

National Policy on Food Safety and Its Implementation Strategy

Produced By

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ABBREVIATIONS/ACRONYMS

AFAN	All Farmers Association of Nigeria
AFBTE	Association of Food Beverage & Tobacco Employers
AfDB	African Development Bank
AFFCON	Association of Fast Food Confectioners of Nigeria
AFVN	Association of Food Vendors in Nigeria
ANCOPS	All Nigeria Confederation of Principals of Secondary Schools
BOA	Bank of Agriculture
BOI	Bank of Industry
CAC	Codex Alimentarius Commission
CBOs	Community Based Organisations
CDC	Centre for Disease Control
CPC	Consumer Protection Council
CSOs	Civil Society Organisations
DNA	Deoxyribonucleic Acid
DFID	Department for International Development
ECOWAS	Economic Community of West African States
EHO	Environmental Health Officers
EHORECON	Environmental Health Officers Registration Council of Nigeria
EU	European Union
FBD	Food-borne Disease
FCT	Federal Capital Territory
FDA	Federal Department of Agriculture
FDF	Federal Department of Fisheries
FDL	Federal Department of Livestock
FEC	Federal Executive Council
FMARD	Federal Ministry of Agriculture and Rural Development
FMEnv	Federal Ministry of Environment
FMITI	Federal Ministry of Industry, Trade and Investment
FMOE	Federal Ministry of Education
FMOH	Federal Ministry of Health
FMST	Federal Ministry of Science and Technology
FMWASD	Federal Ministry of Women Affairs and Social Development
GAP	Good Agricultural Practices
GEP	Good Environment Practices
GHP	Good Hygienic Practices
GMF	Genetically Modified Food
GMO	Genetically Modified Organisms
GMP	Good Manufacturing Practices
GSP	Good Storage Practices
HACCP	Hazard Analysis and Critical Control Point
HMH	Honourable Minister of Health
ICCON	Institute of Chattered Chemist of Nigeria
IDB	Islamic Development Banks

IDSR	Integrated Disease Surveillance Response
IEC	Information Education and Communication
IMNFSC	Inter-Ministerial National Food Safety Committee
IPAN	Institute of Public Analysts of Nigerian
IPPC	International Plant Protection Convention
ISO	International Organisation for Standardisation
LGA	Local Government Authority
LGAC	Local Government Area Council
LGAs	Local Government Areas
MAN	Manufacturers Association of Nigeria
MDAs	Ministries, Departments and Agencies
MLSCN	Medical Laboratory Science Council of Nigeria
MSMEs	Micro, Small and Medium Enterprises
NABDA	National Biotechnology Development Agency
NACCIMA	National Association of Chambers of Commerce, Industry, Mines and Agriculture
NAFDAC	National Agency for Food and Drug Administration and Control
NASME	Nigeria Association of Small & Medium Enterprises
NASC	National Agricultural Seeds Council
NASS	National Assembly
NASSI	National Association of Small Scale Industrialist
NAQS	Nigeria Agricultural Quarantine Services
NBS	National Bureau of Statistics
NBTE	National Board of Technical Education
NCCE	National Commission for Colleges of Education
NCFN	National Committee for Food and Nutrition
NCH	National Council of Health
NCS	Nigeria Customs Service
NDE	National Directorate of Employment
NEPC	National Export Promotion Council
NESREA	National Environmental Standards and Regulations Enforcement Agency
NFSMC	National Food Safety Management Committee
NFSS	National Food Safety System
NGOs	Non-Governmental Organisations
NHMIS	National Health Management Information System
NIFST	Nigerian Institute of Food Science and Technology
NIMR	Nigerian Institute of Medical Research
NIPC	Nigeria Investment Promotion Commission
NLC	Nigeria Labour Congress
NOA	National Orientation Agency
NOTAP	National Office for Technology Acquisition and Promotion
NPC	National Planning Commission
NPF	Nigeria Police Force
NPFSIS	National Policy on Food Safety and Implementation Strategy
NPHCDA	National Primary Health Care Development Agency
NTI	Nigeria Teachers Institute
NUC	National Universities Commission

NUT	Nigeria Union of Teachers
OIE	Office International des Epizooties (World Organisation for Animal Health)
OPS	Organised Private Sector
QA	Quality Assurance
SMOH	State Ministries of Health
SEMs	Small and Medium Enterprises
SMEDAN	Small and Medium Enterprises Development Agency of Nigeria
SON	Standards Organisation of Nigeria
SOP	Standard Operating Procedure
SPS	Sanitary and Phyto-Sanitary
STDF	Standards and Trade Development Fund
SUBEB	State Universal Educational Board
USAID	United States Agency for International Development
UNIDO	United Nations Industrial Development Organisation
VCN	Veterinary Council of Nigeria
WB	World Bank
WHO	World Health Organisation
WTO	World Trade Organisation

FOREWORD

Globalisation and its impact on food safety has become a dominant factor in governance due to its effects on public health, agriculture, trade and investment, poverty, hunger and tourism. Food-borne illness is a global phenomenon affecting billions of people who suffer from diseases caused by contaminated and poorly cultivated, handled, processed or prepared foods along the supply chain. It also reduces economic activity and increases national poverty.

In Nigeria, the food supply chain (Farm-to-Table) is undergoing considerable transformation as Government intensifies its efforts to improve safety by reviewing and updating key components of the national food safety control system. Similarly the agriculture and food industries are stepping up their food safety practices but the overall food safety situation is far from satisfactory. In 2010, as part of technical assistance from its development partners, the Federal Ministry of Health (FMOH) conducted an assessment of Nigeria Food Safety system and a survey of the status of the industry. Both studies revealed an outdated Food Safety System and an industry willing to work with the government to improve it.

The key challenges facing the enhancement of food safety in the country include: lack of awareness of the socio-economic importance of food safety, paucity of data and information on incidence of food-borne disease outbreaks, lack of understanding of food safety and quality standards as outlined in international agreements, inability to enforce compliance with international standards and global best practices, inadequate infrastructure and resources to support scientific risk analysis¹ and upgrading of food safety regulatory systems, inefficient food supply chain and poor traceability system. There is therefore an urgent need to strengthen the existing Food Safety System at each enterprise level at the Federal, State and LGAs platforms to develop a safe and reliable food supply chain from Farm-to-Table.

It is in this regard that National Council of Health at its 40th meeting in November, 1995 directed that a National Policy on Food Safety be put in place. The policy was formulated and finally approved by the National Council on Health at its 44th meeting in 1999 at Uyo. The implementation of the National Policy on Food Hygiene and Safety met with considerable challenges because its plan of action was not developed and wider

¹The Codex Alimentarius Commission defines risk analysis as a process composed of three components: risk assessment, risk management and risk communication

stakeholders were not consulted during its development. I hope that the implementation of this revised National Policy on Food Safety and Implementation Strategy (NPFSIS) will engender the adoption of International best practices in the food sector thereby enhancing consumer protection against fraudulent practices and supply of unwholesome and sub-standard foods. This policy will focus on building the capacity of both the public and private sectors, to strengthen the activities of the Food Safety Control Agencies, taking into account recent developments at national and international levels. This will also lead to strengthening of the current National Food Safety Management Committee (NFSMC), meet the specific needs of Agriculture, Food industries especially those of the food service establishments and Micro, Small and Medium Enterprises (MSMEs) which are emerging as a significant portion of the industry. The Government will develop and implement mechanisms for training relevant stakeholders in the skills, tools and techniques for effective management of food safety at every point of the Farm-to-Table continuum.

In addition to the key considerations of protecting human health, agricultural resources and ecology, the new global environment for trade in food and agricultural products requires countries to base their control systems on international standards and risk-based measures. The Food Safety System proposed in this policy would give the government the tools necessary to protect public health and improve trade while meeting international expectations.

In line with Director General of WHO, Dr. Margaret Chan's statement that "*governments need to give food safety just as much attention as they devote to quality and safety of pharmaceutical products; not everyone needs to take medicine every day but all people need food, each and every day*". It is my pleasure to present the National Policy on Food Safety and its implementation Strategy to all governments, national, international, non-governmental agencies, healthcare providers and the general public. I appeal to all relevant stakeholders to work together in the successful implementation of this policy in Nigeria.



Prof. C. O. Onyebuchi Chukwu
Honourable Minister of Health
Nigeria.

PREFACE

According to FAO/WHO, food safety² is a scientific discipline describing handling, preparation, and storage of food in ways that prevent food-borne illnesses. The food safety practices in Nigeria fall below the recommended global standard resulting in high incidence of outbreaks of food-borne illnesses, low international patronage of our food commodities and tourism. This situation may have arisen from the existing multi-sectorial legislation, multiple jurisdictions, and weakness in surveillance, monitoring and enforcement, culture, lifestyles, poor agricultural practices, mode of food production, handling, storage, preparation, transportation and poor eating habits.

This National Policy on Food Safety and Implementation Strategy (NPFSIS) is developed to meet the needs of the country in adopting and implementing a modern and effective National Food Safety System. The development of the policy had been quite tasking, involving several stakeholders' meetings to incorporate their inputs, comments, and adopt all articulated views.

The policy document is outlined in four chapters and glossary:

Chapter one describes the policy framework which includes the background, food safety overview, the existing regulatory framework, and public establishments and their mandates. It also covers the scope and rationale for the policy.

Chapter two addresses the institutional arrangement needed for the efficient implementation of the National Policy on Food Safety and its implementation Strategy. It also describes the structure, roles and responsibilities of NFSMC.

Chapter three describes the implementation strategies of the policy which includes the Goals, Objectives, Strategies and Activities.

Chapter four describes the framework for the effective monitoring and evaluation of food safety along the food chain (Farm-to-Table).

The glossary provides the definitions of the terms used in this policy document.

²WHO/FAO defines Food safety as all measures taken to protect health from harm when food is prepared and eaten according to its intended use.

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The Contributions of the representatives of the under-listed organisations to the development of National Policy on Food Safety and Implementation Strategy (NPFSIS) in Nigeria are immensely acknowledged and appreciated.

Honourable Minister of Health
Ministry of Agriculture and Rural Development (FMARD)
Ministry of Industry, Trade and Investment (FMITI)
Ministry of Environment (FMEnv)
Ministry of Science and Technology (FMST)
Permanent Secretary, Federal Ministry of Health
Agricultural Research Council of Nigeria (ARCN)
Association of Food Beverage & Tobacco Employers (AFBTE)
Central Bank of Nigeria (CBN)
Civil Society Organisation of Nigeria (CSO)
Consumer Protection Council (CPC)
Enhancing Nigerian Advocacy for a Better Business Environment (ENABLE)
Food Agricultural Organization (FAO)
Institute of Public Analyst of Nigeria (IPAN)
Manufacturers Association of Nigeria (MAN)
National Agency for Food and Drug Administration and Control (NAFDAC)
National Biotechnology Development Agency (NABDA)
National Environmental Standards and Regulations Enforcement Agency (NESREA)
National Planning Commission (NPC)
National Primary Health Care Development Agency (NPHCDA)
Nigeria Agricultural Quarantine Service (NAQS)
Nigeria Association of Small & Medium Enterprises (NASME)
Nigerian Expanded Trade and Transport (NEXTT)
Nigerian Institute of Food Science and Technology (NIFST)
Non-Governmental Organisations (NGOs) in Food Safety
Organised Private Sector (OPS)
State Ministries of Health (SMOH)
The Academia
The Standards Organisation of Nigeria (SON)
United Nations for Industrial Development Organisation (UNIDO)
United States Agency for International Development (USAID)
United States Department of Agriculture (USDA)
World Health Organisation (WHO)

CHAPTER 1: POLICY FRAMEWORK

1.1 BACKGROUND

The population of Nigeria was estimated to be about 170 million people by the end of 2013³, up from the general census figure of 105m (1997), 108m (1998), 112m (1999), 115m (2000) and 140m (2006). This rapidly increasing national population and the corresponding increase in demand for food makes Nigeria a big market for both locally produced and imported foods. There is therefore enormous responsibility on the food and agro-allied industries, food safety regulatory agencies and other stakeholders in the food supply chain (Farm-to-Table) to ensure the public consumes safe, wholesome and nutritious foods at affordable prices. Food is a very vital and basic necessity of life as it is not only a biological need but also a global socio-economic and political commodity. In Nigeria, the custom of eating out which was once limited to special occasions has now become embedded in our eating habits as a result of increasing urbanisation.

Recent developments in the economy of the country have led to a phenomenal increase in the number of Micro, Small and Medium Enterprises (MSMEs) and proliferation of eateries. Our changing lifestyles have encouraged food outlets and food vendors in our cities and villages, so much so that on an average daily basis, at least a meal is consumed away from home. Most of those involved in these emerging food businesses do not observe or are not aware of food hygiene and other best practices to ensure food safety and the environmental requirements in which these foods are produced or vended. The widespread practice of open display and exposure of ready-to-eat foods and the inadequacies of the existing food safety systems portend great dangers to public health and impact negatively on the efforts to meet national and international standards, making our food products non-competitive in the International market. The NPFSIS is expected to provide the framework for identification of National food safety objectives and formulation of suitable laws, regulations and guidelines for relevant sectors of the food supply chain needed to improve public health and trade.

³Nigeria Bureau of Statistics (NBS)

Food safety according to World Health Organization (WHO) has to do with all measures taken to protect human health from harm, arising from the consumption of food when it is prepared and/or eaten according to its intended use. Therefore, food-borne illnesses may result from ingestion of foods containing significant amounts of pathogenic microorganisms, biological or chemical poisons arising from poor or careless food handling practices at any stage in the food supply chain.

The symptoms and severity of food-borne illnesses vary depending on the causative agent(s) and can vary from mild disturbances to death of victim. The prevalence and severity of food-borne illnesses in Nigeria are often grossly underestimated because not every victim visits the hospital. Even when this is done, hospital records of cases are not readily available. Food-borne illnesses are a major public health concern as it impacts negatively on the health of individuals giving rise to reduced economic productivity. Table 1 is a report of the incidences of Food-Borne related disease in Nigeria in 2012.

Table 1: Food-Borne Disease-Related Cases & Deaths in Nigeria, Jan-Dec 2012⁴

No.	Disease Type	Cases		Deaths		Total	
		< 5 years	> 5 years	< 5 years	> 5 years	Cases	Deaths
1	Cholera	458	1,012	15	30	1,470	45
2	Diarrhoea (Watery without blood)	642,024	25,579	951	8	667,603	959
3	Diarrhoea (with blood)	127,620	99,904	222	178	227,524	400
4	Typhoid Fever	50,227	375,664	288	474	425,891	762
5	Lassa fever (Viral hemorrhagic fever)	307	1,697	3	56	2,004	59

Agriculture is a traditional engine of growth for our economy. It contributes about 42-45% of the Gross Domestic Product (GDP) and employing about 70% of the population. The agriculture community has important economic reasons to be concerned and informed about food safety requirements. Agricultural products need to meet food safety standards and maintain a safety level that inspires continued consumer confidence. Sources of food contamination are almost as numerous and varied as the contaminants themselves. Bacteria and other infectious organisms are pervasive in the environment. For example, *Salmonella enteritidis* in poultry and poultry products, aflatoxin in cereals, pulses, nuts, animal feeds etc.

⁴Integrated Disease Surveillance and Response (IDSR)

Food safety effects on public health and trade particularly international trade cannot be overemphasised. The poor cultivation and handling practices of some agricultural produce have particularly resulted in the international market rejecting Nigeria products such as melon (*egusi*) seeds, melon seed products, groundnuts and shea fruits products due to their aflatoxin contamination and pesticide residue. While the hidden effects of morbidity and mortality on our people who may not even be aware of such dangers is only better imagined.

Nigeria currently operates a multiple agency food safety control system which is mostly sectorial. Enactment and implementation of food safety legislation is also fragmented between the three tiers of Government. Therefore, there is the need for improved communication, collaboration and cooperation among the MDAs. Nigeria is a member of the United Nations and a signatory to all Conventions and Declarations on Health, Agriculture, Environment and Trade issues. Hence, this reviewed policy document has taken into consideration the roles and mandates of all the relevant sectors.

1.2 EXISTING REGULATORY FRAMEWORK AND MANDATE

The Institutions that have mandate for food safety in Nigeria are Federal Ministry of Health (FMOH), Federal Ministry of Agriculture and Rural Development (FMARD), Federal Ministry of Environment (FMEnv), Federal Ministry of Science and Technology (FMST), Federal Ministry of Industry, Trade and Investment (FMITI), their state ministries and relevant Departments at the LGAs. As far back as 1917, the Nigerian Government had promulgated laws and regulations to ensure the safety and wholesomeness of the nation's food supply (Table 2).

1.2.1 FEDERAL MINISTRY OF HEALTH

The Federal Ministry of Health (FMOH) has a strong legal mandate (Table 3) in the area of food safety under the Public Health Services Act 1958 (Cap 165), the Food and Drug Act (Cap 50). The ministry carries out this Act, through design of policies, programmes and strategies on food safety at all stages of food supply chain. Presently the Ministry chairs the National Codex Committee. National Agency for Food and Drug Administration and Control (NAFDAC) and National Primary Health Care Development Agency (NPHCDA) are the regulatory/implementation arms of the ministry on food safety. NAFDAC was restructured in April 2013, leading to the creation of the Directorate of Food Safety & Applied Nutrition to further strengthen the capacity for

food control activities and enhanced professionalism. The Ministry is also responsible for water and chemical safety.

Table 2

Food Safety enabling Act Health

S/N	Description of Legislation	Year Enacted	MDA's involved in Enforcement and Monitoring
1	Public Health Ordinance Cap 165 of 1958	First enacted 1917 but revised in 1958	FMOH, FMOE, SMOH, LGAs
2	Food and Drug Act 35 of 1974 as amended by Act 21 of 1999 now known as Act Cap F32 laws of the Federal Republic of Nigeria	1974 amended 1990 and 1999	NAFDAC
3	Marketing of breast milk substitute Act No.41 of 1990 now Act M5 LFN 2004	1990	NAFDAC
4	The National Agency for food and Drug Administration and Control (NAFDAC) Act 15 of 1993 as amended by Act 19 of 1999 now known as Act Cap N1 Laws of the Federation of Nigeria 2004.	1993, amended 1999	NAFDAC
5	Counterfeit and Fake drugs and Unwholesome Processed Foods (Miscellaneous Provisions) Act 25 of 1999 now as Act C34 LFN 2004.	1999	NAFDAC
7	Food and Drug & Related products (Registration etc.) Act pg. of 1993 now known as Act Cap F33 LFN 2004	2004	NAFDAC
8	Regulation of analysis and registration of analytical laboratories LFN CAP 16, 2004	2004	IPAN

Table 3
Mandates of the Ministry of Health

S/N	INSTITUTIONS	MANDATE
1	The Federal Ministry of Health (FMOH)	<p>The ministry is responsible for the:</p> <ul style="list-style-type: none"> i. Formulation of national policies and implementation guidelines on food safety; ii. Monitoring of its implementation; iii. Nutritive value of food, prevention and control of food-borne diseases, the safety of portable water; iv. All national and international matters relating to food.
2	National Primary Health Care Development Agency	<ul style="list-style-type: none"> i. Education on variety of safe food to meet dietary needs, active and healthy lives ii. Education on correct methods of food preparation, handling, consumption, importance of food security and proper nutrition iii. Train health workers to improve their nutrition education knowledge and counselling skills iv. Mobilise Ward Development Committees (WDC) for nutrition activities such as food production, (community and school gardens), processing, storage and distribution v. Distribution of essential food supplements such as Vitamin A, Iron Fesolate, Zinc ORS, and micronutrient powder vi. Food demonstration classes in health centres vii. Assess food situation and safety through the WDC viii. Train local food vendors on proper food handling in the wards ix. Sensitise shop owners and marketers x. Engage Environmental officers on community food safety activities xi. Monitor the activities of local food vendors in the wards

S/N	INSTITUTIONS	MANDATE
3	The National Agency For Food And Drug Administration And Control (NAFDAC)	<ul style="list-style-type: none"> i. Regulate and control the importation, exportation, manufacture, advertisement, distribution, sale and use of food, drugs, medical devices, bottled water, cosmetics and chemicals (also known as regulated products.) ii. Conduct appropriate tests and ensure compliance with standard specifications. iii. Undertake appropriate investigation of the production premises and raw materials of regulated products iv. Compile standard specifications, regulations and guidelines for the production, importation, exportation, sale and distribution of regulated products. v. Control the exportation and issue quality certification of regulated products intended for export. vi. Establish and maintain relevant laboratories for the performance of its functions. vii. Undertake the registration of regulated products viii. Undertake the inspection of imported regulated products. ix. Pronounce on the quality and safety of regulated products after appropriate analysis.
4	States Ministry of Health	<ul style="list-style-type: none"> i. Transform food hygiene and safety policies into programmes of activities for implementation in the States; ii. Co-ordinate and supervise all activities on food hygiene and safety within the LGA(s) and other sectors in the State; iii. Provide technical support to the LGA(s) in the development and implementation of food hygiene and safety programmes; Inspect and register all food premises and hospitality establishments within the State; iv. Act as liaison between the federal and local government on food hygiene and safety

S/N	INSTITUTIONS	MANDATE
		surveillance reporting and information system;
		v. Conduct public health surveillance on the food premises under their jurisdiction;
		vi. Investigate food hygiene and safety complaints in food establishments;
		vii. Conduct bi-annual medical examination of food handlers and issue medical certificate of fitness accordingly.

1.2.2 FEDERAL MINISTRY OF AGRICULTURE AND RURAL DEVELOPMENT

Within the Agricultural sector, each sub-sector has separate food safety regulating protocols, i.e. livestock, crops and fisheries (Tables 4 and 5). The National Agricultural Seeds Council (NASC) regulate the national seed system which covers such areas as varietal development, registration, release and certification of seeds, seed quality control, production and marketing, import and export of seeds. The Nigeria Agricultural Quarantine Service (NAQS) is to ensure implementation or execution of these laws to facilitate food safety efforts by ensuring risk assessments to prevent the introduction and spread of exotic pests and diseases of plants, animals, and aquatic resources origin and their products.

In the agricultural sector, food safety begins with the suppliers of agricultural inputs to farmers and those involved in food production, since materials such as pesticides, fertilizers and veterinary drugs pose different risks at unacceptable levels and therefore require specific attention. Animal feeding stuffs containing pathogens, including bacteria or toxic chemicals, may also pose specific risks. In the same vein, special attention is required during transportation, slaughtering and handling of animals at abattoirs or when milk is produced on farms, as these foods may serve as vehicles of transmission of health hazards.

Table 4
Food Safety Enabling Acts Agriculture

S/N	Description of Legislation	Year Enacted	MDA's involved in Enforcement and Monitoring
3	The Agriculture (Control of Importation) Act No28 of 1959;	1959	FMARD
4	Meat Law of Kaduna State.	1968	FMARD
7	Meat inspection Law of Anambra State (adopted in Imo, Ebonyi, Abia and Enugu States); Meat Law and Regulations of Lagos State.	1973	FMARD
9	Inland Fisheries Act 108 of 1978 Exclusive Economic zone Regulations No. 38 of 1978; Meat Law of Oyo & Osun State; Meat (Inspection and Sales) Law of Rivers State.	1978	FMARD
10	Meat Law of Akwa-Ibom & Cross-River State	1985	FMARD
11	Animal Disease Control 10 of 1988.	1988	FMARD
14	Sea Fisheries Act No. 71 of 1992; Inland fisheries Act 108 of 1992; Sea Fisheries Act (licensing) Regulations 1992; Sea Fisheries Act (fishing) Regulations 1992; National Agricultural Seeds Act 1992.	1992	FMARD
18	Inland Fisheries (Fish Quality Assurance) Regulation 1995.	1995	FMARD
19	Turtle Excluder Device Regulations of 1996.	1996	FMARD
23	Hides and Skins Act Cap H3, Vol. 7, Laws of the Federal Republic of Nigeria (2004); Hides and Skins Law Cap H4 Laws of Edo State; Hides and Skins Law Cap 59 Laws of Lagos State; Hides and Skins Law Cap 54 Laws of Akwa-Ibom State; Hides and Skins Law Cap 61 Laws of Rivers State; Hides and Skins Law Cap 54 Laws of Oyo State; Hides and Skins Law Cap 49 Laws of Osun State; Hides and Skins Law Cap 56 Laws of Kano	2004	FMARD

S/N	Description of Legislation	Year Enacted	MDA's involved in Enforcement and Monitoring
	& Jigawa States; Hides and Skins Law Cap 62 Laws of Yobe & Borno State.		

Table 5
Mandates of the Ministry of Agriculture

S/N	INSTITUTIONS	MANDATE
1	The Federal Ministry of Agriculture (FMARD)	<p>To be a significant net provider of food to the global community through the:</p> <ul style="list-style-type: none"> i. promotion of agricultural development and management of national resources in a value chain approach to achieve sustainable foods security, enhance farm income and reduce poverty ii. Attainment of self sufficiency in basic food commodities with particular reference to import dependent commodities by increasing production of agricultural raw materials to meet the growing needs of an expanding industrial sector iii. Increase in production and processing of export crops iv. Modernisation of agricultural production, processing, storage and distribution v. Creation of increased rural employment opportunities by provision of improved infrastructural facilities.
2	Nigeria Agricultural Quarantine Service (NAQS)	<ul style="list-style-type: none"> i. To ensure that all plants, animals and aquatic produce/products leaving the shores of the country meet International Standards ii. To prevent the introduction, establishment and spread of exotic pests and diseases of all agricultural products in the international trade. iii. Set out to provide effective science-based regulatory service for quality assurances of agricultural products through consistent enforcement of sanitary and phytosanitary measures for promoting a secured and sustainable agricultural and economic development.

1.2.3 FEDERAL MINISTRY OF INDUSTRY TRADE AND INVESTMENT (FMITI)

The statutory responsibility of the Federal Ministry of Industry, Trade and Investment is derived from Federal Government Gazette Nos. 42 (Vol. 73) and 15 (Vol. 76) of August, 1989 and charge the Ministry with the responsibility for promotion of trade, investment and industrial development with a view to transforming Nigeria into an industrialised nation (Tables 6 and 7). The Ministry is also to design policies, programmes and strategies for an efficient, competitive and diversified private sector-led industrialisation process and promote trade and investment with special emphasis on increased production and export of non-oil products that will lead to wealth and job creation, poverty reduction and ensure enhanced service delivery and the country's integration into the global market.

Nigeria is a member of the World Trade Organization (WTO). The Ministry is the focal point on WTO issues in Nigeria and in this regard Sanitary and Phyto-sanitary measures (SPS). The SPS measures are to be applied only to the extent of protecting human, animal and plant health. Sanitary and Phyto-sanitary Standards (SPS) are preventive control measures necessary to protect the life and health of persons, animals and plants. In order for Nigeria to become fully integrated into the global market economies, she needs to satisfy international standards requirements for agricultural and food products especially for export. Nigeria has developed several standards and technical regulations to protect human, environment, animal and plant health.

Standards Organisation of Nigeria (SON) is the regulatory body under the FMITI and it is the CODEX contact point in Nigeria. SON organises tests to ensure compliance with standards designated and approved by the council. The agency compiles inventories of products requiring standardisation and sets Nigeria's standards specification. SON also fosters interest in the recommendation and maintenance of acceptable standards by industries and general public.

Table 6**Food Safety enabling Acts of Ministry of Industry, Trade & Investment**

S/N	Description of Legislation	Year Enacted	MDA's involved in Enforcement and Monitoring
1	The Standards Organisation of Nigeria Act No.56 Cap 412 Of 1971. 1990 Act Cap 412 of the Laws of Federal Republic of Nigeria.	1971 amended in 1976, 1984 and 1990	Standards Organisation of Nigeria (SON)
2	Consumer Protection Council Act no 66 of 1992 now amended as Act chapter 25C LFN 2004	1992 amended as 2004	CPC
3	Export of Nigeria Produce Act, Cap 119 LFN, 1990	1990	FMITI
4	Export Produce (Federal Powers) Act, Cap 120, LFN 1990	1990	FMITI
5	Trade Malpractices (Miscellaneous Offences) Act No. 67, 1992	1992	FMITI
6	Industrial Inspectorate Act, Cap 180 LFN 1990	1990	FMITI
7	Weight and Measures Act, Cap 467, W3LFN,2004	2004	FMITI
8	Trade Marks Act, Cap 436, LFN, 1990	1990	FMITI

Table 7**Mandates of the Ministry of Industry, Trade and Investment**

S/N	INSTITUTIONS	MANDATE
1	The Standards Organisation of Nigeria (SON)	<ul style="list-style-type: none"> i. Preparation of standards relating to products, measurements, materials, processes and services amongst others and their promotion at national and state levels; ii. Responsible for elaboration and enforcement of standards on both locally produced and imported food and food products; iii. Conduct certification of products and

S/N	INSTITUTIONS	MANDATE
Consumer Protection Council(CPC)	<p>system/process to ISO22000:2005 Food Safety Management System;</p> <ul style="list-style-type: none"> iv. Conduct training on Food Safety Management System ISO 22000: 2005. i. Provide speedy redress to consumers complaints through negotiation, mediation and conciliation; ii. Carry out all activities that will increase consumer awareness; iii. Seek ways and means of removing and eliminating unsafe food from the markets; iv. Ensure that consumers' interests receive due considerations appropriately to provide redress to obnoxious or unscrupulous practices; v. Cause necessary quality tests to be conducted on consumer products and services; vi. Ban the sale, distribution and advertisement of products which do not comply with safety and health regulations among others; vii. Carry out all activities that will increase consumer awareness. 	
Federal Ministry of Industry, Trade and Investment	<p>The Ministry is responsible for the:</p> <ul style="list-style-type: none"> i. Inspection and quality control of all agricultural produce to ensure compliance with international prescribed grade and standards for export; ii. Pest Control produce through pre-shipment fumigation or prior to local processing; iii. Enforcement of Commodities export levy collection; iv. Inspection of packaging to ensure proper markings, sewing and sealing of graded produce; v. Identification and rejection of any poor quality produce on arrival and deteriorated produce in storage; vi. Issuance of Certificate of inspection, quality, fumigation, good packaging and weight to facilitate repatriation of foreign exchange on sale of exported produce and generate data on export of agricultural produce 	

S/N	INSTITUTIONS	MANDATE
	Federal Produce Inspection Services (FPIS)	<ul style="list-style-type: none"> i. The FPIS is located at port of exit in Lagos, Port Harcourt, Warri and Calabar were and is responsible for the exports of agricultural commodities. ii. It assesses products on a standard 3% sample for quality, weight, fumigation and packaging (QWFP).

1.2.4 FEDERAL MINISTRY OF ENVIRONMENT

The Federal Ministry of Environment (FMEnv) was established in June 1999 to ensure effective coordination of all environmental matters which were hitherto fragmented in different line Ministries. The creation was intended to ensure that the environmental matters are adequately mainstreamed into all development activities. FMEnv is also focused on the evolving innovations with emphasis on the use of environmental re-engineering as a tool for ensuring food security as a way of sustainable economic development for Nigerians. The relevant agencies for food safety are National Environmental Standards and Regulation Enforcement Agency (NESREA) and Environmental Health Officers Registration Council of Nigeria (EHORECON).

Table 8
Food Safety enabling Acts of Ministry of Environment

S/N	Description of Legislation	Year Enacted	MDA's involved in Enforcement and Monitoring
1	Public Health Ordinance Cap 165 of 1958	First enacted 1917 but revised in 1958	FMOH, FMOE, SMOH, LGAs
2	1999 Federal Executive Council Conclusion	1999	FMEnv
3	National Environmental Standards and Regulations Enforcement Agency Act (NESREA)	2007	NESREA

Table 9
Mandates of the Ministry of Environment

S/N	INSTITUTIONS	MANDATE
1	Federal Ministry of Environment	<ul style="list-style-type: none"> i. To provide quality environment that is adequate for good health and well-being of all Nigerians ii. Prescribe standards for and make regulations on water quality, effluent limitations, air quality, noise control as well as the removal and control of hazardous substances, monitor and enforce environmental protection measures.
	National Environmental Standards and Regulations Enforcement Agency (NESREA)	<ul style="list-style-type: none"> i. Has responsibility for the protection and development of the environment, biodiversity conservation and sustainable development of Nigeria's natural resources in general and environmental technology including coordination, and liaison with relevant stakeholders within and outside Nigeria on matters of enforcement of environmental standards, regulations, rules, laws, policies and guidelines.

1.2.5 FEDERAL MINISTRY OF SCIENCE AND TECHNOLOGY

Federal Ministry of Science and Technology (FMST) is tasked with facilitating the development and deployment of science and technology to accelerate Nigeria's development. Within the ministry, the department of physical and life sciences coordinate and monitors research and development policies, programmes and linkages in agriculture and other critical sectors. Among the units that are active in some aspects of food safety are Federal Institute of Industrial Research Oshodi (FIIRO), National Biotechnology Development Agency (NABDA) and Sheda Science and Technology Complex (SHESTCO).

Table 10
Food Safety enabling Acts of the Ministry of Science and Technology

S/N	Description of Legislation	Year Enacted	MDA's involved in Enforcement and Monitoring
1	Biotechnology	2001	NABDA

Table 11
Mandates of the Ministry of Science and Technology

S/N	INSTITUTIONS	MANDATE
1	Federal Ministry of Science and Technology National Biotechnology Development Agency (NABDA)	<ul style="list-style-type: none"> <li data-bbox="829 520 1435 730">i. To provide scientific research and developmental support to food safety policy and programmes in the country; Development of innovative technologies to enhance food processing and handling. <li data-bbox="829 730 1435 951">ii. Develop sustainable exploitation of bio-resources for our food and agriculture; Promote indigenous competence in the development and application of biotechnology-based products and services; <li data-bbox="829 951 1435 1056">iii. Develop frame work for ethical and profitable uses of biotechnology-based products and services; <li data-bbox="829 1056 1435 1203">iv. Develop mechanism and activities to support the emergence of biotechnology enterprises for the commercialisation of biotechnology products; <li data-bbox="829 1203 1435 1425">v. Develop appropriate legislation, compatible with international regulations, to promote bio-safety, social and ethical use of biotechnology and to protect intellectual property, industrial property and farmers' rights.

1.2.6 LOCAL GOVERNMENT AREA COUNCIL

The Local Government Area Council (LGAC) (formerly known as Local Government Authority (LGA) in Nigeria is the third tier of Government representing the interest of the grassroots level. Each local government area is administered by a Local Government Council consisting of a chairman who is the chief executive of the local government area and other elected members who are referred to as Councillors. They have various functions one of which is the control and regulation of out-door advertising, movement and keeping of pets of all descriptions, shops and kiosks, restaurants and other places for sale of food to the public. Table 12 shows their mandate as related to food safety in Nigeria.

Table 12
Mandate of the LGAC

S/N	INSTITUTIONS	MANDATE
1	The Local Government Area Council	i. They are responsible for the control of street food vending/vendors, bukaterias, catering establishments, abattoirs and traditional markets.

1.3 RATIONALE AND SCOPE

1.3.1 RATIONALE

The food supply chain in Nigeria faces a number of challenges such as diversities in culture, lifestyles, agricultural practices, mode of food production, handling, storage, preparation, transportation and eating habits. Reported cases of sporadic outbreaks of food-borne illnesses in the country are widespread. The current food safety system in Nigeria has inadequate capacity to identify, monitor, control and provide effective response to ensure food safety. There are also issues such as:

- a) Resource constraints (financial, human, and material) at all tiers of government limiting the ability of regulatory agencies to carryout regular inspection along the food supply chain.
- b) Inadequate knowledge of food safety among those involved in the food supply chain including consumers and other allied food operators contribute significantly to the threat posed by food-borne contaminants.
- c) Poor communication and coordination mechanisms as well as inter-agency cooperation for the enforcement of their laws and regulations. There is lack of proper definition of roles and responsibilities, which leads to overlap and implementation problems.

1.3.2 JUSTIFICATION

The justification for this Policy is premised on the following:

- a) A constant and adequate supply of safe and nutritious food to the population is a major component of a nation's health policy. The NPFSIS, when properly established, monitored and evaluated, would help improve the wholesomeness of food, facilitate food trade, contribute to economic development and ensure a healthier population;
- b) Food is not only a biological need, but also an economic and political tool for all countries of the world. An effective national food safety system will not only improve food security but enhance the nation's economy through increased and sustainable import and export food trade;
- c) Improved food safety and sanitation standards will help to reduce the incidence of food-borne diseases. This will lower mortality and morbidity rate especially among vulnerable groups in the population. Public health maintenance costs will be reduced and sustainable expansion of the food and agro based industries will be enhanced leading to significant reduction in unemployment rate;
- d) In Nigeria, responsibilities for the food safety control are fragmented between different regulatory agencies within the different tiers of governments. Consequently implementation of food safety measures suffer a lot of challenges and set back due to poor overall communication, coordination, frequent confusion over jurisdiction of

agencies and poor performance. The new policy will leverage resources and correct these anomalies;

- e) The Micro Small and Medium Enterprises (MSMEs) food Processing subsector has great potential to create employment and wealth for the rural and urban poor. This potential can be harnessed with improved hygienic practices and adequate infrastructure. The food chain is characterised by poor agricultural handling and storage practices resulting in high level of contaminants in raw materials and processed food products. This affects tourism, foreign investment and trade. The proposed food safety control system will engage the private sector stakeholders to take responsibility for food safety and promote consumer confidence;
- f) The moral and legal responsibility of the governments at all tiers is to protect the public against disease, disability and death arising from the consumption of unwholesome food and contaminated water. The proposed food safety system will focus on the prevention of the sale and distribution of unwholesome foods and contaminated water. This policy will also promote food security and enhance tourism; and
- g) Food safety policies, standards and codes of practice for compliance and prevention, particularly the Codex Alimentarius Commission's codes of practice in implementing HACCP and its GAP guidelines, are generally accepted benchmarks by which food safety system is measured, due to the status given to Codex standards in the WTO-SPS Agreement. This food safety policy will enhance Nigeria's obligation to international agreements on food trade for which the country is a signatory and improve its local and fair international food trade practices.

1.3.3 SCOPE

The NPFSIS is designed to provide the framework for the identification of national food safety objectives and the formulation of suitable laws, regulations and guidelines aimed at achieving international best practices in all sectors of the food supply chain. It is also intended to establish an effective early warning system that has the capacity to detect, trace and prevent outbreaks of food-borne illnesses before they spread.

CHAPTER 2: INSTITUTIONAL ARRANGEMENT

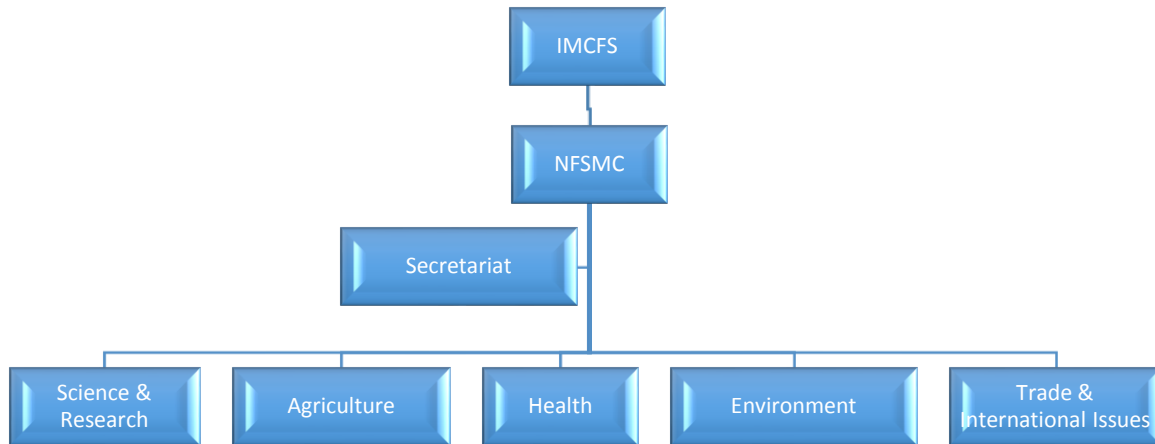
2.1 NATIONAL FOOD SAFETY SYSTEM

The National Food Safety System (NFSS) requires an institutional arrangement that will ensure an effective, result-oriented programme implementation. Previous implementation strategies have been mostly sectorial in nature, generally uncoordinated, inadequately funded and limited in scope and did not achieve the desired outcomes. The desire and determination of government in the National Policy on Food Safety and Implementation Strategy (NPFSIS) is to achieve comprehensive, effective collaboration and coordination of food safety practices from farm-to-table nationwide, by adopting the Integrated Food Safety Management System approach. Towards this end, the NPFSIS proposed the establishment of the National Food Safety Management Committee (NFSMC) as the entity that will coordinate the NFSS (Fig. 1). The NFSMC with defined goals and objectives, will operate at the interface between the various tiers of government and several stakeholders in the food supply chain. The existing multi-sectorial agencies retain their corresponding day-to-day statutory roles and responsibilities with the view of re-examining the statutory functions of concerned MDAs so as to reduce to the barest minimum overlaps and duplications of functions to achieve synergy.

The institutional arrangement shall accomplish the following objectives:

- a) Improve public health in Nigeria by reducing food-borne illnesses and protect consumers from unwholesome, mislabelled or adulterated food;
- b) Leverage resources by ensuring proper coordination, cooperation and communication among those involved in the NFSS;
- c) Engage private sector stakeholders to take greater responsibility in food safety and agricultural health through development and implementation of programmes such as Good Agricultural Practices (GAPs), Good Manufacturing Practices (GMPs) and the Hazard Analysis and Critical Control Point (HACCP) system;
- d) Provide a forum for exchange of views and experiences among stakeholders involved in food safety activities, in order to strengthen their respective roles;
- e) Coordinate the activities of various inspection agencies and put in place effective mechanism for the monitoring and evaluation of food safety programmes nationwide;
- f) Support research and development;
- g) Contribute to economic development by improving consumer confidence in the food supply chain;
- h) Provide a sound regulatory foundation for expanding domestic and international food trade.

Fig. 1: NFSS Organisational Chart



2.2 INTER MINISTERIAL COMMITTEE ON FOOD SAFETY

The Inter Ministerial Committee on Food Safety (IMCFS) shall be established as the entity that oversees the National Food Safety Management Committee (NFSMC).

2.2.1 THE FUNCTIONS SHALL BE:

- a) Approve recommendations on food safety matters from the National Food Safety Management Committee (NFSMC);
- b) Provide sustainable financial support for the Food Safety Management Committee and its programmes;
- c) Authorise the processes for collaboration, coordination and partnership between stakeholders that will assure food safety, address public health and barriers to trade;
- d) Provide financial and technical support to accomplish an effective food safety management system; Give other directives as may be necessary to advance effective Food Safety System in Nigeria;

- e) Appoint a chair and a co-chair for the NFSMC (either of whom should come from the public and private sector alternately). Both of these individuals should have track record of administrative and leadership qualities not below the level of a Director in the public service or its equivalent in the private sector. The tenure of the Chair and co-Chair shall be for a period of two years and may be renewed for another two years;
- f) To conduct a regular monitoring and evaluation of the implementation of the National Food Safety System.

2.2.2 THE COMPOSITION OF THE COMMITTEE SHALL BE THE HONOURABLE MINISTERS IN CHARGE OF:

- (i) Health;
- (ii) Industry, Trade and Investment;
- (iii) Agriculture and Rural Development;
- (iv) Science and Technology;
- (v) Environment.

The Honourable Minister of Health shall be the Convener of the first meeting. The committee shall be free to co-opt any other member from among the stakeholders as deemed necessary. The Committee is expected to meet at least twice a year and serviced by the NFSMC secretariat.

2.3 NATIONAL FOOD SAFETY MANAGEMENT COMMITTEE

A National Food Safety Management Committee (NFSMC) shall be established by the IMCFS to implement the NPFSIS and shall report to the Inter-Ministerial committee.

2.3.1 THE FUNCTIONS SHALL BE:

- a) Advise the IMCFS on matters related to food safety;
- b) Coordinate all programs related to food safety;
- c) Carry out strategic planning, monitor performance and periodically evaluate progress of NPFSIS;
- d) Facilitate the design, and coordinate training programmes for all stakeholders along the food supply chain;
- e) Coordinate risk assessment and management;
- f) Initiate and coordinate the drafting of the proposed food safety bill;

- g) Facilitate the development and/or updating of standards, regulations, guidelines, code of practice, manuals, SOPs etc for public and private sectors;
- h) Inform the public and private sectors about current and emerging food safety issues;
- i) Coordinate programs and seek financial and technical assistance from donor agencies and development partners.

2.3.2 THE COMPOSITION OF THE COMMITTEE SHALL BE:

The membership of the NFSMC shall include one representative of the following:

- i. Federal Ministry of Health;
- ii. Federal Ministry of Industry Trade and Investment;
- iii. Federal Ministry of Agriculture and Rural Development;
- iv. Federal Department of Agriculture (FDA);
- v. Federal Department of Livestock;
- vi. Federal Department of Fisheries;
- vii. Nigeria Agricultural Quarantine Services (NAQS);
- viii. Agricultural Research Council of Nigeria;
- ix. Federal Ministry of Science and Technology;
- x. Federal Ministry of Environment;
- xi. Federal Ministry of Finance;
- xii. National Planning Commission;
- xiii. Federal Ministry of Justice;
- xiv. National Agency for Food and Drug Administration and Control;
- xv. Institute of Public Analysts of Nigerian;
- xvi. Standards Organisation of Nigeria;
- xvii. Consumers Protection Council;
- xviii. Nigeria Export Promotion Council;
- xix. Federal Produce Inspection Services;
- xx. Commodities Association of Nigeria;
- xxi. National Biotechnology Development Agency;
- xxii. National Environmental Standards and Regulations Enforcement Agency;
- xxiii. Environmental Health Officers Registration Council of Nigeria;
- xxiv. Mycotoxicology Society of Nigeria;
- xxv. National Planning Commission;
- xxvi. Nigerian Institute of Food Science and Technology;
- xxvii. Association of Food Beverage & Tobacco Employers;
- xxviii. National Association of Small Scale Industrialist;
- xxix. Manufacturers Association of Nigeria;
- xxx. Nutrition Society of Nigeria;

xxxi. Raw Materials Research and Development Council;

When needed, the NFSMC will extend an invitation to other stakeholders including officials from the:

- i. Ministry of Foreign Affairs;
 - ii. Nigeria Customs Services;
 - iii. Federal Ministry of Information;
 - iv. Federal Ministry of Water Resources;
 - v. National University Commission;
 - vi. National Board of Technical Education;
 - vii. National Veterinary Research Institute;
 - viii. Federal Ministry of Finance;
 - ix. Federal Ministry of Education;
 - x. Federal Ministry of Works and Transport;
 - xi. Nigeria Teachers Institute;
 - xii. All Farmers Association of Nigeria;
- Others, as deemed necessary.

The NFSMC shall hold quarterly meetings and its secretariat shall be domiciled in NAFDAC.

2.4 NFSMC TECHNICAL COMMITTEES

There shall be at least five Technical Committees as listed below:

- Agriculture
- Health
- Trade
- Environment
- Science and Research

Technical Committee members will be appointed by the Chair of the NFSMC in consultation with the appropriate ministry. The membership will be made up of qualified individuals of the public and private sector, including consumers recognised for their technical and management expertise. Each technical committee can also have sub committees with defined roles and responsibilities.

Membership of sub committees shall be appointed by NFSMC with their specific roles and activities provided.

The sub committees shall be chaired by officers from the directorate cadre or its equivalent in the private sector.

2.5 INTERNATIONAL AGREEMENTS' COORDINATING COMMITTEES (CAC, OIE, IPPC & SPS)

The existing relationship between the international committees and the national regulatory agencies will continue to subsist. These committees will continue with their mandates, preparation of national delegations and production of country position on CAC, OIE, IPPC and SPS matters.

2.6 MULTI-SECTORIAL FOOD SAFETY REGULATORY AGENCIES

The existing multi-sectorial approach to food safety where responsibilities for food safety control are shared by relevant MDAs, States and LGAs as described in Section 2.3 will still continue to perform their relevant statutory mandates under this policy. Each relevant Agency at the National, States and LGAs will continue to carry out their day-to-day responsibilities as prescribed by the statutory instruments that established them with the view of re-examining those statutory legislation/functions of the concerned MDAs to reduce to the barest minimum overlaps and duplications of functions.

CHAPTER 3: IMPLEMENTATION STRATEGIES

For the successful implementation of this policy the following goals have been identified. These goals have been further defined by their objectives, strategies and activities.

1. To modernise the Nigerian food safety regulatory framework in line with international best practices.
2. Minimise the incidence of risks associated with physical, chemical and biological hazards in foods and water.
3. Strengthen institutional capacity for food safety.
4. Improve information and communication systems for food safety.

3.1 GOAL 1: TO MODERNISE THE NIGERIAN FOOD SAFETY REGULATORY FRAMEWORK IN LINE WITH INTERNATIONAL BEST PRACTICES.

OBJECTIVE 1.1) Update laws, standards, regulation and codes of practice in line with international standards.

STRATEGY 1.1.1) Adopt a National Integrated Food Safety Control System.

Activity 1.1.1.1) Adopt national policy on food safety.

Activity 1.1.1.2) Establish National Food Safety Management Committee.

Activity 1.1.1.3) Implement the strategy.

STRATEGY 1.1.2) Review all extant laws, regulations, guidelines, codes of Practices, SOPs and bye-laws in line with International requirements.

Activity 1.1.2.1) Develop and implement a plan for the in-house review of extant laws by each ministries, departments and relevant agencies.

Activity 1.1.2.2) Authorise the use of third party inspectors and laboratories.

Activity 1.1.2.3) Draft a National Food Safety Bill.

Activity 1.1.2.4) Enact a Food Safety Act.

OBJECTIVE 1.2) Update the regulatory system at the state and local government levels to align with the federal system.

STRATEGY 1.2.1) Develop a plan for the review of laws and legislations guiding the regulatory systems at the state and local government levels.

Activity 1.2.1.1) Assess the existing food safety system at the state and local government level.

Activity 1.2.1.2) Update the system to align with that of the Federal and define roles and responsibilities of the regulatory officers at the State and Local government levels.

3.2 GOAL 2: MINIMISE THE INCIDENCE OF RISKS ASSOCIATED WITH PHYSICAL, CHEMICAL AND BIOLOGICAL HAZARDS IN FOODS AND WATER.

OBJECTIVE 2.1) Identify high risk food and water borne disease sources.

STRATEGY 2.1.1) Conduct a workshop to identify top high risk foods in Nigeria.

Activity 2.1.1.1) Invite national and international experts and other stakeholders to the workshop.

Activity 2.1.1.2) Develop a plan to mitigate the identified risks.

OBJECTIVE 2.2) Establish a mechanism to prevent food and water – borne hazards.

STRATEGY 2.2.1) Promote the adoption of appropriate protocols for the use and handling of food additives, processing aids, agro-chemicals, feeds and veterinary drugs in-line with international best practices.

Activity 2.2.1.1) Update and disseminate approved list and dosage of food additives, processing aids, agro-chemicals, feeds and veterinary drugs.

Activity 2.2.1.2) Register and license distributors and retailers of food additives, processing aids, agro-chemicals, feeds and veterinary drugs.

Activity 2.2.1.3) Facilitate the training of distributors and users on the proper methods of application.

Activity 2.2.1.4) Enforce proper storage of food additives, processing aids, agro-chemical, feeds and veterinary drugs as indicated by the manufacturers and supervised by a professional.

STRATEGY 2.2.2) Establish and implement food safety management control systems such as GAP, GHP, GMP, GEP, GSP, HACCP and ISO 22000, Codex Alimentarius Commission Guidelines by the respective regulatory bodies.

Activity 2.2.2.1) Review and update regulations, corresponding guidelines and codes of practice.

Activity 2.2.2.2) Develop and implement a HACCP plan for MSMEs

Activity 2.2.2.3) Facilitate the training of inspectors, industry and other stakeholders.

Activity 2.2.2.4) Facilitate the certification and accreditation of relevant operators and facilities by relevant bodies as appropriate.

STRATEGY 2.2.3) Ensure that all imported and exported food products are in compliance with WTO, SPS agreements and other international legislations.

Activity 2.2.3.1) Review, update and streamline existing import-export inspection system.

Activity 2.2.3.2) Establish a mechanism for the identification of countries and food products that are not in compliance with the appropriate Nigerian laws and regulations.

Activity 2.2.3.3) Establish a mechanism for the identification of countries and food products that are in compliance with the appropriate Nigerian laws and regulations for facilitated entry clearance.

Activity 2.2.3.4) Facilitate the training of inspectors, industry and other stakeholders.

Activity 2.2.3.5) Facilitate the certification and accreditation of relevant operators and facilities by relevant bodies as appropriate.

STRATEGY 2.2.4) Strengthen the National Food Defence System to avert food-borne illnesses and hazards.

Activity 2.2.4.1) Strengthen the existing food safety control systems.

Activity 2.2.4.2) Institute mechanisms for traceability and recall.

OBJECTIVE 2.3) Enhance food borne illnesses surveillance and response.

STRATEGY 2.3.1) Strengthen sentinel sites at each of the states and the FCT with up-to-date facilities to investigate food-borne illnesses, identify causative agents and trace outbreaks to their respective sources.

Activity 2.3.1.1) Conduct needs assessments of the sentinel sites to identify the gaps.

Activity 2.3.1.2) Develop protocol for collecting, collating and evaluating food-borne illnesses outbreak data including its review and follow-up action.

Activity 2.3.1.3) Develop a national network for reporting, collecting, collating and transmitting data to National Data Repository Centre on outbreaks of food-borne illnesses to be located in the Centre for Disease Control (CDC).

Activity 2.3.1.4) Facilitate continuous manpower development in critical areas such as surveillance, investigation, control and prevention of outbreaks.

STRATEGY 2.3.2) Strengthen the National Food Risk Assessment Coordinating Centre.

Activity 2.3.2.1) Evaluate the existing risk assessment systems.

Activity 2.3.2.2) Develop and implement a plan to coordinate the activities of the existing food risk assessment systems.

Activity 2.3.2.3) Create a centralised electronic data base of DNA fingerprint patterns or similar scientific protocols for food-borne illness-causing pathogens within the National Centre.

Activity 2.3.2.4) Conduct a detailed study of the identified high risk foods to monitor chemical and microbial contaminants and generate useful data.

OBJECTIVE 2.4) Improve inspections, compliance and enforcement systems.

STRATEGY 2.4.1) Strengthen the capacity of regulatory inspectors, auditors and compliance systems.

Activity 2.4.1.1) In-depth assessment of the existing systems.

Activity 2.4.1.2) Review inspection tools (SOPs, checklists, and guidelines).

Activity 2.4.1.3) Provide adequate and appropriate human and material resources to ensure regular inspection.

Activity 2.4.1.4) Strengthen procedures for registration and licensing of cottage, small, medium and large scale food establishments, food business operators and food vendors.

3.3 GOAL 3: STRENGTHEN INSTITUTIONAL CAPACITY FOR FOOD SAFETY

OBJECTIVE 3.1) Develop Human Capacity in Food Safety system along the food supply chain.

STRATEGY 3.1.1) Develop guidelines and manuals.

Activity 3.1.1.1) Develop appropriate guidelines and manuals in appropriate languages for different stakeholders.

Activity 3.1.1.2) Promote continuing education for existing food safety handlers and other stakeholders.

Activity 3.1.1.3) Build the capacity of MDAs and Organised Private Sectors (OPS) on the monitoring and evaluation of the implementation of food safety programmes.

Activity 3.1.1.4) Build capacity of institutions that are involved in the training of Environmental Health Officers (EHOs).

Activity 3.1.1.5) Build capacity of meat inspectors, Agricultural Extension workers and other relevant stakeholders involved in the inspection and enforcement of Food Safety laws, regulations and guidelines.

Activity 3.1.1.6) Conduct workshops and other relevant programmes to improve skills of relevant private stakeholders involved in farming, processing, packaging, storage, transportation, distribution etc. of food and food products.

STRATEGY 3.1.2) Develop partnership with training institutions, professional bodies and skill acquisition centres such as NUC, NBTE, NTI, NIFST, IPAN, ICCON, VCN, NDE, SMEDAN etc.

Activity 3.1.2.1) List relevant training institutions, professional bodies and skill acquisition centres and establish a partnership.

Activity 3.1.2.2) Develop relevant/appropriate curriculum on food safety at tertiary institutions.

Activity 3.1.2.3) Integrate the curriculum with existing educational programs.

OBJECTIVE 3.2) Provide suitable infrastructure for monitoring and evaluation of the Food Safety System.

STRATEGY 3.2.1) Establish and implement a national “Farm-to-Table” monitoring and evaluation system and create a mechanism for periodic audit and mapping.

Activity 3.2.1.1) Set up and maintain tools for collection and dissemination of relevant data in the States and LGAs and integrate to national data base for food safety outcomes.

STRATEGY 3.2.2) Build the capacity of laboratories.

Activity 3.2.2.1) Identify laboratories and their needs.

Activity 3.2.2.2) Enhance laboratory quality management system.

Activity 3.2.2.3) Encourage cooperation between private and public laboratories.

OBJECTIVE 3.3) Provide sustainable and adequate funding for Food Safety Programmes.

STRATEGY 3.3.1) All MDAs, and the food industry to create a budget line for food safety programmes.

Activity 3.3.1.1) Relevant MDAs to create a budget line for food safety activities across all levels of government.

Activity 3.3.1.2) All food and agro industries to create a budget line for food safety activities.

Activity 3.3.1.3) Partner with international development agencies to support the internal funding mechanisms for food safety activities.

3.4 GOAL 4: ESTABLISH AN EFFECTIVE INFORMATION AND COMMUNICATION MECHANISM FOR THE FOOD SAFETY SYSTEM.

OBJECTIVE 4.1) Promote the attitude of communication, cooperation, transparency and effective teamwork.

STRATEGY 4.1.1) Develop education campaign for all stakeholders along the food supply chain.

Activity 4.1.1.1) Develop an effective food safety campaign materials.

Activity 4.1.1.2) Identify and train the trainers at State and Local Government levels.

Activity 4.1.1.3) Conduct a nationwide workshop to develop an effective educational campaign for food operators along the food supply chain.

STRATEGY 4.1.2) Develop an effective, information and communication system.

Activity 4.1.2.1) Identify and build capacity in Food Safety skills of local language speakers to use them for food safety communications.

Activity 4.1.2.2) Design an interactive web portal for information exchange among relevant groups on the effectiveness of the food safety measures and explore other appropriate web-based tools to disseminate information on food safety issues for all.

Activity 4.1.2.3) Develop a format for press releases and other information and communication materials on food safety.

STRATEGY 4.1.3) Develop a plan for emergency response to outbreaks and recalls.

Activity 4.1.3.1) Determine indicators that can be used as the basis for outbreaks and recalls.

Activity 4.1.3.2) Identify social media network channels and Short Message Services to be used for public enlightenment, enquires and complaints.

Activity 4.1.3.3) Improve the existing health-reporting system and train health workers on information gathering, collation and dissemination related to food-borne illnesses.

Activity 4.1.3.4) Review the format for documenting information on management of crisis arising from outbreaks.

OBJECTIVE 4.2) Create public awareness on food safety practices, its effect on public health and national economy.

STRATEGY 4.2.1) Carry out advocacy and sensitisation of policy makers, opinion leaders, food handlers, health workers, consumers, religious groups, traditional rulers, and owners of food industries.

Activity 4.2.1.1) Set up a team that includes relevant MDAs, private sector, CSOs, NGOs and professional organisations to develop, produce, and disseminate advocacy tools including IEC materials and social media.

Activity 4.2.1.2) Undertake advocacy/sensitisation visit to policy makers, LGAs, development partners, religious organisations, traditional heads etc.

Activity 4.2.1.3) Strengthen relevant/appropriate curriculum and activities on food safety at primary and secondary institutions.

3.5 TARGETS

The National Policy on Food Safety is being put in place in order to:

1. Adopt the policy and establish the National Food Safety Management Committee within the first six months of 2014.
2. Inaugurate the National Food Safety Management Committee to provide technical support and coordinate food safety programmes in all relevant MDAs and private sectors in 2014.
3. Minimise the risk of outbreak of diseases emanating from poor food safety practices and attain 30% reduction in the prevalence of food-borne and related diseases within the first five (5) years of its implementation.
4. Ensure adherence to the principles and practice of food safety management systems, such as HACCP system by ensuring full compliance by all stakeholders involved in the preparation, production, storage, processing/preservation, transportation and distribution of foods within the first five (5) years of its implementation.
5. Ensure that foods imported to the country, supplied to consumers are safe, wholesome in line with national standards and food safety objectives within the first five (5) years of its implementation.
6. Ensure that foods exported out of the country are safe, wholesome, properly labelled and free from contaminants in line with international requirements to significantly enhance our international trade within the first five (5) years of its implementation.
7. Ensure that the National policy on food safety and implementation strategy which integrates and harmonises all existing laws, standards and codes that regulate food safety practices takes off before the end of 2014.
8. Coordinate food control infrastructures at various levels of government so as to reduce areas of overlap of functions and conflict to achieve synergy within the first five (5) years of its implementation.
9. To establish a Public-Private Partnership on food safety by 2014.
10. Reduce food waste and improve food security.

CHAPTER 4: MONITORING AND EVALUATION

A successful implementation of this policy shall require the National Secretariat of the NFSMC (domiciled in NAFDAC) to effectively collaborate with all stakeholders on the effective monitoring and implementation of the stated goals. Monitoring and evaluation programmes shall involve tracking the progress made in food safety practices in the country at regular intervals. Detection and identification of non-compliance including where and how they occurred shall be statistically evaluated.

The key activities as outlined in the action plan shall be identified, and a format and checklist that can be used for the evaluation of the performance of these activities in the action plan shall be developed. A mechanism for the periodic monitoring of the realisation of specific indicators of the activities shall be developed. The reports of such periodic monitoring and evaluation (ME) shall be properly documented and reviewed once a year by the NFSMC and once every two years by the IMFSC. A meeting of the key MDAs and other stakeholders shall be convened by the FMOH once every three (3) years for a broad review of the ME reports. This meeting shall focus on the success of the implementation plans, highlight priority areas for immediate attention, indicate possible improvement of the ME system and articulate future plans for sustenance of achieved goals. The challenges shall be discussed with the hope of proffering immediate solutions for the realisation of the stated goals.

GLOSSARY

Audit	A systematic examination to determine whether what is actually happening complies with documented procedures.
Codex Alimentarius Commission	The Codex Alimentarius Commission is a subsidiary body of the Food and Agriculture Organisation of the United Nations and the World Health Organisation. The Commission is entrusted with the elaboration of international standards of food to protect the health of consumers and to ensure fair practices in the food trade.
National Codex Committees	A committee established by the approval of the Federal Executive Council to synthesise Nigeria's positions to the Codex Alimentarius Commission (CAC) meetings.
Critical Control Point	A step at which control is essential to prevent or eliminate a food safety hazard or reduce it to an acceptable level.
Farm-to-Table	Includes all steps involved in the production, storage, handling, distribution and preparation of a food product.
Food	Food means any substance, whether processed, semi-processed or raw, which is intended for human consumption, and includes drink, chewing gum and any substance which has been used in the manufacture, preparation or treatment of "food" but does not include cosmetics or tobacco or substances used only as drugs.
Food-borne Diseases	Are diseases caused by the consumption of contaminated food or drink. The symptoms and severity of food-borne illnesses vary depending on the causative agent(s) and can vary from mild disturbances to death of victim
Food Contaminant	Any biological, chemical agent, foreign matter, or other substance that may be intentionally or unintentionally added to food which may compromise food safety or suitability.
Food Control	A mandatory regulatory activity of enforcement by national or local authorities to provide consumer protection and ensure that all foods during production, handling, storage, processing and distribution are safe, wholesome and fit for human consumption; conform to quality and safety requirements; and are honestly and accurately labelled as prescribed by law.

Food Handler	Any person working in food premises who at any time is involved in the manufacture, preparation, distribution and transportation of food intended for sale and meant for human consumption.
Food Hygiene	Food hygiene comprises conditions and measures necessary to ensure the safety, wholesomeness and suitability of food at all stages of the food chain.
Food Inspection	The examination, by an agency empowered to perform regulatory and/or enforcement functions, of food products or systems for the control of raw materials, processing, and distribution. This includes in-process and finished product testing to verify that they conform to regulatory requirements.
Food Processing	Processing of food refers to any activity that significantly affects a product either by heating, smoking, salting, maturing, drying, extraction, radiation, freezing or the blend of any of these processes
Food Safety	Is the holistic means of ensuring that production preparation, handling, transportation, distribution, marketing, storage and every chain food passes to get to us is safe. According to World Health Organization (WHO) Food safety has to do with all measures taken to protect human health from harm, arising from the consumption of food when it is prepared and/or eaten according to its intended use.
Food Scientist	Is a person with a recognised qualification and experience in the science and technology of food operations
Food Surveillance	The continuous monitoring of the food supply to ensure consumers are not exposed to components in foods, such as chemical contaminants or biological hazards, which pose a risk to health.
Food Trade	Is a diverse and complex operation and one in which most countries strive to take part in exchange of their food products.
Good Agricultural Practices (GAP)	Practices of primary food producers (such as farmers and fishermen) that are necessary to produce safe and wholesome agricultural food products conforming to food laws and regulations.

Good Manufacturing Practices (GMP)	Conformance with codes of practice, industry standards, regulations and laws concerning production, processing, handling, labelling and sale of foods decreed by industry, local, state, national and international bodies with the intention of protecting the public from illness, product adulteration and fraud.
GMF	Genetically Modified Foods are those derived from organisms that have had specific foreign genes introduced into their genetic material (DNA) in a way that does not occur naturally.
GMO	Genetically Modified Organisms are those whose genetic material has been altered using genetic engineering techniques.
HACCP Plan	A document prepared in accordance with the principles of HACCP to ensure control of hazards which are significant for food safety in the segment of the food chain under consideration.
HACCP System	The Hazard Analysis Critical Control Point (HACCP) system is a scientific and systematic way of enhancing the safety of foods from primary production to final consumption through the identification and evaluation of specific hazards and measures for their control to ensure the safety of food. HACCP is a tool to assess hazards and establish control systems that focus on prevention rather than relying mainly on end-product testing.
Hazard	A biological, chemical or physical agent in, or condition of, food with the potential to cause harm.
Hazard Analysis	The process of collecting and interpreting information on hazards and conditions leading to their presence to decide which are significant for food safety and therefore should be addressed in the HACCP plan.
ISO 22000:2005	Specifies requirements for a food safety management system where an organisation in the food chain needs to demonstrate its ability to control food safety hazards in order to ensure that food is safe at the time of human consumption.
Monitoring	In a HACCP plan, the act of conducting a planned sequence of observations or measurements of control parameters to assess whether a critical control point is under control.

Ready-to-Eat Food	Ready-to-eat food includes any food (including beverages) which is normally consumed in its raw state or any food handled, processed, mixed, cooked, or otherwise prepared into a form in which is normally consumed without further processing.
Risk Analysis	A process consisting of three components: risk assessment, risk management and risk communication.
Risk Assessment	A scientifically based process consisting of the following steps: hazard identification, hazard characterisation, exposure assessment, and risk characterisation.
Risk Communication	The interactive exchange of information and opinions concerning risks among risk assessors, risk managers, consumers and other interested parties.
Risk Management	The process of weighing policy alternatives in the light of results of risk assessment, and, if required, selecting and implementing appropriate control options, including regulatory measures.
Sale of Food	Any process relating to production, processing and distribution of food that involves offering of food as a reward or for promotion of any trade or business, either for profit or not and either in public or private.
SPS	Sanitary and Phyto-sanitary Agreement of the World Trade Organisation (WTO).
Street Food	Means any food sold by a street retailer on the side-work or roadside usually in a temporary kiosk/stand.
TBT	Technical Barriers to Trade Agreement of the World Trade Organisation (WTO).
Unwholesome Food	Refers to food not fit for consumption and would be harmful to the health if eaten.
WTO	The World Trade Organisation (WTO) is the international organisation that establishes the rules of trade between nations. At its heart are the WTO agreements, negotiated and signed by the bulk of the world's trading nations and ratified in their parliaments. The goal is to help producers of goods and services, exporters, and importers conduct their business.

**PLAN OF ACTION
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SAFETY**