



INITIATIVE ON
National Policies
and Strategies



A Policy Note:

Nigeria's Food, Land and Water National Policy Implementation Gaps and Outcomes Stakeholder Workshop on Policy Implementation in Food, Land and Water (FLW) Systems

Yami, M. G., Onoja, A. O., Mugisho, A., Andam,
K., Shiferaw, F., and Abdoulaye, T.

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Contents

Introduction	1
Opening session	1
Group 1. Water System focused on National Water Policy, NWP, 2016	7
Outcomes/Opportunities	7-8
GAPS /Challenges	9
Recommendations	10
Group 2. Food and Agriculture Policy (Agricultural Promotion Policy, 2016-2020)	10
Outcomes/Opportunities	10
Gaps and Challenges in Implementing the food policies including the APP	11
Recommendations	12
Group 3. Biodiversity and Environment Policies	13
Outcomes and Opportunities	13
Gaps/Challenges	14
Recommendations	14
Group 4. Food Safety and Regulation Group	15
Outcomes/Achievements	16
Gaps/Challenges	16
Recommendations	17

Figures

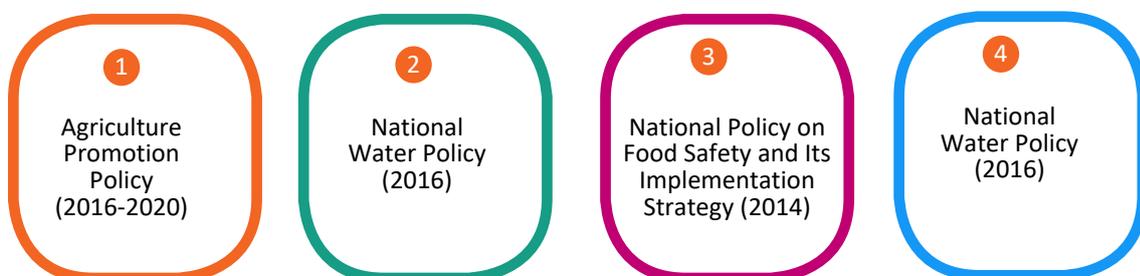
1. a and b. Opening remark by the Facilitator, and to the right Participants take the national anthem	2
2. Beatrice Anim Aighewi, IITA-Abuja Head	3
3. CGIAR-Nigeria Convener, Dr. Aline Mugisho.	3
4. Goodwill message by Mrs. Bosede Olunkami	4
5. Opening speech Dr. Bosede Olunkami M. A. Adegboye representing the Hon. Minister, FMAFS.	4
6. Dr. H. Edeh, IFPRI-Nigeria, Programme Manager	5
7. Dr. Tahirou Abdoulaye, the IITA socioeconomics and Sahel Hub Director, Mali.	5
8. Consultant, APRNet President, Prof. Anthony O. Onoja, delivering a presentation on the FLW policies	7
9. Participants listen to welcome address	7
10. Team members of Group 1 in session	8
11. Team members of Group 2 in session (APP)	11
12. Team members of Group 3 in session (APP)	12
13. Team members of Group 4 in session	13

Introduction

Nigeria is currently grappling with natural and socio-economic challenges ranging from climate change related crisis (as evidenced in flooding, desertification, water scarcity and other forms of environmental degradation) to malnutrition and food insecurity, poverty, violent conflicts and dwindling revenues from crude oil, its main economic base¹. The challenges are interlinked and cut across the country's Food, Land and Water (FLW) systems, but policies to address them may be fragmented and uncoordinated.² The One CGIAR National Policies and Strategies (NPS) Initiative, through the International Water Management Institute (IWMI) and International Food Policy Research Institute (IFPRI) undertook a study in 2022/2023 cycle to better understand the extent of policy coherencies in the FLW systems of Nigeria, with the aim of contributing to agri-foods system transformation. The report of the study was presented to the diverse stakeholders for their feedback in August 2023³. During the workshop, the stakeholders raised concerns over the role of poor implementation on the attainment of policy coherence in the Nigerian FLW systems.

Consequently, the IITA another member of CGIAR, held an FLW System Policy stakeholders workshop as a side event to series of activities mapped out to further commemorate the World Food Day under the CGIAR – a global research partnership for a food secure future dedicated to transforming food, land and water systems in a climate crisis. The workshop which was held at the IITA Station, Kubwa Abuja on the 19th of October 2023, had four Ministries related to the FLW system (with respective ministers) in attendance. It attracted 30 participants drawn from various geo-political zones of the country and includes participants from the Federal and State government actors (public policy sector), the academia/scientific community, Civil Society Organizations (CSOs)/Non-Governmental Organizations, Private Sector and the Multilateral donor organizations with interest in the FLW system (See Appendix 1 - attendance register).

The review workshop focuses on implementation gaps in the four national policies directly related to the country's Food, Land and Water (FLW) systems.



1 <https://www.unicef.org/press-releases/25-million-nigerians-high-risk-food-insecurity-2023>

2 <https://nssp.ifpri.info/2022/07/13/nigeria-launch-of-the-ifpri-2022-global-food-policy-report-on-climate-change-food-systems/>

3 <https://nssp.ifpri.info/2023/09/28/cgiar-nps-initiative-stakeholder-workshop-on-policy-coherence-in-food-land-and-water-systems-in-nigeria/>

The specific objective of the workshop was to:

- i Identify the outcomes of the implementation of the policies for different social groups
- ii Identify the policy implementation gaps and challenges, and to
- iii Co-develop recommendations bridging the gaps between the policy expectations and outcomes, contributing to agri-food systems transformation in the country.

Opening session

After general introduction of participants and setting of the tone by the consultant and President, Agricultural Policy Research Network, APRNet, Professor Anthony Ojonimi Onoja, the IITA Head of Abuja station, Ms. Beatrice Anim Aighewi warmly welcomed the guests and participants to the workshop and introduced the activities and advances of IITA and how these have impacted the Nigerian FLW systems over the years. The innovative products and services



Figure 1a and b: Opening remark by the Facilitator, and to the right Participants take the national anthem

keep growing in demand with time in Nigeria and this largely explains the need to establish another research station at Abuja to complement the Ibadan station in delivering its mandate to Nigerians. Good will messages were then received from the Federal Ministry of Environment represented by Mrs, Bosede Olunkami (A Director at the Ministry of Environment) and the Federal Ministry of Agriculture and Food Security, FMAFS, ably represented by Dr. Adegboye.

The Honourable Minister for Agriculture and Food Security's (Dr. Earnest A. Umakihe) address was presented by the Deputy Director in the Ministry, Dr. M. A. Adegboye. In his speech, the Minister hails the timeliness of the policy review workshop especially as it comes on the heels of the declaration of a "state of emergency" by the President of the Federal Republic of Nigeria, President Bola Ahmed Tinubu, recently.

He notes the urgency in the drive to identify relevant policies that can address food insecurity as well as agricultural development and most especially exposing and blocking the gaps that might hinder successful implementation of appropriate food, land and water policies. He reasserts that the mandate of FMAFS was hugely dependent on the efficiency of food, land and water system management but unfortunately the food system in Nigeria is faced with poor implementation, a situation he blamed on inadequate material and human resources, government policy discontinuity, corruption, unclear policies, lack of compliance by the implementers, opposition by the communities, unfavourable socio-economic conditions and a lack of synergy between policy implementers and formulators. He therefore advocates for an effective coordination among the various policy stakeholders at different levels in the Nigerian FLW systems and also between policy implementers and policy makers.



Figure 2. Beatrice Anim Aighewi, IITA-Abuja Head



Figure 3: CGIAR-Nigeria Convener, Dr. Aline Mugisho.

He further notes that it is in recognition of the need to build coherence in the diverse public policies of the environment, water, land, governance, health among others that explains why the Nigerian Agricultural Technology and Innovation Policy, NATIP (2022-2027) was launched to synergize with other policies and Ministries, Departments and Agencies (MDAs) for realizing the expected deliverables of the FMAS. He hoped the organizers will come out with evidence that will support building of a coherent FLW system policies for Nigeria. He was grateful to IITA for making the workshop possible among other impacts it has been making in Nigeria. On this note he declared the workshop opened. A brief presentation on the One CGIAR in Nigeria was then made by Dr. Aline Mugisho (Country Convener, CGIAR Nigeria). She explained the contributions and focus of CGIAR as well as its structure, which was once regarded as a consortium with members including IFPRI, IITA, ILRI, IWMI, WorldFish, African Rice Centre, International Potato Centre, CIAT, CIMMYT, World Agroforestry Centre, Biodiversity International, CIFOR, International Rice Research Institute (IRRI) and ICARDA. She emphasized that One CGIAR has a focus on ground breaking innovations spanning from genetics to national agrifood production systems, and policies and strategies to transform the FLW systems sustainably. CGIAR Research Centers while conducting innovative research hosts over 9,000 scientists, researchers, technicians and staff, as they work to transform food, land and water systems in a climate crisis.

The next presentation came from IFPRI-Nigeria which was done by Dr. Hyacinth Edeh, the Programme Manager, IFPRI-Nigeria on behalf of Dr. Andam Kwaw, the Country Program Leader, IFPRI. In the presentation, he welcomed the participants. and then recalled the aims and key work plans of the National Policy Strategies (NPS) of the One-CGIAR Initiative, noting that the FLW Flagship report is one of the key projects the CGIAR deploys to help policy makers build resilience and transform the policy landscape of developing countries that are vulnerable to shocks in their agrifood systems.



Figure 4: Goodwill message by Mrs. Bosede Olunkami



Figure 5: Opening speech Dr. Bosede Olunkami M. A. Adegboye representing the Hon. Minister, FMAFS.

The Global launch of NPS took place on May 17-18 at the ILRI campus in Nairobi, Kenya with focus on Colombia, Egypt, India, Kenya, Laos, and Nigeria. In Nigeria, it was launched in June, 2022 at Abuja.⁴

The following four packages are to be pursued in collaboration with partners including Nigerian Society for Economic Research (NISER), World Bank and Agricultural Policy Research Network (APRNet) :

Work package

- 1 Coherence across food, land and water policies and institutions
- 2 Integrating policy and investment tools at country level
- 3 Policy analysis and outcome measurement for rapid response and impact assessment
- 4 Learning through communities of policy practice to improve systems transformation and crisis response

Dr. Kwaw then enjoined participants to come up with inputs that will help in identifying the opportunities, gaps and recommendations that can build a more resilient FLW systems capable of withstanding shocks as the country battles with food crisis. He hoped the organizers will come out with evidence that will support building of a more coherent FLW system policies for Nigeria.



Figure 6: Dr. H. Edeh, IFPRI-Nigeria, Programme Manager



Figure 7: Dr. Tahirou Abdoulaye, the IITA socioeconomics and Sahel Hub Director, Mali.

4 <https://nssp.ifpri.info/2022/07/14/launch-of-the-nigeria-national-policies-and-strategies-nps-seminar-series/>

Another presentation was also made by Dr. Tahirou Abdoulaye, the IITA socioeconomics and Sahel Hub Director, who is coordinating the project on behalf of IITA. Dr. Tahirou Abdoulaye gave the background of the project, the key research question that would inform the discussions of the day during the break-out sessions and what the organizers expected of the participants during the workshop. He informed the participants of the planned breakout and plenary panel discussions at the session which will have stakeholders grouped for participation in four group discussions, one for each of the four NPS prioritized policy areas as follows:



This will be followed by a panel discussion and presentation by the group representatives. Each of the policies represent the food, land and water systems. The audience and moderator would be asked questions that would guide the group discussions as follows:



The workshop facilitating consultant, Prof. Anthony O.Onoja, President, Agricultural Policy Research Network (APRNet) who also doubles as a Director, Institute of Agricultural Research & Development, University of Port Harcourt and Professor Extraordinarius at University of South Africa, then made a presentation on the four focused policies listed above. He gave the objectives and expected outcomes of each of the policies to be discussed and how the break-out and panel sessions would go. When the presentation was done, a group photograph and breakfast were taken before the Focused Group discussion commenced in earnest.

The four groups were asked to appoint a rapporteur who assisted the Chairs of each group. The membership of the groups were selected based on expertise and ministry or organizational bias for each policy being assessed. The findings from each group were then presented by the panelists as follows:



Figure 8: Consultant, APRNet President, Prof. Anthony O. Onoja, delivering a presentation on the FLW policies



Figure 9: Participants listen to welcome address

Group 1

(Water System focused on National Water Policy, NWP, 2016)

Outcomes/Opportunities

The group observes that the NWP-2016 indicated some impact on different sectors of the Nigerian economy in the implementation stage by including Water User Association, Farmer association, World Bank in the implementation of agriculture component. Regarding the health sector, the water policy implementation had organizations such as UNICEF, YouthWASH, WaterAid, JICA participating in implementing the policy. It was also observed that the water policy encouraged Public Private Partnership as evidenced in the power sector reform where both government and private sectors are harnessing water for hydroelectric power from dams to the citizens in Nigeria and even to other countries (e.g. Niger and Togo). It was also noted that informal groups participated and benefitted from mining activities under water like salt mining and crude oil mining from the Atlantic Ocean in coastal areas of the country especially



Figure 10: Team members of Group 1 in session

the Niger Delta region. They also note that while Tourism e.g. beach and aqua tourism/sports present opportunities from the water policy the tourism sector remains underutilized. There are also ample opportunities for trans-boundary trade and transport using the inland water ways. The water policy also present great opportunities for industries to thrive especially Food (agriculture, hydroponics,), Chemical, Plastic, Pharmaceutical, Aquaculture and Fish Production, Processing etc.). The water policy also present opportunities to modify the educational curricular to include effective management of water resources especially in primary, secondary and tertiary institutions of learning and building capacities of Communities to be able to access clean and potable water as well as improving personal hygiene.

Outcomes/Opportunities

There have been some achievements that the policy recorded since its formulation, the group notes. These include:

- | | | | | |
|---|--|--|--|---|
| <p>i</p> <p>Construction and Rehabilitation of Dams for irrigation, Water Supply and Power Generation.</p> | <p>ii</p> <p>Intervention Programme such as TRIMING. TRIMING address for areas, Flood Control, Desilting, Irrigation and Rehabilitation of Dams in 4 States; Bakolori in Zamfara, Middle Rima in Kano and Sokoto, Hadejia in Jigawa</p> | <p>iii</p> <p>Implementation of National Action Plan for Water Sanitation and Hygiene (WASH), PEWASH and SURWASH;</p> | <p>iv</p> <p>Clean Nigeria that is Eradication of open defecation</p> | <p>v</p> <p>Safety improvement in the quality of water through regulatory agencies</p> |
| <p>vi</p> <p>Institutional structures were created such as NiHSA, Nigeria Integrated Water Resources Management Commission</p> | <p>vii</p> <p>Efforts put in place to mitigate climate change; viii. Development of the National Water Bill which is yet to be passed by the National Assembly</p> | <p>ix.</p> <p>Commercialization of Water Services in the Sates ; x. Licenses of bulk water user</p> | <p>x</p> <p>Licenses of bulk water user</p> | <p>xi</p> <p>Weather forecasting and Early warning services against Flood and extreme climate events are now in place as seen in NIMet (Nigerian Meteorological Agency).</p> |

GAPS /Challenges

The following gaps were identified in the implementation process of the NWP (2016):

- 1** Poor political will of the ruling class in implementing the policy strategies; unnecessary political interference in the ministries activities aimed at achieving the policy objectives and lack of continuity of policy
- 2** Poor political will of the ruling class in implementing the policy strategies; unnecessary political interference in the ministries activities aimed at achieving the policy objectives and lack of continuity of policy
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- 10** Poor political will of the ruling class in implementing the policy strategies; unnecessary political interference in the ministries activities aimed at achieving the policy objectives and lack of continuity of policy

Recommendations

Based on the findings from the Water Policy group discussion the following recommendations were made by the group:

1. Effective awareness and advocacy need to be created especially among the political class;
2. Good governance should be promoted and prioritized by political leaders heading water policy related agencies and implementers.
3. Adequate funding and effective spending should be promoted in the water sector
4. Relevant authorities in the water sector should prioritize effective collaboration between stakeholders in water management and policy implementation in the sector such as Government, States, development partners and CSOs.
5. Attention should be given to conduct of effective capacity building and retraining of officers in the water sector
6. Timeline and timely review of policy i.e policy tracking should be done by the water management agencies or ministry.
7. Government and the private sectors should work towards boosting tourism in water sector
8. The National Water Bill should be consented by the National Assembly.

Group 2

Food and Agriculture Policy (Agricultural Promotion Policy, 2016-2020)

This group focused on the Agricultural Promotion Policy (APP) as a case study to provide answers to the FLW study focusing on the food and agriculture sector. The group discussion are summarized as follows:

Outcomes/Opportunities

The group observed that:

- i** Significant progress has been made in integrating the agriculture value chain into the food and agriculture policy in Nigeria via the implementation of the APP.
- ii** They agreed that all stakeholders understand the need to work with one another to achieve success of the APP.
- iii** It was also noted that there is improved synergy between federal and state government in implementing the APP and other food related policies in the country.
- iv** They equally affirmed that the Federal government has encouraged agriculture to become private sector driven.



Figure 11: Team members of Group 2 in session (APP)

Gaps and Challenges in Implementing the food policies including the APP

The group identified the following points as the major gaps and challenges stalling the successful implementation of the food and agricultural policies:

- 1 High Taxation on export:**
The tax charged for export is high which discourages farmers from exportation. For instance the production of yam in Nigeria and Ghana. Currently the tax paid on export is significantly high e.g. 3.8 million for a trailer of yams. While it will cost less to export from Yam. A case where Nigeria is losing revenue from tax.
- 2 The complicated certification process** hinders exportation of produce for foreign exchange earnings
- 3 Lack of interest in Agriculture:**
Job creation has not been achieved because agriculture is not made attractive.
- 4 Boarder Issues:**
The porous border affects the exportation of produce as it encourages smuggling and discourage competitiveness of home grown agricultural products.
- 5 Sharp practices by Nigerians exporting commodities** remains a huge challenge in international trade penetration to earn foreign exchange from exports of agricultural commodities.
- 6 Conflict of Interest:**
Personal interest above national interest by implementers of the food and agriculture policies is a huge challenge in implementing the food policies.

- 7 Lean Budget:**
The budgets available to implement the policies has affected the successful implementation of the APP. The budget fell short of the agreed Maputo Declaration of 10 percent of the country's total budget which Nigeria signed to.
- 8 Lack of understanding of APP:**
The design and policy thrust of APP appears to be vaguely understood by the policy implementing agents in the country.
- 9 Poor Irrigation system** in the country makes it very difficult to commercialize farming especially in the semi-arid zones of the country with huge potentials for commercial agriculture, like the northern parts of the country.
- 10 Access to land:**
Farmers that require land to embark on commercial farming do not have access largely due to the communal forms of land ownership and the design of the Land Use Act (1978) which vests the ownership of all land in the hands of the State governors.
- 11 Poor mechanisation:**
The available technologies in the country adopted by farmers are not appropriate to bring about effective and efficient commercialization of agriculture in Nigeria.
- 12 Insufficient extension services:**
The farmer to extension ratio is too wide that majority of Nigerian farmers lack access to agricultural extension services and this leads to poor adoption of innovation with the consequence of poor productivity from farms.

Recommendations

Based on the findings from the group's discussion, the group advanced the following recommendations:

1. Policies of the food security and agriculture development should be evidence based
2. Clear metrics to measure the success or failure in the implementation of the policies of the sector must be defined.
3. Government and partners need to strengthen the community of practice for better policy coherence
4. The Federal Government and state governors should ensure alignment of policy to annual budget
5. Farmers association should be encouraged to be well structured
6. Integrated extension services should be adopted
7. There should be consistency in policies to ensure sustainable policy implementation in the sector
8. More efforts should be made to include all stakeholders in the policy development process and equally carry them along.
9. If it is possible, government should re-introduce Commodity Board Policy and strengthen supply chain management system in the country to protect farmers from poor pricing during the harvest season
10. Authorities in the food sector governance need to encourage youth participation in agriculture
11. Tax on export should be reviewed downwards to encourage the export of agricultural produce
12. Government should encourage the development and adoption of home grown technologies

Group 3

Biodiversity and Environment Policies

This group assessed the land, water and food related policy implementation gaps and opportunities by critically evaluating the implementation of the National Biodiversity Strategy and Action Plan (2016-2020).

Outcomes and Opportunities

The group found that there are several desirable outcomes of the implementation of the policy on national biodiversity strategy which are evidenced from the following activities and outcomes:



Figure 12: Team members of Group 3 in session (APP)

There was proper articulation of policies and implementation frame work which culminated in mainstreaming of biodiversity into the country's national planning .

Awareness creation and advocacy have been experienced while alternative livelihood, ecosystem restoration, skill acquisition, alternative energy sources and afforestation projects were implemented. As a result of these, the nation has recorded biodiversity conversation, increased number of sensitized public, garnered huge public education, saw reasonable level of restoration of degraded lands and has gained livelihood enhancement.

Another set of activities recorded as a result of implementation of this policy is increase in provision and establishment of gene banks, thanks to IITA, NAGRAB, NASC and AGRO-FORESTRY.; Monoculture, nature-based solution and climate smart agriculture (CSAs) have been promoted. The outcome of these activities include: increased biodiversity preservation, improved seeds and seedlings production that are resilient to climate change shocks, improved productivity, guaranteed food security, climate change regulation (Smart Agriculture) and improved provision and access to early warning systems in the country.

Another set of activities and outcome experienced include: Identification of the primary, secondary provider and the users of natural green resources, mutually agreeing to terms for meeting on modalities of benefit sharing. These activities have resulted in equitable sharing of benefits, livelihood enhancement, improved research and development (R&D) and capacity building of farmers and natural resource users to the benefit of a more sustainable environment. They equally observed that Targets 1,4,6,10 and 11 of the National Biodiversity Strategy and Action Plan (2016-2020) were implemented and achieved to a reasonable level.

Gaps/Challenges

The group identified the following gaps and challenges in the implementation of the National Biodiversity Strategy and Action Plan (2016-2020):

- 1 Inadequate synergy among stakeholders
- 2 Lack of adequate knowledge on biodiversity
- 3 Untimely released of funds
- 4 Bureaucratic bottle necks
- 5 Inadequate man power at all levels

Recommendations

Based on the findings from the group discussion, the group recommends that:

1. Appropriate and effective synergy be strengthened among stakeholders of the FLW systems
2. Sensitization, awareness creation, conservation education on biodiversity should be prioritized by the relevant implementing agencies of the policy
3. Government and donors should always ensure to provide adequate and timely release of funds
4. The various ministries related to the food safety and regulations should minimize bureaucratic procedures in the governance and implementation of the policy strategies
5. Government, in partnership with the private sector should give attention to provision of man power in to boost the activities of the sector .
6. More efforts are required by the Ministry of Environment and regulatory agencies in deepening engagements with NGO's, Civil Society Organizations and Faith based organizations to increase awareness on sustainable management of the environment

Group 4

Food Safety and Regulation Group

The group discussed matters related to effective implementation of the National Policy on Food Safety and Its Implementation Strategy (2014). The group focused on the outcomes, achievements and gaps in implementing this policy before advocating for implementation of their key recommendations.



Figure 13: Team members of Group 4 in session

Outcomes/Achievements

The group identified key outcomes of the implementation of the policy. They observed that, key achievements and outcomes of the policy implementation of the sector include, the attainment of a modernized food safety control system in Nigeria (regulatory framework in line with international best practices) and the realization of a harmonized food safety system and structure by the policy. Other milestones include record of reduced incidence of food borne diseases; improved capacity of food safety authorities; enhanced food borne disease surveillance; increased public awareness of food safety; improved coordination among food safety stakeholders and inadequate Flood Risk Assessment Framework.

Gaps/Challenges

The group identified several challenges and gaps in the implementation process of the National Policy on Food Safety and Its Implementation Strategy (2014). These they said include the following:

Delay in passing the Food Safety and Quality Bill into law. For instance, till the time of this discussion, the bill has not yet been assented to by the president; and the issue may be due to the overlapping functions among relevant MDAs (SON, NAFDAC and FCCPC). Besides there are issues regarding lack of synergy between the relevant Ministries, Departments and Agencies of Government e.g FMOH, NAFDAC, SON, NPHDA, MOE etc

There are also challenges of low awareness on the part of the value chain actors /food handlers (producers, processors, storage, food vendors) regarding the policy and especially practice of good Hygiene and best Agricultural practices. This condition is exacerbated by existence of weak surveillance and response, regulatory and enforcement system.

Another key issue is the problem of knowledge and skill gap amongst the policy implementers especially that of poor data collection on the part of Government agencies. Most times, Local Government staff rely on WHO & UNICEF for information. There is also a dearth of institutional framework for collecting, collating, analyzing, reporting, and transmitting reports to National Data Repository Centre on incidence and outbreaks of FBDs. The data gap is exacerbated by the absence of institutional framework to provide guidelines to develop and implement information and communication strategies for food safety across each sector of the food chain.

Inadequate focus on a need for partnerships with suitable bodies/ institutions to develop appropriate food safety knowledge and skill capacities for critical stakeholders is also constraining the successful implementation of the food safety and planning policy.

Another gap is evidenced in the delays in updating stakeholders about the revised Implementation Plan (From the workshop carried out).

Recommendations

The group came up with the following recommendations they perceived to be feasible in addressing the gaps and challenges identified:

1. The Federal Ministry of Health should incorporate all pending sub-policies (e.g salt reduction) into the food safety and Quality bill;
2. Relevant agencies and stakeholders should advocate for assent of the Food Safety and Quality Bill into law.
3. Clear cut roles and responsibilities of the MDAs as regards Food Safety should be defined.
4. The Ministry of Health should make efforts to enhance Information sharing and effective communication between the agencies. Information dissemination from Federal to states down the Local Government area councils and much awareness, sensitization and advocacies should be made in this sector.
5. Government and collaborators should provide training and resources to at the state and local government levels.
6. There is a need to strengthen inspections, compliance, and enforcement systems while strengthening the regulatory control of the informal sector too.
7. Enhance the National Food borne Disease Surveillance and Response System for instance by production of IEC materials in different languages.
8. Establish an institutional framework for food borne disease data collection, analysis, and reporting
9. Establish a Food Risk Assessment Coordinating Centre
10. Government should develop partnerships with relevant bodies to build food safety knowledge and skills
11. An institutional framework for food safety information and communication strategies should be built.
12. Government should increase funding for sustainable food safety awareness and advocacy programs