

THE ROLE OF CONTROL AT BORDER POSTS IN THE NORTHWEST PROVINCE IN THE PREVENTION OF TRANSBOUNDARY ANIMAL DISEASE SPREAD IN SOUTH AFRICA

By

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Submitted in partial fulfillment of the requirements for the degree

MSc (Veterinary Tropical Diseases)

In the

Department of Veterinary Tropical Diseases
Faculty of Veterinary Science
University of Pretoria

2012

PROMOTER: PROF M VAN VUUREN

ACKNOWLEDGEMENTS

I would like to thank several people for the role they played in this study.

The following officials from the South African Police Services (SAPS) who tirelessly offered their services towards the completion of this study:

- Colonel M Makuwa, the Northwest provincial SAPS port of entry commander
- Captain S J Mothibedi and staff

The non-commercial border post commanders played an important role in terms of data collection and completion of questionnaires and include:

- Captain I S Thlabodungwane from Makopong
- The late Captain K S Selome, Bray border post commander
- Captain T A Diphoko, Makgobistad border post SAPS commander
- Captain N I Matlaopane, Swartkopfontein border post SAPS commander
- Captain G Erasmus, Derdepoort border post commander

Personnel from the Department of Agriculture, Forestry and Fisheries (DAFF) are thanked for their contributions:

- Mr M E Goilwang the Acting Provincial Controller, Mr R T J Moatshe and Mr M R Ntlatleng assisted meaningfully by arranging for officials to visit the non-commercial border posts and collect data
- Dr N Murovhi and Mr D Botes were equally helpful in guiding and advising on the approaches to be used during the project
- Mr R E Maisha, DAFF Manager: Landborders; Mr A van Schoor, Deputy Director: Landborders and Mr R M Ramasodi, Director: Inspection Services gave valuable guidance and support towards the approval of the research by the Director General of DAFF

Professor M van Vuuren, my promoter supported and gave me guidance. You dedicated a lot of your time advising me on protocol planning and correcting the dissertation. You were involved from the topic formulation to the final submission of the thesis. Without your assistance in terms of funding I would have terminated the project.

I would like to thank my wife (khosi), sons (Nangani, Rendani) and daughter (Ori) for understanding when I was not available at times when I was really needed.

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DEFINITIONS

An animal means “mammal, bird, fish, reptile or amphibian which is a member of the phylum vertebrates, including the carcass of any such animal”.

An animal disease is defined in terms of the Animal Diseases Act no. 35 of 1984 as a “disease to which animals are liable and whereby the normal functions of any organ or the body of an animal is impaired or disturbed by any protozoon, bacterium, virus, fungus, parasite, other organism or agent”.

Animal products mean any part or portion of, or product derived from, any animal, including any such part, portion or product in any processed form.

Contaminated thing “means anything other than an animal which is capable of introducing into, or spreading in, the Republic, any controlled animal disease or parasite, or by means of which any such disease or any parasite can so be introduced or spread”.

Infectious thing “means any animal which is infected with a controlled animal disease or parasite, any animal product derived or obtained from such animal by means of which such disease or parasite can be spread in the Republic, and any other thing which is capable of causing any such disease”.

Parasite means “any organism which is detrimental to the health of any animal, or which is capable of causing or spreading any animal disease”.

Regulated agricultural products refer to animals, animal products, plants, plant products, storage place, packaging, conveyances, containers, soil and any other organism, object or material capable of harbouring or spreading diseases and parasites deemed to require sanitary and phytosanitary measures by the state, particularly where international transportation is involved.

SUMMARY

This study was conducted to determine the effectiveness of current commercial and non-commercial border control measures in place in the Northwest Province of South Africa with regard to the prevention of the entry of transboundary and other animal diseases that may be introduced by illegal importation of animals and animal products, and to determine whether there is a need to deploy officials from the Dept. of Agriculture, Forestry and Fisheries (DAFF) at the non-commercial border posts.

Interviews were conducted and data collection forms and questionnaires were completed by personnel at five non-commercial border posts that included Makopong, Bray, Makgobistad, Swartkopfontein and Derdepoort. Data was collected from three commercial border posts that included Ramatlabama, Skilpadshek and Kopfontein. Information collected was used to investigate the role of commercial and non-commercial border post control in the Northwest Province on the prevention of transboundary animal diseases in the Republic of South Africa.

Following the distribution of 74 questionnaires to the non-commercial border posts, 56 of them were completed and 18 of them were not returned. The response rate was 75.6 %. Eighty two % of respondents felt that the South African Police Services do not have enough human resources to execute the functions of DAFF, and 94 % of the respondents indicated that they did not have formal training related to agriculture. Thirty nine % indicated that they cannot always identify nor categorize agricultural products. Fifty four percent indicated that they are satisfied with information provided by DAFF on how to regulate agricultural products. Ninety two percent indicated that DAFF should

deploy permanent officials at the non-commercial border posts. Sixty seven percent indicated that they were not comfortable in carrying out the DAFF mandate.

The results of this study revealed that regulated agricultural products are either imported legally or illegally at the non-commercial border posts and are not adequately controlled, whereas importation of animal and animal products through commercial border posts is properly controlled. This study demonstrated the importance of employing full-time DAFF officials at non-commercial border posts. In the event that the latter cannot be implemented, the number of visits by DAFF officials at those border posts should ideally be increased, and the training of SAPS personnel working at non-commercial border posts should be improved for the effective prevention of risks associated with the importation of animals and animal products.

CHAPTER 1

GENERAL INTRODUCTION

Globalization has resulted in an increase in the transboundary movement of goods, people, livestock and livestock products. This movement has resulted in an increase in risks associated with international spread of high impact animal diseases. Such diseases may *inter alia* include foot-and-mouth disease (FMD), contagious bovine pleuropneumonia (CBPP), bovine spongiform encephalopathy (BSE) and Rift Valley fever. These diseases can lead to restricted trade in animals and animal products which can have an adverse impact on the normal functioning of the economy. The outbreak of FMD in KwaZulu-Natal in February 2011 for example affected the Republic of South Africa negatively with regard to export of cloven-hoofed animals and their products when trade embargoes were instituted by other countries.

Regulated agricultural products from other countries enter the Northwest Province of South Africa through both commercial and non-commercial border posts. This importation of animals and animal products may be associated with biosecurity risks.

The movement of animals and animal products take place mainly through what is known as commercial border posts. The latter is controlled by officials from the Department of Agriculture, Forestry and Fisheries (DAFF), whereas DAFF relies on the South African Police Services (SAPS) to monitor the movement of regulated agricultural products at non-commercial border posts. The efficiency of the control of regulated agricultural products at non-commercial border posts is in doubt since no records are kept of animals and animal products entering South Africa.

The Department of Agriculture, Forestry and Fisheries (DAFF) has permanently placed officials at commercial border posts since the mid 1990's when the Directorate of Animal Health became responsible for the regulation of importation and exportation of live animals and animal products (A. van Schoor, Department of Agriculture, Forestry and Fisheries, personal communication, 2011). Commercial border posts are those places of entry through which entry of persons and their belongings, vehicles, and commercial goods are allowed. Since the deployment of officials at the place of entry, changes have occurred within the structures of DAFF and currently the Directorate: Inspection Services is responsible for regulation of imports and exports of all regulated agricultural products including animals and animal products. The Animal Diseases Act no. 35 of 1984 makes provision for the regulation of animal and animal products at commercial border posts but does not specify how exempted and non-exempted regulated agricultural products should be handled (verified) at non-commercial border posts.

Non-commercial border posts are border posts through which only entry of persons and personal possessions for own use, vehicles and other modes of transportation excluding commercial goods are allowed to enter the country. Pont Drift and Kosibay are the only non-commercial border posts that have permanently placed DAFF officials in South Africa. The reason for not having permanent officials at non-commercial border posts is a shortage of staff (A. van Schoor, Department of Agriculture, Forestry and Fisheries, personal communication, 2011).

The aims of this study were to determine the effectiveness of current commercial and non-commercial border control measures in place in the Northwest Province of South Africa with regard to the prevention of the entry of transboundary and other animal diseases that may be introduced by illegal importation of animals and animal products, and to determine whether there is a need to deploy departmental officials at the non-commercial border posts.

CHAPTER 2

LITERATURE REVIEW

2.1 Movement of people and transboundary animal diseases

An increase in the transboundary movement of goods, people, livestock and livestock products, contaminated food waste from aircraft or ships, biological products, germplasm and contaminated animal products have resulted in an increase in risks associated with international spread of animal diseases (Otte, M J, Nugent, R, Mcleod, A, 2004; Steinfeld, 2004). Movement of people from one place to another is so quick that the incubation period of a disease may be longer than the traveling time (Pastoret and Chaisemartin, 2011). Diseases of importance in terms of imports may include foot-and-mouth disease (FMD), contagious bovine pleuropneumonia, bovine spongiform encephalopathy, Rift Valley fever, peste des petits ruminants, classical swine fever, African swine fever, Newcastle disease and avian influenza (Otte *et al*, 2004). These diseases can lead to restricted marketing and trade in livestock and livestock products which can result in stock losses, production losses, stamping out of infected and contact animals and broader economic impacts (Perry, B D, Mcdermott, J T, Randolph, T F, 2005).

2.2 The Republic of South Africa and its role within the WTO-SPS agreements

Economic impacts that resulted from transboundary animal diseases have enhanced the international cooperation in controlling and managing diseases (Otte *et al*, 2004). South Africa is a member of the World Trade Organization (WTO), and in order to

address transboundary animal disease challenges subscribes to the WTO Sanitary and Phytosanitary (SPS) agreement. As a member of the World Organisation for Animal Health (OIE), South Africa implements the agreements or standards as set in the Terrestrial Animal Health Code of the OIE. Section 27 of The Constitution of the Republic of South Africa (Act No. 108 of 1996) places a duty on the state to ensure that citizens have access to sufficient and safe food. DAFF is mandated to implement legislation that regulates the importation and exportation of animals and animal products. The Food and Agriculture Organisation (FAO), OIE and World Health Organisation (WHO) assist member countries to improve their national legislation by enabling veterinary and public health authorities to perform inspections, importation and certification of animal products (FAO, 2010).

2.3 The role of legislation in the prevention of diseases

Government function in terms of the prevention of transboundary animal diseases can be addressed by introducing legislation that makes provision for the screening of people, conveyances (cars, trucks, boats, planes) and various goods entering the country (Breeze, 2006). Similarly, an Act of parliament or government regulations provide the legislative framework and powers to implement control measures as part of planning to prevent the spread of animal diseases (Otte *et al*, (2004). The purpose of the Animal Diseases Act of 1984 is to provide for the control of animal diseases and parasites, for measures to promote animal health, and for matters connected therewith in South Africa. The Act also serves to promote compliance with the OIE standards (Terrestrial Code). The purpose of the Meat safety Act, 2000 (Act No 40 of 2000) is “to provide for measures to promote meat safety and the safety of animal products; to establish and maintain essential national standards in respect of abattoirs; to regulate

the importation and exportation of meat; to establish a meat safety scheme; and to provide for matters connected therewith”.

It is important to establish control of agricultural products at all international border crossings to prevent the smuggling or uncontrolled entry of animals, animal products and other potentially dangerous goods (www.fao.org/ag/againinfo/programmes/en/). Adequate quarantine facilities should be put in place to intercept all risk materials carrying meat or products imported into the country through airports, seaports and land border posts.

Chapter 8.5 of the OIE Terrestrial Code (2010) recommends that the importation of meat, meat products, milk, milk products, blood meal, meat meal, wool, hair, bristles, raw hides, skins, straw, forage, skins and trophies from susceptible animals from countries or zones which are infected with foot-and-mouth disease be accompanied by an international veterinary certificate attesting that the results obtained from inspections and laboratory tests are favourable and the products will not pose the risk of introducing the disease into the importing country (www.oie.int).

The Animal Diseases Act makes provision for the regulation of importation of animals and animal products entering the Republic of South Africa. Animals and animal products may legally enter the country through designated places of entry such as land borders, seaports and airports. The screening at the ports of entry is done to detect all illegal imports of animals and animal products that are the hosts of the causative organisms of transboundary animal diseases (Breeze, 2006). The Animal Diseases Act makes provision for the import control of animals and animal products at the place of

entry and refers to the place of entry as specified in the Customs and Excise Act, 1964 (Act no. 91 of 1964).

2.4 Establishment of commercial and non-commercial border posts

Section 6(1) of the Customs and Excise Act, 1964 makes provision for the appointment of places of entry by the Commissioner of Revenue Services. The Commissioner of the South African Revenue Service (SARS) has in compliance with Section 6(1) declared Ramatlabama, Kopfontein and Skilpadshek border posts as commercial border posts in the North West Province (www.sars.gov.za). The Department of Agriculture, Forestry and Fisheries has officials manning designated commercial border posts whereas there are no permanent officials from DAFF stationed at non-commercial border posts in the Northwest Province. It is therefore an offence to import commercial goods through those ports without prior approval from the Commissioner of Revenue Services (www.sars.gov.za). Non-commercial land border posts situated in the Northwest Province includes Derdepoort, Swartkopfontein, Makgobistad, Bray and Makopong. The above-mentioned border posts do not have officials from the Department of Agriculture, Forestry and Fisheries present and therefore DAFF relies on other departments, e.g. the South African Police Services to control or minimize the risks associated with the importation of animals and animal products.

2.5 Regulation of Agricultural products at the border posts

Section 13 of the Meat Safety Act, 2000 indicates that “No person may import any meat into the country except on the authority of a permit issued by the National Executive Officer”, but it also stipulates that the above paragraph does not apply to meat imported for a prescribed purpose or when meeting a prescribed weight and this section of the

Meat Safety Act also makes provision for the importation of a certain quantity of meat without a permit and as such is referred to as an exemption list (see annexure 3 attached). Section 6(1)(a) of the Animal Diseases Act states that “No person shall import into or convey in transit through the Republic any animal, parasite or contaminated or infectious thing except under the authority of a permit and in compliance with any condition imposed in such a permit”.

It is essential to monitor and control the importation of susceptible animals and their products and to also ensure that all access routes into the country are covered to prevent the introduction of foreign virus types and subtypes of the foot-and-mouth disease virus (Thomson and Bastos, 2005). The required legal standards are achieved by inspecting imported live poultry and avian products at the border posts (Van den Berg, 2009). The inspections are done by checking documentation and physical inspections are included where animals and products are checked for any signs of poor health and to confirm the identity of the products as indicated in the documents. Border control and traceability of animal movements are amongst the factors principally important in determining the risk (Sutmoller and Casas Olascoaga, 2003). When border control is implemented properly, illegally imported products are intercepted to minimize the risk associated with the importation of animals and animal products.

Section 6(2) (c) of the Animal Diseases Act makes provision for the detention of any animals or things in the prescribed manner at the relevant place of entry. The product that has been detained shall be made available to the Director of Veterinary Services for the purpose of the performance of a controlled veterinary act which according to the definition in the Act is the isolation, detention, inspection, testing, immunization, observation, sampling, marking, treatment, care, destruction. Control by means of

veterinary acts are presently only applied at the commercial ports where there are officials from the DAFF, as non-commercial border posts do not have officials from DAFF.

2.6 Disadvantages of shifting a mandate or responsibilities to another department

It was claimed that animal health programmes are being sacrificed in favour of budgetary policies to improve human health, education and defense (Rubira, 2007). The absence of DAFF officials at non-commercial border posts is a challenge because animals and animal products can be imported without documents or inspections. Malawi border posts for example that were not manned by agriculture officials allowed importation of agricultural products without relevant documents because the Malawi Revenue Authorities could not assist much in terms of regulating agricultural products and were mostly interested in revenue collection (Singano, C D, Phiri, T, Nkhata, B T, Mhango, V, 2008). An additional complication is that the establishment of veterinary check points may not successfully prevent the illegal movement of animals and animal products from infected areas because officials that are manning the roadblocks are generally underpaid and poorly motivated and may not confiscate animals or their products if offered inducements to ignore such products (Penrith and Thomson, 2005).

Socio-cultural ties between cross-border communities; political instability; and trade associated with weaker and strong currencies; cross-border communities that have similar cultural ceremonies such as dowry and funeral rites and initiation into adulthood, are all factors that lead to difficulties in the control of illegal movement of cattle (Musisi, F L, Dungu, B, Thwala, R, Mogajane, M E, Mtei, B J, 2003). There is a growing demand for wildlife commodities such as bush meat that is also resulting in trafficking of

wildlife. There is also a price driven trend which is causing the movement of animals from areas with lower health status to areas with higher health status and potentially spreading disease (Otte *et al*, 2004). Factors that are contributing towards failure of FMD control include the inability to control livestock movement, and transhumance associated with uncontrolled borders between countries (Vosloo, W, Bastos, A D S, Sangare, O, Hargreaves, S K, Thomson, G R, 2002).

An increase in the formal and informal importation of animals and animal products has a direct influence on the magnitude of the risks of disease introduction and spread in the importing country (Hueston, W, Travis, D, Van Klink, E, 2011). Currently, low income consumers face a greater risk of diseases such as anthrax or hydatid disease as they can only afford to buy livestock products from street vendors and unapproved abattoirs (parallel markets) in which meat inspection is non-existent (Perry *et al*, 2005). Such products obtained from parallel markets are also entering the Republic of South Africa through non-commercial border posts as part of personal possessions. The trade in livestock, wildlife and animal products occurs on many different levels and is so complex and enormous that there are no overriding rules to control the movements of animals and much of the trade is based on bilateral agreements between countries (Fevre, E M, DE C Bronsvoot, B M, Hamilton, K A, Cleaveland, S, 2006).

There are multilateral agreements between South Africa, Botswana, Swaziland, Namibia and Lesotho for the importation of certain type of products in certain quantities and is summarized in an exemption list. The list specifies which products and quantities may be imported without documentation through commercial and non-commercial border posts between those countries (www.daff.gov.za). (For the latest exemption list refer to appendix 3). The availability of DAFF officials at all the places of entry,

regardless whether the port is commercial or non-commercial is important and desirable to prevent illegal importation of animals and animal products.

2.7 Illegal importation of animals and animal products through border posts

Illegal importation of animals and animal products manifests in different ways: importers evading the normal import requirements (Pfeiffer, D, Baldet, T, Davis, G, Kemp, A, Martin, V, Paweska, J, Swanepoel, R, Thiongane, Y, 2005); importation of animals and animal products without the relevant documentation (www.nda.agric.za); importation with invalid/fraudulent/ misleading documents; concealment (Van den Berg, 2009) and importation of the consignment without release documents as required in terms of Section 8 of the Animal Diseases Act, 1984. It is interesting to note that according to the history of FMD in Europe, legal movement of animal and animal products does not constitute a greater risk as compared to illegal movements (Kitching, 1999). In fact, it was found that deliberate illegal importation of animal and animal products by travelers and refugees play a bigger role in terms of the risk of disease introduction (Barnett, 2002).

The human carriage route plays a bigger role towards the risk of infection by inappropriate disposal of leftovers and littering of animal products (Wooldridge, M, Harnett, E, Cox, A, Seaman, M, 2006). Items that are illegal but often overlooked include sausage or cheese in the international traveler's luggage (Hueston *et al*, 2011). Insufficient regulatory resources to monitor all trade is one factor influencing illegal (small quantities of animal products which travelers keep inside their luggage bags) trade. Smuggling and illegal movement of animals and products have resulted in the introduction of transboundary animal diseases into several countries (Thiermann, 2011). It was suspected that smuggled meat products were the source of the UK's foot-and-

mouth disease outbreak in 2001 (Hueston *et al*, 2011). It was also suspected that the FMD virus that was introduced into South Africa in 2000 entered through swill derived from galley waste from a ship that had docked at Durban harbor (Bruckner, G K, Vosloo, W, Du Plessis, B J A, Kloeck, P E L G, Connoway L, Ekron, M D, Weaver D B, Dickason C J, Schreuder, F J, Marais, T, Mogajane, M E, 2002). This resulted in the FMD outbreak in Camperdown in the province of Kwazulu Natal. Unrecorded cross-border trade is defined as illegal and/or unmonitored transactions which are not documented officially and as such cannot be estimated. This can be a common feature of countries with unmonitored borders (Perkins, 1996). It is difficult to quantify economic costs or returns of lucrative illegal trade of commodities (Narrod C, Tiongco, M, Scott, 2011).

At present there is no data or information available of animals and animal products entering the country through the non-commercial ports. It was concluded that steps should be taken to promote the application of risk analysis to international trade of animals and animal products and that surveillance and quality data be made available for correct risk analysis (Sugiura and Murray, 2011).

CHAPTER 3

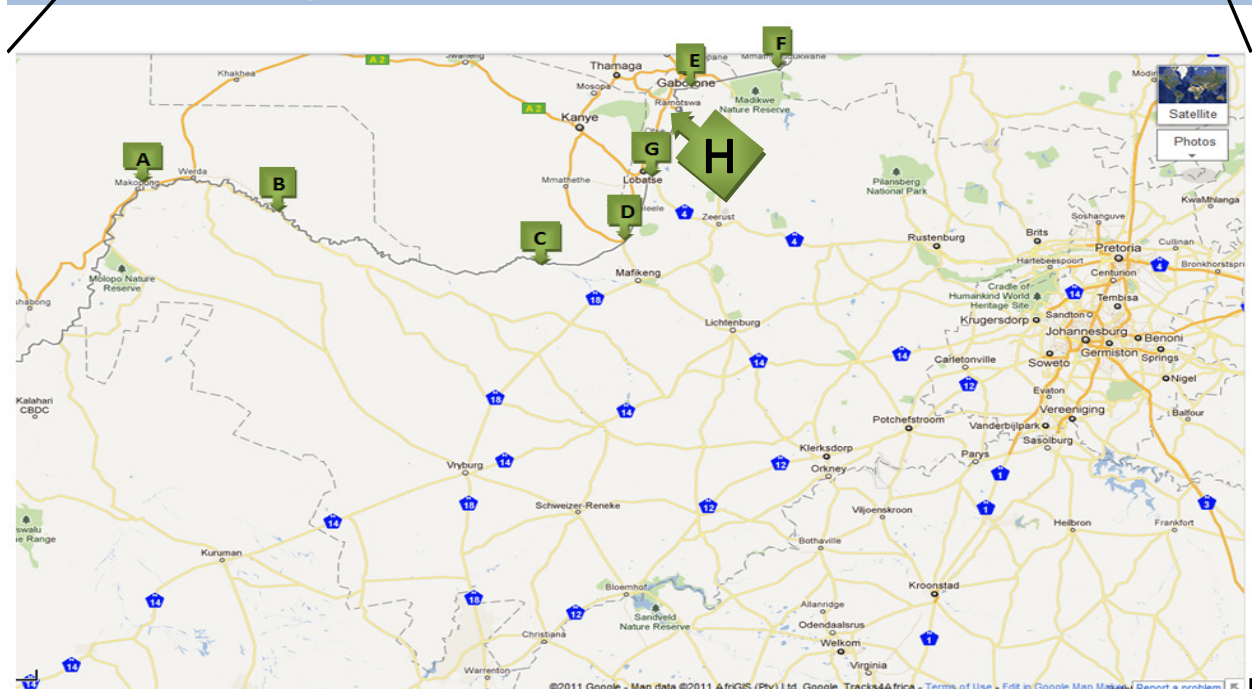
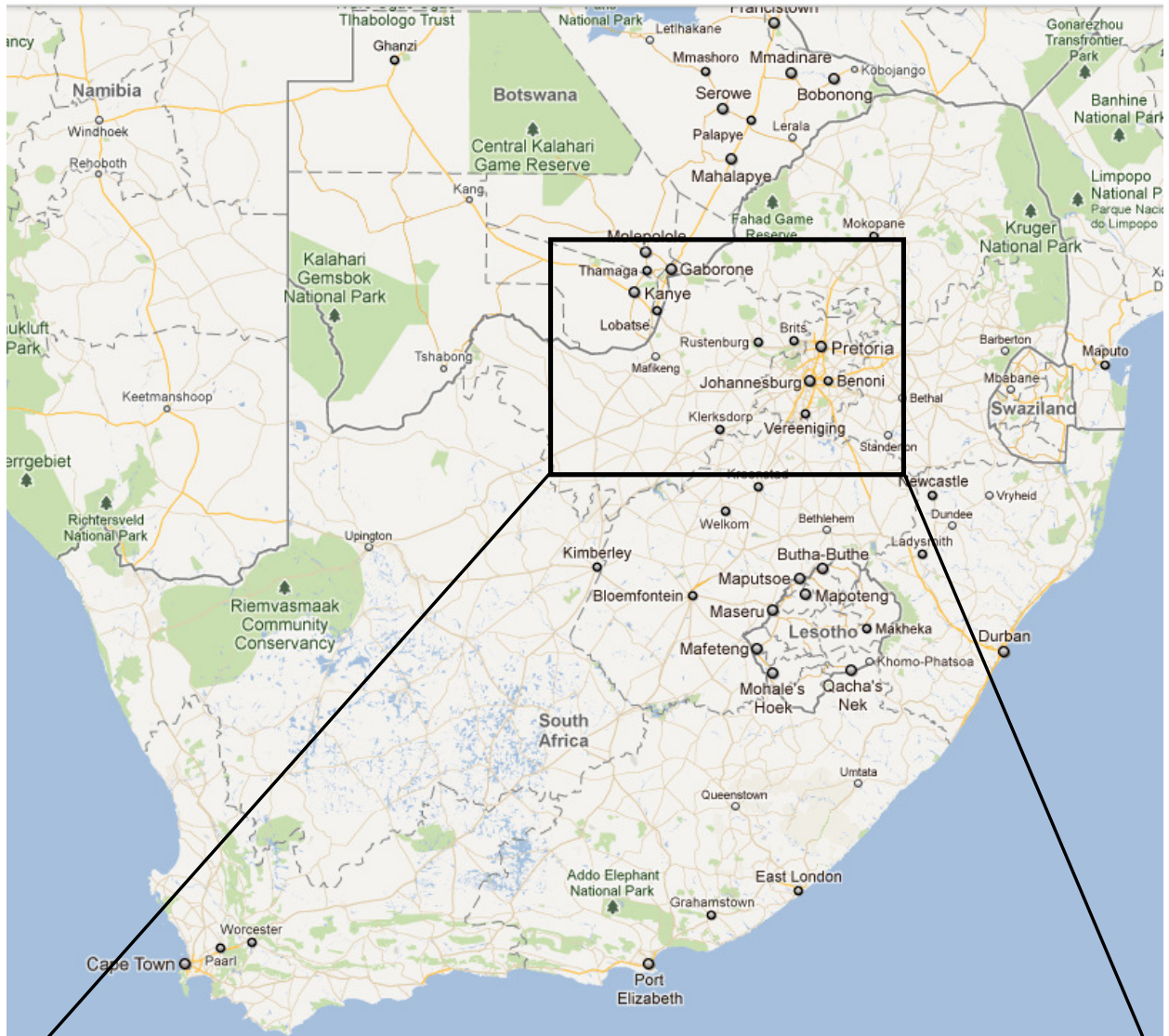
MATERIALS AND METHODS

3.1 Study area

This study was conducted at all non-commercial and commercial border posts of the Northwest Province's border shared with Botswana. Data collection started on the 1st of November 2010 and was concluded on the 30th of June 2011. The study was conducted to determine the role of commercial and non-commercial border post control in the Northwest Province on the prevention of risks that can be posed by transboundary animal diseases in the Republic of South Africa. Given the fact that exempted products can enter through non-commercial border posts, current control measures at non-commercial border posts creates a huge risk for importation of products infected for example with foot and mouth disease virus. Countries that are commonly exporting products through the Northwest Province's borders into South Africa include Botswana, Namibia, Angola, Zambia, Malawi and Zimbabwe. There are 8 border posts between the Republic of Botswana and the Northwest Province of South Africa. The commercial and non-commercial border posts are listed in **Table 1**.

Table 1 GPS location of commercial and non-commercial border posts

Name of the border post	Operations	GPS location
Kopfontein Border Post	Commercial	S24° 40' 0", E25° 58' 0
Ramatlabama Border Post	Commercial	S25 38' 58s 25' 34 30' E
Skilpadshek Border Post	Commercial	S25.15.33,3 E 25.42.51,0
Bray Border Post	Non-commercial	Longs -25d 28m 4.98s Lats 23d 42m 27.76s
Derdepoort Border Post	Non-commercial	Longs -24d 38m 34.91s Lats 26d 24m 17.75s
Makgobistad Border Post	Non-commercial	S25.7575690 E25.0748070
Makopong Border Post	Non-commercial	S26 21' 92 E22' 58 69'
Swartkopfontein Border Post	Non-commercial	S24° 52'16.73 " E25° 52'54.64"



A=Makopong **B=Bray** **C=Makgobistad** **D=Ramatlabama**
E=Kopfontein **F=Derdepoort** **G=Skilpadshek** **H=Swartkopfontein**

Figure 1 The Northwest Province border posts

3.1.1 Non-commercial border posts

3.1.1.1 *Makopong*

Makopong is the most western border post in the Northwest Province and closer to Northern Cape Province. Stakeholders include the SAPS, the Dept. of Home Affairs, while *ad hoc* stakeholders include Cross Border Roads and Transport Agency (CBRTA), South African Revenue Services (SARS), DAFF, Port Health, and State Security Agency (SSA). It is 300 km from Ramatlabama. Officials from Ramatlabama border post have been given the responsibility to ensure that all regulated agricultural products are imported according to the relevant legislation.

3.1.1.2 *Bray*

This border post is almost 199 km from Ramatlabama and half of the distance consists of a gravel road which makes it difficult for officials to visit the post frequently or quickly if needed. Stakeholders include SAPS, Dept. of Home Affairs, while *ad hoc* stakeholders include CBRTA, SARS, DAFF, Port Health, and SSA.

3.1.1.3 *Makgobistad*

Makgobistad is situated 70 km from Mahikeng. Stakeholders include SAPS, Dept. of Home Affairs, while *ad hoc* stakeholders include CBRTA, SARS, DAFF, Port Health, and SSA. DAFF officials from Ramatlabama border post are responsible for any issues pertaining to regulated agricultural products at Makgobistad border post.



Figure 2 Makgobistad border post

3.1.1.4 Swartkopfontein

Swartkopfontein is situated 95 km from Zeerust and 79 km from Skilpadshek. Stakeholders include the SAPS and Dept. of Home Affairs, while *ad hoc* stakeholders include CBRTA, SARS, DAFF, Port Health, and SSA. DAFF officials from Skilpadshek are responsible for any activities relating to importation and exportation of agricultural products at Swartkopfontein and should ensure that risks of introducing animal diseases are minimized.



Figure 3 Swartkopfontein border post

3.1.1.5 Derdepoort

Derdepoort is situated 36 km east of Kopfontein. Stakeholders include the SAPS, the Dept. of Home Affairs, while *ad hoc* stakeholders include CBRTA, SARS, DAFF, Port Health, and SSA. DAFF officials from the latter border post are responsible for the regulation of any imported agricultural products.



Figure 4 Derdepoort border post

3.1.2 Commercial border posts

3.1.2.1 Ramatlabama border post

Ramatlabama border post is 25 km from Mahikeng which is the Capital of the Northwest Province. The operational hours are 06h00 to 22h00. Stakeholders at Ramatlabama include the SAPS, SARS, Home Affairs and DAFF, while *ad hoc* stakeholders include CBRTA, Port Health, and SSA.



Figure 5 Ramatlabama border post

3.1.2.2 *Skilpadshek border post*

Skilpadshek border post is the second largest commercial border post in the Northwest Province and is 52 km from Zeerust on the N4 highway and shares the post with Lobatse border post on the Botswana side. The border post operates from 06h00 to 24h00. Permanent stakeholders at Skilpadshek include the SAPS, SARS, Home Affairs and DAFF, while *ad hoc* stakeholders include CBRTA, Port Health, and SSA.



Figure 6 Skilpadshek border post

3.1.2.3 *Kopfontein border post*

Kopfontein commercial border post is the largest border post in the North West Province and is situated 110 km from Zeerust. Permanent stakeholders at Kopfontein include the SAPS, SARS, Home Affairs and DAFF, while *ad hoc* stakeholders include CBRTA, Port Health, and SSA.



Figure 7 Kopfontein border post

3.2 Study population

3.2.1 Source of Information

Interviews were conducted with officials from DAFF at commercial border posts and SAPS members at non-commercial border posts. At commercial border posts, data that is collected by officials from DAFF is stored electronically with the National Border Management Coordinating Committee (NBMCC). At non-commercial border posts the SAPS members from the Northwest Province completes data collection forms when products are imported. The number of SAPS members employed at the various non-commercial border posts is indicated in **Table 2**.

Table 2 Number of SAPS members at non-commercial border posts

Name of the border post	Department	Number of officials
Bray border post	SAPS	14
Derdepoort border post	SAPS	29
Makgobistad border post	SAPS	29
Makopong border post	SAPS	14
Swartkopfontein Border Post	SAPS	32

Table 3 Number of DAFF officials at the commercial border posts

Name of the border post	Department	Number of officials
Ramatlabama border post	DAFF	6
Skilpadshek border post	DAFF	8
Kopfontein Border Post	DAFF	3

3.3 Method of data collection

Non-commercial border posts do not have Agricultural Food and Quarantine Technicians (AFQT) deployed by DAFF and this has led to the SAPS taking over the DAFF mandate. For the purpose of this study, the Northwest provincial SAPS and DAFF offered the required support in terms of data collection. Meetings were held prior and during the study with the members of the SAPS and they were informed of the way in which data should be collected.

3.3.1 Completion of questionnaires

Questionnaires were not completed at commercial border posts because there are officials from DAFF who execute the function on a daily basis. The provincial SAPS commander arranged that non-commercial border post officials complete the questionnaires (**Appendix 2**) distributed by port commanders. The participating SAPS officials were provided with questionnaires to enable evaluation of their role on the control of agricultural products. To ensure that the information in the survey forms were not biased all forms were completed anonymously to allow officials to express their opinions without fear. The questionnaire was divided into four categories. The first two dealt with capacity, abilities and knowledge of SAPS members to perform their DAFF mandate. The third part of the questionnaire targeted the challenges at the non-commercial border posts and the fourth category was designed to obtain suggestions to the challenges identified by officials carrying out such duties (**Appendix 2**).

3.3.2 Collection of data at the commercial and non-commercial border posts

Data was obtained in three ways, namely questionnaires, interviews with officials at non-commercial border posts, and consulting the records kept at border posts. Data at the non-commercial border posts were collected from SAPS and DAFF officials. The data collection forms requested the date of importation, type of products imported, estimated weight, availability of documents, the country of origin and destination (**Appendix 1**).

3.3.3 Data analysis

The nature of this research project was descriptive (qualitative) and data was therefore, not analyzed statistically but is reported as a case study. Questions asked to the respondents were mostly to indicate yes or no. Results were converted to percentages which were then scored. Secondly, information provided was categorized into groups and then calculated into percentages. Data collected from officials in the form of questionnaires was evaluated in terms of the attitudes of officials towards regulating agricultural products at non-commercial border posts.

CHAPTER 4

RESULTS

The study was conducted at both commercial and non commercial border posts.

Non-commercial border posts

Questionnaires

Bray border post was allocated six questionnaires and all were completed. Makgobistad was allocated 19 questionnaires of which only 12 were completed. Swartkopfontein border post was allocated 28 questionnaires of which 23 questionnaires were completed. Derdepoort was allocated 20 questionnaires and only 14 were completed. Makopong was allocated six questionnaires of which only one was completed. Following the distribution of 74 questionnaires to the non-commercial border posts, 56 of them were completed and 18 of them were not returned. The response rate therefore was 75.6 %.

Table 4 indicates that 82 % of respondents felt that the SAPS do not have enough human resources to execute the functions of DAFF. About 94 % of the respondents did not have formal training related to agriculture. Forty one percent could identify agricultural products adequately whereas 39 % indicated that they cannot always identify nor categorize such products. Fifty four percent indicated that they are satisfied with information provided by DAFF on how to regulate agricultural products whereas 41 % were not satisfied. Ninety two percent indicated that DAFF should deploy permanent officials at the non-commercial border posts whereas 5 % said it is not

necessary. Eighty two percent indicated that they are interested in attending workshops arranged by DAFF to identify challenges in the import control systems and implement remedies at the non-commercial border posts. Sixty seven percent indicated that they were not comfortable in carrying out the DAFF mandate whereas 25 % indicated that they are comfortable.

Table 4 Capacity of SAPS members to perform DAFF mandate

	Number of respondents saying Yes	Percentage of respondents saying Yes	Number of respondents saying No	Percentage of respondents saying No	Number of forms not completed
Enough human resources to execute DAFF functions	9	16 %	46	82.1 %	1
Respondents with Agri-products- related training	3	5.3 %	53	94.6 %	0
Respondents with knowledge of DAFF mandate	17	30.3 %	39	69.6 %	0
Respondents with ability to identify products	23	41.07 %	22	39.2 %	11
Satisfaction with information from DAFF	30	53.5 %	23	41 %	3
Deploying DAFF officials at non-commercial border posts	52	92.8 %	3	5.3 %	1
Attending DAFF workshops	46	82.1 %	7	12.5 %	3
Comfortable with carrying out DAFF mandate	14	25 %	38	67.8 %	4

The results of the questionnaire as indicated in Table 5 below show that 39 % of the respondents prefer to refuse entry to products if such products do not comply with the import conditions, 32 % of respondents prefer to contact DAFF officials for decisions on products that are presented at the border post, 17 % of the respondents are not always sure what they can do, whereas 10 % may even on occasion implement the Criminal Procedures Act, 1977.

Table 5 Decision-making by respondents at non-commercial border posts

Actions that may be taken	Number of responses	Percentage
Implement Criminal Procedures Act	6	10 %
Refuse entry	22	39 %
Contact DAFF	18	32 %
Not sure what to do	10	17 %

Only 1.7 % of the total respondents requested the scale to weigh the meat or products that were imported so that the travelers could not exceed the required amount of products that are exempted without veterinary import documents (Table 6). The table also indicates that 12 % of the respondents highlighted training as a key to solving some of the challenges that are experienced by respondents at the non-commercial border posts. Eight percent of the respondents indicated that stray animals such as goats, cattle, sheep and pigs are more of a threat since they are entering through the border post or through the fences at any time. They also indicated that the current fence is not adequate to prevent such movement. Three percent of the respondents

reported that they failed to find DAFF officials when they needed them to assist with some decisions.

Table 6 Challenges identified by respondents at non-commercial border posts

Categories of challenges	Number of responses on category	Percentages of respondents
Difficult clients/SAPS members not well informed	9	16 %
Waste management	4	7 %
Clients not well informed	4	7 %
Identification of products and weight estimation	1	1.7 %
Officials need training	7	12.5 %
Stray animals crossing in and out	5	8.9 %
DAFF officials not accessible	2	3.5 %
Nothing reported	24	42 %

Table 7 reflects suggested solutions to the challenges presented. Twenty three percent of the respondents were in favour of training or workshops to be organized by DAFF to equip them with the necessary skills and knowledge to do a better job in terms of regulating agricultural products. They also suggested that the number of visits by officials to the posts should be increased. Table 7 also indicates that 58 % of the respondents think that it is better to employ officials from DAFF at all border posts.

Table 7 Inputs by respondents to address identified challenges

Suggestions to resolve challenges	Number of responses	Percentages
Organize workshops and increase the number of visits	13	23 %
Deploy DAFF officials at all non-commercial border posts	33	58 %
No comment	9	16 %

Data collected at non-commercial border posts (Appendix 1)

Table 8 shows that no data forms were received back from Makopong border post personnel, whereas Bray border post submitted ten data collection forms. Four of those were completed by officials from DAFF and six were completed by members of the SAPS. Hundred and fifty kilogram of raw beef and 30 kg of raw chicken were imported and the products classified as 3rd level risk (for an explanation of risk levels, see the legend below tables). One dog was also recorded to have entered the country and dogs and horses have been reported at these border posts several times prior to the start of this research project.

Makgobistad border post did not provide any information because the data collection forms were missing. Table 8 shows that Swartkopfontein returned only eight forms, six of which were completed by DAFF and two by SAPS personnel. At Derdepoort border post 12 data collection forms were completed. Four out of 12 data collection forms were completed by DAFF officials and eight were completed by SAPS members.

Table 8 Data of animals and animal products imported through non-commercial border posts from the 1st of November 2010 to 30th June 2011

Products imported	Risk classification	Quantity in kilograms and number	Documentation presented	Verified (yes/no)	Country of origin	Number of consignments	Importation allowed (yes/no)	DAFF/SAPS official	Challenges
Bray									
Chicken	3	30	Yes	No	Namibia	1	No	SAPS	No weighing scale
Beef	3	155	Yes	No	Botswana	1	No	SAPS	No weighing scale
Dog	1	1	Yes	No	Botswana	1	No	SAPS	None
Beef	3	2	Yes	No	Botswana	1	No	SAPS	None
None	0	0	No	No	None	2	No	SAPS	None
None	0	0	No	No	None	4	No	DAFF	None
Derdepoort									
Plant products	0	16	No	No	Botswana	1	No	SAPS	None
None	0	0	No	No	None	4	No	DAFF	None
None	0	0	No	No	None	4	No	SAPS	None
Makgobistad									
Not completed	0	0	N/A	N/A	N/A	0	No	n/a	None
Makopong									
Not completed	N/A	0	No	No	None				

Risk Classification

N/A=not applicable, 0=nothing reported, 1=extremely high risk, 2=high risk, 3=medium risk, 4=low risk

Products imported	Risk classification	Quantity in kilograms and number	Documentation presented	Verified (yes/no)	Country of origin	Number of consignments	Importation allowed (yes/no)	DAFF/SAPS official	Challenges
Swartkopfontein									
Dog	1	1	Yes	No	Botswana	1	No	SAPS	Client angry and aggressive
Beef	3	23.7	No	No	Botswana	1	Yes	DAFF	None
Beef	3	3	No	No	Botswana	1	Yes	DAFF	None
None	0	0	No	No	Botswana	1	N/A	SAPS	None
Plant products	N/A	8	No	No	Botswana	1	N/A	DAFF	None
None	0	0	No	No	N/A	1	N/A	DAFF	None
Plant products	N/A	4.3	No	No	Botswana	1	No	DAFF	None
Plant products	N/A	4.9	No	No	Botswana	1	No	DAFF	None

Risk Classification

N/A=not applicable, 0=nothing reported, 1=extremely high risk, 2=high risk, 3=medium risk, 4=low risk

Commercial border posts

Animals and animal products imported through Ramatlabama border post are usually in transit through Botswana. Table 9 indicates the type of products imported from Namibia that entered through Ramatlabama border post. It indicates that 639 consignments of cattle were imported through Ramatlabama from Namibia. Seventy one percent of consignments indicated below were unprocessed products and 29 % were processed and partially processed products. Up to eight travelers were recorded importing beef without documentation as only 25 kg of beef can be imported without documentation according to the exemption list.

Table 9 Products from Namibia entering RSA through Ramatlabama border post

Products imported	Risk classification	Quantity in kilograms and number	Documentation presented	Verified (yes/no)	Country of origin	Number of consignments	Importation allowed (yes/no)	DAFF/SAPS official	Challenges
Beef-Commercial	3	24 921.7	Y	Y	Namibia	1	Y	Y	None
Beef-Private	3	150.2	N/A	N/A	Namibia	8	Y	Y	Exemption less than 25 kg
Biltong and dry wors	4	800	Y	Y	Namibia	2	Y	Y	None
Biltong	4	184.5	N/A	N/A	Namibia	9	Y	Y	None
Cattle	1	63 859	Y	Y	Namibia	639	Y	Y	None
Chicken meat	3	4	N/A	N/A	Namibia	1	Y	Y	None
Cooked ham and turkey liver	4	7 600	Y	Y	Namibia	1	Y	Y	None
Dogs	1	32	Y	Y	Namibia	15	Y	Y	None
Goat meat	3	13	Y	Y	Namibia	1	Y	Y	None
Goats	1	5 914	Y	Y	Namibia	15	Y	Y	None
Horses	1	24	Y	Y	Namibia	12	Y	Y	None
Mutton-no permits	3	271.5	Y	Y	Namibia	16	Y	Y	None
Mutton- permits	3	379.4	Y	Y	Namibia	5	Y	Y	None
Smoked beef	4	7 400	Y	Y	Namibia	1	Y	Y	None
Tallow	4	114 240	Y	Y	Namibia	5	Y	Y	None
Venison-no permits	3	47	Y	Y	Namibia	5	Y	Y	None
Venison-permits	3	250	Y	Y	Namibia	4	Y	Y	None

Risk Classification

N/A=not applicable, 0=nothing reported, 1=extremely high risk, 2=high risk, 3=medium risk, 4=low risk

Table 10 reflects the records of animals and animal products originating from Botswana which were imported through Ramatlabama border post. Beef was imported from Botswana for both commercial and own use and 147.9 kg of beef was imported for own use without documentation. Three and a half kilogram of beef was refused entry because of the outbreak of FMD in Botswana. Deboned beef is one of the products that are mostly imported from Botswana and in the records 122 consignments were imported into South Africa for local use. The second highest imported product through Ramatlabama border post is dogs where 82 dogs were imported during the period when the research project was conducted.

Table 10 Products from Botswana entering RSA through Ramatlabama border post

Products imported	Risk classification	Quantity in kilograms and number	Documentation presented	Verified (yes/no)	Country of origin	Number-of consignments	Importation allowed (yes/no)	DAFF/SAPS official	Challenges
Beef-Private	3	147.9	N/A	N/A	Botswana	8	Y	DAFF	Exemption less than 25 kg
Beef-Private	3	3.5	N/A	N/A	Botswana	2	N	DAFF	FMD outbreak in Botswana
Beef-Permit	3	500	Y	Y	Botswana	2	Y	DAFF	None
Bone in Beef	3	107 114.20	Y	Y	Botswana	7	Y	DAFF	None
Deboned beef	3	2 521 137	Y	Y	Botswana	122	Y	DAFF	None
Boneless beef (RIT)	3	1 062 579.00	Y	Y	Botswana	49	Y	DAFF	None
Boneless beef and offal	3	137 728.60	Y	Y	Botswana	8	Y	DAFF	None
Canned ox tongue	4	26.00	Y	Y	Botswana	1	Y	DAFF	None
Cats	1	3.00	Y	Y	Botswana	2	Y	DAFF	None
Cattle	1	9.00	Y	Y	Botswana	1	Y	DAFF	Stolen cattle
Dogs	1	82.00	Y	Y	Botswana	56	Y	DAFF	None
Elephant dung samples	3	814.00	Y	Y	Botswana	1	Y	DAFF	Counted in bottle
Horses	1	4.00	Y	Y	Botswana	1	Y	DAFF	None
Hyena faecal sample	3	450.00	Y	Y	Botswana	1	Y	DAFF	Counted in bottle
Offal	3	45 807.40	Y	Y	Botswana	3	Y	DAFF	None
Pet food	4	20 664.00	Y	Y	Botswana	1	Y	DAFF	None
Samples	3	200.00	Y	Y	Botswana	1	Y	DAFF	None
Skins	3	3.00	Y	Y	Botswana	1	Y	DAFF	None
Tallow	4	31 940	Y	Y	Botswana	1	Y	DAFF	None
Venison-No permits	3	1 814.00	Y	Y	Botswana	2	Y	DAFF	None
Wet skins	3	20.00	N	N/A	Botswana	1	N	DAFF	No documents

Risk Classification

N/A=not applicable, 0=nothing reported, 1= extremely high risk, 2=high risk, 3= medium risk, 4= low risk

South Africa imports large numbers of animals and animal products from Namibia and Table 11 indicates that 349 consignments of animals and animal products were imported through Skilpadshek. The highest number of consignments was dogs which is a first level of risk.

Table 11 Products from Namibia entering RSA through Skilpadshek border post

Products imported	Risk classification	Quantity in kilograms and number	Documentation presented	Verified (yes/no)	Country of origin	Number of consignments	Importation allowed (yes/no)	DAFF/SAPS official	Challenges
African grey parrot	1	1	Y	Y	Namibia	1	Y	DAFF	None
Beef	3	112 291.1	Y	Y	Namibia	19	Y	DAFF	None
Beef	3	407	N/A	N/A	Namibia	20	Y	DAFF	None
Beef and mutton	3	70	Y	Y	Namibia	1	Y	DAFF	None
Biltong	3	113.5	Y	Y	Namibia	15	Y	DAFF	None
Biltong	3	92	N/A	N/A	Namibia	6	Y	DAFF	None
Biltong and dry wors	3	280	Y	Y	Namibia	3	Y	DAFF	None
Blue wildebeest	1	23	Y	Y	Namibia	1	Y	DAFF	None
Bone and carcase meal	3	141 120	Y	Y	Namibia	4	Y	DAFF	None
Bone meal	3	152 000	Y	Y	Namibia	5	Y	DAFF	None
Bovine pericardium	3	1.5	Y	Y	Namibia	5	Y	DAFF	None
Canned beef	4	919 541	Y	Y	Namibia	27	Y	DAFF	None
Cats	1	12	Y	Y	Namibia	9	Y	DAFF	None
Cattle	1	79	Y	Y	Namibia	1	Y	DAFF	none
Cheese	4	2	Y	Y	Namibia	1	Y	DAFF	None
Dogs	1	147	Y	Y	Namibia	95	Y	DAFF	None
Dry wors	4	473	Y	Y	Namibia	10	Y	DAFF	None
Eland	1	6	Y	Y	Namibia	1	Y	DAFF	None
Eland trophies	4	886	Y	Y	Namibia	4	Y	DAFF	None
Gemsbok	1	78	Y	Y	Namibia	2	Y	DAFF	None
Giraffe	1	10	Y	Y	Namibia	1	Y	DAFF	None
Guano fertilizer	3	50	Y	Y	Namibia	1	Y	DAFF	None
Hartebeest	1	42	Y	Y	Namibia	1	Y	DAFF	None

Products imported	Risk classification	Quantity in kilograms and number	Documentation presented	Verified (yes/no)	Country of origin	Number of consignments	Importation allowed (yes/no)	DAFF/SAPS official	Challenges
Hartebeest trophies	4	305	Y	Y	Namibia	1	Y	DAFF	None
Horns	4	158	Y	Y	Namibia	1	Y	DAFF	None
Horses	1	39	Y	Y	Namibia	13	Y	DAFF	None
Hunting trophies	4	1	Y	Y	Namibia	1	Y	DAFF	None
Impala shoulder mount	4	280	Y	Y	Namibia	1	Y	DAFF	None
Live animals	1	50	Y	Y	Namibia	1	Y	DAFF	Animals not specified
Margarine	4	17	Y	Y	Namibia	1	Y	DAFF	None
Mutton	3	645	Y	Y	Namibia	14	Y	DAFF	None
Oryx	1	40	Y	Y	Namibia	2	Y	DAFF	None
Processed meat	4	1	Y	Y	Namibia	3	Y	DAFF	None
Sheep skin	3	10	Y	Y	Namibia	1	Y	DAFF	None
Shoulder mount	4	1	Y	Y	Namibia	1	Y	DAFF	None
Tallow	4	1 132 880	Y	Y	Namibia	41	Y	DAFF	None
Trophies	1	16	Y	Y	Namibia	1	Y	DAFF	None
Salt	4	34 000	Y	Y	Namibia	1	Y	DAFF	None
Venison	3	8 370	Y	Y	Namibia	29	Y	DAFF	None
Venison-Personal	3	545	N/A	N/A	Namibia	2	Y	DAFF	None
Venison/Mutton	3	100	Y	Y	Namibia	1	N	DAFF	None
Wors	3	15	Y	Y	Namibia	1	Y	DAFF	None

Risk Classification

N/A=not applicable, 0=nothing reported, 1=extremely high risk, 2=high risk, 3=medium risk, 4=low risk

Table 12 indicates that 343 consignments were released from Botswana through Skilpadshek border post, 33 % of which were partially processed.

Table 12 Products from Botswana entering RSA through Skilpadshék border post

Products imported	Risk classification	Quantity in kilograms and number	Documentation presented	Verified (yes/no)	Country of origin	Number of consignments	Importation allowed (yes/no)	DAFF/SAPS official	Challenges
Beef-Private	3	23.5	N/A	N/A	Botswana	1	N	DAFF	FMD outbreak in Botswana
Beef-Private	3	473.2	N/A	N/A	Botswana	19	Y	DAFF	Exemption less than 25 kg
Beef-permit	3	240	Y	Y	Botswana	1	Y	DAFF	None
Beef-commercial	3	2 360 421	Y	Y	Botswana	112	Y	DAFF	Further inspection
Bone and carcass meal	3	138 000	Y	Y	Botswana	5	Y	DAFF	None
Bone meal	3	38 000	Y	Y	Botswana	1	Y	DAFF	None
Canned beef	4	15 516	Y	Y	Botswana	1	Y	DAFF	None
Carcass meal	3	403 542	Y	Y	Botswana	13	Y	DAFF	None
Cats	1	10	Y	Y	Botswana	6	Y	DAFF	None
Chicken feed	3	10	N	N/A	Botswana	1	N	DAFF	No documents
Chicken meat	3	5	N/A	N/A	Botswana	1	Y	DAFF	Exemption less than 25 kg
Dogs	1	129	Y	Y	Botswana	70	Y	DAFF	None
Goat skin	3	1	N	N/A	Botswana	1	N	DAFF	No documents
Head masks	4	178 000	Y	Y	Botswana	12	Y	DAFF	None
Hides	3	2 400	Y	Y	Botswana	2	Y	DAFF	None
Hides trimmings and head masks	3	60 000	Y	Y	Botswana	3	Y	DAFF	None
Horses	1	17	Y	Y	Botswana	8	Y	DAFF	None
Lion skin	4	13	Y	Y	Botswana	1	Y	DAFF	None
Live chickens	1	2	N	N/A	Botswana	1	N	DAFF	No documents
Musical drums	4	100	Y	Y	Botswana	1	Y	DAFF	None

Products imported	Risk classification	Quantity in kilograms and number	Documentation presented	Verified (yes/no)	Country of origin	Number of consignments	Importation allowed (yes/no)	DAFF/SAPS official	Challenges
Mutton	3	110	N/A	N/A	Botswana	3	Y	DAFF	None
Pet food	4	20 664	Y	Y	Botswana	1	Y	DAFF	None
Sheep carcasses	4	82 566	Y	Y	Botswana	4	Y	DAFF	None
Tallow	4	942 830	Y	Y	Botswana	30	Y	DAFF	None
Tanned skin	4	1	N/A	N/A	Botswana	1	Y	DAFF	None
Venison	3	630	Y	Y	Botswana	1	Y	DAFF	None
Wet salted hides	3	316 207	Y	Y	Botswana	43	Y	DAFF	None

Risk Classification

N/A=not applicable, 0=nothing reported, 1=extremely high risk, 2=high risk, 3=medium risk, 4=low risk

Table 13 indicates that Kopfontein border post experienced only a few consignments of animals and animal products and that bone and FMD vaccines were the only products that were refused, the latter because the importer did not have a veterinary import permit to import the vaccines. Dogs were the most commonly imported animals through that border post. There were very few imported commercial animal products.

Table 13 Products from Botswana entering RSA through Kopfontein border post

Products imported	Risk classification	Quantity in kilograms and number	Documentation presented	Verified (yes/no)	Country of origin	Number of consignments	Importation allowed (yes/no)	DAFF/SAPS official	Challenges
Beef	3	51	N/A	N/A	Botswana	3	Y	DAFF	Exemption less than 25 kg
Bones	3	50	N	N/A	Botswana	1	N	DAFF	No documents
Canned beef	4	1 952	Y	Y	Botswana	1	Y	DAFF	None
Cats	1	17	Y	Y	Botswana	9	Y	DAFF	None
Cattle	1	11	Y	Y	Botswana	1	Y	DAFF	Stolen cattle
Dogs	1	247	Y	Y	Botswana	149	Y	DAFF	None
FMD vaccines	4	350 000	Y	Y	Botswana	1	N	DAFF	Counted in bottle
Frozen chicken	3	22	Y	Y	Botswana	2	Y	DAFF	None
Goat meat	3	6	Y	Y	Botswana	1	Y	DAFF	None
Horns	3	3	Y	Y	Botswana	3	Y	DAFF	None
Horses	1	22	Y	Y	Botswana	11	Y	DAFF	None
Lion skin	3	7	Y	Y	Botswana	1	Y	DAFF	None
Skins	3	3	Y	Y	Botswana	3	Y	DAFF	None
Venison	3	1 500	Y	Y	Botswana	3	Y	DAFF	None

Risk Classification

N/A=not applicable, 0=nothing reported, 1=extremely high risk, 2=high risk, 3=medium risk, 4=low risk

CHAPTER 5

DISCUSSION AND CONCLUSIONS

Globalisation has led to an increase in the movement of people and goods into the Republic of South Africa. The movement of agricultural products and humans are associated with risks of introducing transboundary animal diseases. Transboundary animal diseases are those diseases that are of significant economic and/or food security importance for a considerable number of countries and such diseases can easily spread to other countries and reach epidemic proportions. Such diseases may include FMD, CBPP, Rift Valley fever and rabies.

Travelers from Botswana, Malawi, Angola, Namibia, Zimbabwe and other African countries enter South Africa through both commercial and non-commercial border posts of the Northwest Province. The countries listed above have recently experienced diseases such as FMD, CBPP, rabies and Rift Valley fever, therefore importation of animals and animal products from those countries are associated with the risk of introducing such diseases into South Africa. Commercial consignments are imported with documentation through commercial border posts. A specified quantity and type of animal products for own consumption can be imported through both commercial and non-commercial border posts without documentation.

There are different Acts in place which regulates the importation of agricultural products and include the Animal Diseases Act, 1984 (Act No. 35 of 1984); the Agricultural Pests Act, 1983 (Act No. 36 of 1983); the Animal Improvement Act, 1998 (Act No. 62 of 1998); the Meat Safety Act, 2000 (Act No. 40 of 2000) and others. The Animal Diseases Act is

presently the main Act that regulates the importation of both animals and animal products through different places of entry. A place of entry is defined by the Animal Diseases Act, 1984 as any place, road or route designated or prescribed under Section 6(1) of the Customs and Excise Act, 1964 (Act No. 91 of 1964). The definition of place of entry under Act 35 does not make provision for non-commercial border posts as a place of entry except if the Commissioner of SARS gives a special border concession. However, the Meat Safety Act, 2000 does not refer to a place of entry as defined in terms of the Customs and Excise Act. The national executive officer of DAFF can approve the place of entry and place a notice in the government gazette. The Immigration Act, 2002 is also not appropriate in terms of the position of DAFF since it defines place of entry as a place prescribed from time to time where a foreigner has to report before he or she may move, sojourn or remain within, or enter the country. The Agricultural Pests Act, 1983 (Act No. 36 of 1983) makes provision for the executive officer to determine a place of entry and therefore the Act makes provision for the deployment of permanent officials at both commercial and non-commercial border posts (similar to the Meat Safety Act). Observations from this study suggest that the definition of place of entry in the Animal Diseases Act, 1984 be amended. The Animal Diseases Act, 1984 makes provision for the regulation of importation of animals and animal products at commercial border posts for control purposes. Control purpose is defined in this Act as “the prevention of the introduction into South Africa of any animal disease or parasite”.

In order to prevent the introduction of such diseases, DAFF has deployed permanent officials at all commercial border posts which include Ramatlabama, Kopfontein and Skilpadshek. The responsibilities of these officials are to ensure that all travelers, importers and commercial companies comply with all legislation that regulates the

importation of agricultural products. Ramatlabama border post is used by travelers from Botswana and Namibia who enter South Africa to visit relatives and/or shops, and sometimes a high volume of travelers is experienced. This border post is mainly used by commercial trucks importing and exporting goods to Botswana and other African countries. When compared with other border posts included in this study, the highest number of animals has been imported through this post

Skilpadshek is mainly used for commercial purposes by several other countries including Angola and Namibia through the Trans-Kalahari. Most agricultural products from Namibia except livestock are imported through this border post. 158 572 people entered South Africa through Skilpadshek from the 1st of November 2010 to the 30th of June 2011.

DAFF officials stationed at commercial border posts are responsible for visiting all non-commercial border posts which include Makopong, Bray, Makgobistad, Swartkopfontein and Derdepoort border post in order to monitor the movement of agricultural products.

Swartkopfontein is a busy non-commercial border post which can be compared with other commercial border posts in terms of travelers, and records of Home Affairs indicate that up to 21 768 vehicles and 58 736 travelers entered the country from the 1st of November 2010 to the 30th of June 2011. During five of the six days which DAFF officials visited Swartkopfontein, they recorded agricultural products found when searching at the gates. Regulated agricultural products that were recorded at Swartkopfontein include dogs, beef, and other plant products. Other products recorded included tomatoes, water melons, pot plants etc. Products recorded were all unprocessed and some are classified as a highest risk such as live animals.

Risks associated with classified animals and animal products can be ranked in the order of levels. Live animals are ranked as the first level highest risk, followed by semen, ova and embryos. The third level risks include fresh and frozen products such as raw milk and meat. Processed products are ranked as the lowest risk (Penrith, 2007).

A total of 2,477 travelers entered South Africa through Makopong border post between April and September 2009 (K.I.S. Shoke, South African Police Services, personal communication, 2011). Bray border post is utilized particularly by local farmers and farm workers. Between April and September 2009 about 9,254 travelers entered the country through Bray.

At non-commercial border posts illegal importation is highly likely because DAFF does not have officials present and clients can freely enter the country with animal and animal products, knowing full well that SAPS officials may not be able to differentiate the products e.g. clients can declare pork (that is not exempted) as beef. The fact is that regular travelers know that specific officials responsible for animals and animal products are permanently deployed at each commercial border which significantly reduces illegal movement or smuggling of animals and animal products. Exemption of certain animals and animal products at non-commercial ports can contribute to uncertainty among personnel who regulates the importation of animals and animal products on behalf of DAFF.

SAPS officials at non-commercial border posts indicated that they never attend workshops or receive formal training organized by DAFF, whereas officials from DAFF Inspection Services (IS) stationed at commercial border posts are provided with workbench training when they are appointed and they attend refresher courses from

time to time to keep them updated with the latest information. They also attend workshops organized by the DAFF where they discuss challenges experienced and recommend solutions to the identified challenges.

Inspection Services have standard operating procedures and work instructions in place in order to properly implement legislation. Officials at the commercial border posts are responsible for ensuring that pre-border, border and post border control measures are in place at all times. During pre-border control officials assist clients with procedures on how to import animals and animal products. At the border post officials evaluate documents that are presented and inspect consignments and thereafter take decisions to release or refuse entry to the presented consignments. DAFF have systems in place which are supported by the legislation to ensure that movement of high risk products are monitored until the final destination where controlled veterinary acts are conducted and then products are finally released. When consignments are released or refused entry, data is recorded both electronically and manually. Data for animal and animal products imported at the border posts is on a daily basis submitted from commercial border posts to National Border Management Coordinating Committee (NBMCC).

NBMCC is the crucial section of the Directorate: Inspection Services which is responsible for keeping all records of animals and animal products entering the country. NBMCC is one of the best initiatives since it provides easy access for stake holders when required to do risk analysis. It is easier to access information, for example the records reflect that two travelers were refused entry carrying beef because of the outbreak of foot-and-mouth disease in Botswana during May and June 2011 whereas there are no records of cloven hooved animal products that were refused entry at Swartkopfontein border post during the same period. South Africa imported 122

(2,521,137 kg) consignments of deboned beef from Botswana through Ramatlabama border post from the 1st of November 2010 to the 30th of June 2011. Commercial border posts have challenges with regard to record keeping and data collection but it is not comparable with non-commercial border posts where there is no data collection at all.

DAFF have allocated specific resources at commercial border posts and that is why the role and impact of border control is favorable with good results, whereas the same resources are not available at non-commercial posts. Lack of resources can have a negative impact on the border control at non-commercial border posts. Some respondents indicated that they find themselves in a situation where they have to use limited SAPS resources for DAFF i.e. telephone grants which officials are allocated for a month to make both official and private calls are now used to contact DAFF officials when there are issues that need to be resolved by DAFF officials. Such a situation is not conducive to meaningful contact between DAFF and SAPS.

In the section on capacity of SAPS members to perform DAFF mandate, 82 % of respondents indicated that there are not enough officials to execute the functions/mandate on behalf of DAFF and therefore it raises a serious concern in terms of the regulation of agricultural products at non-commercial border posts. SAPS officials are inclined to only help when they are not busy. It was indicated that lack of resources can lead to inadequate implementation of biosecurity measures (www.ocimum-biosecurity.eu/Biosecurity.htm). Another limiting factor of importance in terms of border control at the non-commercial borders is the delegation of responsibilities to other stakeholders with poor cooperation from the latter.

Failure to properly implement the legislation that regulates agricultural products at non-commercial border posts can also be ascribed to a lack of training and lack of information. 94.6 % of respondents indicated that they have no formal qualifications related to agriculture and therefore they cannot adequately categorize and/or identify agricultural products. Non-commercial border posts were not visited regularly and respondents were not satisfied with the information provided by DAFF officials. The conclusion from this study is that officials are not comfortable in carrying out the mandate of the DAFF. It was also confirmed that lack of funding and infrastructure for inspection and enforcement play a role in inadequate biosecurity measures, in this case limiting DAFF from providing training to SAPS officials (www.ocimum-biosecurity.eu/Biosecurity.htm).

It is assumed that few visits by personnel from DAFF is the main reason that 69 % of respondents at non-commercial border posts did not know the mandate of DAFF. SAPS officials at non-commercial border posts do not have any standard operating procedures and work instructions from the DAFF. It is important that personnel from non-commercial border posts receive training, attend workshops and are provided with standard operating procedures. The dissemination of information to the clients also seems to be inadequate and some clients are surprised when their products are confiscated, refused entry, or disposed of at the port. About 4 % of the respondents indicated that clients left the border posts very frustrated after their products were seized or refused entry by the officials.

The availability and visibility of DAFF officials at the border play a very crucial role in terms of awareness campaigns for the correct procedures to be followed when importing animals and animal products at the place of entry. There is a meaningful

number of respondents that raised issues around difficult clients and clients that are telling the officials that they are incompetent. Some border post officials even feel threatened or belittled at times. It was reported that some of the clients can be irate and arrogant to the extent that they tell the respondents (who are SAPS members) that they are ignorant. This is more apparent when a traveler is well informed about agricultural issues. At the border post officials work with other stakeholders to ensure that illegal importation is prevented and the treatment that SAPS officials receive from clients when trying to regulate agricultural products can have an impact on their willingness to assist and therefore impact on regulation of agricultural products.

Poor cooperation between agencies can lead to inadequate implementation of biosecurity measures (www.ocimum-biosecurity.eu/Biosecurity.htm). Results from this study have revealed that lack of information, lack of training, lack of resources and difficult clients have left respondents very angry and frustrated in such a way that they even say that they don't want anything to do with DAFF and DAFF should send their officials to the border post to execute their functions. Work load and human errors have led to the disappearance of a file that contained data at Makgobistad. It represents an example indicating that the DAFF mandate may be compromised. At Swartkopfontein border post the SAPS completed two forms over eight months whereas DAFF reported agricultural products for five out of the six days when they visited that border post. It is clear that products were not recorded and regulated properly. During the two days for which information was recorded by SAPS officials at Swartkopfontein, one indicated that there was a dog that was imported into the country.

It was clearly demonstrated in this study that officials from SAPS at non-commercial border posts execute the mandate of DAFF adequately when they are interested and motivated. Officials that understand the importance of regulating agricultural products at the border posts will ensure that such products are regulated without fear or favor to protect their country. Recommendation and inputs that were identified by the respondents may be useful to improve the existing systems of border control in the Northwest Province. Those include that SAPS officials should be trained and the management should ensure that there are routine visits by relevant officials. Due to the distance of non-commercial posts from its nearest commercial border post, it was suggested that the border posts be visited at least once a month.

Based on the risks identified, it is suggested that two officials be appointed at Swartkopfontein border post. Derdepoort is not a busy border post and officials at that post indicated that they are willing and able to assist to regulate all agricultural products. Reports indicate that only a few items were intercepted, hence it would be sufficient for an official to visit once a week and spend time with SAPS personnel for a full day. The provincial manager should ideally compile a program for routine visits to such a border post. It is also recommended that one DAFF official be deployed permanently to Bray border post and SAPS officials be trained by DAFF. The member that is deployed will encourage other personnel to positively assist with the regulation of agricultural products. Such an officer should also visit Makopong border post once a month since it is 100 km away from Bray border post.

Inadequate legal infrastructure, limited resources, budget and infrastructure for inspection, lack of training, poor cooperation by officials, lack of technical resources and difficult clients, lack of community awareness and lack of communication are all important factors identified during this project as playing a role in the failure to appropriately manage risks associated with the importation of animals and animal products at non-commercial border posts. Current non-commercial border control measures in place in the Northwest Province of South Africa to control the entry of transboundary and other animal diseases are inadequate to prevent illegal importation of animals and animal products as compared to commercial border control in the same province. This qualitative study (interviews, questionnaires and data collection forms) has demonstrated that DAFF should ideally employ permanent staff at non-commercial border posts, or alternatively provide workshops and adequate training to motivate SAPS officials at the non-commercial posts.

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APPENDIX 1

DATA COLLECTION FORM FOR ANIMALS AND ANIMAL PRODUCTS ENTERING RSA

Name of official _____

Department _____

Name of the border post _____

Date of import	Type of product imported	Raw or processed	Estimated weight	Slaughtered at home or approved abattoir	Import documents available or not available	Country of origin	Country of destination

Challenges experienced _____

APPENDIX 2

QUESTIONNAIRE FOR NON-COMMERCIAL PORTS OF ENTRY IN THE NORTHWEST PROVINCE

Contact details

Name of the border post _____

Postal address _____

District _____

GPS location _____

Interviewer _____

Date of interview _____

1. How long have you been working as a law enforcement officer?
 months/years
2. Do you have any training or qualifications in an agriculture-related field?

Yes	No	
-----	----	--
3. If yes, which one?

4. Do you have enough human resources (officials) to can carry out the mandate of other departments?

Yes	No	
-----	----	--
5. Do you know the mandate of the DAFF at the port?

Yes	No	
-----	----	--
6. Do you know how to identify and categorize regulated agricultural products?

Yes	No	
-----	----	--
7. How often do you regulate the importation of agricultural products?

Timeously		
Sometimes		
Never		
8. What do you do if you see an agricultural product? (mark one)

Release		
Refuse entry		
Contact DAFF officer		
9. How do you communicate with DAFF officials when you have challenges regarding agricultural products at the border post?

Telephonically		
Email		
Fax		

10. Are you happy with the information that is provided by DAFF at your border post?

Yes	No
-----	----

11. If not, please explain why not.

12. What can you do if the client refuses to follow your instructions?

13. Is it important to have officers from the DAFF in this border post?

Yes	No
-----	----

14. What do you do if you are not sure (certain) of the way the product has to be handled at your border post?

15. Are you interested in attending workshops offered by the DAFF?

Yes	No
-----	----

16. Are you comfortable with the responsibility to regulate agricultural products at your border post/ are you knowledgeable enough to easily regulate agricultural products?

Yes	No
-----	----

17. Name five animals and animal products that you have seen in this border post.

18. What are the challenges regarding the regulation of agricultural products?

19. In less than five sentences give your suggestions towards resolving the challenges that you experience in terms of agricultural products at your border post.

APPENDIX 3



agriculture, forestry & fisheries

Department:
Agriculture, Forestry and Fisheries
REPUBLIC OF SOUTH AFRICA

Private Bag X138, Pretoria, 0001
Delpen Building, c/o Annie Botha & Union Street, Riviera,
0084

From: Directorate Animal Health
Tel: +27 12 319 7514
Fax: +27 12 329 8292
E-mail: InaL@daff.gov.za
Enquiries: Ina Labuschagne
Ref: 13/1/B

2012-01-20

IMPORTATION OF ANIMAL PRODUCTS FOR OWN USE FROM THE OFFICIALLY RECOGNISED FMD FREE AREAS (WITHOUT VACCINATION) OF NAMIBIA, BOTSWANA, SWAZILAND AND LESOTHO, ONLY

In terms of the Animal Diseases Act, 1984 (Act No 35 of 1984) and the Meat Safety Act, 2000 (Act No 40 of 2000)

Abbreviations: **VIP** : Veterinary Import Permit **VHC** : Veterinary Health Certificate

1. General conditions

- 1.1 This dispensation is limited to animal products intended for personal use. The **animal products may not be sold or disposed of in any way other than by own consumption / use.**
- 1.2 Only limited quantities may be imported.
- 1.3 This dispensation does not apply to live animals.
- 1.4 Veterinary import permits are issued by the permit office of the Directorate Animal Health in Pretoria (Tel +27 12 319 7514 / -7414 / -7632 / 7633/ -7503/ -7406; fax +27 12 329 8292; InaL@daff.gov.za). Enquiries regarding the veterinary import requirements for animal products for own use can be directed here as well.
- 1.5 Enquiries regarding border control can be addressed to:

Mr N Luvhimbi LuvhimbiN@daff.gov.za
Tel: +27 12 309 8737; Cell: 073 196 0858; Fax: 086 592 7162 / +27 12 309 8793

Ms A Steyn AmandaS@daff.gov.za
Tel: +27 12 309 8740; Cell: 082 960 8486; Fax: +27 12 309 8787

(NO permit applications will be accepted at these fax numbers)
- 1.6 This dispensation may be cancelled or changed on short notice.
- 1.7 The South African Department of Agriculture, Forestry and Fisheries does not accept any responsibility for the safety of products imported for own consumption.

- 1.8 Only clean containers may be used for packaging, e.g. no second-hand hessian / jute bags may be used for the transport of products e.g. mopani worms.
- 1.9 Animal products that require a veterinary import permit (including larger quantities for own use) may only be imported through the following border posts. No other border posts will be considered, unless approved in advance (2 weeks before arrival at the border post) by the Director Animal Health
- Botswana Ramatlabama, Groblersbrug, Skilpadshek, Kopfontein
 - Lesotho Maseru Bridge
 - Namibia Vioolsdrift, Nakop or in transit through Botswana via Ramatlabama, Skilpadshek, Kopfontein & Groblersbrug
 - Swaziland Oshoek, Golela and Mananga
 - South African International airports
- 1.10 Small quantities of commodities that do not require veterinary import documentation may be imported as own use through any land border post, but not through the international airports. Border post control officials may refuse entry of such products at any time if the concession is misused.
- 1.11 A South African VIP and VHC from the neighbouring country are required for animal products for own use from the foot and mouth disease (FMD) control area (ie the control/surveillance/vaccination, “the red line area”) and for products derived from wild or domesticated pigs, eg warthog biltong. Permits for these commodities will be considered on an individual basis and might not be granted.
- 1.12 In order to qualify as a person in terms of this guideline, the person must be older than 12 years.

2. Importation of Edible Animal Products

2.1 Raw Products

- No raw pork and/or meat from wild pigs may be imported for own use. Permit conditions for warthog biltong will stipulate they have been processed to ensure the satisfactory inactivation of the African swine fever virus.
- **A maximum of 25 kg meat** (cattle, game, sheep, goats or poultry) - pork & meat from wild pigs excluded) and a **maximum of 10kg biltong per person** may be imported without a South African VIP or VHC from the FMD free areas in the exporting country.
- > 25kg – 250kg meat per importer. South African VIP and VHC from the exporting country are required. **Note:** If written motivation is made and a copy of the hunting invitation/booking form provided, the Director Animal Health will consider increasing this amount to **500 kg**.
- > 10kg –100kg biltong per hunter. South African VIP and VHC from the exporting country are required.
- Consignments exceeding these amounts per importer are not regarded as being imported for own consumption. The importer must apply for a **commercial veterinary import permit** and comply with those conditions.

2.2 Other Processed Meats (canned, cooked, polony, brawn, etc)

A total mass of 25kg per person may be imported without a South African VIP or VHC from the country of origin. If the 25kg limit is exceeded a South African VIP and VHC from the exporting country have to be obtained.

2.3 Dairy Products

10 kg or litres of dairy per person may be imported without a South African VIP or VHC from the exporting country.

2.4 Eggs

2½ dozen poultry eggs or 4 ostrich eggs per person may be imported without a South African VIP or VHC from the exporting country.

3. Importation of Inedible Animal Products for Own Use (FMD-free areas)

3.1 **This dispensation is limited to animal products intended for personal use of the person(s) importing the products. The responsible official at the port of entry will judge the quantity of inedible products allowed.**

3.2 Limited numbers/volume of the following products may be imported for own use without a veterinary import permit or a veterinary health certificate:

- Mats and rugs made from fully processed animal skins
- Fully processed leather articles (shoes, handbags, curio's, sjamboks, leather whips and other articles containing leather) and fully mounted trophies
- Duvets/pillows (fully processed products containing feathers/down)
- Ostrich eggs – without contents, plain or painted
- Processed pet food (less than 25kg only).

3.3 Limited numbers/volume of the following products may be imported for own use without a veterinary import permit but require a veterinary health certificate:

- Curios containing the following raw products provided a Veterinary Health Certificate is produced to prove that they do not originate from the FMD area.
- Curios, drums containing dry raw unprocessed hides & skins or items from game trophies
- Bone(s), horns, hooves, claws, antlers or teeth in small quantities which must have been treated to ensure that any matter other than bone, horns, hooves, claws, antlers or teeth is removed. A certificate to that effect must be provided by the veterinary services of the country of origin.

3.4 The following products may not be imported, or brought into South Africa for own use, without a veterinary import permit (permits for these commodities will be considered on an individual basis and may not necessarily be issued):

- Any animal or animal product from the foot-and-mouth disease (FMD) surveillance (red line) areas
- Any edible product where the mass exceeds the limits prescribed in this document.
- Raw pork or meat from wild pigs. Biltong from pigs (e.g. warthogs)
- Inedible animal products imported for commercial purposes (The responsible official at the port of entry will judge the quantity of inedible products allowed for own use)
- Raw unprocessed or partially processed trophies
- Curios containing dry raw unprocessed hides & skins or items from game trophies originating from the FMD infected zone.
- Bones, teeth, antlers, claws or horns in large quantities.
- Animal feed including bone meal, carcass meal, blood meal
- Live animals (excluding dogs and cats), live poultry or birds

- Second-hand hessian / jute bags
- Wool, hair, bristles, feathers, down
- Manure / animal waste
- Semen and embryos
- Trout ova and live trout
- Veterinary pharmaceuticals or vaccines

Dr Mpho Maja
Director Animal Health