

**IPA 2009 National Programme for Albania**  
**Project Fiche N°14**  
**Consolidation of the food safety system in Albania**

**1. Basic information**

- 1.1 CRIS Number: 2009/021-642
- 1.2 Title: “Consolidation of the food safety system in Albania”
- 1.3 ELARG Statistical code: 03.12
- 1.4 Location: Albania

**Implementing arrangements:**

- 1.5 Contracting Authority (EC) The Delegation of the European Commission in Albania
- 1.6 Implementing Agency: Delegation of the European Commission to Albania
- 1.7 Beneficiary (including details of project manager):

Ministry of Agriculture, Food and Consumer Protection, Food Safety,  
Consumer Protection Directorate,  
National Food Authority  
Institute of Food Safety and Veterinary (IFSV).

Project manager:

Mrs. Valbona Paluka, Director of FSCP

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**Financing:**

- 1.8 Overall cost (VAT excluded)<sup>1</sup>: EUR 3.5 million
- 1.9 EC contribution: EUR 3.5 million
- 1.10 Final date for contracting: Two years following the date of the conclusion of the Financing Agreement.
- 1.11 Final date for execution of contracts: Two years following the end date of contracting. These dates apply also to national co-financing.
- 1.12 Final date for disbursements: One year following the end date for the execution of contracts.

**2. Overall Objective and Project Purpose**

**2.1 Overall Objective:**

Increase food safety in Albania and improve health standards against food-borne diseases.

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<sup>1</sup> The total cost of the project should be net of VAT and/or other taxes. Should this not be the case, the amount of VAT and the reasons why it should be considered eligible should be clearly indicated (see Section 7.6)

## **2.2 Project purpose:**

Strengthening and consolidation of the administrative structures responsible for ensuring the enforcement of EU compliant food safety measures.

## **2.3 Link with AP/NPAA / EP/ SAA**

1. Sectoral strategy for food safety and consumer protection; animal health and plant protection.
2. SAA, article 76 “For the Consumer Protection” and article 70 “For the Albanian legislation approximation”;
3. European partnership “Strengthening of the food safety system and control systems related to it;
4. Section 3.9 regarding food safety in the National Plan for the Implementation of the SAA.

## **2.4 Link with MIPD**

Both MIPD 2007-2009 and MIPD 2008-2010 foresee that food safety, veterinary and phyto-sanitary will be progressively aligned to the acquis and that the competent national administrative capacity will be established and operational in particular in the field of food safety controlling systems including the support to laboratories.

## **2.5 Link with National Development Plan**

The section covering agriculture in the National Strategy for Development and Integration 2007-2013 (NSDI) mentions the need to update the legal framework and related physical infrastructure for the official inspection of food in line with EU standards.

# **3. Description of project**

## **3.1 Background and justification:**

Albania 2008 Progress Report of the European Commission outlines that despite the progress observed in the improvement of the legal framework in agriculture, rural development, food safety, veterinary and phytosanitary field, further efforts are required to enhance the capacity of all actors involved.

The Albanian Government considers food safety and consumer protection as a priority in its reform agenda. The creation of the National Food Authority was sanctioned in the new Food Law approved by the Albanian Parliament in January 2008. This structure will be the only responsible in the country to enforce legislation while other functions will be shared with line ministries.

The full consolidation of National Food Authority is foreseen to happen in two phases. In the first phase financed through CARDS 2005 programme the whole food and feed inspection power will pass to the NFA. Such action will terminate the overlapping of inspection competences shared between Ministry of Agriculture, Food and Consumer Protection, Ministry of Health and municipalities. Necessary legislation to ensure food and feed control in line with EU standards will be transposed and implemented.

During this phase the veterinary and phyto-sanitary service at farm level will continue to remain at the hands of Ministry of Agriculture, Food and Consumer Protection.

In the second phase to be financed through IPA 2009, the completion and consolidation of NFA structure and functions will take place in line with the competences and functions transfer plan including the veterinary and phytosanitary prepared during the first phase. It will imply the need to fully establish risk assessment capacity, crisis management and risk communication through additional technical assistance to be provided directly to the National Food Authority and cooperating structures. In addition, the transposing and adopting of EU acquis in the field of food safety is a continuous process and the National Food Authority needs further assistance to keep the pace with EU legislation.

The gradual take over of responsibilities from NFA is also related to the lack of appropriate physical infrastructure such as office space and laboratories. To be able to perform its duties with regard to these functions, the NFA needs the availability of physical infrastructure to accommodate for the planned number of staff (part of which will move from the Ministry of Health and Municipalities) and ITC capacity in both its central and its regional level. The main laboratory of Food Safety and Veterinary needs to be rehabilitated to fulfil ISO 17025 accreditation requirements.

### **3.2 Assessment of project impact, catalytic effect, sustainability and cross border impact (where applicable).**

**Impact** – The transposition of EU food safety legislation into the national legislation and its enforcement will increase consumer protection against food-borne diseases.

**Catalytic effect** - Food producers and processors will improve food safety practices and technology and thus increasing access of Albanian food products to the international export markets.

**Sustainability** – The creation of the NFA by the law guarantees the sustainability of such institution and its continuous financial support by the Government to arrange for the normal exercising of its functions.

**Cross border impact**– The legislation enforcement will prevent the entering or moving out of uncontrolled food and feed products displaying health hazards to the consumers.

### **3. 3 Results and measurable indicators:**

#### **Result 1**

EU legislation on food safety transposed into national legislation in accordance with the legislation approximation plan prepared under CARDS 2005 programme and enforced.

#### **Indicators**

Number of staff inside NFA in charge of development of legislation,

Legal acts submitted for discussion and approval,

Number of producers, processors and sellers applying the requirements of new legislation in their establishments

Compliance controls taken by inspectors

## **Result 2**

Capacity building and operational capacity inside NFA completed.

### **Indicators**

Meetings and opinions of the Scientific Committee on presented cases of food-borne hazards including data from laboratory analysis,

Veterinary and phytosanitary related services incorporated in the NFA in terms of staffing and functions,

Advice provided to the NFA and relevant ministries with regard to the degree of the risk and measures to be taken for the management of risk,

Number of cases commissioned for risk investigation,

Exchange of opinions or information with EFSA or other European agencies dealing with Food Safety.

## **Result 3**

Risk management and communication capacity in central and regional level (including NFA and line ministries) is improved through adoption, purchase and use of an appropriate IT system.

### **Indicators**

The design of an efficient IT system,

Provision and installation of IT hardware and software,

Records on the measures decided and communicated for execution,

Warning information dispatched to consumer through the system

## **Result 4**

The improvements needed to the physical infrastructure of both, the laboratory network to comply with ISO 17025 and of the regional NFA offices to accommodate the staff are identified and detailed designs for their rehabilitation/construction are produced.

### **Indicators**

Feasibility study on the infrastructure improvement needs

Joint approval of the infrastructure to be rehabilitated

Detailed designs and tender dossiers

## **Result 5**

The supervision of works for the upgrade/construction of the physical infrastructure of both, laboratories the regional NFA offices is performed and final acceptance of works is delivered.

### **Indicators**

Regular reporting from supervisor

Absence of claims by the contractor

Final acceptance delivered

## **3.4 Activities:**

**Activity 1: Strengthening of the institutional, legal and administrative capacities of the National Food Authority.**

Activity 1 will be implemented through a technical assistance contract 1.1 for components 1 and 2 and a supply contract 1.2 for component 3.

**Component 1:** Transpose and enforce the relevant EU legislation in the field of food safety as indicated in the legislation approximation plan prepared under CARDS 2005 programme.

1.1 Assess the compliance of national legislation with EU food safety legislation and the capacity of private sector to adopt the required legal provisions,

1.2 Prioritise from the Plan for Legislation Approximation the EU legislation to be adopted taking into account the financial and social impact of its implementation,

1.3 Create within NFA the capacity to transpose and update the EU legislation in the field of food safety, veterinary and phyto-sanitary

1.4 Transpose, adopt and implement the identified legislation within the established timeframe.

**Component 2:** Takeover all the responsibilities and functions granted by law to and consolidate the missing capacities within the National Food Authority to ensure the application of the principle from stable to table

2.1 Take over the redundant capacities regarding the veterinary and phytosanitary left under the Ministry of Agriculture, Food and Consumer Protection during the first phase

2.2 Assist the NFA in designing the criteria for the creation of the Scientific Committee and necessary administrative and technical procedures for its functioning,

2.3 Assist the NFA to establish contacts with EFSA and other European agencies and accredited laboratories,

2.4 Consolidate risk assessment capacity and provide training to the NFA staff and involved agencies in risk assessment practices,

2.5 Develop and/or adapt the communication and information network between NFA and regional units including the BIPs,

2.6 Define the technical specifications on the hardware and software to be provided to the IT network.

2.7 Train the relevant staff on communication and information issues.

**Component 3:** Establishing the appropriate ITC system.

3.1 Provide and install the IT equipment through a supply tendering procedure,

**Activity 2 : Increase the working efficiency of the food safety system in the country by improving the physical infrastructure at national and regional level.**

Activity 2 will be implemented through a technical assistance contract 2.1 for both components 1 and 2.

**Component 1:** Identify the most appropriate and cost-efficient physical infrastructure to the food safety system

- 4.1 Undertake a thorough assessment of the existing physical conditions of the laboratory network with regard to compliance with ISO 17025,
- 4.2 Identify based on any previous or current study on the laboratory structure, the diagnostic or analytic capacity to be located in each laboratory taking into consideration financial burden to the system,
- 4.3 Undertake an assessment of the location and space needs for the NFA regional offices in the main urban areas
- 4.4 Identify the buildings to be rehabilitated or expanded to accommodate the staff carrying the inspections
- 4.5 Prepare a pre-feasibility study on rehabilitation/construction costs
- 4.6 Prepare the detailed design and tender dossier for the rehabilitation of the identified laboratories (including the central one and a minimum of four regional).

**Component 2:** Carry out the supervision and issue the certificates of acceptance at the completion of works.

### **3.5 Conditionality and sequencing:**

- Inspection system of the National Food Authority is operative in the centre and regions.
- Regional laboratories and offices are identified and cleared of any potential property claims over the land or building before the preparation of designs.
- The NFA is staffed appropriately.
- Government is committed to allocate the necessary funds for the physical rehabilitation of laboratories and offices.
- The Government is committed to resolve any legal problem which might impede transposition of EU legislation.

### **3.6 Linked activities:**

- **CARDS 2005 project “Establishing of the National Food Authority”**,

The purpose of this project is to establish the institutional, legal and administrative framework of the food safety system in Albania in line with the process of approximation of acquis in the field and create a new, efficient and independent structure able to ensure the implementation of the approximated national legislation in food safety field as well as deliver adequate information to Government, consumers and food producers is established.

The main results of this project will be:

1. Revision of the Food Law in line with the main EC legislation (supported by the necessary regulatory framework),
2. The establishment of the National Food Authority as an efficient and sustainable structure able to implement the national legislation on food safety and control issues,
3. Food safety policy including the overall institutional and administrative arrangement of the

4. food safety system in the country is designed and accepted by all stakeholders

- The project “Strengthening of the Food Control Institutions” funded by Italian Government and implemented by the WHO. One main objective of the project is to modernise and upgrade the scientific and managerial capacity of food laboratories and inspection services in Albania to meet international standards and accreditation requirements, and provide a sound basis for the work of the new National Food Authority
- World Bank funded project: “Avian Influenza Control and Human Pandemic Preparedness and Responses Project”.

### 3.7 Lessons learned

The EU is supporting the Ministry of Agriculture in establishing a food risk management system through CARDS 2005. The main objective of this project is the creation of the National Food Authority as a structure capable of enforcing the national legislation with regard to food safety measures and as part of the. The project is going to terminate in June 2010.

Through these operations, it came clear that the consolidation of organisations such as NFA is a long-term process to be implemented step by step to ensure a completed, solid and efficiently operating structure through careful planning of interventions to be financed through concerted and joined efforts between the government, European Commission and other donors.

### 4. Indicative Budget (amounts in million EUR)

			Total	SOURCES OF FUNDING								
			Exp.re	IPA community contribution			National contribution			Private		
Activities	IB	INV	EUR	EUR	%	Total EUR	%	Central EUR	Region/ local EUR	IFIs	EUR	%
<b>Activity 1</b>												
Contract 1.1 Services	X		2.4	2.4	69							
Contract 1.2 Supplies		X	0.4	0.4	11							
<b>Activity 2</b>												
Contract 2.1 Services		X	0.7	0.7	20							
<b>Total IB</b>			<b>2.4</b>	<b>2.4</b>	<b>69</b>							
<b>Total INV</b>			<b>1.1</b>	<b>1.1</b>	<b>31</b>							
<b>TOTAL PROJECT</b>			<b>3.5</b>	<b>3.5</b>	<b>100</b>							

### 5. Indicative Implementation Schedule (periods broken down per quarter)

Contracts	Start of Tendering	Signature of contract	Project Completion
Contract 1	Q2 2010	Q3 2010	Q4 2013
Contract 2	Q2 2011	Q3 2011	Q1 2012

Contract 3	June 2010	September 2010	December 2013
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All projects should in principle be ready for tendering in the 1<sup>st</sup> Quarter following the signature of the Central Competent Authority.

## **6. Cross cutting issues (where applicable)**

**Environment:** There is a positive impact on environment especially with regard of the obligations of the establishments to manage the safe disposal of unusable materials generated from the production process.

## **ANNEXES**

- I- Log frame in Standard Format
- II- Amounts contracted and Disbursed per Quarter over the full duration of Programme
- III- Description of Institutional Framework
- IV- Reference to laws, regulations and strategic documents
- V- Details per EU funded contract (\*) where applicable:



## ANNEX I: Logical framework matrix in standard format

LOGFRAME PLANNING MATRIX FOR Project Fiche	Programme name and number: Consolidation of food safety system in Albania	
	Contracting period expires two years after following the date of conclusion of the FA	Disbursement period expires
	Total budget : EUR 3.5 million	IPA budget: EUR 3.5 million

Overall objective	Objectively verifiable indicators	Sources of Verification	
Increase food safety in Albania and improve health standards against food-borne diseases	Human health status Complains on the safety of food from consumers and their organisations	- Annual reports from relevant agencies Statistical data from INSTAT	
Project purpose	Objectively verifiable indicators	Sources of Verification	Assumptions
Strengthening and consolidation of the administrative structures responsible for ensuring the enforcement of EU compliant food safety measures	Legal acts transposed and approved, Compliance of food establishments following inspection controls,  Meetings of the Scientific Committee, Risk assessment paper on specific cases as presented, Information from the laboratories	- Official Journal, Inspection reports  Records from the meetings, Studies and research Laboratory data book	Government willing to implement the legislation approximation plan in accordance with the time limits  Government allocates the necessary funding to cover working space, staffing, training, and equipment for laboratories
Results	Objectively verifiable indicators	Sources of Verification	Assumptions
<b>Result 1</b> EU legislation on food safety transposed into national legislation in accordance with the legislation approximation plan prepared under CARDS 2005 programme and enforced.	Number of staff inside NFA in charge of development of legislation, Legal acts submitted for discussion and approval, Number of producers, processors and sellers applying the requirements of new legislation in their establishments Compliance controls taken by inspectors	Payroll data from NFA Direct contacts with the concerned staff, Official Journal Inspection reports	NFA and Ministry of Agriculture, Food and Consumer Protection provide enough staffing for the transposition and updating of legislation  Laws and regulations are approved according to time limits
<b>Result 2</b> Capacity building and operational capacity inside NFA completed.	Meetings and opinions of the Scientific Committee on presented cases of food-borne hazards including data from laboratory analysis, Veterinary and phytosanitary related services incorporated in the NFA in terms of	Direct contacts with staff, payroll book of NFA, Forms and other information material as appropriate for the Scientific Committee Specific case files, Various information materials including emails, official letters etc	NFA assigns the necessary qualified staff to the tasks and avoid frequent turnovers.

	<p>staffing and functions Advice provided to the NFA and relevant ministries with regard to the degree of the risk and measures to be taken for the management of risk, Number of cases commissioned for risk investigation, Exchange of opinions or information with EFSA or other European agencies dealing with Food Safety.</p>		
<p><b>Result 3</b> Risk management and communication capacity in central and regional level (including NFA and line ministries) is improved through adoption, purchase and use of the appropriate IT system.</p>	<p>The design of an efficient IT system, Provision and installation of IT hardware and software, Records on the measures decided and communicated for execution, Warning information dispatched to consumer through the system</p>	<p>The design paper Tender documents on IT, Annual reports from NFA</p>	<p>NFA facilitates the establishment of relevant infrastructure and allocates the necessary staff for operation and maintenance</p>
<p><b>Results 4</b> <u>The improvements needed to the physical infrastructure of both, the laboratory network to comply with ISO 17025 and of the regional NFA offices to accommodate the staff are identified and detailed designs for their rehabilitation/construction are produced</u></p>	<p>Reporting on the infrastructure improvement needs Joint approval of the infrastructure to be rehabilitated Detailed designs and tender dossiers</p>	<p>Technical report, approvals from beneficiary of the designs and tender documents</p>	<p>NFA agrees with the laboratory and offices upgrading plan</p>
<p><b>Result 5</b> <u>The supervision of works for the upgrade/construction of the physical infrastructure of both, laboratories the regional NFA offices is performed and final acceptance of works is delivered</u></p>	<p>Reporting from supervisor Final acceptance of rehabilitation works at the satisfaction of beneficiary</p>		<p>NFA cooperates with the supervision services for the execution of their tasks and participates in the handover of completed works</p>
<p><b>Activities (</b></p>	<p><b>Means</b></p>	<p><b>Costs</b></p>	<p><b>Assumptions</b></p>
<p>Activity 1 - Strengthening of the institutional, legal and administrative capacities of the National Food Authority a- Transpose and enforce the relevant EU legislation in the field of food safety as indicated in the legislation approximation plan b- Takeover all the responsibilities and functions granted by law to and consolidate the missing capacities within</p>	<p>Technical assistance about 2,500 man/days on legislation, risk analysis, law enforcement and inspection, risk communication and consumer awareness to be provided through a service contract</p>	<p>€2.4 million for technical assistance to capacity building</p>	<p>NFA allocates the necessary staff to work on legislation improvement, risks assessment, IT</p>

<p>the National Food Authority to ensure the application of the principle from stable to table,</p> <p>c-Establishing the appropriate ITC system</p> <p>Activity 2 - Increase the working efficiency of the food safety system in the country by improving the physical infrastructure at national and regional level</p> <p>a- Identify the most appropriate and cost-efficient physical infrastructure to the food safety system</p> <p>b- Carry out the supervision and issue the certificates of acceptance at the completion of works</p>	<p>IT equipment to be provided through a supply contract</p> <p>Design and supervision to be provided through a service contract</p> <p>Technical assistance to carry out pre-feasibility study, detailed design and supervision of works</p>	<p>€0.4 million for IT equipment</p> <p>€0.7 million for design and supervision of rehabilitation works</p>	<p>NFA identifies the laboratories and buildings to be rehabilitated and free of property claims</p>
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Pre-conditions

**ANNEX II: amounts (in €) Contracted and disbursed by quarter for the project**

	2009				2010				2011				2012				2013			
<b>Contracted</b>	IV	I	II	III	IV	I	II	III	IV	I	II	III	IV	I	II	III	IV			
Contract 1.1					2.4															
Contract 1.2								0.4												
Contract 2.1					0.7															
<b>Cumulated</b>					<b>3.1</b>			<b>3.5</b>												
<b>Disbursed</b>																				
Contract 1.1					0.48		0.33	0.33		0.34		0.34		0.34		0.34	0.24			
Contract 1.2								0.24	0.16											
Contract 2.1					0.14		0.10	0.10		0.10		0.10		0.09		0.07				
<b>Cumulated</b>					<b>0.62</b>		<b>1.05</b>	<b>1.72</b>	<b>1.88</b>	<b>2.32</b>		<b>2.76</b>		<b>3.19</b>		<b>3.50</b>				

### **ANNEX III - Description of Institutional Framework**

The Food Safety and Consumer Protection General Directorate in the Ministry of Agriculture, Food and Consumer Protection is the highest level of food safety organisation. It is composed by Directorate of Food Safety and Directorate of Animal Health and Plant Protection. Under the organisation of Directorate of Food safety are operating three sectors: Sector of Food Safety, Sector of Food quality and Sector of Consumer Protection.

The Directorate of Animal Health and Plant Protection is divided in two sectors: Sector of animal Health and Sector of Plant Protection. Institute of Veterinary and Food Safety is performed this activity according to Food law and law of Veterinary Service and Inspectorate. Regional Directorates for Agriculture and Food Safety are under the control of Food Safety and Consumer Protection General Directorate. The regional Labs for food safety are operating under the competencies of Institute of Food Safety and Veterinary.

**ANNEX IV** - Reference to laws, regulations and strategic documents:

- Food Law No. 9863, date 28.01.2008.
- Law of Veterinary Service and Inspectorate No. 9308, date 04. 11. 2004.
- Regulation No. 1. MofAF date, 17. 03 .2000, “On measures to monitor certain and residues thereof in live and animal products in Albania.
- Regulations related to food safety, veterinary service, animal health plant protection approved by Minister of Agriculture, Food and Consumer Protection.
- Sectional strategy for food safety and consumer protection; animal health and plant protection.
- SAA, article 76 “For the Consumer Protection” and article 70 “For the Albanian legislation approximation”;
- European partnership “Strengthening of the food safety system and control systems related to it;
- National Plan for the implementation of SAA, point 3.8.4. (Veterinary service)
- Multi-annual indicative planning document for Albania 2008-2010.
- National Strategy for development and integration 2007-2013, Council of Ministers.

## **ANNEX V - Details per EU funded contract**

The contract 1.1 on the technical assistance will deploy around 3,000 man/days of international and local experts to cover for the described activities. The project team will be composed of:

- a team leader who will also play the role of advisor to the NFA general director,
- experts on food safety legislation to cover the activities 1.1, 1.2 and 1.4
- experts in the field of veterinary and phyto-sanitary to cover the activities 1.3 and 2.1,
- experts on risk assessment expert to cover the activities 2.4
- experts on communication and information technology to cover activities 2.5, 2.6 and 2.7,

The contract 2.1 is related to the preparation of designs and supervision of works regarding the rehabilitation of central Food Safety and Veterinary Laboratory and a minimum of four regional laboratories and four regional offices of the NFA. The design is expected to be ready in less than 1 year following the contract and supervision will require 12 months (not including the defect liability period)

The contract 1.2 is a supply contract for:

- Software (including licenses) for a minimum of 100 users with a cost around €100,000
- Hardware for €300,000.