Growers and exporters from ACP countries have made remarkable achievements towards compliance with European market requirements in the recent past. Yet much more remains to be done. From PIP’s perspective, one way to ensure this is to establish national Task Forces that create a platform where public and private sector stakeholders meet to discuss ways to establish a strategy and national policy favourable to growth in the sector. These need not be new structures, but may build upon existing forums. For example, the Kenya Task Force developed from a multi-stakeholder committee established to tackle compliance with MRLs.

Task Forces can be instrumental in developing the ACP horticultural export sector by:

• Promoting and enhancing public-private dialogue whereby growers let the public sector know what they need, and receive feedback from policy-makers who in turn can facilitate legislation and regulations that will provide an enabling environment for growth.

• Creating a forum for discussion and exchange, allowing industry players to share their knowledge, develop strategies, and implement actions based on consultation and consensus.

• Acting as a lobbying group at the national and international level, notably on trade-related issues and multilateral negotiations.

• Forming a network of national Task Forces to address issues of common interest at the regional and global level.

PIP has been central in establishing and strengthening ACP Task Forces. Where they exist, constructive dialogue and joint planning between the public and private sector are very evident. For this reason, I wish to encourage countries that have not yet created a Task Force to consider doing so.

Hasit Shah
COLEACP Director – Task Force Strategy
Coleacp-PIP submits its list of Import Tolerance applications to the Commission

As part of its preparation of reference crop protocols, PIP has carried out a field trial programme over the course of the last two years for validation purposes. Using the results of the trials in addition to residue monitoring, PIP was able to identify the “crop-active substance” pairs that required the preparation of Import Tolerance (IT) applications for authorisation to exceed existing European Maximum Residue Limits (MRLs) or the Limit of Quantification (LOQ) where no European MRL exists.

To date, around 40 combinations on green beans, papaya, mango, okra and pineapple require an IT application. In close collaboration with pesticides manufacturers, PIP has taken steps to collect and prepare the applications for submission to the Commission.

It recently submitted to the European Commission’s DG Health and Consumer Protection (DG SANCO) the full list of IT application files and the related technical data. A set of arguments in support of extrapolation from green beans to okra was also submitted with the list of IT applications. The list was presented to the 25 Member States at the meeting of the Standing Committee on the Food chain and Animal Health, on 14 and 15 June in Brussels. In the coming months, DG SANCO will collect the experts’ comments and, for applications requiring no additional data, draw up a document that will be put to the vote of Member State representatives in October 2005 within the framework of the Standing Committee.

In parallel, PIP plans to submit individual applications to the rapporteur Member States. Indeed, as long as the new Regulation 396/2005 has not come into effect, PIP can still request Member States to set national MRLs which will become temporary harmonised MRLs at European level when the procedure for the harmonisation of national MRLs begun by DG SANCO will be finalised. An initial application for Dow’s methoxyfenozide has been submitted to the Pesticides Safety Directorate in the United Kingdom.

Coleacp/PIP signs an agreement with Nippon-Soda

Coleacp/PIP signed in May 2005 a partnership agreement with the pesticides manufacturer Nippon-Soda for the preparation of Import Tolerance application files for three products (thiophanate-methyl, acetamiprid and hexythiazox).

PIP now has agreements with most of the major manufacturers of plant protection products. It had earlier signed cooperation agreements with BASF, Bayer, Syngenta, DuPont de Nemours, Dow Agrosciences, Calliope and CropLife International.

Useful sites and links:

CariPestNet: helping to fight pests in the Caribbean

CariPestNet is an e-mail network that assists people of the Caribbean sub-region in obtaining rapid advice and information on the identification and management of plant pests. The network links the sub-region with taxonomists and plant protection specialists from around the world. The service is free of charge to members of the network.

http://www.caripestnet.org/

Diary

5-7 September 2005
Dubai, United Arab Emirates: organised by Eurofruit Magazine, “The Middle East Congress” is a conference and networking event for the global fresh produce business sector in the Middle East.
For more information: http://www.mideastcongress.com/

12-14 September 2005
Rotterdam, The Netherlands: “AGF Totaal 2005” is an international fruit and vegetable trade fair.
For more information: http://www.agftotaal.nl/en.php

8-12 October 2005
Cologne, Germany: ANUGA 2005 is a trade fair for the food and drinks sector.
For more information: http://www.anuga.com/

17-19 October 2005
For more information: http://www.eurep.org/Languages/English/news/183.html
The European Union defines specific food safety and phytosanitary standards for all types of food, whether produced on its territory or imported from third countries. Naturally the ACP fruit and vegetable export sector is obliged to abide by these rules. In that context, ACP private operators and the public sector have to work together to develop strategies enabling them to take up current and future challenges. With that aim in mind, PIP supports the creation of Task Forces as structures for private-public dialogue.

Changing food safety requirements on the European and global market make it increasingly difficult for ACP fresh fruit and vegetables exporters to come up with personalised responses to the different challenges they face. The coordinated intervention of the public and private sectors is therefore increasingly crucial. To promote and enhance public-private dialogue, PIP is currently investing considerable efforts, as part of its Local Capacity Building drive, to set up and develop Task Forces in ACP States.

To date, nine national Task Forces have been created, six in West and Central Africa, namely Senegal, Ghana, Burkina Faso, Mali, Guinea and Cameroon; two in East Africa, namely Kenya and Uganda; and one in the Caribbean.

Sharing knowledge and developing joint strategies

The Task Forces are permanent dialogue and working groups, which bring together the private- and public-sector players active in the fruit and vegetable sector. These include production companies, professional organisations, laboratories, legislative and monitoring bodies. They serve as forums for discussion and exchange, enabling members to share their knowledge with a view to developing strategies and implementing actions based on consultation and consistency.

Companies can use these structures to let the public sector know their needs and the actions they think should be taken. These structures allow the public sector to get first-hand information from private operators and to receive some feedback from them on policies that have been implemented and measures being considered. A well structured and active Task Force can act as a lobbying group with national authorities as well as with national and international fund donors on a variety of SPS (sanitary and phytosanitary) and trade issues. In time, the national Task Forces could create structures at regional level that would have real powers of representation and negotiation for issues of common interest, especially on technical and trade matters. These regional Task Forces could then be grouped into a central structure for representation on important export markets.

One can clearly see that Task Forces play a very important role and that their potential for action is immense. That is why PIP carried out over the last few months an analysis of Task Force experiences and difficulties. The evaluation gave rise to a reference paper entitled "Guidelines for the Implementation and Functioning of Task Forces", which presents PIP’s broad recommendations for setting up and managing a Task Force (available on the PIP website).

There is no standard profile of a Task Force, each has to be adapted to the context, structures and strategies of the country’s fruit and vegetable sector. On the other hand, there are what can be called “keys to success” which are reflected in certain ground rules to be observed, particularly as regards the make-up and representation of the structure as well as its group work and long-term sustainability.

Continued on page 4 →
Evolving and embracing the new food safety requirements

The first Task Forces were put in place with the support of PIP in response to the requirements of regulations on traceability and food safety, especially as regards to Maximum Residue Limits for Pesticides. On 1 January 2006 a new European Union “Feed and Food” regulation (882/2004) will enter into force, introducing official controls on feed and food. This new law will have the greatest repercussions on the fruit and vegetable sector as a whole, which needs to start preparing for it without delay.

Under the new Regulation, the European Commission will be able to request that all third countries wishing to export food to the EU provide all relevant information on the general organisation and management of food safety control systems applied by the competent national authorities. Export countries will therefore have to be able to guarantee that products destined for the European market meet the standards laid down in EU legislation or equivalent standards. This implies (particularly in ACP States) the existence of public control systems with operational inspection services. Certain tasks of these public inspection services may be delegated to the private sector.

What support does PIP provide to the Task Forces?

PIP supports Task Forces not only in their start-up and development phases but also with the implementation of their action plans.

In the start-up phase, PIP offers a strategic information and analysis module explaining how to comply with the European regulation standards, the challenges for the sector and the management of a Task Force.

In the development phase, the idea is to identify challenges and enable operators to develop a strategy for the structure. This means that a permanent dialogue needs to be instituted between the structure’s different parties. To nurture this dialogue the members of the Task Force will necessarily need to be kept informed. To do so PIP provides the Task Forces with a person or structure whose role is, on the one hand, to research and gather information, process and disseminate it, and on the other hand, to train the Task Force Executive Secretary and certain members likely to assume information and communication responsibilities. The information expert will have specific tools at his or her disposal for this purpose. These include various digital media specially developed to include most of the training and information documentation produced by PIP which cover crop protocols, training modules, databases on pesticides, PIP Info and PIP Magazine, etc.

Lastly, depending on the specific characteristics of each Task Force, PIP can consider making a financial contribution which may be used by the Executive Secretary to purchase communication equipment, carry out one-off studies, organise local events and so on.

It is vital that in time Task Forces prove that they are capable of functioning without PIP financial support.

In this context, the Task Forces can represent an initial point of response to the challenges of the Feed & Food Regulation.

The COLEACP network, a privileged partner for Task Forces

COLEACP has long advocated the benefits of dialogue geared towards constructive action between ACP and EU operators, both public and private. It intends to foster a sustainable dialogue at the Task Force level through such actions as:

- the sharing of analyses of regulatory and trade developments at international level, the review of their foreseeable impact, particularly on the most vulnerable actors (small businesses, small producers). This is already being done with the new European Regulation on official controls on foodstuffs which will enter into force in January 2006;

- know-how exchanges at intra- and inter-regional levels, by prompting Task Forces to analyse the experiences of other members of the COLEACP network;

- a review of the possibilities offered by the COLEACP network to provide support for the action of professional organisations and ACP service providers whose capacities have been built up by PIP. The common goal is to create a sustainable and expanded scope of action covered by local support systems, over and above themes such as food safety and traceability;

- support for the harmonisation of clear and constructive positions in the ACP/EU network. It would be worthwhile to link the initiatives of the different Task Forces with one another and with those of COLEACP, an organisation which has extensive experience in ACP/EU institutional relations.

The main originality of the COLEACP network is to associate operators from the South (producers, exporters, professional associations and service providers) with those from the North (importers and professional associations). It is therefore in a strong position to act as a privileged partner to the Task Forces and to contribute on a sustainable basis to their organisation and management, to facilitate their direct representation with international bodies and to strengthen jointly the process of promoting the interests of the ACP/EU network.

Catherine Guichard
Delegate-General COLEACP
“The Task Forces are ideally placed to be the conduits and facilitators for discussion between the public and the private sectors”

Mr. Paul Mandl is negotiation expert at the Project Management Unit (PMU) of the EU-funded project called “Capacity building in support of the preparation of Economic Partnership Agreements (EPA)”.

Are Sanitary and Phyto-sanitary (SPS) Measures an important chapter of the on-going negotiations on the Economic Partnership Agreements (EPA) and why?

SPS issues are an extremely important chapter. In general ACP countries do not have the capacity to meet the increasingly technical and sophisticated SPS requirements of the EU and this is now widely recognised as a key element in restricting growth of exports to the EU.

Consequently unless adequate capacity building occurs rapidly many ACP countries will find exports to the EU reducing due to their inability to meet SPS requirements.

ACP countries can get prepared to implement them by identifying what are the inadequacies in the public and private sectors that need to be remedied to enable SPS measures to be met. This needs to be based on both a national and regional approach as some SPS mechanisms such as reference laboratories may be more cost effective at a regional level.

In your opinion, which role could the Task Forces of the horticultural sector play in ongoing trade negotiations? And in the implementation of Sanitary and Phyto-sanitary (SPS) Measures?

The Task Forces could make an important contribution by identifying the capacity deficiencies that exist in the ability of the sector to meet MRLs, eg. sufficient numerical and technically qualified testing and certifying facilities. They should also identify the sub sectors likely to be hit hardest by the ongoing withdrawal of pesticides under the EU MRL Review programme.

This data should form an essential element in prioritising the capacity building action plan and also could be the entry point for any social/developmental aspects that should be included in the negotiations generally, given the importance of the horticultural sector to small growers who make up a large part of ACP employment and export sector participants. It will be necessary to ensure that entire new bodies are not unnecessarily created together with burdensome bureaucratic practices over and above what is actually required.

The Task Forces should also have an input to the wider issues of how Cotonou will impact the private sector and how the increasing level of SPS measures is affecting the private sector’s ability to develop strong sectors that can move up the value chain and compete effectively with European competitors.

The horticulture industry must ensure the long-term viability of Task Forces

For the ACP Group of States Secretariat, the Task Forces are the bodies best suited to develop guidelines for actions in support of the fruit and vegetable sector, a sector which is often vital to the economy. When the harmonisation of policies between countries is well under way Task Forces may even play a role at regional level. When established these forums of dialogue can also become the proper conduit for private operators to air their concerns so that they may be taken into account when policies affecting their sector are being drawn up.

The creation of Task Forces in the horticulture sector concretises the quest to build an operational forum where a strategy for the sector can be worked out. Requests for financial support or technical assistance can thus be taken into account while satisfying the common aspirations of prosperity of the entire sector as a whole. It is recognised that the effectiveness of these collaborative efforts – the creation of Task Forces – can only prevail if they are backed by the PIP Programme. It is nonetheless vital that all participants implicated in the forum be convinced of Task Forces’ usefulness and assume the responsibility of ensuring their long-term viability beyond the PIP’s Programme ad hoc support.

While the utility of Task Forces is widely recognised it is important that special consideration be made at the time the decision to create Task Forces is taken for countries with low exports levels. This consideration is especially important for the PIP Programme since its mission is to help ACP countries build up their capacity and develop the export potential of their fresh fruit and vegetable sectors.

Viwanou Gnassounou
ACP Secretariat – Expert Economic and trade issues
Interceptions represent less than 0.05% of total export consignments from Kenya. Nevertheless, the Kenyan Task Force takes the issue seriously. The first issue to address is to inform the industry about the reasons behind interceptions. The chairmanship of Kephis (Kenya Plant Health Inspectorate Service) since the creation of the Task Force in 2002 is especially important in this respect.

“Kephis has a central role in co-ordinating the players in the horticulture sector to protect the industry from factors that may destroy the gains it has made over the years, especially regarding threats to interceptions in EU markets related to exceeded MRLs or incidences of harmful micro-organisms,” says Joseph Kigamwa, Secretary of the Kenyan Task Force. This role was reinforced since Kephis became an official World Trade Organisation (WTO) enquiry point for sanitary and phytosanitary issues (SPS) thus providing the sector with valuable up-to-date information on these issues.

It is perhaps too early to measure the full impact of the Task Force’s work, but in the short time it has been operating it has already contributed to raising awareness among producers and exporters on SPS and other food safety issues as well as reducing the sometimes hostile relationship between some players in the sector. In April 2005 the chairman of the Task Force, Dr Chagema Kedera of Kephis, announced at a monthly meeting that the Agriculture Export Produce Act (Cap 319) had been submitted to the Ministry of Agriculture. When it comes into force this act would give the Task Force a legal entity and set minimum standards for the export of horticulture produce and thus greatly enhance the Task Force’s standing and on-going work.

Many members of the Task Force agree that an almost zero interception rate is highly desirable. The challenge is of size. It not only requires greater control measures but also supposes greater compliance of regulatory requirements on traceability, Maximum Residue Levels (MRLs) and harmful organisms as well as greater compliance with commercial standards such as Eurep. Such issues are of great concern to the Task Force and are currently been tackled.

Exports of horticulture produce from Kenya are growing very rapidly. In 2004 they totalled 166,000 tonnes worth €340 million. Maintaining high growth rates is fundamental for the Kenya Task Force. Its role as a unifying force is central. “We will need to keep the players in the industry united and resolve the problems that have been identified,” says Mr Kigamwa. “We will also have to reinvent the taskforce to meet the challenges that affect the horticulture industry.”

The Kenyan National Task Force on Horticulture has a fundamental mission. Its role is to uphold and enhance the image of the Kenyan horticulture industry abroad. Indeed, image is very important to producers and exporters since they rely on the good name of Kenya as a source of quality produce to sell their fruit and vegetables on international markets. The interception by EU authorities of just one load of passion fruit because of high fungicide residues can negatively affect the image of the Kenyan horticulture industry as a whole.

The Kenyan National Task Force: facing the challenges together

EU regulations on Maximum Residue Levels (MRLs) and Sanitary and Phyto-Sanitary (SPS) measures make it essential for private and public sector stakeholders in the Kenyan horticultural sector to work together. In 2002 the Ministry of Agriculture set up a National MRL Steering Committee as a forum to address the challenges faced by the horticultural industry. The committee was renamed National Task Force on Horticulture in 2004 to reflect its broadened remit and membership. The Task Force’s mandate is to ensure that Kenya’s horticultural produce complies with EU regulatory and market requirements, particularly as regards traceability and SPS issues. Its underlying concern is to maintain Kenya’s reputation as a leading grower and exporter of horticultural produce.

The Task Force’s membership consists of government ministries, intermediary organisations, exporters, producers, service providers, and pesticide manufacturers. Within its first three years of operation the Task Force has become the meeting point where all stakeholders consult each other and address issues that are crucial to the survival of the industry. Regular meetings have fostered a collaborative approach and a common understanding of market and regulatory requirements. Task Force members usually meet on a monthly basis.

The Pesticides Initiative Programme (PIP) was instrumental in setting up the Kenya Task Force. PIP provided logistic support and expertise to get things up and running. The operation of the permanent secretariat set up in March 2005 and headed by Mr Joseph Kigamwa is made possible thanks to PIP funds. Funds from other donors will be solicited when the need to tackle specific problems is identified.
Cameroun comes second only to Côte d’Ivoire as the biggest ACP supplier of fresh fruit and vegetables to the European Union: it ships around 300 000 tonnes a year, by air and by sea, to European markets. While bananas make up the bulk of these exports (98%), pineapple is also important.

The pineapple sector is important in Cameroun in terms of activity, even if it is less visible as far as large exports are concerned: 3 500 tonnes a year are exported to Europe, accounting for less than 10% of total production. One of the distinctive characteristics of the sector in Cameroun is its development in the early 1990s of organic pineapple production. Jean-Pierre Imele, Director of Biotropical Agriculture Development Company (BADC), is a pioneer of organic farming in Africa: “I was the first to launch the concept of organic tropical fruit, at a time when no one had heard of it. I started up my project in 1989.”

Today, BADC has some 60 permanent staff and is one of Cameroun’s leading fresh produce exporters: its annual exports amount to nearly 1 000 tonnes of pineapple, mango, papaya and bananas, with pineapple making up 60% of the total. BADC has its own production sites, but to supplement the range of produce and volumes, it works with numerous planters throughout the country. These independent producers are given support and are trained in organic production by BADC. “Achieving satisfactory results in terms of quality takes considerable organisational efforts and resources for training growers in production techniques”, explains Jean-Pierre Imele.

The fruit and vegetables sector in Cameroun

In 2003, Cameroun’s exports to the EU consisted mainly of bananas (293 000 tonnes), pineapple (3 500 tonnes), mango (113 tonnes) and papaya (27 tonnes). The country is the third biggest ACP exporter of pineapple (smooth Cayenne) to Europe, ranking behind Côte d’Ivoire and Ghana. It supplies mostly the French and Belgian markets, essentially by air.

The great majority of Cameroun’s 3 500 or so pineapple producers are small planters. Production sites are located mainly in the province of Littoral, which benefits from the proximity of the main loading points, i.e. the Douala port and airport.

AGROCOM is the only inter-branch structure for the entire fruit and vegetable sector, in which the pineapple business is important. The organisation intervenes in training and keeping operators informed. “Technical support clubs”, such as CETAM and CETAC, have also been set up on the initiative of producers’ associations. They receive support from the national government.

Traceability in organic farming: a clear lead

To export products labelled “organic” to the EU, ACP companies are obliged to comply with the Regulation on organic production of agricultural products (Regulation (EEC) 2092/91). That text lays down strict obligations, particularly on traceability (seed, inputs and so on). “It’s not always easy when you work with a lot of small producers, as I do”, explains Jean-Pierre Imele. With PIP’s help, BADC is improving its traceability procedures and has switched from a paper-based system to a computerised system based on bar codes.

In 2001, the firm had more than its share of problems, due to the EU prohibition on the use of ethylene and calcium carbide to induce flowering in organic production. “That cost us a large part of our market and our turnover for pineapple exports to the EU”, recalls Jean-Pierre Imele. The use of ethylene makes it possible to induce flowering during seasons when it does not occur naturally, making production more consistent and thus rationalising harvests. Studies are currently under way with PIP to find alternatives and to convince the EU to revise its position, notably by developing ethylene application methods accessible to all producers, including small planters.

PIP in Cameroun

PIP experts have carried out a dozen or so missions to Cameroun since the start of the programme. To date, three firms producing conventional and organic pineapple have signed a memorandum of agreement with COLEACP/PIP: GIC-Exotropic, BADC and UNAPAC, which account for a little more than half of all exports (excluding bananas). The action plans of these companies focus on the introduction of traceability systems. An important initiative is also under way with these firms for the establishment of production protocols that comply with MRLs, particularly in organic farming (BADC). In 2005, group training sessions are being held in Cameroun for quality and traceability managers (June) and station heads (July).

PIP also provides support for public assistance structures (particularly AGROCOM and CETAM), and private structures.

Finally, a Task Force has been set up with the support of the programme. It is working in particular on the problems of small producers.
UNAPAC: producers rise to the challenge of quality

Based in southwest Cameroun, Unité Agropesatorale du Cameroun (UNAPAC) is a grouping of some 30 pineapple producers. It works with around 20 small independent planters. Operating on the model of a co-operative, UNAPAC packs and markets fruit produced in the area around Loum. In 2004, it exported some 400 tonnes of pineapple to European markets.

In Nlohe, a small village around 100 kilometres from Douala, the hub of Cameroun’s economy, young people are hard at work in the pineapple fields. Some carry sprayers on their back, others have knives in hand. The workers of the Groupement d’Initiative commune Unité Agropesatorale du Cameroun (GIC-UNAPAC) have reached the final stage of the cultivation and harvesting of green pineapple. “They ripen the pineapples with Ethrel, a product that turns the pineapples yellow, since European consumers appreciate yellow fruit”, explains Jean-Marie Sop, of GIC-UNAPAC. The pineapple ripening process is extremely important and delicate. There is a maximum residue limit for ethephon (the active substance in Ethrel), set by the EU at 2 mg/kg, which producers cannot exceed. Jean-Marie Sop, supported by Aloysius Nyumen, another influential member of the GIC, explains: “Our employees don’t always have suitable protective gear and our members don’t have enough training to respond to the requirements of the European market.” This realisation prompted UNAPAC to apply for PIP support to improve their methods of managing sanitary quality. A quality diagnostic audit was carried out early in 2005.

At GIC-UNAPAC farms, all plots are labelled. Jean Djomo, one of the 36 group members, explains: “The labels identify the crops and the products that will be harvested. The idea is to keep track of all information on our pineapple production process, including all the inputs used.” Traceability is another area where UNAPAC hopes to make progress with PIP support. In time it would like to switch to a computerised system. The company bought a computer this year with that aim in mind.

Costly air freight

Eighty percent of UNAPAC’s production is shipped fresh by air. “Air freight is very expensive. It costs between 550,000 and 620,000 CFA francs (€837 to 943) to ship a tonne of pineapple, which we sell for between €1,300 and €1,800. And the interest rates charged by banks are prohibitive (23%).” In 2004, GIC-UNAPAC delivered an average of five tonnes a week to Europe. Orders and intended orders are considerably higher (around 60 tonnes a week), but UNAPAC cannot fill them due to its limited production capacity and air freight constraints.

Even in the face of all these challenges, though, Cameroun’s pineapple planters are not losing heart. “In spite of these day-to-day problems, we are still hopeful. With annual production of some 15 tonnes, I have gross earnings of 3.5 million CFA francs (€5,335), which is not so bad”, observes Jean Djomo.

With Denis Nkwebo in Cameroun

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