

STDF PROJECT PREPARATION GRANT (PPG)

APPLICATION FORM

The Standards and Trade Development Facility (STDF) provides Project Preparation Grants (PPGs), up to a maximum of US\$50,000, for the following purposes (or a combination thereof):

- application of SPS-related capacity evaluation and prioritization tools;
- preparation of feasibility studies that may precede project development to assess the potential impact and economic viability of proposals in terms of their expected costs and benefits; and/or
- preparation of projects proposals that promote compliance with international SPS requirements, for funding by the STDF or other donors.

Applications that meet the STDF's eligibility criteria are considered by the STDF Working Group, which makes the final decision on funding requests. Complete details on eligibility criteria and other requirements are available in the *Guidance Note for Applicants* on the STDF website (www.standardsfacility.org). Please read the *Guidance Note* before completing this form. Completed applications should be sent by email (as Word documents) to STDFSecretariat@wto.org.

“Integrating SPS in Sierra Leone: a whole chain approach to developing the National Food Safety Management systems’

PPG Title	"Integrating SPS in Sierra Leone: a whole chain approach to developing the National Food Safety Management System" MTF/SIL/043/STF
Budget requested from STDF	39,374
Budget Contribution from SLSB	2,500
Full name and contact details of the requesting organization(s)	Sierra Leone Standards Bureau (SLSB) Ministry Trade and Industry Wahman Abu Compound Kelsey Road E-mail: jamessaiodumbuya@yahoo.com ; Tel:00232 78334134
Full name and contact details of contact person for follow-up	<u>PROJECT CONTACT GROUP</u> 1. Ing. James S. Dumbuya Executive Director Sierra Leone Standards Bureau (SLSB) Wahman Abu Compound, Kelsey Road E-mail: jamessaiodumbuya@yahoo.com ; Tel:00232 78334134 2. Prof. Kevin J. Kane: PhD HACCP- Professor & Expert in HACCP, Salford Business School, Room 601, Maxwell Building University of Salford, Salford,

	<p>Manchester, M5 4WT, UK, E-mail: kkhaccp@yahoo.co.uk; Tel. 00 44 (0)161 295 2239</p> <p>3. Prof. Ernest T. Ndomahina: PhD-Professor & Expert in Fishery Science & Technology Director/Marine Consultant Institute of Marine Biology and Oceanography (IMBO), Fourah Bay College (FBC), University of Sierra Leone (USL), Freetown, Sierra Leone E-mail: ernest_ndomahina@yahoo.co.uk; Tel: 00232 76613980.</p> <p>4. Dr. Mohamed Sheriff: PhD HACCP & MSc HACCP (UK), Mphil. Edu & BSc Chem/Bio (USL) Food Safety and Quality Control Officer (United Nations), Technical Adviser (Sierra Leone Standards Bureau-SLSB), E-mail: mifsheriff@live.com; Tel: +254 717 383 417/+201148478551</p>
--	--

I. BACKGROUND AND RATIONALE

1. What is the purpose of this PPG? Explain whether it is requested to: (i) apply an SPS-related capacity evaluation or prioritization tool;(ii) prepare a feasibility study (prior to project development) to assess the potential impact and economic viability of proposals in terms of their expected costs and benefits; and/or (iii) prepare a project proposal for consideration by the STDF or other donors?

This application is to prepare a project proposal for consideration by the STDF (iii).

Sierra Leone (SL) has fertile and productive land and sea, yet its people go hungry and foreign markets remain closed to its abundant fish and agricultural produce, starving the country of overseas earnings which would do much to relieve poverty and encourage economic growth.

Access to international markets for agriculture and fishery products depend on complying with SPS-related international standards and on gaining the trust and confidence of international partners in Sierra Leone's policy making, regulatory abilities, methods and procedures for organising its national food safety management system.

This PPG is for the purpose of preparing a project proposal to assess the status of SL's national food safety management system – including its capabilities in producing appropriate regulation; the activities and needs of its enforcement organisation, management and controls; and the needs of its commercial operators who have to comply with SPS regulatory and enforcement requirements. This PPG will also make recommendations for actions to overcome the deficiencies in its food safety management systems and controls taking careful note of the issues of sustainability and of the difficulties previous projects and interventions have incurred.

The project report that is one of the deliverables of this PPG will act to guide the changes needed to ensure an effective national food safety system that is capable to comply with international SPS requirements.

The relative proximity of SL to overseas markets, the potential productive capacity of its agriculture and fishery assets, its excellent harbour facilities, capable and under-employed workforce, and, not least, its political willingness to develop the human and physical infrastructure necessary for an effectively functioning economy, represent a major opportunity to become a successful, productive and prosperous nation. It has the ability to become a keystone in the growth and development of the Economic Community of West African States (ECOWAS) countries.

However, SL is currently achieving only sub-optimal economic and regulatory performance and consequently lags other sub-Saharan nations in economic growth and as a result has consistently ranked at the bottom of the UN Human Development Index.

Background

SL's Poverty Reduction Strategy Programme (PRSP), has identified the development of agribusiness and fisheries as a strategic priority because of the potential they represent for improving food security, developing trade, creating foreign revenue generation, and national wealth creation as a means of reducing the national dependence on foreign aid.

Agriculture/fisheries is the largest economic sector in SL. About 60% of the population depend on agriculture and fisheries for their livelihood and the sector is responsible for almost half of national GDP. There is the potential for large scale expansion of agricultural production for foreign trade; and the goals of national economic growth and poverty reduction will be facilitated if international SPS standards are achieved.

In the area of fisheries, the strategy focuses on activities that facilitate the lifting of the ban on fish exports to EU and other developed markets. In terms of agricultural production, the

strategy will be on improving access to markets through increasing regulatory and customer confidence through achieving SPS standards.

The enactment of the Sierra Leone Standards Bureau (SLSB) by Act No2 of 1999, began the process of developing the necessary infrastructure for coordinating the development of national standards and harmonising with regional and international standards with those of the developed countries and ECOWAS. SLSB also has a mutual recognition agreement with Africa Regional Organisation for Standardization (ARSO), but as the country seeks to expand and diversify its agricultural and fishery products exports, it has to deal increasingly with SPS requirements imposed by trading partners

The SLSB has a leading role in developing, promulgating, implementing and coordinating the country's standards and trade related policies under the Ministry of Trade and Industry (MTI). Bilateral and multi-lateral organizations and non-governmental organizations provide technical input into standards activities and trade policy development through the SLSB via the MTI.

SL has the goal of achieving access to developed markets and to achieve this goal it will be necessary to streamline and harmonize the activities of its various governmental institutions and so integrate SPS requirements more effectively. It is on the basis of this goal that SL is seeking for the financial and technical support of STDF, to develop a full project proposal on **“Integrating SPS in Sierra Leone: a whole chain approach to developing the National Food Safety Management System”**

The purpose of this PPG is to achieve the following targeted objectives:

1. **Assess the present national food safety management system – including legislation, regulation, enforcement and compliance organizational structures, processes and outcomes with particular focus on previous internationally funded activities.**
 2. **Develop and draft a project proposal to help improve and strengthen institutional coordination mechanisms and national food safety management systems. The proposal may include, *inter alia*, the development of plans for institutional capacity building and/or the formulation of action plans for support structures and processes to facilitate intra-governmental organizational performance.**
2. **Explain the key SPS problems and/or opportunities to be addressed. Clarify why these issues are important, with attention to market access and poverty reduction. Describe, if relevant, how these issues relate to SPS priorities in the Enhanced Integrated Framework's Diagnostic Trade Integration Studies (DTIS), the findings of SPS-related capacity evaluations, national poverty reduction strategies, sector development strategies or policies, etc. See Qn. 7. (b) – (d) of the Guidance Note.**

The SPS Situation in Sierra Leone

SL has considerable agricultural and fishery resources and needs the foreign exchange that trading these products internationally would deliver; but, the current national food safety management system does not achieve international standards and this acts as a brake on the export of agricultural and fishery products. Access to markets in the short term; and the

development of sustained demand for agricultural and fishery products in the longer term will be achieved only by building the trust and confidence of trading partners in the management and control of the SL food safety management system. The key step to building this confidence is the achievement of food safety standards – hence the requirement for this PPG.

The Diagnostic Trade Integration Study (DTIS) carried out from 2005 to 2006 under the WTO Integrated Framework for Technical Assistance (IF) identified as a priority objective the integration of SL's economy into regional and global markets. DTIS recommended a series of actions needed to be taken in order to enhance food export capacity. Achieving the successful and sustainable implementation of the DTIS recommendations will require an effective SPS integration strategy. In practical terms, this must involve streamlining and harmonizing the national food control system; and the mapping of current development needs and priorities within a clear strategic plan.

SPS Priorities in Sierra Leone

The Diagnostic Trade Integration Study (DTIS) conducted through the Integrated Framework of WTO for Sierra Leone identified the food sector as an area that requires technical assistance in order to progress trade at national, regional and international levels. It has been estimated that the national revenue accruing from the agricultural and fisheries sectors is far less than that the sector could actually provide due to the lack of appropriate infrastructure, human expertise in food safety and efficient management and administration. As a consequence of the lack of adequate SPS infrastructure, most of the foreign exchange revenues which previously had accrued nationally from agriculture and fisheries have been lost. As a consequence, Sierra Leone has been obliged to accept the reduced returns that accrue from license fees instead of processing and exporting its own resources; farmers have been under-producing due to a lack of financial incentives; and little of what is exported has much in the way of local additional 'value added'.

The West Africa Quality Programme (WAQP) framework, DTIS, and SPS case study on Sierra Leone identifies systemic problems responsible for non-compliance with SPS standards in the country. Ensuring compliance with SPS requirements in Sierra Leone is a complex and multifaceted problem with many aspects that have to be tackled in a holistic manner.

Overview and Significance of Key SPS Issues for this PPG

A sound food safety control system in Sierra Leone will instill confidence among trading partners, stimulate the country's economic growth and help in alleviating poverty among the population. Access of the country's agricultural and fishery products to food export markets depends to a large extent on the capacity of the national food safety management system to meet the regulatory requirements of importing countries, especially developed nations. Similarly, establishing continuous and sustainable demand for agricultural and fishery products in international markets relies on guaranteeing the trust and confidence of consumers and importing countries as a whole in the integrity of the national food safety management system of the exporting country. Agriculture and fishery products being the heart of the national economy, food safety measures in compliance with SPS requirements are indispensable.

3. Which government agencies, private sector, academic or other organizations support this PPG request? Letters of support from each of these organizations would be advantageous (Appendix 1). See Qn. 7. (e) of the Guidance Note.

This PPG request is supported by key stakeholders from the public and private sectors including:

- i. Sierra Leone Standards Bureau – SLSB
- ii. Ministry of Trade and Industry (MTI)
- iii. Ministry of Agriculture, Forestry and Food Security
- iv. Sierra Leone Chamber of Commerce, Industry and Agriculture (Private Sector);

In addition, the Institute of Marine Biology and Oceanography (IMBO), Fourah Bay College (FBC), University of Sierra Leone has agreed to actively participate in the project. The SPS and food safety responsibilities of the Ministries and Departments above are diverse, complex and shared. Resources and expertise is necessarily limited and it is apparent that the present approach has led to results that are less than the optimum. The SLSB is a key stakeholder in achieving change through this project. The SLSB is legally established by an act of Parliament - Standards Act Number 2, 1996 - which mandates the SLSB to carry out standards development functions and is the Codex Contact Point in Sierra Leone; Secretariat for National Codex Committee (NCC) and for all its Technical Committees (TCs).

4. How does this PPG complement and/or build on past, ongoing and/or planned national programmes and/or donor-supported projects? See Qn. 7. (f) of the Guidance Note.

Previous STDF activities in Sierra Leone did improve local understanding of SPS requirements. However, the capacity of enterprises in the agro-business chains, fishery sector and other food businesses, government regulatory and enforcement departments, standards and conformity assessment infrastructure are still unable to comply with the international SPS-related standards. For example, a STDF project titled "Capacity-building for improving the fish trade performance of selected African countries: Benin, Gambia, Mauritania, Senegal, Sierra Leone" (STDF/PG/134) improved local understanding of SPS and HACCP requirements. Though the project STDF/PG/134 was successful to a significant degree, only three countries (Benin, Mauritania and Senegal) obtained EU approval for the export of fishery products. Sierra Leone was not included in the list of countries eligible to export fishery products to the EU markets. In addition to the above, the Food and Veterinary Office (FVO) of the European Union (EU) inspection mission (DG (SANCO) 2009-8351-MR FINAL), found 'insufficient guarantees in terms of quality and safety of fishery products in Sierra Leone'. The final FAO report from June 2010 called for more assistance in building SL's capacity to implement regulatory food safety standards in order to facilitate access to EU and other developed markets.

Moreover, the Rural Private Sector Development project supported by the World Bank and jointly executed by the Ministries of Trade and Industry and Agriculture and Food Security, has been implemented in Sierra Leone to address SPS issues in the areas of value chain improvements for various agricultural products in a bid to improve farmers' livelihoods and income to reduce poverty and other socio-economic problems. Also, Sierra Leone has benefited from several technical assistance programmes supported by World Bank, FAO and INFOPECHE especially in the areas of strengthening capacity to facilitate agriculture and fishery products trade. Through the initiatives of Economic Community of West African State (ECOWAS), Sierra Leone has actively participated in projects funded by the US Agency for International Development (USAID) and coordinated by the West Africa Trade Hub (WATH) with the aim of harmonizing SPS issues across the sub-region. Under

this project, an assessment of SPS issues in Sierra Leone undertaken by USAID in 2006 and a West Africa Quality Programme (WAQP) implemented by ECOWAS and executed by UNIDO in 2010, revealed that the current framework for food safety controls does not meet Sierra Leone's need to protect public health and to develop economically through international trade in agriculture and fishery products. This further details the weaknesses in Sierra Leone's SPS infrastructure and institutional framework, and subsequently, recommends the strengthening and improving the institutional and human resource capacity in this area.

The Strengthening of Fisheries Products (SFP) project that was funded by the EU ended in 2010 without lifting the export ban on fisheries products due to several food safety issues. The SFP project was to specifically address certification on SPS measures for fishery exports from Sierra Leone, yet it is unable to export fishery products through the lack of acceptable international standards for food safety----the key standard being Hazard Analysis Critical Control Point (HACCP).

It can be observed that there have been attempts to address SPS issue previously. However, after the completion of several projects, there are indications that previous projects have not left much in the way of a sustainable SPS legacy in the agriculture and fishery sector in the country. **That being said, there is a firm desire by the Government of Sierra Leone to achieve SPS standards in a sustainable and effective manner**, and the newly instituted PRSP programme indicates the Government's commitment in prioritising compliance with SPS requirements.

The implementation of this potential project aims to assess the present system of national food safety management in order to diagnose the issues that are preventing the achievement of international food safety standards; develop plans for capacity building in order to overcome the problems; formulate clear actions and create a report that will act to energize and direct the actions required to achieve SPS standards. The ultimate result will be a framework for an integrated and coordinated Food Safety Management system that achieves SPS standards and thus leads to market access. This application for a STDF PPG seeks to develop an integrated national food control system, and to provide strategies for state-of-the-art approaches for the whole food chain. The target beneficiaries of this PPG are national authorities and businesses concerned with ensuring food safety.

This STDF project does not conflict or contradict the present projects being carried out by line ministries including those projects in the pipeline; rather it complements and supports these by creating the framework that will allow the agriculture sector, fishery sector, and food industries of Sierra Leone to develop sustainably, effectively and efficiently.

5. Have you discussed this PPG request – or funding for the project proposal which would result from it – with any potential donors (bilateral, multilateral, Enhanced Integrated Framework, etc.)? If so, provide details below and indicate potential sources of funding for the resulting project. See Qn. 7. (g) of the Guidance Note.

Yes, the Sierra Leone Standards Bureau (SLSB) has discussed and requested technical assistance from EU for help in the development of food safety management systems. The EU has provided modern laboratory equipments and materials for SLSB through the Economic Community for West African State (ECOWAS) food safety and quality programme, and the support will be fully utilized during the implementation of this PPG. SLSB and all line Ministries shall continue to approach other potential donors including bilateral and multilateral organisations to continue the provision of technical supports in food

safety management system as prioritised under the DTIS reports and national PRSP programmes.

II. IMPLEMENTATION & BUDGET

6. Who will take the lead in implementing this PPG? If particular national experts and/or international consultants are proposed, attach a copy of their Curriculum Vitae and record of achievements (Appendix 2). If no names are provided, the STDF will provide a shortlist of consultants if the PPG request is approved.

The STDF is requested to provide a shortlist of consultants for the project if the PPG request is approved. The selected consultant will work with the project contact group- Please see contacts (Full name and contact details of contact person for follow-up) in the table above

7. In the table below, briefly describe the main activities to be carried out under this PPG and specify who would be responsible. Provide an estimate of the budget required (e.g. for national/international expertise, travel and DSA of consultants, stakeholder meetings or workshops, general operating expenses, etc.)

Activity	From	To	Responsibility	Expected Outcome
Recruitment of International and National consultants	2 November 2013		FAO SIL	
National consultant to carry out preliminary analysis and collection of documentation under the guidance of the international consultant and FAO staff	1 November 2013	21 November	National consultant, under guidance of International consultant and FAO SIL	Documents collected and available to international consultant for analysis
International Consultant to prepare mission questionnaires, agree on mission schedule and planning	7 November	2 December		Mission support documents ready and detailed mission planning agreed with National counterparts
Mission in Sierra Leone of International consultant to perform analysis of national food control system; presentation of preliminary results to national authorities at the end of the mission	2 December	15 December	International + national consultant, national counterparts and FAO SIL	
International consultant to prepare assessment report ((home based)	15 December	15 January 2014	International + national consultant,	Draft assessment report available
National consultant to provide complementary information if needed	15 December	15 January 2014	National consultant	Complementary information available
National counterparts to review report and provide comments to International consultant;	15 January 2014	30 January 2014	National authorities, FAO SIL	Report reviewed and endorsed
International consultant to prepare logframe for STDF project	15 January 2014	10 February 2014	International consultant	Draft logframe available
National counterparts to review logframe and provide consolidated comments	10 February 2014	20 February 2014	National authorities, FAO SIL	Logframe reviewed and endorsed
International consultant to prepare project document	20 February 2014	5 March 2014	International consultant	Draft project document available
National counterparts to review draft project document and provide consolidated comments	5 March 2014	15 March 2014	National authorities, FAO SIL	Draft project document reviewed and endorsed
International consultant to finalize logframe, project document and assessment	15 March	30 March 2014	International consultant	Final logframe, project document and assessment report available

Details of Estimated Budget (US\$) for the PPG

Project Budget			
PDRF Project No./Symbol:		MTF/SIL/043/ST	
Budget Holder		F	
Name:	Gabriel Rugalema		
Org:	FAO/SIL		
Description	Account	Budget Line (for UNDP only)	Year 1
Positions			
Professional			
General Service			
Consultants			
Total:			0
Staff Years			
Professional			
General Service			
Consultants			
Total			0
Budget			
Staff Costs			
Salaries			
Professional	5300		
General Service	5500		
Total			0
Locally Recruited Labour	5660		
Total Staff Costs			0
Consultants	5570		25500
Contracts	5650		
Travel	5900		8500
Training	5920		3000
Equipment			
Expendable	6000		
Non-expendable	6100		
Total			0
General Operating Expenses	6300		2000

Chargebacks	6500		
Technical support services	6150		374
Support Costs	6130		4725
Total Budget			44099

Contribution from Sierra Leone (SLSB):

Administrative and secretarial support/ telephone/ computer and internet. Stationary, printing, materials & equipment (2 secretaries and 2 administrators per day): 1700 USD

Conference hall: 800 USD

Appendixes

Appendix 1: Letters of support from each of the organizations supporting this proposal. Please see attached copies of the support letters.

Appendix 2: Curriculum Vitae and record of achievements for any consultants proposed to implement this PPG.

The STDF is requested to provide a shortlist of consultants for the project if the PPG request is approved.