properly implemented and enforced.”



considers risk and trade factors, plus the status of legislation, to prioritise the need for inspection and auditing visits. The service provides a balance between EU Member States and non-EU countries. The outcome of the FVO audits provides clear recommendations for improving the SPS situation in a given sector at third country level. These recommendations should be taken into account when designing assistance programmes.

EU projects facilitate access to the EU market. Import requirements are being reviewed by DG SANTE to verify:

- The main legal references (EU veterinary and Phytosanitary 'acquis', as well as food safety legislation).
- The consistency of the main objectives and priorities of the project.
- The pertinence of proposed activities and benchmarks.

### 3.1.3. DG TRADE

Trade policy is exclusively managed by the EU. The EU's trade relations with non-EU countries are managed through trade and investment policy which covers goods, services, intellectual property and foreign direct investment. The trade policy is set down in Article 206 of the *Treaty on the Functioning of the EU*.

DG Trade's responsibilities include:<sup>16</sup>

- Defining the EU position in trade negotiations, after consultation with DG AGRI and EU Delegations.
- Working with stakeholders, including Member States, EU businesses, technical experts (for instance in the Market Access Advisory Committee and the SPS Market Access Working Group).
- Submitting written comments on third countries' SPS measures under the WTO SPS notification procedure (transparency obligations of the SPS Agreement).
- Raising issues, in the form of specific trade concerns, in the plenary meetings of the WTO SPS Committee.
- Bilateral discussions with the authorities of the third country concerned, on a case-by-case basis, or in the framework of EU dialogue.
- SPS matters in international agreements, such as Free Trade Agreements, that the EU pursues with third countries.
- Providing SPS-related capacity building to developing countries – DG Trade G2 manages a budget for this.
- Providing input to the definition and prioritisation of technical assistance and capacity building activities under programmes managed by the Commission.

- Following the standards set by the OIE, CAC and IPPC.

DG TRADE provides SPS-related capacity building to developing countries either directly or through international organisations, through a specific budget line Aid for Trade.

### 3.1.4. DG AGRI

DG AGRI follows SPS issues with the aim of ensuring consistency with Common Agricultural Policy (CAP) and with DG AGRI initiatives, in particular providing inputs to DG TRADE on trade negotiations. The EU is committed to stopping the use of refunds for exports to developing countries in Africa with which the EU has an EPA. Within the framework of these EPAs, the EU grants full access to all agricultural products that respect SPS requirements. Attention is currently focused on implementing agreements that have concluded recently, namely in the Economic Community of Western Africa (ECOWAS), East African Community (EAC) and SADC regions.

### 3.1.5. Research Framework Programme

The EC Research Framework Programme (RFP) promotes research and innovation. It supports coordination mechanisms that bring together different actors. It aims to align research agendas, both within the EU and internationally. Now 30 years old, the overall budget for Horizon 2020,<sup>17</sup> the 2014-2020 programme, is €78 billion.

Some research activities funded in the scope of RFP, including research projects and coordination actions, do touch upon SPS issues, albeit indirectly. Some projects also address trans-boundary issues in the area of food safety, animal and plant health. Occasionally, when non-EU countries are actively involved in a project, there are opportunities to address matters of common interest and indirectly enhance the objectives of the SPS Agreement. The Community Research and Development Information Service (CORDIS)<sup>18</sup> provides a unique entry point and search tool, allowing comprehensive access to EU-funded research findings.

### 3.1.6. Inter-Service Group on SPS related issues for developing countries: a policy coherence for development initiative

In mid-2003, the Directors General of DGs DEVCO, TRADE and SANTE met to improve the coordination of commerce and consumer protection issues. They decided to create an Inter-Service Group on SPS, which is chaired by DG DEVCO. It brings together colleagues from several DGs (DEVCO, TRADE, AGRI, SANTE and RTD). This forum meets regularly with the objective of anticipating issues and proposing solutions in the field of SPS.

The mandate of the group is to:

- Encourage coordinated and appropriate action in the field of SPS through inter-service coordination, information exchange between the DGs, and a move towards a common approach and clear investment priorities.
- Provide guidance and assistance to EU delegations in the identification, formulation, implementation, and evaluation of SPS interventions.
- Increase synergistic working between current SPS projects and improve coordination with other development partners.
- Define and prioritise SPS actions.
- Improve communication on SPS issues, taking into account development trends, emerging issues, challenges, and opportunities.

The Inter-Service Group on SPS is seeking to improve complementarities and synergies regarding SPS interventions at country, regional and global level in developing countries.

### 3.2. Objectives and strategic choices for EU development assistance

The EU provides assistance to help developing countries integrate into world trade by tackling SPS issues. The EC has been a driving force in funding interventions specifically related to animal health, plant health and food safety. Additionally, even though animal welfare is not recognised as an SPS matter, it is often a major concern and is included in the EU's 'farm-to-fork strategy.' Consequently, it is a focus of many technical assistance programmes in developing countries.

SPS-related assistance is provided to facilitate exports from developing countries, often with a focus on small-scale producers. This is to encourage access to the EU and other world markets. The assistance is also geared towards improving governance and meeting international standards, both of which help countries take better advantage of available trade opportunities. EU assistance helps national

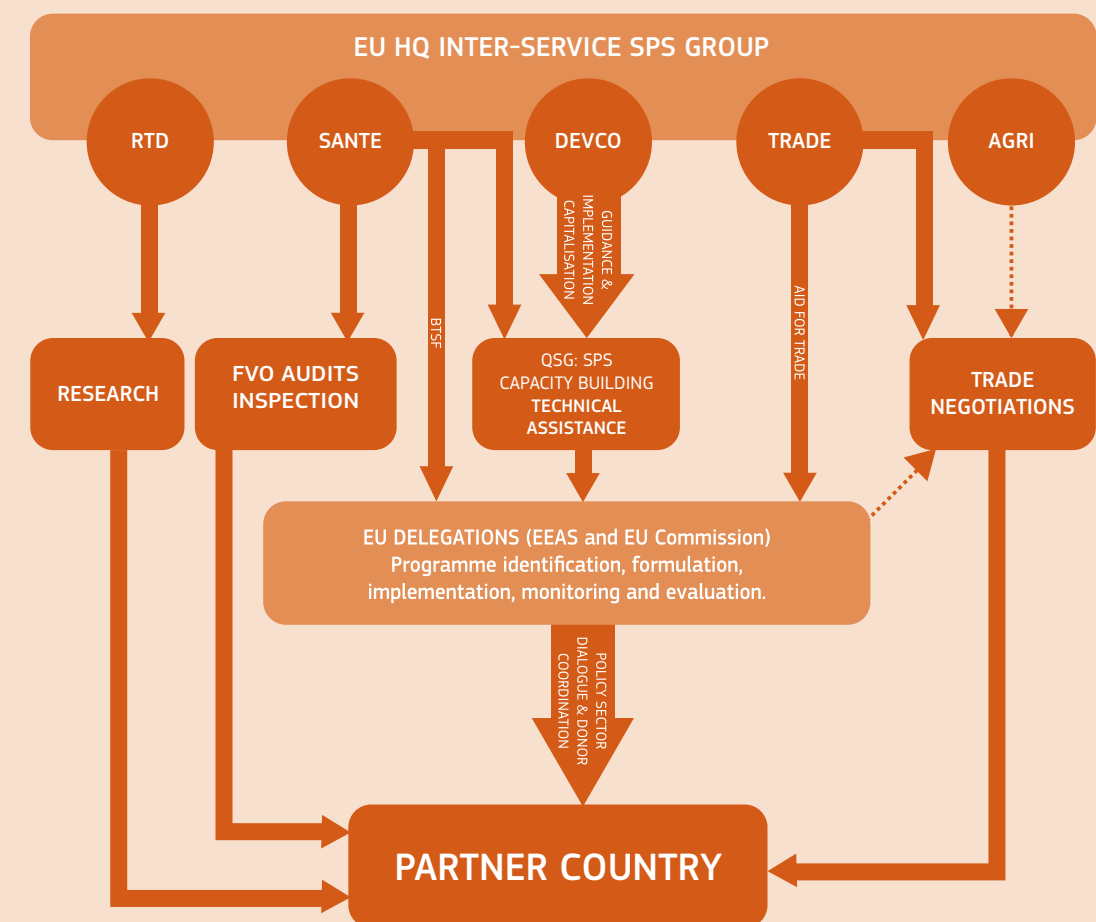


Fig. 1. The relationship between DGs working on SPS issues and partner countries



administrations build governance frameworks and develop their infrastructure, facilitating the participation of authorities in international debates and negotiations on standards; supporting the private sector in SPS compliance; transferring technical know-how; and giving practical assistance in the field.

The EU has a comprehensive system of food safety legislation in place. Its main priority is prevention, by early promotion of food safety principles. Good agricultural practices, integrated pest management and a healthier animal work force all contribute to food safety. Veterinary services play a major role in the field of animal health and welfare. They contribute to food security and safety, economic growth and wealth creation by working to ensure the livestock sector is cared for. EU interventions aim to improve the institutional environment through regulation of veterinary services and medicines, appropriate veterinary legislation, capacity building for animal health surveillance, early detection and rapid response to animal disease outbreaks, investment in laboratories, support for private sector operators, improved access to veterinary services and awareness-raising. The EU also supports integrated plant health systems by strengthening stakeholder linkages and by providing plant health services for farmers, linked to a global knowledge bank on plant health.

### 3.3. Potential activities to be covered by EU development assistance

EU assistance addresses SPS measures on a national, regional and local level. It supports the strengthening of national administrations and competent authorities; the involvement of the private sector; participation in international fora and standard-setting organisations; and regional integration.

#### 3.3.1. Strengthening national administrations and competent authorities

Several development programmes are in place to support local competent authorities in complying with the SPS requirements of trading partners (SPS implementation). EU support for developing countries is oriented towards capacity and institution building. This encompasses organisational, legislative and financial sustainability, technical issues, anti-corruption procedures and training. Investment in facilities and equipment for technical ministries may also be considered when this leads to improved inspection services and testing laboratories. At a national level, institutional strengthening of competent authorities could be conceived in the framework of sectorial reform programmes.

The EU encourages the use of sector approaches to support nationally owned sector development programmes. Sector approaches are processes that lead to closer partnerships, and seek to broaden government and national ownership of public sector policy and resource allocation. Sector budget support is a key instrument to support and assist governments aiming to improve 'public-good' type outputs, such as SPS interventions. The following list gives an overview of actions that can be financed:

- Flexible funding for priority SPS research areas, including impact and key sector studies, poverty analysis, use of EU diagnostic tools, and social impact analysis.
- Develop tools and guidance documents on the use of economic analysis to inform SPS decision-making and implementation.
- Financial facilities to enable access to technical experts and/or legal assistance.
- Institutional support to governments, for example to review the existing inter-ministerial mechanisms for strategy development, or to organise high-level workshops for trade mainstreaming.
- Support for institutional review and/or establishment of national standards bodies, regulatory bodies and competent authorities.
- Assistance to meet WTO transparency (notification) requirements.
- Integration of SPS issues into national development strategy, with the use of tools such as Multi-Criteria Decision Analysis (MCDA).
- SPS measures and policy analysis training.
- Assistance in drafting new legislation.
- Training staff in official inspection services and national competent authorities.
- Investing in bringing equipment and buildings up to international standards.
- Stakeholder consultation and participation, including with the private sector, non-governmental organisations (NGOs), administrations and trade unions. This could be done through the creation of a platform to identify technical assistance requirements and to complement other assistance, in fields like environment and consumer protection.

FVO inspection reports constitute an important database of measures to be taken and their recommendations. They offer useful guidance for EU support to partner countries.

#### 3.3.2. Supporting the private sector

The EC is helping the private sector meet SPS import standards through a number of programmes. Private enterprises must demonstrate compliance with regulatory and commercial requirements for SPS

measures. In order to do this, they need access to information and an understanding of existing and upcoming legal requirements. Enterprises should adjust their company organisation and management accordingly. This can be done by upgrading equipment, improving skills and practices, and setting up appropriate monitoring and quality assurance systems. A business-friendly environment is very important in this context. Initiatives to establish proper mechanisms for public and private dialogue and joint action should be encouraged.

The EC communication on *A stronger role of the private sector in achieving inclusive and sustainable growth in developing countries* was adopted in May 2014.<sup>19</sup> One of its principles for strengthening the role of the private sector in EU development cooperation is to 'create opportunities through market-based solutions.' Improved private sector SPS compliance is central to this broader context. The following actions are eligible for funding:

- Advising on bringing buildings and equipment up to international standards.
- In the right circumstances, investing in bringing buildings and equipment up to international standards.
- Raising awareness of SPS-related standards and issues in the private sector.
- Training in SPS.
- Enhancing private sector competitiveness.
- Strengthening private sector contractors for SPS implementation.
- Fostering contacts between the private sector and local think tanks.
- Fostering transparency in SPS negotiations to reduce mistrust and increase the quality of stakeholder inputs.
- Keeping the general public informed by organising country-level and regional consultation workshops, and by publishing all relevant information and negotiation documents.
- Developing an SPS-related standards infrastructure, including adequate testing facilities, quality assurance and standards bodies.
- Ensuring smallholders are included in value chains contributing to economic growth and poverty reduction in LDCs.
- Implementing a set of principles regarding private sector engagement.<sup>20</sup>
- Encouraging an active mechanism of public-private sector dialogue on SPS and building solid partnerships.

#### 3.3.3. Facilitating the participation of developing countries in international fora

DG TRADE devotes a certain part of its budget to support developing countries' participation in

standard-setting, by funding their attendance at meetings. DG SANTE has a specific training programme, BTSF, to facilitate efficient and effective beneficiary participation in the work of ISSBs. Some DG DEVCO programmes also provided support for SOS negotiations amongst the general WTO negotiation portfolio (STDF Committee). The following list gives an overview of potential actions that can be financed:

- Assisting developing countries to gather and prepare scientific evidence, either nationally or regionally, so that they can make their case at the meetings mentioned above.
- Offering institutional support to ministries and delegations attending CAC, OIE and IPPC meetings.
- Participation of country specialists (residue levels, epizootics, plant health) at specialised technical and scientific committees of SPS standard-setting bodies.
- Training and awareness-raising in relation to WTO agreements.
- Financial facilities to enable access to technical experts and/or legal assistance.
- Training in SPS issues and negotiating skills, particularly to participate actively in the development of international standards.
- Funds to attend WTO courses.
- Support for programmes submitted to the STDF.
- Young professional training programmes, representing long term capacity development.

#### 3.3.4. Regional integration

Regional development and integration can spur trade and investment, and foster peace and stability. The EU supports regional and continental integration efforts (including South-South initiatives) through partners' policies in areas such as markets, infrastructure and cross-border cooperation on water, energy and security. Support is offered to tackle competitiveness gaps as part of the EU's substantial and growing Aid for Trade activities, EPAs and other free trade agreements with ACP regions.<sup>21</sup> EPAs are 'tailor-made' and go beyond conventional free-trade agreements, focusing on ACP development, taking account of the socio-economic context and including co-operation and assistance to help ACP countries implement the EPAs. The EPAs include provisions for agricultural policy cooperation and dialogue: discussion of domestic policy, development cooperation (such as value adding schemes, like Geographical Indications) and trade issues. The EPAs aim to boost regional trade and improve intra-African trade, supporting market integration at continental level.

“The EU needs to foster further complementarities and synergies regarding SPS interventions within different financial instruments in developing countries.”



## CHAPTER 4

# Cooperation programmes in the field of SPS

This chapter focuses on the inter-sectoral approach in the SPS field, and examines the geographical area covered by EU SPS projects. It also reviews SPS intervention within a geographical and thematic scope.

## 4.1. Inter-sectoral approach in the field of SPS

SPS measures lie at the heart of trade concerns where they are one of a range of non-tariff barriers. They are also central to agricultural value chains from production to consumption. This goes some way to explaining why there are so few pure SPS programmes, although SPS represents a component of a wide range of programmes.

SPS measures are therefore relevant to two categories of development cooperation. *Trade-related* programmes involve Ministries of Trade in charge of negotiating SPS measures, and *agriculture-related* programmes involve ministries in charge of SPS implementation (fisheries, agriculture, plant health/protection services and veterinary services). It is important to note that, in many countries, the dispersed ministerial responsibility for SPS issues can hinder effective implementation.

## 4.2. SPS programmes world-wide

The EU leads the way in providing support to developing countries, with an emphasis on development assistance and aid to improve trade opportunities. As the world's largest importer of food products from developing countries, EU assistance brings mutual benefits. It helps developing countries secure new markets and ensures the EU has safe food supplies.

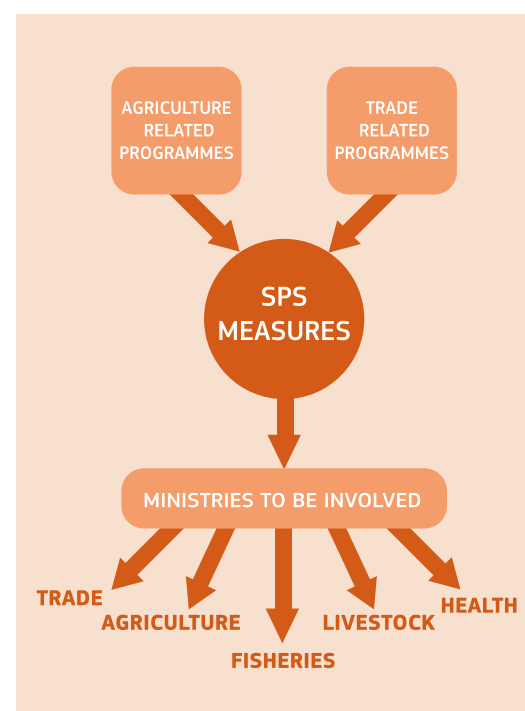


Fig. 2: SPS measures in development cooperation programmes

SPS-related technical assistance is provided to facilitate exports from developing countries, often with a special focus on small-scale producers. Assistance is also geared towards improving governance and meeting international standards. This helps countries take better advantage of trade opportunities. The SPS projects undertaken can be divided into two main fields: those that seek to contribute to the development of standards as the basis of SPS measures, and those that seek to ensure their proper application.



Photo: BTSF

The total value of SPS-related technical assistance provided by the EU, over the last six years, came to €337 million, (44% in Africa). In 2014, more than 360 projects that focus on the SPS area or cover a broader scope were financed by the EU world-wide. The EU's total contribution in 2014 amounted to approximately €152 million, and was provided by the EC and Member States.<sup>22</sup>

### 4.2.1. Projects financed by DG DEVCO

#### Better Training for Safer Food (BTSF) Programme

DG SANTE has developed a SPS training programme, BTSF.<sup>23</sup> This has been running since 2005. Although the main beneficiaries are EU Member States, a large number of activities are also accessible to non-EU countries. The programme provides SPS training workshops on a variety of topics, and offers technical training at national level. In developing countries, it takes a development focus and prioritises scaling up SPS measures. Interventions are linked to FVO audit findings. The programme is able to deploy assistance very quickly, and operates as a rapid-response mechanism where help is urgently needed to secure market access or remedy health threats related to food. In this context, it operates as an intermediate solution when more substantive capacity building programmes are underway or have finished, where long procedures hamper quick intervention. There are four non-EU programmes available at present:

- The programme BTSF-World has €8 million DEVCO funding until mid-2016. It is managed by DG SANTE. It organises regional workshops and technical assistance missions.
- BTSF-ISSB is financed by DG TRADE and provides regional workshops to train participants in

the efficient and effective implementation of international SPS standards. The programme will run until late 2017.

- Food testing: participants receive two-weeks of in-depth training on laboratory diagnostics in a specialised EU laboratory. This programme runs until the end of 2016.
- The Scientific Network on Risk Assessment of Genetically Modified Organisms (GMO Network) is a limited programme, implemented by the Joint Research Centre in Ispra.

#### Intra-ACP geographical scope

The PIP and EDES programmes were the most extensive SPS capacity building programmes in ACP countries. Both came to an end in 2015.

The **PIP Quality and Conformity Fruits and Vegetables Programme** (Phase 2-PIP) was a programme supported by the EC and managed and implemented by COLEACP. It benefited 44 ACP countries and had an EU contribution of €32.5 million. The main objectives of the programme were to increase agricultural trade, reduce rural poverty and improve food security in ACP countries. Its primary activities focussed on supporting horticultural sector operators to comply with the regulatory requirements of European markets. It also supported small-scale farmers; fruit and vegetable processing; local and regional markets; and facilitation of other commercial, environmental and social requirements.

**EDES Programme** had €29.5 million EU funding for five years, ending in 2015. EDES was managed by a consortium led by COLEACP. It aimed to secure the flow of plant and animal food products towards the EU or at regional level, by making small-scale growers key actors within the supply chain. EDES developed





capacity building activities, mainly through training, technical assistance, facilitation or coaching. It focussed on promoting interaction between national public authorities and food business operators, in both plant and animal sectors.

#### *Pan-African geographical scope*

The strategic goal of the **Reinforcing Veterinary Governance in Africa (VETGOV)** programme is to strengthen veterinary services at an institutional level. This is being done by establishing adequate veterinary services at national level; strengthening regional institutions and their coordinating and supportive capacity; and creating an environment conducive to investment in the livestock sector. The programme has a budget of €31.2 million from which €30 million is EU funding. The programme started in 2010 and it will finish in 2017.

#### *Regional geographical scope*

The **Regional Cooperation Programme on Highly Pathogenic and Emerging and Re-emerging Diseases in Asia** strengthens the institutional capacities of the Association of Southeast Asian Nations (ASEAN) and the South Asian Association for Regional Cooperation (SAARC) and their secretariats. This includes, when needed, strengthening the capacities of selected individual countries in Asia. The main objective is to control highly pathogenic and emerging and re-emerging diseases (HPED) and improve epidemic and pandemic preparedness in the region. The EC has contributed €20 million to the programme during 2009-2014.

**PRACAMS** promotes the creation of a regional

quality system and the application of SPS measures. It ensures compliance with the requirements of international markets, under the TBT and SPS Agreements of the WTO. The EC has contributed €23.5 million to the project which runs from 2010 until 2016.

**Plantwise** supports plant health systems in Africa (and other regions) through an integrated approach. It aims to increase food security and improve rural livelihoods by reducing crop losses. Plantwise strengthens links between plant health stakeholders and improves access to information at all levels. It strengthens the capacity of existing systems so that they can effectively detect and manage plant health problems as they arise. The programme, led by CABI, started in 2012 and will end in 2016. The EU has contributed €10 million to this project, which covers 10 countries of sub-Saharan Africa.

The Regional One Health Programme in Asia (**INNOVATE**) aims to strengthen the capabilities of Asian LDCs. It helps them to address and prepare for risks related to infectious diseases via the promotion of innovative regional cross-sectorial and multi-actor collaborations and networking through the implementation of the One Health approach. The EU contribution to the programme is €10 million during 2013-2018.

#### *National geographical scope*

The **Standards and Market Access Programme (SMAP)** strengthens the legal framework and institutional infrastructure for testing and certification of plant and animal-based products in Kenya. It has €12.1 million EU funding and runs from 2012 to 2017. **Improving and Integrating Animal Health Services in the Livestock Value Chain through Public Private Dialogue in Ethiopia (LVC/PPD)** seeks to add value to livestock commodity production chains by integrating strengthened animal health, advisory and regulatory services, supported by effective dialogue between private and public stakeholders. The project, started in 2009, has €7.4 million EU funding.

Under the Framework Programme in support of EU-Ukraine agreements, the **Improvement of Food Safety Control System in Ukraine** project runs from 2014 until 2016. It aims to improve food safety in Ukraine 'from farm to fork' by aligning Ukrainian legislation, institutional infrastructure, and a system of state controls, with the regulatory and administrative policies and practices of the EU. This project has €3.5 million EU funding.

#### **4.2.2. Projects financed by DG TRADE**

Over the last few years, the demand for short term, targeted technical assistance has risen and is highly valued by developing countries as a tool to improve their food safety level, facilitating exports to the

EU. DG TRADE has been providing aid from its own budget in the following ways:

- Helping developing countries play their part in standard-setting by funding their attendance at meetings.
- Supporting other projects, such as food pattern consumptions in South East Asia and the Implementation Review and Support System (IRSS) for the IPPC.

The PAN-SPSO has been supported under the *Aid for Trade* envelope, which aims to improve international trade of agricultural products in Africa. Its specific objective is to strengthen effective participation of African countries during the formulation of international standards by the OIE, IPPC and CAC on animal health, plant health and food safety respectively. In a second phase, the EC has made a €2 million contribution which will run from 2012 to 2014.

#### **4.2.3. Projects financed by DG for Research & Innovation (RTD)**

DG RTD devotes a significant budget to research programmes in the field of *food quality and safety*. From 2007-2014, the Seventh Research Framework Programme (FP7) demonstrated a solid commitment to financing neglected zoonotic disease (NZD) control in Africa (e.g. anthrax, brucellosis) through three highly visible projects: the Integrated Control of Neglected Zoonoses (ICONZ), Advocacy for Neglected Zoonoses (ADVANZ) and Training of the One Health Next Scientific Generation in the Sahel and Maghreb (OH-NEXTGEN).

The **ICONZ** programme aimed to improve human health and animal production in developing countries through integrated control of neglected zoonosis in animals, based on scientific innovation and public engagement. The project ran from 2009 to 2014. The EU funded €6 million of this project which had a total budget of €7.6 million.

The aim of **ADVANZ** was to persuade decision makers and empower stakeholders at local, regional, and international levels in a coordinated fight against NZD. The project focused on Africa where the burden of NZD is heaviest. It had a budget of €0.544 million and an EU contribution of €0.499 million. It ran from 2012 until March 2015.

**OH-NEXTGEN** will develop a web-based modular training course designed to empower a new generation of scientists to address One Health issues faced by communities in Africa. While this programme is targeted at the Maghreb and the Sahel, Africa, it will be accessible globally. Training modules will be accessible through the European Tropical Health Education Network (tropED) and other networks. It

started in 2011 and will end in September 2015. The EU contribution for this project is €1.99 million, and the total cost of the project will be €2.23 million.

**FP7** also supported various collaborative projects with an animal health or disease vector component. For example the **Global Network for Animal Disease Research (STAR-IDAZ)**, **Research Prioritisation for Animal Disease Control (DISCONTROLS)** and the **Crimean Congo Haemorrhagic Fever (CCH)** project. Other EU-based projects contribute to the development of science for the control of NZDs, such as rabies and cystic *Echinococcus*.

The upcoming international calls regarding SPS under Horizon 2020 will address the following:

- Assessing the Health Risks of Combined Human Exposure to Multiple Food-Related Toxic Substances.
- Improving the Control of Infectious Epidemics and Foodborne Outbreaks through Rapid Identification of Pathogens.
- Biological Contamination of Crops and the Food Chain.
- Tackling Disease Related Challenges and Threats Faced by European Farmed Aquatic Animals. Parasitic Diseases of Farmed Fish.



“SPS measures help developing countries secure new markets and ensure the EU has safe food supplies.”



## CHAPTER 5

# SPS-related capacity evaluation tools

Capacity assessment is essential to identify weaknesses in SPS infrastructure and operations as a precursor to identifying investment needs in a country. Taking advantage of existing SPS-related evaluation tools will help prioritise needs and find strategies to address them. The STDF has adapted the Multi-Criteria Decision Analysis (MCDA) tool to help investments. International organisations have the following sector-specific and cross-cutting tools to help with SPS implementation:<sup>24</sup>

## Sector-specific tools

- Guidelines and Quick Guide to Assess Food Safety Capacity Building Needs, developed by FAO, focused on food safety.
- Performance, Vision, Strategy (PVS) Tool for Food Safety, developed by the International Council of Chemical Associations (ICCA)
- Performance, Vision, Strategy (PVS) Tool for National Plant Protection Organisations, developed by ICCA and focused on plant health.
- Performance of Veterinary Services (OIE PVS) Pathway, developed by OIE and focused on animal health.
- Performance, Vision, Strategy (PVS) Tool for National Veterinary Services, developed by IICA and focused on animal health as forerunner of OIE PVS, commissioned by OIE at request of member countries.
- Phytosanitary Capacity Evaluation (PCE) Tool, developed by IPPC and focused on plant health ('Self-help' tool).

## Cross-cutting tools

- Guide to Assess Biosecurity Capacity, developed by FAO.
- Performance, Vision, Strategy (PVS) Tool for Sanitary and Phytosanitary Measures (SPS), developed by ICCA.
- Food Safety and Agricultural Health Assessments and Action Plans, developed by the World Bank.



## Related approaches

- Approach to Evaluate Conformity Assurance Infrastructure, developed by United Nations Industrial Development Organization (UNIDO) and focused on conformity assessment.
- National Capacity Self-Assessment (NCSA) for the Convention on Biological Diversity (CBD), developed by CBD and focused on global environmental commitments.
- Diagnostic Tool for Analysis and Assessment of Trade and Health, developed by WHO and focused on trade and health.
- WTO offers specialised SPS courses for developing country delegates. STDF and project preparation grants also offer a good opportunity for ongoing support.

“SPS tools help guide investments and provide evidence-based data for policy decisions.”

## CHAPTER 6

# Lessons learnt and recommendations

Two central ideas emerge from this discussion of SPS standards. Firstly, given the inter-sectoral nature of SPS issues, a cross-cutting approach is required. Secondly, continued focus on capacity building is important, in particular to prevent the rise of SPS crises.

## 1 Although they are covered by several EU programmes, there are few 'pure' SPS projects. They tend to be one component of broader trade or agricultural programmes.

- Both trade and rural development programming should give adequate attention to SPS measures, given the growing importance of SPS compliance.
- EU trade and agriculture sector staff need to be aware of the relevance of SPS measures to the programmes that they manage.
- Increased up-stream consultation with DG SANTE in the early stages of the identification and formulation of projects and programmes will help identify possible bottlenecks affecting trade in agricultural products. The multilateral and bilateral international relations units within DG SANTE can help address any concerns.

## 2 SPS measures are complex. Many services, stakeholders and partners have a role to play. For this reason:

- Ensure the relevant administration is targeted. This may differ depending on the issue in question which may include impact assessment, negotiations, standard-setting, implementation and reporting.
- Analyse the links between the national SPS enquiry point, the WTO and national level services implementing SPS measures. It should be noted that, whereas the Ministry of Trade may be responsible for the SPS Enquiry Point (along with the TBT Enquiry Point) as a matter of administrative convenience, attendance at WTO meetings on the application of SPS measures is a matter for staff from the technical ministries or departments.
- Increase the use of existing tools to monitor and evaluate the application of SPS measures facilitated by these interventions.

## 3 The most effective SPS programmes are those helping countries comply with international and regional standards. Regional programmes seem favoured as they allow adjustment to uneven situations, scale savings, and intra-regional coordination (e.g. common laboratories). The following approaches are recommended:

- Strengthen the national administration by focusing on the competent authority and technical ministries.
- Encourage initiatives that strengthen SPS at national and regional level.
- Help the private sector to become SPS compliant.
- Facilitate developing countries' participation in international fora and negotiations on SPS standard setting.
- Anticipate changes to import regulations and future trends in the SPS field.
- Share SPS-related information in a timely manner.

## 4 SPS is often highlighted when a crisis occurs. However, SPS procedures do not favour the provision of rapid assistance.

- Prioritise programmes that help countries prepare for and prevent crises.
- Existing regional programmes provide ready-made frameworks for undertaking SPS-related activities.
- Assess the need for a quick and flexible response mechanism.
- The number of SPS experts is limited and they are difficult to mobilise.
- Use existing international standards, guidelines or recommendations from standard-setting organisations such as OIE, Codex and IPPC.
- Tap into the accumulated experience of the EU, WTO Member States, and other SPS organisations.
- Refer to DG SANTE BTSF Initiative which is open to third countries.
- Consider COLEACP<sup>25</sup> networking as a reference to ensure service delivery in the SPS field, as well as making use of their training materials, e-learning platforms, communication systems and R&D results.
- Take advantage of the knowledge generated by current programmes. Ensure that lessons learnt are disseminated in a timely manner.

## 5 SPS issues are often seen to affect developing countries' exports to the EU. However, SPS measures apply equally to imports into developing countries and to internal trade. For this reason, authorities need to have control measures in place.



# Endnotes

1. The Inter-Service Group on SPS-related issues for developing countries is composed of DGs DEVCO, TRADE, RTD, AGRI, SANTE and chaired by DG DEVCO.
2. For more information on the SPS Agreement please visit: [http://www.wto.org/english/tratop\\_e/sps\\_e/spsagr\\_e.htm](http://www.wto.org/english/tratop_e/sps_e/spsagr_e.htm)
3. For more information on the CAC visit: <http://www.codexalimentarius.org>
4. For more information on OIE visit: <http://www.oie.int>
5. For more information on IPPC visit: <https://www.ippc.int/en/>
6. For more information on STDF visit: <http://www.standardsfacility.org>
7. For more information on PPGs visit: <http://www.standardsfacility.org/project-preparation-grants>
8. For more information on PGs visit: <http://www.standardsfacility.org/project-grants>
9. [http://trade.ec.europa.eu/doclib/docs/2013/april/tradoc\\_150986.pdf](http://trade.ec.europa.eu/doclib/docs/2013/april/tradoc_150986.pdf)
10. See: Commission Communication EU best practice guidelines for voluntary certification schemes for agricultural products and foodstuffs. [http://ec.europa.eu/agriculture/quality/policy/quality-package-2010/certification-guidelines\\_en.pdf](http://ec.europa.eu/agriculture/quality/policy/quality-package-2010/certification-guidelines_en.pdf)
11. See: [http://ec.europa.eu/agriculture/evaluation/market-and-income-reports/2014/epas/exec\\_sum\\_en.pdf](http://ec.europa.eu/agriculture/evaluation/market-and-income-reports/2014/epas/exec_sum_en.pdf)
12. *Increasing the impact of EU Development Policy: an Agenda for Change* - Available at: <http://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX%3A52011DC0637&qid=1412922281378&from=EN>
13. <http://www.africa-eu-partnership.org/>
14. Countries which have retained SPS interventions: Afghanistan, Angola, Burkina Faso, Cameroun, Cuba, Djibouti, Ethiopia, Ghana, Haiti, Ivory Coast, Kenya, Mauritania, Namibia, Nicaragua, Rwanda, Sao Tome & Principe, Sierra Leone, Suriname, Tanzania, Tajikistan, Uganda, Vanuatu, Zambia, Zimbabwe.
15. For more information on the FVO please visit: [http://ec.europa.eu/food/food\\_veterinary\\_office/index\\_en.htm](http://ec.europa.eu/food/food_veterinary_office/index_en.htm)
16. [http://trade.ec.europa.eu/doclib/docs/2013/april/tradoc\\_150986.pdf](http://trade.ec.europa.eu/doclib/docs/2013/april/tradoc_150986.pdf)
17. Details about Horizon 2020 available at: <http://ec.europa.eu/programmes/horizon2020/>



18. Information on specific EU-funded projects available at: [http://cordis.europa.eu/home\\_en.html](http://cordis.europa.eu/home_en.html)
19. Please find the communication on the following webpage: <http://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX%3A52014DC0263&qid=1400681732387&from=EN>
20. The principles set out in the EU Communication *A stronger role of the private sector in achieving inclusive and sustainable growth in developing countries* are: (i) Focus on employment creation, inclusiveness and poverty reduction, (ii) A differentiated approach to the private sector; (iii) Create opportunities through market-based solutions; (iv) Follow clear criteria in the provision of direct support to private sector actors; (v) Account for different local contexts and fragile situations; (vi) Put strong emphasis on results; (vii) Observe policy coherence in areas affecting the private sector in partner countries.
21. *Increasing the impact of EU Development Policy: an Agenda for Change* - Available at: <http://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX%3A52011DC0637&qid=1412922281378&from=EN>
22. More information can be found in the EU's communication to the WTO on *SPS-related technical assistance provided by the European Union in 2014* (G/SPS/GEN/1139/Add.3) published on 16 March 2015.
23. BTSF: <http://ec.europa.eu/chafea/food/> or [www.btsf.eu](http://www.btsf.eu)
24. To learn more about SPS-related capacity tools visit: <http://www.standardsfacility.org/capacity-evaluation-tools>
25. In order to allow measuring impact and added value of such collaboration, an authorisation by COLAACP will be required.





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