

REPORT

A consultative meeting with stakeholders to contribute insights towards a food safety market survey
of Nairobi City Park market
16th October 2018



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1 Background and Introduction

An inception food safety stakeholder meeting was held on 16th October 2018 at Jacaranda Hotel, Nairobi convened by AgriProFocus in consultation with the Kenya Horticultural Council (KHC), the Nairobi County Government (NCG) supported by The Netherlands Development Organisation (SNV) – Kenya Market-Led Horticulture Programme (KMHP – HortIMPACT). The meeting was organised to kick-start a baseline survey of the City Park Market as part of a bigger plan to undertake a comprehensive understanding of the hygiene and food safety issues at the market as requested by KHC and NCG. Kenya Market led Horticulture Programme is being implemented by a consortium of partners led by SNV. Mr. Jack Wanyonyi an advisor at SNV-HortIMPACT in his opening remarks to the participants explained the programme’s objectives as focusing on three key thematic areas of food safety in fruits and vegetables, food loss reduction and inclusion of small holder farmers in agricultural value chains, with emphasis on local markets consumption, with some percentage on export markets. Within the food safety focus area, the business case presented by KHC and NCG seeks among other issues, food traceability, food testing for pesticide residues and basic hygiene (Hazard Analysis Critical Control Points – HACCP). This will involve selection of the leading vegetable and fruits chains that are consumed most at this pilot market. Since all these complex issues, need different levels of interventions, a baseline survey was necessary to understand the situation at the market before full implementation of the whole food safety business plan.

City Park Fresh vegetables market was selected due to its unique position in terms of being organized and with middle class clientele. This is a market that trades in both locally sourced fruits and vegetables and also receive substantial supply from imports. Once the report of the survey is out, it will inform the stakeholders who include both private sector players and government to seek to roll out a local traceability system within the market for fresh fruits and vegetables delivered to and supplied from the market.

The meeting brought together 29 key stakeholders relevant to the food safety dialogue – including research, private sector, development partners as well as public sector actors both at county and national government. The participants appreciated that numerous studies and reports that have been done around food safety in the country and by different stakeholders. It was also noted that Kenya has very good food policies and a lot of initiatives have been put in place to develop quality standards in the export market and now there is an urgent need to plough back these food quality standards on the domestic market. Hence this meeting aimed to jumpstart an implementation process from studies to practice with the aim of piloting a traceability system within Nairobi City Park Market.

The half-day workshop kicked off with insights shared from a study¹ by the 3R project. The project is funded by The Embassy of The Kingdom of the Netherlands and is focused on generating evidence driven action for food safety in the domestic market. The presentation was done by Joyce Gema from Trade Care a consortium member in the 3R project. The report highlighted in context what steps need

¹ <http://www.3r-kenya.org/wp-content/uploads/2018/07/Catalyzing-domestic-horticulture-sector-Kenya-brief.pdf>

to be taken to tackle the food safety dilemma. Joyce underpinned that food safety is a matter of national interest and as that; the debate needs to move away from a donor driven topic to a national agenda led by the Kenya government to secure its citizens. In addition, the dialogue needs to move away from food safety in relation to projects to evidence based driven actions where each stakeholder takes up their respective responsibilities to contribute to solving and delivering solutions on food safety.

The 3R study emphasized the need for coherence of interventions since there is a lot of fragmentation already in the fruits and vegetable sub-sectors in Kenya. Worth noting was that Kenya already competes internationally in the horticulture sector meaning that there is already an existing community of good practices that exists at production level. With over 19000 active farmers participating in the export market most of the farmers that produce for export market also produce on parallel plots for domestic market. The study looked at how and to what extent has there been spillover of knowledge and good agricultural practices from export to domestic market and how the country can leverage on the export platform to accelerate implementation of food safety measures for the domestic market. The study from the market end interrogated the link between certification and following good practices for domestic production. The study highlighted that only 2.7% of traders [*study sample of 147 farmer and trade associations*] were aware about food safety and had interacted with any kind of training either on food loss, food display and presentation, food hygiene standards among other issues related to food safety.

These 2.7% that were aware however did not feel responsible for food safety and did not have the capacity to invest. Findings from the quick scan indicate that there are different entry points, policy being one of them to deal with food safety and as a country we can leverage on the export platform to catalyze delivery systems for the domestic market. In addition, there is willingness from grocery stores and bulk traders delivering to larger institutions for instance to embrace and invest in food safety systems. However their position statements related to food safety is majorly on freshness and the consumers are attracted to physical appearance of the produce rather than safe production and the traders have no means to investigate whether the products have poisons or contaminants. Common interpretations of safety include organic, fresh, natural, grown on own farm among others.

The wet market being the dominant source of supply of fruits and vegetables, 97.3% of traders in these markets said they were not concerned about food safety since they had no means to act and they see it as a responsibility of the farmers. This brings in a perspective of public policy and the role of public sector in promotion, policy formulation and regulation of stakeholders that interact with these wet markets to ensure stringent measures to enforce delivery systems of safe food and to also facilitate investment of public resources to make it happen.

Insights from Dr. Andrew Edewa provoked the thinking of *who are the drivers and advocates of the food safety agenda?* Dr. Edewa emphasized the need to communicate knowledge of which actors along the food supply chain need to address what risks and at what point in the supply chain. He went ahead to reiterate that consumers are a unique group since they spend money and therefore solutions to food safety need to begin with us as consumers. If affluent consumers who understand the risks cannot do

anything then we cannot expect other consumers to change. He therefore called for consumers to actualize - relying on actual facts on the safety of food rather than visualize food safety. All citizens have the right to safe food and government has the responsibility to deliver this to the consumers by setting stringent regulations to food business operators. By doing this the liability of food safety shifts from government to private sector and through private sector actors the agenda is driven to implement food safety systems with all their suppliers. This way the system then becomes self-propelling with a continuous surveillance, monitoring and compliance system to continuously improve the food safety system. Dr. Edewa also challenged the team undertaking the baseline and all stakeholders working on food safety to take an integrated approach to link hospital data of patients treated with food borne diseases with environmental data of where the patients come from to be able to understand the source of the risks that the patients could be exposed to and therefore handling the risk at that point all through the chain and thus de-risking the consumer.

Gladys Maina the lead consultant in the KHC – baseline survey shared briefly about the survey tool and what areas it will focus on. She started off by giving a background on the development of the national mechanism for compliance following allegations in the industry that interceptions in the export market were contributed by producers that did not necessarily belong to the two main associations - Fresh Produce Exporters Association of Kenya [FPEAK] and Kenya Flower Council [KFC] at the time in the horticulture sector. The mechanism was to ensure that everyone is mandated to comply with basic codes of practice if they are to export from Kenya. This made the basis for the design of survey data tools for implementation - the KS1758 developed by the private sector was adopted by all stakeholders in the sector. Further to this, The Nairobi county Government was interested to use the tool to enforce standards for the Nairobi County markets and hinterland counties supplying to Nairobi which led to this business case being developed. The end goal of the survey is to implement a food safety system for a local public market. The survey will look to establish what systems exist within the market, the knowledge of different stakeholders with regards to food safety, the benefits construed for food safety by the different actors, awareness and existence of Hazard Analysis and Critical Control Points (HACCP) in the market as well as other systems that may exist, modes of communication and how information about food safety is communicated, business drivers of the entrepreneurs in the market and their perception of the economics of food safety to their businesses among other factors. The survey will focus on specific value chains as selected through a study done by NCG – kales, tomatoes, cabbage, capsicum, apples and banana.

- *Food safety is a matter of national interest*
- *There is an existing community of good practice on food safety*
- *Consumers need to actualize food safety with facts and practice rather than visualize.*
- *An integrated approach to finding solutions for food safety is key*

2 Consumer perspective on food safety

Following insights from the 3R project, participants gave their perspectives as consumers on food safety and some of the key entry points they reckon would start to provide solutions to the food safety dilemma. Below are some insights shared from this session.

- As consumers it is our responsibility to demand clean and safe food in markets, restaurants and other sources of food.
- Safe food is a right for every Kenyan, and private sector can play a key role in catalyzing the change. However it is also important to ask critical questions like: Who is demanding food? And what are the economics for access and delivering safe food. Another key aspect is to find the balance between food security and food safety and the costs related to these. Related to this is also to interrogate whether consumers are ready to pay for safe food or is food safety a tradeoff for quantity and what the acceptable risks in this debate. In Nairobi County for instance, food borne illnesses are high but people are willing to take the risk just to get a meal. Why are consumers not making choices of safe food?
- Market infrastructure that supports safe movement of food from farm to fork is critical to avoid contaminants from how the food is handled and delivered from farm to markets and to consumers' tables.
- There are many policies that exist and the constitution provides the right to food and safe food to every citizen. However the consumers' voice is absent and this has been left to politicians, government and regulators. Consumers need to be given a choice and provided with information on how the food has been produced and processed to make informed choices on what to consume and at what price.
- Consumer needs to be educated on the risks affiliated with food safety for them to make informed decisions. In export markets, the consumers demand certain parameter of what is provided to them and then traders comply to meet these demands. Therefore it is a responsibility of all of us to address food safety.
- Awareness creation is a proven strategy for solving 80% of all food borne diseases. However what tools and partnerships can be used to be effective? Consumer awareness needs to go hand in hand with providing alternatives. It is important to close the loop of what is safe and where it can be found. Can we create accredited markets as a value proposition to promote adoption of food safety standards by traders?
- At county level, county governments should invest in public awareness and set aside budgets to support awareness creation of food safety issues. In addition, counties should invest in capacity building of staff to be able to articulate and communicate issues on food safety.
- Regulation is important in enforcing food safety measures to ensure that all traders comply with standards – the same way they regulate licensing to ensure traders all comply with having necessary documentation. Enforcement, surveillance and legislations are important to address food safety? Is a national mechanism for compliance a vehicle to drive the food safety agenda that bring all the key stakeholders? In addition to local regulation imports play a significant role in the food supply chain and it is important to understand to what extent imports and repacks contribute towards achieving food safety in the country? Are there parameters and regulations to what is imported? How strong is our importation regulation?
- Capacity building of all stakeholders is important – that is at production level, industry level and consumer level.

3 Key highlights on finding solutions for food safety

From the plenary session numerous questions and propositions came up. 3 key entry points were identified for further discussions with participants in group sessions as a starting point to finding solutions to the food safety dilemma in the country. These include:

- Awareness creation: How do we avail information to all and build a strong consumer voice?
- Legislation, implementation, enforcement, and collaborations – what more needs to be done?
- Capacity building: How do we build capacity of all actors and what is the responsibility of each actor?

The following section provides highlights from the group sessions.

3.1 Awareness creation and strengthening the consumer voice

Participants noted that for effective communication and information transmission to happen it is important to first identify what is the goal of what we want to communicate. Food safety is a right stipulated in the constitution of Kenya and therefore the goal of any awareness creation strategy around food safety should be geared towards achieving access to adequate amount of safe food for all. Segregating the target audience, who is the consumer is important since consumers are different, are exposed to different risks, have different purchasing capabilities among other differences. In addition to consumers it is also important to target awareness creation strategies at other levels of the food chains for instance industry level, production level, government actors and for every audience, the message needs to be tailored to fit the different stakeholder groups.

Different channels should also be explored on how to reach the different stakeholder groups. For instance consumers with low purchasing power may have access to radio and that would be the best channels to reach them while those with high purchasing power may be easily reached with instore campaigns and institutions with other means like brochures, fact sheets, social media among others etc. Any awareness messages need to be coupled with existing legal frameworks and the message needs to be clear and concrete. In addition to the message, it is important to convey alternatives for each audience, obligations for each groups and the different risks related to the different audience – for instance at production level a message about the effects of MRL on the food chain, for consumers it's about food handling and related microbiological contaminants that present risks to food safety.

The group proposed a multistakeholder approach adoption as an organization or a platform for creating awareness is important because it is driven from a perspective of a common agenda between stakeholders. The representation should include all stakeholders' i.e government, consumers, traders, producers, researchers and industry actors etc. As with every strategy it is also important to have timelines and a way to measure the impact of the awareness creation – the effectiveness of the channels used to convey the messages, is there change by the different actors towards adopting food

safety measures among other parameters. In order to strengthen the consumers' voice it is important for any consumer group to be inclusive of all actors; needs to be democratic and there was also a suggestion that there needs to be as many consumer groups as possible in order to really have a representative voice of the consumer.

Goal – Audience – Message [Legal frameworks, alternatives, obligations] – Channel – Enforcement – Measure

3.2 Legislation and enforcement

Kenya has no policy gaps and the constitution is clear on the right to safe food for all. However, there is a lot of fragmentation, overlap and lack of institutional frameworks that support the implementation and enforcement of food safety in the country. In the past, nine ministries were involved in ensuring food safety and now the national food safety committee involve 15 ministries and still there is no institutionalization of how to enforce food safety. The national food safety committee is also a loose ended committee with no clear mandate who plays what role with regards to enforcement, implementation, oversight and coordination. Participants felt there is a need for an institution or apex body like a food safety authority to provide oversight and coordination. However, creating of this authority should not lead to the complexities of multiple levels of taxation for the stakeholder along the food value chain. The other challenge is that there exists a policy on food safety though not passed into law as this would provide the basis for anchoring the food safety authority to oversee and coordinate all the relevant functions.

Looking at different interventions and projects represented in the room – AgriFi implemented by Danida and MESPT, Climate Smart Agriculture project by SNV, The Nairobi County Integrated food safety program it is important to take a value chain approach to integrate food safety and build the capacity of the different actors to ensure that food produced is safe until to the point it gets to the consumer. Building the capacity of testing and accreditation of inspectors, sprayers and other actors provides opportunity for collaboration between different actors including government ministries [all relevant ministries including public works, public health among others]. There is also a need for strong working relations between county government and national government to enforce and roll out food safety systems in all 47 counties.

- *Institutionalize food safety*
- *Integrate food safety using a value chain approach*
- *Cohesion between national and county government is key to enforce food safety in all 47 counties.*

3.3 Capacity building at production, industry and consumer level

Capacity building can be looked at as a system for food safety which includes knowledge around food safety, organizational infrastructure and facilities adequate for production of safe food. At the different

levels there are obligations for each. For instance at production level there needs to be a sufficient knowledge systems on safe production of food – this includes safe use of inputs, soil suitability for different crops among others. At traders level there needs to be sufficient knowledge of food management systems, appropriate handling and packaging aspects of food while at consumer level, the consumer needs to understand the risks, information on the food chain of how food is produced, know and demand for safe food.

One of the highlights from this discussion spurred discussions on investment as a key driver to realize capacity building. As stakeholders there is need to unpack what the opportunities are for investing in capacity building towards food safety and what investments are required and from which stakeholder. There is indeed a need for public as well as private investments and a coherent coordination on how and where to invest is also critical to unpacking the how to build capacity. In addition there is also a need to delve deeper in how we can de-risk investment for food safety and create an enabling environment for investors to invest in food safety systems be it extension, infrastructure or any other opportunities.

- *Investment is a key driver to catalyze capacity building*
- *There is need to de-risk investment in food safety and create an enabling environment for investors*

The meeting ended with remarks from Jane Ngige of Kenya Horticultural Council urging stakeholders to cultivate a culture of demanding safe food and to combine experiences to support the Nairobi County to implement an integrated food safety system. In addition it is the ambition that the KS1758 can be adopted and streamlined in other value chains beyond horticulture and set the country to a trajectory of responsible production and consumption of safe food.

Annex 1: List of participants

NO.	NAME	ORGANIZATION
1.	Godfrey Nyangori	MESPT
2.	Jennifer Wainaina	Society of Crop Agribusiness Advisors
3.	Joseph M. Kinyanjui	Nairobi County - Agriculture Committee
4.	Edward Gathundu	
5.	Michelle Kabiru	Nairobi County - Agriculture Committee
6.	Moses Kamau	Member of County Assembly – Nairobi County
7.	Emmy Asava	Verdura Groceries
8.	Faith Gathigia	Green Rhino
9.	Jane W. Wambugu	Ministry of Agriculture Livestock and Fisheries
10.	Hassan Eymoy	Nutriscope Ltd
11.	Andrew Edewa	Compliance Ltd
12.	Christine Owundu	Nairobi County
13.	Reuben Omega	Green Rhino
14.	Alice Ruto	Nairobi County
15.	Gladys Maina	DYSA Consulting
16.	Daniel Karugu	Nairobi County
17.	Lucianah Akhaenda	AgriProFocus Kenya
18.	Joyce Gema	TradeCare
19.	Gillian Kadenyi	SNV-HortImpact
20.	Catherine Kilelu	3R Kenya/ ACTS
21.	Jane Chege	3R Kenya/ACTS
22.	Maureen Aringo	KHC
23.	Agatha Thuo	PMO
24.	Nancy Emu	
25.	Jane Musindi	Society of Crop Agribusiness Advisors (SOCAA)
26.	Winnie Dondi	AAA Growers
27.	Jack Wanyonyi	SNV
28.	Jane Ngige	Kenya Horticultural Council
29.	Maureen Munjua	AgriProFocus Kenya

Annex 2: Program

Time	Activity
8:00 – 9:00 am	Arrival, registration and early morning tea
9:00 – 9.10 am	Welcome and introductions
9.10 – 9.20 am	Opening remarks SNV – Jack Wanyonyi
9.20 – 9.35 am	Evidence based action – From studies to practice Insights from 3R project – Joyce Gema, TradeCare
9.35 – 10.00 am	Plenary sessions
10.0 – 10.30 am	Tea break
10.30 – 11.20 am	Group discussion <ul style="list-style-type: none"> - Consumer awareness and communication - Legislation and enforcement - Capacity building
11.20 – 11.40 am	Feedback from group sessions
11. 40 – 12.30 pm	Insights from industry – Dr. Andrew Edewa Insights into the survey tool – Gladys Maina
12.30 – 12.50 pm	Feedback session
12.50 – 1.00 pm	Closing remarks Jane Ngige – Kenya Horticultural Council