

TERMS OF REFERENCE

DEVELOPMENT OF A DOSSIER TOWARDS ENHANCEMENT OF COMPLIANCE WITH EUROPEAN UNION IMPORT REQUIREMENTS FOR MANGO EXPORTS FROM UGANDA.

1 Mission context

The context - background information

The “Improved Sanitary & Phytosanitary standards in horticulture in Uganda - (SPS Uganda)” project funded by the European Union Delegation in Uganda, is designed to strengthen the capacity of public and private sector organizations in fresh fruit and vegetable (FFV) value chains in Uganda to comply with sanitary and phytosanitary (SPS) measures for domestic and export markets. The programme will particularly focus on the requirements of the EU plant health and food safety regulations, to safeguard consumers’ health and increase competitiveness of the horticulture exports to the EU and other markets. The SPS Uganda project is entrusted to CABI for its implementation with COLEAD as a co-implementer.

The overall objective of the project is to inclusively strengthen the capacity of public and private sector organizations in Uganda to comply with phytosanitary and food safety measures for fresh fruits and vegetables (FFVs) value chains in export markets, particularly the regulatory and markets requirements of the EU plant health and food safety regulations, to safeguard consumers’ health and increase exports to the EU.

The Specific Objectives are:

1. Support an enabling environment in the regulatory and operational processes of the competent authorities needed to implement phytosanitary measures in the fresh fruit and vegetables export industry.
2. To enhance production and produce handling processes among private sector actors for improved compliance of fruit and vegetable value chains in Uganda with phytosanitary and food safety regulations to meet market requirements.
3. Establish and implement an effective phytosanitary and food safety coordination, communication, and information-sharing mechanism.

The project aims to strengthen both the competent authority (the NPPO) and private sector for effective implementation of SPS with the target to increase the competitiveness of the FFV sector in Uganda, as well as strengthening export promotion in areas of access and sustenance of these markets. This will be through capacity strengthening of the NPPO and private sector (including technical assistance, capacity-building actions and international twinning programs)

This assignment is part of the general framework of the specific objective assigned to Support an enabling environment in the regulatory and operational processes of the competent authorities needed to implement phytosanitary measures in the fresh fruit and vegetables export industry.

Ministry of Agriculture, Animal Industry and Fisheries (MAAIF)

Uganda's Department of Crop Inspection and Certification (DCIC), under the Ministry of Agriculture, Animal Industry and Fisheries (MAAIF), regulates plant health and agricultural inputs. As the National Plant Protection Organization, it enforces phytosanitary standards, through inspection of exports to reduce border interceptions, and certifies seeds and aggro-chemicals to guarantee quality and safety for farmers. The department was instituted in 2014 and is organized into three core divisions:

- Phytosanitary and Quarantine Inspection Services (PQIS): Prevents the entry and spread of crop pests and diseases by implementing phytosanitary measures
- National Seed Certification Services (NSCS): Enforces quality control, testing, and labeling for locally produced and imported seeds.
- Agrochemicals Control Division (ACC): Regulates the importation, distribution, and use of farm inputs (fertilizers and pesticides)

Justification of the activity

Agriculture is the major source of livelihood in Uganda, and a large proportion of the working population is engaged in agriculture, forestry, and fishing. Globalization has meant that some of Uganda's agricultural products can now be sold in foreign markets. However, participation in these new markets comes along with stringent phytosanitary requirements and market standards which farmers need to adhere to if they are to be competitive in these niche markets. Ugandan producers have often found it difficult to meet the Sanitary and Phytosanitary (SPS) standards required to export agricultural commodities to Europe, as well as to abide to local food safety standards. This may be attributed to various reasons such as; institutional weakness arising from inadequate infrastructure and capacities, insufficient technical know-how in standards development processes, limited coordination among agencies responsible for technical regulations, inadequate funding, and inadequate stakeholder participation in formulation of technical regulations. This failure to properly comply with SPS requirements has previously resulted in restrictions on Uganda's exports to the European Union.

A brief overview of the mango value chain

Helping farmers in remote areas with large and expanding markets is a common pursuit of many development organizations and development partners around the world. The basic idea is that if farmers are able to better supply the needs of a lucrative and sustainable markets, then the reliability and size of their income can improve.

Uganda is one of the biggest producers of fruit including mango with a production of 11,151,112 tonnes¹ in 2023. One could assume that the mango industry is serving larger markets well; however, the reality is that farmers derive very little income from their mango farming activities, and the industry faces many issues that hinder the development of a competitive agricultural market.

In Uganda, the export of horticultural produce including mango to global markets is important for the economy, food security and livelihoods. In 2023, 60% of horticultural

¹ <https://statbase.org/data/uga-agriculture-production-by-items/#>

exports, which included FFV, went to the EU and were valued at 58 million Euros. However, Ugandan farmers and exporters face significant barriers complying with SPS standards. Consequently, exports are being intercepted and rejected because of harmful and excessive maximum residue limits (MRLs) that are not in line with the EU standards, and Codex and documentation errors, hindering Uganda's ability to penetrate and compete effectively in the EU market. For example, between 2015 and 2024, according to EUROPHYT/TRACE²³, more than 787 interceptions occurred due to harmful organisms (70% were on FFV exports), 308 interceptions because of documentation errors (71% on FFV exports) as well as notifications of excessive MRLs.

According to EU monitoring platforms including the AGRINFO Platform (<https://agrinfo.EU/>), rejections are attributed to the frequent presence of harmful organisms such as fruit flies and moths.

Regulatory changes affecting Mango exports to the European Union

In recent years there have been consistently high numbers of interceptions in Europe of imported mango due to the presence of fruit fly. Thus, a new EU Directive entered into force on 1 September 2019, placing additional requirements on all countries that export mango to the EU. These new requirements were further clarified in Implementing Regulation (EU) 2019/20721, which came into force in December 2019. Some species and genera of fruit flies were already designated as EU quarantine pests. However, due to the lack of methods to identify many fruit flies at species level, the EU has taken a pragmatic approach. It has listed several entire genera as EU quarantine pests so that protective measures can be taken against them until potential identification methods are developed. This means that the entry into the EU of a wide range of fruit fly species belonging to the Tephritidae group is prohibited (point 5 of Commission Implementing Regulation (EU) 2021/2285, published on 14th December 2021). This new regulation has been applied since 11 April 2022. According to Annex VII, point 61 of Regulation (EU) 2019/2072, all mango exported to the EU must conform with one of the following special requirements:

- a. fruits originate in a country recognized as free from Tephritidae as referred to in Point 77 of Table 3, Part A of Annex II, to which those fruits are known to be susceptible, in accordance with the relevant International Standards for Phytosanitary Measures (ISPM 4 – see chapter 4), provided that this freedom status has been communicated in advance in writing to the Commission by the national plant protection organization of the third country concerned, or
- b. fruits originate in an area established by the national plant protection organization in the country of origin as being free from Tephritidae as referred to in Point 77 of Table 3, Part A of Annex II, to which those fruits are known to be susceptible, in accordance with the relevant International Standards for Phytosanitary Measures, which is mentioned on the phytosanitary certificate, and this freedom status has been communicated in advance in writing to the Commission by the national plant protection organization of the third country concerned, or

² <https://agrinfo.eu/book-of-reports/plant-health-interceptions-europhyt-in-july-2025/>

³ https://food.ec.europa.eu/plants/plant-health-and-biosecurity/europhyt_en

- c. no signs of Tephritidae as referred to in Point 77 of Table 3, Part A of Annex II, to which those fruits are known to be susceptible, have been observed at the place of production and in its immediate vicinity since the beginning of the last complete cycle of vegetation, on official inspections carried out at least monthly during the three months prior to harvesting, and none of the fruits harvested at the place of production has shown, in appropriate official examinations, signs of the relevant pest and information on traceability is included in the phytosanitary certificate, or
- d. they have been subjected to an effective systems approach or an effective post-harvest treatment to ensure freedom from Tephritidae as referred to in Point 77 of Table 3, Part A of Annex II, to which those fruits are known to be susceptible, and the use of a systems approach or details of the treatment method are indicated on the phytosanitary certificate, provided that the systems approach or the post-harvest treatment method has been communicated in advance in writing to the Commission by the national plant protection organization of the third country concerned.

In practical terms, Option (d) is the most accessible to the Uganda mango sector, especially in supply chains involving smallholders. The first two require pest-free countries or areas, which are challenging because of the widespread distribution of fruit fly in mango producing districts. Option (c) requires a place of production designated as free from fruit fly. This could be attempted where pest pressure is low, but resources are needed to ensure areas of low pest prevalence in the locality, and the place of production must be designated as pest-free through a series of inspections by the NPPO, conducted strictly according to procedures specified in ISPM 10.

A systems approach with integration of measures along the production chain is preferred because no single measure can reliably prevent fruit fly infestation and meet international Quarantine requirements for the importing country. Instead combining multiple independent safeguards ensures sustainable control, reduces economic losses and secures export market access. Thus, a critical analysis by the Uganda mango stakeholders is needed to inform alignment with the requirements of systems approach (option d). This mission will enable the NPPO, with the consultant's technical support, to consolidate a mango dossier demonstrating a system approach for submission to the EU.

2 Objectives of the assignment

To support the Department of Crop Inspection and Certification (DCIC), under the Ministry of Agriculture, Animal Industry and Fisheries (MAAIF), in producing the mango dossier. The dossier will illustrate integration of the multiple independent safeguards for management of fruit flies along the production chain in a system approach to be communicated to the EU.

This assignment will therefore entail.

1. Organize the technical team (Public and private sector)
2. Desk review of the mango value chain in Uganda
3. Document existing pest management practices and compliance mechanisms.
4. Document inspection and certification system including the attendant quality management requirements and effectiveness of the existing protocols.

5. Review of the available risk profile documents including the surveillance/sampling methodology and protocols developed for fruit flies on mango.
6. Based on the reviews and recommendations, engage farmers, exporters, NPPO, Researchers to validate the measures and procedures required to operationalisation the system
7. Draft dossier based on the discussions with public and private-sector stakeholders and on the integrated measures put in place towards enhancement of compliance with European Union import requirements for fruit flies.

The expected outputs are as follows:

- A mission report indicating key contacts, reviews undertaken, and recommendations
- A draft a dossier (including communication) towards enhancement of compliance with European Union import requirements for fruit flies on mango. The dossier will include
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 - Executive summary of the dossier (overview of mango industry, statement of fruit-fly challenge, summary of system approach measures and expected outcomes
 - Background information to the mango dossier
 - General overview of the national mango sector with a focus on importance of mangoes, production zones, production and export volume
 - A map of the current production areas/sites, storage and transport conditions
 - Pest profile (Biology ecology, distribution and status in mango producing regions economic and quarantine significance
 - Risk assessments impact of fruit flies and justification for integrated measures
 - Systems approach measures (Proposed integrated pre-harvest and post-harvest measures for control of fruit flies,
 - Monitoring and evaluation (surveillance, inspection and certification system audits and corrective actions.
 - Certification and compliance (Traceability, documentation requirements, certification process)
 - DCIC quality management system including human resource capacity, training and Stakeholder roles and responsibilities
 - General recommendations
 - Timelines for implementation of the recommendations.

3 Methodology

Entry meeting of technical team (public and private sector) and mango stakeholders.

The expert will meet/Liaise with technical team proposed by Department of Crop Inspection and Certification (DCIC), under the Ministry of Agriculture, Animal Industry

and Fisheries (MAAIF) and Mango stakeholders regarding the assignment to ensure a common understanding of the expectations regarding the mango dossier.

These engagements will help identify challenges, opportunities, overlaps, information gaps, and differing stakeholder perspectives that may affect or contribute to the development of the dossier. The DCIC, relevant government agencies, and private-sector representatives will provide valuable insights into current practices, existing challenges, data availability, and operational constraints across the mango value chain. It will also facilitate alignment of expectations among stakeholders and importance of the assignments, identify key contributors to the dossier development process, and establish appropriate coordination mechanisms to ensure effective collaboration throughout the assignment.

a) Development of an inception report in collaboration with DCIC and key stakeholders' representatives including scope of work

Develop a comprehensive work plan matrix in consultation of technical team and key stakeholders from the public and private in the mango sectors, outlining the scope of work, activities, responsibilities, timelines, deliverables, and coordination mechanisms required for the assignment. The draft work plan will be shared with CABI for review, validation, and alignment with the overall objectives and expectations of the mango dossier development process.

The process will also support the prioritization of key technical and regulatory issues, clarify stakeholder roles and responsibilities, and inform the overall structure and outcomes of the mission.

This step is critical to the successful delivery of the assignment. Establishing this work plan matrix with the DCIC and key mango-sector stakeholders, is essential to guide subsequent activities and ensure coordinated development of the mango dossier

b). Literature review

Collect scientific studies on fruit fly biology ecology and control measures to support identification of control measures accordingly. The ISPM14, COLEAD dossier, trade cases, guidelines, and IPPC guidelines is paramount. From the review, benchmark successful systems approach in other mango exporting countries

b) Undertake a field audit to better understand the situation regarding fruit fly management from production to export.

Conduct field audits, gather baseline pest incidences, map fruit fly distribution and prevalence and evaluate current fruit fly management practices and Phytosanitary inspection systems across the mango value chain, from production through to export. This activity will provide a comprehensive understanding of operational procedures, production sites/areas, supply chains, production sites, traceability systems, training needs, storage and transportation systems and operational challenges.

b) Design the systems approach measures

Together with stakeholder and the NPPO technical team select integrated measures using the the production chain and decision support tools. Define roles and responsibilities for each stakeholder and establish thresholds for pest monitoring

c) Draft a mango dossier

Review, update, and support the implementation of the identified procedures, to ensure they are aligned with current fruit fly management practices, Phytosanitary requirements, export market expectations, and the objectives of the mango dossier. Identify gaps and propose appropriate measures that support system approach. Examples and models from other competent authorities (NPPOs) may be used to support the structuring of practices.

d) Feedback and validation workshop

Facilitate a multi-stakeholder validation workshop with DCIC technical team and representatives from relevant public and private sector institutions to review, discuss, and validate the mango dossier. The workshop will serve to verify the accuracy, completeness, and relevance of the technical and regulatory information presented, build consensus on the findings and recommendations, and ensure stakeholder ownership of the dossier prior to its finalization and submission to European Union

4 Calendar and logistics

The indicative timing for this assignment is the Fourth quarter of 2026 (July to end of September); however preparations can start from the moment the contract is signed. The exact dates and assignment periods will be decided in mutual agreement between CABI, MAAIF and the expert, but cannot be extended after September 2026.

The DCIC technical team will commit to being available throughout the assignment and will provide all information and documentation that is requested by the consultant to execute his/her mission in the best circumstances.

5 Required expertise

The expert must have proven expertise in Sanitary and Phytosanitary (SPS) matters, with extensive experience in horticultural value chains in general and the mango supply chain in particular. He/she should possess a strong understanding of Phytosanitary requirements governing international trade in fresh produce, including pest risk management, export certification systems, traceability, quality assurance, and compliance with importing-country requirements, especially those of the European Union (EU).

The expert must demonstrate substantial experience in the development, review, and implementation of technical dossiers and SPS-related documentation, as well as in providing technical guidance and capacity building to public and private sector stakeholders involved in horticultural exports. Sound knowledge of fruit fly management systems, mango production and post-harvest handling practices, pack-house operations, and export processes will be essential.

Proven experience working within African institutional and agricultural systems—preferably with National Plant Protection Organizations (NPPOs), Ministries of Agriculture, or similar regulatory authorities—will be highly desirable. Such experience should enable the expert to effectively navigate institutional structures, understand stakeholder roles and constraints, and facilitate collaboration among government agencies, industry associations, exporters, pack-house operators, producers, and development partners. The expert should also have strong facilitation and training skills, with a demonstrated ability to design and deliver technical training programme, stakeholder workshops, and validation sessions related to SPS compliance and market access. The ability to communicate complex technical and regulatory requirements in a practical and accessible manner will be critical to strengthening stakeholder understanding and ownership of the mango dossier development process. A thorough understanding of the challenges and opportunities facing Uganda's mango sector, combined with the ability to benchmark existing systems against international best practices and formulate practical recommendations for improving SPS compliance and market access, will be a significant asset in supporting the successful development and validation of the mango dossier.

6 Reporting

The expert will deliver:

- Present to CABI an inception report demonstrating the understanding the assignment within 8 days of signing a contract

At the end of the mission a dossier detailing issues below to include

- A cover page with the following information: title of the assignment, duration, format, name of the expert(s), contract reference and expert contact information; name of project;
- Context of the mission, including context of the project, and a general overview of the main objectives of the mission
- A general mission report indicating key contacts, the actions taken, the difficulties encountered, the solutions provided (strengths, weaknesses, areas for improvement, etc.);
- Results obtained at each stage of the mission, reviews undertaken and recommendations
- All documents developed as annex of the report
 - A draft a dossier (including communication) towards enhancement of compliance with European Union import requirements for fruit flies on mango. The dossier will include
 - Background information to the mango dossier
 - Executive summary of the dossier
 - General overview of the national mango sector with a focus on exports
 - Integrated pre-harvest and post-harvest measures for the prevention and control of fruit fly
 - Inspection and certification system
 - DCIC quality management system
 - All documentation developed during the mission;

- Recommendations and timelines for implementation of the recommendations.
- General recommendations for MAAIF and CABI on this topic;
- Conclusions

The report must include the following appendices:

- List stakeholders engaged during the mission and their involvement (farmers, exporters, NPPO)
- Map of Uganda showing main mango producing areas
- References
- Compliance/non-compliance records
- Treatment protocols if any
- Glossary of terms
- International standards for phytosanitary measures
- Methodology notes

7 Monitoring and evaluation

The consultant will work in close cooperation and consultation with CABI's "Improved Sanitary & Phytosanitary standards in horticulture in Uganda - (SPS Uganda)" Project Team with technical backstopping by Dr. Chagema KEDERA and the COLEAD internal SPS expert team. The consultant will maintain regular consultation and coordination with CABI, Department of Crop Inspection and Certification (DCIC), and relevant sector stakeholders to ensure that all activities, technical outputs, and recommendations are aligned with the objectives of the SPS Uganda project and the mission.

8 Budget of the mission

The applicable expert fees are set according to contractual agreements with CABI. The number of days required for this assignment shall not exceed 20 days. Based on the objectives and deliverables, the consultant is responsible for coming up with a well-elaborated plan including activities and number of days to complete each of the activities.

9 Deadline for submission

All Interested consultants should upload their technical and financial proposals to the CABI contractors work suit platform using the link below. The technical proposal should showcase your understanding of the assignment and expertise. The financial proposal should be inclusive of withholding tax (5% for Kenyan Consultants, 15% for countries that are members of EAC and 20% for countries that are not members of EAC)

- For existing contractors who are yet to update their profiles
<https://cabi.worksuite.com/invite/58edd5c5e4e14b44b49c4933f786d18b/>.
- For new contractors who should first create an account into the system and update their profiles.
<https://cabi.worksuite.com/invite/d48e3ba552a6484eb3d2759f4aec5b38/>.

- For any queries/clarification/challenges in uploading the proposal, please write to procurement-africa@cabi.org;
- The deadline for submission of proposals is on or before **14th October 2026**.