

FOOD SAFETY IN AFRICA:

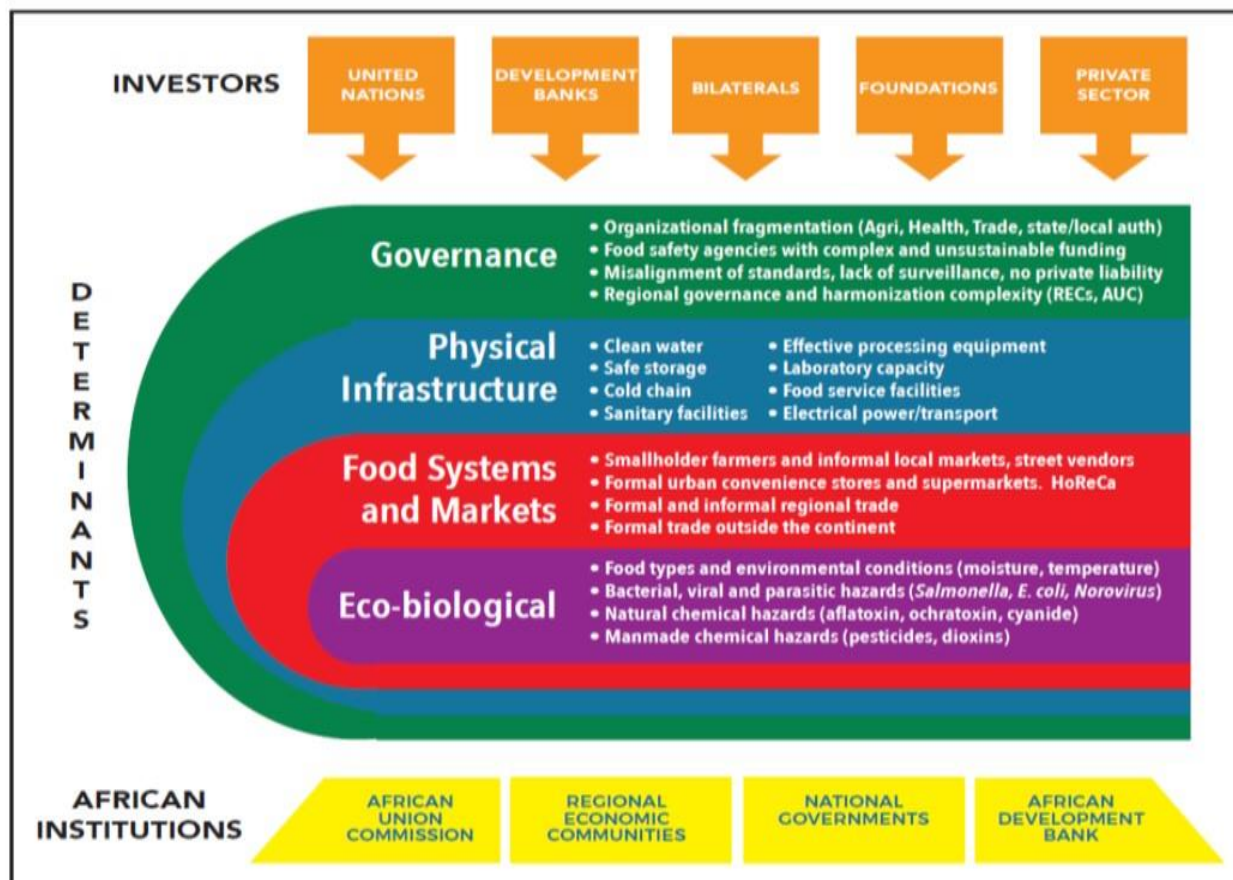
Past Endeavors and Future Directions

APPENDIX A: INSTITUTIONAL LANDSCAPE

Appendix A. Institutional Landscape

Introduction

This white paper maps the universe of institutions involved in food safety capacity building in sub-Saharan Africa and the roles they play. It includes the relevant African institutions, the multi-faceted investor community, and examples of private sector and foundation initiatives. All can contribute to progress, but they are another source of complexity in the already-complicated capacity-building landscape described in Chapter 2 of the GFSP report on “Food safety capacity Building in Africa – Past Endeavors and Future Directions” (hereafter “the GFSP Report”).



Descriptive framework of food safety determinants, investors and African institutions

The ways these institutions do their food safety work – and how they work together – will determine whether donor investments have systemic and sustainable impacts on food safety and are in alignment with African goals and strategies.

African Governance Institutions

The African Union, Africa's eight regional economic communities (RECs), and the 48 national governments in sub-Saharan Africa all have significant interests and roles in food safety. With respect to food safety capacity building, these governance institutions play key roles in: (1) devising Africa-owned food safety strategies, (2) setting priorities that reflect Africa's public health, trade and development needs, and (3) fostering donor alignment and harmonization around African strategies and priorities.

African Union

The African Union (AU) came into being in 2001 as a successor to the Organization of African Unity, with the mission to accelerate the economic and political integration of the continent. In contrast to the European Union, the AU does not have legal authority to enact binding legislation or policy for food safety or other areas of health, social or economic policy. Nevertheless, as the collective voice of African heads of state on matters of common interest, the AU has substantial practical power to highlight and prioritize issues and to convene national governments and other stakeholders in forging shared solutions. The AU is funded through a combination of member state assessments and contributions from the donor community.

A central initiative of the AU is the New Partnership for Africa's Development (NEPAD), which is implemented by the NEPAD Planning and Coordination Agency.¹ NEPAD provides a strategic and policy framework for Africa's development across many economic and social sectors, including agriculture and food security. The NEPAD Agency facilitates continent-wide programs and projects, engages the donor community to mobilize resources, and supports the RECs and member states in implementation of NEPAD programs and projects.

NEPAD's strategic and policy framework for Africa's food and agricultural system is the Comprehensive African Agricultural

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¹ NEPAD website: <http://www.nepad.org/>.

Development Program (CAADP).² CAADP expresses and seeks to act upon the conviction of Africa's leaders that agriculture and the success of Africa's food system are essential to food security and economic development. Like other elements of the NEPAD development agenda, CAADP provides a coherent framework for the continent, but it is implemented at the REC and national government levels. It is in the context of CAADP that food safety is increasingly recognized as a priority due to its direct link to food security and to the market access for African food producers that can generate economic growth.

The operational arm of the AU is the African Union Commission (AUC), which includes eight departments.³ One of these is the Department of Rural Economy and Agriculture (DREA). DREA plays a key role in supporting CAADP implementation at the national level and is the operational focal point for AU leadership on food safety.

DREA oversees AU-IBAR (the Interafrican Bureau for Animal Resources), which supports the RECs and national governments in developing animal resources and associated trade. This includes a focus on food safety and coordination of African participation in international standard setting bodies, including the Codex Alimentarius Commission, the World Organization for Animal Health (OIE), and the International Plant Protection Convention (IPPC). DREA also manages the Partnership for Aflatoxin Control in Africa (PACA) and is spearheading an initiative to create an AU-level food safety coordination mechanism, or authority, to accelerate progress on food safety and harmonization of standards across the continent.

In 2015, the AU authorized the establishment of Africa CDC, modeled on the U.S. Centers for Disease Control and Prevention.⁴ Though in its developmental stage, Africa CDC has the potential to play an important role on food safety by working with national governments and donors to strengthen Africa's foodborne illness surveillance systems.

Regional Economic Communities

The eight RECs in Africa are regional groupings of countries that have evolved separately since the wider African Economic Community (AEC) was created under the Abuja Treaty in 1991. The African Regional Economic Communities (RECs) were established as an effort to integrate the economic activities of African countries. The mission of the RECs is generally to promote economic integration and facilitate trade among countries in the region. They also support the African Union to maintain peace and security within the region.

The RECs promote food safety through a lens of facilitating market access and ensuring quality standards in trade. They assist in implementing African Union food safety programs, which look to

² UN. Comprehensive Africa Agriculture Development Programme (CAADP)
<http://www.un.org/en/africa/osaa/peace/caadp.shtml>.

³ See the AUC website: <https://au.int/en/commission>.

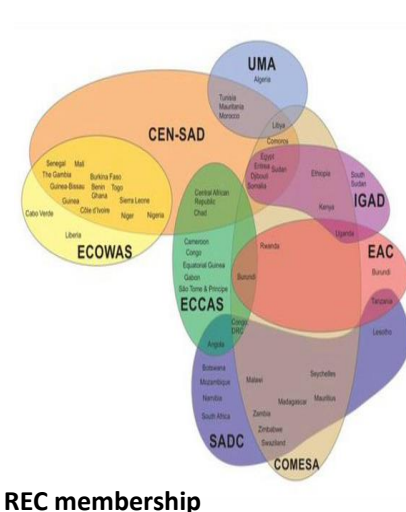
⁴ See the Africa CDC <https://au.int/en/africacdc>.

implement SPS measures, build capacity along the value chain, and coordinate food safety processes and policies in Africa.

AFRICAN REGIONAL ECONOMIC COMMUNITIES (RECs)

Full Name	Acronym	HQ Location	Year of Establishment	Member States
Arab Maghreb Union	AMU/UMA	Morocco	1989	5
Common Market for Eastern and Southern Africa	COMESA	Zambia	1994	19
Community of Sahel-Saharan States	CEN-SAD	Libya	1998	29
East African Community	EAC	Tanzania	2000	6
Economic Community of Central African States	ECCAS	Gabon	1983	11
Economic Community of West African States	ECOWAS	Nigeria	1975	15
Intergovernmental Authority on Development	IGAD	Djibouti	1986	8
Southern African Development Community	SADC	Botswana	1992	15

As illustrated in the figure below, their memberships overlap to some extent, and each has its distinct governance and areas of focus. The RECs have the common purpose, however, to facilitate regional economic integration, including reducing barriers to trade among countries within a region and across the continent. The RECs are closely integrated with the AU and are key building blocks of Africa's still-emerging governance system.⁵



The RECs⁶ play a key role in implementing the Malabo Declaration's commitment to tripling intra-Africa trade in agricultural commodities and services by 2025.⁷ Conflicting or unevenly enforced food safety standards or lack of confidence in food safety can impede the flow of raw commodities and food products across borders, so harmonizing food safety standards and improving implementation, especially at borders, is a major focus among the RECs.

For example, SADC recently adopted regional strategies for improving food safety and harmonizing standards to facilitate trade,⁸ and it has facilitated regional training to elevate

⁵ <https://au.int/en/organs/recs>.

⁶ <https://africa.quora.com/Global-African-Investment-Summit> (source of graphic).

⁷ <https://au.int/en/documents/31247/malabo-declaration-201411-26>.

⁸ USAID, [SADC SPS Strategy Handed Over in Gaborone](#), 2015.

awareness and knowledge regarding development and implementation of food safety standards.⁹ The EAC has made food safety a priority and adopted a regional architecture for harmonizing and more consistently enforcing food safety and other SPS standards.¹⁰ COMESA, SADC and the EAC are working together under a tri-partite trade agreement to harmonize food safety and other SPS standards to facilitate trade in food.¹¹

RECs are also addressing specific food safety hazards on a regional basis. For example, ECOWAS has led the development of a West African regional strategy for addressing aflatoxin contamination of maize, peanuts and other crops as both a public health and trade problem.¹² Overall, RECs were a focus or partner in 32 projects compiled and analyzed for the GFSP Report, including 11 projects with SADC, 8 with EAC, 8 with ECOWAS, and 5 with COMESA.

National Governments

In the 48 nations of sub-Saharan Africa, the national governments have the sovereign authority and responsibility to set and enforce standards for food safety. As discussed in Chapter 2 of the GFSP Report, most have enacted food safety legislation and established agencies to implement them, though many of the national laws are outdated, and enforcement has generally been weak.

In recent years, however, some national governments have made food safety a higher priority as an element of their agriculture-led development and trade strategies.¹³ They recognize that meeting the goal of the Malabo Declaration to triple intra-Africa trade in agricultural products by 2025 requires harmonizing food safety standards within Africa and addressing food safety concerns, such as are associated with pesticide residues, aflatoxin and other mycotoxins. Expanding food exports outside the continent requires the capacity to meet global standards for food safety in Europe, the United States and other foreign markets.

In addition, the visibility of the severe impact foodborne illness has on African consumers is gradually increasing. This is happening in response to such events as significant aflatoxin contamination incidents and poisonings and recent estimates by the WHO of the large number of illnesses and deaths caused among consumers by foodborne hazards. This is beginning to elevate food safety as a government priority in some countries.¹⁴

To address these needs, a number of countries have developed or are developing food safety strategies, which include modernization of national legislation and harmonization of standards.¹⁵

⁹ SADC, [Regional Agro-processing Stakeholders Training in SPS and Food Safety Standards](#), 2016.

¹⁰ EAC, [EAC Partner States are knocking into shape Draft SPS Legal Framework and Measures](#), 2016.

¹¹ STDF, [Breaking Barriers, Facilitating Trade](#), 2017.

¹² The Guardian, [ECOWAS in pursuit of food safety, security](#), 2016.

¹³ Nigeria Federal Ministry of Health. [National Policy on Food Safety and Its Implementation Strategy](#). 2014.

USDA Foreign Agricultural Service. [Ethiopia's Food and Ag Import Reg's and Standards](#). 2017.

¹⁴ FAO. [East African countries commit to entrench food safety at national and regional level](#). 2017.

¹⁵ Ghana - Ministry of Food and Agriculture; World Bank. [Revised Food Safety Action Plan](#).

Namibia - Minister of Agriculture, Water and Forestry. [Food Safety Policy](#). 2014.

Some have developed assessments of their food safety capacity needs, which extend well beyond regulatory standards and capacity to include research, private sector education and training, extension services, laboratories and cold chain infrastructure.¹⁶

National governments are essential elements of the institutional landscape for food safety. They are typically the key partner for the UN agencies, development banks and bilateral development agencies seeking to invest in food safety capacity. They can be either the direct recipient of donor investment or a facilitator and/or collaborator in donor-funded projects. Within the framework of the Paris Declaration, national governments are recognized as the source of strategies and priorities to guide donor investments.

“National governments are indispensable to long-term progress on food safety, especially to protect the health of African consumers.”

As discussed in Chapter 2, the ability of national governments to play their leadership roles on food safety is hindered not only by inadequate resources but also by organizational complexity and fragmentation within those governments.¹⁷ Such fragmentation and the resulting lack of a national focal point for leadership on food safety greatly complicates development and implementation of national strategies, priorities and plans that make optimal use of public resources.

Despite such constraints, national governments are indispensable to long-term progress on food safety, especially to protect the health of consumers. They have the primary authority and responsibility for implementing food safety regulatory programs within their boundaries, and they can provide leadership to help ensure donor capacity building investments are aligned with national strategies, priorities and investments.

International Organizations

Within the international development community, the following 36 multilateral and bilateral organizations and foundations were involved in funding and/or managing the over 500 projects compiled for the GFSP Report.

Nigeria - Federal Ministry of Health. [National Policy on Food Safety and Its Implementation Strategy](#). 2014.

¹⁶ See, for example, Uganda Ministry of Trade, Tourism and Industry, “The Assessment of the Capacity Needs of SMCA Service Providers in Uganda to Support Priority Value Chains (August 2012); Chisanga et al, “Establishing Priorities for Export-Oriented SPS Capacity-Building in Zambia Using the P-IMA Framework” (February 2016); PACA, “Scoping Study to Assess the Policy Environment and Capacity for Aflatoxin Control in the ECOWAS Member States” (November 2015).

¹⁷ Wilson, John S.; Otsuki, Tsunehiro. 2001. Global Trade and Food Safety: Winners and Losers in a Fragmented System. Policy Research Working Paper; No. 2689. World Bank: <https://openknowledge.worldbank.org/bitstream/handle/10986/19529/multi0page.pdf?sequence=1&isAllowed=y>.

ORGANIZATIONS IN THE INTERNATIONAL DEVELOPMENT COMMUNITY

United Nations Agencies

Food and Agriculture Organization (FAO)
International Fund for Agricultural Development (IFAD)
World Health Organization (WHO)
World Food Programme (WFP)
United Nations Industrial Development Organization (UNIDO)

Other Intergovernmental Organization

CGIAR
World Organisation for Animal Health (OIE)

Bilateral Development Agencies

European Commission (DG DEVCO, DG SANTE)
United States (USAID, USDA-FAS)
Finland (MFA)
United Kingdom (DFID)
Germany (BMZ)
Japan (JICA)
Sweden (SIDA)
Australia (DFAT)
Canada (CFIA, IDRC)
France (ADF)
Denmark (Danida)
Norway (Norad)
Austria (ADA)
Netherlands (EKN)
Luxembourg (MFA)
Belgium (BTC)

Development Banks

World Bank Group (WBG)
African Development Bank (AfDB)
European Investment Bank (EIB)

Multi-Donor Trust Funds (MDTFs)

Standards and Trade Development Facility (STDF)
CGIAR Trust Fund
Global Food Safety Partnership (GFSP)
AgResults
Global Agriculture and Food Security Program (GAFSP)
Agricultural Business Initiative (aBi) Trust
African Solidarity Trust Fund (ASTF)
Enhanced Integrated Framework (EIF)
AESA/Wellcome Trust

Philanthropic Foundations

Bill & Melinda Gates Foundation (BMGF)
McKnight Foundation

In this white paper, the term “donor” is used broadly to encompass organizations in the development community that both fund projects from their own resources (such as the bilateral development agencies) and deploy or manage resources provided by others to deliver expertise, knowledge resources, technical assistance, training and other support functions (such as FAO and WHO).

The landscape of donor organizations is complex. Each organization has its own mandate, strategies and priorities. Each works in its own way to meet food safety capacity needs. And the donor organizations work with each other in a wide variety of ways in both funding and implementing capacity building projects. Following is a high-level description of this landscape.

The project listings in Appendix E of the GFSP Report compile each donor's food safety capacity building projects in SSA by donor and partner country, respectively.

United Nations and Other Intergovernmental Agencies

The UN is the primary global forum through which the nations of the world collaborate to set development goals and mobilize collective efforts to achieve them. The UN sponsors the Sustainable Development Goals (SDGs), which are widely embraced by developed and developing countries as the framework for priority-setting and collective effort to foster economic and social development. Progress on food safety is not one of the 17 SDGs, but it is critical to achieving each of the top three – reducing poverty, achieving food security, and improving health. See “Food Safety and the SDGs” in Appendix E of the GFSP Report.

It is thus not surprising that five UN agencies play roles in food safety capacity building, with each approaching the mission from a different angle. The mandates of FAO and IFAD embrace the overall development and success of the food systems in developing countries. The WHO is broadly responsible for programs and development related to public health. WFP's feeding programs meet immediate food insecurity and hunger needs, often in crisis situations. And UNIDO works with governments and small and medium-size food businesses to foster industrial development. In addition, the World Organization for Animal Health (OIE), a freestanding intergovernmental organization, works on food safety issues that arise in animal production.

Within their broad mandates, these agencies each play roles in food safety capacity building.

Food and Agriculture Organization (FAO)

FAO, based in Rome, focuses on achieving food security and reducing rural poverty through improvement in food and agricultural systems, on the farm and across value chains. Its resources come from its nearly 200 member countries, with about 40% derived from mandatory assessments and 60% from voluntary contributions for specific activities. FAO is a significant repository of knowledge and expertise, which it applies to developing country food systems through a variety of channels.

FAO has a long history on food safety. In 1963, the joint FAO/WHO Food Standards Programme was established. It plays a crucial global role on food safety as the internationally recognized standard-setting body for food safety and quality. FAO's Food safety and Quality Unit closely collaborates with the Codex Secretariat and implements projects to strengthen the capacity of developing countries, in Africa and elsewhere, to participate actively in Codex standard-setting.

FAO is a trusted technical agency that provides guidance and technical assistance to governments in building effective food safety regulatory systems, and it works with both governments and private entities to strengthen food safety practices in value chains. It also provides technical

support to development banks and other UN agencies on agricultural projects that include food safety elements.

FAO is among the most active development organizations on food safety capacity building in SSA, providing support for 65 projects during the period covered by this report, plus an additional 21 projects jointly funded with WHO. See FAO table in Appendix E. It has also served as an implementing organization for at least 9 projects that were funded by other donor and development organizations. Through its core budget, FAO implements technical cooperation programs and regional activities to address food safety needs identified by national governments. FAO's food safety work is led by the Food Safety and Quality Unit based in Rome.¹⁸

International Fund for Agricultural Development (IFAD)

IFAD, also based in Rome, is an international financial institution whose mission is to eradicate rural poverty by enabling inclusive and sustainable transformation of rural areas through smallholder agriculture-led growth.¹⁹ While FAO works directly with governments on projects specifically focused on food safety, IFAD works with governments mainly through the provision of loans for the design and implementation of development projects that are increasingly focused on the promotion of inclusive value chains and strengthening the capacity of SMEs to produce and process food more efficiently and access commercial markets. Accordingly, IFAD is increasingly engaging with the private sector.

This means that the primary focus of IFAD loans and grants is typically on broad development of particular value chains, rather than food safety, but several of its major value chain investments have included work on food safety issues that affect market access.²⁰ This includes, for example, training of grain producers on aflatoxin control and milk producers on hygienic practices to improve both safety and quality.

World Health Organization (WHO)

WHO, based in Geneva, Switzerland, is the UN's public health agency. It thus addresses food safety as a health issue and focuses on activities at global, regional and national levels that strengthen the capacity of governments to prevent and respond to foodborne illness, including as it arises in rural communities and informal markets. WHO performs its food safety work through its Department of Food Safety and Zoonoses in Geneva, regional and national offices, and collaboration with FAO and the World Organization for Animal Health (OIE). WHO oversees

¹⁸ FAO food safety and quality programme: <http://www.fao.org/food/food-safety-quality/home-page/en/>.

¹⁹ IFAD website: <https://www.ifad.org/>.

²⁰ Food safety, trade, standards and the integration of smallholders into value chains. J. Humphrey (2017).

A review of the literature <https://maintenance.ifad.org/documents/10180/3eb1cea0-b27e-4a38-b7d9-1c439373944e>.

implementation of the International Health Regulations (IHR), which require reporting of certain foodborne illness outbreaks.

In its lead public health role, WHO has funded 45 food safety projects in SSA since 2010. See WHO table in Appendix E. Another 21 projects have been conducted in collaboration with FAO through their partnership in managing Codex. WHO has an Africa regional office in Brazzaville, Republic of Congo, that serves as a focal point for dissemination of food safety information resources and collaboration with national governments on food safety.²¹

WHO's SSA-focused food safety projects cover a wide range of capacity building topics, including illness surveillance, laboratory capacity, technical training, government regulatory frameworks, food safety management systems, and consumer awareness and education. WHO also manages global projects that contribute to food safety in Africa. These include estimates and analysis of the public health burden of foodborne illness and information networks for sharing information among nations on foodborne illness outbreaks and approaches to preventing them.

World Food Programme (WFP)

The WFP seeks to end hunger and improve food security and nutrition by delivering food assistance, in cash and in kind, and strengthening the capacity and resilience of local food systems.²²

WFP's funding comes primarily from voluntary contributions by about 60 countries, supplemented by contributions from companies and individuals. In carrying out its work, WFP's primary partners are national governments that seek assistance, but it also works with a wide range of international organizations, NGOs and businesses to implement its programs. About 60% of WFP's work is in conflict-affected countries.

WFP's impact on food safety in SSA and other developing regions stems largely from its role as a major purchaser of food. WFP spends about USD 1 billion annually on food purchases in the regions in which it provides assistance, a substantial share of which is purchased in SSA. WFP leverages its buying power to require that food safety standards are met. WFP capacity building includes food safety training for its own staff and for WFP suppliers. It also conducts inspections and audits of suppliers and identifies gaps in supplier food safety and quality management systems to assist suppliers in meeting WFP's food safety standards.

Through its BMGF-funded Purchase for Progress (P4P) initiative, WFP advocates to governments and the private sector to also purchase staple foods from smallholders to bolster producer incomes and food security. WFP provides training and technical assistance to farmers to help them meet the food safety and quality standards of these formal markets, with a particular emphasis on

²¹ See the WHO Africa website. <http://www.afro.who.int/health-topics/food-safety>.

²² See the WFP website: <http://www1.wfp.org/>.

mitigating aflatoxin contamination. WFP has collaborated with Mars, Inc. on technical guidance to support this effort.²³

United Nations Industrial Development Organization (UNIDO)

UNIDO is a membership organization within the UN system comprised of 167 member states. UNIDO works to reduce poverty by fostering inclusive and sustainable industrial development.²⁴ Its major funding comes from a combination of member assessments and voluntary contributions from member states. UNIDO also works closely with FAO, IFAD, the World Bank Group, the African Development Bank, and private sector organizations to mobilize and pool resources to advance common development goals.

UNIDO's work on food safety in SSA stems from the alignment between UNIDO's focus on agribusiness development and the AU-sponsored CAADP strategy to shift from subsistence farming to commercial agriculture as a means to drive food security and economic growth.²⁵ This involves building capacity for value-added processing of agricultural commodities and enabling access to formal markets, domestic and foreign. UNIDO recognizes food safety capacity as an important element of these strategies.

UNIDO's food safety work typically occurs within larger projects funded by bilateral donors, and includes collaborating with governments on regulatory and policy frameworks, building quality infrastructure (including laboratory capacity and conformity assessment systems), standards, harmonization, and supporting food safety improvements in particular value chains. UNIDO also impacts food safety capacity through its market access or value chain development projects, such as those under the Accelerated Agribusiness and Agro-Industry Development Initiative (3ADI).

²³ <http://www.mars.com/global/press-center/newsroom/mars-announces-pioneering-partnership-with-world-food-programme-on-world-health-day>

²⁴ https://www.unido.org/sites/default/files/files/2017-11/DG_Brochure_February_2015_Web_0_0.pdf

²⁵ https://www.unido.org/sites/default/files/2015-07/UNIDO_in_Africa_Region_0.pdf

World Organization for Animal Health (OIE)

OIE is a Paris-based inter-governmental organization comprised of 181 Member Countries and focused on animal health as it affects human health, food production and trade in animal products.²⁶ OIE is funded primarily by mandatory and voluntary Member Country contributions.

OIE establishes standards and codes of practice that are recognized by the World Trade Organization, and it works closely with FAO and WHO on standard-setting and other activities related to the connection between animal health and human health. This includes convening the OIE Animal Production Food Safety Working Group that includes representatives of FAO, WHO, and several Member Countries and is linked with the Codex Secretariat in Rome.

Areas of OIE work related to food safety have included guidance for good animal production food safety practices, animal feed safety, control of food safety hazards through meat inspection, and anti-microbial resistance.

"The development banks have the capacity to provide larger scale financing for development projects than bilateral donor agencies."

Development Banks

This report covers three development banks that are relevant to food safety capacity building in SSA – the World Bank Group, the African Development Bank, and the European Investment Bank. While these organizations make loans and investments, including on-lending to private banks, they are best thought of as development organizations, and they all see food and agriculture as important to Africa's future.

The capital of these banks comes primarily in the form of contributions from their member countries, which in turn comprise the banks' governing boards. The development banks use a wide variety of financing instruments – including zero or low interest loans, credits, grants, equity investments, and direct technical assistance – to finance and support government projects and private enterprises that advance development goals. They collaborate on project planning and financing with each other, with bilateral donor organizations and foundations, and with the private sector. They also act as trustees and supervising entities for the projects of multi-donor funds, such as GAFSP, AgResults, and the CGIAR Trust Fund, which are discussed further below.

²⁶ See the OIE website. www.oie.int/.

As a general principle, the development banks have the capacity to provide larger scale financing for development projects than bilateral donor agencies. For example, in 2010, the World Bank made a loan to China of USD 100 million to support food safety-related work in one Chinese province,²⁷ and has made value chain investments in SSA that include significant food safety components. As food safety has emerged in SSA as a health and development issue, the development banks are expected to give it greater attention.

African Development Bank (AfDB)

The AfDB's mission is to spur sustainable economic development and social progress in Africa and thus contribute to poverty reduction. Its membership includes 53 African and 26 non-African countries, all of which are represented on the bank's board of governors. The non-African countries contribute most of the AfDB's capital.

To fulfill the AfDB's mission, its President Akinwumi Adesina has made transformation of Africa's agriculture a central strategic theme through the launch of the AfDB's Feed Africa Strategy, 2017-2026.²⁸ This strategy aligns with the CAADP vision of an economically successful African food system that not only achieves food security and reduces poverty but also makes Africa a net food exporter. The AfDB envisions quadrupling its level of investment in agriculture, to reach a total of USD 24 billion in the next ten years.

The AfDB has begun investing in food safety, most notably by supporting regional member countries (RMCs) in establishing functional Bureaus of Standards (BoS) to certify and promote exports; supporting regional groupings and standards that promote trade and food exchange; and investing in specific projects like the USD 13 million loan to build aflatoxin control systems in Tanzania, complementing the USD 20 million grant from GAFSP.²⁹ The Bank also builds the capacity of various stakeholders in its agricultural operations, covering 18 agricultural value chains, on quality and standards at the field level to promote trade and protect public health. These projects were reported to include tens of millions of dollars dedicated to building food safety capacity in SSA.

World Bank Group

The mission of the World Bank Group (WBG) is to end extreme poverty and promote shared prosperity in developing countries. It has 189 member countries and is comprised of five institutions.

²⁷ <http://www.worldbank.org/en/news/press-release/2010/05/13/world-bank-help-improve-food-safety-china>.

²⁸ "Feed Africa -- Strategy for Agricultural Transformation in Africa, 2016-2025.

https://www.afdb.org/fileadmin/uploads/afdb/Documents/Policy-Documents/Feed_Africa-Strategy-En.pdf.

²⁹ PACA Newsletter. 2017:

http://www.aflatoxinpartnership.org/uploads/PACA%20Newsletter%20Volume%204%20Issue%202_April-June%202017_0.pdf.

The arm of the WBG that is most relevant to SSA is the International Development Association (IDA). The IDA makes grants and highly concessional loans (at zero or very low interest) to governments in the lowest income countries, using capital contributed by developed countries. In addition, the International Finance Corporation (IFC) makes investments in small and medium-size businesses in developing countries, in keeping with the WBG's mission.

Agricultural development and food security are major WBG themes, and food safety is an element of its strategy for ending poverty and hunger by 2030 through food system development.³⁰ Food system-related loan commitments for Africa totaled USD 1.3 billion in fiscal year 2017.³¹

Both the IDA and IFC have advanced food safety capacity in Africa. From 2010-2017, tens of millions of dollars were allocated to food safety elements within WBG value chain projects (as estimated by project staff), mostly in the last two years. The IDA has made significant loans to support livestock and fishery value chain development projects in Ethiopia, Republic of Congo, Democratic Republic of Congo, and Zambia, with improving food safety as an element of the projects. The IFC has established a food safety advisory service in Nairobi, Kenya, which provides expert advice and support to the Africa-based food companies in which it invests or is considering for investment.

"The European Union and its member states are the predominant sources of development assistance for Africa, including for food safety."

European Investment Bank

The European Investment Bank (EIB) is a nonprofit, long-term lending institution jointly owned by and representing the interests of the European Union Member States.³² Its funding comes from Member States and international financial markets, and it invests in projects that help achieve EU aims, both within and outside the EU.

Although about 90 percent of projects financed by the EIB are based in EU member countries, the EIB funds projects in about 150 other countries, including a wide range of projects in sub-Saharan Africa. EIB activities in the region are designed to improve lives, create economic opportunities for people and businesses, and support sustainable economic development, in line with the EU's New Consensus for Development and the UN Sustainable Development Goals.

EIB investment to date in the SSA food system has been limited and has not included projects focused on food safety. Agriculture and food security are, however, forward-looking strategic

³⁰ World Bank Group, Ending Poverty and Hunger by 2030 – An Agenda for the Global Food System (<http://documents.worldbank.org/curated/en/700061468334490682/pdf/95768-REVISED-WP-PUBLIC-Box391467B-Ending-Poverty-and-Hunger-by-2030-FINAL.pdf>).

³¹ WBG 2017 Annual Report (<https://openknowledge.worldbank.org/bitstream/handle/10986/27986/9781464811197.pdf>).

³² European Investment Bank website. <http://www.eib.org/>.

priorities, and EIB is anticipated to be an increasingly significant focal point for EU funding in support of achieving the SDGs by 2030. Thus, as food safety is increasingly recognized as a key element for achieving the health, food security and poverty reduction SDGs, there is potential for the EIB to play a food safety financing role, in response to guidance from the European Commission and EU Member States.

Bilateral Development Agencies

Europe

The geographic, trade and political ties between Europe and Africa are strong and explain why, taken together, the European Union and its member states are the predominant sources of development assistance for SSA, including for food safety.³³ Europe imports USD 17.1 billion in agricultural and food commodities from SSA³⁴, and European consumers and governments place high priority on assuring the safety of these products. European development institutions also embrace Africa's food system-led development strategy and recognize the importance of food safety to that strategy.

Funding for European investment in food safety capacity building comes from taxpayers and flows through the European Commission (EC) and other EU institutions and through the development agencies in member states.

At the EC level, two directorates play important roles:

- International Cooperation and Development (DEVCO) – DEVCO is the lead EU organization for planning, funding and implementing external development assistance, including for agricultural development and food safety covering all ACP countries. The focal point for DEVCO's food safety work is the Rural Development, Food Security and Nutrition Unit.
- Health and Food Safety (SANTE) – SANTE is responsible for EU policy on food safety and health and for monitoring the implementation of related laws, which includes inter alia responsibility for ensuring the safety of food imported from outside the EU, including Africa. Although development cooperation is not in its mission and the development activities performed by SANTE are under one specific capacity building programme, SANTE works with DEVCO to apply its food safety expertise in Africa and ensure policy coherence.

³³ Development Aid at a Glance, Statistics by Region (Africa, 2017) <http://www.oecd.org/dac/financing-sustainable-development/development-finance-data/Africa-Development-Aid-at-a-Glance.pdf>. The Africa-EU Partnership: <http://www.africa-eu-partnership.org/en/search/node/%22food%20safety%22>. For food safety investments, see Appendix E of this report.

³⁴ AGRI-FOOD TRADE STATISTICAL FACTSHEET European Union - Sub-Saharan Africa http://ec.europa.eu/agriculture/sites/agriculture/files/trade-analysis/statistics/outside-eu/regions/agrifood-sub-saharan-countries_en.pdf.

In recent years, the EC has funded an array of multi-country programs in Africa aimed at building both public and private capacity for food safety, as well as programs addressing needs in particular countries and value chains. As described in the EC Table in Appendix E, these include major programs to strengthen national government food control systems, build laboratory capacity and other elements of quality infrastructure, support the ability of fruit and vegetable producers and smallholder farmers generally to meet Europe's food safety standards, and provide technical and regulatory training for African food safety officials.

In the period covered by this study, the EC has sponsored 125 food safety capacity building projects in SSA, ranging from very small, short-term training projects to large-scale multi-year projects building public and private capacity to meet EU safety standards. Investment in projects focused predominately on food safety totaled approximately USD 76 million over the 2010-2017 period.

EU member states have their own development assistance programs, some of which include investment in food safety capacity building. In the 2010-2017 period, eleven member state donors have sponsored 71 projects, with Germany, Finland, and the U.K. being the most active. Member state investment in projects focused predominately on food safety totaled at least USD 15.8 million (budgets were not available for all projects).

The food safety projects of member states are compiled in Appendix E and included in the project analysis in Chapter 3 of the GFSP Report.

United States

The broad goals of U.S. development assistance are to advance the national security and economic interests of the United States and improve the lives of people in developing countries.

The U.S. trade relationship with Africa is much smaller than Europe's – U.S. food imports from Africa are about USD 2.3 billion annually³⁵ – but Africa is the largest regional recipient of U.S. development assistance.

U.S. investments in food safety capacity building in Africa are planned and managed by two agencies:

- U.S. Agency for International Development (USAID) – USAID is the lead foreign development assistance agency in the U.S. government. Coordination of food safety capacity building is housed in USAID's Bureau of Food Security, but responsibility for planning and implementing projects is widely de-centralized across country-level USAID missions and regional trade programs.

³⁵ <https://ustr.gov/countries-regions/africa>.

- Foreign Agricultural Service (FAS) – FAS is an agency within the U.S. Department of Agriculture whose primary mission is to promote the export of U.S. agricultural products. It also plays a role on food security by managing some U.S. food assistance programs and works closely with USAID on their food security and food safety projects, especially ones oriented toward fostering trade in agricultural commodities. FAS also responds to African country requests for specialized training and technical assistance on food safety.

"U.S. food safety capacity building investments in Africa stem largely from the priority the U.S. has placed on food security."

U.S. food safety capacity building investments in SSA stem largely from the priority the U.S. has placed on food security, as well as U.S. alignment with African strategies for market-oriented, agriculture-led economic development. The overarching framework for these investments is the Feed the Future (FTF) Program, which was launched in 2010 and codified in 2016 in the Global Food Security Act.³⁶ The FTF Program currently focuses on 12 countries, eight of which are in sub-Saharan Africa.³⁷

In the 2010-2017 period, the U.S. sponsored 108 food safety capacity building projects. Investment in projects focused predominately on food safety totaled approximately USD 52 million.

Other Bilateral Donors

Beyond Europe and the United States, this report covers SSA food safety capacity building efforts by Japan, Australia, and Canada.

- *Japan* (JICA) – 15 projects with a total investment of approximately USD 5.3 million;
- *Australia* (DFAT) – 2.5 projects with a total investment of approximately USD 3.1 million;
- *Canada* (CFIA, IDRC) – 4.5 projects with a total investment of approximately USD 1.9 million;

The specific projects are listed in Appendix E.

Multi-Donor Trust Funds (MDTFs)

A positive trend in recent years has been the formation of platforms for collaboration among donor organizations to accomplish common goals in food and agriculture. Some of these are doing

³⁶ US Congress: Global Food Security Act of 2016: <https://www.congress.gov/bill/114th-congress/house-bill/1567>.

³⁷ They are Kenya, Niger, Ethiopia, Nigeria, Senegal, Ghana, Mali and Uganda. USAID. U.S. Government Global Food Security Strategy 2017-2021: <https://www.usaid.gov/what-we-do/agriculture-and-food-security/us-government-global-food-security-strategy>. USAID. Feed the Future (FTF) Program: <https://www.usaid.gov/what-we-do/agriculture-and-food-security/increasing-food-security-through-feed-future>.

work related to food safety. The common theme of Multi-Donor Trust Funds is to combine the resources, expertise and standing of multiple donor organizations to achieve outcomes that would likely not be achievable if they acted alone.

The MDTF concept is in keeping with the Paris Declaration concept of donors aligning and harmonizing their effort around country-led development strategies and action plans.

Each MDTF has its own focus, as illustrated by the following five that have approached food safety from different angles:

AgResults

AgResults is a USD 122 million multi-donor, multilateral initiative established and funded by Australia³⁸, Canada³⁹, the United Kingdom⁴⁰, and the United States⁴¹, in partnership with the Bill & Melinda Gates Foundation (BMGF).⁴² It is managed through a Financial Intermediary Fund (FIF) operated by the World Bank.⁴³ AgResults incentivizes and rewards high-impact agricultural innovations that promote global food security, health, and nutrition through the design and implementation of pull mechanism pilots. The objectives of AgResults are to overcome market failures impeding agricultural innovations and to test the effectiveness and efficiency of pull financing.

Agricultural Business Initiative (aBi) Trust

The Agricultural Business Initiative (aBi) Trust is a multi-donor entity jointly founded by the governments of Denmark and Uganda, with funders including USAID, EU, Sweden, Belgium, Netherlands Embassy, UKAid, and KfW (a German-owned development bank).⁴⁴ The aBi Trust is devoted to strengthening the competitiveness of Uganda's agricultural and agro-processing sectors through Value Chain Development, Financial Services Development and Gender for Growth (G4G) Fund. It provides both financing and technical support in selected agricultural value chains and offers an integrated approach on value chain development.

Global Agriculture and Food Security Program (GAFSP)

The Global Agriculture and Food Security Program (GAFSP) is a multilateral mechanism, managed as a World Bank FIF, to assist in the implementation of pledges made by the G20 in Pittsburgh in September 2009.⁴⁵ GAFSP has received funding commitments of USD 1.6 billion from Australia, BMGF, Canada, Germany, Ireland, Japan, Korea, Netherlands, Spain, United Kingdom and the

³⁸ See the DFAT website. <http://aid.dfat.gov.au/Pages/home.aspx>

³⁹ See the Canadian International Development Platform. <http://cidpnsi.ca/canadas-foreign-aid-2012-2/>

⁴⁰ See the DFID website. <https://www.gov.uk/government/organisations/departement-for-international-development>

⁴¹ See the USAID website. <https://www.usaid.gov>

⁴² See the BMGF website. <https://www.gatesfoundation.org>

⁴³ See the AgResults website. <http://agresults.org/>.

⁴⁴ See aBi Trust website. <http://www.abi.co.ug/>.

⁴⁵ See GAFSP website. <http://www.gafspfund.org/>.

United States. Its objective is to improve incomes and food and nutrition security in low-income countries by boosting agricultural productivity.

Standards and Trade Development Facility (STDF)

The Standards and Trade Development Facility is a global partnership and knowledge platform founded by FAO, OIE, WHO, WTO and World Bank Group.⁴⁶ It convenes its founders with bilateral donors, experts from developing countries, other international and regional organizations, and the private sector to identify good practice and leverage resources in helping developing countries meet Codex, OIE and IPPC standards and guidelines and facilitate safe trade. This coordination function is reinforced through the development and implementation of over 180 collaborative SPS projects, over half of which support farmers, processors, traders and governments in Africa.

CGIAR Trust Fund

The CGIAR centers, a global partnership of 15 research institutes, conduct research on agricultural innovation pertaining to economic growth and food security.⁴⁷ IITA, ILRI, and IFPRI are particularly active on food safety and food security in sub-Saharan Africa. IITA and IFPRI have taken the lead on many aflatoxin control studies, while ILRI is conducting participatory research on risks associated with animal-source foods. Some of the work of CGIAR researchers is sponsored by individual funders, however the partnership is supported over the long term by the CGIAR Trust Fund, which has secured contributions from 30 large bilateral, multilateral, and private donors.

Philanthropic Foundations

A number of major philanthropic foundations focus on food security in sub-Saharan Africa and have adopted strategies that are aligned with those of African leaders and governments. This includes moving toward an agricultural transformation that will enable smallholder farmers and processors to produce more, add value to raw commodities, reduce post-harvest loss, and access markets. Examples include:

- *Bill & Melinda Gates Foundation*
- *McKnight Foundation*
- *Rockefeller Foundation*
- *Howard G. Buffett Foundation*
- *Kofi Annan Foundation*
- *Syngenta Foundation for Sustainable Agriculture*
- *Mastercard Foundation*

⁴⁶ See the STDF website. <http://www.standardsfacility.org/>.

⁴⁷ See the CGIAR Trust Fund website. <https://www.cgiar.org/funders/>.

In September 2017, the Gates and Rockefeller Foundations announced a partnership with USAID, called the Partnership for Inclusive Agricultural Transformation in Africa (PIATA), with a commitment of up to USD 280 million in funding to support smallholder farmers in becoming successful businesses. Generally, however, with the exception of BMGF and the McKnight Foundation, philanthropic foundations are not investing in food safety capacity building in SSA.

The Gates Foundation investment, which began in 2009, is focused on aflatoxin control and is significant. It is motivated by the foundation's commitment to nutrition and health and the goal of protecting African consumers from the adverse effects of aflatoxin in staple food commodities on which the rural poor depend. Since 2010, the foundation has invested USD 37 million in aflatoxin control research, technical innovation, and collaborative control programs, including the African Union-managed Partnership for Aflatoxin Control in Africa (PACA). As mentioned in the WFP summary, BMGF was also the primary funder of the Purchase for Progress initiative, which included work with smallholder farmers on aflatoxin control and detection.

The McKnight Foundation, based in Minnesota, USA, is a family philanthropic organization founded by an early leader of the 3M Corporation.⁴⁸ Its food safety investments fall within the Collaborative Crop Research Program and, like BMGF, are focused on smallholder farmers and aflatoxin control. Research and knowledge sharing take place in a total of 12 countries in Africa and South America that face ongoing challenges with food security and nutrition.

The Wellcome Trust, a global health-oriented foundation based in the UK, has partnered with DFID, BMGF and the AU to fund a program of the African Academy of Science and NEPAD called the Alliance to Accelerate Excellence in Science in Africa (AESA).⁴⁹ This program has funded researchers in West Africa studying links between zoonoses and foodborne illness to inform prevention strategies from a One Health perspective.⁵⁰

Food Industry

This report is focused on the role that the international donor and development agencies are playing on food safety capacity building. It is well recognized within the food safety community, however, that the food industry has the primary responsibility and capability to produce and market safe food. Many food producers, processors, trades and retailers invest significant resources and effort in their own capacity to fulfill this responsibility. This includes having the right facilities and equipment, training employees, implementing sound food safety management systems, and verifying compliance with relevant food safety standards.

⁴⁸ See the McKnight Foundation website. <https://www.mcknight.org/>.

⁴⁹ See Wellcome Trust website. <https://wellcome.ac.uk/press-release/centre-gravity-african-research-funding-shifts-closer-africa>.

⁵⁰ See Afrique One Alliance website. <http://afriqueoneaspire.org/thematics/ttp-4-food-borne/>.

Even the most advanced food companies working in countries with modern food safety systems depend, however, on so called “public goods” investments in food safety capacity that complement their private investment. This includes research on locally relevant hazards and interventions, extension services to educate and support food producers, reliable public laboratories and regulatory control systems, and harmonized public standards and verification systems to facilitate trade in safe food. Such public goods are what the donor community seeks to create with its capacity building investments.

Today, however, global food companies and industry organizations are recognizing the value of investing their private efforts and resources to help build “public goods” food safety capacity in developing regions, including sub-Saharan Africa. These are efforts that provide benefits beyond any individual company’s operation or supply chains. Following are a few examples.

- *Global Food Safety Initiative (GFSI)* – GFSI is a global alliance of branded food manufacturers and retailers who collaborate to share best practices and foster reliable private audits to verify that suppliers are meeting recognized food safety standards.⁵¹ GFSI sponsors a Global Markets Program that provides a stepwise pathway for SMEs in developing countries to progress toward and achieve certification in accordance with recognized global standards for food safety.
- *Partners in Food Solutions (PFS)* – PFS is a collaboration among food and related technology companies to provide food processing expertise, including food safety and quality management, to small and medium-size food manufacturing companies in nine African countries.⁵² PFS was founded by General Mills and includes Cargill, Hershey, Buehler, DSM and Ardent Mills.
- *SSAFE* – SSAFE is a global non-profit membership organization that focuses on public-private partnerships and helps integrate food safety, animal health and plant health across food supply chains to improve public health and wellbeing.⁵³ SSAFE has completed Africa-related projects involving dairy safety and avian flu in poultry production. Its members include Cargill, McDonald’s, Nestlé, Coca-Cola Company, Danone, Givaudan, Kellogg’s, Keystone and Kerry.
- *International Life Sciences Institute (ILSI)* – ILSI is a global scientific organization supported by food companies to foster collaboration on food safety and nutrition issues among industry, academic and government scientists.⁵⁴ ILSI has a branch in South Africa that has conducted risk assessment and HACCP training in Kenya, Nigeria and Cameroon, and, in Ghana, has provided ongoing support to the Food Safety and Nutrition Training Centre in collaboration with the University of Ghana.

⁵¹ See the GFSI website. <https://www.mygfsi.com/>.

⁵² See the PFS website. <https://www.partnersinfoodsolutions.com/>.

⁵³ See the SSAFE website. <http://www.ssafefood.org/>.

⁵⁴ See the ILSI website. <http://ilsi.org/>.

- *Mars, Inc.* – The Mars Food component of Mars, Inc. manages a portfolio of food brands and collaborates with national governments and development organizations to build food safety capacity.⁵⁵ Mars has worked with the World Food Programme in Africa to improve the local sourcing of food. It has also invested in research and technology development to control aflatoxin and supported the AU-managed Partnership for Aflatoxin Control in Africa.
- *Nestlé* – Nestlé is the world’s largest food company and has significant ingredient sourcing, manufacturing and marketing business in Africa.⁵⁶ It has worked with the International Institute of Tropical Agriculture (IITA) to develop aflatoxin control practices. It has also worked in Nigeria to develop aflatoxin-resistant maize varieties and operates a research center in the Ivory Coast that improves the quality and safety of local crops.

Conclusion

The scope and diversity of the institutional framework for food safety capacity building in sub-Saharan Africa reflects the growing interest in food safety within SSA and among those in the donor and broader donor community who seek to advance Africa’s health and development. This interest is an asset for the future of food safety, but the layers of complexity are a challenge for making the best use of existing resources and mobilizing more.

⁵⁵ See the Mars website. <https://www.mars.com/global>.

⁵⁶ See the Nestlé website. <https://www.nestle.com/>.