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## **Options for enhancing developing country participation in Codex and IPPC activities**

by

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## Abbreviations and acronyms

ACP	African Caribbean Pacific Group of States
AG	Department of Agriculture and Consumer Protection of FAO
AGN	Nutrition and Consumer Protection Division of FAO
AGNS	Food Safety and Quality Service of FAO
AGP	Plant Production and Protection Division of FAO
AU	African Union
AUC	African Union Commission
BTSF	Better Training for Safe Food
CAC	Codex Alimentarius Commission
CAHFSA	Caribbean Agricultural Health and Food Safety Agency
CARICOM	Caribbean Community
CBD	Convention on Biological Diversity
CCAB	Comité do Codex Alimentarius do Brasil
CCAFRICA	FAO/WHO Coordinating Committee for Africa
CCASIA	FAO/WHO Coordinating Committee for Asia
CCEURO	FAO/WHO Coordinating Committee for Europe
CCFFP	Codex Committee on Fish and Fishery Products
CCFFV	Codex Committee on Fresh Fruits and Vegetables
CCFH	Codex Committee on Food Hygiene
CCFICS	Codex Committee on Food Import and Export Inspection and Certification Systems
CCFL	Codex Committee on Food Labelling
CCGP	Codex Committee on General Principles
CCLAC	FAO/WHO Coordinating Committee for Latin America and the Caribbean
CCMH	Codex Committee on Meat Hygiene
CCMMP	Codex Committee on Milk and Milk Products
CCNASWP	FAO/WHO Coordinating Committee for North America and the South-West Pacific
CCNE	FAO/WHO Coordinating Committee for the Near East
CCPFV	Codex Committee on Processed Fruit and Vegetables
CCP	Codex Contact Point

CCPR	Codex Committee on Pesticide Residues
CGTF	FAO/WHO Consultative Group for the Codex Trust Fund
COSAVE	Comité de Sanidad Vegetal del Cono Sur
COMESA	Common Market for Eastern and Southern Africa
CPM	Commission on Phytosanitary Measures
CRDs	Conference Room Documents
CTF	Codex Trust Fund
CXEXEC	Executive Committee of the Codex Alimentarius Commission
DFID	Department for International Development (UK)
DTIS	Diagnostic Trade Integration Studies (IF)
EC	European Commission
ECOWAS	Economic Community of West African States
EIF	Enhanced Integrated Framework
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
FAOR	FAO country representative
FOS	Department of Food Safety, Zoonoses and Foodborne Disease of WHO
GIFSA	Global Initiative for Food-related Scientific Advice
GFN	Global Foodborne Infections Network
IAPSC	Inter-African Phytosanitary Council
IBAR	Inter-African Bureau of Animal Resources
IF	Integrated Framework for Trade-Related Assistance to Least Developed Countries
IICA	Inter-American Institute for Cooperation on Agriculture
IPFSAH	International Portal on Food Safety, Animal and Plant Health
IPPC	International Plant Protection Convention
ISPM	International Standard on Phytosanitary Measures
JECFA	Joint FAO/WHO Expert Committee on Food Additives
JEMRA	Joint FAO/WHO Expert Meeting on Microbiological Risk Assessment
JMPR	Joint FAO/WHO Meeting on Pesticide Residues
LDCs	Least Developed Countries
MERCOSUR	Mercado Común del Cono Sur

MRLs	Maximum Residue Limits
NCC	National Codex Committee
NPPO	National Plant Protection Organization
OIE	World Organisation for Animal Health (earlier called Office International des Epizooties)
OLIEs	Other Low Income Economies
PAHO	Pan American Health Organization
PAN-SPSO	Participation of African Nations in Sanitary and Phytosanitary Standards-setting Organizations
PCE	Phytosanitary Capacity Evaluation
PPG	Project Preparation Grant
RPPO	Regional Plant Protection Organization
SADC	South African Development Community
SC	Standards Committee
SPS	Sanitary and Phytosanitary
SPTA	Strategic Planning and Technical Assistance
STDF	Standards and Trade Development Facility
TBT	Technical Barriers to Trade
TCBDB	Trade Capacity Building Database
TCP	Technical Cooperation Programme
UEMOA	West African Economic and Monetary Union
UNIDO	United Nations Industrial Development Organization
USDA	United States Department of Agriculture
WHO	World Health Organization
WTO	World Trade Organization

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## EXECUTIVE SUMMARY

Despite efforts made by FAO, WHO and several other organizations, many developing countries are still facing institutional and organizational, financial, technical and human resource problems, which constitute a serious limitation to an effective participation in the activities of the Codex Alimentarius Commission (CAC) and the International Plant Protection Convention (IPPC) and their subsidiary and related bodies. In order to improve this situation, the Department of Agriculture and Consumer Protection (AG) of FAO decided to undertake a review of modalities for developing countries' participation in these standards setting bodies, considering regional perspectives, and to develop recommendations to enhance this participation

The work was carried out by four consultants, under the general supervision of the Assistant Director General of AG, the direct guidance of the Directors of the Nutrition and Consumer Protection and Plant Production and Protection Divisions of FAO and in collaboration with the Secretaries of the CAC and the IPPC. The four consultants were: Dr Chagemma John Kedera , Mr Modibo Touré, Dr Valdir Roberto Welte and Dr Stuart Slorach (lead consultant). Much of the information on which this report is based was obtained from FAO Headquarters in Rome, from WHO and the Standards and Trade Development Facility (STDF) in Geneva and from field visits to a total of ten developing countries in West Africa, East Africa and Latin America by three of the consultants. This was supplemented by information collected from various websites and other sources. The three consultants that carried out field studies each wrote a report containing findings, conclusions and recommendations. Using these reports and information collected from other sources, the lead consultant drafted this consolidated report, which summarizes the results obtained. Although only ten developing countries in Africa and Latin America were visited, by using complementary information from other sources an attempt has been made to draw conclusions and make recommendations that apply to a wider range of developing countries, and not just those visited.

Some basic information about the Codex and IPPC systems is presented so that readers not familiar with them can better understand the constraints to active participation by developing countries and how such participation can be enhanced. The wide range of capacity building activities of FAO and WHO in Codex- and IPPC-related areas is also briefly reviewed. These activities include technical assistance projects, workshops and the production of training tools and publications.

Information on the participation of developing countries in Codex and IPPC standard setting activities shows that the numbers of those countries attending meetings of the decision-making bodies of these organizations far exceeds those of the developed countries. Thus developing countries already play a very important role in decision making in Codex and IPPC, which is usually by consensus, i.e. unless there is sustained opposition to a draft standard it is adopted – silence when adoption is proposed is taken to mean acceptance of the standard. However, developing countries play a much smaller role in decision shaping. This is partly because most of the scientific and other information underpinning the standards is currently derived from developed countries, which also provide the majority of experts carrying out the scientific and technical assessments on which the standards are based.

There appear to be very large differences between developing countries in many areas relevant for active participation in Codex and IPPC activities, including economic resources, food safety and quality and plant protection infrastructure, plant and food production and involvement in international trade. Some developing countries, especially some of the larger exporters with strong economic interests in avoiding unnecessarily restrictive international standards, already play a very active role in standards development: they have initiated new work and are often able to provide data to support their positions. Others, with poorer economic resources and infrastructure development, are presently unable to participate actively in standards development and will require considerable support for capacity building for many years before they can do so. The above-mentioned large differences between developing countries must be borne in mind when considering the constraints to active participation in Codex- and IPPC-related activities and capacity building and other support to improve the situation – one size does not fit all!

Constraints to active participation in Codex and IPPC activities were identified as:

- Lack of political awareness about the importance and impact of food safety and quality/plant protection control and regulation issues on economic development and public health and the need for stronger involvement in international standards setting.
- Lack of knowledge/understanding about the connection between Codex/IPPC standards and the World Trade Organization (WTO) SPS and TBT Agreements and countries' rights and obligations under those Agreements.
- The absence of national food safety and quality/plant protection policies and strategies.
- Food safety and quality/plant protection legal and regulatory frameworks are out of date and/or not harmonized with Codex/IPPC standards.
- Responsibility at the national level for food safety and quality/plant protection is split between several different organizations and there is poor communication and coordination between these organizations.
- Lack of adequate infrastructure (e.g. well equipped and staffed laboratories and inspection services) and resources to generate data to support national positions in Codex/IPPC work on standards development.
- Lack of suitably qualified experts with time available to participate in the work of expert groups providing the scientific basis for Codex/IPPC standard setting.
- Poorly functioning national Codex Contact Point/IPPC Contact Point.
- Some countries lack or have a poorly functioning National Codex Committee/National Plant Protection Organization (NPPO) or other mechanism to involve the private sector, consumer organizations and other stakeholders, making the formulation of national positions on Codex/IPPC issues and dissemination of information on current Codex/IPPC activities difficult.
- Capacity building initiatives have been limited and have not covered the wide range of issues required for effective participation in international standard setting activities.
- Lack of funds to finance participation in Codex/IPPC meetings and cumbersome travel clearance procedures.
- Lack of staff with the necessary expertise and negotiating and language skills and the time to participate in Codex/IPPC meetings. High mobility of staff due to lack of incentives, leading to loss of institutional memory and loss of ability to deal with specific food safety and quality/plant protection issues. Lack of continuity in national representation at Codex/IPPC meetings.
- Poor knowledge of how Codex/IPPC operates and how to effectively present and gain support for national positions.
- Language barriers and late arrival of documents in countries where English is not the official language or mother tongue, giving insufficient time to coordinate nationally and comment on draft standards and other texts.
- Frustration because it is believed that a country's written comments on draft standards are not taken into account if it is not physically present at meetings where comments are considered in the standard shaping process.

Lack of financial support is one of the main reasons put forward by developing countries for their lack of/poor participation in Codex-/IPPC-related standard setting activities. However, financial support for attendance at meetings and/or for capacity development related to Codex and IPPC activities is available from several sources including:

- FAO Trust Fund for Food Security and Food Safety
- FAO Core Funding
- FAO Technical Cooperation Programme
- Standards and Trade Development Facility
- PAN-SPSO project
- EC-funded programme "Better Training for Safe Food (BTFSF)

- Other Regional Economic Organizations, e.g. UEMOA, ECOWAS, MERCOSUR
- USDA via IICA
- Codex Trust Fund
- Global Initiative for Food-Related Scientific Advice (GIFSA)
- IPPC Trust Fund
- Bilateral sources
- Private sector

It should be noted that funds from some of the above-mentioned sources may only be used for specific purposes and not, for example, to finance participation in Codex/IPPC meetings.

Additional options identified for possible use to secure further funding to support developing country participation in Codex/IPPC activities include:

- Broadening the base of donors to the Codex and IPPC Trust Funds by actively seeking support from further member countries and also from other sources, e.g. foundations and the private sector. If funding is obtained from the latter sources it is important that responsibility for allocation of funds remains the responsibility of FAO/WHO (Codex Trust Fund) or CPM (IPPC Trust Fund)
- By developing countries seeking support directly from bilateral and multilateral donors and Regional Economic Organizations. The European Union, UEMOA, ECOWAS are examples of potential sources of funding. There are also USA funds under IICA management that are funding Latin American and Caribbean countries to attend Codex/IPPC preparatory meetings organized by them.
- Considering the importance of food-borne diseases and the need to prevent them, national governments could introduce taxes to be paid by food importers and distributors as well as local food producers. The funds collected could be put in a special account to support Codex-related activities.
- To strengthen the participation, both in numbers and quality, of Latin American countries in Codex and IPPC meetings, there is a proposal by Brazil to create a Regional Trust Fund to finance South American countries' participation (see Welte 2010).

In order for some of the above options to be successful, they need to be sustained by concrete, well planned and targeted funds mobilization strategies for both the IPPC and Codex.

Some, but by no means all, developing countries have well functioning Codex/IPPC Contact Points and National Codex Committees/Plant Protection Organizations. These national organizations should include representatives of all relevant stakeholders and are important for establishing national positions on various issues, including draft standards, under discussion in Codex/IPPC and in disseminating information about new developments.

The European Union closely coordinates its position on issues under discussion in Codex and IPPC and presents these coordinated positions in Codex/IPPC meetings and in response to requests for written comments on draft standards. This gives the EU an advantage in negotiations and other regions would benefit from closer coordination of positions, where this is possible. In some other regions, e.g. Latin America, effective coordination is achieved on many issues, but in some other regions there is little or no coordination. In Africa sub-regional coordination is being developed and this may well lead to closer regional coordination on that continent. Regional coordination in Codex takes place via the FAO/WHO Regional Coordinating Committees and in IPPC via the Regional Plant Protection Organizations, at meetings of these bodies and/or via electronic platforms.

Active participation by developing countries in Codex- and IPPC-related activities has been and is currently being enhanced by a broad range of FAO/WHO capacity building activities related to food safety and quality and FAO capacity building in the phytosanitary area. The capacity building needs of

developing countries vary very widely and many of them need qualified assistance in assessing and prioritizing their needs and in preparing applications for funding from relevant sources. The capacity evaluation tools developed by FAO, for example the Phytosanitary Capacity Evaluation (PCE) Tool and the guidelines to assess capacity building needs in strengthening national food control systems (see WTO 2009), can be of use in this regard.

Techniques for improving preparation for and effective participation of developing countries in Codex/IPPC meetings include:

- Establishing or strengthening national Codex/IPPC Contact Points, National Codex Committees/Plant Protection Organizations and Codex/IPPC national websites
- Sub-regional, regional and inter-regional coordination prior to and during Codex/IPPC meetings
- Pre-meeting briefing sessions
- South-South cooperation
- Twinning
- Mentoring
- Co-hosting meetings with and in developing countries

These techniques have already been and are being used by FAO (and WHO in Codex) to enhance developing country participation in Codex/IPPC activities, but many of these countries require further support. During the field visits to ten developing countries, the consultants in the present project observed that mentoring and twinning appear to have been utilized to a very limited extent in connection with Codex/IPPC activities. However, these techniques have been used successfully in other contexts and FAO staff report that they have also been used with good results in some cases in Codex/IPPC activities.

The IPPC Secretariat has a wide range of responsibilities, including standard setting, capacity building, dispute settlement and dissemination of information, and it is currently seriously under-resourced, especially as regards long-term staffing. This shortage of long-term staff and other resources is the main constraint for the sustainable delivery of the IPPC standard setting programme, information exchange programme, capacity building and other activities. Although temporary solutions to some of these deficiencies have been found through short-term secondment of staff and financial support from certain countries, there is a need to increase its permanent staff and other resources to enable the IPPC Secretariat to deliver its mandate in a sustainable manner.

The Codex Secretariat and the FAO staff involved in capacity building in the area of food safety and quality are already working at maximum capacity and the staffing levels should remain at at least the current levels.

## **Recommendations**

Based on the information obtained during the field visits, from FAO and from other sources and an analysis of the constraints identified, the following recommendations to enhance active participation of developing countries in Codex and IPPC-related activities are made. At FAO's request, similar recommendations relating to Codex and IPPC have been combined where possible: recommendations relating to IPPC/plant health are, of course, not directed to WHO.

## *Increasing awareness of the importance of Codex and IPPC*

### Main recommendations

- FAO should urgently seek to increase awareness at the highest levels of government in developing countries of the importance of the IPPC and plant protection (especially the trans-boundary spread of plant pests and diseases) and their relation to food security, economic development and sustainability. To this end, FAO should develop and implement a communications strategy to raise the profile of the IPPC nationally and internationally and within FAO itself. FAO and countries' representatives should analyze the need for a Ministerial Meeting as a side-event to a coming Commission on Phytosanitary Measures (CPM) meeting to focus on the specific issue of the stronger involvement of national experts/scientists from developing countries in scientific advice and data provision and participation in technical expert committees and working groups.
- FAO and WHO should seek to increase awareness at the highest levels of government in developing countries of the importance of Codex and food safety and quality and their relation to public health, food security and economic development. They should also support member countries in establishing a communication strategy on the importance and understanding of food safety and quality issues at the national level. FAO, WHO and member countries' representatives should consider the need for a Ministerial Meeting as a side-event to a coming CAC meeting to focus on the specific issue of the stronger involvement of national experts/scientists from developing countries in scientific advice and data provision and in expert committees and working groups.
- FAO and the member countries in all of its regions should include food safety and quality/ plant protection as permanent items on the agenda of the Regional Conferences of FAO. FAO and its members should also include these subjects regularly on the agenda of its FAO Conferences and WHO and its members should include food safety more often as an agenda item at World Health Assembly meetings.
- FAO and WHO, together with WTO, should make further efforts to increase knowledge and understanding at developing country government level of the connection between Codex/IPPC standards and the WTO SPS and TBT Agreements and of countries' rights and obligations under those Agreements.

### Other recommendations

- The CCAFRICA, CCASIA, CCLAC and CCNASWP Plans of Action should be given more publicity and should be implemented with the support of FAO and WHO. Similar Action Plans should be developed by CCEURO and CCNE.

## *Policy, legislation, infrastructure*

### Main recommendations

- In order to facilitate the preparation of country positions on Codex issues and the dissemination of information on Codex matters, developing countries should establish well-equipped and functioning Codex Contact Points, National Codex Committees (involving the private sector, consumer organizations and other stakeholders) and national Codex websites (or sections of other national websites), with the support of FAO, WHO and other partners where necessary.

- In order to facilitate the preparation of country positions on IPPC issues and the dissemination of information on IPPC matters, developing countries should establish well-equipped and functioning IPPC Contact Points, National Plant Protection Organizations (involving all relevant stakeholders) and national IPPC websites (or sections of other national websites), with the support of FAO and other partners where necessary.
- FAO and WHO should provide further advice and support to developing countries to establish national food safety and quality policies and strategies to implement them and food safety and quality legislation based on Codex standards and related texts. They should also increase their efforts to assist developing countries to establish or strengthen the infrastructure necessary to enforce such legislation, including the establishment or upgrading of laboratory capacity and inspection services,
- FAO should provide advice and support to developing countries to establish national plant protection policies and strategies to implement them and plant protection legislation based on IPPC standards and related texts. It should also increase its efforts to assist developing countries to establish or strengthen the infrastructure necessary to implement and enforce such legislation, including the establishment or upgrading of inspection and laboratory services.

#### Other recommendations

- FAO and WHO should better coordinate their activities to assist developing countries to identify priorities for capacity building on food safety and quality/plant protection.
- In order to combat the problems caused by rapid turnover of qualified staff, developing countries should establish and implement an incentives system and means (e.g. electronic) to better preserve staff and institutional memory.

#### *Financial support*

#### Main recommendations

- Developing countries should make full use of the opportunities for obtaining financial support for Codex- /IPPC-related infrastructure development from Regional Economic Organizations, such as the European Union, ECOWAS and UEMOA, from regional organizations, such as IICA, and through bilateral agreements with donor countries and organizations.
- Developing countries should make better use of the opportunities offered by the FAO four year strategy for the Provision of Scientific Advice for Food Safety (2010-13) to work together with the organization and its partners to enhance their participation in the generation of scientific advice needed to support Codex work.
- FAO should increase its support to developing countries to facilitate their active participation in the international expert meetings which provide advice to Codex and the consideration of their priorities through the FAO four year strategy for the Provision of Scientific Advice for Food Safety (2010-13) and the Global Initiative for Food Safety-related Scientific Advice (GIFSA), its tool for mobilization of resources.
- Following an assessment of needs and capacities to absorb support, FAO and WHO, through well planned communication programmes, should encourage donors to provide further financial resources to enable developing countries to strengthen their food safety and quality/plant protection infrastructures and thus be able to participate more actively in the work of the Codex/IPPC.
- FAO and WHO should encourage and assist developing countries to apply for Project Preparation Grants and Project Grants from STDF to support Codex-/IPPC-related capacity building aimed at enabling them to implement these international SPS standards.
- FAO and WHO should increase their efforts to broaden the donor base of the Codex and IPPC Trust Funds by seeking contributions from further members and also from other sources, such as foundations and the private sector. Decisions on the allocation of support from the Codex

Trust Fund should remain the responsibility of the FAO/WHO Consultative Group for that Trust Fund. Decisions on the allocation of support from the IPPC Trust Fund should remain the responsibility of the CPM.

#### Other recommendations

- FAO and WHO should monitor the effect of the matching funding requirements of the Codex Trust Fund on the participation of developing countries, especially the least developed countries, in Codex meetings and, if necessary, amend the requirements so that the participation of developing countries in Codex activities does not decline.
- FAO should make the management of the IPPC Trust Fund more transparent and post information on the IPPC website on, among other things, the conditions for providing support and how to apply for support from the Fund. In further developing the IPPC Trust Fund, FAO should use the experience gained in managing the Codex Trust Fund, including the importance of feedback to donors on the results obtained with their support.
- In the absence of other funds for Codex-/IPPC-related activities that could fit into a technical co-operation project category, FAO country representatives should try to make use of their *Technical Programme Cooperation Facility for FAO Representatives*.

#### *Coordination and cooperation*

#### Main recommendations

- In order to facilitate the work of Codex/IPPC, developing countries should strive to achieve closer sub-regional, regional and inter-regional coordination and, where possible, present coordinated positions in Codex/IPPC meetings.
- FAO and WHO country and regional representatives should further strengthen their co-operation in Codex-related areas.
- FAO and WHO should further encourage and assist developing countries to establish bilateral and multilateral cooperation on Codex-/IPPC-related issues, including twinning agreements, mentoring partnerships and South-South cooperation.
- Countries belonging to Regional Economic Organizations in regions other than the European Union should examine the possibility and potential advantages and implications of becoming member organizations of the Codex Alimentarius Commission and seek such membership, if they consider it appropriate.

#### Other recommendations

- FAO and WHO, as well as the Codex and IPPC Secretariats, should continue to actively participate in the STDF and share information on their SPS activities with other key organizations and bilateral donors providing SPS assistance.
- As a short-term measure to increase the provision of data from developing countries to underpin Codex standards, for example on residues of pesticides and veterinary drugs and chemical contaminants in food, FAO and WHO should encourage cooperation between developing countries that can sample relevant foods, but have poor analytical facilities, and other countries with good facilities for analysis.
- FAO and WHO should examine the proposal to establish networks to discuss issues of sub-regional interest/coordination related to international standards development outlined in Section 6.2.2.6 of this report.



## *Development of Codex/IPPC standards*

### Main recommendations

- FAO should increase the number of permanent staff and other resources of the IPPC Secretariat to enable it to better deliver its mandate. The staffing of the Codex Secretariat and for capacity building in food safety and quality should be maintained at at least current levels.
- The CPM should review the current procedure for the identification and selection of technical experts to develop draft ISPMs, bearing in mind the need for transparency of the process and independence and technical expertise and experience of the experts selected.
- Developing countries should establish mechanisms and procedures to identify and involve suitably qualified experts in the provision of scientific data and to participate in expert committees or working groups. Attention should be given to the still valid recommendations of the *Joint FAO/WHO meeting on enhancing developing country participation in FAO/WHO scientific advice activities*, held in Belgrade, Serbia and Montenegro in 2005, and those expressed in the Codex Trust Fund country report assessment of K. Dimiechkie (2009) and options considered in the FAO four year strategy for the Provision of Scientific Advice for Food Safety (2010-13).
- FAO and WHO should encourage Codex Committee and Task Force host countries to continue to co-host meetings with and in developing countries.
- In order to support increased participation of developing countries in the provision of scientific data and advice to underpin Codex standards, FAO should make further efforts to encourage Codex members to contribute to the Global Initiative for Food-related Scientific Advice (GIFSA)

### Other recommendations

- The Codex and IPPC Secretariats should make maximum efforts to deliver all relevant documents, both originals and good quality translations into all the main Codex/IPPC working languages, to all countries in a timely manner, and set deadlines for comments in such a way that all countries have a reasonable time to reply, thus facilitating participation of all Codex members/IPPC signatories on an equal basis.
- FAO and WHO should emphasize to developing country governments the importance of submitting written comments on Codex/IPPC standards under development.
- FAO and WHO should require Chairpersons of Codex/IPPC meetings to ensure that written comments, received in a timely manner, of members and observers not present at the meeting are given due consideration. If necessary, the Codex/IPPC Secretariat should remind the Chairperson of this requirement.
- FAO and WHO should encourage all the host countries of Codex Committees and Task Forces to hold pre-meeting briefings for first-time attendees and the Codex Secretariat should support such briefings and post information about them on the Codex website, together with the other information about coming meetings.

# **1. INTRODUCTION**

## **1.1. Background to the project**

FAO and WHO jointly help developing countries to implement the food safety and quality standards (“Codex standards”) adopted by the Codex Alimentarius Commission (CAC) and FAO supports implementation of the International Standards on Phytosanitary Measures (ISPMs) developed under the auspices of the International Plant Protection Convention (IPPC). These standards are specifically recognised by the World Trade Organization (WTO) Agreement on the Application of Sanitary and Phytosanitary Measures (the “SPS Agreement”) as the international benchmarks for food safety and plant health, respectively. The assistance provided by FAO and WHO includes the enhancement of national food control systems (e.g. training of personnel in food inspection and creation of laboratories) and support for the review and implementation of food regulations in conformity with Codex standards, the enhancement of national plant protection systems (e.g. infrastructure, training, legislation) and the review and implementation of phytosanitary standards.

Most programmes in developing countries that address SPS-related problems have focused on technical issues of compliance, such as providing technical assistance/expertise, training and investments in control of maximum residue levels (MRLs) of pesticides, improving sanitary and hygienic conditions for certain products, disease and pest control, and harmonization of SPS measures. Less work has been done on promoting participation in setting standards, including the provision by developing countries of scientific data and other information on which to base the standards. Meaningful participation in the activities of IPPC and CAC will enhance understanding of the requirements for meeting these SPS-related standards, and enable developing countries to propose new standards and/or changes to existing standards that take into account the special circumstances existing in their countries.

Despite efforts made by FAO, WHO and other organizations in this context, many developing countries are still facing institutional and organizational, financial, technical and human resource problems, which constitute a serious limitation to an effective participation in Codex- and IPPC-related activities.

## **1.2. Objectives of the project**

In order to improve this situation, the Department of Agriculture and Consumer Protection (AG) of FAO decided in November 2009 to undertake a review of modalities for developing countries’ participation in standards setting bodies in AG, considering regional perspectives, and to develop recommendations to enhance this participation. Although the Department participates in the activities of several international standards setting organizations connected with food and agriculture, it was decided to concentrate this project on the CAC and the IPPC, since the secretariats of both these organizations are located in the Department. The project includes the activities of CAC and IPPC subsidiary and related bodies.

The work was carried out by four consultants, under the general supervision of the ADG of AG, the direct guidance of the Directors of the Nutrition and Consumer Protection (AGN) and Plant Production and Protection (AGP) Divisions of FAO and in collaboration with the Secretaries of the CAC and the IPPC. The four consultants were: Dr Chagema John Kedera, Mr Touré Modibo, Dr Valdir Roberto Welte and Dr Stuart Slorach (Lead consultant).

The consultants were to review the current modalities for supporting developing country participation in the standards setting bodies in AG and develop recommendations on enhancement of developing country participation. More specifically, they were to:

- Review and document the modalities for developing country participation in the standards setting bodies in AG, highlighting in particular the current status of participation, challenges faced including, for example, the availability of scientific data to support positions and the special initiatives to encourage enhanced participation;
- Review external models for country coordination and input into governing bodies, in particular looking at the systems used by the European Union and PAN-SPSO (Participation of African Nations in Sanitary and Phytosanitary Standards-setting Organizations) and other models as appropriate;
- Identify approaches, including capacity building and training programmes (e.g. twinning), used to improve preparation and quality of input of delegates attending the sessions;
- Identify techniques used to enhance regional dialogue, coordination, identification of priorities at national/regional level and development of contributions in preparation for attendance at meetings of the standards setting bodies (e.g. regional electronic platforms);
- Identify related challenges faced in the implementation of agreed international standards; and
- Based on the information collected, propose recommendations on the enhancement of developing country participation in the standards setting bodies of FAO;
- Review current mechanisms for financial support and suggest additional options for securing funding to support developing country participation;
- Prepare and submit detailed report by 31 March 2010, highlighting the main findings, conclusions and recommendations and assist in presenting the findings to the Executive Boards of the Codex Alimentarius Commission and the IPPC.

## **2. METHODOLOGY**

The information on which this report is based was obtained from FAO Headquarters in Rome, from WHO Headquarters and the Secretariat of the Standards and Trade Development Facility (STDF) in Geneva and from ten developing countries during field visits by three of the consultants. This was supplemented by information collected from various websites and other sources.

### **2.1 Planning meeting at FAO Headquarters, Rome**

During the period 2-4 December 2009 the four consultants recruited for the project met at FAO Headquarters in Rome and were briefed about the project by ADG Dr M. Traoré. They then met AG and other FAO staff involved in standards setting bodies' work and in providing support to developing countries' participation in such activities to discuss the project and collect information. Because the time and resources available for the field visits were limited, it was agreed with the AG that three consultants would each visit two-three countries in addition to their home country and a timetable for the visits was drawn up (see Table 1). The regions chosen for the field visits were West Africa, East Africa and Latin America. While in Rome, the consultants developed a questionnaire in English (Appendix 1) for use in the interviews during the field visits and it was later translated into French, Spanish and Portuguese.

## 2.2. Visit to Geneva

During the period 9-11 December 2009, the Lead consultant visited Geneva for discussions with the Secretary of the Standards and Trade Development Facility (STDF) on Codex- and IPPC-related support provided via the STDF to developing countries. He also met with the Administrator of the Codex Trust Fund to get information about recent developments related to the Fund. He also met Dr Danilo Lo Fo Wong and Dr Philippe Verger at the Department of Food Safety, Zoonoses and Foodborne Disease (FOS) at WHO, Geneva and obtained information on some WHO food safety projects providing support to developing countries. He also made brief contacts with some members of the Executive Committee of the CAC, which was holding a meeting at the time at WHO.

## 2.3 Field visits

During the times shown in Table 1, Dr Kedera, Mr Touré and Dr Welte visited the countries shown and had discussions with representatives of a large number of governmental and other organizations involved in international and national standard setting work and in the implementation of national standards for food safety and quality and plant protection. They also met with FAO and WHO country and regional representatives and with representatives of some regional economic organizations (e.g. UEMOA, MERCOSUR). Details of the persons met are given in the consultants' reports of the field visits (see below).

## 2.4. Reporting

Each of the three consultants that carried out field studies wrote a report containing his findings, conclusions and recommendations (Kedera 2010, Touré 2010, Welte 2010). Using these reports and information collected from other sources, the Lead consultant drafted this consolidated report, which summarizes the results obtained and which was finalized after consultation with the other three consultants and after having received comments on drafts from FAO, WHO and STDF. At FAO's request, where possible, similar recommendations relating to Codex and IPPC have been combined: recommendations relating to IPPC/plant health are, of course, not directed to WHO.

**Table 1. Timetable for Consultants' Visits**

Consultant	Country visited	Dates	Purpose
C. J. Kedera	Kenya Ethiopia Uganda	21-23.12.09 04-05.01.10 07-08.01.10	Meetings with government officials, FAOR and other stakeholders involved in Codex/IPPC matters and regional economic organizations
M. Touré	Ghana Benin Burkina Faso (UEMOA) Mali	14-16.12.09 17-18.12.09 21-25.12.09 28-31.12.09	Meetings with government officials, FAOR and other stakeholders involved in Codex/IPPC matters and regional economic organizations
V.R. Welte	Paraguay Uruguay (MERCOSUR) Brazil	10-11.12.09 14-17.12.09 10-15.01.10	Meetings with government officials, FAOR and other stakeholders involved in Codex/IPPC matters and regional economic organizations
S.A. Slorach	Switzerland (Geneva)	9-11.12.09	Meetings with WHO/FOS, CXEXEC members, Codex Trust Fund Secretariat & STDF Secretariat

Although only a limited number of developing countries in Africa and Latin America were visited in this project, by using complementary information from other sources an attempt has been made in this report to draw conclusions and make recommendations that apply to a wider range of developing countries, and not just those visited.

There are very large differences between developing countries in many areas relevant for active participation in Codex and IPPC activities, including economic resources, food safety and quality and plant protection infrastructure, plant and food production and involvement in international trade. The above-mentioned large differences between developing countries must be borne in mind when considering the constraints to active participation in Codex- and IPPC-related activities and capacity building and other support to improve the situation.

### **3. BASIC INFORMATION ABOUT CODEX AND IPPC**

#### **3.1. Codex**

In order to understand how the participation of developing countries in the development, adoption and implementation of Codex standards could be enhanced, it is necessary to have some basic information about the Codex system and how it operates and therefore some background information is given below. Further information can be found on the Codex website: ([www.codexalimentarius.net](http://www.codexalimentarius.net)).

The FAO/WHO Codex Alimentarius Commission (CAC) was established in 1963 to implement the Joint FAO/WHO Food Standards Programme, the purpose of which is protecting the health of the consumers and ensuring fair practices in the food trade. It also promotes coordination of all food standards work undertaken by international governmental and non-governmental organizations. The CAC is an intergovernmental organization and has currently 182 member nations and one member organization (the European Union): over 60% of its members are developing countries. In addition to CAC members, over 60 international intergovernmental organizations and over 160 international non-governmental organizations representing consumers, industry, scientific organizations, etc. can participate as observers in Codex meetings and comment on standards under development. They contribute expert views and technical knowledge in their specialized fields. Decisions on the adoption of Codex standards are made by the CAC members present at its meetings, usually by consensus.

The legal basis for the CACs operations and the procedures it is required to follow are published in the *Procedural Manual of the Codex Alimentarius Commission*, the latest (19<sup>th</sup>) version of which was adopted in 2009.

The Codex Secretariat is located at FAO in Rome in the AGN Division and is headed by the Secretary of the CAC. Its responsibilities include providing the secretariat for meetings of the CAC and its subsidiary bodies, providing documentation for Codex meetings, managing the Codex website and providing information about Codex in other ways and maintaining contact with the Codex Contact Points in the member countries.

The *Codex Alimentarius* (Latin for “Food code”) is the result of the work of the CAC and its around 20 subsidiary bodies: it is a collection of internationally adopted food standards, guidelines and codes of practice presented in a uniform manner. Currently the *Codex Alimentarius* contains:

- 204 standards;
- 51 codes of practice;
- 60 guidelines;
- 2046 food additive provisions for 388 food additives;
- 553 Maximum Residue Limits (MRLs) for 88 veterinary drugs;

- 3152 Maximum Residue Limits (MRLs) for 230 pesticides;
- 153 recommended maximum levels for 35 contaminants.

### 3.1.1. Codex standards and the SPS Agreement

In 1995 the World Trade Organization (WTO) Agreement on the Application of Sanitary and Phytosanitary Measures (the “SPS Agreement”) specifically recognised Codex standards as the international benchmarks for food safety. That Agreement requires its signatories to base their standards for food safety on these standards, in which case they are considered to have fulfilled the food safety requirements of the Agreement. Codex standards and related texts in themselves are not regulatory instruments and not a substitute for, or alternative to, national legislation. They are not mandatory, but come into force once countries establish requirements within their national legislation.

### 3.1.2. Scientific basis for Codex standards

Codex standards are based on the best scientific and technical knowledge available. The scientific basis is provided mainly by joint FAO/WHO expert bodies, in particular by the Joint FAO/WHO Expert Committee on Food Additives (JECFA), the Joint FAO/WHO Meeting on Pesticide Residues (JMPR) and the Joint FAO/WHO Expert Meetings on Microbiological Risk Assessment (JEMRA). In addition to these three main expert bodies, FAO/WHO also organizes *ad hoc* expert scientific meetings/consultations on other Codex-related issues, e.g. GMOs and risk analysis. All these expert scientific bodies are independent of the CAC. The experts participating in these meetings are chosen by FAO/WHO on the basis of their individual expertise and experience in a transparent process and are required to declare any interests which may bring their independence into question. They are not nominated by and do not represent the member states of the CAC or any other interests. The FAO parts of the joint secretariats of JECFA, JEMRA and JMPR are located at AGN (JECFA, JEMRA) and AGP (JMPR). The WHO parts of these secretariats are located at FOS, WHO, Geneva. Selection of experts follows the procedures described in the Joint FAO/WHO Framework for the Provision of Scientific Advice on Food Safety and Nutrition (<ftp://ftp.fao.org/docrep/fao/010/a1296/a1296e00.pdf>).

FAO has launched a four year strategy for the Provision of Scientific Advice for Food Safety (2010-13) to give a renewed emphasis on its provision of scientific advice for food safety. The strategy aims to expand FAO response to food-related issues (including emerging concerns), as well as enhance scientific capacities at a national and regional level, seeking extra budgetary resources through a multi-donor Trust Fund, the Global Initiative for Food-related Scientific Advice (GIFSA). The strategy organizes key activities under the following core objectives: expand the provision of scientific advice, more effectively disseminate scientific information, strengthen national and regional scientific capacity, build scientific communities and networks and ensure sustainability and success. The strategy offers developing and developed countries a wide set of opportunities to enhance their participation in the provision of scientific work in support of Codex.

### 3.1.3. Organization

The CAC, which adopts the Codex standards and related texts and decides on policy issues, meets annually, alternating between Rome and Geneva. The CAC has a number of subsidiary bodies (see Figure 1) – the Executive Committee, General Subject Committees, Commodity Committees and *ad hoc* Intergovernmental Task Forces (hereinafter called Task Forces). The Executive Committee usually meets twice a year, alternating between Rome and Geneva.

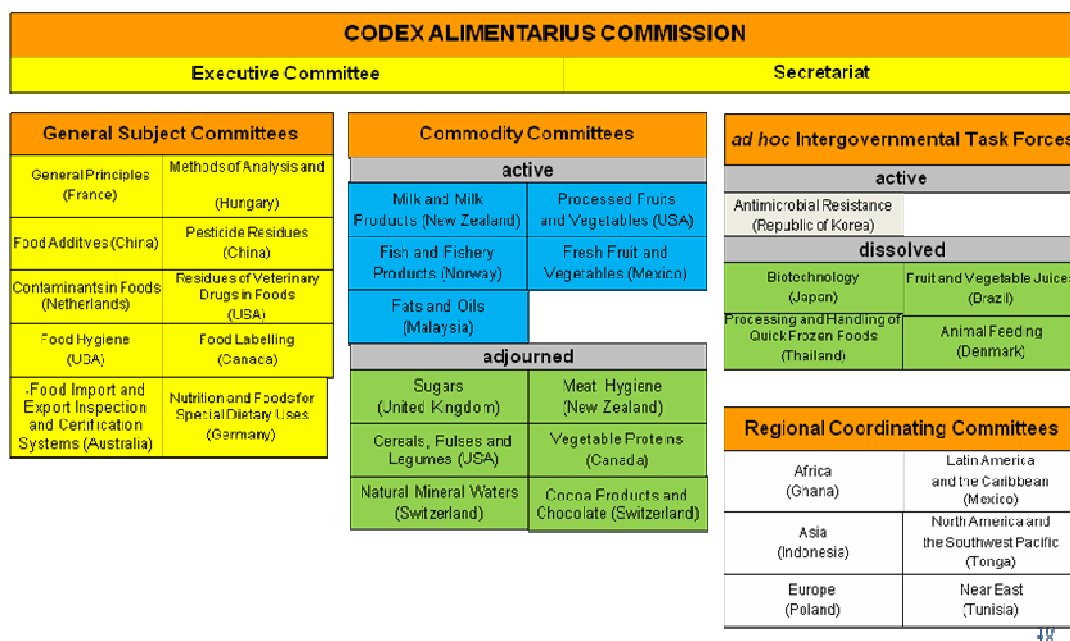
Codex Committees and Task Forces are hosted by Codex member countries in different parts of the world. In addition, there are six FAO/WHO Regional Coordinating Committees, which deal with issues of particular regional interest, including the development of Codex regional standards and coordination of regional positions prior to Codex meetings, in particular the CAC. Codex Committees and Task Forces may establish Working Groups, either physical or electronic, to progress work between sessions. Such Working Groups are open to all Codex members and observers.

As can be seen from Figure 1, of the 16 active Codex Committees and Task Forces, 5 are hosted by European countries, 4 by North American countries, 4 by Asian countries, two by South-West Pacific countries, one by a Latin American country and none by African countries. It is important to note that it is the CAC, and not FAO/WHO, that designates the host countries for Codex Committees and Task Forces. This is done at the annual CAC meetings and usually by consensus, although voting is used when there is competition between two members to host a Committee or Task Force. Hosting Codex meetings involves considerable costs and work for the host country, which in this way makes a financial and in-kind contribution to the work of Codex.

As a means to involve developing countries more in the work of Codex, some meetings hosted by developed countries have been co-hosted by and held in developing countries. For example, the 30th session of the Codex Committee on Fish and Fishery Products, hosted by Norway, was co-hosted by and held in Morocco and the 40th session of the Codex Committee on Food Hygiene, hosted by the USA, was co-hosted by and held in Guatemala (for more details see Appendix 2). The question of venues for Codex meetings has been the subject of considerable discussion at the 25th Session of the CCGP and the 32nd Session of the CAC in 2009. Among other things, a proposal was made to concentrate all Codex sessions in Rome or Geneva, but this was not supported by the CAC.

**Figure 1. Codex organization**

## Organizational Chart



### 3.1.4. Codex Contact Point (CCP)

Every Codex member is required to appoint a Codex Contact Point (CCP). This office has a pivotal role in the relationship between Codex and that country. It is the official communications link between the two, the channel through which information flows between the government, its National Codex Committee (NCC) and the Codex Secretariat in Rome. The CCP receives all communication, documents and publications from Codex and distributes them to the relevant government ministries/organizations, individual members of the NCC, its various sub-committees, and others

designated by the country. In the same way, the CCP is the central point through which communication is directed from the country back to Codex.

The CCP coordinates comments on Codex matters from various national stakeholders – a key component in forming government responses to CAC queries, positions on matters under deliberation by Codex, and the country's own proposals for the adoption of standards or guidelines. Other responsibilities include maintaining a library of all Codex standards, codes of practice, guidelines and other materials pertaining to Codex. Arranging meetings, recording their proceedings, and undertaking any necessary follow-up are activities that fall within the role of the CCP. If the country has an NCC, the CCP often serves as its secretariat. In those countries with no NCC, the CCP must ensure that the government receives the consultation of appropriate experts on relevant Codex matters, and coordinate constructive input from the food industry, interested consumer groups and others. The CCP is an office, not a person. It is the government's responsibility to select the ministry/organization that will host the CCP and equip it for the task, e.g. telephone, fax, internet access, computer, printer, photocopier, etc. Experience shows that governments benefit most when the CCP is hosted within the ministry/organization that has primary responsibility for food standards and the enforcement of food control. A well-functioning CCP can significantly strengthen a country's ability to participate effectively in Codex.

### *3.1.5. National Codex Committee (NCC)*

Though not required by Codex, countries are encouraged to establish National Codex Committees (NCCs). The NCC is a collaborative body appointed by the country to counsel the government on Codex-related matters. Its purpose is to provide the government with balanced policy and technical advice upon which it can base decisions on Codex-related matters. The NCC studies existing Codex standards and guidelines, and any that may be proposed, to determine how they affect that country's food production and trade. It collects the data necessary for the government to form and substantiate official positions on those matters, so that delegates can raise these issues during Codex meetings. The NCC may nominate competent experts to represent the government in Codex meetings, and appoints sub-committees as necessary to address technical issues. The process varies from country to country. Helping the country determine how to implement standards and guidelines adopted by the CAC and/or how to harmonize national standards with those of Codex are essential functions of the NCC.

FAO recommends that NCCs be comprised of representatives of all stakeholder groups, including government ministries and agencies, the food industry and trade, laboratories, academia and consumer organizations. Effective NCCs are active in educating the government, the private sector and consumers about the work of Codex and its relevance for issues of national food safety and trade. They host workshops or seminars for the national food industry to promote better understanding of Codex standards and guidelines, and many produce websites, publications and other media for a variety of audiences.

NCCs can play a key role in facilitating cooperation between Codex members, especially those in the same the region or those with commodities in common. In this way, countries work together to gather data on their shared Codex concerns. Such coordinated efforts may even be necessary to achieve compliance with certain trade and food safety norms.

### *3.1.6. Codex step procedure for developing standards*

Codex standards and related texts are developed by a 5- or 8-step procedure, which can be summarized as follows:

Step 1. CAC members propose development of new Codex standards or other texts or revision of existing Codex texts. Such proposals are critically reviewed by the Executive Committee against the criteria and priorities established by the CAC and the final decision to start new work is made by the CAC.



Steps 2, 3 and 4. A draft text is prepared (Step 2) and circulated to members and all other interested parties for comment (Step 3). The draft and the comments are reviewed at Committee/Task Force level (Step 4) and, if necessary, a new draft is prepared.

Step 5. The CAC reviews the progress made and, if satisfied, agrees that the draft should go for finalization. After this stage the draft is also endorsed by the relevant General Subject Committee so that it is consistent with Codex general standards. Sometimes the CAC may consider that the text is ready for final adoption at this stage (the so-called “Accelerated procedure” with final adoption of the text at step 5/8).

Steps 6 and 7. The approved draft is sent again to members and other interested parties for comment and finalized by the relevant Committee/Task Force.

Step 8. Following a final round of comments, the CAC adopts the draft as a formal Codex text, which is then incorporated into the *Codex Alimentarius* by the Codex Secretariat. Nowadays Codex standards are adopted by consensus, i.e. if there is (little or) no sustained opposition to a draft standard presented at a CAC meeting it will be adopted – silence when adoption is proposed is regarded as acceptance of a proposed standard.

Thus at two stages of the step procedure (Steps 3 and 6), the Codex Secretariat invites (via *Codex Circular Letters*) members and observers to comment on draft standards under development. The Secretariat compiles the comments received into working documents for Codex meetings, providing translation into the three main official Codex languages (English, French, Spanish) if time permits. Members and observers may also present written comments at Codex meetings in the form of Conference Room Documents (CRDs), but this is not encouraged, since there is usually no opportunity to get them translated into all the working languages of Codex.

From the above it can be seen that developing countries (and all other Codex members and observers) have several ways of influencing the development of Codex standards and other texts – by proposing the elaboration of new Codex texts or revision of existing texts, by supplying comments in response to Codex Circular Letters, via CRDs and by oral interventions during meetings of the CAC and its subsidiary bodies and any working groups they may establish. Among the issues that countries should consider when reviewing draft Codex texts is the possible impact of the proposed standard or related text on the country’s food production and trade.

### *3.1.7. Working languages*

Codex meetings are usually conducted with simultaneous interpretation into English, French and Spanish, with the addition of Arabic and Chinese interpretation at CAC meetings. For Codex Committee and Task Force meetings documents are provided in the main working languages of Codex – English, French and Spanish. For CAC meeting documents are also provided in Arabic and Chinese. Documents in and interpretation into and from other languages have occasionally been provided. For many years Latin American countries have complained about the late arrival and poor quality of the Spanish versions of some Codex documents.

### *3.1.8. Codex Trust Fund*

In order to enhance participation of developing countries and countries with economies in transition in Codex activities, the FAO/WHO Project and Fund for Enhanced Participation in Codex (hereinafter called the Codex Trust Fund, CTF) was launched in 2003 and became operational in 2004. More information about this Fund is given below in Section 7.1.1.1.

## **3.2. IPPC**

In order to understand how the participation of developing countries in the development, adoption and implementation of IPPC standards could be enhanced, it is necessary to have some basic information

about IPPC and how it operates and therefore some brief information is given below. Further information can be found on the IPPC website ([www.ippc.int](http://www.ippc.int)).

The IPPC sets standards, guidelines and recommendations (International Standards for Phytosanitary Measures, ISPMs) for the safe movement of plants and plant products to prevent the spread of plant pests and diseases internationally. Compliance with IPPC obligations and ISPMs is a vital element in countries' ability to trade internationally and food security. These standards are important as they allow for the protection of domestic consumers, producers and the environment from the risks of introduced pests, and help exporters demonstrate that their products are safe.

The IPPC was adopted in 1951 and came into force in 1952. It was revised in 1997 and successively amended to be coherent with the SPS principles. There are currently 172 Contracting Parties. The establishment of the Commission on Phytosanitary Measures (CPM) was provided by the New Revised Text of the IPPC approved by the FAO Conference in 1997. The Members of the Commission are the Contracting Parties to the IPPC and the CPM is its governing body. The mission of the CPM is cooperation between nations in protecting the worlds cultivated and natural plant resources from the spread and introduction of pests of plants, while minimizing interference with the international movement of goods and people.

### 3.2.1. Operations

The CPM meets annually and is directed between sessions by the CPM Bureau.

The IPPC Secretariat has the responsibility for coordination of the IPPC work programme involving three main activities:

- the development of ISPMs (*Standard Setting*),
- the provision of information required by the IPPC and the facilitation of information exchange between Contracting Parties (*Information Exchange*),
- the provision of technical assistance, especially for capacity building, to facilitate the implementation of the IPPC (*Technical Assistance*).

The IPPC Secretariat coordinates the activities of the Convention. FAO, including the IPPC Secretariat, assists developing countries improve the capacity of their phytosanitary and plant protection services, so that they can implement the agreed standards and IPPC procedures.

The IPPC Secretariat facilitates information sharing by:

- providing translation and documentation services
- distributing IPPC and related publications (such as ISPMs)
- managing the IPPC website to communicate the Secretariat's activities, to highlight Regional Plant Protection Organizations (RPPOs) and National Plant Protection Organizations (NPPOs), to make available documentation relating to the IPPC, and to provide technical information on phytosanitary measures – the CPM has designated the IPPC website as the preferred forum for information exchange
- harmonizing and developing international standards
- developing the network of official contact points to provide fast, reliable interaction between member countries, and between member countries and the IPPC Secretariat
- maintaining the events calendar to inform contracting parties of meetings organized by the IPPC Secretariat and by RPPOs
- introducing a global pest reporting system
- encouraging and emphasizing technical assistance on phytosanitary measures and providing technical assistance from the FAO

- arranging technical meetings to discuss pertinent issues, to draft international standards or to clarify specific phytosanitary concerns.
- providing training.

### 3.2.2. IPPC standard setting

ISPMs are recognized as the basis for phytosanitary measures applied by WTO Members under the SPS Agreement. ISPMs are adopted by contracting parties to the IPPC through the CPM. Non-contracting parties to the IPPC are encouraged to observe these standards.

The CPM uses a four stage process to create ISPMs:

- First stage: the IPPC Secretariat contacts NPPOs to solicit topics for standards that are regarded as a priority to help nations improve plant health and create a more equitable trading environment. The topics are reviewed and prioritized by the Standards Committee which then develops a specification for each ISPM which outlines what the ISPM should address.
- Second stage: the Standards Committee selects technical experts identified by NPPOs to develop draft ISPMs. (Thus the method of selecting experts differs from that used by FAO/WHO to select experts for the expert bodies providing the scientific basis for Codex standards.)
- Third stage: drafts are approved by the Standards Committee and submitted for country consultations. Once all contracting parties have had the opportunity to provide comments, the comments are reviewed by the Standards Committee and incorporated into the draft as appropriate. Drafts are made available for a final round of member consultation immediately before the CPM. At the CPM, the comments are considered and a decision is made whether to adopt the standard. If the standard is not adopted it may be returned to the Standards Committee for further development or removed from future work plans.
- Fourth stage: standards are adopted by the CPM and published on the International Phytosanitary Portal by the Secretariat.

ISPMs in themselves are not regulatory instruments, but come into force once countries establish requirements within their national legislation. Further information on import and export requirements should be addressed to NPPOs. Countries usually notify trading partners of changes to their import and export requirements through the IPPC website ([www.ippc.int](http://www.ippc.int)).

As of 31 March 2010, 34 ISPMs have been developed, including standards for

- Procedures and references;
- Pest surveillance, survey and monitoring;
- Import regulations and pest risk analysis;
- Compliance procedures and phytosanitary inspection methodologies;
- Pest management;
- Post-entry quarantine;
- Exotic pest emergency response, control and eradication; and
- Export certification;
- Treatment;
- Diagnosis.

In some cases, existing ISPMs are enlarged by the addition of further appendices.

The IPPC also provides information exchange related to import and export requirements, pest status and regulated pest lists provided by each member country. Developing countries also receive technical assistance to support their ability to implement the Convention and the ISPMs.

While the IPPCs primary focus is on plants and plant products moving in international trade, the Convention also covers research materials, biological control organisms, germplasm bank, containment facilities and anything else that can act as a vector for the spread of plant pests, for example, containers, packaging materials, soil, vehicles, vessels and machinery.

### *3.2.3. IPPC standards and the SPS Agreement*

In 1995 the SPS Agreement specifically recognised IPPC standards as the international benchmarks for plant health. That Agreement requires its signatories to base their standards for plant health on these standards, in which case they are considered to have fulfilled the plant health requirements of the Agreement.

### *3.2.4. IPPC Trust Fund and other financial resources*

In order to enhance participation of developing countries in IPPC activities, an IPPC Trust Fund was launched in 2003. More information about the Fund and other financial resources to support IPPC participation in IPPC activities is given in Section 7.1.2.

### *3.2.5. IPPC communications strategy*

Compared to Codex and OIE, the other two “SPS Sisters”, IPPC has a relatively low profile, and, as a result finds it difficult to attract awareness at the political level, both nationally and internationally. Since the importance of IPPC and plant protection, including the need to prevent the trans-boundary spread of plant pests and diseases, and its connection to food security and economic development are not sufficiently recognised, it is proving difficult to attract adequate resources to this area. The IPPC Secretariat is currently developing an IPPC communications strategy to try to raise its profile and attract further human and financial resources to enable it to better deliver its mandate.

## **4. 4. FAO AND WHO CAPACITY BUILDING ACTIVITIES**

The *International Portal on Food Safety , Animal & Plant Health (IPFSAPH)* facilitates trade and food safety in food and agriculture by providing a single access point to authorized official international and national standards, legislations, and official supporting materials related to SPS measures across the sectors of food safety , animal and plant health. IPFSAPH has been developed in association with the CAC, the Convention on Biological Diversity (CBD) , the IPPC , OIE , WHO and WTO . IPFSAPH contains formal texts related to food safety and animal and plant health such as Agreements , Basic texts , Decisions , Disputes , Guidelines , Legislation , Regulations , Maximum Residue Limits – MRLs - MRL , Notifications , Standards and trade concerns as well as Communications , Manuals and Training materials , Secretarial papers , Specifications and Contacts. It is a component of the FAO Biosecurity.

### **4.1 Codex-related capacity building**

The 1991 *Joint FAO/WHO Conference on Food Standards, Chemicals in Food and Food Trade* urged FAO and WHO to do more to help developing and transition countries adopt adequate food laws and implement better food safety control systems. Building capacity for Codex is an important element in achieving those goals. FAO and WHO cooperate on many Codex-related capacity building activities and each agency also carries out additional activities, sometimes together with other organizations.

#### *4.1.1. FAO*

Much of the information in this section is derived from the coming FAO publication "Making the Codex Connection to Food Safety - FAO activities to enhance the participation of developing and transition countries (in print)".

#### 4.1.1.1. Overview

FAO's work to build capacity for Codex is anchored in AGNS, which works at the request of FAO Members to help them strengthen capacities in all areas of food safety. It provides policy advice on specific issues; develops and strengthens national and regional institutions for food safety; reviews and updates food legislation; identifies priorities and creates action plans for the harmonization of national norms with those of Codex; and trains technical and managerial staff in all disciplines related to food safety. AGNS also develops guidelines, manuals and other training materials, information systems, websites and other tools to support its programmes and projects. FAO's Codex capacity building efforts are linked to FAO's other ongoing food control activities, creating synergies for Members' benefit. It also brings to bear a wealth of international partners and technical experts from all areas of food safety.

During the period 1995-2009, this work has taken the form of 52 direct assistance projects, 71 workshops (independent of field projects) and the development of two in-depth training tools. FAO has assisted 17 Members in the formation of their NCCs, and helped to strengthen existing national Codex programmes in 20 countries (for more details, see below).

FAO's activities are always in support of and in partnership with Member Countries and the collaboration of the World Health Organization (WHO) is vital to FAO's programme.

FAO enhances effective participation in Codex – input into the Codex process and application of Codex standards and related texts – in three ways. These approaches are closely linked; rarely is one element isolated from the other two.

##### 1. Building technical/scientific skills as the foundation of Codex participation

First, Codex capacity is strengthened whenever FAO helps members improve their technical and scientific ability to assess, monitor and control food safety in any aspect of the food chain. Providing resources and training to enable countries to strengthen their laboratories, employ best practices, conduct risk analyses, and both monitor and control food quality makes them more informed and effective participants in Codex. It increases their preparedness for the scientific deliberations involved in the drafting of international standards and guidelines on commodities and food safety.

##### 2. Using international standards as a means for national food safety

Second, FAO helps members create national food standards – or harmonize existing ones – in agreement with the international standards and related texts established by Codex. This involves identifying the gaps between national and international norms to establish a prioritized work plan for bringing them into accord. New food legislation is often drafted, codifying the new standards and regulations, and clarifying the responsibilities of various government bodies involved in food safety, including the CCP and the NCC.

##### 3. Making Codex institutional mechanisms work

Third, FAO works with countries to immediately enhance their participation in Codex. The goals are to create, strengthen or reform CCPs and NCCs; encourage political and financial support for their work; and provide ongoing education about Codex to improve a Member's ability to take an active part in the standard-setting process.

FAO activities for enhancing Codex participation may take the form of a) **direct technical assistance** to individual countries or regions, often through FAO Technical Cooperation Projects (TCPs), b) **workshops** on the national, sub-regional and regional levels and, c) the creation of electronic and printed **training tools** to promote consistent understanding of Codex across the widest possible audience.

#### **4.1.1.2. Direct technical assistance**

Direct assistance is usually provided via TCPs, which combine the full range of AGNS activities in a strategic and extended effort lasting a year or more. FAO assembles a team of international and national consultants; representatives of FAO's legal office; experts on Codex, including experienced CCPs and NCC representatives from other countries; specialists in the various disciplines associated with food safety, and information systems professionals to consult with all relevant ministries in the country or region. Taking stock of the current status of food safety, FAO assesses the existing and potential ability of the CCP and NCC to provide the government with the council and services it needs to make the most of participation in Codex.

FAO helps the country determine in which ministry/organization its CCP should be hosted, and the ideal composition and structure of its NCC and technical committees. It helps draft Terms of Reference for the NCC, often leading to the clarification of roles and more unified, coordinated efforts for food security. Procedures are defined to keep the CCP and NCC functioning at optimum levels. Workshops and seminars are designed to brief government officials about the work of Codex and the benefits of full participation – building broad support for national food safety efforts – and to educate NCC members about their roles. Building national Codex websites; supplying computers, internet connections and other necessary equipment; organizing study tours and providing courses in the English language are common elements of FAO's direct assistance to build Codex capacity.

During the period 1995-2009, NCCs in 17 countries have been created with direct assistance from FAO (see Appendix 3). FAO has also strengthened existing NCCs through 25 direct assistance projects (including three regional projects) in 35 countries (see Appendix 3). The afore-mentioned represent efforts in which building Codex capacity was a primary objective of FAO's assistance. Sometimes, that result is achieved as a desired but indirect benefit of focusing assistance on a specific area of food safety capacities, especially food safety control systems. Thirteen direct assistance projects – including a regional and a global project, have served this purpose (see Appendix 3).

#### **4.1.1.3. Workshops**

While workshops are integral elements of every direct assistance project, they are also stand-alone vehicles for building capacity for Codex. FAO organizes national and regional workshops to help build political support for developing strong food safety programmes.

On the national level, these workshops introduce government representatives to the work of Codex, promote the inter-ministerial cooperation necessary for effective Codex participation, and form a platform for gathering input from a broad spectrum of stakeholders in food security. Such workshops often conclude with a recommendation to form a NCC and set out a path for its creation.

On the sub-regional and regional levels, these workshops – sometimes conducted jointly with WHO – serve to strengthen the capacity of CCPs and NCCs across a region on issues of particular concern to those countries. These workshops are often held immediately prior to Codex Regional Committee meetings, making it easier for countries to take part and building participation in both the workshop and the Codex meeting. A number of sub-regional workshops have been geared toward educating specific actors in the food chain about the Codex process: e.g. the Codex Alimentarius Standard Setting Process for food inspectors, agricultural producers, milk and dairy products producers, fruit and vegetable packagers or for general food processors. Compliance with Codex standards and input into the national Codex programme is facilitated when these audiences understand the role of Codex.

Further details of workshops held during the last 15 years are given in Appendix 4.

#### **4.1.1.4. Training tools**

FAO has developed two important tools to ensure that countries have the materials they need to consistently and effectively explain the Codex process to those charged with the responsibility of

participating. Although intended primarily for use by delegates to Codex meetings, these materials are also suitable for all those stakeholder groups engaged in ensuring food safety.

#### *FAO/WHO Training Pack on Enhancing Participation in Codex Activities*

This 188-page volume provides a broad overview of Codex, the benefits of effective Codex participation, the resources needed to be active in Codex and the first steps to getting started. It explains the Codex structure, the functioning of Codex Committees and builds understanding of Codex documents. The roles of the CCP and NCC are described in detail, along with considerations for selecting national delegations. The training pack sets out the scientific basis for Codex work, the role of risk analysis and how members can request, access or contribute to the expert scientific advice of Codex. It also explains the roles of three joint FAO/WHO expert bodies: JECFA, JMPR and JEMRA. The training pack includes a CD which offers a series of Power Point Presentations summarizing the manual, and includes some of the most fundamental Codex texts, standards and guidelines. Available on-line in English, Spanish, and French; a condensed version in Russian and a full translation into Farsi can also be obtained from FAO.

#### *Enhancing Participation in Codex Activities (E-learning course)*

Using the training pack as a base, FAO and WHO developed an interactive electronic learning course. Consisting of 13 lessons of 30 to 50 minutes each, the course offers a total of 10 hours of self-paced instruction. The course is available in English, French and Spanish via CD ROM and on-line. More than 3,500 users completed all or part of the course within seven months of its May 2008 launch.

#### **4.1.1.5. Publications**

The following are some examples of publications related to food safety and quality capacity building:

- Strengthening national food control systems: Guidelines to assess capacity building needs (2006)
- Strengthening national food control systems: A quick guide to assess capacity building needs (2007)
- Good Hygiene Practices along the coffee chain: a training resource for coffee-producing countries (2006)
- Training manual on safety and quality of fresh fruits and vegetables (2004)
- FAO/WHO guidance to governments on the application of HACCP in small and/or less-developed food businesses – FAO Food and Nutrition Paper 86 (2007)
- Food safety risk analysis. A guide for national food safety authorities. FAO Food and Nutrition Paper 87. FAO and WHO, Rome 2006
- Enhancing developing country participation in FAO/WHO scientific advice activities FAO Food and Nutrition Paper 88, FAO and WHO, Rome, 2006
- Risk-based food inspection manual. FAO Food and Nutrition Paper 89. FAO, Rome, 2008
- Guidelines for risk-based fish inspection. FAO Food and Nutrition Paper 90. FAO, Rome, 2009
- Training Manual on Risk Assessment (ICD/FAO/WHO).

#### 4.1.1.6. Networking

One of the most meaningful benefits of participation in Codex is the opportunity for delegates from developing countries to network among themselves and with other Codex Members. By bringing together officials of differing levels of scientific and technological knowledge, Codex helps to transfer expertise from one country to another. Through Codex, delegates build personal relationships with colleagues around the world, fostering greater collaboration for food safety among countries within a region or with shared concerns. Such informal ties can be extremely helpful, especially when countries are facing food emergencies or new threats to food safety. These exchanges also better inform donor countries of the dangers to food safety among developing countries, enabling aid to be targeted effectively. Pre-Codex workshops organized by FAO and WHO increase these interactions.

Networking is incorporated into most FAO field projects and all FAO workshops to build Codex capacity. One of the best examples of this is the global project to prevent mould formation on coffee. This provided a platform that united representatives from coffee-producing countries and a variety of levels and sectors – political officials, technicians, private industry – in a collaborative effort through which countries learned from one another and aligned their resources to combat a common problem. This project included the following elements: sensitization of policy makers, holistic situation assessment, promotion of control measures based on risk, emphasis on preventing contamination, public-private partnerships, networking and institution building. It resulted in increased awareness of the problem among policy makers in coffee-producing countries, a Codex *Code of Practice for the prevention or reduction of ochratoxin A contamination in coffee*, which was adopted by the CAC (CAC/RCP/69-2009) in 2009, hundreds of trainers from coffee-producing countries were trained to work with food chain operators to facilitate the adoption of hygienic practices along the food chain and a CD-ROM was produced to support the work of these trainers..

FAO also involves experienced national Codex members in the effort to strengthen the capacities of other countries. For example, the coordinator of Paraguay's National Codex Committee has been sent on missions to Mozambique to help that country form and strengthen its NCC. Many TCP's include study tours, giving Codex representatives in one country the opportunity to work with colleagues in another. Laboratory officials in Bhutan spent more than two months working with specialists in chemical analysis and food microbiology analysis in one of Bangkok's leading laboratories, while Bhutan's CCP spent time learning about the control of food imports in Canberra, Australia. Representatives of Moldova's nascent NCC worked side-by-side with counterparts in Norway and Denmark. An official from Chile's Ministry of Health conducted seminars to strengthen the NCC of Costa Rica on the subject of additives and contaminants. CCPs are also occasionally sent on study tours to Codex meetings they might not otherwise attend, giving them a chance to meet and exchange experiences with their counterparts from other countries.

#### 4.1.1.7. Long-term effects of capacity building

The above information shows that FAO's efforts to build capacity for Codex over the past 15 years have been extensive. However, their *lasting* effect is often unknown and may in some cases be negligible. In some countries, FAO's recommendations to reconstitute or reform the CCP or NCC, harmonize standards, improve food inspection and strengthen laboratories have not been acted upon. In other cases, extensive projects to strengthen CCPs or NCCs have achieved all their stated objectives, only to have those institutions deteriorate after the project concludes. This can be due to inadequate allocation of resources, regime changes, or other political influences that undercut the inter-ministerial cooperation necessary for effective participation in Codex.

Because FAO works at the invitation of member countries, efforts at capacity building may be ad hoc: it is up to the country or donor to request assistance from FAO. Coordinators of FAO/WHO Regional Coordinating Committees (RCCs) have an opportunity to become more involved in this process. Strategic objectives for the regions should address members' capacity building needs for Codex, and identify regional synergies. RCCs can also play a key role in monitoring the success of capacity



building efforts. Helping national Codex programmes secure the political backing they need for food security should be a priority for RCCs.

Countries should take greater care to make the training provided by FAO more sustainable and evaluate the difference it makes. While there is benefit to dispersing training opportunities among diverse employees, it may be more advantageous in the long-term to raise a core group of officials and technicians to a certain level of expertise and criteria for the selection of trainees should be developed.

Brainstorming among members could contribute solutions to common challenges faced by national Codex programmes. These include: identification of stakeholders and structure of the national consultative process; challenges engaging stakeholders in the Codex work; difficulties understanding Codex texts; the need for translating Codex standards into national languages; lack of familiarity with international standards; low levels of scientific know-how; lack of adequate inputs from stakeholders; resource implications of application of Codex standards by producers, etc.

## **4.1.2. WHO**

### **4.1.2.1. Overview**

WHO capacity building activities focus on identifying gaps in the infrastructure and capacity of Member States to address food safety, and tailored programmes are designed to close those gaps. WHO advocates food safety as a public health issue at the national level and as a priority for funding from donors. As such, WHO provides technical assistance and education tools for food safety initiatives globally. WHO also provides cross-sectoral training in relation to lab-based surveillance and epidemiology, promoting the necessary collaboration between sectors dealing with primary production, food production and human health.

Global food safety can be improved by assisting countries to build up and improve their national food safety systems. This should be done by building on existing infrastructure and knowledge to share information and experience and subsequently enable countries to assess and act on this information. There are several national and international components/networks that make up the building blocks but they are currently working “in isolation”. These existing “building blocks” need to be identified and connected. In collaboration with FAO, WHO is well-positioned to link food safety and related surveillance networks to develop a comprehensive infrastructure capable of managing modern (i.e. international) food safety events, including both natural and man-made hazards affecting food-insecure populations.

WHO attempts to improve food safety in Member States predominantly through its regional and country offices. Success in capacity building depends on strong involvement of the regional offices in identifying food safety capacity needs and priorities. Training remains an important component of capacity building.

### **4.1.2.2. Activities**

WHO’s capacity building activities can be summarized as follows:

- Encourage donor support for food safety as a priority in public health in developing countries.
- Development of regional food safety strategies based on both the common elements outlined in the WHO food safety strategy and specific regional needs.
- Establishment of a network of WHO collaborating centres engaged in capacity building.
- Provision of technical assistance and educational tools for food safety initiatives.
- Enhancing participation in Codex activities
- Field studies to estimate the burden of foodborne disease
- Risk assessment and monitoring of chemical and microbiological hazards

#### **4.1.2.3. GEMS/Food programme**

The Global Environment Monitoring System/Food (GEMS/Food) programme is a part of the UN GEMS programme intended to provide data for dietary exposure assessment. GEMS/Food consists of databases including information on food consumption, i.e. the GEMS Food cluster diets describing the per capita consumption in various regions of the world, and a compilation of national large portion of commodities that are consumed on a single day at the 97.5<sup>th</sup> percentile. The databases also include data on the occurrence of chemical contaminants in food from national monitoring programmes.

WHO/FOS identified the need for an update of the GEMS Food databases which includes:

- Implementation of a web-based system for data submission
- New collection of data on large portion sizes to be used for acute exposure assessment
- Comparison of the cluster diets with the national food consumption surveys on individuals
- Linkage between data on chemical occurrence, pathogen occurrence and food composition (including nutrients).

As part of GEMS-Food, so-called total diet studies are being carried out in developing countries in different parts of the world, e.g. a study in Yaoundé, Cameroon to estimate the dietary intake of pesticide residues. Such studies can provide valuable information for the standard setting activities in Codex.

Both the trainings to assess the dietary exposure of their population to hazard and the involvement of National Institutions in the network of countries submitting data for provision of scientific advice are good drivers for a better participation of developing countries in the Codex discussions.

#### **4.1.2.4. Global Foodborne Infections Network (GFN)**

In 2000, WHO initiated WHO Global Salm-Surv (GSS), now called Global Foodborne Infections Network (GFN), to enhance countries' capacity to conduct integrated surveillance for foodborne and other enteric infections from the farm to the table. The network fosters intersectoral collaboration and communication among professionals in human health, veterinary, and food-related disciplines. GFN has five main programme components: international training courses, a passive Salmonella surveillance system, an annual External Quality Assurance System (EQAS), focused regional and national projects, and reference testing services. To date, GFN has held over 65 international training courses in Chinese, English, French, Portuguese, Spanish, and Russian for more than 1200 microbiologists and epidemiologists from over 120 countries. More than 80 countries have provided data to the Country Databank on over 1.5 million human isolates and close to 400.000 isolates from non-human sources to help us provide a global overview of the epidemiology of Salmonella. The GFN EQAS is one of the world's largest annual proficiency test with more than 150 laboratories participating worldwide. More recently, FAO has actively been involved in the network and is now expanding its level of collaboration in GFN capacity-building activities. On 26-28 August 2010, GFN will hold a meeting to discuss and draft a five-year strategic plan, for which it is seeking a broad range of input.

Including awareness-raising around Codex activities in capacity-building efforts to detect, control and prevent foodborne and other enteric infections is an important way of ensuring that food safety professionals in developing countries are making the links necessary to integrate the different components and strengthen the entire functioning of food safety systems.

#### **4.1.2.5. The Five Keys to Safer Food project**

The Five Keys poster is now translated into 60 languages, mainly on initiative from countries, and educational projects are implemented in over 90 countries in various sectors of activities, including the tourism sector. The continuous initiatives at country level show efficient uptake of the simple global message, through Five Keys material that can easily be adapted and adopted. The Five Keys to Safer

food are being used in mass gathering events both to train food handlers and educate the consumers. As an example, the Department of Health, South Africa, adopted the Train the Trainer course on Five Keys to Safer Food to train food handlers in preparation of the 2010 FIFA World Cup, and is developing a health promotion campaign to educate the consumers through the wide dissemination of the Five Keys materials, including the Guide on Safe Food for Travellers. The Five Keys to Safer Food will be part of the UN Pavillion Exhibition at the 2010 Shanghai Expo and organizers of future international mass gathering events are considering to use both the Five Keys to Safer Food to promote safe food behaviours and The 3 Fives (Five Keys to Safer Food, to a healthy diet, and appropriate physical activity) to promote healthier lifestyles. Five Keys to Safer Food web site: <http://www.who.int/foodsafety/consumer/5keys/en/index.html>.

#### **4.2.1.6. Codex training/capacity-building 2010**

Activities that are tentatively planned for 2010 aimed at enhancing participation of developing countries in Codex and supported by the Codex Trust Fund are shown in Appendix 5. The sub-regional workshops for Africa originally planned for 2010 will be planned in the second half of 2010 and undertaken in 2011 by FAO.

#### **4.2.1.7. Training manuals**

In collaboration with FAO and several other organizations, WHO is currently developing two training manuals:

1. Training Manual on Risk Analysis (ICD/ILSI/FAO/WHO). The primary purpose of this manual is to build the analytical capacity for nations to improve food safety and to facilitate international trade through the practical application of risk analysis. The primary audiences for this manual are food safety regulators around the world.
2. Training Manual on Risk Assessment (ICD/FAO/WHO). This is an “awareness” training materials for risk managers, covers enough Risk Assessment, Risk Management and Risk Communication to set context (especially how MRA fits in with RM). It emphasizes microbiological risk assessment (80%), explains what MRA can help do and what we could not do before, and gives a clear view on the relationship between MRA output and implementation of Risk Management Options.

FOS is also helping develop [Healthy Marketplaces](#) training material, which will be available on CD-ROM.

## **4.2. IPPC-related capacity building**

Contracting parties to the IPPC agree to promote the provision of technical assistance to other contracting parties with the objective of facilitating the implementation of the Convention. In particular, the IPPC supports developing countries in order to improve the effectiveness of their National Plant Protection Organizations (NPPOs) and increase the potential for them to realize the benefits of safe trade. The Convention also encourages participation in regional plant protection organizations as the basis for cooperation in achieving the aims of the IPPC at the regional level.

Technical assistance projects that are implemented by the IPPC Secretariat are generally initiated with the conduct of a PCE. Technical assistance projects supported or directly implemented by FAO/IPPC generally tend to focus on a balanced mix of the following key thematic areas :

- Review and upgrade of regulatory framework
- Strengthen the institutional framework
- Developing or strengthening of existing national communication strategy
- Improvements to infrastructure

- Capacity building (including training and other activities to improve the technical and managerial capabilities of staff)

These technical assistance projects are generally implemented by the IPPC Secretariat, either directly or in partnership with other implementing agencies

#### *4.2.1. International Phytosanitary Portal*

The website for the International Plant Protection Convention (IPPC) contains information that is relevant to the movement of plants and plant products across international boundaries i.e. this is partly relevant to trade, aid and the movement of germplasm. This website contains all information that is relevant to the work programme of the IPPC such as the ISPMs, the glossary for phytosanitary terms, meeting documents and reports. In addition, it contains the official national information on IPPC contact points, phytosanitary legislation & regulations, pest reports, lists of regulated pests, ports of entry with restrictions and emergency actions. Relevant information related to the Regional Plant Protection Organizations (RPPOs) is also available. The website is available in most FAO languages.

#### *4.2.2. Phytosanitary Capacity Evaluation Tool (PCE)*

The PCE was one of the first SPS-related evaluation tools developed. With support from New Zealand, a paper version was developed in 1999 and pilot tested in six countries. Following this testing it was revised, updated and expanded and converted to a software version and distributed on CD-ROM. It subsequently became known as the PCE Tool and in 2001 the Interim CPM agreed that the IPPC Secretariat should be responsible for its updating and maintenance. The PCE Tool has undergone further revisions and it has been translated into French, Arabic and Spanish; a multilingual CD-ROM version was released in 2004.

The PCE has been applied in more than 77 countries and has been used effectively to focus attention on gaps in phytosanitary capacity, communicate findings domestically and focus project inputs from FAO and donor agencies. It has been used extensively in FAO TCP Trust Fund and Government Cooperation Projects.

#### *4.2.3. Building National Phytosanitary Capacity (Strategic Framework)*

In 2010 IPPC finalized its “Building National Phytosanitary Capacity (Strategic Framework), which presents the phytosanitary building strategic framework proposed for implementation by the CPM. It presents an agreed definition of National Phytosanitary Capacity, a strategy, operational plans in the form of logical frameworks and work plans and budgets. National Phytosanitary Capacity is defined as. “The ability of individuals, organizations and systems of a country to perform functions effectively and sustainably in order to protect plants and plant products from pests and to facilitate trade, in accordance with the IPPC.” The Operational Plan (Logical Frameworks) for the strategy comprises six strategic areas:

1. National phytosanitary planning and management
2. Standards implementation
3. Communication and coordination and pest information
4. Resource mobilization
5. Advocacy
6. Monitoring and evaluation

#### *4.2.4. Capacity building 2008-2009*

A brief summary of current and recently completed capacity building activities organized by IPPC is given in Appendix 6. These activities include workshops on information exchange and to review draft

ISPMs, pest risk analysis training projects, phytosanitary capacity evaluation (PCE) workshops, core ISPMs training, integrated pest management training and regional workshops on phytosanitary inspection and certification.

At present IPPC has not developed any e-learning tools, but intends to do so when resources for this become available.

#### *4.2.5. Regional Workshops*

Regional workshops on draft ISPMs are held to assist countries within a region to discuss and prepare national comments on draft ISPMs. These discussions can help participants gain a better understanding of the national and regional impact of these proposed standards and provide a basis for the development and submission of national comments. Official comments are submitted to the IPPC Secretariat by the national IPPC Contact Point

Regional workshops have been held since 2001. Usually seven workshops have been held per year, covering all FAO regions (except Europe and North America), with two workshops each in Africa (English- and French-speaking) and Latin America and the Caribbean (Spanish- and English-speaking). However, despite these workshops, the provision of national comments on draft ISPMs is still not as efficient and effective as it should or could be and they should be continued.

#### *4.2.6. Publications*

IPPC and the Forestry Department of FAO have recently published a *Guide to the implementation of good forestry health practices in support of international standards for phytosanitary measures (ISPMs)*. In addition to ISPMs (see Section 3.2.2), IPPC produces explanatory documents on the implementation of specific ISPMs. All IPPC documents are uploaded onto the IPPC website.

#### *4.2.7 FAO capacity building support to IPPC*

The IPPC Secretariat has focused its capacity building activities in increasing participation of member countries in the development and review of ISPMs as well as their implementation. The secretariat is increasingly working with countries to assist them in identifying and prioritizing their capacity building needs with respect to the Convention.

FAO/AGP provides support in surveillance and monitoring of transboundary plant pests and provides capacity building to member countries to strengthen their abilities in this regard. Under the EMPRES Desert Locust programme locust-affected countries have established viable early warning and rapid response systems at the national level which are monitored and supported by the regional FAO Desert Locust Commissions. Based on this example, EMPRES Plant Protection has expanded significantly to encompass an increasing number of transboundary plant pest issues other than desert locusts. These include wheat rust as well as diseases of banana and cassava. In 2008 FAO launched the Wheat Rust Disease Global Programme in response to the emerging threat of new virulent races of wheat rust to which some 80% of global wheat cultivars are susceptible. Countries have received training in wheat rust analysis and screening as well as in the fast-track release and seed multiplication of resistant varieties. A Global Cereal Rust Monitoring System was initiated in April 2009 with countries sharing standardized field surveillance data. In 2009 FAO worked closely with the Southern African Development Council, International Institute of Tropical Agriculture, and Biodiversity International to address the emergence and spread of two major diseases of banana in Africa. FAO has supported the survey and diagnosis training for these diseases in pilot countries and completed two food security assessment and socio-economic studies on their impact and associated risks. Action plans are being developed at the national and regional levels to manage these diseases. In addition in 2009, FAO working with a range of partners developed a regional strategy for two of the main diseases of cassava in 15 countries in central, eastern and southern Africa with the aim to increase the crop's productivity.

In response to the armyworm and achaea outbreaks in Cote d'Ivoire, Liberia, Guinea and Ghana in early 2009, which raised concerns across the region of their potential impact on livelihoods, food security and human health a sub regional workshop was convened (November 2009) to address transboundary plant pest issues in West Africa in a more holistic and systematic manner. The workshop resulted in programme proposal for support by the international donor community.

FAO through its Strategic Objective A: Sustainable Intensification of Crop Production has an extensive programme of capacity building in member countries on pest and pesticide management including IPM and IPPM. To increase production efficiently and sustainably, farmers need to understand under what conditions agricultural inputs (seeds, fertilizers and pesticides) can either complement or contradict biological processes and ecosystem services that inherently support agriculture. The outcome of these programmes is how to produce a healthy crop that is more resistant disease and environments that are less susceptible to the creation or promotion of transboundary pests or diseases.

The ability of member countries to identify/diagnose, monitor and respond to potential diseases and pests of plants that results from these capacity building activities should be seen as a direct contribution of FAO/AGP to the implementation of the IPPC.

## **5. DEVELOPING COUNTRIES' PARTICIPATION IN CODEX AND IPPC STANDARD SETTING ACTIVITIES**

### **5.1. Current status of participation**

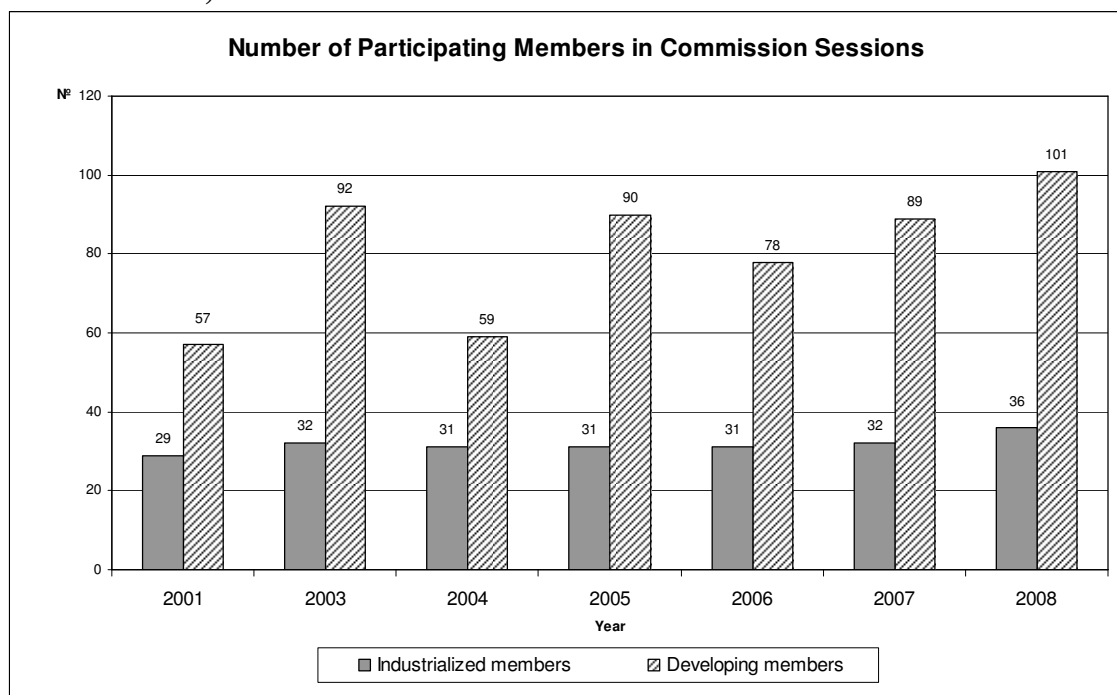
#### *5.1.1. Codex activities*

##### **5.1.1.1 Developing countries as a group**

Participation of developing countries in Codex sessions during the period January 2000 to December 2008 was analysed in a document (CX/GP 09/25/9) prepared for the 25th Session of the Codex Committee on General Principles (CCGP). Participation in the Executive Committee of the CAC and FAO/WHO Regional Coordinating Committees was excluded because these bodies are not open to all Codex members. The analysis showed, among other things:

- In the CAC sessions, developing country members outnumbered the industrialized country members by far, especially since 2003 (see Figure 2).

**Figure 2. Numbers of developing and industrialized members present at CAC sessions, 2001-2008**



- The attendance rate of developing members (the number of developing members present at a given meeting divided by the total number of developing members in the Codex membership) was constantly lower than that of industrialized members, but it is getting closer to the attendance rate of industrialized members.
- Regarding General Subject Committees, the number of developing members present was close to that of industrialized members until the 2002-03 biennium, however the former clearly outnumbered the latter since the 2004-05 biennium. While the attendance rate of industrialized members was stable between 60% and 70%, that of developing members increased from 17% in 2000-2003 to the 25-27% range in 2006-2008. For both industrialized and developing members, the attendance rates in General Subject Committees were significantly lower than those in the Commission.
- Among developing members, the most “popular” General Subject Committees were the CCGP and Codex Committee on Food Import and Export Inspection and Certification Systems (CCFICS). The Codex Committee on Food Labelling (CCFL) was increasingly well attended by both developing and industrialized members.
- Attendance rates in Commodity Committees were generally lower for both developing members (by about 8%) and industrialized members (by about 15%) than General Subject Committees. The Codex Committee on Meat Hygiene (CCMH) and the Codex Committee on Milk and Milk Products (CCMMP) were among the most well attended committees for industrialized members with attendance rates ranging between 50% and 65%, whereas the same committees were least attended by developing members, generally attracting less than 15% of these members in their sessions. The Codex Committee on Fish and Fishery Products (CCFFP) was relatively well attended by both developing and industrialized members, while attendance at the Codex Committee on Processed Fruit and Vegetables (CCPFV) was low among both categories of members.

- Attendance rates of members in working groups held as separate events in 2008 were between 30% and 45% among industrialized members and were less than 10% among developing members.
- In general, the Codex Trust Fund seems to have played a visible role in boosting attendance of developing members in Codex sessions. Since 2004, when the Fund started operations, attendance of developing countries was enhanced in the sessions of the CAC, General Subject Committees, Commodity Committees and Task Forces.

Several developing countries currently host Codex meetings: China hosts COCA and CCPR, Mexico hosts CCFFV and Malaysia hosts COCO. Brazil hosted the Task Force on Fruit and Vegetable Juices and Thailand hosted the Task Force on Processing and Handling of Quick-Frozen Foods, both of which are now dissolved. In addition, five of the FAO/WHO Regional Coordinating Committees are hosted by developing countries (Ghana, Mexico, Indonesia, Tonga and Tunisia). A large number of developing countries have co-hosted Codex meetings (for examples, see Appendix 2). In addition several developing countries, e.g. Brazil, have hosted Codex physical working group meetings.

### **5.1.1.2. West African countries**

With the support of the Codex Trust Fund, the attendance of West African developing countries<sup>1</sup> in Codex activities has become more regular year by year, although they are still unable to attend all the Codex meetings they would like to. They are obliged to select meetings according to their priorities and the availability of national experts and resources. At the national level, participation includes the process of designation of representatives at sessions, the preparation of documents reflecting the national position on the issues on the agenda of the session, comments on draft standards under development and proposals for the revision of existing standards and/or the development of new standards.

The Codex Trust Fund has greatly enhanced the participation of West African countries in the work of Codex and participating countries are increasingly recognizing the benefit of contact and dialogue with their counterparts from both their own region and elsewhere. It has contributed to increased awareness about food safety and the application of a single standard for the safety of food for both domestic and export markets, instead of the two-standard system.

As of 2008, thirty countries in the WHO African Region were supported to participate in Codex meetings. The countries that were supported by the Trust Fund to attend several Codex meetings include: Algeria, Angola, Burundi, Cameroon, Cape Verde, Côte D'Ivoire, Democratic Republic of the Congo, Ethiopia, Eritrea, Gambia, Ghana, Guinea, Guinea Bissau, Kenya, Lesotho, Malawi, Mauritania, Mali, Madagascar, Mozambique, Niger, Nigeria, Tanzania, Senegal, Sierra Leone, Swaziland, Togo, Uganda, Zambia, Zimbabwe. Countries of the West Africa region represent about 43 % of the total.

The presence of West African countries supported by the Codex Trust Fund at selected Codex meetings during 2007-2009 is shown in Appendix 7. Differences are noted between countries regarding the frequency of attendance at meetings. Countries like Ghana, Mali, Benin, which were visited in the present project, together with countries like Côte d'Ivoire, Guinea, Guinea Bissau, Togo, Niger and Nigeria, participate frequently, while some others, like Burkina Faso, rarely participate. A few countries like Ghana often send several (3-5) delegates, whereas most countries send two delegates, one supported by the Government and one supported by the Codex Trust Fund.

The situation in countries with a high frequency of participation might be linked to the dynamism of the National Codex Committee and in particular of the Codex Contact Point. In Ghana, the Ghana

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<sup>1</sup> 15 Countries: Benin, Burkina Faso, Cape Verde, Côte d'Ivoire, Ghana, Gambia, Guinea, Guinea Bissau, Liberia, Mali, Mauritania, Niger, Nigeria, Senegal, Sierra Leone, Togo.



Standards Board and in Mali the National Food Safety Agency (ANSSA) as well functioning Codex Contact Points are good examples in this regard.

The CAC shows the highest rate of attendance, reaching about 50 % to 80%. Participation in the Codex Committees such as the Codex Committee on Pesticide Residues (CCPR), the Codex Committee on Fresh Fruits and Vegetables (CCFFV), the Codex Committee on Fish and Fishery Products (CCFFP), and the FAO/WHO Coordinating Committee for Africa (CCAFRICA) shows a similar rate. The selected meetings indicate the priorities of the countries regarding their participation in Codex and of their national food safety programmes.

In the Codex Committee on Nutrition and Foods for Special Dietary Uses (CCNFSDU) in 2008, Ghana has initiated a revision of the *Guidelines on formulated supplementary foods for older infants and young children* (CAC/GL 8-1991).

### 5.1.1.3 Latin American countries

Attendance of Latin American countries in Codex meetings varies widely from country. Some, like Brazil, Argentina, Mexico and Chile, are very active in the CAC and many of its subsidiary bodies, whereas others, with much smaller financial and other resources are heavily dependent on support from the Codex Trust Fund to enable them to attend Codex meetings. During the field visits, and in the CAC and other Codex meetings, Latin American countries have asserted that the current rules for “graduation” from the Codex Trust Fund (i.e. no further financial support after a transitional period, see Section 7.1.1.1.) means they are at a disadvantage compared to other regions and have requested that the rules be amended.

Latin American countries have been active initiating new work in Codex. For example, Paraguay has initiated new work in CCFA on the sweetener stevioside and Brazil has initiated work on Brazil nuts in CCCF.

### 5.1.2. IPPC activities

#### 5.1.2.1 West African countries

The attendance of West African countries at IPPC meetings, such as the Commission on Phytosanitary Measures (CPM) and Regional Workshops on draft ISPMs, has improved during the last few years thanks to support from the IPPC Trust Fund. The representatives in the West African countries visited have benefited from the Trust Fund support and attended all CPM meetings held during the last two to three years. It should be noted that Benin is the only country in West Africa that is not a Contracting Party to IPPC as of 30 November 2009.

Table 2 shows the situation of attendance at the CPM sessions and regional workshops from 2007 to 2009.

**Table 2. Attendance of West African countries at CPM sessions, 2007-2009**

2007		2008		2009	
Country	Meeting	Country	Meeting	Country	Meeting
Burkina Faso	CPM	Burkina Faso	CPM	Burkina Faso	CPM
Ghana		Ghana		Ghana	
Mali		Mali		Mali	
Benin		Benin		Benin	

Burkina Faso Benin Mali Ghana	Regional Workshop on review of draft ISPMs (Accra, Ghana) Regional Workshop on review of draft ISPMs (Nairobi, Kenya)	Ghana Benin	Regional Workshop on review of draft ISPMs (Accra, Ghana) Regional Workshop on review of draft ISPMs (Nairobi, Kenya)	Burkina Faso Benin Ghana	Regional Workshop on review of draft ISPMs (Accra, Ghana) Regional Workshop on review of draft ISPMs (Nairobi, Kenya)
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\*Burkina Faso could not attend the regional workshop in 2008 due to the absence of funding  
Mali was unable to attend the regional workshops 2008 and 2009 due to the lack of support

### 5.1.2.2. Latin American countries

The persons interviewed during the field visits to Latin American countries (Paraguay, Uruguay and Brazil) reported that they had attended most of the IPPC standard setting meetings.

## 5.2 Challenges and obstacles to full participation in Codex and IPPC activities

In the present project the following main challenges and obstacles to full participation in Codex/IPPC activities were identified from the field interviews, available documentation and information collected in other ways. The main constraints in the phytosanitary area have been identified in the Phytosanitary Capacity Evaluation (PCE) study (Canale, F., 2004) and during the UEMOA-FAO training in phytosanitary control for planning managers and phytosanitary inspectors held in March 2008 at the Regional Centre AGRHYMET in Niamey, Niger (FAO-UEMOA, 2008).

Even though many of the major challenges and obstacles to full participation are common to many developing countries and to both Codex and IPPC, some are specific to countries and to one of these standard setting bodies. The list shown below is not exhaustive and is not in order of priority, which can differ from country to country. However, the commonest constraints identified are weak political awareness, limited resources, lack of channels for information dissemination, competence gap in human resources, language requirements, and lack of a robust and updated policy, legal and regulatory framework. The main challenges identified were:

- Lack of political awareness linked to weak communication systems and poor knowledge about the importance and impact of food safety and quality/plant protection control and regulation issues on economic development and the need for stronger involvement in standards setting. More work has been done regarding adoption and implementation of standards than on participation in the scientific work underpinning their elaboration. This lack of awareness at the political level, coupled with ineffective policy direction, results in food safety and quality/plant protection being assigned low priority in national development plans and having little or no influence on the allocation of national budgetary resources.
- Lack of knowledge/understanding about the connection between Codex/IPPC standards and the SPS and TBT Agreements and countries' rights and obligations under those Agreements.
- The absence of national food safety and quality/plant protection policies and strategies in the majority of countries constitutes one of the major reasons for the lack of concrete results based on strategic guidance on the setting and implementation of food safety standards.
- Food safety and quality/plant protection legal and regulatory frameworks out of date and/or not harmonized with current standards.

- Responsibility at the national level for food safety and quality/plant protection is split among several different organizations and there is poor communication and coordination between these organizations.
- Lack of or poor involvement of the private sector, consumer organizations and other stakeholders. Private sector demands for trade facilitation may stimulate the public sector to be active in standards setting or at least understand what is happening at the international level.
- Capacity building initiatives have been limited and have not covered the wide range of issues required for effective participation in international standard setting activities.
- Lack of funds to finance participation in Codex/IPPC meetings and cumbersome travel clearance procedures.
- Lack of staff with the necessary expertise and negotiating and language skills and the time to participate in Codex/IPPC meetings.
- High mobility of staff due to lack of incentives, leading to loss of institutional memory and loss of ability to deal with specific food safety and quality/plant protection issues.
- Lack of continuity in national representation at Codex/IPPC meetings (“expected” rotation of individuals who attend meetings).
- Poor knowledge of how Codex/IPPC operates and how to effectively present and gain support for national positions, including support from other countries in the region, before and during meetings.
- Language barriers and late arrival of documents in countries where English is not the official language or mother tongue, giving insufficient time to coordinate nationally and comment on draft standards and other texts.
- Frustration because a country’s written comments on draft standards are not taken into account if it is not physically present at meetings where comments are considered in the standard shaping process. In some cases this may be disappointment that the views expressed have not been accepted, rather than they have not been taken into account at the meeting.
- Poorly functioning National Codex Contact Point/IPPC Contact Point, due to lack of qualified staff and financial, communication and other resources.
- Poorly functioning National Codex Committee/National Plant Protection Organization making the development of national positions on Codex/IPPC issues and dissemination of information on current activities difficult.
- Lack of adequate infrastructure (e.g. well equipped and staffed laboratories) and/or resources to generate high quality data to support national positions in Codex/IPPC work on standards development, e.g. data on pesticide residue levels or pests in plant products of economic importance for the country.
- Lack of suitably qualified experts with time available to participate in the work of expert groups related to Codex/IPPC standard setting, e.g. JECFA, JMPR, JEMRA.

It should be emphasized that all the constraints listed above do not apply to all developing countries. For example, some have well functioning Codex Contact Points/IPPC Contact Points and mechanisms for stakeholder consultation and development of national positions, as well as long experience in active participation in Codex/IPPC meetings and effective control systems in some areas. A few developing countries also generate some good quality scientific data to support their national positions and to underpin standards under development. Some countries also have projects and programmes funded by bilateral or multilateral donors for the implementation of international standards.

### **5.3 Related challenges faced in the implementation of Codex and IPPC standards**

The following have been identified as challenges to the **implementation** of Codex and IPPC standards. Some of them are similar to the challenges and obstacles listed above under Section 5.2.

1. Lack of knowledge/understanding at the national level about Codex/IPPC standards and national obligations and rights under the SPS and TBT Agreements.
2. Food safety and quality/plant protection not assigned high priority due to lack of interest at the political level and from industry and trade and other stakeholders.
3. Lack of national food safety and quality/plant protection policies and strategies.
4. Lack of legal framework to provide the basis for detailed legislation of specific food safety/plant protection issues and legal and other experts needed to rectify this deficiency.
5. Responsibility for implementation of food safety and quality/plant protection standards split among several different organizations and poor coordination and communication between these organizations, resulting in duplication of effort, gaps in control and ineffective use of scarce resources.
6. Weak national food safety and quality/plant protection infrastructure, e.g. well equipped and staffed laboratories, inspection services.
7. Industry and trade not clear about their responsibilities for food safety and quality/plant protection and/or lacking in the will or ability to comply with the standards.

## **5.4 Special initiatives to encourage enhanced participation in Codex and IPPC activities**

FAO, WHO, WTO, and many other international organizations as well as Regional Economic Organizations and developed countries are committed to enhance participation of developing countries in international standards setting organizations. To achieve this they have built and continue to develop special initiatives. Some of them are implemented at the national level, while others at regional and international levels. Many of the initiatives described below, such as the PAN-SPSO project, the Standards and Trade Development Facility (STDF), the EC-funded programme "Better Training for Safer Food (BTFSF) in Africa, the Africa-EU Strategy and its first Action Plan 2008-2010, the regional health security Committee are relevant to both Codex and IPPC since most of them focus on food safety, animal health and phytosanitary matters.

### *5.4.1. FAO Trust Fund for Food Security and Food Safety*

The World Food Summit, held in November 1996, was the first global gathering at the highest political level to focus solely on food security. In adopting the Rome Declaration on World Food Security and the World Food Summit Plan of Action, it renewed the commitment of the international community to ensuring food for all. The Declaration enunciates both the ultimate goal and the immediate target: "We pledge our political will and our common and national commitment to achieving food security for all and to an ongoing effort to eradicate hunger in all countries, with an immediate view to reducing the number of undernourished people to half their present level by 2015."

FAO has a major role to play in assisting countries in implementing the provisions of the World Food Summit Plan of Action that fall within its mandate, as well as in monitoring, through its Committee on World Food Security (CFS), overall progress in achieving the Summit's goals. Against this background and in accordance with FAO's Financial Regulation 6.7, the Director-General established the *FAO Trust Fund for Food Security and for Emergency Prevention of Transboundary Pests and Diseases of Animals and Plants* with an initial target of US\$500 million. The FAO Trust Fund covers the following areas:

- Food security
- Emergency prevention of transboundary animal and plant pests and diseases
- Assistance in project and programme studies to increase investment

This FAO Trust Fund will be an important source of demand-driven funding to supplement the present trust funds, which support key components of the Organization's Field Programme with emphasis on

catalytic projects addressing long-term structural needs of the poor (70 percent of whom are in the rural sector) in the basic areas.

#### *5.4.2. Standards and Trade Development Facility (STDF)*

The Standards and Trade Development Facility (STDF) is a global initiative on capacity building and technical co-operation established by FAO, OIE, the World Bank, WHO and WTO.

The strategic aims of the STDF are:

- to assist developing countries enhance their expertise and capacity to analyze and to implement international sanitary and phytosanitary (SPS) standards, improving their human, animal and plant health situation, and thus ability to gain and maintain market access; and
- to act as a vehicle for awareness raising on the importance of SPS issues, coordination among technical cooperation providers, the mobilization of funds, the exchange of experience and the dissemination of good practice in relation to the provision and receipt of SPS-related technical co-operation.

In addition to facilitating international trade, SPS capacity building can result in improved human and agricultural health conditions for local markets and so favour economic and social development.

In addition to providing or arranging financial support for projects, the STDF provides grants (Project Preparation Grants, PPGs) of up to US\$ 30,000 for project development. PPGs are a key mechanism in the STDF programme and aim to bridge the gap between the identification of needs and their articulation into good projects. Efforts are made to mobilize donor funds for the resulting project. STDF provides support to developing countries in many different regions of the world: a list of ongoing STDF projects is shown in Appendix 8. FAO plays an important role as Implementing Agency in many STDF projects. A review of the STDF was carried out in 2008 (Slorach, 2008a).

STDF has published a very useful overview of the SPS-related capacity evaluation tools developed by international organizations (WTO 2009).

A total of 38 PPGs and 41 projects have been approved by the STDF since its inception. Overall, the STDF has devoted 54 per cent of project resources to Least Developed Countries (LDCs) and Other Low Income Countries (OLICs). 57 per cent of STDF projects and PPGs have been awarded to Sub-Saharan Africa, 13 per cent to Latin America and the Caribbean and 11 per cent to Asia. In addition, 14 per cent of projects and PPGs can be classified as global.

At the African regional level, the STDF organized in 2009 two "training-of-trainers" workshops for SPS officials of seven African regional economic communities in Nairobi and Bamako. These events resulted from STDF's involvement in the "PAN-SPSO" project and were organized in close collaboration with the African Union Inter-African Bureau of Animal Resources (AU/IBAR) and the WTO, Codex, OIE and IPPC Secretariats. In addition, the STDF and the Economic Community of West African States (ECOWAS) organized a meeting in Bamako on 29-30 September where participants agreed on a coordinated multi-stakeholder approach to fruit fly control in West Africa.

At the national level, coordination was achieved through STDF's involvement in project development and implementation. Collaboration with the Enhanced Integrated Framework (EIF) was strengthened. Out of six project preparation grants implemented in 2009, five followed up on SPS issues identified in the action matrices in Diagnostic Trade Integration Studies (DTIS). The STDF also commissioned a scoping study and analysis of existing SPS coordination mechanisms in Africa at the regional and national level, including recommendations on how to improve SPS coordination on the ground among the wide range of actors involved. Six PPGs have been approved in 2009. Eight countries from West

Africa were among the 10 beneficiaries countries. One of the 6 PPGs covered sub-Saharan Africa, and a second one benefited the African Union (AU).

STDF is supporting the establishment of an African Phytosanitary Centre of Excellence based in Kenya and a project in Mozambique to strengthen phytosanitary capacity to implement international standards to manage Lethal Yellowing Disease in palms and thereby expand market access for coconuts.

A number of STDF projects are being implemented by the Inter-American Institute for Cooperation on Agriculture (IICA) in Latin America.

Further information on the STDF and its projects, PPGs and other activities can be obtained via its website ([www.standardsfacility.org](http://www.standardsfacility.org)).

### *5.4.3. Participation of African Nations in the Sanitary and Phytosanitary Standards-Setting Organizations (PAN-SPSO) project*

In recognition of the crucial importance of compliance with SPS standards for the access of African exports to international markets, the Participation of African Nations in Sanitary and Phytosanitary Standards-Setting Organizations project (PAN-SPSO) was established as a joint collaboration between the European Commission (EC) and the African Union Commission on behalf of its Member States belonging to African Caribbean Pacific Group of States (ACP). The goal was to contribute to the reduction of poverty and enhancement of food security in Africa through greater access for agricultural products to international markets. The project is specifically aimed at improving the efficiency of the participation of African countries in the activities of the CAC, the World Organization for Animal Health (OIE) and IPPC during the formulation of international standards on food safety and animal and plant health and in the activities of the WTO SPS Committee, through the services of the African Union Inter-African Bureau for Animal Resources (AU/IBAR) and the Inter-African Phytosanitary Council (AU-IAPSC) in close collaboration with seven Regional Economic Communities (RECs).

The PAN-SPSO project is largely funded by the European Commission (EC). The project cooperates directly with seven African Regional Economic Communities (RECs)<sup>2</sup> to implement the work plan. Overall guidance is provided by a Steering Committee representing key partners active in the SPS area. The STDF is considered a strategic partner to provide technical expertise and advice to the project and is a full member of the Steering Committee.

Regional Workshops are organized in the framework of that project and are aimed at bringing countries to a common position and strengthening their technical capacity as regards phytosanitary standards. West African countries have participated and appreciated the meetings already held.

The expected results are:

Result 1. African countries strengthened to empower SPS offices for effective participation in SPS standard setting activities;

Result 2. Common position of African nations in SPS standards at continental and REC levels strengthened;

Result 3. Technical capacity of African countries to draft standards and to develop science-based arguments strengthened; and

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<sup>2</sup> These are the Community of Sahel-Saharan States (CEN-SAD), the Common Market for Eastern and Southern Africa (COMESA), the East African Community (EAC), the Economic Community of West African States (ECOWAS), the Economic Community of Central African States (ECCAS), the Inter-Governmental Authority on Development (IGAD), and the Southern Africa Development Community (SADC).

Result 4. Relevant SPS-related data and information are acquired and disseminated to African countries through established accessible information sharing platform.

A number of activities are planned under Result 1 that aim at creating the right institutional and technical settings at the national level as well the provision of monitoring and support facilities necessary to ensure effective participation of the African nations at the activities of international standards setting organizations, including the CAC and IPPC. Result 2 is attained through two main activities that entail identifying SPS areas of common interest and facilitating the establishment of a common position policy. Intensive activities are planned to accomplish Result 3 which is considered as the core to this project. *These activities aim at directly empowering the capacity of African nations to make sound arguments and revisions on draft and existing standards, respectively, and to develop draft standards.*

It will be of great importance to follow-up the results achieved by the PAN-SPSO project since the project is just starting.

#### *5.4.4. EC-funded programme "Better Training for Safer Food (BTFSF) in Africa*

In an effort to help developing countries improve their food safety systems, on 3 April 2009 at the headquarters of the African Union the EU launched a new initiative – "Better Training for Safer Food in Africa – BTFSF-Africa". Through BTFSF-Africa, over the next two years, €10 million will be used to fund capacity building activities. Launched in 2005, the BTFSF programme has provided training to both European and third country officials who are responsible for checking that EU rules related to food and feed, animal health and welfare and plant health are properly applied.

This specific programme targeted at Africa, was jointly set up by the EC and the African Union Commission (AUC) with the view to promoting compliance with international sanitary and phytosanitary (SPS) measures as key to bilateral trade, both within Africa and with the rest of the world, and to increasing the protection of citizens. Under "BTFSF-Africa," the EC and the AUC will jointly coordinate the implementation, from 2009 to 2010, of seven capacity building activities worth around €10 million. The activities target the public and private sectors playing a role in the SPS systems at national, regional and continental levels.

The key objective is to support food safety mainly by the transfer of technical expertise and policy advice in areas of food safety and quality across Africa. The knowledge, expertise and skills transferred will help to produce and distribute agro-food products compatible with international SPS standards, contributing towards the reduction of the likelihood of food-borne diseases and the related health and socio-economic burden.

At the micro level, the activities will help improve the use of agricultural inputs (fertilizers, pesticides, veterinary drugs, etc) and good hygienic practices in the production and distribution chains, as well as animal/product management systems of control and certification, strengthening the competent authorities and producers' associations (small & medium enterprises - SMEs). At the macro level, the activities will support the gradual integration and competitiveness of the agro-food sector, strengthening the vital role of agriculture as a whole towards rural development and food security, increasing market access for African producers with positive knock-on effects on growth and employment in Africa.

The activities are part of the EU Annual Action Programme 2007 for Food Security implementing "Thematic Strategy Paper and Multi-annual Indicative Programme 2007-2010" for the Development Cooperation Instrument. They are being implemented under the "Better Training for Safer Food (BTFSF)," which is an initiative of the European Commission (Health and Consumers Directorate-General) aimed at organizing a Community training strategy in the areas of food law, feed law, animal health and animal welfare rules, as well as plant health rules. It is essential that third countries and, in particular, trading partners from developing countries are familiar with EU standards and import requirements. To this end, training organized for Member States in the EU is also open to participants

from third countries. Specific training activities are also organized for third country participants on the spot world-wide.

#### *5.4.5. Africa-EU Strategy and its first Action Plan 2008-2010*

The 9 December 2007 Lisbon Summit adopted a *Joint Africa-EU Strategy* identifying eight partnerships in which specific strategies will have to be put in place. The third relates to Trade, Regional Integration and Infrastructure, and includes an SPS component. The Strategy will be implemented through successive short-term joint action plans and enhanced political dialogue at all levels.

Part of the Action Plan is to strengthen African capacities in the area of rules, standards and quality control. The objectives are to:

- enhance the capacity of administrations, producers and exporters at all levels to meet the regulatory requirements of export markets within Africa and the EU, thus allowing diversification away from simple processed products, and
- enhance the competitiveness of African agriculture and agri-food industry through particular attention to SPS issues.

To this end, the Action Plan envisages several activities up to the end of 2010 including: the provision of training; rehabilitation and modernization of African testing and certification laboratories; negotiation of mutual recognition agreements (equivalence) on certain standards; creation of an information dissemination platform; improvement of technical knowledge; strengthen risk-based animal health, plant health and food safety systems; and support the participation of African countries in SPS standard setting organizations.

#### *5.4.6. UEMOA, UNIDO, EU programme for the implementation of a system of accreditation, standardization and quality promotion*

The overall objective of this programme is to contribute to the UEMOA regional integration process and the integration of the sub-region in the global economy and its particular sustainable economic development through: establishment of a regional system of accreditation / certification, enhancement and harmonization of existing standardization measures, raising awareness among companies about quality control and enhancement of quality management technical support services.

The program envisages the following activities:

##### *1. Accreditation/certification:*

- develop a regional accreditation system with a secretariat in the UEMOA
- put in place regional networks of analysis and calibration laboratories
- harmonizing analytical methods and training of the staff of the laboratories and inspection services
- launch a process of awareness-raising related to certification for companies with a high potential to export.

##### *2. Standardization:*

- develop a regional coordination unit, a reflection Committee and regional coordination mechanisms
- design, implement, or strengthen the institutional and regulatory infrastructure for standardization and quality system
- complete and harmonize the technical standards and adopt codes of practice accepted at international level, also contributing to the protection of health and safety of populations, human life and the environment



- develop a regional documentation centre and set up of a network of national documentation centres
- create a regional coordination to the Codex and WTO (technical barriers).

### 3. *Quality promotion:*

- strengthening sectoral technical structures at the regional level
- strengthening of the legal framework for consumer and environmental protection
- perform awareness raising actions targeting companies to the use of standards, technical regulations and quality management systems
- set up an arrangement for UEMOA Quality Award.

The programme is governed by the regulation N. 01/2005/CM/UEMOA, 4 July 2005 setting the harmonization scheme for accreditation activities, certification, standardization and metrology in UEMOA. The target groups are economic operators of the private sector, technical services such as quality and standards organisms, technical centres, laboratories of analysis, inspection services, professional associations of quality and consumers associations. The stakeholders are UEMOA's Institutions, the DIAGNOS Programme, the European Commission and the UNIDO.

*The Regional Health Security Committee* of the UEMOA is the competent advisory technical structure for health. The Regional Committee of Safety is to assist the Commission in the organization of health cooperation between the Member States and to contribute to the coherence of the policy of union safety providing appropriate technical advice. It supports the Commission and Member States in the follow-up to international trade negotiations relating to SPS agreements. It coordinates the positions of Member States in order to facilitate their representation to international organizations competent in phytosanitary matters, animal health and food safety.

UEMOA is very active currently in undertaking activities to support West African countries promoting the implementation of the programme and related regulations. UEMOA is very open and ready to collaborate in activities to enhance West African developing countries participation in standards setting bodies. There are resources available which could be used on the basis of well defined programmes. UEMOA has some experience of collaboration with FAO, e.g. in capacity building. UEMOA and FAO have organized in 2008 in Niamey (Niger) a training session on phytosanitary control for planning managers officials and phytosanitary inspectors. Such initiatives should be intensified. Apart from UEMOA, the CILSS (Permanent Inter-State Committee for Drought Control in the Sahel) regarding the use of pesticides, and ECOWAS are undertaking activities to improve the implementation of international SPS standards in Member Countries.

#### *5.4.7. Some Initiatives in Latin America and the Caribbean*

During 2008-2009 FAO, together with WHO/PAHO, the Ministries of Agriculture and Health and other organizations, carried out a large number of activities in Latin America and the Caribbean to build capacity for participation in Codex activities. This included 8 workshops for food inspectors, agricultural producers, food processors and other groups in the Dominican Republic on the Codex standard setting process. There were also two Codex Contact Point seminars on SPS issues in Lima, Peru, five courses on the Codex standard setting process for all Latin American countries via a video link and four regional video courses on Codex new electronic tools via Santiago, Chile. Together with PAHO, FAO organized a regional workshop on risk-based inspection prior to the Coordinating Committee for Latin America and the Caribbean meeting in Acapulco, Mexico in November 2008. The e-learning course on enhancing participation in Codex activities has also been promoted in the region. An activity to strengthen the National Codex Committees and Codex Contact Points in Dominica, Grenada, St. Kitts and Nevis and St. Vincent and the Grenadines is planned. The Caribbean Community (CARICOM) recently established the Caribbean Agricultural Health and Food Safety Agency (CAHFSA). This is an initiative to promote and support the establishment of an effective regime of sanitary and phytosanitary measures and harmonization of laws and administrative practices in respect of SPS measures. This new institution will provide regional and national support to the

CARICOM members and associate members in the establishment, management and operations of their national agricultural health and food safety systems as they relate to the WTO-SPS agreement.

#### *5.4.8. The FAO/WHO Project and Trust Fund for Enhanced Participation in Codex (Codex Trust Fund)*

To enhance developing countries' participation in Codex activities, FAO and WHO launched a Trust Fund in Geneva on 14 February 2003 called the FAO/WHO Project and Trust Fund for Enhanced Participation in Codex (Codex Trust Fund). Details about the Fund are given under Section 7.1.1.1 of this report.

#### *5.4.9. Global Initiative for Food-Related Scientific Advice (GIFSA)*

GIFSA is an initiative of the Nutrition and Consumer Protection Division of FAO in support of the FAO/WHO Scientific Advice Programme. GIFSA has set a broad array of objectives needed to meet the increased demand for relevant, transparent scientific advice on food safety and nutrition through:

- mobilizing technical, financial and human resources
- promoting the timeliness while ensuring the highest level of integrity and quality of scientific advice
- enhancing data generation in all regions with specific support to developing countries
- increasing awareness of the Scientific Advice Programme, thereby ensuring broader participation from countries and greater application of its outputs.

#### *5.4.10. The FAO/WHO Coordinating Committee for Africa*

The CAC has established (see Section 3.1 of the present report) **FAO/WHO Regional Coordinating Committees**, through which regions or groups of countries coordinate food standards activities in the region, including the development of regional standards. These Coordinating Committees play an invaluable role in ensuring that the work of the Commission is responsive to regional interests and to the concerns of developing countries. They normally meet at two-year intervals, with a good representation from the countries of their respective regions. The country that chairs the Coordinating Committee is also the Regional Coordinator for the region concerned. There are six Coordinating Committees, one each for the following regions: Africa, Asia, Europe, Latin America and the Caribbean, Near East, North America and the Southwest Pacific. The current coordinators of the Regional Coordinating Committee can be seen in Figure 1.

FAO has requested Ghana, the Coordinator for Africa, to undertake an exercise to collect and collate data from the forty-five (45) member countries of the Regional Coordinating Committee for Africa (CCAFRICA), with the following objectives;

- Undertake a situation analysis of the Codex activities of member countries of the region and their Codex infrastructure.
- Investigate the reasons behind the non-use or under-utilization of the established CCAFRICA website.
- Investigate and identify food safety matters of interest to the region for elaboration of Codex standards.
- Set up a database of experts in the region to assist countries of the region to make necessary inputs and to place the information on the current Codex website for Africa ([www.codexafrica.org](http://www.codexafrica.org)).
- Create a network of institutions with mandates supporting activities of Codex.

#### *5.4.11. Enhancing developing country participation in FAO/WHO scientific advice activities*

In December 2005 FAO and WHO held a joint meeting in Belgrade on ways of enhancing developing country participation in FAO/WHO scientific advice activities. The report of that meeting (FAO, 2006) contains recommendations addressed to FAO/WHO, governments, scientists, funding agencies.

#### *5.4.12. IPPC Trust Fund*

Details on the IPPC Trust Fund, which provides financial support to enable developing countries to participate in IPPC-related activities, are given in Section 7.1.2 of this report.

#### *5.4.13. The Inter-African Phytosanitary Council (IAPSC)*

Regional Plant Protection Organizations (RPPOs) are inter-governmental organizations functioning as coordinating bodies for National Plant Protection Organizations (NPPOs) on a regional level. There are currently nine RPPOs. The AU Inter-African Phytosanitary Council (IAPSC) is the RPPO for the Africa Region. All African countries are members, except Morocco. Established in 1954 through the Maputo declaration, the mission of the IAPSC is as follows:

- To prevent the introduction and spread of pests which attack and damage crops and forests in Africa.
- To develop a common strategy against the introduction and spread of pests particularly through the harmonization of phytosanitary legislation
- To ensure co-operation and a harmonized approach in all areas of plant protection where governments take official measures (registration of pesticides, certification of plant materials, accreditation of people who apply pesticides etc)
- To provide a documentation service for provision and exchange of information in all areas of its activities.

Activities as outlined in the Maputo Declaration are:

- Plant protection information management
- Development of strategies against the introduction and spread of plant pests
- Promotion of safe and sustainable plant protection techniques
- Enlighten Member States on the implications of the WTO-SPS Agreement on international agricultural trade
- Capacity building among Member States in phytosanitary and plant protection activities.

Core Functions of the IAPSC included:

- development and management of information to serve Africa and International Plant Protection Organizations (IPPOs)
- harmonization of phytosanitary regulations in Africa
- development of regional strategies against the introduction and spread of plant pests (insects, plant pathogens, weeds etc)
- training of various cadres of NPPOs in Pest Risk Analysis (PRA), Phytosanitary inspections and treatment, field inspection and certification, laboratory diagnoses, pest surveillance and monitoring etc.

In addition to some of the above initiatives in the regions visited by consultants during the field visits (i.e. some parts of East and West Africa and Latin America), similar initiatives have been taken in

other regions but have not been the subject of detailed study in the present project. For example, an initiative has been taken to create a Regional Plant Protection Organization in the Near East Region.

## **6. APPROACHES AND TECHNIQUES TO IMPROVE PREPARATION FOR AND ENHANCE EFFECTIVE PARTICIPATION IN CODEX AND IPPC MEETINGS**

### **6.1 Approaches and techniques to improve preparation and quality of input of delegates attending meetings**

Improved preparation for and effective participation in Codex and IPPC meetings can be achieved through, among other things:

- Providing technical support to countries aimed at strengthening their national structures, in particular the National Codex Committees and Codex Contact Points and the National Plant Protection Organizations and IPPC Contact Points.
- Strengthening the human resource capacities in scientific data collection.
- Organizing continued training sessions on the structures and procedures of the Codex/IPPC.
- Ensuring that the delegates have the language and presentational skills to be able to make effective oral interventions at the appropriate points in Codex/IPPC meetings. Preparing concise written national positions prior to Codex/IPPC meetings can be of great help in this respect, especially for delegates with limited language skills in Codex/IPPC working languages.
- Ensuring that the meeting documentation is provided in all the working languages in a timely fashion and that translations and interpretation during meetings are of good quality.

#### *6.1.1. Delegates to Codex meetings*

Approaches to improve preparation and quality of inputs of delegates attending Codex sessions include technical support, development of capacities of countries to contribute data and expertise to the elaboration of scientific opinions that underpin Codex discussions; supporting improved national consultation on Codex issues; supporting national capacities for implementing and enforcing food standards harmonized with Codex. These are core activities of the Food Quality and Standards Service of FAO (AGNS) and of the Department of Food Safety, Zoonoses and Foodborne Disease (FOS) of WHO. Other approaches and techniques are twinning, mentoring, pre-meeting briefings and regional workshops.

##### **6.1.1.1. Capacity Building**

Technical support, including capacity building to support countries to strengthen their national food safety programmes, is being provided to countries by FAO, WHO and other multilateral and bilateral organizations. These efforts have included strengthening capacities for food safety; developing food safety policies, legislation, strategies and action plans; strengthening of foodborne disease surveillance and strengthening national food safety information, education and communication programmes.

Support has been provided to several countries in strengthening their National Codex Committees. These include, among others, Ghana, Liberia, Nigeria, and Sierra Leone. Recent projects of strengthening national Codex Committee in Guinea, Côte d'Ivoire have resulted in the formal establishment of committees and increased the knowledge of core members on key food standardization issues, particularly in food safety risk analysis.

Food safety capacity development activities of AGNS support the ability of developing countries and countries in transition to participate more effectively in Codex. AGNS activities focus on the following capacities:

- Codex-specific capacities, such as knowledge of Codex rules and procedures, well-functioning national Codex Contact Point, effective negotiation skills and strategic interventions.
- National expertise in food safety and its regulation including:
  - Understanding of and ability to apply the risk analysis framework
  - Experience of implementing food control activities within a well managed food control system
  - Technical expertise/scientific expertise in different food safety-related disciplines
  - Access to adequate and reliable national food safety data
  - Mechanisms that assure effective communication with the food industry and with consumers on food safety issues
  - Mechanisms that optimize the involvement of the academic and research communities in food safety.

A series of training courses have been organized on the procedures and work of Codex. In 2007 a Codex Training Course was organized for 50 regulators from 35 countries back-to-back with the FAO/WHO Coordinating Committee for Africa (CCAFRICA). In 2008, WHO organized a Regional Seminar on Codex to strengthen national Codex activities and enhance participation in the standard setting work of the CAC for 40 delegates from seven countries collaboratively with FAO and partners in Cameroon. The CCAFRICA Coordinator, Ghana, was supported to organize its biennial meeting and provided with resources to maintain its web site. Pre-CCAFRICA training on Codex requirements on mycotoxins in foods was organized jointly with FAO.

In order to enhance the participation of developing countries in the process of Codex MRL setting, FAO, in cooperation with USDA, conducted two workshops on the JMPR data requirements and procedures for establishment of Codex MRLs in 2009 in Africa and Central America.

Many training programmes have been implemented using FAO/WHO training packages to strengthen knowledge of Codex rules and procedures and improve national planning for Codex participation and preparedness of Codex delegations. The most important are:

- FAO/WHO training package in English, Spanish, French and Russian.
- FAO/WHO e-learning course “Enhancing participation in Codex activities”, a self-paced course available on line and in CD ROM in English, French, Spanish.

These training programmes have been appreciated by most of the developing countries involved in Codex activities in helping them to build their own national food control system. The improvement of their understanding of food safety and food regulations allows the countries to better participate in Codex and to benefit from it. Notwithstanding this, there is still a need for enhanced training targeted at increasing the capacity of a country to provide scientific data and participate in scientific advice activities. Countries visited have unanimously agreed on that need.

Further information on the capacity building activities of FAO and WHO is given in Section 4 of this report.

### **6.1.1.2. Pre-meeting briefing sessions**

Preparatory pre-meeting briefing sessions are good means to improve delegates' preparedness to participate actively in meetings. They are now organized in connection with many Codex meetings, including Regional Coordinating Committee meetings and specific workshops. These pre-meeting briefing sessions are very much appreciated by participants new to Codex and such briefings should be arranged prior to more Codex meetings, since there will always be some new participants.

On some occasions, FAO and WHO organize pre-Codex meeting workshops. The topics selected can range from understanding Codex procedures, focus on the agenda of the meeting in hand, or look at broader issues of relevant to Codex, for example, risk analysis, traceability, etc. On other occasions, host countries organize and host workshops in connection with the Codex session and sometimes they may be organized jointly.

### **6.1.1.3. Mentoring**

Mentoring is a process in which a trusting working relationship is built up and fostered over a period of time, in order that one individual (the mentee) may benefit from the advice, counselling, and expertise of another (the mentor) and, in so doing, develop professional or personal skills and gain experience and confidence in an area of his/her interest. In general, a mentoring relationship entails the establishment of a long-term relationship built on mutual respect and good communication, with the objective of achieving pre-determined goals as defined by the partners.

So far, mentoring does not appear to have been used in connection with Codex activities. However, FAO is about to finalize an IPPC mentoring programme based on the experience of the WTO and, if successful, such a similar programme could be introduced for Codex.

### **6.1.1.4. Twinning**

An alternative approach to mentoring which might be an effective approach in some circumstances is "twinning". Twinning agreements are concluded between an experienced country and a less experienced country on an official level. There are examples of laboratories, universities and other institutions, for example, in developed and developing countries being twinned as a capacity-building activity. Though not strictly speaking a mentoring relationship, twinning has many of the same benefits, outcomes and challenges.

Twinning agreements between an experienced country and a less experienced country on an official level can accelerate sharing of knowledge and experience, while requiring minimal resources and leading to faster timeframes of implementation in areas such as data collection, proper sampling, methods of analysis validation and quality assurance." Twinning" and less formal "Mentoring" programmes provide excellent means to familiarize scientists new to international expert committee meetings, to increase awareness of expert committee work and helps build trust and confidence in new experts. It also serves as a means to encourage and strengthen knowledge transfer through bilateral communication networking.

During the field visits in this project no persons with experience of twinning agreements as such were encountered and the concept did not seem to be familiar to the people met. However, this approach has been used successfully in other contexts and therefore its potential to enhance developing country participation in Codex-related activities should be explored.

### **6.1.1.5. South-South cooperation**

Capacity development is an ongoing process of improvement and it is necessary to develop new tools and new ways of supporting the evolving needs of countries in their growing participation in global food safety governance. FAO should intensify its efforts to develop partnerships, including South-

South cooperation, and to facilitate channelling of technical and financial resources for the continual strengthening of the global food safety system. Some developing countries with experienced and competent human resources, well organized National Codex Committees and appropriate facilities (testing laboratories, research centres) are already engaged in cooperation with neighbouring countries. With appropriate support and encouragement from FAO and other donors, they could play an important role in helping enhance the participation of countries less experienced and without needed resources. As an example of successful South-South cooperation, the Codex Alimentarius Committee of Brazil (CCAB) has cooperated with Angola by assisting in the establishment of the Codex Alimentarius Committee of Angola. The Brazilian Cooperation Agency (ABC) has also organized a capacity building mission to Angola, with a specialist on Codex activities to assist developing capacities of Angolan professionals on Codex matters.

There is considerable potential for using South-South cooperation to enhance developing country participation in Codex-related activities. This potential should be explored by approaching developing countries with considerable experience in Codex activities and encouraging them to provide support to other developing countries and, if necessary, providing some financial support to them to cover certain costs.

### *6.1.2. Delegates to IPPC meetings*

#### **6.1.2.1. Regional workshops on draft ISPMs**

Regional workshops on draft ISPMs are held to assist countries within a region to discuss and prepare national comments on draft ISPMs (see Section 4.2.5). IPPC carried out a participant survey and evaluated four of its regional workshops held in 2009 (Central Asia, Near East, Africa, Caribbean), using a modification of the approach used in the Codex Trust Fund Participant Report. The results show that a majority (75%) of the respondents prepare for workshops at the national level. NPPO meetings and sharing draft documents are the most frequently indicated method of preparation. Approximately half 48% of the respondents indicated that their country submitted comments to the IPPC on draft ISPMs in 2008. Respondents identified many reasons for attending the regional workshops – the most common identified was 2 to participate in the IPPC and in the process of developing regional comments.” Respondents indicated that other reasons for attending were: to be able to learn about ISPMs, to be able to implement ISPMs, to network, to improve national phytosanitary capacity and operations.

Almost all respondents indicated that they benefitted from participating in the workshops. The benefits included: better technical understanding of the draft ISPMs; better understanding of the issues that might affect implementation; better understanding of the relevance of the standards for their country; increased likelihood that their country would submit comments; better understanding of IPPC procedures and processes; increased confidence in the process of setting international standards; introduction to new concepts; increased regional networks and contacts.

Almost all the respondents indicated that there would be a national process after the meeting to share information and discuss implications for national action either through debriefing meetings or circulation of reports to relevant stakeholders. The respondents also made a number of suggestions for improving the regional workshops including:

- IPPC should finance more than one participant from each country so that SC members can participate in the regional workshops
- IPPC should address national capacity needs, including lack of infrastructure, trained personnel, appropriate legislation and funding
- The IPPC should facilitate implementation of standards and ensure full participation of all members in the standard setting process

- Meeting logistics could be improved, including DSA, pre-meeting information exchange, translation of documents.

### **6.1.2.2. South-South cooperation**

South-south cooperation includes a developing country with expertise in a given subject matter facilitating the training and exposure of officials from another developing country. For example, Kenya has trained/inducted standards and plant protection officers from the neighbouring countries. Through the support of STDF there is now proposed establishment in Kenya of a Centre for Phytosanitary Excellence (COPE), which is expected to provide hands-on training for phytosanitary experts. Such initiatives can lead to information exchange and facilitation in preparation for participation in standard setting.

### **6.1.2.3. Mentoring**

A mentoring programme can be an effective component of an IPPC Capacity Building Strategy, but cannot address all phytosanitary capacity building needs. The WTO mentoring programme for transparency provisions provides a model that can be adapted for use in other organisations and FAO is about to finalize an IPPC mentoring programme based on the experience of the WTO.

### **6.1.2.4. Twinning**

During the field visits in this project no persons with experience twinning agreements as such were encountered and the concept did not seem to be familiar to the people met. However, this approach has been used successfully in other contexts and therefore its potential to enhance developing country participation in IPPC-related activities should be explored.

## **6.2 Techniques to enhance dialog, coordination, identification of priorities and development of contributions at national and regional levels in preparation for attendance at meetings of the standard setting bodies:**

### *6.2.1. National level*

Techniques used to enhance dialogue coordination, identification of priorities at national level and development of contributions in preparation for attendance at meetings of the standards setting bodies include the designation of contact points, setting up of national coordination committees and the use of electronic platforms.

#### **6.2.1.1. Codex Contact Points**

The core functions of Codex Contact Points which are established in Codex Member Countries to facilitate the country's active and effective participation in the activities of the CAC are described in Section 3.1.4 of this report. Since it is the main link between the Codex Secretariat and the member state, a well functioning Codex Contact Point is very important for communication on Codex issues, including the submission of country comments on draft standards, etc. in response to Codex Circular Letters and applications for financial support from the Codex Trust Fund. The field visits in the present project showed that, although some countries had well functioning Codex Contact Points, in many developing countries they are chronically under-resourced, which means they are not as effective as they could be, to the disadvantage of the country concerned.



### **6.2.1.2. National Codex Committees**

A National Codex Committee (NCC) is established to provide a mechanism for the incorporation of the numerous concerns and interests of stakeholders in making decisions at CAC meetings. The National Codex Committee provides a forum for stakeholders with no international affiliation or exposure to represent their interests during discussions and formulation of the national position(s) and responses to Codex proposals or policy. The main functions are described in Section 3.1.5 of this report.

As a developing country with relatively large resources and a clear commitment to participate actively in Codex work, Brazil has established a national technical working group for each Codex Committee to assist in the preparation of national positions prior to regional coordination and responding to Codex Circular Letters. In addition, the Codex Alimentarius Committee of Brazil (CCAB) organizes workshops every year given by the CCAB Coordinator and other invited experts. There are also evaluation seminars of the internal technical groups.

Some of the other countries visited, for example Paraguay and Uruguay, had also established well-functioning National Codex Committees with a broad representation of stakeholders, but in many developing countries such organizations do not exist or do not function efficiently due to the lack of both financial and human resources and support from government and other stakeholders.

### **6.2.1.3. Codex National High Level Consultative Body**

In addition to the Codex Contact Point and the National Codex Committee, some countries have established a High Level Consultative Group, like the Codex National Council for Food Safety in Mali. This kind of High Level Consultative Body may help to raise more political awareness on food safety and quality issues and advocate in favour of additional funding for participation in Codex activities.

### **6.2.1.4. National Codex websites**

Some countries are engaged in a process to set up a national Codex website, which will help the NCC to share information with all stakeholders involved. A few countries, among them Ghana and Brazil, have already established a functional website, but this is not an easy task and most developing countries will need support from FAO or other sources to establish and manage such websites.

### **6.2.1.5. IPPC Contact Points**

The key obligations for Contracting Parties to IPPC include the setting up of a National Plant Protection Organization (NPPO) and the designation of an IPPC Contact Point. The NPPO is in general the national plant protection service or directorate or by default the Ministry responsible for plant protection. The IPPC Contact Point is invariably the Director of the service. In the absence of a national inter-agency coordinating body, the necessary dialogue, coordination, identification of priorities at the national level and development of contributions in preparation for attendance at meetings of the standard setting bodies are missing. This is one of the major constraints faced in enhancing participation in IPPC in the many developing countries.

## *6.2.2. Regional level*

### **6.2.2.1. European Union coordination in Codex and IPPC**

All 27 European Union (EU) Member States are members the CAC and they are also IPPC signatories. In addition, the EU is a member organization of the CAC and an IPPC signatory. On many issues that are dealt with by the CAC and IPPC and their subsidiary bodies, the EU Member

States have transferred the power (competence) to express their positions to the European Commission (EC).

Prior to and during Codex and IPPC/CPM meetings and before providing written comments on draft standards, EU Member States and the EC coordinate their positions on the issues under discussion. Discussions take place in European Council Working Party meetings in Brussels. The coordinated EU positions are documented and presented by either the EC or the Member State holding the rotating EU Presidency at the time, depending on which has competence in the issue concerned. This division of competence is clarified at the beginning each Codex/IPPC meeting. In addition to closely coordinating their positions prior to and during Codex/IPPC meetings, EU Member States and the EC also seek support for their coordinated positions from other European countries and like-minded countries outside the region. If voting on an issue takes place in Codex (which is very rare nowadays with the strong emphasis on consensus in when adopting Codex standards) then either the Member States present vote themselves or the EC votes, in which case it casts a number of votes equal to the number of EU Member States present at the meeting. However, only the Member States are allowed to vote in the election of Codex officers.

The EU coordination described above and the fact that the common position can be expressed with one voice increases the strength of the EU relative to other regions in debates/negotiations in Codex/IPPC. This close coordination at EU level is possible because of the political commitment involved in membership of the EU and the fact that in many of the issues dealt with in Codex/ IPPC the EU countries have already harmonized their legislation. Having coordinating meetings for all the EU member states and the European Commission prior to each Codex/IPPC meeting involves considerable costs, which makes this method of regional coordination too expensive for regions with many developing countries. However, there are other less costly possibilities for regional coordination prior to Codex/IPPC meetings, e.g. electronic platforms (see below).

#### **6.2.2.2. Codex coordination in other regions**

The use of electronic platforms such as web sites and portals are among techniques used at regional/international levels to enhance dialogue, coordination, identification of priorities and development of contributions at regional level. Some of the websites are operated on a fee-paying basis constituting a constraint for many countries.

Regional coordination of positions prior to and during Codex meetings and prior to providing written comments on draft standards takes place to some extent in all regions, but it is not as close or extensive as in the EU. Coordination takes place via the FAO/WHO (Codex) Regional Coordinating Committees, either at meetings of the Coordinating Committees, via their electronic platforms and on the spot at Codex meetings.

In the Latin American and Caribbean region Codex matters are discussed through FAO/WHO Coordinating Committee for Latin America and the Caribbean (CCLAC) electronic processes and CCLAC meetings, which take place once every two years. The countries in the region coordinate their positions on many issues and support each other regularly in Codex meetings. The coordinated positions are presented by the Regional Coordinator (for example at meetings of the CAC or its Executive Committee) or by one country in the region making an oral intervention at a Codex meeting, which is then supported by interventions by several other members from the region. This coordination in Codex meetings has proved to be very effective. Coordinated positions are also sent in response to Codex Circular Letters.

#### **6.2.2.3. Regional Codex websites**

In some regions, Regional Codex websites have been created, e.g. the Codex website for Africa ([www.codexafrica.org](http://www.codexafrica.org)). The CCAFRICA Website is currently under utilized. The site contains features for communication exchange such as chats and e-mail systems. A database of experts has been uploaded on the website, but countries of the region have constantly failed to provide information

for its update. This is why FAO has requested Ghana as CCAFRICA Coordinator to investigate the reasons behind the non-use or under-utilization of this website.

#### **6.2.2.4. Regional Plant Protection Organizations**

Globally there are nine such organizations. A tenth covering the Near East region has recently been established and is in the process of setting up its structure and will be seeking recognition by the IPPC as an RPPO. The Caribbean Plant Protection Commission, one of the 9 existing RPPOs, has not been functional since 2004. It is expected that the CPPC will be replaced by another regional body CAHFSA when it has established itself. Regional coordination in the IPPC system takes place via the Regional Plant Protection Organizations (RPPOs) at their meetings, via their electronic platforms or on the spot at IPPC meetings. Discussion groups are formed prior to IPPC meetings to analyze and discuss documents and consolidate a regional position. In Latin America IPPC matters are discussed regionally, using the Comité de Sanidad Vegetal del Cono Sur (COSAVE) meetings (COSAVE one of three such RPPOs in the Latin American region). The RPPOs and their respective member NPPOs often organize capacity building courses on matters identified during their various meetings as priority areas to strengthen technical working groups.

The strategy is implemented in the countries and in the regions, with the participation of the IPPC Contact Points specialized in IPPC technical matters, in the meetings of the NPPOs, RPPOs and prior to the IPPC meetings. This allows the region to have a consolidated position and still allows individual countries to maintain their own position when it does not agree with the regional position. In recent years, the RPPOs of Latin America, Asia and Southwest Pacific have improved on their presence and activities.

#### **6.2.2.5. Inter-African Phytosanitary Council (IAPSC) website**

In Africa, the RPPO is the **Inter-African Phytosanitary Council (IAPSC)**. The Inter-African Phytosanitary Council's Web site ([www.au.appo.org](http://www.au.appo.org)) provides information about news, publications, IAPSC, meetings and events. However, information on the site appears to be out of date, reflecting problems regarding the maintenance or functioning of the site. There is no chat facility, but an e-mail system to allow for information exchange.

#### **6.2.2.6. Establishment of new regional fora/networks**

One possibility to improve regional coordination would be to establish regional or sub-regional fora for international standard setting organizations under an already established and accepted body. A pool of experts from the national organizations, academia, research and industry could be used to establish a regional forum (or network) for international standards. The forum's terms of reference could include:

- establish working groups, including identifying areas of excellence and facilitating selected experts to take the lead regionally (or assign the different standards subject matter to experts from the different regional countries to take the lead in order to create collective regional acceptance and ownership)
- brainstorm on any upcoming topics for standards setting and draft standards, thereby assisting the countries to provide written comments, including stating their positions. It would also serve in building trust and regional consensus.
- develop mechanisms for effective communication and information exchange on technical issues of regional interest, including a rotational basis of managing the forum.
- provide opportunity for induction and training of national experts particularly in knowledge of standard setting rules and procedures, effective negotiation skills and strategic interventions.
- provide guidance to the national systems on establishment of adequate national expertise and data collection for international standard setting, including mechanisms that optimize the involvement of all stakeholders.

This regional forum can be initiated under an already established and accepted regional body, such as the Regional Economic Organizations (REOs), e.g. the East African Community (EAC) with incorporation of the other neighbouring countries. The forum could establish rules of procedure and time line for meetings and consultation in line with the schedules of the international standard setting bodies. As a start, resource persons with adequate experience can be identified to facilitate the consultation including inducting new country representatives to issues of standards. Such a forum would then provide a link with the national, regional, and global standards committees. Apart from the East African Community, other Regional entities that could be used as hubs to the initiation include Common Market for Eastern and Southern Africa (COMESA), and South Africa Development Community (SADC). These entities already have committees or officers addressing issues relating to the WTO SPS and TBT Agreements which more often include standards. Thus, they could incorporate participation in standards setting in their work programmes once the terms of reference are agreed upon and resources to finance the activity made available. In addition other organizations in the region (e.g. the Inter African Phytosanitary Council) need to re-engineer themselves in addressing the expectations of the member countries. Initiatives such as the PAN-SPSO Project (Participation of African Nations in Sanitary and Phytosanitary Standard-Setting Organization) through which issues of interest to Africa have been discussed will serve to not only create awareness but also create mechanisms of coordination both at Country and Regional level.

During the field visits to Brazil, Paraguay and Uruguay, counterparts expressed their will to reinforce the MERCOSUR structure in terms of Codex actions. They already have a working group (SGT No.3-Reglamentos Tecnicos y Evaluacion), a specialized sub-group inside MERCOSUR that deals with standards and rules that could be a starting point for a special forum like the FAO/WHO Coordinating Committee for Latin America and the Caribbean, but inside MERCOSUR.

## **7. CURRENT MECHANISMS FOR FINANCIAL SUPPORT AND ADDITIONAL OPTIONS FOR SECURING FUNDING TO SUPPORT DEVELOPING COUNTRIES' PARTICIPATION IN CODEX AND IPPC ACTIVITIES**

### **7.1. Current mechanisms for financial support of developing countries' participation**

The current mechanisms for financial support are related to contributions into the Trust Funds for Codex and IPPC, core funding from FAO, contributions to FAO Trust Fund projects, and in kind contributions. At the national level there are also national budget allocations and resources from supporting projects such as STDF, PAN-SPSO project, and from Regional Economic Organizations.

#### *7.1.1 Support for participation in Codex activities*

##### **7.1.1.1. Codex Trust Fund**

The Codex Trust Fund (CTF) was launched in 2003 and became operational in 2004. It aims to support broader and more effective participation by developing countries and countries with economies in transition in the development of global food safety and quality standards by the CAC. The immediate objectives were:

1. Countries that are members of the CAC, but which are unable to effectively participate in the CAC and its committee/task force process because of the limited availability of government funds to support an ongoing presence in the continuing work of the CAC and its committees, will be assisted to initiate a programme of participation in CAC meetings and in the work of

- those committees/task forces addressing issues of priority health and economic concern to them.
2. Countries that are members of the CAC, that have as yet to routinely develop and put forth national considerations in the Codex standard setting process, will be empowered to effectively prepare for and participate in the work of those committees addressing issues of priority health and economic concern to them.
  3. Countries that are members of the CAC, that have as yet to participate actively in the provision of scientific/technical data in support of the standard setting process, will be assisted to initiate a programme of scientific/technical participation in committees addressing issues of priority health and economic concern to them.

The three immediate outputs of the Codex Trust Fund were expected to be:

1. *Widening participation in Codex.* The number of countries routinely providing delegations to CAC sessions and to its committees/task forces, that address issues of priority health and economic concern for their specific countries, will have increased.
2. *Strengthening overall participation in Codex.* The number of countries routinely developing and putting forth national considerations in the Codex standard setting process will have increased along with their participation in Codex committees/task forces.
3. *Enhancing scientific/technical participation in Codex.* The number of countries that are actively providing scientific/technical advice in support of the Codex standard setting process will have increased.

#### *Support provided by the Codex Trust Fund*

As of December 2009, the CTF had received some US\$9.3 million in contributions from 14 Codex member states and the European Union. 1168 participants from 129 countries have been supported to attend Codex meetings, task forces and working groups. An additional 200 participants from countries in all Codex regions have received training to enhance their effective participation in Codex. In general, it can be said that, so far, the first of the intended outputs has been achieved and there has also been progress towards achieving the second output, but little has been achieved as regards the third output.

Information collected during the field visits in the present project showed that the Trust Fund has helped improve African countries' participation in Codex activities regarding attendance at meetings, including various training sessions. However, the participation of developing countries in the provision of scientific advice or data and in expert groups seems to be still lacking. The Latin American countries visited, although appreciative of the support received from the Fund, were critical of the effect the "matched funding requirements" (see below) were having on support from the Fund to countries in their region.

The main focus of the Codex Trust Fund is to support participation by Low Income and Low Middle Income Countries, although Upper Middle Income Countries are eligible for some support. In considering applications for support in 2010, the CTF has divided the 116 eligible developing countries into three groups:

Group 1 (59 countries) consists of 48 Least Developed Countries (LDCs) and 11 Other Low Income Countries (LICs). 37 of the countries in Group 1 are in Africa, 11 are in Asia, 3 are in Europe, 5 in South-West Pacific, 2 in the Near East and 1 in Latin America and the Caribbean.

Group 2 (30 countries) consists of Lower Middle Income Countries. 5 of the countries in this group are in Africa, 7 are in Asia, 7 are in Europe, 3 in Latin America and the Caribbean, 5 in the Near East and 3 in the South West Pacific.

Group 3 (27 countries) consists of countries listed as Upper Middle Income Countries. Four of the countries in this group are in Africa, 1 in Asia, 9 in Europe, 10 in Latin America and the Caribbean, 2 in the Near East and 1 in the South-West Pacific.

Support to eligible countries has hitherto been principally through the payment of travel costs and daily subsistence allowances to attend Codex meetings, with a small proportion of the funds being used to provide training and technical support directly related to participation in Codex activities. In some cases, pre- or post-meeting Codex briefings/training courses have been arranged to help delegates new to the Codex system to understand how Codex functions and the procedures followed at the meetings. They are very much appreciated by the new participants and all Codex Committee/Task Force hosts and the Codex Secretariat should be encouraged to hold such pre-meeting briefings.

Capacity building within countries (other than Codex training) is not within the scope of the CTF. However, many reports from eligible countries show that CTF support for their increased participation in Codex meetings at the international level has had a beneficial flow-on effect to Codex capacity at the country level.

#### *Codex Trust Fund Management*

Codex Trust Fund operations are guided by the FAO/WHO Consultative Group for the Trust Fund (CGTF), consisting of senior FAO and WHO staff. Daily management of the CTF and associated funding is implemented by WHO, through its Department of Food Safety, Zoonoses and Foodborne Diseases (FOS) and in close coordination with FAO, particularly regarding applicant review and identification and capacity building activities. The CTF Secretariat is located at FOS, WHO, Geneva.

The CTF has a well organized and transparent system for handling applications for support from the Fund and following up the results of the support given. Each year a call for applications is sent out via the Codex Contact Points, the FAO and WHO country representatives and the WHO Regional Representatives. The call is also publicised in WHO and FAO newsletters and on the FAO, WHO and Codex websites. In order to be considered for support, the applications must be submitted by the officially designated national Codex Contact Point by the deadline (e.g. 31 October 2009 for applications for support in 2010). Thus it is in the applicant country's own interest to have a well functioning Codex Contact Point. The applications for support from the CTF must include, among other things, the following elements:

1. Information about the National Codex Committee or equivalent structure.
2. Prioritized list of Codex meetings for which support is sought and the process and rationale for priority setting. Guidelines for prioritization are provided on the Application Form.
3. Names, positions and signatures of delegates to be funded.
4. Description of preparations for Codex meetings and feedback after meetings
5. Request for support for other activities than travel to meetings, e.g. training, technical assistance or participation in a Codex workshop. Examples of activities that may be supported are given on the Application Form.
6. Other sources of support and technical assistance for Codex related activities.
7. Names, positions and signatures of national authorities involved in completing the application (from within all government entities concerned). The application must be completed in consultation with relevant stakeholders in order to be considered.
8. Names, positions and signatures of FAO and WHO country representatives consulted during the preparation of the application. The application must be completed in consultation with FAO and WHO country representatives in order to be considered.
9. The roles and responsibilities of the Codex Contact Point and of the designated participant are clearly stated. Participants supported by the CTF are responsible for debriefing at the national level on return from the meeting and must submit a report to the CTF secretariat not later than one month after the meeting. If countries that received funding during the period August 2008-July 2009 have not submitted a report by 31 August 2009 their applications for support in 2010 will not be considered.

By establishing and strictly implementing the above conditions for support the management of the CTF strongly encourages national coordination prior to Codex meetings and feedback of information at the national level after meetings. Furthermore, the requirement to consult with FAO and WHO country representatives and the advice provided on prioritization should help countries to make the best use of the limited support they can obtain from the CTF. The information collected via the Application Forms on, for example, National Codex Committees or the equivalent and requests for support for related activities can be used by FAO and WHO to target their Codex-related support to developing countries.

The list of eligible applications is submitted to the CGTF, together with information about the financial state of the CTF. The CGTF then discusses and decides, based on scenario planning considering funds received and firm pledges for the year in question, which group of countries can be supported and for how many meetings during the coming year. Within each group all countries will receive support for the same number of meetings. In making this decision, the CGTF takes into account the target for distribution of support among the three groups of eligible countries established in the initial project document, i.e. 60% to Group 1, 30% to Group 2 and 10% to Group 3. Furthermore, the requirement for countries to provide matching funding on a sliding scale after support for a number of years is also taken into account (see below). The overall breakdown of CTF-supported participants from January to December 2009 was: 80% from Least Developed Countries and other lower income countries, 16% from lower middle income countries and 4% from upper middle income countries.

#### *Matched funding requirements*

According to matched funding requirements established at the inception of the CTF, a gradual increase in the financial participation of the countries should take place as the countries move through the life cycle of CTF support. The support periods for the different groups are 7 years for Group 1, 5 years for Group 2 and 3-4 years for Group 3. As a result of the matched funding requirements, a total of 23 countries are now “Graduates of the CTF” and no longer receive support from the Fund as it is assumed that, during the time they received support, they have arranged financing from other sources.

16 of the 23 “CTF graduates” are from Latin America and this has led to a reduction in attendance at Codex meetings by some countries from the region. This has led to complaints from the Latin America region of inequitable treatment vis-à-vis other regions and a request for a revision of the current rules for allocation of CTF funds to the different groups of countries. However, some Latin American countries that are “CTF graduates” have managed to secure funding to attend Codex meetings from national governments and institutions when support from the CTF ceased. An example was the participation of the Codex Contact Point from Uruguay in the last two CAC meetings, financed by Laboratorio Tecnológico del Uruguay, which has also financed participation of nationals in technical committee meetings. In addition, the Uruguayan National Meat Institute, a “para-state” organization, also finances the participation of national experts from the Ministry of Agriculture, Livestock and Fishing in special committee meetings. Using funds from the United States Department of Agriculture (USDA) under IICA management, national representatives have attended the meeting of the Codex Committee on Fresh Fruit and Vegetables in Mexico in October 2009 and the Codex Committee on Food Hygiene meeting in California in November 2009.

Over time the number of countries that will be ineligible for CTF funding will increase and it is important that the effect that this has on participation of countries, especially those in Groups 1 and 2, in Codex meetings is monitored and if it is found that participation decreases markedly, the current rules for matched funding should be reviewed.

## *Evaluations of the Codex Trust Fund*

In addition to the twelve Progress Reports and other information produced by the Codex Trust Fund Secretariat, a number of assessments of various aspects of the CTF have been carried out (Dimechkie, K. (2009), Gossner, C. (2008), Krell, K. (2006), Connor, R. (2007) and Slorach, S. (2008b).

The Codex Trust Fund is currently in its sixth year of operation, half way through its planned duration. As specified in the CAC Strategic Plan 2008-2013, a mid-term review has been carried out by an independent external evaluation team between November 2009 and March 2010 to assess the performance of the CTF and provide recommendations for the next six years and beyond. The results and recommendations of the mid-term review will be presented to Codex Member States at the 33rd Session of the CAC and recommendations agreed upon will be incorporated into a plan of action for 2010-2012 for implementation by the Codex Trust Fund and stakeholder groups as appropriate.

Further information about the Codex Trust Fund can be found on its website (<http://www.who.int/foodsafety/codex/trustfund/en/>).

### **7.1.1.2. FAO Technical Cooperation Programme**

FAO has approved a regional Technical Cooperation Project (TCP) (TCP/RLA/3213 (D) “Assistance for the design and/or strengthening of food safety policy of countries in the region”. A budget of US\$ 490 000 from the TCP will assist Argentina, Chile, Costa Rica, Cuba, Ecuador, El Salvador, Honduras, Panama, Paraguay, Peru, Dominican Republic and Uruguay to finance, within other actions, capacity building workshops to strengthen food safety policy in the region, that could be used if priority needs are identified during the on-going project.

### **7.1.1.3. Global Initiative for Food-Related Scientific Advice (GIFSA)**

GIFSA is a dynamic Fund to attract extra-budgetary resources to support the provision of food related scientific advice on food safety and nutrition. GIFSA can receive funds from governments as well as non-governmental sources, such as organizations and foundations. In addition to funding, in-kind contributions such as expertise or hosting meetings provide an important and extremely welcome element of support.

### **7.1.1.4. Bilateral sources of funding**

Countries may receive funds from bilateral donors to support participation in Codex activities. For example, in Mali the USDA financed a capacity building training of Codex National Committee (CNC) Members, chairs of the Sub-Committees and the National Codex Contact Point in Bamako from 25-29 August 2008. In Burkina Faso USDA supported the organization of Codex interactive days to enhance capacity of CNC members from 18-22 August 2008. The UK DFID supported Ghana's participation in six Codex meetings in 2002.

### **7.1.1.5. National Budgets**

The national budgets of developing countries also contribute to finance the participation of delegates to Codex meetings. The value and regularity of the contribution depends strongly on the economic situation of the countries. In Ghana the Codex Special Account receives funds from Government and private industries.

### **7.1.1.6 Private Sector Funding**

Private sector funding is becoming more and more a valuable source for funding participation in standards setting bodies: the example of Ghana was already referred to. In Mali the Nestlé Group has financed the participation of delegates in Codex sessions in 2008.



### **7.1.1.7. Project Funding**

Funding can be provided through the various projects and initiatives aiming at improving participation of developing countries in standards setting bodies or in the implementation of SPS measures, e.g. the STDF, PAN-SPSO project in Africa.

### **7.1.1.8. In kind contributions**

In kind contributions in the form of staff, material items, and costs related to the hosting of meetings are also important contributions to the CAC.

## *7.1.2. Support for participation in IPPC activities*

The Independent Evaluation of the IPPC and its Institutional Arrangements recommended that the Secretariat develop a resource mobilization strategy. A paper presented to the Informal Working Group on Strategic Planning and Technical Assistance in October 2008 entitled “Framework for the Sustainable Resourcing of the IPPC” described the financial sustainability challenge facing the IPPC and identified potential mechanisms to maximize core (Regular Programme) funding from the FAO, contributions to the Trust Fund for the IPPC, and contributions to the FAO Trust Fund projects. The paper noted that an annual contribution of \$1.5 million per year over and above the FAO core funding is needed for 2009 and \$3 million per year is needed for 2010 and beyond. The paper concluded that no one single approach or funding mechanism can lead to sustainable resourcing. *Multiple approaches are needed to ensure availability of multi-year resources to meet all CPM goals.* Resources for the IPPC come from:

- Core funding from FAO
- Contributions into the Trust Fund for the IPPC<sup>3</sup>;
- Contributions to FAO Trust Fund projects, and
- In kind contributions.

### **7.1.2.1. FAO Core funding**

As an Article XIV Convention under the FAO Constitution, the IPPC receives core funding from the FAO, and must abide by the financial rules governing FAO and Article XIV bodies. It has been realized for several years that this FAO core funding is insufficient to meet the objectives of the IPPC Business Plan, particularly in the goal of capacity building for developing countries.

At present the core funding provided by FAO accounts for less than half of the required resources needed to implement all of the goals of the CPM’s 5-Year Business Plan. Since the entry into force of the revision of the IPPC in 1997, the CPM’s membership has increased rapidly which has resulted in increased demand for the services of the IPPC. Currently there are 170 contracting parties, and more are expected. Continued support from the FAO Conference is required to maximize the available FAO Core Funds. This is all the more important as FAO undergoes its “Reform with Growth” initiative.

### **7.1.2.2. Trust Fund for the IPPC**

The objective of the IPPC Trust Fund is to provide resources to benefit developing countries:

- through their attendance at the standard setting meetings;
- through participating in training programmes and internet access for information exchange;

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<sup>3</sup> The Trust Fund for the IPPC holds contributions that are not dedicated to specific activities. These funds are available for IPPC activities according to the priorities set by CPM. Contributions for specific activities are held in individual FAO Trust Funds that are maintained for the specific project.

- through regional workshops on draft standards and implementing standards;
- through development of guidance for countries to use in the evaluation of institutional and regulatory aspects of national phytosanitary systems;
- by encouraging individual Members to utilize Phytosanitary Capacity Evaluation and formulate national phytosanitary plans;
- through any other project agreed by the CPM.

Budget estimates are prepared by the Secretary of the IPPC, reviewed by the Informal Working Group on Strategic Planning and Technical Assistance (SPTA) for consideration by the Bureau of the CPM, which makes its recommendation on the budget to the CPM. The CPM adopts the budget and sets priorities among outputs to take account of possible shortfall in funding.

Funds may be provided on a voluntary basis by a variety of sources, including Members, non-members, and other sources. Special assignment of individual contributions for specific outputs may only be accepted for outputs that are approved by the Commission. The Secretary, in consultation with the Bureau, is authorized to finance budgeted expenditure for the purposes outlined in the scope from the uncommitted balance/available cash of the Trust Fund, whichever is the lower. In recent years, the ICPM and CPM have been examining new sources of and ways of obtaining funding for the IPPC.

In addition to the IPPC Trust Fund, the European Commission provides Euro 250,000 per annum for developing country participation in the IPPC standard setting process. The EC has its own annual Trust Fund and it is managed separately from that above.

Travel to meetings complements another EC trust fund specifically for this purpose. In 2009 the IPPCTF funded the travel of over 45 countries in total. Of this only 5 or 6 came from the IPPC Trust Fund. The main meetings supported are the Commission meeting, Standards Committee and various draft ISPM regional workshops. At present funds are not sought from industry and in general there is reluctance to getting involved with industry. This may change in future, but industry contributions may only be accepted then for a specific meeting, rather than into the IPPC Trust Fund.

The IPPC Secretariat sends out a call for the Commission (CPM) meeting each year. Other meetings are organized in different ways: Standards Committee similar to CPM, but draft ISPM meetings are usually organized through FAO regional offices or external organizations. The IPPC Secretariat has developed a table based on OECD / World Bank data where countries are categorized for funding purposes based on their GDP. There are three categories of countries for funding: full funding, airfare only and no funding. This selection process has been discussed with the CPM executive, but not put to CPM for formal adoption. Prioritization of requests for funding is usually on a “first come, first served” basis. However, if many applications have been received before the deadline, least developed countries are considered first, but an attempt is made to get a reasonable balance of countries. Another factor that has also been considered in the past is previous participation / input in a meeting which the applicant attended, i.e. preference is given to participants who contribute, rather than those who “traditionally” do not provide any input during a meeting. There is always a degree of capacity building in this process, but this needs to be balanced with people/countries that can already contribute.

The Trust Fund for the IPPC remains one of the most viable mechanisms to provide resources beyond the FAO core funding. In the report of the 2007 *Independent Evaluation of the Workings of the International Plant Protection Convention and its Institutional Arrangements*, the evaluators identified the chronic and critical insufficient resources provided to the IPPC, but did not make specific recommendations as to how to rectify this. They did however make a general recommendation that “the Secretariat should have a more solid resource mobilization strategy, stressing the need for multi-donor trust funding over bilateral funding.”

### **7.1.2.3. FAO Trust Fund Projects**

The FAO Trust Fund projects include valuable contributions to the IPPC such as the Associate Professional Officer (APO) programme, as well as contributions to cover specific purposes, such as attendance support for IPPC meetings, workshops for IPPC editors, IPPC Help Desk. “Project Oriented Planning for the Multilateral Trust Fund of the IPPC” was accepted by CPM 3 (2008). Trust Fund projects are an invaluable source of resources to the IPPC, but they need to be administered in a coordinated way that enables planning and predictability.

### **7.1.2.4. In kind contributions**

In kind contributions of staff, material items, and costs related to the hosting of meetings are also important contributions to the sustainability of the IPPC. Multilateral and bilateral sources, national budget, projects cited above related to Codex are part of the current mechanisms in use for financial support for participation in IPPC.

## **7.2 Additional options for securing funding to support developing countries’ participation**

### *7.2.1 Codex activities*

Additional options for securing funding to support developing country participation in Codex activities include:

- Broadening the base of donors to the Codex Trust Fund by actively seeking support from further Codex member countries and also from other sources, e.g. foundations and the private sector. If contributions from the food industry or trade are accepted (and this is a sensitive issue for FAO/WHO and some of its members and observers), decisions on the distribution of support from the Codex Trust Fund should remain with the FAO/WHO Consultative Group for the Trust Fund (CGTF).
- By developing countries seeking support directly from bilateral and multilateral donors and Regional Economic Communities. The European Union, UEMOA, ECOWAS are examples of potential sources of funding. There are also USA funds under IICA management that are funding Latin American and Caribbean countries to attend Codex preparatory meetings organized by them.
- Seeking support at the national level from the food industry and trade, especially from companies/organizations that have a direct interest in Codex standards and other private sector donors. The results of the field visits show that this source is already being used in some countries.
- Seeking support from consumer organizations. However, most consumer organizations have difficulty in financing their own participation in Codex meetings and are unlikely to be able to finance the participation of others.
- Considering the importance of food-borne diseases and the need to prevent them, national governments may institute taxes to be paid by food importers and distributors as well as local food producers. The funds collected could be put in a special Codex Account to support Codex-related activities. Although this is theoretically possible, it has not yet been shown to be achievable in practice.

There may be an opportunity for joint work with FAO, PAHO/WHO and Brazil, as Brazil has already a tripartite cooperation on-going with PAHO and Portuguese speaking countries in several areas, including Codex. To strengthen the participation, both in numbers and quality, of Latin American countries in Codex and IPPC meetings, there is a proposal by Brazil to create a Regional Trust Fund to

finance South American countries participation. However, more detailed information about this possibility was not obtained in this project.

The above options to be successful should be sustained by a concrete, well planned and targeted funds mobilization strategy, like the one developed by the IPPC Secretariat. The strategy presented below could be adapted for the use of Codex.

### *7.2.2 IPPC activities*

As for Codex, additional options for securing funding are here too based on increasing involvement and contribution from private sector donors (agro-industry companies), consumer associations, exporters and importers, national governments, bilateral and multilateral donors from developed and developing countries and Regional Economic Organizations.

FAO/the IPPC Secretariat should also seek to broaden the current narrow base of donor support to the IPPC Trust Fund and also consider seeking financial support from foundations and the private sector. However, the private sector should not be involved in deciding which countries should receive support from the IPPC Trust Fund.

The resource mobilization strategy in support of these additional options should be based on two main strategies and a number of supporting strategies as recommended in the paper entitled “Framework for the Sustainable Resourcing of the IPPC”. The main strategies are:

- Advocacy development,
- Coordination and operational plan development

#### 1. Advocacy development

The aim would be to ensure that the goals of the IPPC (as outlined in the Business Plan) are properly understood by contracting parties and potential donors. A full information package and other supporting materials will be required. This would enable NPPOs and the IPPC Secretariat to tailor IPPC advocacy activity to the recipient and the desired outcome. This information package should be applicable to the full range of potential donors from government departments to NGOs to other potential donor organizations.

The information package would clearly and concisely describe the IPPC, its function and why a donor would want to contribute to any of the Trust Funds. In order to minimize costs, these information tools should be made easily accessible on the International Phytosanitary Portal and distributed electronically. Contracting parties could print these documents as required.

The development of an IPPC promotion strategy to raise awareness of the importance and function of the IPPC is identified in the CPM Business Plan. Distribution and use of the full information package or parts of thereof should form part of the promotion strategy in support of the IPPC Multilateral Trust Fund and FAO Trust Fund projects.

#### 2. Coordination and operational plan development

The aim would be for the IPPC to be effectively organized and strategically linked with donor agencies, recipient contracting parties (for capacity building) and other SPS and standard setting bodies with these linkages incorporated into the planning cycle and the operational plan. The Secretariat must coordinate closely with FAO, STDF and other multilateral bodies so that the capacity building goals of the CPM are aligned and accepted among other assistance providers, donors and beneficiaries.

The Secretariat and Bureau should ensure that potential funding bodies are approached in a strategic manner to determine interest in providing funds to the Trust Funds. This effort involves sustained participation at key assemblies (e.g. Aid for Trade). This participation does not necessarily have to only involve the Secretariat staff. Appropriate staff from contracting parties or other organizations could be involved.

### 3. Supporting strategies

To implement the two main strategies, a number of supporting strategies are recommended, such as among others: FAO Permanent Representatives are provided with the appropriate material to support and argue for increased core funding to the IPPC at all FAO governing bodies; The APO program must be promoted to all contracting parties; A dedicated financial committee should be formed, once there are more trust funds and additional funds in the Trust Fund for the IPPC; An information and training session should be planned in order for all contracting parties to achieve a thorough understanding of the various Trust Funds, their scope and how to contribute to them.

## 8. MAIN FINDINGS AND CONCLUSIONS

Based on the information obtained during the field visits, from FAO, WHO, STDF and from other sources, the main findings and conclusions of the present project are given below.

### 8.1 Attendance at Codex meetings

The attendance of developing countries, and in particular least developed countries, at Codex meetings has increased since 2004 thanks largely to the financial support provided via the Codex Trust Fund. As a result, the number of developing countries attending meetings of the Codex Alimentarius Commission (CAC) now far exceeds the number of developed countries. The CAC is the decision-making body in the Codex system and is responsible for the final adoption of Codex standards and related texts. Thus developing countries already play a very important role in decision making in Codex. However, developing countries still play a relatively small role in decision shaping in the Codex system, since most of the scientific and other information underpinning Codex standards is derived from industrialized countries, which also provide the majority of experts carrying out the risk assessments on which Codex standards to protect human health are based.

However, there are very large differences between developing countries in many areas relevant for active participation in Codex activities, including economic resources, food safety and quality infrastructure, food production and involvement in international trade in food. Some developing countries, especially some of the larger exporters of food with strong economic interests in avoiding unnecessarily restrictive international food standards, already play a very active role in the development of Codex standards and are able to provide scientific data to support their positions. Others, with poor economic resources and infrastructure development, are presently unable to participate actively in Codex standards development and will require considerable support for capacity building for many years before they can do so.

### 8.2. Constraints to active participation in Codex/IPPC

Constraints to active participation in Codex and IPPC activities were identified as:

- Lack of political awareness about the importance and impact of food safety and quality/plant protection control and regulation issues on economic development and public health and the need for stronger involvement in international standards setting.
- Lack of knowledge/understanding about the connection between Codex/IPPC standards and the World Trade Organization (WTO) SPS and TBT Agreements and countries' rights and obligations under those Agreements.

- The absence of national food safety and quality/plant protection policies and strategies.
- Food safety and quality/plant protection legal and regulatory frameworks are out of date and/or not harmonized with Codex/IPPC standards.
- Responsibility at the national level for food safety and quality/plant protection is split between several different organizations and there is poor communication and coordination between these organizations.
- Lack of adequate infrastructure (e.g. well equipped and staffed laboratories and inspection services) and resources to generate data to support national positions in Codex/IPPC work on standards development.
- Lack of suitably qualified experts with time available to participate in the work of expert groups providing the scientific basis for Codex/IPPC standard setting.
- Poorly functioning national Codex Contact Point/IPPC Contact Point.
- Some countries lack or have a poorly functioning National Codex Committee/National Plant Protection Organization or other mechanism to involve the private sector, consumer organizations and other stakeholders, making the formulation of national positions on Codex/IPPC issues and dissemination of information on current Codex/IPPC activities difficult.
- Capacity building initiatives have been limited and have not covered the wide range of issues required for effective participation in international standard setting activities.
- Lack of funds to finance participation in Codex/IPPC meetings and cumbersome travel clearance procedures.
- Lack of staff with the necessary expertise and negotiating and language skills and the time to participate in Codex/IPPC meetings. High mobility of staff due to lack of incentives, leading to loss of institutional memory and loss of ability to deal with specific food safety and quality/plant protection issues. Lack of continuity in national representation at Codex/IPPC meetings.
- Poor knowledge of how Codex/IPPC operates and how to effectively present and gain support for national positions.
- Language barriers and late arrival of documents in countries where English is not the official language or mother tongue, giving insufficient time to coordinate nationally and comment on draft standards and other texts.
- Frustration because it is believed that a country's written comments on draft standards are not taken into account if it is not physically present at meetings where comments are considered in the standard shaping process.

### **8.3 Financial support**

Lack of financial support is one of the main reasons put forward by developing countries for their lack of/poor participation in Codex-/IPPC-related standard setting activities. However, financial support for attendance at meetings and/or for capacity development related to Codex and IPPC activities is available from several sources including:

- FAO Trust Fund for Food Security and Food Safety
- FAO Core Funding
- FAO Technical Cooperation Programme
- Standards and Trade Development Facility
- PAN-SPSO project
- EC-funded programme "Better Training for Safe Food (BTSF)
- Other Regional Economic Organizations, e.g. UEMOA, ECOWAS, MERCOSUR
- USDA via IICA
- Codex Trust Fund

- Global Initiative for Food-Related Scientific Advice (GIFSA)
- IPPC Trust Fund
- Bilateral sources
- Private sector

It should be noted that funds from some of the above-mentioned sources may only be used for specific purposes and not, for example, to finance participation in Codex/IPPC meetings.

Many developing countries need qualified assistance in assessing and prioritizing their needs and in developing applications for funding from relevant sources.

Additional options for securing further funding to support developing country participation in Codex/IPPC activities include:

- Broadening the base of donors to the Codex and IPPC Trust Funds by actively seeking support from further member countries and also from other sources, e.g. foundations and the private sector. If funding is obtained from the latter sources it is important that responsibility for allocation of funds remains the responsibility of FAO/WHO (Codex Trust Fund) or CPM (IPPC Trust Fund)
- By developing countries seeking support directly from bilateral and multilateral donors and Regional Economic Communities. The European Union, UEMOA, ECOWAS are examples of potential sources of funding. There are also USA funds under IICA management that are funding Latin American and Caribbean countries to attend Codex/IPPC preparatory meetings organized by them.
- Seeking support at the national level from the food industry and trade, especially from companies/organizations that have a direct interest in Codex standards and other private sector donors. The results of the field visits show that this source is already being used in some countries. Codex and IPPC are intergovernmental organizations and, if such support is obtained, it is important that a country's position on Codex/IPPC issues is still decided by its government and not by the commercial interests providing financial support.
- Seeking support from consumer organizations. However, most consumer organizations have difficulty in financing their own participation in Codex meetings and are unlikely to be able to finance the participation of others.
- Considering the importance of food-borne diseases and the need to prevent them, national governments may institute taxes to be paid by food importers and distributors as well as local food producers. The funds collected could be put in a special Codex Account to support Codex-related activities. Although this is theoretically possible, it has not yet been shown to be achievable in practice.
- To strengthen the participation, both in numbers and quality, of Latin American countries in Codex and IPPC meetings, there is a proposal by Brazil to create a Regional Trust Fund to finance South American countries participation (see Welte 2010). However, more detailed information about this possibility was not obtained in this project.

In order for some of the above options to be successful, they need to be sustained by a concrete, well planned and targeted funds mobilization strategy, like the one developed by the IPPC Secretariat. The resource mobilization strategy in support of these additional options should be based on two main strategies and a number of supporting strategies as recommended in the paper entitled "Framework for the Sustainable Resourcing of the IPPC".

Active participation by developing countries in Codex- and IPPC-related activities has been and is currently being enhanced by a broad range of FAO/WHO capacity building activities related to food safety and quality and FAO capacity building in the phytosanitary area. The capacity building needs of developing countries vary very widely and many of them need qualified assistance in assessing and prioritizing their needs and in preparing applications for funding from relevant sources. The capacity

evaluation tools developed by the IPPC, for example the Phytosanitary Capacity Evaluation (PCE) Tool and the guidelines to assess capacity building needs in strengthening national food control systems (see WTO 2009), can be of use in this regard.

## **8.4 National and regional coordination**

Some, but by no means all, developing countries have well functioning Codex/IPPC Contact Points and National Codex Committees/National Plant Protection Organizations. The national committees/NPPOs should include or involve representatives of all relevant stakeholders and are important for establishing national positions on various issues, including draft standards, under discussion in Codex/IPPC and in disseminating information about new developments.

The European Union closely coordinates its position on issues under discussion in Codex and IPPC and presents these coordinated positions in Codex/IPPC meetings and in response to requests for written comments on draft standards. This gives the EU an advantage in negotiations and other regions would benefit from closer coordination of positions, where this is possible. In some other regions, e.g. Latin America, effective coordination is achieved on many issues, but in other regions there is little or no coordination. In Africa sub-regional coordination is being developed and this may well lead to closer regional coordination on that continent. Regional coordination in Codex takes place via the FAO/WHO Regional Coordinating Committees and in IPPC via the Regional Plant Protection Organizations, at meetings of these bodies and/or via electronic platforms. Regional coordination takes place via the FAO/WHO Regional Coordinating Committees and the Regional Plant Protection Organizations, either at meetings of these bodies and/or via electronic platforms

## **8.5. Techniques to improve preparation for and enhance effective participation in Codex and IPPC meetings**

Techniques for improving preparation for and effective participation in Codex/IPPC meetings include:

- Establishing or strengthening Codex/IPPC Contact Points and National Codex Committees/Plant Protection Organizations
- Establishing Codex/IPPC national websites
- Pre-meeting briefing sessions
- South-South cooperation
- Mentoring
- Twinning

Hitherto, mentoring and twinning do not appear to have been utilized to a very limited extent, but these techniques have been found to be of use in other contexts and should be tried in Codex/IPPC.

## **8.6. IPPC Secretariat resources**

The IPPC Secretariat has a wide range of responsibilities, including standard setting, capacity building, dispute settlement and dissemination of information, and it is currently seriously under-resourced, especially as regards long-term staffing. This lack of long-term staff and other resources is the main constraint for the sustainable delivery of the IPPC standard setting programme, information exchange programme, capacity building and other activities. Although temporary solutions to some of these deficiencies have been found through short-term secondment of staff and financial support from certain countries, there is a need to increase its permanent staff and other resources to enable the IPPC Secretariat to deliver its mandate in a sustainable manner.



## 8.7. Capacity building

As described in Section 4 of this report, FAO, in some cases together with WHO or other organizations, carries out a wide range of capacity building activities in the area of food safety and quality/plant protection, including workshops, technical cooperation projects, development of e-learning tools and publications. It also promotes twinning, mentoring and South-South cooperation as part of these activities. By organizing workshops, etc back-to-back with Codex/IPPC meetings, FAO tries to ensure efficient use of the limited resources available and good attendance at both the Codex/IPPC meetings and the workshops. These activities should be continued and, where possible, expanded. In particular the IPPC-related capacity building activities of FAO need to be expanded and in order to do this the human and other resources currently available to the IPPC Secretariat need to be increased.

## SECTION 9. RECOMMENDATIONS TO ENHANCE ACTIVE PARTICIPATION OF DEVELOPING COUNTRIES IN CODEX AND IPPC ACTIVITIES

Based on the information obtained during the field visits, from FAO and from other sources and an analysis of the constraints identified, the following recommendations to enhance active participation of developing countries in Codex and IPPC-related activities are made. There are large differences between different developing countries' current status of participation in Codex and IPPC activities. This should be borne in mind when considering the applicability of the individual recommendations to a particular developing country. Decisions to initiate action should be preceded by an assessment of the needs of the individual country and the capacity evaluation tools developed by FAO and other international organizations (WTO 2009) can be used for this purpose.

Based on the information obtained during the field visits, from FAO and from other sources and an analysis of the constraints identified, the following recommendations to enhance active participation of developing countries in Codex and IPPC-related activities are made. At FAO's request, similar recommendations relating to Codex and IPPC have been combined where possible: recommendations relating to IPPC/plant health are, of course, not directed to WHO.

### *Increasing awareness of the importance of Codex and IPPC*

#### Main recommendations

- FAO should urgently seek to increase awareness at the highest levels of government in developing countries of the importance of the IPPC and plant protection (especially the trans-boundary spread of plant pests and diseases) and their relation to food security, economic development and sustainability. To this end, FAO should develop and implement a communications strategy to raise the profile of the IPPC nationally and internationally and within FAO itself. FAO and countries' representatives should analyze the need for a Ministerial Meeting as a side-event to a coming Commission on Phytosanitary Measures (CPM) meeting to focus on the specific issue of the stronger involvement of national experts/scientists from developing countries in scientific advice and data provision and participation in technical expert committees and working groups.
- FAO and WHO should seek to increase awareness at the highest levels of government in developing countries of the importance of Codex and food safety and quality and their relation to public health, food security and economic development. They should also support member countries in establishing a communication strategy on the importance and understanding of food safety and quality issues at the national level. FAO, WHO and member countries' representatives

should consider the need for a Ministerial Meeting as a side-event to a coming CAC meeting to focus on the specific issue of the stronger involvement of national experts/scientists from developing countries in scientific advice and data provision and in expert committees and working groups.

- FAO and the member countries in all of its regions should include food safety and quality/ plant protection as permanent items on the agenda of the Regional Conferences of FAO. FAO and its members should also include these subjects regularly on the agenda of its FAO Conferences and WHO and its members should include food safety more often as an agenda item at World Health Assembly meetings.
- FAO and WHO, together with WTO, should make further efforts to increase knowledge and understanding at developing country government level of the connection between Codex/IPPC standards and the WTO SPS and TBT Agreements and of countries' rights and obligations under those Agreements.

#### Other recommendations

- The CCAFRICA, CCASIA, CCLAC and CCNASWP Plans of Action should be given more publicity and should be implemented with the support of FAO and WHO. Similar Action Plans should be developed by CCEURO and CCNE.

#### *Policy, legislation, infrastructure*

#### Main recommendations

- In order to facilitate the preparation of country positions on Codex issues and the dissemination of information on Codex matters, developing countries should establish well-equipped and functioning Codex Contact Points, National Codex Committees (involving the private sector, consumer organizations and other stakeholders) and national Codex websites (or sections of other national websites), with the support of FAO, WHO and other partners where necessary.
- In order to facilitate the preparation of country positions on IPPC issues and the dissemination of information on IPPC matters, developing countries should establish well-equipped and functioning IPPC Contact Points, National Plant Protection Organizations (involving all relevant stakeholders) and national IPPC websites (or sections of other national websites), with the support of FAO and other partners where necessary.
- FAO and WHO should provide further advice and support to developing countries to establish national food safety and quality policies and strategies to implement them and food safety and quality legislation based on Codex standards and related texts. They should also increase their efforts to assist developing countries to establish or strengthen the infrastructure necessary to enforce such legislation, including the establishment or upgrading of laboratory capacity and inspection services,
- FAO should provide advice and support to developing countries to establish national plant protection policies and strategies to implement them and plant protection legislation based on IPPC standards and related texts. It should also increase its efforts to assist developing countries to establish or strengthen the infrastructure necessary to implement and enforce such legislation, including the establishment or upgrading of inspection and laboratory services.

#### Other recommendations

- FAO and WHO should better coordinate their activities to assist developing countries to identify priorities for capacity building on food safety and quality/plant protection.

- In order to combat the problems caused by rapid turnover of qualified staff, developing countries should establish and implement an incentives system and means (e.g. electronic) to better preserve staff and institutional memory.

## *Financial support*

### Main recommendations

- Developing countries should make full use of the opportunities for obtaining financial support for Codex- /IPPC-related infrastructure development from Regional Economic Organizations, such as the European Union, ECOWAS and UEMOA, from regional organizations, such as IICA, and through bilateral agreements with donor countries and organizations.
- Developing countries should make better use of the opportunities offered by the FAO four year strategy for the Provision of Scientific Advice for Food Safety (2010-13) to work together with the organization and its partners to enhance their participation in the generation of scientific advice needed to support Codex work.
- FAO should increase its support to developing countries to facilitate their active participation in the international expert meetings which provide advice to Codex and the consideration of their priorities through the FAO four year strategy for the Provision of Scientific Advice for Food Safety (2010-13) and the Global Initiative for Food Safety-related Scientific Advice (GIFSA), its tool for mobilization of resources.
- Following an assessment of needs and capacities to absorb support, FAO and WHO, through well planned communication programmes, should encourage donors to provide further financial resources to enable developing countries to strengthen their food safety and quality/ plant protection infrastructures and thus be able to participate more actively in the work of the Codex/IPPC.
- FAO and WHO should encourage and assist developing countries to apply for Project Preparation Grants and Project Grants from STDF to support Codex-/IPPC-related capacity building aimed at enabling them to implement these international SPS standards.
- FAO and WHO should increase their efforts to broaden the donor base of the Codex and IPPC Trust Funds by seeking contributions from further members and also from other sources, such as foundations and the private sector. Decisions on the allocation of support from the Codex Trust Fund should remain the responsibility of the FAO/WHO Consultative Group for that Trust Fund. Decisions on the allocation of support from the IPPC Trust Fund should remain the responsibility of the CPM.

### Other recommendations

- FAO and WHO should monitor the effect of the matching funding requirements of the Codex Trust Fund on the participation of developing countries, especially the least developed countries, in Codex meetings and, if necessary, amend the requirements so that the participation of developing countries in Codex activities does not decline.
- FAO should make the management of the IPPC Trust Fund more transparent and post information on the IPPC website on, among other things, the conditions for providing support and how to apply for support from the Fund. In further developing the IPPC Trust Fund, FAO should use the experience gained in managing the Codex Trust Fund, including the importance of feedback to donors on the results obtained with their support.
- In the absence of other funds for Codex-/IPPC-related activities that could fit into a technical co-operation project category, FAO country representatives should try to make use of their *Technical Programme Cooperation Facility for FAO Representatives*.

## *Coordination and cooperation*

### Main recommendations

- In order to facilitate the work of Codex/IPPC, developing countries should strive to achieve closer sub-regional, regional and inter-regional coordination and, where possible, present coordinated positions in Codex/IPPC meetings.
- FAO and WHO country and regional representatives should further strengthen their co-operation in Codex-related areas.
- FAO and WHO should further encourage and assist developing countries to establish bilateral and multilateral cooperation on Codex-/IPPC-related issues, including twinning agreements, mentoring partnerships and South-South cooperation.
- Countries belonging to Regional Economic Organizations in regions other than the European Union should examine the possibility and potential advantages and implications of becoming member organizations of the Codex Alimentarius Commission and seek such membership, if they consider it appropriate.

### Other recommendations

- FAO and WHO, as well as the Codex and IPPC Secretariats, should continue to actively participate in the STDF and share information on their SPS activities with other key organizations and bilateral donors providing SPS assistance.
- As a short-term measure to increase the provision of data from developing countries to underpin Codex standards, for example on residues of pesticides and veterinary drugs and chemical contaminants in food, FAO and WHO should encourage cooperation between developing countries that can sample relevant foods, but have poor analytical facilities, and other countries with good facilities for analysis.
- FAO and WHO should examine the proposal to establish networks to discuss issues of sub-regional interest/coordination related to international standards development outlined in Section 6.2.2.6 of this report.

## *Development of Codex/IPPC standards*

### Main recommendations

- FAO should increase the number of permanent staff and other resources of the IPPC Secretariat to enable it to better deliver its mandate. The staffing of the Codex Secretariat and for capacity building in food safety and quality should be maintained at at least current levels.
- The CPM should review the current procedure for the identification and selection of technical experts to develop draft ISPMs, bearing in mind the need for transparency of the process and independence and technical expertise and experience of the experts selected.
- Developing countries should establish mechanisms and procedures to identify and involve suitably qualified experts in the provision of scientific data and to participate in expert committees or working groups. Attention should be given to the still valid recommendations of the *Joint FAO/WHO meeting on enhancing developing country participation in FAO/WHO scientific advice activities*, held in Belgrade, Serbia and Montenegro in 2005, and those expressed in the Codex Trust Fund country report assessment of K. Dimiechkie (2009) and options considered in the FAO four year strategy for the Provision of Scientific Advice for Food Safety (2010-13).
- FAO and WHO should encourage Codex Committee and Task Force host countries to continue to co-host meetings with and in developing countries.

- In order to support increased participation of developing countries in the provision of scientific data and advice to underpin Codex standards, FAO should make further efforts to encourage Codex members to contribute to the Global Initiative for Food-related Scientific Advice (GIFSA)

#### Other recommendations

- The Codex and IPPC Secretariats should make maximum efforts to deliver all relevant documents, both originals and good quality translations into all the main Codex/IPPC working languages, to all countries in a timely manner, and set deadlines for comments in such a way that all countries have a reasonable time to reply, thus facilitating participation of all Codex members/IPPC signatories on an equal basis.
- FAO and WHO should emphasize to developing country governments the importance of submitting written comments on Codex/IPPC standards under development.
- FAO and WHO should require Chairpersons of Codex/IPPC meetings to ensure that written comments, received in a timely manner, of members and observers not present at the meeting are given due consideration. If necessary, the Codex/IPPC Secretariat should remind the Chairperson of this requirement.
- FAO and WHO should encourage all the host countries of Codex Committees and Task Forces to hold pre-meeting briefings for first-time attendees and the Codex Secretariat should support such briefings and post information about them on the Codex website, together with the other information about coming meetings.

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## Appendix 1

### Questionnaire for FAO Project on “Options for enhancing developing country participation in standards setting bodies in the AG Department” (Codex and IPPC)

Country name:

Organization/Institution name:

Name of Contact person:

Function:

Office:

1. Does your country have a national food safety/plant protection policy?
  - If it has, please describe it.
  - If it doesn't, what are the constraints to establishing such a policy?
  
2. Has your country participated in Codex and IPPC meetings during the last 2-3 years?
  - If it has, which meetings and what are your views on the functioning of Codex and IPPC?
  - If not, please describe/comment on the constraints for participation in Codex and IPPC meetings.
  
3. How are the country's representatives to Codex and IPPC meetings designated?
  
4. Does your country send comments on draft standards etc. to Codex/IPPC?
  
5. Prior to Codex/IPPC meetings, does your country produce a document detailing the country's position on the issues on the agenda? If not, what are the constraints?
  
6. Has your country proposed priorities for new work in Codex/ IPPC, and were your proposals accepted?
  
7. Has your country provided data/information to support the work of relevant expert bodies providing support to Codex/IPPC?
  
8. Is there any national/regional capacity building programme to prepare/enhance national capacities to actively participate in the Codex/IPPC meetings (twinning, mentoring, pre-meeting briefing sessions.....)? If YES, please describe.
  
9. Please describe the issues/themes to be addressed and/or mechanisms required to allow full attendance and active participation of your country in Codex/IPPC meetings?

10. Are you aware of and/or have access to mechanisms aimed at facilitating information sharing and preparation of comments to Codex/IPPC?
  - If YES, do you use them? Please, comment on their efficacy
  - If NO, please describe what the constraints to access are and how the situation could be improved.
  
11. Is there any national/regional consultation mechanism/framework for coordination of Codex/IPPC activities, including understanding of the standards and their implementation? Is it effective? Please, describe it.
  
12. Has your country received support from Trust Funds to attend Codex/IPPC meetings? Have you any comments on how that support functions?
  
13. Are you aware of FAO or any other international/regional organization's programmes and initiatives to facilitate developing countries' participation at Codex/IPPC meetings?
  
14. Please comment on the strengths of your country which could be used to help neighboring countries in Codex/IPPC activities and also the mechanisms that could be put in place or strengthened in order to achieve this (national/regional capacity building seminars, south-south cooperation, twinning, mentoring, etc).
  
15. Please shortly describe the resources (human and economic, national, international, public or private) that could be available in your country/region to enhance participation of developing countries in Codex/IPPC and comment on the most effective way to make use of them.



## Appendix 2. Examples of Co-hosting of Codex meetings since 2004

Meeting	Host country	Co-host country	Meeting location
30 <sup>th</sup> Session CCFPP, 2009	Norway	Morocco	Agadir, Morocco
40 <sup>th</sup> Session CCFH, 2009	USA	Guatemala	Guatemala City, Guatemala
18 <sup>th</sup> Session CCRVDF, 2009	USA	Brazil	Natal, Brazil
30 <sup>th</sup> Session CCFNSDU, 2008	Germany	South Africa	Cape Town, South Africa
17 <sup>th</sup> Session CCFICS, 2008	Australia	Philippines	Cebu, Philippines
39 <sup>th</sup> Session CCFH, 2007	USA	India	New Delhi, India
1 <sup>st</sup> Session CCCF, 2007	Netherlands	China	Beijing, China
15 <sup>th</sup> Session CCFICS, 2006	Australia	Argentina	Mar del Plata, Argentina
28 <sup>th</sup> Session CCFNSDU, 2006	Germany	Thailand	Ching Mai, Thailand
28 <sup>th</sup> CCFPP, 2006	Norway	China	Beijing, China
33 <sup>rd</sup> Session CCFL, 2005	Canada	Malaysia	Kota Kinabalu, Malaysia
37 <sup>th</sup> Session CCFH, 2005	USA	Argentina	Buenos Aires, Argentina
27 <sup>th</sup> Session CCFPP, 2005	Norway	South Africa	Capetown, South Africa

### **Appendix 3. FAO Codex-related Technical Assistance Projects, 1995-2009**

#### **Countries in which National Codex Committees have been *created* with direct assistance from FAO**

Africa: Algeria, Djibouti, Madagascar, Mozambique, Uganda

Asia: Cambodia, Philippines

Caribbean: Haiti

Eastern Europe: Armenia, Romania

Latin America: Argentina, Guatemala, Nicaragua

Near East: Lebanon, Tunisia, Yemen

Southwest Pacific: Cook Islands

#### **Countries in which existing National Codex Committees have been strengthened with direct assistance from FAO (including three regional projects)**

Africa: Angola, Comoros, Côte d'Ivoire, Djibouti, Eritrea, Gabon, Guinea, Mozambique (2x), South Africa, Tanzania

Asia: Bhutan, India

Eastern Europe: Moldova

Latin America: Brazil, Costa Rica (2x), Paraguay, Peru, Surinam, Uruguay

Near East: Syria

Region of Central America: Costa Rica, El Salvador, Guatemala, Honduras, Nicaragua, Panama, Dominican Republic

Region of Andean Countries: Bolivia, Colombia, Ecuador, Peru, Venezuela

Region of Pacific Islands Countries: Cook Islands, Fiji, Samoa, Tonga, Vanuatu

#### **Countries that have received assistance from FAO focused on a specific area of food safety capacity building (including a regional and a global project)**

Africa: Botswana, Congo (Rep. of), Gabon, Lesotho, Mozambique

Asia: Mongolia

Caribbean: Dominican Republic

Eastern Europe: Azerbaijan,

Latin America: Guyana

Near East: Lebanon, Sudan

Region of Pacific Island Countries: Cook Islands, Fiji, Kiribati, Micronesia (Federated States of), Papua New Guinea, Samoa, Solomon Islands, Tonga, Vanuatu

Global: 22 Coffee Producing Countries

## **Appendix 4. Codex-related FAO Workshops, 1995-2009**

### **National Workshops**

National workshops were held in Port-au-Prince, Haiti (2007), Tehran, Iran (2006), Amman, Jordan (for Iraq) (2008), Iraq (2008), Aqaba, Jordan (2006), Madagascar (2005), Majuro, Marshall Islands (2001), Asuncion, Paraguay (2001), Lima, Peru (2008), Lima, Peru (2008), Solomon Islands (2007), Damascus, Syria (2000), Kampala, Uganda (2002 and 2003), Kiev, Ukraine (2007), Abu Dhabi (2008).

The subjects dealt with covered different aspects of Codex activities, mainly enhancing participation in Codex activities, including establishing National Codex Committees but also seminars on SPS issues.

### **Sub-regional workshops**

Sub-regional workshops were held in Yaoundé, Cameroon (2008), Brazzaville, Congo (2006), Rabat, Morocco (2007- Pre-CCAFRICA), Zagreb, Croatia (2006), Tbilisi, Georgia (2007), Warsaw, Poland (2007)Port Moresby, Papua New Guinea (2005), Dushnabe, Tajikistan (2006), Sydney, Australia (2008), Vancouver, Canada (for Pacific Islands) (2002), Wellington, New Zealand (2009), Apia, Samoa (2006), Bangkok, Thailand (2009)

The subjects dealt with covered different aspects of Codex activities, mainly enhancing participation in Codex activities, including establishing National Codex Committees but also in some cases to discuss issues of particular sub-regional importance

### **Regional workshops**

Regional workshops with a central focus on Codex were held in Bagamoyo, Tanzania (2004), Denpasar, Bali, Indonesia (2008), Kuala Lumpur, Malaysia (2008), Bangkok, Thailand (2006), Antigua and Barbuda (200X), Vilnius, Lithuania (2005), Warsaw, Poland (2007 and 2008), Santiago, Chile (2008), San José, Costa Rica (2006 and 2008),Dokki, Egypt (2003) and Apia, Samoa (2004).

Regional workshops building Codex capacity by strengthening other food safety capacities were held in Ouagadougou, Burkina Faso (2003 and 2007), Accra, Ghana (2009) (pre- CCAFRICA), Rome, Italy (2005) (pre-CCAFRICA), Kampala, Uganda (2000 and 2002), Harare, Zimbabwe (2005), Goa, India (2003), Kuala Lumpur, Malaysia (2002) (pre-CCASIA), Seremban, Malaysia (2004), Kathmandu, Nepal (2002), Manila, Philippines (2007), Colombo, Sri Lanka (2004), Bangkok, Thailand (2001), Jeju-Do, Republic of Korea (2004), Santo Domingo, Dominican Republic (2002) (pre-CCLAC), Budapest, Hungary (2004), Buenos Aires, Argentina (2004 and 2006) (pre-CCLAC), San José, Costa Rica (2005 and 2008), Santo Domingo, Dominican Republic (2001), Acapulco, Mexico (2008) (pre-CCLAC), Cairo, Egypt (2001 and 2003) (pre-CCNEA), Amman, Jordan (2005), Tunis, Tunisia (2005), Apia, Samoa (2005).

## Appendix 5. Activities planned for 2010 to enhance participation of developing countries in Codex and supported by the Codex Trust Fund

Activities	Expected output	Milestones/deadlines
Organize and run Codex training course for Codex Near East region (postponed from Dec 2009)	40 participants from CTF eligible countries in Codex Near East region will have received basic FAO/WHO Codex training Codex	Dates: 22-25 March 2010, Tunisia
Sub-regional Codex training course for countries new to Codex or with undeveloped Codex structures & activities	30 participants from Djibouti, Somalia and Yemen	Dates: TBD Venue: Djibouti (venue TBD)
Provide additional support to FAO training activity in Cap Vert (provide funds for resource persons from developing countries in region with advanced Codex structures)	Cap Vert supported and capacity-built to establish NCC and strengthen Codex activities. Collaborative effort to respond to Cap Vert Box 8.	Dates: 12-16 April Venue: Praia, Cap Vert
Pre or during CCNASWP (Tonga, 28 Sept-1 Oct) Codex training course		
Pre or during CCEURO (Poland, 5-8 Oct) Codex training course	All developing/transition countries in Codex European region to be invited with CTF paying for CTF eligible countries.	Dates: TBD possibly 4 Oct
Sub-regional Codex workshop for STAN countries	3 people from 5 countries  Workshop to increase knowledge & understanding of role of Codex standards and importance in national FSS	Dates: TBD Venue: TBD
Pre or during CCASIA (Indonesia, 22-26 Nov) follow up training to 2008 Codex training for Asia and the Pacific		
Finalize report from questionnaire on Codex training being carried out by donor countries.	Report on Codex training and capacity-building activities being undertaken.	September 2010
Support to Box 8 requests on 2010 application	Support provided to 2 countries:  Mongolia - study tour to Malaysia  Burkina Faso - establishment of info database for Codex activities	To be provided by countries and those assisting with organization (WHO & FAO)
Pilot CCP "partnering/mentoring" in 10 countries in Codex African region (Carryover from 2009)	Exchange established between CCPs in 10 countries in Codex African region	First partnerships to be in place by 19 <sup>th</sup> Session of CCAFRICA (Feb 2011)

## **Appendix 6. Examples of IPPC-related capacity building activities**

### **Strategy and Operational Plan**

The phytosanitary capacity building strategy and the operational plan have been updated based on feedback obtained from contracting parties after CPM-4 (2009). The strategy and operational plan were developed further by an Open-ended Working Group (OEWG) on Phytosanitary Capacity Building in Rome in December 2009.

The projects mentioned below support the vision as laid out in the BNPC strategy and the IPPC priorities as identified in the CPM Business Plan.

### **Phytosanitary Capacity Evaluation Tool**

The development of the PCE tool progressed slowly. In February 2009 a concept/prototype PCE tool was prepared by the Secretariat and released to 24 phytosanitary experts from 7 FAO regions for remote testing and feedback. The Secretariat prepared a new set of specifications to present to developers to design the system. However, the estimated cost of designing the system exceeded the available funds. Development of the system is scheduled to resume in the first quarter of 2010.

### **PROJECTS**

The Secretariat continued its collaboration with donor agencies and contracting parties in the delivery of technical assistance for capacity building in projects funded through various sources. The main projects are outlined below.

UNJP/URT/129/MUL - Bio security capacity building: this project is funded under the *One UN* basket funding to address national priorities. The Secretariat assisted the government of the United Republic of Tanzania in identifying as well as addressing priorities in context of national biosecurity.

### **Projects Funded by the Standards and Trade Development Facility (STDF)**

The Secretariat, under a supervisory or implementation agreement signed between the STDF and FAO, provided its services to the following three STDF projects:

STDF 171- Establishment of a Centre of Phytosanitary Excellence (COPE) in East Africa:

STDF 230- Establishment of Lethal yellowing Disease- free area for coconuts in Mozambique: the project is being implemented with technical support services from the IPPC Secretariat.

STDF 133- Capacity building in the use of the Phytosanitary Capacity Evaluation Tool in the Pacific.

### **Technical Cooperation Projects (TCPs)**

TCP/MOZ/3205: Management and mitigation measures for alien invasive fruit fly (*Batrocera invadens*) in Mozambique: an inception mission was conducted to discuss issues of implementation and coordination. The IPPC provides technical supervisory services.

TCP/INS/3203: Strengthening Quarantine Control Systems for Invasive Alien Species (IAS): this project for Indonesia has been declared operational.

TCP/ERI/3204: Strengthening capacity for integrated pest management (IPM) in Eritrea: Citrus pilot IPM programme: Under this project the IPPC provided training on information exchange and PRA. Further intervention will focus on improving surveillance capacity and pest diagnostic capabilities of NPPO and associated officials. This project is lead by FAO sub-regional office for Southern Africa.

TCP/MDV/3201: Maldives - Assistance in the Drafting of Agricultural Legislation: The IPPC was asked to support this project by providing technical advisory services in strengthening the phytosanitary capacities. The PCE was performed by the NPPO and a technical assessment of the

capacities of the lead institutions involved in plant protection was conducted. Further work will involve strengthening the import verification processes of the country. This project is led by the Development Law Service (LEGN) of FAO.

### **Project formulation**

A regional project valued at approximately USD 2 million for dealing with the fruit fly –*Bactrocera invadens* in East Africa was prepared and submitted to the Common Fund for Commodities (CFC). Four other project proposals have been prepared and are awaiting submission to donors: 1) Regional project for West Africa on *Bactrocera invadens* valued at USD 9 million will be submitted to donors by FAO in 2010; 2) Project to strengthen phytosanitary services in Mozambique already prepared and will be submitted to the NPPO and FAO for approval in 2010; 3) Project for strengthening phytosanitary services in Libya written but placed on hold; 4) Five multi-year trust fund projects submitted for proposal to donors by FAO. A project formulation request for strengthening phytosanitary services was received from the Government of Oman.

### **WORKSHOPS**

#### **Train-the-Trainers workshop**

The IPPC, in collaboration with Codex Alimentarius and OIE, participated in a Train-the-Trainers workshop organized by the STDF under the project *Participation of African Nations in Sanitary and Phytosanitary Organizations (PANSPSO)*. This project is being implemented by the African Union - InterAfrican Bureau of Animal Resources (AU-IBAR). The IPPC Secretariat is a member of the steering committee.

#### **Regional workshops to review draft ISPMs**

The IPPC provided support to five regional workshops for the review of draft ISPMs, namely the workshops for Southwest Pacific, Africa, Near-East, Caribbean and for the first time Russian-speaking countries of the Baltic, Central Asia, Eastern Europe and the Commonwealth of independent states (CIS). Latin America, Europe, North America and Asia FAO regions now conduct reviews of draft ISPMs independently and do not require IPPC support. \* AU-IBAR and AU/IAPSC managed European Community-funded regional project entitled “Participation of African Nations in Sanitary and Phytosanitary Standard-setting Organisations (PANSPSO)”. The regional workshop combined the francophone and anglophone countries in a 3-day workshop with simultaneous interpretation. A total of 122 national representatives from 87 countries participated in the regional workshops for the review of draft ISPMs in 2009.

#### **National Capacity Building Workshops on Information Exchange**

Utilizing the funding provided through the FAO Regular Programme and synergies with existing field programmes, the Secretariat (when possible in association with the FAO regional and sub-regional officers) has undertaken in 2009 information exchange capacity building missions in Central African Republic, Eritrea, Ethiopia, Gabon, Guyana, Malaysia, Maldives, Mozambique, Namibia and Oman .

As a direct result of these information exchange capacity building workshops, there continues to be an increase in the amount of information available through the IPP.

#### **Guide to phytosanitary forestry practices and international standards**

A guide to phytosanitary forestry practices and international standards is under development.

## Appendix 7. Participation of West African countries in Codex meetings from 2007-2009

2007		2008		2009	
Session	Country	Session	Country	Session	Country
30th Codex Alimentarius Commission 2-7 July 2007, Rome, Italy	<b>Benin</b> Côte d'Ivoire <b>Ghana</b> Guinea <b>Mali</b> Niger Nigeria <b>Togo</b>	31st Codex Alimentarius Commission, 30 June-5 July, Geneva, Switzerland	<b>Burkina Faso</b> Cape Verde Côte d'Ivoire <b>Ghana**</b> Guinea Niger <b>Togo</b>	32nd Codex Alimentarius Commission, 29 June - 04 July 2009, Rome, Italy	<b>Benin</b> <b>Burkina Faso</b> Côte d'Ivoire Gambia <b>Ghana**</b> Guinea Mauritania Niger Nigeria Senegal <b>Togo</b>
Codex Committee on Fats & Oils 19-23 February 2007, London, United Kingdom	Gambia	Codex Committee on Residues of Veterinary Drugs in Foods	<b>Ghana**</b>		
28 <sup>th</sup> Codex Committee on Methods of Analysis & Sampling 5-9 March 2007, Budapest, Hungary	Senegal	29 <sup>th</sup> Codex Committee on Methods of Analysis & Sampling	<b>Ghana**</b>	30 <sup>th</sup> Codex Committee on Methods of Analysis & Sampling	<b>Ghana**</b>
Codex Committee on Contaminants in Foods 16-20 April 2007, Beijing, China	<b>Ghana</b>	Codex Committee on Natural Mineral Waters 11 – 15 February 2008, Lugano, Switzerland	Niger	21st Codex Committee on Fats and Oils, 16-20 February 2009, Kota Kinabalu, Malaysia (CCFO)	Gambia <b>Togo</b>
Codex Committee on Food Additives 24-28 April 2007, Beijing, China	Nigeria <b>Togo</b>	Codex Committee on Fish and Fishery Products 18 – 23 February 2008, Trondheim, Norway	Cape Verde Mauritania <b>Togo</b>	41st Codex Committee on Food Additives, 16-20 March 2009, Shanghai, China (CCFA)	Sierra Leone
Codex Committee on General Principles 2 - 6 April 2007, Paris, France	<b>Benin</b> Niger <b>Togo</b> <b>Ghana**</b>	3rd Codex Committee on Contaminants in Foods 31 March - 4 April 2008, The Hague, Netherlands	<b>Ghana</b> Côte d'Ivoire Niger Nigeria	4th Codex Committee on Contaminants in Foods, 23-27 March 2009, Rotterdam, Netherlands	<b>Ghana</b>

Codex Committee on Food Labelling <i>30 April - 04 May 2007 Ottawa, Canada</i>	Côte d'Ivoire Gambia <b>Mali</b> Mauritania Ghana**	Codex Committee on Pesticide Residues <i>14 - 19 April 2008, Hangzhou, China</i>	Côte d'Ivoire Ghana** Guinea Bissau <b>Mali</b> Senegal Sierra Leone Togo	25th Session Codex Committee on General Principles, 30 March - 3 April 2009, Paris, France	Côte d'Ivoire Ghana** Guinea Bissau
Codex Committee on Pesticide Residues <i>07-12 May 2007, Beijing, China</i>	<b>Ghana</b> Guinea	Codex Committee on Food Additives <i>21 April - 25 April 2008, Beijing, China</i>	Algeria <b>Mali</b> Sierra Leone	41st Codex Committee on Pesticide Residues, 20-25 April 2009, Beijing, China	<b>Ghana</b> Guinea Guinea Bissau <b>Mali</b> Mauritania Sierra Leone <b>Togo</b>
Codex Committee on Residues of Veterinary Drugs in Foods <i>03 - 07 September 2007, Colorado, USA</i>	Cap Verde	36 <sup>th</sup> Codex Committee on Food Labelling <i>28 April - 02 May 2008, Ottawa, Canada</i>	Gambia <b>Ghana</b> Guinea Bissau Nigeria	37th Codex Committee on Food Labelling 04-08 May 2009, Calgary, Canada	Guinea Bissau <b>Mali</b> Mauritania <b>Ghana**</b> Guinea
Ad Hoc Codex Intergovernmental Task Force on Food Derived from Biotechnology <i>24 - 28 September 2007, Chiba, Japan</i>	<b>Mali</b> <b>Ghana**</b>	Codex Committee on Fresh Fruits and Vegetables <i>12 - 17 May 2008, Mexico City, Mexico</i>	<b>Ghana</b> Sierra Leone	18th Codex Committee on Residues of Veterinary Drugs in Foods, 11-15 May 2009, Natal, Brazil	<b>Mali</b>
Codex Committee on Food Hygiene <i>30 Oct - 4 Nov 2007, New Delhi, India</i>	Côte d'Ivoire Ghana**	Codex Committee on Nutrition and Foods for Special Dietary Uses <i>3-7 November 2008, South Africa</i>	<b>Gambia</b> <b>Ghana</b> Guinea Niger	30th Codex Committee on Fish and Fishery Products, 28 September - 2 October 2009, Agadir, Morocco	Cape Verde Gambia Ghana Guinea Guinea-Bissau Liberia Mauritania
		24 <sup>th</sup> Codex Committee on processed fruits and vegetables, Arlington, VA Washington, DC (metro area), USA, 15-20 September 2008	Côte d'Ivoire Guinea Niger Nigeria	15th Codex Committee on Fresh Fruits and Vegetables, 19-23 October 2009, Mexico City, Mexico	<b>Burkina Faso</b> Gambia <b>Ghana</b> <b>Mali</b> Senegal Sierra Leone <b>Togo</b>
Codex Committee on Nutrition and Foods for Special Dietary	<b>Benin</b> <b>Ghana</b>			31 <sup>st</sup> Codex Committee on Nutrition and Foods for	Benin Burkina Faso Côte d'Ivoire



Uses <i>12 - 16 November 2007, Bad Neuenahr, Germany</i>				Special Dietary Uses <i>2 - 6 November 2009, Düsseldorf, Germany</i>	<b>Ghana**</b> Niger Sierra Leone
Codex Committee on Food Import and Export Inspection and Certification Systems <i>26-30 November 2007, Queensland, Australia</i>	Cap Verde Guinea Ghana**	40 <sup>th</sup> Codex Committee on Food Hygiene, Guatemala City, Guatemala, 1-5 December 2008	<b>Mali</b>	Codex Ad Hoc Committee on anti-microbial Resistance 12-16 October 2009, Jeju, Republic of Korea	Ghana**
17 <sup>th</sup> Coordinating Committee for Africa <i>23-26 January 2007, Rabat, Morocco</i>	<b>Benin</b> <b>Burkina Faso</b> Cap Verde Côte d'Ivoire Gambia <b>Ghana</b> Guinea Guinea-Bissau <b>Mali</b> Mauritania Niger Nigeria Senegal Sierra Leone <b>Togo</b>			18th Coordinating Committee for Africa, 24-27 February 2009, Accra, Ghana	<b>Benin</b> Côte d'Ivoire Gambia Guinea Liberia Sierra Leone <b>Ghana*</b>

Source: Codex Alimentarius Commission, Reports of 31<sup>st</sup> and 32<sup>nd</sup> sessions, 2008, 2009 : ALINORM 08/31/9F, ALINORM 09/32/9E

\*Ghana as host and Chair of the Coordinating Committee

\*\* Through support of the Government of Ghana

## Appendix 8. On-going STDF projects

Ref. No.	Title	Objective	Beneficiary	Implementing entity/person	Start Date	End Date	Budget (US\$)
STDF 048	Improving shea and cashew nut production in Benin through the application of good agricultural practice	Apply good agricultural practices to overcome problems of mycotoxin contamination in shea and cashew nut production	Benin	CRA-Agonkanmey (Centre de Recherches Agricoles d'Agonkanmey)	Jun-08	May-10	\$512,139
STDF 062	Strengthening food safety in Cameroon	Reactivate a national committee on food safety and train public and private sector stakeholders in Cameroon	Cameroon	FAO	Sep-08	Aug-10	\$499,480
STDF 065	Develop a private/public safety control system for the horticultural export sector in Guinea	Assist the public and private sector to meet official and commercial standards for fruit and vegetable exports through development of a safety control system. Project developed based on IF DTIS report	Guinea	UNCTAD	Dec-05	Jun-10	\$572,724
STDF 108	Developing institutional capacity of countries in the Americas to participate in the SPS Committee	Promote more active and effective participation in SPS Committee through a regional review of SPS compliance structures and practices	Latin America & Caribbean	IICA	Oct-07	Jul-10	\$575,588
STDF 116	Development and implementation of a traceability system in the livestock sector in Costa Rica	Develop a sustainable traceability system in the livestock sector which facilitates the management of information related to agricultural	Costa Rica	IICA	Mar-09	Feb-11	\$455,220

Ref. No.	Title	Objective	Beneficiary	Implementing entity/person	Start Date	End Date	Budget (US\$)
		units and epidemiological events					
STDF 126	Establish the Horticulture Development Council of Tanzania	Assist the Tanzanian horticulture sector to address SPS issues	Tanzania	Tanzania Horticulture Association (TAHA)	Jul-09	Feb-11	\$299,281
STDF 127	SPS information system in Benin	Improve information flows on SPS requirements, particularly in the private sector in Benin	Benin	Benin Chamber of Commerce	Sep-08	Feb-11	\$402,965
STDF 134	Capacity building to improve fish trade performance of selected West African countries	Improve knowledge and awareness of SPS issues in the fisheries sector in five West African countries	Benin, Mauritania, Senegal, Sierra Leone and The Gambia	FAO	Jun-08	Mar-10	\$523,840
STDF 146	Strengthening phytosanitary controls in Mali (with a focus on mango exports)	Expand international market access for fresh produce from Mali through improved phytosanitary control capacity. Project based on IF DTIS	Mali	Ministry of Trade (IF management unit) and FAO	Jan-07	Feb-10	\$560,304
STDF 170	Strengthening the capacity of government SPS officials in Nepal	Train government officials on implementation of SPS measures. Project based on IF DTIS	Nepal	FAO	Apr-08	Mar-10	\$389,648
STDF 171	Centre of Phytosanitary Excellence (COPE)	Build phytosanitary capacity and increase market access through the establishment of an East African Phytosanitary Centre	Kenya and East Africa	CABI (Centre for Agricultural Bioscience International)	May-08	May-10	\$763,880

<b>Ref. No.</b>	<b>Title</b>	<b>Objective</b>	<b>Beneficiary</b>	<b>Implementing entity/person</b>	<b>Start Date</b>	<b>End Date</b>	<b>Budget (US\$)</b>
STDF 230	Establishment of Pest Free Areas for Lethal Yellowing Disease (LYD) in Coconuts in Mozambique	Build phytosanitary capacity to implement international standards to manage LYD in palms and thereby expand market access for coconuts	Mozambique	FAO	Jul-09	Feb-11	\$365,711
STDF 238	Development of accredited HACCP certification schemes for processed food products	Implement accredited inspection and certificates for Good Manufacturing Practices and HACCP recognized by the competent authorities	Guatemala	AGEXPORT	Feb-10	Jan-11	\$422,118
STDF 246	Development of SPS Action Plan for Cambodia	Identify actions to be taken to enhance the SPS system in Cambodia	Cambodia	FAO	Apr-09	Apr-10	\$199,360
STDF 255	Regional initiative on the fight against fruit flies in West Africa	Conduct tests in pilot mango orchards using different fruit fly control and other Integrated Pest Management techniques to monitor and control fruit fly populations in 8 pilot countries	Benin, Burkina Faso, Ghana, Guinea, Ivory Coast, Mali, Senegal, The Gambia.	CIRAD (Centre de Coopération Internationale en Recherche Agronomique pour le Développement )	Apr-09	Mar-10	\$313,220
STDF 287	Information sharing initiative on the actions to control fruit flies in Sub-Saharan Africa (SSA)	Facilitate the publication of a newsletter on fruit fly control in SSA which will feature on-going initiatives and inform about technical advances in the area	Sub-Saharan Africa	COLEACP (Comité de Liaison Europe-Afrique-Caraïbes-Pacifique pour la Promotion des Exportations horticoles ACP)	Jun-09	Apr-11	\$82,800