

Enhancing implementation of SPS measures in the IGAD region

Introduction

Global meat demand and prices are currently at unprecedented high levels. Propelled by high GDP growth, globalization, higher incomes, and increased urbanization, particularly in the developing world, diets are rapidly diversifying away from traditional staple commodities towards high-value products, including meat. This growth in demand is projected to continue for the coming fifty years. This increase in demand for meat opens up new opportunities for IGAD member states. The IGAD region is recognized for its vast wealth of livestock. IGAD is one of the regions with the highest ruminant livestock concentrations in Africa.

However, available data indicates that livestock and livestock products export from the region are very minimal as compared with the potential demand. Despite the substantial demand for meat and live animals from importing countries, exports to those markets from the IGAD region often face impediments as a result of their stringent SPS requirements and poor market promotion and development. Existing market opportunities can only be seized and be used for poverty reduction and economic growth of the region, if IGAD MS address sanitary and non-sanitary constraints hampering export trade in livestock and meat. Producers and governments in the region will need to invest heavily in SPS compliance, disease management, surveillance, capacity building and infrastructure development to enhance live animal and meat trade from the region.

This Policy Brief summarizes the SPS standards challenges that faced and are facing the IGAD region, efforts to comply with them, the current challenges in implementation of the measures and gives a highlight of interventions recommended to improve compliance by MS. The brief is based on the IGAD Regional Sanitary and Phytosanitary (SPS) 5 year Strategy and Plan of Action 2016/17 - 2021/22 developed by ICPALD.

| Livestock Population of the IGAD Region (millions) and its % share of Africa | | | |
|--|--------|------|----------|
| Animal Species | Africa | IGAD | |
| | | No | % Africa |
| Cattle | 305.8 | 118 | 38.6 |
| Sheep & goats | 663.6 | 203 | 30.6 |
| Camels | 23 | 14 | 60.8 |

Between 2015 and 2050 the demand for red meat is projected to grow by 81%. This will be an opportunity for IGAD Member States (MSs), as long as they develop the capacity, to meet the Sanitary Phytosanitary (SPS) requirements of importing countries.

According to World Trade Organisation (WTO) -SPS agreement, SPS measure is defined as a measure:

| To protect | From |
|--------------------------------|--|
| Animal or plant life or health | Risks arising from the entry, establishment or spread of pests, disease, disease carrying or disease causing organisms |
| Human or animal life or health | Risks arising from additives, contaminants, toxins, or disease-causing organisms in foods, beverages or feedstuffs. |
| Human life or health | Risks arising from disease carried by animals, plants or products thereof or from the entry, establishment or spread of pest |
| A country | Other damage from entry, establishment or spread of pests |

Some examples of economic loss due to limited SPS compliance

The IGAD region has repeatedly suffered from import bans due to non-compliance with SPS requirements. For example, as a result of an outbreak of Rift Valley Fever (RVF) in 1998/1999 and 2000/2002, Somalia exports to the Kingdom of Saudi Arabia and United Arab Emirates were banned resulting to the collapse of the livestock industry estimated at USD 109 million and USD 326 million, for the first and second ban respectively. The government directly incurred a loss of USD 45 million from foregone export taxes and docking fees while livestock exporters lost a net cumulative profit of USD 330 million, producers estimated annual losses of over USD 8 million. Similarly in Somali region of Ethiopia, a loss of \$132 million in value added and 36% fall of GDP were estimated due to trade bans in 2000. Moreover, the closure of the Garissa Market in Kenya, which is a major outlet for Somali and Ethiopian livestock, resulted in a more than 25% decrease in the price of cattle inducing a total loss of USD 10 million for the value chain ii.

Furthermore, during the 2006–2011 Peste des petit ruminant (PPR) outbreaks in Kenya, Tanzania, Uganda and Ethiopia, an estimated livestock asset loss ranged from 52 to 68%. The livestock-derived income dropped by 99% for poor and very poor households, by 55% for the middle wealth groups and 42% among

the well-off households. In Ethiopia, FAO estimated that losses associated with PPR outbreak reached an average of USD 375 per flock per year, for an average flock size of 143 small ruminants (an average loss of more than USD 2 per animal). To this point, export to lucrative markets is not possible for they have stringent SPS requirements and IGAD MSs could not meet these requirements.

Key efforts by MS to comply with SPS measures

a. Prevention and control of trade sensitive diseases

Member states (MS) have in place disease prevention/control mechanisms such as routine or need based vaccination, active/ passive surveillance against notifiable diseases. Moreover, ICPALD has facilitated drafting of Memoranda of Understandings (MoUs) between all MS for purposes of undertaking joint surveillance, synchronized control and prevention of transboundary animal diseases across their common borders to enhance compliance with SPS requirements.

b. Laws, regulations and policies to facilitate compliance with SPS measures

All Member states (MS) have basic laws and regulations that are instrumental in the establishment of institutions in the entire agricultural chain to support compliance with SPS measures even though enforcement is limited. Most member states are also members of the three standards



setting organizations (OIE, CODEX and IPPC) and WTO.

c. Human capacity and regional Integration/ harmonization

Most member states have staff undertaking SPS controls, though limited,. There are established national SPS and a regional SPS committee to deliberate on common positions and share lessons on compliance with SPS measures even though they are inadequately resourced to discharge their mandate.

d. Coordination and participation in relevant standards setting activities

IGAD MS belong to a number of regional blocks such as COMESA, EAC and IGAD. However, the coordination and participation in standard setting activities including joint submissions is fairly weak.

e. SPS Infrastructure, laboratories, export slaughterhouses and Quarantine systems in IGAD Countries

The MS have some infrastructures (public or private) and ministries working closely with the private sector to enhance compliance with SPS measures even though they are inadequate, poorly resourced and require upgrading.

Challenges of SPS implementation in IGAD Region

- i. Weak legal framework, legislative capacity and inadequate resources to deal with food safety, animal and plant health SPS measures;
- ii. Insufficient coordination at the national level among the relevant ministries, agencies and institutions dealing with SPS measures;
- iii. Weak public and private sector capacities to deal with food safety, animal and plant health SPS measures, which severely limit export capacity and the ability to control imports;
- iv. Weak national and regional SPS committees not anchored on any laws or in a relevant organization but are needed to play a central strategic role;
- v. Lack of clear SPS strategies and plans by individual

countries;

- vi. Weak coordination and harmonization of SPS policies and strategies among the member states, including limited participation in the work program of Codex, OIE and IPPC;
- vii. Weak private sector involvement and investment;
- viii. Limited capacity to implement SPS procedures and to enforce legal measures.

Vision and Mission of the Strategy

The regional SPS strategy is based on IGAD's focus on environmental protection, economic cooperation and integration in an effort to achieve regional food security and sustainable development of natural resources and environmental protection. The vision and mission statements guiding IGAD's interventions on regional SPS agenda are presented below.

Vision

Become the Lead Regional facilitator of SPS-Compliant Agricultural Products in the region.

Mission

Creating markets, improvement of economic well-being, public health, agricultural and environmental protection through management of pests and diseases, and maintenance of food and feed safety across the value chain.

Key Action Areas Recommended

1. Facilitate collaboration on SPS measures including review and harmonization of regulatory instruments

- Review SPS laws, proclamations, subsidiary legislations and directives to enable the region to trade more effectively and efficiently;
- IGAD and member states could consider appointing an SPS regulatory focal person at MS level and SPS focal person at regional/ICPALD level to oversee the review of relevant legislation after national and regional prioritization and other SPS matters;
- Establish and/or strengthen national and regional SPS committees to serve as analytic, coordination and SPS promotion fora;
- A coordinated approach at regional standards setting within the framework of Tripartite (EAC-COMESA-SADC), African Union (AU-IBAR, AU-IAPSC) and in standards setting activities of international standards setting organizations including CODEX, OIE and IPPC;

Core Elements of the IGAD SPS Strategy

- i. Coordination and collaboration on SPS measures including review of regulatory instruments;
- ii. Strengthening of public and private sector institutions for assurance of SPS compliance and market access;
- iii. Managing trans boundary pests and diseases for enhanced market access and integration based on scientific risk management approaches;
- iv. Communication and awareness.

- Encourage participation on national and regional SPS committee meetings as well as in the WTO headquarters;
- Establishment and management of one-stop borders including sharing information and undertaking joint product certification.

2. Strengthen public and private sector for assurance of SPS compliance and market access

- Provide training for public and private sector to cope with evolving SPS requirements and enhance compliance market participation;
- Provide adequate infrastructure, budget and relevant staff in public laboratories as well as training institutions;
- Promote the establishment of private laboratories which should be facilitated to have their methods certified under recognized certification schemes such as ISO 17025;
- Establish holding facilities for fattening animals for efficient monitoring of ill-health conditions and ensure appropriate vaccination, pre-marketing treatment and drug clearance requirements are fulfilled.

3. Address trans-boundary pests and diseases based on scientific risk management approaches

- Establish early warning system for pests and diseases which should entail national and regional protocols and action plans for the collection of surveillance data for priority pests and diseases affecting market functions;
- Development and roll out of national and regional surveillance systems and protocols linked with quality assurance systems and accreditation to act as a driver for creating capacity and capability;
- Establish a framework for SPS legislation to synchronize national and regional policies regarding management of trans-boundary pests and diseases;
- Develop and/or up-scale existing monitoring and

traceability systems. (IGAD and AU-IBAR are undertaking a pilot program with Sudan and Ethiopia on Livestock Identification and Traceability System, LITS).

4. Enhance communication and awareness on SPS issues

Communication and awareness creation is key to improve compliance with SPS standards for which IGAD and Partner States should strive to mainstream the application of ICT along the agricultural value chains and also optimize data sharing. Focus areas in this regard include:

- Establishment of or up-scaling an SPS information system. The system to be used in communication and transmitting necessary SPS related information and trade documents such as permits, sanitary and phytosanitary certificates;
- Up-scale existing platforms such as e-ping currently in use in Uganda and Ethiopia linking SPS and technical barriers to trade (TBT) related activities such as notifications systems among others;
- Enhance the flow of information among and between the public and private sectors on SPS and TBT topics which are often fragmented or non-existent;
- Finally, provide an e-learning platform for sustained interaction and continued knowledge and experience sharing on evolving trends on SPS.



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