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The U.S. Government's Global Hunger & Food Security Initiative

**EatSafe: Evidence and Action Towards Safe,
Nutritious Food**

Review of Citizen Engagement in Safe Food Markets in Kebbi State, Nigeria

Revised September 2021



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This EatSafe report presents evidence that will help engage and empower consumers and market actors to better obtain safe nutritious food. It will be used to design and test consumer-centered food safety interventions in traditional markets through the EatSafe program.

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TABLE OF CONTENTS

ACRONYMS AND ABBREVIATIONS	2
EXECUTIVE SUMMARY.....	3
1. INTRODUCTION	5
1.1. DEFINITIONS	5
2. OBJECTIVES AND SCOPE	6
2.1. OBJECTIVES OF THE CITIZEN ENGAGEMENT REVIEW	6
2.2. SCOPE OF THE CITIZEN ENGAGEMENT REVIEW	6
2.3. RELATION TO OTHER DELIVERABLES	7
3. REVIEW OF CITIZEN ENGAGEMENT METHODOLOGY	7
3.1. MAIN STAKEHOLDER GROUPING (KEBBI STATE).....	8
3.2. OVERVIEW OF THE CITIZEN ENGAGEMENT QUESTIONNAIRE	8
4. ANALYSIS OF RESPONSES	9
4.1. INTRODUCTORY QUESTIONS.....	9
4.2. CITIZEN ENGAGEMENT QUESTIONS	9
4.2.1. ENGAGING VENDORS	10
4.2.2. ENGAGING CONSUMERS.....	12
4.3. METHODS OF CITIZEN ENGAGEMENT	12
4.4. OTHER QUESTIONS	13
4.4.1. GOALS	13
4.4.2. FEEDBACK FROM CITIZENS	13
4.4.3. INCLUSION AND GENDER.....	13
4.4.4. CITIZEN ENGAGEMENT CHAMPIONS:	14
5. CONCLUSION	16
6. REFERENCES	18
7. APPENDICES.....	19
7.1. APPENDIX 1: CITIZEN ENGAGEMENT SPREADSHEET	19
7.2. APPENDIX 2: CITIZEN ENGAGEMENT QUESTIONNAIRE	19

LIST OF TABLES

Table 1. Organizations that engage vendors on food safety in the target markets..... 11

Table 2. Organizations that engage consumers on food safety in the target markets... 12

ACRONYMS AND ABBREVIATIONS

Below is a list of all acronyms and abbreviations used in the report.

CSOs	Civil Society Organizations
CSR	Corporate Social Responsibility
FACAN	Federation of Agricultural Commodities of Nigeria
FTL	Faith and Traditional Leaders
KUDA	Kebbi Urban Development Agency
MDAs	Ministry, Departments and Agencies
NAFDAC	National Agency for Food and Drug Administration and Control
NAWE	National Association of Women Entrepreneurs
NMA	Nigerian Medical Association
NURTW	Nigerian Union of Road Transport Workers
NVMA	National Veterinary Medical Associations
SACE	Strengthening Advocacy and Civic Engagement
SCFN	State Committee for Food and Nutrition
SERVICOM	Service Compact with all Nigerians
SON	Standards Organization of Nigeria

EXECUTIVE SUMMARY

Food safety is essential to protecting health and livelihoods, while the burden of unsafe food falls disproportionately on consumers in certain world regions, especially Africa and Asia. In Nigeria, the challenge of unsafe food is acute: Kebbi State, for example, has high levels of malnutrition, food insecurity and foodborne diseases despite being an agrarian State with diverse animal and plant food products. The Nigeria Demographic Health Survey 2018 reported that over 61% of children in the state suffer from malnutrition. Other studies report high levels of bacterial contamination of meat and meat products from markets in Kebbi state.

The United States Agency for International Development (USAID) is funding the EatSafe: Evidence and Action Towards Safe, Nutritious Food activity to work in Kebbi State. The overall goal of EatSafe is to enable lasting improvements in the safety of nutritious foods available in traditional markets by focusing on the consumer. The project will begin by investigating consumers' and food vendors' values, perceptions, and demand for safe, nutritious foods and the gendered roles that govern food safety related behaviors. This information will be used to design one or more market-driven food safety interventions that target consumers and vendors in traditional markets in Kebbi State, Nigeria. The EatSafe project implementation is led by the Global Alliance for Improved Nutrition (GAIN), a Swiss foundation working to improve the consumption of safe, nutritious foods. Other partners are the International Livestock Research Institute (ILRI), a research center with expertise in food safety, and Pierce Mill Entertainment and Education, a firm specializing in social impact media for positive behavior change.

Citizen engagement is defined as the interactions between citizens, governments, and the private sector with the objective of improving development outcomes. It is a two-way process in which citizens have a stake in decision making and respective/concerned parties respond to citizens' feedback.

The purpose of this review is to:

- Interview key stakeholders to determine how they engage citizens to improve food safety in target markets.
- Help EatSafe identify individuals, government or other organizations who are or could become advocates/champions for improving food safety and hygienic conditions in traditional markets.
- Identify intervention activities through stakeholder consultation for consideration in Phase II of the project.
- Explore the possibility of working with consumer associations in traditional markets and to partner with vendors and consumers to foster improved food safety.

The citizen engagement was done in Kebbi State and focused on relevant food safety stakeholders we identified during the EatSafe Nigeria team's preliminary/advocacy visit to Kebbi state in February 2021. In addition, an EatSafe food safety stakeholder mapping activities identified other stakeholders in the state who did not respond to the stakeholder mapping questionnaire and who might be able to offer us desired/needed information. The respondents represented a cross section of food safety stakeholders, including agriculture and food processing, health, nutrition, and public policy.

The methodology employed a literature review (media and grey literature review) to develop an understanding of the citizen engagement concept and expected outcomes, as well as survey research.

Based on responses received from our survey, we were able to develop suggestions which may enhance food safety in Kebbi State. Respondents raised concerns about pesticides, fertilizers, chemicals in beans (cowpea) and chemical ripening of fruits. Food safety issues related to microbial contamination causing foodborne illnesses such as diarrhea were cited less frequently though food safety concerns related to meat hygiene were described and respondents wanted routine abattoir inspection by environmental and animal health personnel. Respondents reported that most food safety intervention activities appear to have engaged vendors rather than consumers and focused more on the Central Market than other target markets. Most organizations reported doing some work in food safety; responses indicated this work was directed generally toward environmental sanitation and personal hygiene.

Most respondents were not aware of existing or past food safety interventions conducted in or by the State. The national organizations mentioned were Standards Organization of Nigeria (SON), National Agency for Food and Drug Administration and Control (NAFDAC), Kebbi State Ministry of Health, Kebbi State Ministry of Animal Health, Fisheries and Husbandry, Kebbi State Ministry of Environment and Solid Minerals, Kebbi State Ministry of Women Affairs, and Kebbi State Ministry of Agriculture and Natural Development. Other notable organizations mentioned included Kebbi Urban Development Agency (KUDA); Oxfam; Bright Girls; Service Compact with all Nigerians (SERVICOM); Women in Agriculture; 50 Million Women; National Association of Women Enterprise (NAWE); Federation of Agricultural Commodities of Nigeria (FACAN) Kebbi State Chapter; and Consumer Association of Nigeria.

Many respondents placed emphasis on Faith and Traditional Leaders (FTLs) as they exert power and influence over the people. Most respondents were willing to be food safety champions in their sphere of influence. Finally, when asked what types of interventions will improve food safety in the traditional markets, the respondents highlighted finance, infrastructure, education, regulations, and other factors.

I. INTRODUCTION

The review of citizen engagements in Kebbi State was undertaken to analyze how local organizations or Civil Society Organizations (CSOs) and public (i.e., government) officials have engaged citizens in improving the safety of food in select traditional markets in Birnin Kebbi, specifically Central *Tsohon Kasuwa and Yaryara* markets. This review occurred in preparation for the implementation/intervention phase of the EatSafe (Evidence and action towards safe, nutritious food) project.

Citizens can play a crucial role in ensuring that government and other public institutions fulfil their promises or use corporate social responsibility (CSR) to solve development issues. Research shows that a successful citizen engagement depends on a variety of factors: economic, cultural, capability, desire, gender dynamics. (6). As the largest group of stakeholders and the constituents of government, citizens hold the power to vote and pay taxes.

Citizen engagement enables civil society to be involved in their governance. Public policymaking and implementation often depend on citizen engagement to be successful. For example, the “Track a Project” in Kebbi state encouraged residents to monitor implementation of different projects providing infrastructure and other services. Participating in town hall meetings provides additional opportunities for citizen participation, to hold the government accountable (6). Another powerful tool in the hands of citizens is social media, which can be used to effect positive changes in the interactions between the government and the governed. Creating awareness of the benefits of citizen engagement, through using social media, should be explored by all stakeholders (3).

Local organizations, CSOs, and public officials can work together with citizens for good governance in all areas, including food safety. In that vein, the Strengthening Advocacy and Civic Engagement (SACE) project funded by USAID showed that CSOs can help citizens demand transparency, accountability, and good governance (8). Transformational results in the public sector can be achieved when public officials and government organizations (including political leaders) place the citizen at the center of governance.

I.1. DEFINITIONS

Important definitions for this report include:

- **Citizen engagement** describes on-going interactions between citizens, governments, or the private sector with the objective of improving development outcomes. It is a two-way process in which citizens have a stake in decision making and respective/concerned parties respond to citizens’ feedback (6).
- **Citizens** are the client and beneficiary of government, development institution or private sector interventions in a country. In this context, the term citizen is not used in a legal sense but is understood more broadly as referring to all people in a

society or country. Citizens can act as individuals or organize themselves in associations and groups (2).

- **Stakeholder(s)** can be an individual, group of people or organization who may affect, be affected by, or perceive itself to be affected by a decision, activity, or outcome of the EatSafe project (5).
- **Inclusiveness** is a process by which the voices of often excluded or marginalized groups are included in the governing process (2).
- **Accountability** refers to the process of holding actors responsible for their actions (2).

2. OBJECTIVES AND SCOPE

The aim of this review of citizen engagement is to identify the key citizen organizations and actors in Kebbi State for EatSafe to engage with in the design and implementation of EatSafe's Phase II activities. This includes local organizations and public officials that have engaged citizens around improving the safety of foods in traditional markets.

2.1. OBJECTIVES OF THE CITIZEN ENGAGEMENT REVIEW

The objectives include:

- Interview key stakeholders to determine how they engage citizens to improve food safety in target markets;
- Help EatSafe identify individuals, groups of people, government or other organizations who are or could become advocates/champions for improving food safety and hygienic conditions in traditional markets;
- Identify intervention activities through stakeholder consultation for consideration in Phase II; and
- Explore the possibility of working with consumer associations in traditional markets and to partner with vendors and consumers to foster improved food safety.

2.2. SCOPE OF THE CITIZEN ENGAGEMENT REVIEW

Citizen engagement involves a range of activities and actors. It can include government or other stakeholders sharing information with citizens; citizens drawing on this information to act; communication with government and other stakeholders; and citizens providing solicited and unsolicited feedback to government and other stakeholders. Key to this definition is the responsiveness of government and other service providers to the citizenry. While the scope of citizen engagement includes consultation, collaboration, participation, and empowerment, these typically imply a one-way interaction. Ideally, citizen engagement is a two-way process which requires transparent and effective mechanisms by government and other stakeholders for

responding to citizens. A key goal of citizen engagement is to improve the accountability of governments and service providers.

Citizen engagement can take place at multiple levels—at the community level, at a local district level, at the sector level, and nationally or internationally. Citizen engagement can also occur through “invited” spaces that are facilitated by or with decision makers, such as government (Executive and Legislative, Ministries, Departments, and Agencies (MDAs)), and through “popular” spaces, such as protests and social movements.”

This citizen engagement review was carried out to expand previous work done in Kebbi State to improve consumer food safety to include target traditional markets selected in Birnin Kebbi Local Government Authority (LGA) of Kebbi State, specifically Central, *Tsohon Kasuwa*, and *Yaryara* markets. It focused on stakeholders who, during our preliminary/advocacy visit to Kebbi State, mentioned that they (or another organization) had done work related to food safety. Our previous stakeholder mapping work identified other stakeholders who might be in a position to offer us desired/needed (Nutrition, 2020). The mapping of the respondents for this review cut across food safety and related areas of agriculture, health, nutrition, food processing, policy making and legislation.

2.3. RELATION TO OTHER DELIVERABLES

This review of citizen engagement report is a supplemental deliverable (1.7.4) activity report that will be helpful in designing interventions and identifying food safety advocates or champions who can partner with EatSafe. The spreadsheet included as Appendix 1 lists the names of respondents who themselves indicated a willingness to be or were referred as likely food safety champions.

3. REVIEW OF CITIZEN ENGAGEMENT METHODOLOGY

Sources of information include:

- Stakeholder interviews-virtual and face to face;
- Media review;
- Questionnaire responses; and
- Grey literature (reports, working papers and other documents published by NGOs and governments) and other literature (peer reviewed articles from academic journals) review with an emphasis on Nigerian context.

The methodology involved the use of questionnaires designed to collect both quantitative and qualitative data. The approach used both directed and snowballing sampling methods (based on referral from respondents). The

questionnaires were administered by enumerators who had been trained to use the survey before they started the field work. They administered the questionnaires with a combination of face-to-face interviews while observing COVID-19 preventive protocols and remote interviews for respondents who were out of the LGA/state at the time of interview.

3.1. MAIN STAKEHOLDER GROUPING (KEBBI STATE)

The groups are as follows:

- **Government Stakeholders**, including Federal, State or Local Government MDAs (Ministries of Health, Agriculture, Environment, Industry Trade and Investment, Science and Technology and their subordinate departments and agencies);
- **Market Associations**, representing the interest of the vendors who, with consumers, are the main target beneficiaries for EatSafe;
- **Non-Governmental Organizations (NGOs)**, including Community Based Organizations (CBO), CSOs and Faith Based Organizations (FBO);
- **Private Sector**, including related associations of farmers, food processors/manufacturers, transporters and food workers (e.g., Food Produce Transporters/Nigerian Union of Road Transport Workers (NURTW));
- **Research and Academia**, including research institutes and organizations, universities and colleges of education and polytechnics;
- **Professional Associations**, including technical membership organizations;
- **Women's Groups**, ensuring the inclusion of a gendered perspective, an important aspect of EatSafe;
- **Development Partners**, including international NGOs and other USAID-funded Feed the Future Activities in Kebbi State; and
- **Others**: For others not captured in the previous groups listed above (1-8).

3.2. OVERVIEW OF THE CITIZEN ENGAGEMENT QUESTIONNAIRE

The questionnaire was designed as a tool to document information on citizen engagement and other food safety work in Kebbi State. Consent was sought before proceeding with the questionnaire. Survey enumerators were named for data quality control purposes. In all, there were 10 enumerators comprising 4 females and 6 males. The questionnaire is included in Appendix 2 and consists of 4 sections. The first section represents introductory questions and personal details of the respondent and of their organization (workplace). Section 2 focuses on awareness of interventions/citizen engagement related to food safety either by the respondent's or another organization. Section 3 probed methods that were used to engage citizens on food safety. Section 4 contains four parts and includes questions on goals, feedback from citizens, gender and inclusion and citizen engagement champions/advocates.

Notable in this section is the question on suggestions for food safety interventions that will improve food safety outcomes in traditional markets.

4. ANALYSIS OF RESPONSES

The questionnaires were returned by 92 respondents. The sampling was purposely based on prior engagements, so most respondents were available for the interview. When they were not available, they were replaced by substitutes who they suggested. The responses to all the questions are analyzed below.

4.1. INTRODUCTORY QUESTIONS

This section had seven questions. Although anonymity is standard procedure for survey research, names were collected because the respondents have already been engaging with EatSafe staff and had no problem providing their names. We already had their contact information (from the stakeholder mapping), but more contact details were added for those who were referred by other respondents. Respondents included 15 females (16.1%) and 78 males (83.9%). The female respondents cut across key stakeholder groups and so responses will reflect broadly the issues facing the female gender.

We purposely sampled for respondents in key management positions and were knowledgeable about their organization's activities. The organizations fall into the groups described above in 3.1 (more details in appendix 1). Under the "Others" group, we included Sir Yahaya Memorial Hospital and private medical practitioners. Food safety responses varied depending on the organization's mandate.

4.2. CITIZEN ENGAGEMENT QUESTIONS

The four questions on citizen engagement covered work done on food safety, food safety in target markets, and the engagement of vendors and consumers. On work done on food safety, 27 (29.3%) of the respondents said they had no experience, though it sometimes was linked to another issue. One response said, for delivering Infant and Young Child Feeding programs food safety would be addressed when they show mothers how to prepare safe food and to clean their environment for proper hygiene. The rest said they had done work on food safety with responses indicating the following:

- **Awareness and sensitization:** food safety and hygiene; use of chemicals; advocacy and enlightenment; on registration procedures with NAFDAC to meet SON standards; and food safety in the context of COVID-19;

- **Training:** fish handling and preservation; effect of using calcium carbonate (CAO) on banana ripening; seminars and workshops on food safety; and appropriate use of fertilizers and pesticides;
- **Food handling and storage:** covering of food;
- **Food preparation:** hygienic practices;
- **Hygiene:** meat and abattoir hygiene; meat inspection; food handlers lab tests; routine inspection of food businesses; and hand washing; and
- **Infrastructure:** provision of freezers; boreholes; and sanitizers.

A professor at the University at Aliero said “In 2018, my faculty organized a field day at Kebbi Central Market to demonstrate to grain and vegetable traders on improved techniques of storing grains and vegetables in a safe and hygienic manner. In October 2020, we trained grain and vegetable farmers in Zuru, Koko-Besse and Argungu on improved post-harvest techniques, particularly for prolonged storage and good hygiene. Also, in 2017, we trained 100 graduate unemployed youths on different aspects of food processing and handling.”

Responding to the question whether they had done anything specifically in the markets, 16 (17.3%) respondents said no. For those answering yes, they described work done in the Central Market. Responses included:

- Disinfection of where fish is sold;
- Disinfection of stockfish in the market;
- Market survey;
- Hand washing;
- Covering of foods;
- Meat inspection;
- Provide sanitization materials;
- Orientation on food safety;
- Test food samples from market and ensuring hygiene of food;
- Cleaning of drains/gutters;
- Repair of taps; and
- Proper storage of grains.

A top official at the Ministry of Agriculture responded, “Yes, from time to time, we take some food samples in the market for testing and preservation.”

4.2.1. ENGAGING VENDORS

On awareness of food safety interventions targeting vendors, 51 (55.4%) respondents said they were not aware while 1 did not respond. The rest of them said “yes,” with a couple of them identifying EatSafe by GAIN. Other organizations they recognized for food safety interventions appear in Table 1 below:

Table 1. Organizations that engage vendors on food safety in the target markets

ORGANIZATION	INTERVENTION
Standards Organization of Nigeria (SON)	Ensure sub-standard products are not circulating in the market.
Kebbi State Ministry of Environmental Health	Environmental health personnel visit foodstuff sellers and abattoirs to see if their production is hygienic. Routine checks to ensure healthy animals are slaughtered in clean environments. Also, Environmental Health sanitary inspectors ensure meat sellers and fruit sellers cover their food in the market.
National Agency for Food and Drug Administration and Control (NAFDAC)	They visit markets occasionally to point out food safety risks and demand corrective actions, as necessary. Focus is on manufactured/packaged products. They also sample packaged food products from the markets for laboratory analysis. If food sample results are violative, they may take prosecutorial action. They also remove expired food from the markets.
Kebbi State Ministry of Women’s Affairs	They focus vendors on ensuring the surroundings of their shops are clean and create awareness of food safety. They visit markets regularly to create awareness of the importance of keeping their goods clean; they also advise vendors to cover their food products.
Kebbi State Ministry of Animal health	Sensitization activities in Central Market and general disinfection where fish and meat are sold. Also, fish sellers that belong to the union of aquaculture are interviewed and trained on the use of harmful chemicals.
Oxfam	Sensitization and enlightenment campaign.
Bright Girls	They create awareness on food safety and train market vendors on hygienic practices in selling meat and vegetables.
Ministry of Agriculture	Its sanitary inspection department supervises markets to ensure all food items are kept clean.
Kebbi Urban Development Agency (KUDA) and Red Cross Society	Help in keeping the market environment clean.
Kebbi State Ministry of Health	They go around the various markets to create awareness of food safety. At times during the COVID-19 pandemic, the Ministry of Health provided clean water and hand sanitizer at the gate.

4.2.2 ENGAGING CONSUMERS

On engaging consumers, 63 (68.4%) responded in the negative. Of those that said “yes”, most mentioned EatSafe or referenced general interventions. Those responses specific to consumers appear in Table 2 below.

Table 2. Organizations that engage consumers on food safety in the target markets

ORGANIZATION	INTERVENTION
Ministry of Health	They provided clean water and hand sanitizers at the market gate so that the consumers/citizens can wash or sanitize their hands before and after buying foodstuffs. They also create citizen awareness of the importance of good food safety and personal hygiene.
Ministry of Women’s Affairs	They teach women and girls various skills and educate them on the importance of food safety and hygiene.
Oxfam	Promote awareness of or sensitization to consumers
Ministry of Agriculture	Promote awareness of or sensitization to consumers
WACOT Limited	Its corporate social and sustainability department engages consumers on healthy cooking and teaches them about nutrition.

4.3. METHODS OF CITIZEN ENGAGEMENT

The primary method used to engage citizens/consumers was through group trainings followed by train-the-trainer sessions and discussions. Other methods used include media (e.g., posters, billboards, radio jingles, TV ads, etc.), text messages, and public awareness and sensitization campaigns.

On specific methods used, the following methods were reported: trainings; sanitation activities; media sensitization and awareness campaigns; town hall meetings; and few also reported an awareness walk. However, no one mentioned volunteerism.

On places where respondents’ organizations have targeted food safety messages, the most common responses were market, home, work/office, outside/roadside.

Media used to spread food safety messages were chiefly TV or radio advertising. Others included a mobile public address system; sharing consumer- and child-friendly literature on food safety; visibility materials (like T-shirts, aprons, face caps, etc.); handbills and sign boards.

On the question of how their organization engaged Food Business Operators (FBOs) on food safety, the response that stood out was engagement of small and medium businesses through capacity building to improve hygiene. On how they engaged with the citizens on food safety, the most common response was as individuals; organizing them into groups and “invited spaces” that are facilitated by or with decision makers (such as government). Citizen engagement on food safety occurs across most groups (i.e., vendors, consumers, women, men, and children); however, there was no focus on specific commodities.

4.4. OTHER QUESTIONS

This section had questions on goals; feedback from citizens; inclusion and gender; and citizen engagement champions.

4.4.1 GOALS

On ways their organization has engaged consumers in food safety in or outside the target markets, the most common response was by educating and creating awareness on food safety.

4.4.2 FEEDBACK FROM CITIZENS

On awareness of consumer associations or community solidarity group (s) that demand safe food, 66 (71.7%) respondents were not aware of any. Responses identified the State Committee for Food and Nutrition (SCFN), National Veterinary Medical Associations (NVMA), Fish Sellers Association, OXFAM, NAFDAC, etc. as organizations involved in promoting food safety. The one that was most relevant was Service Compact (SERVICOM) as it ensures proper service delivery by Nigerian government MDAs. In response to the question, “In your organization’s citizen engagement work, do you usually request citizens’ input and feedback,” responses mostly indicated one way-interaction (consultation) followed by two-way interaction (collaboration with feedback initiated by government). Two-way interactions initiated by citizens were rarely reported. On how well the government responds to the citizenry, responses indicated the need to improve the accountability of governments/service providers to effect the changes desired by consumers/citizens. Overall, citizen engagements were reported as being good and satisfactory.

4.4.3 INCLUSION AND GENDER

On the question “Have you engaged citizens in food safety in such a way that shows inclusiveness?” most respondents answered “yes,” and most often mentioned women, and orphans and vulnerable children. On how the citizen engagement targeted women and girls by empowering them to make healthy and sustainable food choices at a personal and family level, a director at the Ministry of Budget and Economic Planning said, “we have an organization called ‘women in agric’; it deals with selling farm

produce and also cash food ... these women in agriculture have to go far to ensure women/girls are not left out in terms of agriculture.” On how the citizen engagement targeted men and boys, there were no specific programs tailored to them; however, respondents noted that men and boys are targeted at the farm level.

4.4.4 CITIZEN ENGAGEMENT CHAMPIONS:

On the question, “Who can you identify as a **consumer stakeholder(s)** who are or could become **advocates/champions?**” a couple of individuals and organizations mentioned themselves while some said they were not interested. However, the organizations/individuals most often referenced were:

- Faith and Traditional Leaders (FTL), Imams, Pastors, HRH Emir of Gwandu; Izala; Community District Head - Alhaji Ahamed Umar Magaji; and Magajin Bunga village head. On the importance of FTLs one respondent had this to say, “Religious leaders, because citizens don’t respect governments like the way they respect religious leaders now. At least they get almost 80% compliance from the citizens when the need arises.”
- Specific women and Women’s Groups: women’s advocacy groups; Mrs. Franca Boniface, leader, Market Women Association in Central Market; Deborah Yakubu, a retired health educator, has expertise in behavioral change communication); Halima Mohammed, a health worker; Hajiya Maimuna Abdullahi, Director, Women’s Affairs (Kebbi State Ministry of Women Affairs); Hajiya Saratu Muhd Mera, Coordinator of NAWA (National Association of Women Enterprise); Jamila Jona, a female merchant (she is a powerful woman and is very resourceful); and Beatrice Kwere - state nutritional representative.
- Market Associations: Mallam Umar is a particularly successful businessman in the target market; Alhaji Dahiru, chairman, representing vegetable sellers at Central Market, is considered an influential person who can enforce food safety standards.
- Others: youth, government, Nigerian Union of Road Transport Workers (NURTW), KUDA, Zoro (representative in charge of animal slaughter in Birnin Kebbi); the state chairman of the fish farmers’ association; Alhaji Alhassan - chairman of an abattoir; sanitary inspectors; Kunle Tajudeen, a KBTV personality, is a dynamic man who works well with people; Abu Aireleneone - Safety Manager at WACOT; Ibrahim Muhammad, Executive Director, KCC (Kebbi Concerned Citizen) is an activist and businessman; Alhaji Guruza – is a manager of a provision store.
- NGOs: Bright Girls, Oxfam; Juvenile Health Foundation (they carry out sensitization activities and provide food for the less privileged).

Most respondents said they were not aware of the existence of consumer associations. A few named organizations they previously mentioned which were not consumer associations. However, the few notable ones were:

- Federation of Agricultural Commodities of Nigeria (FACAN), Kebbi State Chapter;
- Consumer Association of Nigeria (absent in Kebbi); and
- 50 Million Women Association.

On awareness of citizen organizations, CSOs or NGOs in the markets to partner with, apart from those earlier mentioned: Miyetti Allah and Naga Naku Association; WFP; village level operation and maintenance (VLOM); Mace Tagari association, Bright Girls; Neolife, supported by the World Health Organization; the Red Cross Society; and NAWA (National Association of Women Entrepreneurs).

Regarding interest in being a champion/advocate for food safety in these markets, most respondents expressed interest and a willingness to promote food safety in their area/sphere of influence.

Respondents offered several suggestions on how to improve food safety in these markets, which fell into the following categories:

- **Financial:** extend soft loans and grants.
- **Infrastructure:** build new facilities, such as cold storage, and areas for selling of fish; provide netting to prevent flies; ensure a clean water supply; maintain a good electric supply; and provide a food safe box to roadside vendors to showcase and sell food.
- **Education:** food safety awareness and sensitization; shop to shop campaign; mass media campaign focusing on empowering citizens; train consumers and vendors on food preservation and hygienic food handling; improve the activities of the Extension Agent; promote education of *almajiris* (migrant Islamic scholars -children) on food safety; “train the trainers” for food vendors; develop a format for press releases and other information and communication materials on food safety; build capacity for the teaching of food safety skills in local languages, including the development of food safety IEC (information, education and communication) materials in local languages; and instruction on proper food handling, including packaging, transportation to the market and handling at the point of sale.
- **Regulatory:** enforce laws and regulations, including improved regulatory oversight and the sanctioning of violators; provide market supervision; establish a committee to check the condition of food entering market; impose standard sanitary requirements; ensuring that all food is covered; police regular environmental sanitation in the market; register food vendors; and deploy community sanitary inspection officers to enforce the law.
- **Others:** partner with government; form co-operative societies; form an active group in the market that will oversee or ensure cleanliness and food safety; identify social media network channels and short message services to be used

for public enlightenment enquiries and complaints; determine indicators that can be used to monitor outbreaks and recalls; ensure adequate staffing; ensure the periodic inspection of vendors; promote modern food processing techniques; establish a public-private partnership on food safety; strengthen relevant/appropriate curriculum and activities on food safety at primary and secondary institutions; and solicit help from partners (NGOs).

A respondent said, “The citizens still need awareness. We still have some of them who are ignorant of food safety.” This underscores the importance of educating consumers. Another said, “Citizens’ interest in food safety; for they must demand it too.”

Finally, with respect to any additional comments, respondents wished to offer, responses included gratitude and appreciation for the EatSafe initiative; willingness to collaborate; urge government to do more in terms of sanctioning food safety violators; scale up to other LGAs; engage the legislature/executive/NGO'S to improve project design, implementation, sustainability, and ownership.

Bright Girls, for example, said: “From our findings and observations in the field, there's a serious need to support them [vendors] materially...e.g., provide plastic buckets and disposable take-aways to those selling *Zogale* (Moringa) and *Awara*, metal tables to those selling beef, and a need for periodic monitoring to ensure compliance.”

5. CONCLUSION

EatSafe Nigeria has identified different individuals and organizations who are interested in and capable of being food safety champions and advocates in Kebbi. Based on the responses received, we were able to capture stakeholder ideas that could enhance food safety in the state. Although most organizations interviewed said they had done work in food safety, responses revealed that it was not focused on microbial food safety but instead on environmental sanitation and personal hygiene. When asked about food safety issues, respondents frequently raised issues of pesticides, fertilizers, chemicals in beans (cowpea) and chemical ripening of fruits. They also talked about meat hygiene and recommended routine abattoir inspection by environmental and animal health personnel.

Most food safety activities have engaged vendors rather than consumers and most work done was in the Central Market instead of other target markets. Most respondents were not aware of food safety interventions. The organizations most identified with food safety activities were SON, NAFDAC, state ministries and agencies - Health, Animal Health, Environment, Women Affairs, Agriculture, KUDA, Oxfam and Bright Girls. Other notable organizations are SERVICOM, Women in Agric, 50 Million Women; NAWE; FACAN Kebbi State Chapter; and the Consumer Association of Nigeria. These organizations will be our lead citizen engagement partners.

Respondents placed emphasis on including faith and traditional leaders as influencers for many people in Kebbi. Most respondents were willing to serve as food safety champions in their sphere of influence. Finally, recommendations for improving food safety in the markets focused on finance, infrastructure, education, regulation and other factors.

Recommendations for Intervention Design and Future Studies under EatSafe

EatSafe Nigeria aims to generate the evidence and knowledge to increase consumer demand for safe food and substantially improve the safety of nutritious foods in traditional market settings in Nigeria. Central to EatSafe's work is understanding and potentially shaping the motivations, attitudes, beliefs, and practices of consumers and food vendors. While EatSafe will undertake novel primary research on consumer and vendor motivations and practices, it is essential that this work is informed by and builds on what has already been done, both in terms of methods used and results obtained. Based on the results of this stakeholder mapping, we recommend EatSafe consider the following lessons in the design of its future interventions:

- EatSafe has included stakeholders from the start and this review of citizen engagement further emphasized that many respondents were aware of EatSafe. We should continue building on the relationships established with stakeholders.
- Even though citizens/consumers are the biggest stakeholders, little work has been done to empower them. Responses from respondents show the uniqueness of the EatSafe project is welcomed and anticipated.
- The lead citizen engagement stakeholders EatSafe should partner with are as follows: CSO-Bright Girls and Consumer Association of Nigeria; INGO-Oxfam; Government – Ministries of Health, Agriculture, Environment, Animal Health, Women Affairs; FACAN; other women's advocacy groups, as well as the Ministry of Budget and Economic Planning that coordinates all development work in the State. This is because they have already been working in food safety/nutrition.
- Stakeholders generated a number of suggestions to improve food safety that EatSafe can consider.
- EatSafe should continue working closely with the government and other key stakeholders on the successful implementation of this novel project.
- Consider the value of supporting establishment of a Kebbi consumer association(s) as there is currently no functional consumer association in the State to drive the food safety agenda.
- Key Faith and Traditional Leaders (FTLs) should be used as food safety advocates since they are influential and well respected by the citizens.
- EatSafe can consider expanded use of social media, town hall meetings, volunteerism and awareness walks as possible channels for communicating food safety messages.

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7. APPENDICES

7.1. APPENDIX 1: CITIZEN ENGAGEMENT SPREADSHEET

Data included in this report is available in the spreadsheet included below.



Citizen Engagement
Spreadsheet.xlsx

7.2. APPENDIX 2: CITIZEN ENGAGEMENT QUESTIONNAIRE

EatSafe: Evidence and Action Towards Safe, Nutritious Food is a five-year USAID funded project aiming to enable lasting improvements in the safety of nutritious foods in traditional markets by focusing on the consumer. The project is led by the Global Alliance for Improved Nutrition (GAIN) - a Swiss foundation working to improve the consumption of safe, nutritious foods and partners - International Livestock Research Institute (ILRI), a research center with expertise in food safety, and Pierce Mill Entertainment and Education, a firm specializing in social impact media for positive behavior change. In Nigeria, while taking a broad view of food safety issues affecting consumers, the EatSafe project will focus on the value chains of rice, maize, cowpea, soya bean, fish (aquaculture), beef and vegetables.

Consumer demand can be a critical driver of increased supply of safe foods in Nigeria. To catalyze this movement, partners must work together to understand the underlying drivers of consumer behavior around food safety and use this knowledge to develop and test solutions for improving the supply of safe, nutritious foods.

The EatSafe project will use an investigative approach to understand consumers' and food vendors' values, perceptions, and demand for safe, nutritious foods as well as the gendered roles that govern food safety related behaviors. Subsequently, this information will be channeled into interventions that target consumers and vendors in traditional markets in Kebbi State, Nigeria. Three target markets have been selected for the EatSafe project and they are Central, *Tsohon Kasuwa* and *Yaryara* markets – all in Birnin Kebbi.

This interview is being conducted as part of activities for EatSafe that will help in understanding Citizen Engagement around food safety in Kebbi. We will conduct a review of citizen engagement in Kebbi to **analyze how local organizations and public officials have engaged citizens around improving the safety of their markets**. We define citizen engagement here as the “two-way interaction between citizens and governments or the private sector that give citizens a stake in decision-making, with the objective of improving development outcomes.”

We would like to know more about your role in engaging citizens on issues of food safety in the 3 target markets or elsewhere in Birnin Kebbi. If you agree to participate in this stakeholder mapping exercise, you will respond with “I Agree” as seen below. Kindly note that your

participation in this survey is completely voluntary, and you have the right to skip the question(s) you do not wish to answer or to withdraw at any time prior to the completion of the survey.

Thank you.

Confidentiality

Any information given in this questionnaire, including the identity or contact information of the responder, will be treated as strictly confidential and will not be transferred to any third parties. For further information please contact Dr. Augustine Okoruwa, Head of EatSafe Country Programs on +234 803 505 2634 and aokoruwa@gainhealth.org. Thank you.

1. I Agree to Participate []

2. I am not able to participate/Disagree []

Name of enumerator

Introductory Questions

1. What is your name? (Also add phone and email if this person was referred by another respondent)
2. What is your Gender? (**Note: If in person engagement this question will not be asked but filled in by interviewer**).
 - a. Male.
 - b. Female.
3. What is your designation/position?
4. What is your role in the food supply chain that is specifically related to food safety?
5. What is the name of your organization?
6. Which group does your business activity/organization belong to:
 - a. Federal, State or Local Government Ministry, Department or Agency (MDA).
 - b. Market Association.
 - c. Consumers' Association
 - d. Food Processing/Manufacturing.
 - e. Non-Governmental Organization (NGO).
 - f. Women Groups.
 - g. Civil Society Organization (CSO).
 - h. Others, specify
7. Could you describe what work your organization does, that is related or relevant to food safety, either in Birnin Kebbi LGA or other LGAs in the state?

Citizen Engagement Questions

8. Have you (or your organization) done any work related to food safety in Birnin-Kebbi? If yes, what is it?
9. (8.a) Specifically, have you or your organization engaged citizens around improving food safety in target (or other) markets? (Check list of markets) (8.b) If yes, explain.
10. Are you aware of public (government) officials or private sector (local organizations, consumer associations, individuals, etc) that have engaged vendors on food safety in the target markets? If yes, who are they? What did they do?
11. Are you aware of public (government) officials or private sector (local organizations, consumer associations, individuals, etc) that have engaged consumers on food safety in the target markets? If yes, who are they? What did they do?

Methods of Citizen Engagement

12. What are the ways your organization has engaged citizens/consumers in the area of food safety in or outside the target markets?
 - a. Group trainings.
 - b. Training of Trainers
 - c. Discussion meetings.
 - d. Text (SMS).
 - e. Messaging on food labels.
 - f. Media e.g billboards, radio jingles, TV ads, etc.
 - g. Others, specify_____
13. How have you (or your organization) engaged citizens before on food safety?
 - a. Training on food safety.
 - b. Sanitation activities in or outside target markets.
 - c. Sensitization and awareness through media: Radio and/or TV Jingles/Drama etc.
 - d. Volunteerism in Food Safety campaigns in these markets.
 - e. Town hall meetings.
 - f. Awareness walk.
 - g. Others, specify_____
14. What places have you (or your organization) targeted for sharing food safety messages?
 - a. Market
 - b. At home.
 - c. At work/offices
 - d. Outside/roadside.
 - e. Places of worship.
 - f. Restaurants
 - g. Learning spaces e.g., schools, universities, etc.
 - h. Recreational spaces e.g., sports viewing centre, amusement centre, public parks, etc.
 - i. Others, specify_____

15. What media have you used to share food safety messages?
 - a. TV messages or radio jingles.
 - b. Public address system using mobile vehicles.
 - c. Range of consumer- and child-friendly literature on food safety.
 - d. Visibility materials like T-shirts, aprons, Face caps, etc.
 - e. Handbills.
 - f. Sign boards.
 - g. Others, specify

16. In what ways has your organization engaged FBOs on food safety?
 - a. Large food businesses through third-party audits.
 - b. Small and medium businesses through capacity building to improve hygiene.
 - c. Petty food businesses through capacity building (training in clusters) to improve food safety.
 - d. Linking with services like electricity, running (potable) water, waste management facilities through government that will enhance food safety.
 - e. Provision of cold chain storage/logistics facilities.
 - f. Others, specify

17. How did you (or your organization) engage with the citizens on food safety?
 - a. As individuals.
 - b. Organize themselves in associations and groups.
 - c. "Invited spaces" that are facilitated by or with decision makers (such as government).
 - d. "Popular spaces" such as protests and social movements.
 - e. Others, specify

18. Who did your citizen engagement on food safety target?
 - a. Vendors.
 - b. Consumers.
 - c. Women.
 - d. Men
 - e. Children
 - f. Others, specify

19. Did your citizen engagement on food safety focus on any specific food commodity? If yes which ones?
 - a. Cereal grains (maize, rice, millet, sorghum, wheat).
 - b. Legume grains (cowpea, groundnut and soya bean).
 - c. Meat (Beef, goat meat, mutton-meat of ram)
 - d. Aquaculture.
 - e. Green leafy vegetables
 - f. Others, specify

Other Questions

Goals

20. What are the ways your organization has engaged consumers in the area of food safety in or outside the target markets?
 - a. Educating consumers on food safety.
 - b. Empowering them to make healthy and sustainable food choices at a personal and family level.
 - c. Empowering them to demand for safe foods thereby exerting pressure on industry to produce healthy, safe and sustainable food.
 - d. Messaging on food labels.
 - e. Others, specify

Feedback from Citizens

21. Are you aware of consumer associations or other community solidarity group that demand safe food from vendors, processors, etc.? If yes, what is their name(s)?
22. In your organization's citizen engagement work, do you usually request citizen's input and feedback, or direct participation? If yes, what does it look like?
 - a. One-way interaction (e.g., consultation)
 - b. Two-way interaction (e.g., collaboration where feedback is sought and received) initiated by Government
 - c. Two-way interaction (e.g., collaboration where feedback is sought and received) initiated by Citizen
 - d. Others, specify
23. How did the government/your organization respond to citizen voice?
 - a. Improve the accountability of governments/service providers.
 - b. Effected the changes desired by consumer/citizen.
 - c. Others, specify
24. What was the result of the citizen engagement on food safety?

Inclusion and Gender

25. Have you engaged citizens in food safety in such a way that shows Inclusiveness (a process by which the voices of often excluded or marginalized groups are included in the governing process)? If yes which groups?
 - a. Women.
 - b. Minority tribes.
 - c. Orphans and Vulnerable Children (OVC) (e.g., *almajiri*)
 - d. Others, specify
26. If your food safety citizen engagement had a gender component, how did it target Women/girls?

27. If your food safety citizen engagement had a gender component, how did it target Men/boys?

Citizen Engagement Champions

28. Who can you identify as a **consumer stakeholder(s)** who are or could become **advocates/champions** for improving food safety in the target markets? Give Name, position and reason.

29. Are you aware of **consumer associations in the markets or in the market neighborhoods** to partner with us to support improved food safety for vendors and consumers? If yes, name(s).

30. Are you aware of citizen organizations, CSOs or NGOs in the markets to partner with us to support improved food safety for vendors and consumers? If yes, name(s).

31. Would you like to be a champion/advocate for food safety in these markets? If yes in what way?

32. What do you think will improve food safety in these markets? Kindly give 3 suggestions.

33. Any other comments?

We have come to the end of the interview. Thank you for your time and effort!!!