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**Mission Report:** Multi Criteria Decision Analysis (MCDA) Workshop for Prioritization of Sanitary and Phyto-Sanitary Capacity Building Options in Rwanda

1.0 Introduction

COMESA secretariat is currently implementing the SPS capacity development programme to enhance the capacity of the public and private sector institutions of Member States in order to gain and maintain regional and international market access for food and agricultural products. A key challenge for Uganda and COMESA countries in general has been establishing appropriate capacity at national level whilst harmonising SPS measures at regional level to remove SPS barriers to intra regional trade. The various government agencies and regional bodies working to bridge the SPS capacity gap are often faced with capacity building needs that often outstrip the available resources at national and regional levels. In addition, the existing capacity gaps that constitute non tariff barriers (NTBs) to intra regional trade are never very clear to the public and private sector stakeholders. As part of the efforts to establish more coherent and accountable decisions in the identification of SPS trade barriers and in the, allocation of scarce resources towards competing SPS capacity building, and regulatory reform needs, COMESA is promoting the use of an economic analysis tool (the Multi Criteria Decision Analysis Framework (MCDA) for decision making.

**Workshop Objectives**

1. To facilitate key stakeholders drawn from the public and private sectors to review preliminary information and data and identify the specific SPS issues that are constraining trade and exports and/or constituting non tariff barriers (NTBs)
2. To facilitate key stakeholders to identify specific capacity building options that will serve to address the existing SPS constraints.
3. To introduce the MCDA framework and train a core task team that will continue to apply the tool in SPS decision making
4. Participate and facilitate at the Rwanda Mycotoxin prevalence assessment workshop for the Maize and Cassava value chains.

**Workshop Participants**

Participants were drawn from Government agencies (Ministries of Trade, Rwanda Bureau of Standards, Departments of Livestock and Ministries of Agriculture) responsible for SPS matters, Land O Lakes, research centers, pesticide boards, private sector representatives from Fisheries, Dairy, Meat, Coffee, Oil seeds, and Horticulture sub sectors among others.

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**2.0 Summary of Achievements of the MCDA Workshop**

**2.1 Identification of SPS Challenges**

The workshop which was facilitated by COMESA benefited from USAID support which sponsored facilitators Messer’s Spencer Henson of the Institute of Development Studies and Mr Dermot Cassidy, a USAID contractor and SPS expert. The MCDA tool was introduced as a tool for prioritisation of SPS capacity building needs. The first exercise involved a brainstorming session where different stakeholders were requested to present SPS issues which require intervention in any of the food, plant and animal sub sectors. A pre-formatted questionnaire was handed out to each of the participants as a guide in the brainstorming process for identifying SPS capacity issues.

Among the issues identified as critical for SPS and trade included the following:- Food and mouth disease controls and hygiene controls for beef exports (EU), hygiene controls for exports of milk and dairy products (Regional markets), animal health controls for raw milk exports (Regional markets), residue monitoring for honey exports (EU), virus indexing for seed potato exports (Regional markets), pesticide residue controls for coffee exports (EU/Switzerland/USA), pesticide residue controls for tea exports (Regional – mainly Kenya. Re-exported to EU/Switzerland), aflatoxin controls for cereal exports (Regional markets), plant pest controls for fresh fruit and vegetable exports (Regional markets), plant pest controls for dried pulse exports (Regional markets), plant pest controls for fresh chilli exports (EU), hygiene controls for fresh meat exports (Regional markets).
2.2 In Depth Analysis of the SPS Options

COMESA, represented by the SPS economist Mr Daniel Njiwa, together with the USAID team of experts invested time to conduct an in depth analysis of the Rwanda SPS capacity building options as identified by the stakeholder grouping.

The team, conducted deliberated and agreed on the proposed criteria and weights by the stakeholders which would then be used for ranking of the options. Having agreed the criteria and the weighting, the group, with assistance of the Director General for the Rwanda SPS Certification Unit, Ms. Beatrice Uwumukiza and the Rwanda Agriculture Ministry’s SPS Expert; Mrs Carol Murekezi deliberated on the list of all identified options in order to determine their relevance/applicability in the sector. From a list of 26 issues as identified by the stakeholders, the small analysis team narrowed down to 12 key capacity options which would be subjected to the prioritisation process.

The team then engaged in a process of developing information cards on each of the identified capacity options for SPS. These cards recorded information on the specific costs of investment and on-going costs for the particular SPS capacity option. The cards also recorded the likely impacts of intervening in the option on trade growth, diversification or value addition, wealth creation, agricultural productivity, public health, poverty, environmental protection, vulnerable groups including impact on women and children among others.

The next step after compilation of information cards was to capture the data into the computer based [D-Sight] MCDA framework. The team then conducted a trial run of the MCDA resulting into a preliminary set of priority options for SPS as will be observed in section below.

2.3 Priority SPS Capacity Options for Rwanda

The analysis is based on a mathematical iteration of options selected by stakeholders compared to the weighted criteria such as trade growth, poverty reduction, public health, wealth creation, productivity etc in order to rank the SPS options in terms of priority.
Below is a summary of the prioritisation exercise using the Multi Criteria Decision Analysis tool in Rwanda:

### Priority SPS options for Rwanda – Baseline Model

<table>
<thead>
<tr>
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<th>SPS Options</th>
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<tbody>
<tr>
<td>1</td>
<td>Pesticide residue controls for tea exports (Regional – mainly Kenya. Re-exported to EU/Switzerland),</td>
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<tr>
<td>2</td>
<td>Pesticide residue controls for coffee exports (EU/Switzerland/USA),</td>
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<tr>
<td>3</td>
<td>Plant pest controls for fresh fruit and vegetable exports (Regional markets),</td>
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<tr>
<td>4</td>
<td>Residue monitoring for honey exports (EU),</td>
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<tr>
<td>5</td>
<td>Hygiene controls for fresh meat exports (Regional markets)</td>
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<tr>
<td>6</td>
<td>Plant pest controls for dried pulse exports (Regional markets),</td>
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<tr>
<td>7</td>
<td>Plant pest controls for fresh chilli exports (EU),</td>
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<tr>
<td>8</td>
<td>Hygiene controls for exports of milk and dairy products (Regional markets),</td>
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<tr>
<td>9</td>
<td>Animal health controls for raw milk exports (Regional markets),</td>
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<td>10</td>
<td>Aflatoxin controls for cereal exports (Regional markets),</td>
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<tr>
<td>11</td>
<td>Food and mouth disease controls and hygiene controls for beef exports (EU)</td>
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<tr>
<td>12</td>
<td>Virus indexing for seed potato exports (Regional markets)</td>
</tr>
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The workshop achieved its expected outcome by imparting know-how on the use of the MCDA by SPS authorities in prioritizing SPS capacity building options.

### 3.0 Participation in the Tripartite Technical Working Group (TWG) on NTBs: Martha Byanyima

During the same period, the COMESA SPS Expert, Ms. Martha Byanyima participated in the Tripartite TWG on NTBs and delivered a presentation on the review of SPS and TBT approaches in eleven Regional Trade Organizations (RTOS), including the ASEAN Trade in Goods Agreement (Brunei, Indonesia, Malaysia, Philippines, Singapore and Thailand, Cambodia, Laos, Myanmar and Vietnam), the EU–Chile Trade Agreement, the Singapore–Australia FTA (SAFTA) and Mercosur (Bolivia, Argentina, Brazil, Paraguay, Uruguay, and Venezuela. The purpose of her intervention was to review the impasse on the policy approaches in the SPS and TBT Annexes of the Tripartite FTA Agreement.
Achievement – as a result of COMESA’s intervention, the TWG and ultimately the TTNF agreed to align the SPS and TBT Annexes with international best practice presented in the review of Eleven RTAs.

4.0 Participation at the Mycotoxin Workshop for Maize and Cassava sectors in Rwanda

The COMESA team also attended and facilitated the workshop on mycotoxin controls for Maize and Cassava value chains in Rwanda. The Government of Rwanda requested support to assess the extent of contamination and the prevalence of mycotoxins on the maize and cassava value chains. This work is ongoing, led by IITA with support from COMESA and USAID.

At this workshop, COMESA gave a presentation on its on-going and pipeline programmes and initiatives in supporting SPS capacity development both at policy and SME levels. The presentation by COMESA focused on the regional dimension of mycotoxin control, the necessary policy and regulatory reforms that countries need to undertake and the COMESA capacity strengthening programmes under which Rwanda and other member states are benefiting.

Further to this, the COMESA team with support from USAID facilitated a cost benefit analysis for aflatoxin control options in the Maize and Cassava value chains in Rwanda. The process applied the use of the MCDA tool in identifying, prioritising SPS issues that affect the two sub sectors. The result of this analysis will be subjected to a further cost benefit analysis that is yet to be finalised. COMESA will continue to engage Rwanda to finalise the analysis and provide evidence on the most cost effective investments to include in the Agriculture Investment Plan currently under review (PSTA 3).

5.0 Meeting with the Permanents Secretary, Ministry of Agriculture and Animal resources, Republic of Rwanda

The COMESA team together with the USAID Experts and Government Officials met the Permanent Secretary of the Ministry of Agriculture and Animal Resources, Mr Ernest Ruzindaza. The following were highlights of the Meeting;

- The Permanent Secretary and his staff appreciated the MCDA as an effective planning tool and specifically requested that the tool is applied to unpack the relevant programme areas and cost priority capacity building options in the Agriculture Investment Plan (CAADP) currently under review (PSTA 3).
• The Permanent Secretary further requested COMESA support to establish a work plan for the Rwanda SPS Certification Unit.

6.0 Conclusions and Next Steps

✓ Finalise the MCDA and cost benefit analysis to provide evidence on the most cost effective mycotoxin control options for inclusion in the Agriculture investment plan (PSTA 3). Present the results of the analysis at a higher level meeting of officials in Rwanda with the expectation to obtain total buy in in developing and implement programmes seeking to mitigate the effects of Mycotoxins on the maize and cassava value chains.

✓ Based on inputs into the Sector Investment Plan, develop the work plan to guide the Rwanda SPS Certification Unit, which is responsible for implementation of SPS capacity development programmes across the various sub sectors.

✓ Rwanda requested to continue with the analysis based on new and more up to date information on the various sectors as identified by the meeting or as advised by other interest groups and stakeholders

✓ COMESA secretariat shall develop a work programme with the Government of Rwanda through their respective coordinating Ministries in order to ensure that the MCDA framework is institutionalised as a planning and resource mobilisation tool at bilateral and multilateral levels. This will include identifying a core team of officials who will be trained in the use of the tool.

✓ From the on-going MCDA analysis, the COMESA SPS unit will be isolating selected SPS capacity building options which are common across multiple Member States in order to build evidence based regional programmes linked to national efforts in order to enhance SPS capacity development across the region, whilst addressing SPS related trade barriers.