



**Federal Ministry of
Health & Social Welfare**
Federal Republic of Nigeria

National Policy on Cosmetics Safety and Health and its Implementation Plan 2025





National Policy on Cosmetics Safety and Health and Its Implementation Plan 2025

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FOREWARD

Cosmetic products have become an integral part of modern living, shaping self-expression, hygiene, and well-being across all demographics. Yet their everyday use presents public health and regulatory challenges that require structured attention. The ingredients, formulations, and procedures involved in cosmetics production and Use are increasingly complex, spanning chemistry, toxicology, industrial standards, environmental safety, and consumer protection. Without a coherent national framework, these complexities can translate into health risks, economic losses, and erosion of public confidence.

The **National Policy on Cosmetics Safety and Health (NPCSH)** provides Nigeria with that coherent framework. It establishes a unified direction for regulation, coordination, and vigilance across the cosmetics value chain, from formulation and manufacturing to distribution, marketing, use, and disposal. It makes cosmetics safety a public health imperative, aligning national efforts with international conventions such as the **Minamata Convention on Mercury**, the **Stockholm Convention on Persistent Organic Pollutants**, and the **Libreville Declaration on Health and Environment in Africa**.

This Policy advances the Government's commitment under the **Renewed Hope Agenda** to protect health, promote innovation, and strengthen institutional accountability. It rests on three mutually reinforcing pillars that translate commitment into action. The first strengthens **Regulatory Oversight and Governance**, ensuring that safety and accountability define every cosmetic product in the Nigerian market. The second advances **Cosmetics Vigilance and Health Intelligence**, establishing a proactive system for monitoring, learning, and responding to emerging risks while empowering consumers with knowledge. The third focuses on **Unlocking the Cosmetics Value Chain**, promoting research, innovation, and responsible trade that expand economic opportunities within the framework of the African Continental Free Trade Area (AfCFTA).

The Policy further integrates cosmetics safety into the broader **Nigeria Health Sector Renewal Investment Initiative (NHSRII)** and the **Sector-Wide Approach (SWAp)**, ensuring that public health protection, consumer rights, and economic empowerment advance together. It recognises that effective cosmetics regulation is not merely a technical exercise; it is a matter of equity, trust, and national well-being.

The development of this Policy reflects extensive collaboration among Ministries, Departments, and Agencies (MDAs), professional bodies, academia, development partners, and civil society actors. It is a product of evidence, consultation, and consensus, guided by a shared commitment to uphold the highest standards of safety, transparency, and accountability in Nigeria's cosmetics industry.

Furthermore, this Policy underscores the Government's determination to harness inter-ministerial coordination as a lever for sustainable industrial growth. Through stronger alignment among the Ministries of Health, Industry, Trade and Investment, Environment, Science and Technology, and Labour, the NPCSH reinforces Nigeria's participation in continental and global value chains, ensuring that domestic products meet both health and export standards. By linking health protection with innovation, job creation, and trade competitiveness, the Policy situates cosmetics safety within the country's broader industrial and economic transformation agenda.

I therefore commend this Policy to all stakeholders-public institutions, industry operators, health professionals, and consumers alike-as a collective framework for action. Let us ensure that every cosmetic product accessible to Nigerians enhances beauty without compromising health, supports local innovation without undermining standards, and contributes to sustainable national development.



Prof. Muhammad Ali Pate, CON

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PREFACE

Cosmetics play a significant role in our daily lives, enhancing our appearance and boosting self-confidence. With the increasing demand for cosmetic products, it has become imperative to establish a robust framework for coordination, regulation, and enforcement that safeguards the health and well-being of our citizens.

The National Policy on Cosmetics Safety and Health (NPCSH) is a comprehensive framework designed to ensure the safety, quality, and efficacy of cosmetic products in our country. It is an integral part of the mandates of the Cosmetics Safety Management Programme of the Food and Drug Services Department of the Federal Ministry of Health, to develop the Policy.

The ultimate goal of the policy is to ensure that every cosmetic product available in our market is safe, free from harmful ingredients, and compliant with stringent quality standards. This policy not only outlines a set of regulatory measures but also emphasises the importance of promoting health, transparency, consumer awareness, and responsible practices throughout the cosmetics industry.

It is therefore my privilege to introduce this landmark policy, which has been crafted with great care and attention to the needs of the general populace.

The National Policy on Cosmetics Safety and Health has six chapters, a glossary, references, and appendices: **Chapter 1 – Background** detailing the cosmetics overview. **Chapter 2 - Situation Analysis** addresses the status of cosmetics safety in Nigeria, as well as cosmetics safety issues and challenges; the burden of adverse cosmetic events; risks and unsafe practices in the cosmetics industry; institutional arrangements to implement, and the legislative framework.

Chapter 3 - Policy Framework states the policy vision, mission, rationale, goal, objectives, targets, scope, guiding principles for the policy and issues addressed by the policy, which include: registration, manufacturing, packaging and labelling; advertisement, exportation, importation, storage, handling, distribution, sales, usage, complaint redress, traceability, Disposal of cosmetic waste, cosmetovigilance, post-market surveillance, intellectual property, cosmetics safety awareness, emergence, research, development, and training.

Chapter 4 - Institutional Arrangement establishes the National Cosmetics Safety Management Committee for effective and efficient coordination and implementation of the policy.

Chapter 5 - Implementation Strategy operationalises the policy with a robust Implementation plan that outlines the strategic pillars, objectives, and actionable programmes for achieving the policy goals, with defined roles, timelines, and performance indicators to guide effective execution.

Chapter 6 - Funding Mechanism makes provision for various budgetary support for the implementation of the policy. **Chapter 7 - Monitoring and Evaluation** outlines the effective surveillance, monitoring and response by the National Cosmetics Safety Management Committee for a period of 5 years.



Daju Kachollom S. mni

Permanent Secretary
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ACKNOWLEDGEMENT

This maiden edition of the National Policy on Cosmetics Safety and Health represents a major milestone in Nigeria's efforts to protect public health through the assurance of cosmetics safety. The Policy was developed under the leadership of the Federal Ministry of Health and Social Welfare, working closely with a broad range of Ministries, Departments and Agencies (MDAs), development partners, professional bodies, academia, private sector representatives, and Civil Society Organizations (CSOs).

Stakeholders were carefully drawn from institutions and sectors with direct or complementary roles in the formulation, regulation, monitoring, and advocacy for safe cosmetics use in Nigeria. Their diverse expertise and perspectives helped to shape the policy's framework, ensuring that it reflects both scientific evidence and the realities of the national cosmetics landscape.

The collaborative and inclusive approach adopted in developing this Policy underscores the shared national commitment to strengthening consumer protection, improving regulatory coherence, and promoting responsible innovation in the cosmetics industry.

A comprehensive list of all contributors, organizations, and agencies that participated in the consultations, technical reviews, and drafting processes is provided in the annexures of this document.

The Federal Ministry of Health and Social Welfare expresses its profound appreciation to all individuals and institutions that devoted their time, expertise, and resources toward the successful development of this Policy. Their contributions have been instrumental in producing a national framework that will guide, coordinate, and strengthen cosmetics safety governance and public health protection in Nigeria.



Pharm. Mrs Aribeara Olubunmi

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ACRONYMS

AC	Advisory Council
ACE	Adverse Cosmetic Events
AfCFTA1	Africa Continental Free Trade Area
AfCFTA2	Africa Continental Free Trade Agreement
AU	African Union
CB	Capacity Building
CBOs	Cosmetics Business Operators
cGMP	Current Good Manufacturing Practice
CMR	Carcinogenic, Mutagenic, or Reprotoxic
CoA	Certificate of Analysis
COP	Code of Practice
CP	Cleaner Production
CSAF	Cosmetics Safety Advocacy Forum
CSMP	Cosmetics Safety Management Programme
CSR	Corporate Social Responsibility
DABT	Diplomate of the American Board of Toxicology
DL	Detection Limit
DLI	Disbursement Linked Indicator
EC	European Commission
ECOWAS	Economic Community of West African States
EEC	European Economic Community
EIA	Environmental Impact Assessment
EMP	Environmental Management Plan
EPR	Extended Producer Responsibility
EU	European Union
FCCPC	Federal Competition and Consumer Protection Commission
FME _{env}	Federal Ministry of Environment
FMHSW	Federal Ministry of Health and Social Welfare
FMIST	Federal Ministry of Innovation Science and Technology
FMITI	Federal Ministry of Industry, Trade, and Investment
FMLE	Federal Ministry of Labour and Employment
FTIR	Fourier Transformed Infra-Red
GC-MS	Gas Chromatography Mass Spectrometry
GDSP	Good Distribution Storage Practice
GHS	Globally Harmonized System for the Classification and Labelling of Chemicals
GMP	Good Manufacturing Practice
HACCP	Hazard Analysis and Critical Control Points
HPLC	High Performance Liquid Chromatography
HSE	Health, Safety and Environment
HTRAs	Hard-to-Reach Areas

ICCON	Institute of Chartered Chemists of Nigeria
ICPS	Inductively Coupled Plasma Spectrometry
IMP	Impact Mitigation Plan
INCI	International Nomenclature of Cosmetic Ingredients
INCI	International Nomenclature of Cosmetic Ingredients
IP	Intellectual Property
IPAN	Institute of Public Analysts of Nigeria
LFN	Laws of the Federation -of Nigeria
MANCAP	Mandatory Conformity Assessment Programme
MDAs	Ministries, Departments and Agencies
MEAL	Monitoring, Evaluation, Accountability and Learning
MEAs	Multilateral Environmental Agreements
MMACC	Multi-sectoral Ministerial Advisory Council on Cosmetics
MSDS	Material Safety Data Sheet
NADPH	Nicotinamide Adenine Deoxy Phosphate Hydrogenase
NAFDAC	National Agency for Food & Drug Administration and Control
NCC	Nigerian Communications Commission (NCC)
NCD	Non-communicable Diseases
NCSM-TWG	National Cosmetics Safety Management Technical Working Group
NCSS	National Cosmetics Safety System
NERSP	National Export Readiness Support Programme
NESREA	National Environmental Standards and Regulations Enforcement Agency
ngCERT	Nigeria Computer Emergency Response Team
NIPRD	National Institute for Pharmaceutical Research and Development
NITDA	National Information Technology Development Agency
NMR	Nuclear Magnetic Resonance
nMSMEs	Nano, Micro, Small and Medium Enterprise
NPCSH	National Policy on Cosmetics Safety and Health
NPHCDA	National Primary Health Care Development Agency.
PHC	Primary Health Care
PIF	Product Information Profile
POPs	Persistent Organic Pollutants
PPP	Public-Private Partnership
QA/QC	Quality Assurance/Quality Control
R&D	Research and Development
SAICM	Strategic Approach to International Chemicals Management
SDGs	Sustainable Development Goals
SLPs	Skin Lightening Products
SON	Standards Organisation of Nigeria
SOPs	Standard Operating Procedures
SWAp	Sector-Wide Approach
T&C Mfg-MAN	Toiletries and Cosmetics Manufacturing Group of MAN
TQM	Total Quality Management
UN	United Nations

UNEP	United Nations Environmental Programme
US FDA	United States Food and Drug Administration
UV/VIS	Ultraviolet Visible
WHO	World Health Organization
WSSD	World Summit on Sustainable Development
WTO	World Trade Organization

CHAPTER 1

1.0 BACKGROUND

The global cosmetics sector has witnessed exponential growth over the last two decades, driven by rapid scientific advancements in formulation chemistry, raw material processing, product design, and safety evaluation. Innovations in analytical instrumentation, including Fourier Transform Infrared Spectroscopy (FTIR), Gas Chromatography-Mass Spectrometry (GC-MS), High-Performance Liquid Chromatography (HPLC), and Nuclear Magnetic Resonance (NMR), have significantly improved product safety profiling and traceability of ingredients¹. In parallel, global regulatory expectations have shifted toward comprehensive, risk-based oversight, underpinned by the application of quality assurance systems such as current Good Manufacturing Practices (cGMP), Hazard Analysis and Critical Control Points (HACCP), ISO 9000 quality management standards, and Six Sigma methodologies. These systems aim to safeguard consumer health and ensure product integrity across the entire cosmetics value chain, from raw material sourcing to post-market surveillance²⁻⁴.

Nigeria's cosmetics industry has grown into a dynamic and increasingly sophisticated sector, with a market valuation exceeding USD 7.8 billion⁵. Local innovation, especially in the development of shea butter, essential oils, botanical extracts, and other indigenous raw materials, continues to flourish through the activities of small and medium enterprises (SMEs). However, the sector remains heavily dependent on imported ingredients and finished products, including those that fall outside formal regulatory oversight. This growing complexity underscores the urgent need for a modernised, coherent regulatory architecture that can effectively address emerging safety, health, and trade risks associated with cosmetics manufacture, importation, sale, and use.

The current legal and institutional framework for cosmetics regulation in Nigeria is primarily derived from two foundational statutes: the *Food and Drugs Act 1976* and the *Food, Drugs and Related Products (Registration, etc.) Act 1993*. These enactments confer regulatory powers on the Federal Ministry of Health and Social Welfare and its principal implementing agency, the National Agency for Food and Drug Administration and Control (NAFDAC). Within this legal framework, NAFDAC is empowered to register cosmetic products, prescribe labelling and quality standards, regulate advertising, and take enforcement actions against unsafe products. Complementary instruments include the *Cosmetics Products Labelling Regulations 2021*, the *Cosmetics Products Advertisement Regulations 2021*, and relevant guidelines issued by NAFDAC for locally manufactured and imported products⁶.

Despite these legal provisions, Nigeria's cosmetics regulatory framework is not comprehensive enough to address contemporary health and environmental challenges. Notably, the principal Acts lack explicit statutory provisions on ingredient safety thresholds, banned substances (such as mercury, lead, and hydroquinone), permissible heavy metal limits, and nanomaterial disclosures, gaps that compromise the effectiveness of consumer protection measures.

Moreover, there is no statutory alignment with international frameworks such as the European Union Cosmetics Regulation (EC) No 1223/2009 or the ASEAN Cosmetic Directive, which are increasingly recognised as global benchmarks.

Institutionally, the regulatory landscape is fragmented. Responsibilities for ensuring the safety of cosmetic products are distributed across multiple ministries and agencies, including those responsible for health, environment, industry, science, and labour. This has led to a duplication of mandates, regulatory overlaps, and inconsistent enforcement practices. Mechanisms for cross-sector coordination, chemical risk assessment, laboratory testing, and market surveillance remain underdeveloped. Critically, there is no centralised national inventory or safety database for cosmetic products and ingredients used in products sold in Nigeria⁷.

The increasing circulation of counterfeit, substandard, and unregistered cosmetic products, particularly in open markets, cross-border trade, and online platforms, has escalated consumer exposure to hazardous substances. Reports of mercury poisoning from skin-lightening creams, adverse dermatological reactions, undisclosed hormone-active compounds, and illegal use of prescription-only ingredients in cosmetics signal a systemic failure to protect health. These risks are exacerbated by the limited capacity for post-market surveillance and weak sanctions for non-compliance⁸⁻⁹.

In line with Nigeria's obligations under international frameworks such as the *Minamata Convention on Mercury*, the *Libreville Declaration on Health and Environment in Africa*, and the *International Health Regulations (2005)*, the Federal Government of Nigeria has developed this National Policy on Cosmetics Safety and Health. The policy establishes a unified national direction for cosmetics regulation. It seeks to enhance legal clarity, institutional coordination, chemical safety vigilance, and consumer rights protection, while simultaneously fostering local innovation, regulatory convergence with international standards, and sustainable economic growth within Nigeria's cosmetics sector¹⁰⁻¹².

1.1 DEFINITION AND SCOPE OF COSMETIC PRODUCTS IN NIGERIA

In line with international regulatory norms and national legislation, this Policy adopts an expansive definition of cosmetic products, anchored on national laws and harmonised with international best practices. Accordingly, for the purpose of this National Policy on Cosmetics Safety and Health, a "cosmetic product" is defined as:

"Any substance or mixture of substances intended to be rubbed, poured, sprinkled or sprayed, introduced into or otherwise applied to the human body or any part thereof for cleansing, beautifying, promoting attractiveness or altering the complexion, skin, hair or teeth and includes deodorants".

This definition shall include all products intended for external use and excludes those which exert a therapeutic, metabolic, immunological, or pharmacological effect. Where such properties are claimed or demonstrated, the product shall be reclassified as a drug, quasi-drug, or therapeutic good in accordance with relevant national laws and shall be subject to the applicable regulatory framework under the Food and Drugs Act and any regulations thereunder.

Additionally, Cosmetics shall also include aesthetic or beauty-oriented procedures that involve the administration of substances through non-therapeutic means, including injectable or intravenous preparations such as Glutathione, Vitamin C, Collagen, or other agents promoted for skin-lightening, beautification, or anti-ageing purposes.

These procedures, when practiced outside regulated medical frameworks, constitute cosmetics-related health risks and shall be subject to the provisions of this Policy.

Importantly, cosmetics shall be differentiated from medicines and medical devices not only by their purpose but also by the absence of claims to cure, treat, mitigate, or prevent any disease, abnormal physical condition, or systemic function.

This definition aligns with national and international standards.

1.2 CLASSES OF COSMETICS

Cosmetic products in Nigeria shall be functionally categorised according to their intended purposes, usage sites, formulation characteristics, and risk potentials. For the functional categorisation, see Appendix 1.

CHAPTER 2

2.0. SITUATION ANALYSIS

The global cosmetics industry has evolved into a diverse, innovation-driven sector, contributing significantly to health, industrial growth, and international trade. With a current global valuation of over USD 429.2 billion¹³, the cosmetics market represents both a critical opportunity and a formidable challenge for national health authorities, particularly in Low- and Middle-Income Countries (LMICs) like Nigeria. As the demand for safe, high-quality, and ethically produced cosmetics intensifies worldwide, countries are increasingly expected to modernise their regulatory systems to safeguard health, comply with multilateral environmental agreements, and ensure competitiveness in global markets.

Nigeria's cosmetics industry has recorded notable growth, supported by the availability of local raw materials such as shea butter, coconut oil, and other botanicals, and a vibrant ecosystem of small and medium-sized enterprises (SMEs). However, the regulatory framework governing cosmetics safety in Nigeria is fragmented, with limited capability to respond to emerging health, environmental, and trade-related challenges. As a result, key regulatory aspects such as ingredient bans and restrictions, safety thresholds for heavy metals and endocrine-disrupting chemicals, and nanomaterials disclosure are largely a work in progress.

International best practices, as enshrined in the European Union Regulation (EC) No 1223/2009, and the ASEAN Cosmetic directive, establish stringent pre-market safety criteria, post-market surveillance protocols, and transparency obligations. These frameworks are aligned with scientific advances in toxicology, risk assessment, and consumer rights. However, Nigeria is yet to establish a statutory and harmonized inventory of banned and restricted ingredients with binding thresholds for toxic contaminants such as mercury, lead, hydroquinone, formaldehyde, corticosteroids, and other substances that continue to appear in products found in the informal market and products imported without proper marketing authorisation.

Institutionally, regulatory responsibilities are dispersed among several MDAs, including the Federal Ministry of Health and Social Welfare, the National Agency for Food and Drug Administration and Control (NAFDAC), the Federal Ministry of Environment, the Federal Ministry of Industry, Trade and Investment, and the Standards Organisation of Nigeria (SON). The absence of a unified institutional coordination mechanism has resulted in regulatory overlaps, enforcement bottlenecks, and a lack of coherent national surveillance strategies. There is currently no centralised database of registered cosmetic products, no systematised ingredient safety monitoring program, and limited capacity for laboratory testing or field-level enforcement, especially in the context of online sales and cross-border trade.

At the global level, Nigeria has ratified key multilateral environmental agreements that impose direct obligations on the cosmetics sector. These include the *Minamata Convention on Mercury*, which requires the phase-out of mercury-containing skin-lightening products; the *Stockholm Convention on Persistent Organic Pollutants*; the *Rotterdam Convention* on the prior informed consent procedure for hazardous chemicals; and the *Basel Convention* on the transboundary movement of hazardous wastes and their Disposal. Compliance with these frameworks requires that cosmetics regulation in Nigeria incorporates chemical safety principles, proper labelling, mandatory reporting of toxic ingredients, and effective market withdrawal mechanisms for non-compliant products.

In addition, Nigeria's commitment to the *International Health Regulations (IHR 2005)* and the *Libreville Declaration on Health and Environment in Africa, 2025*, reinforces the imperative for a national system capable of monitoring, preventing, and responding to health threats arising from consumer products, including cosmetics. As cosmetic products are often directly applied to the skin, eyes, lips, and mucosal surfaces, adverse health effects, including allergic reactions, hormonal disruption, organ toxicity, and carcinogenicity, must be systematically anticipated, detected, and mitigated.

In light of the foregoing, the Federal Government of Nigeria recognises the urgent need for a modern, coherent, and risk-based national policy on cosmetics safety and health. This policy provides the strategic foundation for regulatory reform, institutional coordination, international compliance, and consumer protection. It also creates a pathway for the harmonisation of national standards with international best practices, thereby enhancing product safety, market competitiveness, and health outcomes.

2.1 STATUS OF COSMETICS SAFETY IN NIGERIA

Nigeria's legal and regulatory approach to cosmetics safety is anchored in two foundational statutes. Section 21 of the *Food and Drugs Act* defines "cosmetics" as "*any substance or mixture of substances manufactured, sold or advertised for use in cleansing, improving or altering the complexion, skin, hair or teeth, and includes deodorants and perfumes.*" Complementarily, Section 13 of the *Food, Drugs and Related Products (Registration, etc.) Act* reiterates the definition. This statutory definition provided the foundational legal basis for cosmetics regulation in Nigeria and framed the application of all associated control measures. Since 2022, Nigeria has registered close to 9,000 cosmetics products that meet the cosmetic regulatory requirements.

Despite these provisions, the practical implementation of cosmetics safety in Nigeria remains limited. There is a limited systematic reporting mechanism for adverse cosmetic events. As a result, the regulatory ecosystem lacks harmonisation of transparency, traceability, and surveillance systems necessary to safeguard consumers from harmful exposures and health outcomes. The absence of publicly accessible data on the prevalence of cosmetic-related health conditions, including allergic reactions, dermatitis, hormonal

disturbances, or mercury poisoning, further undermines policy planning and consumer protection.

Cosmetic products in Nigeria were predominantly imported from Asia, the United States and the Europe. However, local production, particularly by micro, small and medium-sized enterprises (MSMEs) has astronomically increased in the past few years. Although local raw materials such as shea butter, coconut oil, neem, and hibiscus are readily available, there is insufficient regulatory infrastructure to assess or certify their safety, standardisation, or suitability for use in cosmetics on an industrial scale. The domestic market is also characterised by the widespread formulation and sale of homemade products without quality control testing, ingredient disclosure, or packaging standards.

The most alarming development in recent years is the surge in online training and the sale of cosmetics, particularly skin-lightening creams, exfoliants, hair dyes, and facial serums, via social media platforms and informal digital marketplaces. These products are often made by individuals with no recognised qualifications in chemistry, pharmacology, or dermatology, and frequently contain banned or highly restricted substances such as mercury, hydroquinone, corticosteroids, and synthetic colourants. Training courses promoted online offer step-by-step guides on how to mix, dilute, and repackage raw chemical materials, often imported without regulation, and encourage unlicensed sellers to operate under the guise of “organic beauty businesses.” Recent reports indicate that this unregulated environment has expanded beyond topical products to include invasive cosmetic procedures. For example, in June 2025, unlicensed operators in northern Nigeria were found administering intravenous bleaching services using smuggled Glutathione, Vitamin C, and Collagen in open market settings. These procedures, carried out without medical supervision, often with reused needles and contaminated vials, have been linked to kidney, liver, and hormonal complications among young women. This trend marks a dangerous escalation of unsafe cosmetic practices and underscores the urgent need for regulatory and health action.

The unregulated online ecosystem has created a parallel cosmetics market outside the formal regulatory structure of the National Agency for Food and Drug Administration and Control (NAFDAC). Products sold in these channels often lack NAFDAC registration numbers, have no batch identification, and are marketed with unsubstantiated or deceptive claims about efficacy and safety. The use of testimonials, influencer marketing, and anonymous digital payment systems has enabled the proliferation of these products without consequence. Critically, there is currently no established digital market surveillance system, and enforcement actions are rare due to limitations in jurisdiction, capacity, and legal technology.

Compounding the challenge is the low level of criminal enforcement associated with cosmetics safety violations. While the *Food, Drugs and Related Products (Registration, etc.) Act* prohibits the manufacture, sale, or advertisement of unregistered cosmetics; prosecutions under this provision are infrequent. There are inadequate cosmetics-specific

criminal provisions that do not fully address adulteration, counterfeiting, mislabelling, or the use of prohibited substances. Consequently, those who traffic in dangerous or illegal cosmetics, including those operating online, do so with near-total impunity.

Furthermore, illegal importation and cross-border smuggling of unwholesome cosmetic products remain persistent challenges. Open markets and informal retail environments serve as entry points for counterfeit, expired, or hazardous products that bypass regulatory checks at the borders. There is an inter-agency overlap, poor coordination and harmonization at ports of entry for the screening and seizure of illegal cosmetic goods.

The cumulative impact of these gaps is a regulatory landscape that is unable to adequately protect the Nigerian population, particularly women, youth, and vulnerable groups, from unsafe cosmetic products. Without urgent reforms, Nigeria will continue to experience rising incidences of cosmetic-related health disorders, increased environmental contamination from chemical waste, and growing consumer mistrust in public regulatory systems.

2.2 COSMETICS SAFETY ISSUES AND CHALLENGES

Cosmetic products have become ubiquitous in daily life, used by people of all ages, genders, and socioeconomic backgrounds. In Nigeria, the cosmetics sector has grown into a major consumer industry, with increasing demand for skincare, haircare, oral care, and fragrance products. However, this growth has outpaced the existing regulatory infrastructure, exposing consumers to significant health and safety risks.

Globally, over 100 known carcinogens and at least 15 endocrine-disrupting chemicals, including phthalates, parabens, formaldehyde releasers, and nitrosamines, have been identified in cosmetics. In Nigeria, harmful ingredients such as hydroquinone, corticosteroids, mercury salts, lead, and other heavy metals are detected in skin-lightening creams and other unregulated cosmetic products, especially those sold through informal markets and online platforms⁴⁶. These substances are associated with serious health consequences, including hormonal imbalances, infertility, neurological impact, kidney damage, genetic mutations, and increased risk of cancer. Children and pregnant women are particularly vulnerable.

Fragrances and perfumes, often containing undisclosed allergens, are a major cause of contact dermatitis and other allergic responses. Despite the existence of mandatory ingredient disclosure and concentration limits, activities of informal cosmetics business operators exacerbate consumer exposure and weaken post-market surveillance.

Furthermore, the increasing technological sophistication of cosmetics, such as the use of nanomaterials, synthetic biology, and hybrid formulations, poses new safety challenges not fully addressed in Nigeria's regulatory framework. The presence of limited enforceable safety thresholds, laboratory testing capacity, criminal penalties for non-compliance, and coordinated enforcement mechanisms has created loopholes that allow hazardous products to proliferate.

The unregulated manufacture, sale, and promotion of cosmetics, particularly online, has resulted in heightened risks, as has the growing trend of informal training and homemade formulation using industrial-grade chemicals. These gaps highlight the urgent need for a comprehensive national policy to ensure consumer protection, strengthen regulatory systems, and align with international safety and environmental standards.

2.2.1 BURDEN OF ADVERSE COSMETIC EVENTS

The burden of adverse cosmetic events (ACEs) in Nigeria constitutes a significant and growing health concern. ACEs refer to any undesirable health effects resulting from the normal or reasonably foreseeable use of cosmetic products. These may range from mild skin irritation to severe systemic toxicity, and are often linked to product contamination, unregulated ingredients, poor manufacturing practices, or consumer misuse.

In Nigeria, surveys show that the use of skin-lightening products is particularly prevalent, with 77 percent of traders in Lagos reporting regular use¹⁴ and over 40 percent of female medical students in Bayelsa State admitting to skin-lightening practices¹⁵.

Toxicological analyses of cosmetics sold in Nigerian markets consistently demonstrate hazardous exposures. A study in Anambra State found lead contamination in 62 percent of tested products, at levels ranging from 0.10 to 42.12 mg/kg¹⁶ (permissible limit by WHO is 10mg/kg). Other investigations in Ibadan and Lagos have confirmed cadmium, lead, and nickel concentrations above international safety limits in personal care products¹⁷⁻¹⁸. Similarly, skin-whitening creams sampled in Lafia contained hydroquinone levels of 0.99–1.47 percent, with several products improperly labelled¹⁹. Market surveys in Port Harcourt and Onitsha also detected mercury, arsenic, and other toxic substances in popular skin-lightening brands²⁰.

The health risks associated with these exposures are well documented. Mercury in cosmetics is linked to kidney damage, neurological disorders, and vision impairment²¹. Hydroquinone and corticosteroid-containing creams contribute to skin thinning, ochronosis, and systemic toxicity. Hair relaxers and dyes, widely used across Nigeria, have been associated internationally with reproductive cancers and other long-term health risks²². Additionally, surveys have shown that in Nigeria, certain cosmetic products such as eyeliners, lip gloss contain high levels of lead, which are known to contribute significantly to global health and developmental inequalities, causing an average loss of 5.9 IQ points per child and accounting for about 20% of the global learning gap between high- and low-income countries. Lead exposure is also a significant cause of mortality due to its cardiovascular effects. The burden is heaviest in low- and middle-income countries, where children face severe cognitive and economic losses due to widespread exposure⁴⁷.

Taken together, these findings highlight that adverse cosmetic events in Nigeria are not isolated, but systemic. Endocrine-disrupting chemicals, microbial contamination, skin irritation, chemical burns, and allergic reactions are increasingly common. The unregulated sale of skin-lightening products, heavy metal contamination of cosmetics, and the rising use

of traditional and herbal preparations with unknown safety profiles further deepens the health burden.

SUMMARY TABLE

S/N	Category	Key Data & Figures	Source
1	Usage of skin-lightening products	77.3% of Lagos traders use them 40.9% of female medical students at NDU	(PubMed, PMC, Europe PMC)
2	Heavy metals in cosmetics	- Lead in 62% of Anambra samples (0.10–42.12 mg/kg). - Cd, Pb, Ni above limits in Ibadan products.	(PubMed, PMC)
3	Hydroquinone presence	9/24 Lafia products had 0.99–1.47% HQ (under 2% limit). - HQ and other toxins in Port Harcourt and Onitsha products.	(orientaljphysica lsciences.org, PMC)
4	Health risks (mercury, other ingredients)	- Mercury linked to kidney, neurological, vision damage - Hair relaxers linked to cancer elsewhere	(Allure, The Guardian)

The priority ACE in Nigeria includes:

- I. **Endocrine Disrupting Chemicals in Cosmetics:** Chemicals that mimic, block, or interfere with hormones in the body's endocrine system. Lead, phthalates, cadmium, triclosan, parabens. Per and polyfluoroalkyl substances (PFAS)
- II. **Organ Toxicity:** Heavy Metals such as lead, mercury, arsenic, and cadmium can have toxic effects throughout the body, including in the neurological, cardiovascular, renal, and reproductive systems
- III. **Biological Hazards:** Contaminated cosmetic products can lead to bacterial, fungal, or viral infections, particularly when applied to broken or compromised skin. Infections can manifest as skin abscesses, cellulitis, or even systemic infections in severe cases.

- IV. **Skin Irritation and Allergic Reactions:** Skin reactions such as irritation, redness, itching, and swelling are common adverse events associated with cosmetic products. Allergic reactions to ingredients such as fragrances, preservatives, and dyes can cause discomfort and may require medical treatment.
- V. **Chemical Burns:** Improper use of chemical-based cosmetics, such as hair relaxers or skin-lightening creams containing harsh chemicals like hydroquinone or mercury, can result in chemical burns. These burns can cause pain, blistering, and scarring, requiring medical attention.
- VI. **Adverse Effects from Hair Products:** Hair dyes, relaxers, and styling products can cause adverse effects such as scalp irritation, hair breakage, and allergic reactions. Improper application or prolonged exposure to these products can exacerbate these effects.
- VII. **Adverse Effects from Skin-Lightening Products:** The widespread use of skin-lightening creams containing potentially harmful ingredients like hydroquinone and mercury poses a significant health risk in Nigeria. Adverse effects may include skin thinning, discoloration, and increased susceptibility to sun damage.
- VIII. **Adverse Effects from Herbal and Organic Cosmetics:** Herbal or Organic cosmetics, although perceived as natural and safe, can in some cases cause adverse reactions due to the presence of allergens, irritants, or contaminants.

2.2.2 COSMETICS RISK FACTORS AND UNSAFE PRACTICES IN THE COSMETICS INDUSTRY

The growth of Nigeria's cosmetics industry has been accompanied by an increase in the complexity of product formulations, the emergence of hybrid categories such as *cosmeceuticals* (cosmetics with drug-like effects), and heightened consumer demand for performance-based products. However, these advancements have also introduced a range of safety issues linked to raw material interactions, formulation instability, and non-compliance with regulatory standards.

Cosmetic products are now formulated with a wide array of functional ingredients including emulsifiers, emollients, fragrances, preservatives, colorants, moisturisers, solvents, and active botanical extracts. The risk of incompatibility between ingredients—or between the product and its packaging material—poses a serious concern. Inadequate understanding of material compatibility can result in physical or chemical instabilities such as phase separation, degradation of active ingredients, colour alteration, odour shifts, or viscosity and specific gravity failure. These may, in turn, generate toxic impurities or reactive metabolites, increasing the risk of adverse health effects on end users.

In addition, packaging incompatibility may lead to phenomena such as leaching, migration of packaging components, collapse, melting, panelling, and delamination, all of which compromise product integrity, shelf life, and safety. These risks are often exacerbated by the use of non-standardised packaging materials, poor storage practices, and poor GMP.

The cosmetics industry is also plagued by unsafe practices, including:

- Use of unapproved or banned chemical ingredients in formulations.
- Smuggling and dumping of banned products into local markets without regulatory approval.
- Consumer misuse of products, especially skin-lightening and hair relaxer products.
- Absence of formal risk assessment prior to product release.
- Misleading claims, marketing advertisements, and endorsements.

These practices undermine health and erode consumer confidence. Strengthening regulatory awareness, enhancing formulation oversight, and enforcing material safety protocols are therefore imperative to ensure cosmetics' safety across the product life cycle.

2.3 LEGAL FRAMEWORK

Nigeria's legal framework for the regulation of cosmetics is underpinned by a multi-sectoral system of statutory mandates, regulatory institutions, and implementing agencies operating at both federal and sub-national levels. The governance of cosmetics safety and quality is anchored in several core legislations, most notably the *Food and Drugs Act 2004*, the *Food, Drugs and Related Products (Registration, etc.) Act 2004*, and the *Counterfeit and Fake Drugs and Unwholesome Processed Foods (Miscellaneous Provisions) Act Cap C.34 LFN 2004*, which collectively empower the Federal Government to regulate the formulation, manufacture, importation, advertising, marketing, distribution, storage, sale, use and disposal of cosmetic products. These legislative instruments are implemented primarily through the National Agency for Food and Drug Administration and Control (NAFDAC), with complementary mandates held by the Federal Ministries of Health, Industry, Trade and Investment, Environment, Labour and Employment, and their respective agencies. The current legal framework is, however, dispersed across multiple laws and lacks a unified, risk-based statute tailored specifically to the unique safety, chemical, and consumer protection dimensions of cosmetics.

2.3.1 THE LEGAL MANDATES OF EXISTING MDAs TO ADDRESS COSMETICS

Organization	Mandate (Cosmetics Safety-Related)	Supervising Ministry
Food and Drugs Services Department	Develops national policies, guidelines, and legislation to ensure the safety, efficacy, quality, labelling, and ethical distribution of cosmetics (along with cosmetics, food, medicines, chemicals, etc.) across Nigeria, from production to end-user.	FMH & SW
National Agency for	Regulates and controls the manufacture, import, export, distribution,	FMH & SW

Food and Drugs Administration and Control (NAFDAC)	advertisement, sale, and use of cosmetics; tests products and raw materials for safety and standards compliance; registers cosmetics and production sites; monitors labelling, approves advertising, and enforces compliance; issues export certification; and conducts market surveillance to remove substandard or unsafe cosmetics from circulation.	
Standards Organisation of Nigeria (SON)	Sets and enforces Nigerian Industrial Standards for cosmetics, conducts conformity assessments (including stock seizures of expired or fake cosmetics), certifies both imported and local products via SONCAP/MANCAP, and quarantines unsafe goods to uphold quality in the cosmetics sector.	FMITI
National Environmental Standards and Regulations Enforcement Agency (NESREA)	Enforces environmental regulations covering the disposal of cosmetic manufacturing waste, packaging, and hazardous residues; oversees environmental impact assessments (EIAs) for cosmetic manufacturing facilities; and applies extended producer responsibility (EPR) regimes to ensure environmental safety in cosmetics production	FMEEnv
Federal Competition and Consumer Protection Commission (FCCPC)	Protects consumers from deceptive or unsafe cosmetics by enforcing product safety laws, combating unfair marketing practices and false claims, and supporting consumer education and redress related to cosmetic products.	FMITI
Institute of Public Analysts of Nigeria (IPAN)	Conducts chemical and microbiological analysis of cosmetic products and raw materials to verify safety and compliance with national standards, contributing technical evidence to support regulatory enforcement.	FMH & SW

Institute of Chartered Chemists of Nigeria (ICCON)	Advances chemists' professional capacity in cosmetics formulation, quality control, and chemical safety, and supports regulatory agencies through subject-matter expertise in safety testing and standard development.	FMH & SW
National Institute for Pharmaceutical Research and Development (NIPRD)	Performs R&D into pharmaceutical sciences and related chemicals, including evaluation of cosmetic ingredients, development of safety data, and provision of technical expertise to support regulatory evidence and policy development.	FMH & SW
Pharmacy Council of Nigeria (PCN)	Regulates professionals involved in cosmetics dispensing, ensures ethical practice in cosmetic product distribution (where pharmacists are involved), and supports public safety through compliance oversight in pharmacy settings.	FMH & SW
Nigeria Centre for Disease Control and Prevention (NCDC)	Mandated to lead the preparedness, detection, and response to infectious disease outbreaks and public health emergencies.	FMH & SW
National Primary Health Care Development Agency (NPHCDA)	Mandated is to develop and strengthen Nigeria's primary health care (PHC) system by ensuring equitable access to essential health services, controlling preventable diseases, improving the quality of care, and mobilizing resources	FMH & SW

2.3.2 THE EXISTING ACTS, POLICIES, REGULATIONS, GUIDELINES, AND STANDARDS RELEVANT TO THE NPCSH

Type	Title	Year	Responsible Agency/ Ministry
Act	National Health Act, 2014, Act No. 8 of LFN 2014	2014	FMH & SW

Act	Food and Drugs Act Cap F32 LFN 2004	2004	FMH & SW/ NAFDAC
Act	NAFDAC (Establishment) Act Cap N1 LFN 2004	2004	FMH & SW / NAFDAC
Act	Food, Drug and Related Products (Registration) Act Cap F33 LFN 2004	2004	FMH & SW / NAFDAC
Act	Counterfeit and Fake Drugs, Unwholesome Processed Foods Act C34 LFN 2004	2004	FMH & SW / NAFDAC
Act	Environmental Impact Assessment (EIA) Act, Cap E12 LFN 2004	2004	FMENV
Act	Trademarks Act, Cap T13, LFN 2004	2004	FMITI
Act	Standards Organisation of Nigeria Act, No. 14 of 2015, Cap S9, LFN 2015	2015	FMITI / SON
Act	Federal Competition and Consumer Protection Act 2018 (FDCPA) LFN 2019	2018	FMITI/FCCPC
Act	Patents and Designs Act, Cap P2, LFN 2004	2004	FMITI
Act	Copyright Act, 2022 (Act No. 7 of 2022) LFN 2022	2022	FMITI
Act	Federal Competition and Consumer Protection Act, 2018 (Act No. 1 of 2019) LFN 2019	2018	FMITI
Act	Cybercrimes (Prohibition, Prevention, etc.) Act,	2015	FM Comm. & Digital Economy

	2015 (Act No. 24 of 2015) LFN 2015		
Act	Nigeria Customs Service Act, 2023 (Act No. 19 of 2023)	2023	Ministry of Finance / Customs
Act	Pharmacists Council of Nigeria (Establishment) Act, 2022 (Act No. 31 of 2022) LFN 2022.	2022	FMH & SW
Act	Institute of Chartered Chemists of Nigeria Act CAP. I.12 LFN 2004	2004	FMH & SW
Act	Institute of Public Analysts of Nigeria Cap I. 16 LFN 2004	2004	FMH & SW
Act	Factories Act, Cap F1, LFN 2004	2004	Federal Ministry of Labor and Employment
Policies	National Policy on Chemicals Management	2010	Federal Ministry of Environment
Policy	National Policy on Occupational Safety & Health	2020	Federal Ministry of Labor and Employment
Policy	National Policy on Environment	2016	Federal Ministry of Labor and Employment
Policy	National Policy on Child Labour (Phase II)	2022	Federal Ministry of Labor and Employment
Policy	National Policy on Solid Waste Management	2020	Federal Ministry of Environment
Policy	National Healthcare Waste Management Policy	2023	Federal Ministry of Environment
Policy	National Environmental Sanitation Policy	2005	Federal Ministry of Environment

Regulations	Cosmetics Products Labelling Regulations	2021	NAFDAC
Regulations	Cosmetics Advertisement Regulations	2019	NAFDAC
Regulations	Cosmetics Bleaching Products Prohibition Regulations	2019	NAFDAC
Regulations	Pharmaceutical Traceability Regulations, SI No. 49	2024	NAFDAC
Guidelines	General Cosmetics Guidelines	2021	NAFDAC
Guidelines	Registration of Imported Cosmetics (DR&R GDL-004-01)	2021	NAFDAC
Guidelines	GMP Guidelines for Cosmetics	2021	NAFDAC
Guidelines	Premises Inspection for Global Listing of Cosmetics	2021	NAFDAC
Guidelines	Guideline for chemical surveillance events and emergency response	2025	FMH & SW
Regulations	Hazardous Chemicals & Pesticides, SI No. 65	2014	NESREA
Regulations	Chemicals, Pharmaceuticals, Soap & Detergent Industries, SI No. 36	2009	NESREA
Regulations	Environmental Import Clearance & EPR Framework	2020	NESREA
Standards	ISO 22715: Packaging & Labelling of	2006	SON

	Cosmetics (adopted by SON)		
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2.3.3 PERMITS AND LICENSES RELEVANT TO THE NPCSH

Permit/License Type	Purpose	Issuing Authority	Legal Backing
NAFDAC Cosmetics Product Registration Certificate	Mandatory for the legal manufacture, importation, distribution, and sale of cosmetics in Nigeria.	NAFDAC	NAFDAC Act; Cosmetics Regulations 2021
NAFDAC Import Permit for Cosmetics	Grants approval to import regulated cosmetic products into Nigeria.	NAFDAC	NAFDAC Act; Food & Drugs Act
NAFDAC Chemical Import Permit	Mandatory authorisation that allows importers to bring chemicals into the country.	NAFDAC	NAFDAC Act; Food & Drugs Act
NAFDAC Premises Inspection Certificate	Required for local manufacturing, packaging, or storage premises handling cosmetic products.	NAFDAC	GMP Guidelines for Cosmetics
Product Listing Certificate (for low-risk cosmetics)	Allows the distribution of certain exempted, non-therapeutic cosmetic products without full registration.	NAFDAC	NAFDAC Guidelines
Environmental Import Clearance Certificate (EICC)	Clearance for the importation of chemicals to ensure environmental safety.	NESREA	National Environmental (Chemicals, etc.) Regulations
Factory/Operational Permit	Approval to operate a manufacturing facility, ensuring compliance with occupational safety, hygiene, and environmental standards.	Federal/State Ministries of Environment & Labour	Factories Act CAP F1
Advertising Practitioners Council of Nigeria (APCON) Approval Certificate	Mandatory for approving cosmetics product adverts on any media platform.	APCON	APCON Act, NAFDAC Advertising Guidelines

Trade Marks Certificate	Protects brand names, logos, and product marks for cosmetics products.	Ministry of Industry, Trade & Investment	Trade Marks Act CAP T13
Patent Certificate	Protects unique cosmetic formulations and production processes.	Ministry of Industry, Trade & Investment	Patents & Designs Act CAP P2
Waste Disposal Permit	Approval for disposing of cosmetics waste (including hazardous substances) through licensed waste contractors.	NESREA / State Environment Ministries	Hazardous Waste Regulations 1991

2.4 INSTITUTIONAL FRAMEWORK

The safe regulation and management of cosmetics in Nigeria involves a multi-sectoral institutional framework anchored by the Federal Ministry of Health and Social Welfare (FMHSW), with active roles from allied government ministries, regulatory agencies, and professional bodies. While the FMHSW provides national policy leadership and oversight, several institutions are directly responsible for implementing regulatory functions, laboratory testing, health surveillance, and environmental protection measures related to cosmetics. This institutional arrangement ensures that cosmetics safety is addressed through a coordinated, whole-of-government, and stakeholder-inclusive approach that aligns with international best practices and Nigeria's health priorities.

2.4.1 THE FEDERAL MINISTRY OF HEALTH AND SOCIAL WELFARE

The Ministry derives its legal mandate in cosmetics safety under the Constitution and various laws such as the National Health Act 2014, the Food and Drug Act 2004, and others. The Ministry implements this Act through the design of policies, programs, and strategies. The regulatory/implementation arms of the Ministry, whose roles and responsibilities related to cosmetics safety include:

- I. Department of Food and Drug Services.
- II. Department of Hospital Services.
- III. National Agency for Food and Drug Administration and Control (NAFDAC)
- IV. Institute of Chartered Chemists of Nigeria (ICCON)
- V. Institute of Public Analysts of Nigeria (IPAN)
- VI. The National Institute for Pharmaceutical Research and Development (NIPRD)
- VII. National Primary Health Care Development Agency (NPHCDA)
- VIII. National Institute of Medical Research. (NIMR)
- IX. Nigeria Centre for Disease Control and Prevention (NCDC)

2.4.2 THE FEDERAL MINISTRY OF INDUSTRY, TRADE, AND INVESTMENT

The Federal Ministry of Industry, Trade and Investment was restructured in 2011 with the responsibility of facilitating, stimulating domestic investment, attracting foreign direct investment, and industrial development. The Ministry is also expected to establish and implement trade policies that maximise the benefits of international trade and accelerate the growth of the industrial sector for enhanced productivity that will boost the development of Nano, Micro, Small, and Medium Enterprises (NMSME) for economic growth. Nigeria is a member of the World Trade Organisation (WTO), and the Ministry is the focal point for WTO in Nigeria. For Nigeria to become fully integrated into the global market economies, it needs to satisfy international standards and requirements for cosmetics products, especially for export and import. The regulatory/implementing arm of the Ministry concerning cosmetics safety includes:

- I. Department of International Trade,
- II. Standards Organisation of Nigeria (SON),
- III. Federal Competition and Consumer Protection Commission (FCCPC),
- IV. Nigeria Export Promotion Council (NEPC).
- V. Small and Medium Enterprises Development Agency of Nigeria

2.4.3. FEDERAL MINISTRY OF INNOVATION SCIENCE AND TECHNOLOGY

The Federal Ministry of Innovation, Science and Technology is a Nigerian ministry whose mission is to facilitate the development and deployment of science and technology apparatus to enhance the pace of socio-economic development of the country through appropriate technological inputs into productive activities in the nation.

- I. Raw materials research and development council.

2.4.4. FEDERAL MINISTRY OF ENVIRONMENT

The Federal Ministry of Environment (FMEnv) was established in June 1999 to ensure effective coordination of all environmental matters that were hitherto fragmented in different line Ministries. The creation was intended to ensure that environmental matters are adequately mainstreamed into all development activities. FMEnv is also focused on evolving innovations with an emphasis on the use of environmental re-engineering as a tool for ensuring environmental safety.

The relevant departments and agencies for cosmetics safety are

- I. Department of Pollution Control and Environmental Health
- II. Department of Environmental Assessment
- III. National Environmental Standards and Regulations Enforcement Agency (NESREA).

2.4.5 FEDERAL MINISTRY OF LABOUR AND EMPLOYMENT

The Federal Ministry of Labour and Employment plays a pivotal role in safeguarding occupational health and safety standards within cosmetics manufacturing, distribution,

retail, and disposal environments. The Ministry is responsible for enforcing workplace safety, preventing occupational hazards, and protecting the health and welfare of workers.

This mandate is executed through the following key departments and agencies:

- I. Occupational Safety and Health Department
- II. Factory Inspectorate Division

2.4.6 FEDERAL MINISTRY OF FINANCE

The Federal Ministry of Finance plays a regulatory and enforcement role in cosmetics safety through its supervision of fiscal, customs, and trade facilitation policies, particularly at Nigeria's ports, borders, and free trade zones.

The Ministry delivers this responsibility through:

- I. Nigeria Customs Service (NCS).
- II. Tariff and Trade Department

2.4.7. FEDERAL MINISTRY OF COMMUNICATIONS, INNOVATION AND DIGITAL ECONOMY

The Federal Ministry of Communications, Innovation and Digital Economy plays a supportive but increasingly important role in the regulation of cosmetics safety, particularly in the areas of digital trade, online product marketing, data management, consumer protection in e-commerce, and cybercrime enforcement.

This mandate is executed through the following departments and agencies:

- I. National Information Technology Development Agency (NITDA)
- II. Nigerian Communications Commission (NCC)
- III. Computer Emergency Response Team (ngCERT)

CHAPTER 3

3.0 POLICY FRAMEWORK

This chapter presents the strategic foundation of the National Policy on Cosmetics Safety and Health. It articulates the overarching vision, mission, rationale, goal, and objectives of the policy, and defines the scope and priority targets to be addressed. The framework sets out a coherent and results-oriented pathway for the development and implementation of an integrated, science-based, and people-centred regulatory system for cosmetics safety in Nigeria. It aims to strengthen health protection, safeguard consumer rights, promote regulatory excellence, and foster responsible and sustainable industry development.

3.1 VISION

To ensure that all cosmetic products manufactured, imported, distributed, marketed, advertised, sold, and used in Nigeria are safe, of high quality, and trustworthy.

3.2 MISSION

To establish a science-driven and people-centred national framework that ensures cosmetic safety in Nigeria through laws, coordinated oversight, and public-private collaboration, protecting health, promoting consumer confidence, supporting sustainable innovation, while growing a responsible and competitive cosmetics industry.

3.3 RATIONALE

Nigeria's cosmetics sector is witnessing rapid growth; however, the prevailing regulatory architecture is characterised by institutional fragmentation, overlapping mandates, and weak coordination. While foundational legal instruments are in place, the provisions are not comprehensive and sufficient to tackle modern health-related challenges from cosmetic use, enforcement is inconsistent, collaboration among responsible agencies is limited, and regulatory gaps have enabled the widespread circulation of substandard, adulterated, and potentially hazardous cosmetic products. This has resulted in increasing health hazards, consumer safety, and environmental integrity, underscoring the urgent need for a coordinated national policy.

The National Multisectoral Action Plan for the Prevention and Control of Non-Communicable Diseases (2019–2025) sets ambitious national goals:

- I. A 25% relative reduction in premature mortality from Non-Communicable Diseases (NCDs) by 2025, in line with the global NCD target.

- II. A 10% reduction in harmful use of chemicals and environmental risk factors contributing to NCD burden.
- III. Strengthening multisectoral collaboration for risk prevention across food, drugs, and consumer products²³⁻²⁴.

Unsafe cosmetics directly undermine these targets. Prolonged exposure to lead, cadmium, mercury, phthalates, and other endocrine-disrupting chemicals in unregulated products has been linked to kidney disease, reproductive toxicity, infertility, cancers, and cardiovascular harm, all priority conditions in Nigeria's NCD plan. Without intervention, these exposures will continue to fuel preventable morbidity and possible deaths.

Cosmetic misuse also contributes to skin-related neglected tropical diseases (NTDs) and other chronic skin conditions. Harsh bleaching agents and contaminated products frequently cause chemical burns, chronic dermatitis, and secondary infections, which compound the burden of skin NTDs and disability. Addressing cosmetic risks, therefore, complements Nigeria's commitments under the WHO Roadmap for NTDs 2021–2030, which emphasises integrated skin health approaches.²⁵⁻²⁶

In this context, a National Policy on Cosmetics Safety and Health is not just a regulatory necessity; it is a health security intervention that directly supports Nigeria's NCD targets, strengthens environmental health protections, and advances skin NTD prevention. By embedding cosmetics safety into the national health agenda, Nigeria can reduce toxic exposures, cut avoidable illness, and align with global and national commitments to reduce premature NCD mortality by 25%.

3.4 GOAL

To establish a unified and functional national framework that guarantees the safety, quality, and traceability of cosmetics products in Nigeria, enhancing health outcomes, protecting consumers, promoting environmental sustainability, and advancing innovation, accountability, and equitable growth in the cosmetics industry.

3.5 OBJECTIVES

Pillar 1: Regulatory Oversight and Governance

- I. To strengthen regulatory oversight and national coordination by establishing a harmonised, multi-agency governance framework that ensures the safety and health integrity of cosmetic products throughout their entire product lifecycle.
- II. To enhance institutional and human resource capacity through the systematic training of health professionals, regulatory officers, and industry stakeholders in science-based safety assessments, health risk management, and regulatory compliance to protect the public from harmful exposures to unsafe cosmetics.

Pillar 2: Cosmetics Vigilance and Health Intelligence

- I. To institutionalise a health-driven cosmetics surveillance system that enables nationwide monitoring, timely reporting, and effective response to adverse events and health risks associated with the use of unsafe, adulterated, or counterfeit cosmetic products.
- II. To advance health awareness and consumer protection by delivering targeted risk communication, strategic health education, and accurate product labelling information that empowers citizens to make informed choices regarding the use and safety of cosmetics.
- III. To establish a national knowledge and innovation infrastructure by developing a Cosmetics Safety Information Platform that facilitates evidence-based policy development, supports indigenous research, and strengthens data-driven improvements in cosmetics-related health outcomes.

Pillar 3: Unlocking the Cosmetics Value Chain

- i. To facilitate the stimulation of safe local innovation and economic growth by supporting research and development, indigenous raw material and trade facilitation strategies that expand market access while ensuring health safeguards are not compromised

3.6 TARGETS

PILLAR 1: Regulatory Oversight and Governance

Focus: Institutional coordination, enforcement, standards compliance, and governance reforms.

- I. To reduce the proliferation of unregistered cosmetics by 60% at the end of 2030 by enforcing full compliance with national cosmetics safety and health standards.
- II. To reduce the circulation and availability of banned or restricted cosmetics and chemical substances by 60% by the year 2030 through enhanced import screening protocols and enforcement operations.
- III. To ensure at least 90% of continuous cGMP and product integrity amongst cosmetics manufacturers, distributors, and marketers by the year 2030

PILLAR 2: Cosmetic Vigilance and Health Intelligence

Focus: Cosmetovigilance, surveillance systems, post-market monitoring, laboratory capacity, and public awareness.

- I. To achieve an 80% reduction in adverse health incidents related to cosmetic products within five years through improved regulatory enforcement, surveillance, and response mechanisms.

- II. To increase national coverage of cosmetovigilance reporting, monitoring, and response systems by 60% by the year 2030 through capacity building and institutional strengthening.
- III. To facilitate public access to cosmetics safety information and awareness by 90% within five years through the implementation of strategic risk communication and education campaigns.
- IV. To strengthen domestic capacity for detecting and responding to harmful cosmetic products through optimising on-the-spot testing and public-private partnerships for laboratories across Nigeria's six geopolitical zones.

PILLAR 3: Unlocking the Cosmetics Value Chain

Focus: Local production, trade facilitation, innovation, sustainable sourcing, and economic growth.

- i. Increase local cosmetics production using certified indigenous raw materials by 40% by 2030, through support for research, innovation, and sustainable sourcing practices.

3.7 SCOPE

The National Policy on Cosmetics Safety and Health provides a unified framework to safeguard health by ensuring that cosmetic products in Nigeria are safe, of high quality, traceable, and responsibly managed. Rooted in global best practices, this policy integrates health protection into the full lifecycle of cosmetics, from formulation to final use and environmental disposal.

It applies to the entire cosmetics value chain, including manufacturing, importation, distribution, marketing, use, and disposal of all product types such as skincare, haircare, hygiene products, fragrances, and colour cosmetics.

The policy prioritises human health and consumer safety, focusing on the following key areas:

- I. It enforces regulatory oversight and effective coordination by setting and applying standards for product registration, formulation, labelling, packaging, advertisement, distribution, storage, and import/export to prevent public exposure to unsafe cosmetic products.
- II. It institutionalises surveillance and vigilance systems through the establishment of cosmetovigilance mechanisms, post-market surveillance, and timely risk communication for the early detection and management of cosmetic-related health risks.
- III. It ensures cosmetics' safety and environmental health by promoting proper disposal practices, environmental control measures, and the management of

- hazardous cosmetic ingredients and waste to prevent secondary health risks through contamination of air, soil, or water.
- IV. It strengthens national information systems and supports innovation by establishing a National Cosmetics Safety Information Library, enhancing laboratory networks, and promoting data-driven health actions alongside indigenous research and product development.
 - V. It promotes stakeholder collaboration by encouraging coordinated action among relevant government sectors, regulatory authorities, civil society, academia, and industry players to build a unified national response to cosmetics safety.
 - VI. It seeks to unlock value chain opportunities within the cosmetics sector by promoting local production, encouraging safe and innovative product development, supporting ethical trade practices, and enhancing market access for compliant and health-safe cosmetic products.

3.8. GUIDING PRINCIPLE FOR THE POLICY

The guiding principles for the National Policy on Cosmetics Safety and Health are:

- I. Protection of Human Health as a Fundamental Right**
Access to safe, effective, and well-regulated cosmetic products is a health imperative and a fundamental consumer right.
- II. Alignment with National Development Priorities**
The policy supports Nigeria's National Health and Renewable Investment Blueprint and Sector-Wide Approach (SWAp), with emphasis on integrating cosmetics safety within Primary Health Care (PHC) services and community health promotion.
- III. Evidence-Based Decision Making**
Regulatory actions and policy decisions will be guided by sound scientific principles, including but not limited to risk assessment, chemical safety evaluation, and data analysis.
- IV. Precautionary and Preventive Approach**
A precautionary stance will be adopted in regulating potentially harmful ingredients and practices, with proactive risk identification and mitigation measures.
- V. Clarity of Institutional Roles and Inter-Agency Coordination**
The policy will ensure a clear definition of roles and responsibilities for all stakeholders and other actors to avoid duplication, conflicts, and regulatory gaps.
- VI. Strengthened Cosmetovigilance Systems**
Surveillance, post-market monitoring, traceability mechanisms, and mandatory adverse event reporting will be institutionalised to detect, assess, and respond to cosmetic-related health risks.
- VII. Transparency and Accountability**
Policy implementation and enforcement processes will be transparent, accountable, and inclusive, enabling informed consumer choices and building public trust.
- VIII. Integration with Global and Regional Frameworks**

The policy aligns with the International Health Regulations (IHR) and other relevant treaties ratified by Nigeria in addressing cosmetics as health emergencies and transboundary movements.

IX. Value Chain Development and Economic Empowerment

The policy will promote local production using safe, indigenous raw materials, creating employment, reducing dependence on imports, and positioning the cosmetics industry for economic growth and development.

X. Sustainable Environmental Health Protection Practices

The policy will promote safe disposal, environmentally responsible production, and sustainable sourcing practices to prevent secondary health and ecological risks.

XI. Research and Development

The policy will encourage research, development, innovation into new formulations, and capacity development.

XII. Healthy Cosmetic Procurement and Market Competitiveness

The policy shall ensure that cosmetics procurement and market competitiveness are compliant with the extant regulatory laws and standards

XIII. Shared Responsibility and Multi-Sectoral Collaboration

Cosmetics safety is a shared responsibility across governments, industry, NGOs, development partners, donors, civil society, academia, community, and media, promoting a whole-of-society approach.

3.9. ROLES AND RESPONSIBILITIES

The effective implementation of the National Policy on Cosmetics Safety and Health requires the active participation and coordinated effort of all relevant stakeholders. Clearly defined roles and responsibilities ensure accountability, promote regulatory efficiency, and strengthen the national cosmetics safety system. This section outlines the specific mandates of all actors and stakeholders within the cosmetics sector.

3.9.1. ROLE OF GOVERNMENT

Roles of the Government in the National Policy on Cosmetics Safety and Health:

- I. **Development and Implementation of Regulations, Standards, and Guidelines:** The government shall be responsible for the development and implementation of Regulations, Standards, and Guidelines aimed at ensuring compliance with the National Policy on Cosmetics Safety and Health. This includes enforcement of the regulations, standards, and quality control measures to uphold the safety and efficacy of cosmetic products in Nigeria.
- II. **Surveillance and Control Systems:** Government shall develop and maintain an integrated system for surveillance, monitoring, evaluation, detection, and response to cosmetic-related health risks and hazard alerts.

- III. **International Trade Agreements:** The government shall abide by, develop, and implement systems that facilitate compliance with bilateral and multilateral trade agreements pertaining to cosmetics safety standards.
- IV. **Resource Mobilisation:** Governments at all levels shall allocate adequate annual budgetary provisions for the cosmetic workforce and infrastructure to establish and sustain an effective national cosmetics safety regulatory system.
- V. **Evidence-Based Practices:** Government shall support the application of research-based benchmarks and evidence-based practices in the development and implementation of cosmetics safety regulations.
- VI. **Public Awareness and Education:** Government shall develop and implement public awareness and education programmes that provide consumers with access to information on best practices for cosmetics safety and usage.
- VII. **Baseline Data Collection for Safety Standards:** Government shall develop appropriate programmes to establish acceptable baseline data for cosmetics safety standards, conducting research, surveys, and assessments to identify potential risks and prioritise regulatory actions.
- VIII. **Establishment of Information Systems:** Government shall develop and maintain a national cosmetics safety system that facilitates data collection, analysis, and dissemination to relevant stakeholders.
- IX. **Donated and Public Procured Cosmetics:** Government shall be responsible for ensuring that cosmetics donated or procured for public consumption, institutional use, and emergencies meet safety and quality standards.

3.9.2 HEALTHCARE PROFESSIONALS

Healthcare professionals play a significant role in detecting, monitoring, and managing cosmetic-related adverse events and protecting consumers from their associated risks. Their responsibilities shall include:

- I. Providing professional guidance to consumers on the safe selection, use, and potential risks of cosmetic products, particularly for individuals with pre-existing health conditions or vulnerable populations.
- II. Identifying, documenting, and reporting suspected adverse reactions or safety concerns related to cosmetic products through established cosmetovigilance systems to relevant authorities.
- III. Supporting the government by providing expert input on cosmetics safety assessments, risk evaluations, and evidence-based recommendations.

- IV. Engaging in mandatory continuous professional development on evolving cosmetic formulations, ingredients, and international safety guidelines.
- V. Conducting health education and awareness programmes within their communities and professional platforms to promote safe cosmetic practices.
- VI. Collaborating with regulatory bodies, industry stakeholders, and academia in research, data collection, and policy development efforts related to cosmetics safety.

3.9.3. ROLE OF COSMETICS BUSINESS OPERATORS

These include manufacturers, importers, distributors, retailers, and all Cosmetics Business Operators, whose responsibility is to:

- I. Ensure that all cosmetic products placed on the market are safe, effective, and of good quality, and comply with applicable national regulations and standards.
- II. Implement effective corporate compliance mechanisms, including internal quality assurance systems, Good Manufacturing Practices (GMP), product safety monitoring, and voluntary reporting of adverse events or safety concerns.
- III. Take full liability for any cosmetic product found to be unsafe, substandard, adulterated, or misbranded, and promptly initiate recall procedures while notifying the relevant regulatory authorities.
- IV. Adopt pollution prevention, waste minimisation, and environmentally responsible production practices in line with the polluter-pays principle and other sustainable development obligations.
- V. Familiarise themselves with, and strictly adhere to, all applicable regulatory requirements, guidelines, standards, and codes of practice governing cosmetics safety and quality in Nigeria.
- VI. Participate actively in regulatory consultations, stakeholder engagements, capacity-building programmes, and collaborative initiatives aimed at strengthening the national cosmetics safety system.
- VII. Promote responsible advertising and product claims in line with approved regulations, ensuring consumers are not misled on product safety, efficacy, or benefits.

3.9.4 ROLE OF THE GENERAL PUBLIC

The active involvement of Nigerian citizens is essential to the success of the National Policy on Cosmetics Safety and Health, in line with the principle of Primary Health Care (PHC),

which recognises individual and community participation as central to achieving health for all. To this end, every citizen shall have the responsibility to:

- I. Exercise the right to safe, properly labelled, and regulated cosmetic products, and seek redress regarding product performance, safety, and quality.
- II. Report suspected adverse effects, substandard products, or illegal cosmetics sales to the relevant authorities through established cosmetovigilance, complaints, and consumer protection platforms.
- III. Seek reliable information on the safe use, proper storage, and disposal of cosmetic products to protect personal health and prevent environmental harm, which is the right of every citizen.
- IV. Participate in health campaigns, sensitisation activities, and community-based initiatives aimed at promoting safe cosmetics practices and preventing health risks associated with unsafe products.
- V. Support and comply with government regulations and health advisories concerning the use, purchase, and disposal of cosmetic products.
- VI. Engage in peer education within communities, particularly at the primary health care level, to raise awareness on the risks of counterfeit, unregistered, and adulterated cosmetic products.
- VII. Promote responsible consumer behaviour by patronising only authorised cosmetics outlets, verifying product registration status where applicable, and avoiding unsafe or banned cosmetic substances.

3.10. STRATEGIC DIRECTION OF THE POLICY

This Policy has been formulated to address key issues within the cosmetics space. The following key pillars have been formulated to address the issues:

3.10.1 PILLAR 1: REGULATORY OVERSIGHT AND GOVERNANCE

A strong regulatory foundation is essential to safeguard health, ensure quality control, and build trust in the cosmetics industry. This pillar focuses on strengthening institutional coordination, enforcing regulatory standards, and promoting transparency across the entire cosmetics lifecycle. It addresses system inefficiencies, legal gaps, and fragmentation that have historically hindered regulatory effectiveness.

1. REGISTRATION

A comprehensive registration system for cosmetic products shall exist to ensure safety, efficacy, good quality, and regulatory compliance of products. To this end, the Federal Government shall:

- I. Establish a clear registration process that is in line with National Regulations and Standards and International best practices.

- II. Provide clear guidance and support to CBOs in navigating the registration process.
- III. Establish and strengthen existing mechanisms for post-market surveillance and monitoring of registered cosmetic products and ensure compliance with set standards.
- IV. Collaborate with International Regulatory Agencies and Standards Organisations to harmonise registration requirements, facilitate mutual recognition agreements, and promote alignment with international best practices and Standards.
- V. Establish and strengthen existing national digital library of registered cosmetic products.

2. MANUFACTURING

The manufacturing of cosmetic products shall be regulated to ensure consumer safety, product quality, and environmental sustainability. Accordingly, the Federal Government shall:

- I. Institute comprehensive manufacturing standards and guidelines for cosmetics production.
- II. Ensure strict compliance with established regulatory requirements and standards.
- III. Conduct regular inspections of cosmetics manufacturing facilities for compliance with regulatory standards.
- IV. Provide technical assistance and capacity-building programs to support manufacturers in implementing and maintaining established Regulatory requirements and Standards.
- V. Promote innovation and research in cosmetics manufacturing.
- VI. Conduct periodic cGMP audits to assess adherence to quality standards.
- VII. Promote the adoption of sustainable and environmentally responsible manufacturing practices,
- VIII. Cooperate and collaborate with industry stakeholders, academia, and research organisations to address emerging challenges and opportunities in cosmetics manufacturing.
- IX. Enforce regulatory compliance through sanctions, penalties, and enforcement actions against non-compliant CBOs.
- X. Foster transparency and accountability in the cosmetics manufacturing sector.

3. INGREDIENT REGULATION

Effective regulation of cosmetic ingredients is essential to protect health and prevent the use of substances with harmful properties. Governments shall:

- I. Develop and publish a comprehensive national list of permitted, restricted, and prohibited ingredients in cosmetics, harmonised with international frameworks.
- II. Define nanomaterials in alignment with international scientific standards and require mandatory disclosure of their use in cosmetics formulations.
- III. Leverage existing expert committee to regularly review and update ingredient lists based on new toxicological evidence, global alerts, and emerging safety concerns.
- IV. Prohibit the use of substances classified as high-risk ingredients, unless approved under strict regulatory exemptions with scientific justification.
- V. Build national capacity to evaluate nanotechnology-related safety risks in collaboration with research institutions and international regulatory agencies.
- VI. Monitor international developments on substance restrictions and integrate global alerts and bans into national regulatory practice.

4. PRE-REGISTRATION ASSESSMENT

Before a cosmetic product is registered, its safety for human health under normal and reasonably foreseeable conditions of use must be assured. Consequently, governments shall:

- I. Require that all cosmetic products undergo a pre-registration safety assessment conducted by qualified experts in the field.
- II. Establish and strengthen the existing evaluation process for cosmetics containing nanomaterials, including assessment of particle size, bioavailability, toxicity, and environmental impact.
- III. Mandate the submission of Product Information Files (PIFs) or Safety Data Sheets (SDS) that include toxicological profiles, safety evaluations, and results of stability or compatibility testing.
- IV. Support the establishment of national laboratories and technical partnerships to enhance in-country capacity for safety testing, including microbiological and chemical analysis.
- V. Promote the application of alternative, non-animal testing methods consistent with international commitments under cruelty-free and animal testing ban protocols.

- VI. Develop and adopt national guidelines for cosmetic product safety assessment, in line with international standards, to provide clarity on the process, documentation, and testing expectations for manufacturers and importers.
- VII. Establish minimum qualifications and competency requirements for individuals authorised to conduct cosmetics safety assessments, including appropriate academic background (e.g., toxicology, pharmacology, dermatology, or related sciences), relevant professional experience, and evidence of continued training.

5. PACKAGING AND LABELLING

The packaging and labelling of cosmetic products shall be regulated to ensure consumer safety, accurate information disclosure, and environmental sustainability. Therefore, Governments shall:

- I. Establish clear and comprehensive packaging and labelling standards for cosmetic products, encompassing requirements for ingredient disclosure, product claims, warnings, symbols, and language requirements.
- II. Mandate manufacturers to use packaging materials that are safe, durable, and suitable for the intended use, minimising environmental impact and promoting recyclability, biodegradability, or compostability where feasible.
- III. Define and enforce packaging and labelling requirements that include accurate ingredient listings, hazard warnings, product claims, date markings, and conformity with International Nomenclature of Cosmetic Ingredients (INCI).
- IV. Strengthen the existing regulation of the use of product and marketing claims on cosmetics packaging and labelling.
- V. Cooperate and collaborate with industry stakeholders, consumer advocacy groups, and environmental organisations to promote sustainable packaging solutions, encourage innovation, and address emerging challenges in cosmetics packaging and labelling.

6. ADVERTISEMENT

The advertisement of cosmetic products and raw materials shall be regulated to ensure truthfulness, accuracy, and ethical standards in marketing practices. Consequently, the Government shall:

- I. Strengthen and enforce existing regulations, guidelines, and standards for cosmetic product advertisements, including requirements for truthful and non-misleading content, substantiation of claims on all cosmetic products.

- II. Provide guidance and support to advertisers in developing compliant advertising materials, including assistance with content review, claim substantiation, and adherence to regulatory requirements.
- III. Cooperate and collaborate with industry stakeholders, advertising standards bodies, consumer advocacy groups, and media platforms to promote responsible advertising practices, foster transparency, and address emerging challenges in cosmetics advertising.
- IV. Educate consumers about their rights and responsibilities regarding cosmetics advertising, including how to identify misleading or deceptive advertisements and where to seek recourse for false or misleading claims.

7. EXPORTATION

The exportation of cosmetics products and raw materials shall be regulated to ensure compliance with international standards, promote market access, and protect consumer health and safety. Hence, Governments shall:

- V. Streamline export requirements and documentation procedures for cosmetics products, including product registration, labelling, packaging, and compliance with destination country regulations.
- VI. Provide guidance and support to cosmetics manufacturers and exporters in understanding and fulfilling export requirements, including assistance with export documentation, product testing, and compliance with regulatory standards.
- VII. Conduct regular inspections and audits of cosmetics manufacturing facilities to verify compliance with export regulations, identify non-compliance issues, and ensure corrective actions are taken promptly.
- VIII. Facilitate access to international markets for cosmetics exporters through trade agreements, partnerships, and diplomatic channels, promoting fair trade practices and market expansion opportunities.
- IX. Cooperate and collaborate with international regulatory agencies, standards-setting bodies, and industry associations to harmonise export requirements, facilitate mutual recognition agreements, and streamline export processes.
- X. Provide capacity-building programs for cosmetics exporters on export regulations, market access requirements, and best practices for international trade, fostering competitiveness and compliance with global standards.

- XI. Ensure collaboration and information-sharing among government agencies, industry stakeholders, and trade associations to address emerging challenges and opportunities in cosmetics exportation, ensuring the integrity and safety of exported products and fostering a competitive and fair-trade environment.

8. IMPORTATION

The importation of cosmetic products and raw materials shall be regulated to ensure compliance with safety standards, protect consumer health, and promote fair trade practices. Consequently, the Government shall:

- I. Establish clear import requirements and documentation procedures for cosmetic products, including product registration, labelling, packaging, and compliance with domestic safety and quality standards.
- II. Require importers to obtain necessary permits, licenses, or certifications before importing cosmetic products into the country, demonstrating compliance with regulatory requirements and product safety standards.
- III. Conduct risk assessments and pre-market evaluations of imported cosmetics products to verify compliance with regulatory standards, identify potential risks or hazards, and prevent the entry of unsafe or substandard products into the market.
- IV. Implement border control measures to monitor and enforce compliance with import regulations, including random sampling, product testing, and inspection of import documents.
- V. Cooperate and collaborate with international regulatory agencies and standards-setting bodies for streamlined regulatory processes.
- VI. Enforce penalties, fines, or sanctions against importers found to violate import regulations.

9. STORAGE AND HANDLING

Storage and handling of cosmetic products and raw materials used for cosmetics production are critical to maintaining product quality, safety, and efficacy. Consequently, governments and relevant authorities must regulate and provide guidelines to ensure proper storage and handling practices. Which will include:

- I. Establishment of good storage practice (GSP), for cosmetic products, including temperature and humidity requirements, as well as guidelines for product handling and storage conditions specific to different types of products.

- II. Capacity building of personnel involved in cosmetics storage to ensure they understand proper handling procedures, storage requirements, and safety protocols.
- III. Routine inspections and audits of storage facilities should be conducted to ensure compliance with storage and handling regulations.

10. DISTRIBUTION AND SALE

The distribution and sales of cosmetic products and raw materials play a vital role in ensuring consumer access, safety, and satisfaction. Governments shall:

- I. Regulate distribution and sales channels to ensure compliance with safety and quality standards.
- II. Implement measures to prevent counterfeit or illegally imported products from entering the market.
- III. Establish and enforce good distribution practices guidelines for CBOs.
- IV. Regulate conditions under which cosmetic products are sold and distributed both online and onsite.
- V. Enforce sanctions against retailers found to violate distribution and sales regulations, including fines, penalties, or revocation of licenses, to deter non-compliance and protect consumer rights

11. USAGE

Safe and responsible usage of cosmetic products is essential to protect consumer health and well-being. Government shall:

- I. Educate consumers about proper usage of cosmetic products, including instructions for application, dosage, and frequency of use.
- II. Foster consumer empowerment through education and awareness campaigns about safe cosmetics usage and potential risks associated with certain ingredients or practices

12. NATURAL AND ORGANIC COSMETICS

The increasing demand for organic cosmetics presents both opportunities and challenges in ensuring product safety, quality, and sustainability. Therefore, the Government shall:

- I. Develop regulatory standards and technical guidelines for the formulation, manufacture, marketing, and sale of organic cosmetics, ensuring alignment with health, safety, and environmental objectives.
- II. Promote the use of safe, non-toxic, and scientifically validated organic ingredients in cosmetic products, while safeguarding biodiversity.
- III. Establish clear criteria for the classification and labelling of products as “natural” or “organic,” including permissible ingredients, minimum content thresholds, processing methods, and prohibited substances.
- IV. Facilitate the certification and registration of “natural” or “organic,” cosmetic products through streamlined procedures that maintain rigorous safety assessments while supporting local nano, micro, small, and medium-scale enterprises (NMSMEs).
- V. Collaborate with indigenous communities to protect and preserve proprietary cosmetic knowledge to preserve cultural heritage.
- VI. Support public education campaigns to inform consumers about the benefits, limitations, and safe use of Natural and Organic cosmetic products.

13 COSMETICS PRACTITIONERS

Cosmetics practitioners play a significant role in Nigeria’s cosmetics value chain, particularly in product innovation, service delivery, and community-based beauty care. However, the proliferation of unregulated practices among cosmetics practitioners poses potential risks to health and consumer safety. Therefore, the Government shall:

- I. Recognise the role of cosmetics practitioners in the national cosmetics ecosystem and develop a regulatory framework for their registration, training, licensing, and continuous professional development.
- II. Establish minimum qualification criteria and safety training requirements for cosmetics practitioners, including hygiene standards, ingredient handling, product preservation, and consumer protection protocols.
- III. Mandate all cosmetics practitioners engaged in product formulation or treatment services to operate in accordance with national health, safety, and labelling standards as set out by the appropriate.
- IV. Encourage the formation of cosmetics practitioners groups at the grassroots, through access to skills acquisition programs, certification schemes, and

simplified regulatory registration processes tailored for micro and small enterprises.

- V. Regulate online marketing and sales of cosmetic products by social media-based vendors to prevent misinformation, unsafe claims, and the sale of unregistered or harmful products.
- VI. Collaborate with professional associations, vocational training institutes, and civil society organisations to build capacity, raise industry standards, and support responsible innovation among cosmetics practitioners.
- VII. Provide guidance and support to healthcare professionals regarding the identification and management of adverse reactions to cosmetic products.
- VIII. Provide incentives and support mechanisms for compliant cosmetics practitioners, including access to micro-grants, subsidised training programs, tax incentives, incubation hubs, and inclusion in government-funded capacity development schemes to foster growth, innovation, and adherence to safety standards.

14. COSMETIC PROCEDURES AND SERVICES

Cosmetic procedures and services have been reported in open markets and informal settings, often involving smuggled substances and unqualified operators. Such practices expose users to serious health complications, including organ damage, infections, and hormonal disturbances, and therefore require explicit regulatory oversight. To this end, the Government shall:

- I. Prohibit the use of unapproved and smuggled injectables for cosmetic purposes.
- II. Develop a licensing and certification framework for any entity or individual offering cosmetic procedures and services.
- III. Enforce sanctions against unlicensed operators administering invasive cosmetic procedures.
- IV. Develop regulations and guidelines for the practice of cosmetic procedures and services

15. COMPLAINT REDRESS

There shall be a robust complaint redressal structure in place to address grievances and concerns raised by users, stakeholders, and the public regarding products, services, or processes. Consequently, the Government at all levels shall:

- I. Establish accessible channels for lodging complaints, including online platforms, dedicated helplines, and physical complaint centres, ensuring transparency, confidentiality, and ease of use for complainants.
- II. Enact legislation or regulations mandating organisations to implement formal complaint handling procedures, including acknowledgement of complaints, investigation, resolution, and communication of outcomes within stipulated timeframes.
- III. Require organisations to designate trained personnel or departments responsible for managing complaints, providing necessary support and resources to facilitate timely and effective resolution.
- IV. Promote awareness and education initiatives to inform users and stakeholders about their rights and responsibilities when lodging complaints and the available redressal mechanisms and procedures.
- V. Encourage collaboration and partnership between government agencies, industry associations, consumer advocacy groups, NGOs, and other stakeholders to exchange best practices, share information, and address systemic issues contributing to complaints.
- VI. Evaluate and continuously improve the complaint redressal system based on feedback from complainants, stakeholders, and performance metrics, striving to enhance accessibility, efficiency, and satisfaction with the process.

16. TRACEABILITY

There shall be a traceability system to ensure the origin, effect recalls, and removal of unsafe and substandard cosmetics products from distribution and retail outlets in line with international best practices. Consequently, Governments shall;

- I. Facilitate the establishment of a cosmetics product traceability system from production to point of sale, including the incorporation of unique identifiers, batch numbers, and expiration dates into product packaging.
- II. Collaborate with relevant stakeholders to develop standardised protocols and technology solutions for effective data collection, storage, and retrieval within the traceability system.
- III. Provide capacity-building programs for industry stakeholders on the importance of traceability, product safety, and compliance with regulatory requirements.

- IV. Enforce strict penalties for non-compliance with traceability regulations, including fines, product recalls, and legal action against offenders, to deter the circulation of unsafe and substandard cosmetics products in the market.

17. PENALTIES AND ENFORCEMENTS

To ensure compliance with this Policy and safeguard health, consumer protection, and environmental sustainability, violations of the provisions of this Policy shall attract appropriate penalties. Government shall:

- I. Implement and enforce penalties in line with their statutory mandates, which shall include administrative, civil, and criminal sanctions, as may be applicable under existing laws and regulations, for offences related to;
 - the manufacture, importation, exportation, marketing, distribution, sale or use of unregistered or adulterated cosmetics.
 - False, misleading, or deceptive labelling, packaging, or advertising.
 - Obstruction of regulatory inspections, investigations, or enforcement actions.
 - Improper disposal of cosmetic waste in violation of environmental standards.
 - All other cosmetics safety and health violations.
- II. Ensure proportionate penalties to the severity and recurrence of the offence, ranging from warnings and corrective directives to suspension, blacklisting, and/or revocation of licenses, product recalls, and prosecution under applicable laws.
- III. Ensure transparent, consistent, and fair application of penalties, with due process guaranteed to all parties.
- IV. Ensure that the penalty framework serves both as a deterrent against violations and as a mechanism to promote voluntary compliance, industry responsibility, and consumer trust

3.10.2 PILLAR 2: COSMETICS VIGILANCE AND HEALTH INTELLIGENCE

Protecting human health requires a system that not only regulates products but also learns from their use. This pillar promotes cosmetovigilance, robust health surveillance, and early warning systems to detect, assess, and prevent adverse health outcomes linked to cosmetics. It aligns with global health security principles and prioritises timely data and emergency preparedness.

1. COSMETOVIGILANCE

The surveillance and monitoring of adverse events associated with cosmetic products is essential to safeguarding consumer health and ensuring the safety of cosmetic products in the market. Government shall:

- I. Establish a robust cosmetovigilance system to monitor and analyse adverse events related to cosmetic products, including allergic reactions, skin irritations, and other adverse effects.
- II. Require manufacturers, importers, and distributors to report adverse events associated with their products to regulatory authorities promptly.
- III. Adverse events arising from injectable or intravenous cosmetic procedures (e.g. kidney, liver, or hormonal complications linked to IV Glutathione or Vitamin C infusions) shall be captured under the national cosmetovigilance reporting system. This includes mandatory reporting from health facilities, community surveillance, and public complaint channels.
- IV. Implement mechanisms for healthcare professionals and users to report adverse events directly to regulatory authorities or designated cosmetovigilance centres.
- V. Analyse reported adverse events to identify potential safety concerns, trends, or patterns that may require further investigation or regulatory action.
- VI. Cooperate and collaborate with international cosmetovigilance networks and regulatory agencies to share information, best practices, and lessons learned in monitoring and responding to adverse events.
- VII. Provide guidance and support to healthcare professionals, consumers, and industry stakeholders regarding reporting procedures, risk assessment, and management of adverse reactions to cosmetic products.
- VIII. Conduct regular reviews and assessments of cosmetic ingredients and formulations to identify potential safety risks and ensure compliance with regulatory standards.
- IX. Ensure transparency and accountability in cosmetovigilance activities through public reporting of adverse event data, regulatory actions, and risk communication efforts to consumers and healthcare professionals.
- X. Incorporate cosmetovigilance into routine ANC & PNC guidelines

2. POST-MARKET SURVEILLANCE

Post-market surveillance of cosmetic products is essential to ensure ongoing safety and efficacy, detect potential risks, and protect consumer health. Governments shall:

- I. Strengthen the existing and maintain a comprehensive post-market surveillance system to monitor the safety, efficacy and quality of cosmetic products after they have been introduced to the market.
- II. Require CBOs to report adverse events, including allergic reactions, skin irritations, and other adverse effects, to regulatory authorities.
- III. Conduct regular reviews and assessments of product safety, quality, and efficacy to identify potential safety concerns, trends, or patterns that may require further investigation or regulatory action.
- IV. Cooperate and collaborate with international post-market surveillance networks and regulatory agencies to share information, best practices, and lessons learned in monitoring and responding to adverse events.
- V. Provide guidance and support to healthcare professionals, users, and industry stakeholders regarding reporting procedures, risk assessment, and management of adverse reactions to cosmetic products.

3. HEAVY METALS AND HAZARDOUS SUBSTANCES

A structured approach is essential to monitor and control the use of heavy metals, corticosteroids, and other toxic chemicals in cosmetics, whether introduced intentionally or present as residual contaminants. These substances, which include but are not limited to lead, mercury, arsenic, cadmium, and chromium, pose significant health risks, producing organ toxic, neurological, reproductive, dermatological, and carcinogenic effects. This component aims to strengthen cosmetic safety and health through robust monitoring, risk management, and enforcement. The Government shall:

- I. Establish mandatory testing protocols for heavy metals, corticosteroids and other high-risk chemical substances in cosmetic products, with a focus on high-risk categories and products likely to contain such substances as raw materials or impurities.
- II. Define and enforce maximum permissible limits for heavy metals, corticosteroids and toxic chemicals in cosmetic formulations, harmonised with international standards and based on current toxicological evidence.
- III. Develop and maintain an updated list of banned and restricted substances in cosmetics, including substances intentionally added for colouring, lightening, or preservative functions that pose unacceptable health risks.

- IV. Require full disclosure and labelling of all chemical ingredients, including any heavy metals, corticosteroids and toxic substances intentionally used, as part of product registration and market authorisation processes.
- V. Integrate routine and risk-based testing of cosmetic safety into post-market surveillance, border control inspections, and quality assurance systems.
- VI. Mandate the submission of valid Certificates of Analysis from accredited laboratories confirming compliance with chemical safety limits as a prerequisite for cosmetics product registration, importation, and continued market access.
- VII. Establish a national register of non-compliant cosmetic products found to contain prohibited or excessive levels of heavy metals, corticosteroids, or other toxic substances, with public notification mechanisms for consumer protection.
- VIII. Provide capacity building and technical support for healthcare professionals, laboratories, and industry stakeholders to enhance the detection, analysis, and reporting of harmful chemicals in cosmetics.
- IX. Promote collaboration with toxicology centres, health surveillance systems, and poison control units to support detection and response to adverse health outcomes linked to chemical exposure from cosmetic products.

3. DATA MANAGEMENT

A reliable, accessible, and integrated data management system is critical for effective cosmetovigilance, post-market surveillance, health risk communication, and regulatory decision-making. The government shall:

- I. Establish a national cosmetics safety data management system to collect, process, analyse, and disseminate data on cosmetics products, adverse events, market authorisations, post-market surveillance, inspections, and regulatory actions.
- II. Develop and implement standardised data collection and reporting tools for use by regulatory agencies, manufacturers, importers, distributors, healthcare providers, and consumers to ensure consistency, accuracy, and completeness of cosmetic safety data.
- III. Integrate cosmetic safety data systems with existing national health information systems, cosmetics surveillance databases, environmental health reporting platforms, and global health security frameworks to enhance coordinated health intelligence.

- IV. Provide secure, real-time digital reporting platforms and mobile applications for the submission of adverse event reports, complaints, traceability records, and surveillance data by healthcare professionals, industry players, and the public.
- V. Ensure compliance with national data protection, privacy, and confidentiality standards in the collection, storage, and use of cosmetics-related data while promoting open access to non-sensitive health information.
- VI. Facilitate regular data analysis, trend monitoring, and risk assessment exercises to identify emerging health concerns, monitor the effectiveness of regulatory interventions, and support evidence-based decision-making.
- VII. Develop and implement a national cosmetics safety database and adverse event registry, accessible to regulatory authorities and relevant stakeholders for informed policy development and operational planning.
- VIII. Build the capacity of regulatory authorities, health professionals, and industry stakeholders in data management, reporting procedures, surveillance analytics, and information dissemination through targeted training and resource support.
- IX. Publish annual national cosmetics safety reports summarising market surveillance outcomes, adverse event trends, regulatory actions, and health alerts to promote transparency, accountability, and public awareness.
- X. Foster collaboration and data-sharing agreements with regional and international cosmetic safety networks, regulatory agencies, and health organisations to strengthen global cosmetic safety intelligence and emergency response coordination.

4. EMERGENCY PREPAREDNESS AND RESPONSE

In the event of emergencies related to cosmetics, swift and effective action is crucial to mitigate risks, protect health, and ensure consumer safety. Government shall:

- I. Establish emergency response protocols and contingency plans to address incidents such as product contamination, adverse reactions, or other safety concerns related to cosmetic products.
- II. Designate regulatory authorities or emergency response teams responsible for coordinating and managing responses to cosmetics-related emergencies, including communication with stakeholders and the public.
- III. Implement mechanisms for rapid notification and reporting of emergencies, including requirements for manufacturers, distributors, and healthcare professionals to report incidents to regulatory authorities.

- IV. Build the capacity of regulatory authorities, health professionals, and industry stakeholders in emergency preparedness and response in ACEs
- V. Provide guidance and support to healthcare professionals and emergency responders on identifying and managing adverse reactions or injuries related to cosmetic products, including access to treatment protocols and medical resources.
- VI. Collaborate with industry stakeholders, including manufacturers, distributors, and trade associations, to facilitate timely and coordinated responses to emergencies, including product recalls or market withdrawals, to minimise risks to consumers.
- VII. Ensure transparency and accountability in emergency response efforts through timely communication with the public, including updates on the nature of the emergency, actions taken, and recommendations for consumers.
- VIII. Conduct post-event reviews and evaluations to assess the effectiveness of emergency response protocols, identify areas for improvement, and implement corrective actions to strengthen preparedness for future emergencies.
- IX. Enforce sanctions against entities found to be negligent or responsible for emergencies related to cosmetic products, including fines, penalties, or legal actions, to uphold public safety and deter future incidents

5. DISPOSAL OF COSMETICS WASTE

An effective system for the disposal of cosmetics waste to minimise environmental pollution and health hazards associated with improper disposal practices shall be established. Accordingly, the Government shall:

- I. Establish regulations and guidelines for the safe handling, storage, transportation, and disposal of cosmetics waste, taking into account environmental impact assessments, waste classification, and disposal methods.
- II. Promote the implementation of waste reduction strategies, including the use of sustainable packaging materials, product reformulation to minimise hazardous ingredients, and the adoption of refillable or recyclable packaging options.
- III. Encourage collaboration between cosmetics manufacturers, retailers, waste management companies, and regulatory agencies.
- IV. Provide incentives and support for research and innovation in the development of environmentally friendly alternatives to conventional cosmetics products and packaging materials, such as biodegradable or compostable formulations.

- V. Invest in infrastructure development for the treatment and disposal of cosmetics waste, including the establishment of specialised facilities for hazardous waste management, recycling centres, and composting facilities.
- VI. Enforce regulatory compliance through monitoring, inspection, and enforcement activities, including penalties for non-compliance with waste disposal regulations, to deter illegal dumping and ensure accountability throughout the cosmetics supply chain.
- VII. Cooperate and collaborate with international organisations, industry associations, and other stakeholders to exchange best practices, share knowledge, and address cosmetics-related global challenges.

6. COSMETIC SAFETY AWARENESS

Promoting cosmetic safety awareness is essential to empower users with knowledge and ensure the safe use of cosmetic products. Government shall:

- I. Develop and implement public awareness and education campaigns on activities related to cosmetic safety.
- II. Provide accessible and accurate information to consumers about common ingredients in cosmetic products, their potential effects, and how to make informed choices based on individual preferences and needs.
- III. Cooperate and collaborate with industry stakeholders, consumer advocacy groups, and healthcare professionals to develop educational materials and resources on cosmetic safety, tailored to different audiences and demographics.
- IV. Incorporate cosmetic safety and health education into school curricula, vocational training programs, and community outreach initiatives to instil lifelong habits of safe product usage and informed decision-making.
- V. Encourage users to report adverse reactions or concerns about cosmetic products to regulatory authorities or designated surveillance systems, facilitating timely investigation and response to potential safety issues.

3.10.3. PILLAR 3: UNLOCKING THE COSMETICS VALUE CHAIN

The Nigerian cosmetics sector holds untapped potential to contribute to job creation, youth innovation, trade diversification, and export earnings. This pillar focuses on unlocking economic opportunities through research, development, and a safe, regulated environment for growth. It ensures safety doesn't hinder progress but instead becomes a foundation for sustainable industrial innovation and inclusive development.

1. RESEARCH, DEVELOPMENT AND TRAINING

Research, development, and training are essential pillars of innovation and advancement in the cosmetics industry, driving product, safety, quality, efficacy, and consumer satisfaction. Government shall:

- I. Foster an enabling environment for research and development (R&D) in the cosmetics industry by providing funding support, tax incentives, and grants to encourage investment in R&D activities.
- II. Encourage local research and innovation to strengthen indigenous capacity in product development, formulation science, cosmetovigilance, cosmetics toxicology, and quality assurance.
- III. Facilitate collaboration between academia, research institutions, and industry stakeholders to advance scientific knowledge and develop innovative solutions for cosmetics formulation, product development, and safety assessment.
- IV. Promote research initiatives focused on emerging trends, such as natural ingredients, sustainable packaging, and personalised cosmetics, to address evolving consumer preferences and market demands.
- V. Establish training programs and capacity-building initiatives to enhance technical skills, knowledge, and expertise among cosmetics industry professionals, including scientists, formulators, regulators, and quality assurance personnel.
- VI. Provide support for vocational training and apprenticeship programs to cultivate a skilled workforce in cosmetics manufacturing, product testing, quality control, and regulatory compliance.
- VII. Encourage collaboration with international partners and institutions to exchange best practices, share research findings, and promote global cooperation in cosmetics R&D and training initiatives.
- VIII. Incorporate ethics and sustainability principles into R&D and training programs, emphasising responsible innovation, environmental stewardship, and social responsibility in the cosmetics industry.
- IX. Promote diversity and inclusion in R&D and training activities, ensuring equitable access to opportunities and resources for individuals from diverse backgrounds and underrepresented groups, with emphasis on gender equity.
- X. Evaluate the effectiveness of R&D and training initiatives through monitoring and assessment mechanisms, measuring outcomes such as innovation outputs, workforce development, and industry competitiveness.

- XI. Foster a culture of continuous learning and knowledge sharing in the cosmetics industry through conferences, seminars, workshops, and networking events, promoting collaboration and excellence in research, development, and training.
- XII. Protect the intellectual property of individuals' proprietary rights for indigenous cosmetics product formulations.
- XIII. Promote the commercialization of innovative research findings between academia, research institutes, and Industry.

2. EXPORT MARKET ACCESS AND TRADE FACILITATION

To improve Nigeria's participation in regional and international cosmetics markets, the government shall:

- I. Strengthen national product standards, certification systems, and regulatory frameworks to align with international cosmetic safety and trade requirements.
- II. Streamline and harmonise export documentation, customs clearance, and logistics processes for cosmetics products in collaboration with the Nigerian Customs Service and other trade facilitation agencies.
- III. Support cosmetics manufacturers, distributors, and exporters to participate in regional and global trade fairs, business-to-business (B2B) platforms, and market entry initiatives to promote indigenous brands.
- IV. Cooperate and collaborate with ECOWAS, AfCFTA1, and other trade blocs to negotiate preferential trade agreements, mutual recognition arrangements, and reduce non-tariff barriers affecting Nigerian cosmetics exports.
- V. Establish a National Export Readiness Support Programme (NERSP) for cosmetics businesses, providing technical assistance on international regulatory requirements.
- VI. Facilitate access to trade finance, credit guarantees, and risk mitigation instruments for cosmetics exporters through financial institutions and export support agencies.
- VII. Promote the establishment of export-oriented industrial parks and cosmetics clusters with shared infrastructure, laboratories, and distribution facilities to enhance efficiency and market readiness.
- VIII. Advocate for the review of restrictive policies on the importation of essential raw materials, packaging inputs, and manufacturing technology required for competitive, export-focused cosmetics production.

- IX. Develop and maintain a national registry of certified cosmetics exporters and a digital platform for trade information, market intelligence, and export market access opportunities.
- X. Promote international regulatory cooperation on cosmetic safety standards and market access frameworks to facilitate cross-border trade while safeguarding health and user safety.

3. RAW MATERIAL AND PRODUCT SOURCING

To strengthen local content and improve supply chain resilience in the cosmetics sector, the government shall:

- I. Promote the local cultivation, processing, and industrial utilisation of indigenous raw materials and natural ingredients for cosmetics production.
- II. Support the establishment of raw material resource centres, product libraries, and ingredient reference banks for use by cosmetics formulators, manufacturers, and researchers.
- III. Encourage public-private partnerships for the development of domestic supply chains for essential cosmetics inputs, including oils, extracts, fragrances, packaging materials, and functional ingredients.
- IV. Facilitate access to credit, grants, and incentives for farmers, cooperatives, and processors engaged in the production of cosmetics-grade raw materials.
- V. Integrate cosmetics raw materials development into national programmes on agro-industrialisation, non-oil export diversification, and renewable resource development.
- VI. Promote research and documentation of indigenous knowledge systems, plant species, and traditional formulations with commercial potential for cosmetics manufacturing.
- VII. Support the certification, quality assurance, and traceability of locally sourced ingredients to meet national and international regulatory standards.
- VIII. Facilitate partnerships between local suppliers and cosmetics manufacturers through supplier development programmes, vendor registration schemes, and supply chain integration initiatives.
- IX. Encourage regional collaboration on cross-border sourcing and trade in cosmetics raw materials within ECOWAS and AfCFTA frameworks.

- X. Promote the use of sustainable, ethically sourced, and environmentally responsible raw materials in line with global best practices on green cosmetics production.

4. SUSTAINABLE WASTE MANAGEMENT FOR INDUSTRIAL GROWTH

Ensuring the growth of the cosmetics industry is environmentally responsible and contributes to national goals in line with the SDGs. The government shall:

- I. Develop and enforce national guidelines for the environmentally sound management, disposal, and safe recycling of cosmetic waste.
- II. Promote the adoption of cleaner production technologies, waste reduction strategies, and resource efficiency practices by cosmetics manufacturers, distributors, and importers.
- III. Establish take-back, recycling, and extended producer responsibility (EPR) schemes for cosmetics packaging and post-consumer waste in collaboration with industry stakeholders and waste management authorities.
- IV. Facilitate partnerships between cosmetics companies, waste management service providers, and recycling enterprises to create circular economy models for the sector.
- V. Establish cosmetics waste management and environmental health programmes in line with the extant international conventions.
- VI. Provide technical support for companies investing in eco-friendly packaging, biodegradable products, and safe waste recycling initiatives.
- VII. Develop capacity building programmes and public awareness campaigns on cosmetics waste management for manufacturers, retailers, users, and regulatory authorities.
- VIII. Encourage research on sustainable packaging alternatives, green formulation processes, and low-impact manufacturing practices for the cosmetics industry.
- IX. Promote international cooperation and collaboration on sustainable waste management and circular economy models in the cosmetics sector.

CHAPTER 4

4.0 INSTITUTIONAL ARRANGEMENT

The institutional arrangement of the National Policy on Cosmetics Safety and Health is to guarantee effective, coordinated, and results-driven programme implementation. Past efforts have largely been sector-specific, poorly coordinated, underfunded, and limited in scope, falling short of achieving sustainable health outcomes. The National Policy on Cosmetics Safety and Health is committed to establishing a comprehensive and integrated framework through the adoption of an Integrated Cosmetics Safety Management approach. To operationalise this, the policy proposes the establishment of a Multi-Sectoral Ministerial Advisory Council on Cosmetics (MMAC) as the highest decision-making body for cosmetic safety in Nigeria. The MMAC will provide overarching policy direction, ensure that national regulations align with this policy and national development priorities, and facilitate inter-ministerial collaboration at the highest level.

Operationalising the MMAC, a National Cosmetics Safety Management Technical Working Group (NCSM-TWG) will be established as the primary technical and advisory body responsible for overseeing the implementation of policy decisions, resolving operational bottlenecks, and ensuring effective coordination among relevant agencies and stakeholders in operational planning, surveillance oversight, data management, and technical programme implementation. The NCSM-TWG will provide evidence-based recommendations to the MMAC and coordinate the technical activities required for cosmetic safety management nationwide. The NCSM-TWG shall, by its discretion, choose to create ad hoc subcommittees for specific tasks or functions as it deems fit. This institutional framework is designed to provide clear leadership, effective coordination, transparency, and accountability across all levels of the National Cosmetics Safety System, ensuring a unified and efficient national response to cosmetic safety challenges.

4.1.1 INSTITUTIONAL HIERARCHY:

- I. Multi-Sectoral Ministerial Advisory Council on Cosmetics (MMAC) - policy oversight and high-level coordination.
- II. National Cosmetics Safety Management Technical Working Group (NCSM-TWG) - inter-agency coordination, policy implementation oversight, technical execution, surveillance, data analysis, operational activities ensuring a unified and efficient national response to cosmetic safety challenges.

4.2. MULTI-SECTORAL MINISTERIAL ADVISORY COUNCIL ON COSMETICS (MMAC)

A Multi-Sectoral Ministerial Advisory Council on Cosmetics (MMAC) shall be established.

4.2.1 FUNCTIONS OF THE MMAC

The MMAC shall perform the following functions:

- I. Provide overarching policy guidance and strategic direction for the implementation of the National Policy on Cosmetics Safety and Health (NPCSH).
- II. Ensure alignment of cosmetics safety initiatives with national development priorities.
- III. Facilitate inter-ministerial cooperation and collaboration on issues relating to cosmetic safety and health.
- IV. Oversee the performance of the National Cosmetics Safety Management Technical Working Group (NCSM-TWG) and provide directives to guide its operations.
- V. Advocate for resources, political support, and stakeholder engagement for the effective implementation of the NPCSH and associated programmes.
- VI. Review national cosmetic safety reports and surveillance data, providing high-level recommendations for policy adjustments where necessary.
- VII. Facilitate international cooperation, compliance with global frameworks, and trade harmonisation initiatives in line with Nigeria's international obligations.
- VIII. Advocate for the mainstreaming of cosmetic safety into broader national health, environmental, and industrial development policies.

4.2.2 COMPOSITION OF THE MMAC

The membership of the MMAC shall consist of Honourable Ministers or their duly appointed representatives, that is, not less than a Director from the corresponding Department from the following institutions:

- I. Federal Ministry of Health and Social Welfare
- II. Federal Ministry of Industry, Trade and Investment
- III. Federal Ministry of Environment
- IV. Federal Ministry of Budget and Economic Planning
- V. Federal Ministry of Education
- VI. Federal Ministry of Information and National Orientation
- VII. Federal Ministry of Innovation, Science and Technology.

4.2.3 MEETING CADENCE AND SECRETARIAT

The Secretariat of the Multi-Sectoral Ministerial Advisory Council on Cosmetics (MMAC) shall be housed within the Department of Food and Drug Services of the Federal Ministry of Health and Social Welfare. The Honourable Coordinating Minister of Health and Social Welfare shall serve as Chairperson of the Council and shall exercise strategic leadership over its deliberations and decisions.

The MMAC shall convene in plenary session at least once a year or as deemed necessary.

The Secretariat shall be responsible for convening meetings and coordinating with other relevant MDAs.

4.4 NATIONAL COSMETICS SAFETY MANAGEMENT-TECHNICAL WORKING GROUP (NCSM-TWG)

The National Cosmetics Safety Management–Technical Working Group (NCSM–TWG) shall serve as the principal national mechanism for operational coordination, technical decision-making, programme oversight, and inter-agency collaboration in the implementation of the National Policy on Cosmetic Safety and Health (NPCSH).

4.4.1 FUNCTIONS OF THE NCSM-TWG

The NCSM-TWG shall perform the following functions:

- I. Advise on national action plans, Strategic Frameworks, and Regulations related to cosmetic safety management.
- II. Serve as the primary coordination platform for all national cosmetic safety initiatives, projects, and programmes.
- III. Translate policy directives and strategic decisions from the Multi-Sectoral Ministerial Advisory Council on Cosmetics (MMAC) into actionable technical and operational plans.
- IV. Provide expert technical advice and evidence-informed recommendations on cosmetic safety, regulation, and health risk management.
- V. Oversee and coordinate the implementation, monitoring, and evaluation of national cosmetic safety programmes, ensuring transparency, accountability, and continuous improvement.
- VI. Facilitate inter-agency cooperation among relevant MDAs, regulatory authorities, academia, industry associations, civil society, and development partners.
- VII. Advocate for technical, financial, and logistical support for national and sub-national cosmetic safety programmes.
- VIII. Recommend training and capacity-building programmes for regulators, industry actors, and stakeholders across the cosmetics value chain.
- IX. Advise on the drafting, reviewing, and updating of proposed legislation, guidelines, and strategic documents.
- X. Review reports and make recommendations on risk, hazards, and surveillance on cosmetic safety.
- XI. Support advocacy, public engagement, and stakeholder sensitisation and awareness on cosmetic safety management.
- XII. Recommend policy adjustments, regulatory reforms, or programme innovations to the MMAC based on operational realities and emerging health ACEs.
- XIII. Perform any other functions as may be assigned by the Honourable Minister of Health and Social Welfare or the MMAC.

4.4.2 THE COMPOSITION OF NCSM-TWG:

The membership of the NCSM-TWG shall include at least one representative of the following:

- I. Federal Ministry of Health and Social Welfare
- II. Federal Ministry of Industry, Trade and Investment

- III. Federal Ministry of Environment
- IV. Federal Ministry of Women Affairs
- V. Federal Ministry of Justice
- VI. Federal Ministry of Finance
- VII. Federal Ministry of Labour and Employment
- VIII. Federal Ministry of Budget and Economic Planning
- IX. Federal Ministry of Innovation, Science and Technology
- X. National Agency for Food and Drug Administration and Control
- XI. Institute of Public Analysts of Nigeria
- XII. Standards Organisation of Nigeria
- XIII. Federal Competition and Consumer Protection Commission
- XIV. National Environmental Standards and Regulations Enforcement Agency
- XV. National Orientation Agency
- XVI. Institute of Chartered Chemists of Nigeria
- XVII. National Primary Health Care Development Agency
- XVIII. Nigeria Centre for Disease Control and Prevention
- XIX. Nigeria Customs Service
- XX. Nigeria Police Force
- XXI. Raw Materials Research and Development Council
- XXII. National Institute for Pharmaceutical Research and Development
- XXIII. Academia
- XXIV. Civil Society Organisations
- XXV. Manufacturers Association of Nigeria
- XXVI. Actors Guild of Nigeria
- XXVII. Development Partners and UN Organisations
- XXVIII. Nigeria Economic Summit Group
- XXIX. National Market Women Association
- XXX. Nigerian Association of Dermatologists
- XXXI. Nigeria Association of Cosmetologists
- XXXII. Society of Cosmetic Scientists Nigeria

The NCSM-TWG shall co-opt any other member from among the relevant stakeholders as deemed necessary.

4.4.3 MEETING CADENCE AND SECRETARIAT OF NCSM-TWG

The Secretariat of the National Cosmetics Safety Management Technical Working Group (NCSM-TWG) shall be domiciled within the Department of Food and Drug Services of the Federal Ministry of Health and Social Welfare. The Technical Working Group shall be chaired by the permanent Secretary of the Federal Ministry of Health and Social Welfare or as may be so directed.

The NCSM-TWG shall convene quarterly meetings.

The Secretariat shall be responsible for coordinating the meetings of the NCSM-TWG.

CHAPTER 5

5.0 IMPLEMENTATION STRATEGY OF THE NATIONAL POLICY ON COSMETICS SAFETY AND HEALTH

5.1 INTRODUCTION / BACKGROUND

The implementation framework of the National Policy on Cosmetics Safety and Health (NPCSH) provides a strategic pathway to operationalise the policy's vision, objectives, and targets. It outlines how the policy will be translated into action through a set of well-defined programmes, measurable outcomes, and coordinated institutional roles. This framework serves as a practical tool to guide Ministries, Departments, and Agencies (MDAs), development partners, academia, civil society, and industry actors toward a harmonised approach to ensuring cosmetic safety and health protection across Nigeria. Given the multisectoral nature of the cosmetics industry and the increasing complexity of its value chain, from manufacturing and importation to distribution, marketing, and disposal, the implementation framework is designed to promote clarity, accountability, and coherence in stakeholder action. It aligns with the policy's three strategic pillars and is grounded in a results-based approach, allowing for consistent tracking, evaluation, and adaptive learning across the implementation period.

5.2 POLICY KEY RESULT AREAS (KRAs)

Pillar I – Regulatory Oversight and Governance

KRA 1: Effective and harmonised regulatory and institutional framework

KRA 2: Strengthened compliance, inspection, and enforcement systems

KRA 3: Functional product traceability and post-market surveillance system

KRA 4: Enhanced institutional and human resource capacity for regulation

KRA 5: Data documentation, collection, and analysis on regulatory activities

Pillar II – Cosmetics Vigilance & Health Intelligence

KRA 1: Operational national cosmetovigilance and reporting system

KRA 2: Strengthened laboratory, data, and surveillance capacity

KRA 3: Robust emergency preparedness and cosmetics incident management system

KRA 4: Evidence-based policy and health response to cosmetics-related hazards

Pillar III – Unlocking the Cosmetics Value Chain

KRA 1: Strengthened local R&D, innovation, and sustainable production capacity

KRA 2: Skilled workforce and institutional support for cosmetics manufacturing

KRA 3: Increased local sourcing and sustainable value chain practices

KRA 4: Expanded trade, export opportunities, and consumer awareness

5.3 OBJECTIVES

Pillar 1: Regulatory Oversight and Governance

- I. To establish a Multisectoral Ministerial Advisory Council on Cosmetics (MMACC) & NCSM-TWG.
- II. To develop, harmonise, and periodically update standards, regulations, and codes of practice on cosmetic safety
- III. To strengthen pre-market registration and traceability of cosmetic products
- IV. To strengthen enforcement, inspection, and post-market surveillance
- V. To strengthen institutional capacity for regulation, monitoring, and safety assessment.
- VI. To strengthen oversight and governance across all tiers of government
- VII. To integrate cosmeceuticals as a recognized category within the national cosmetics policy

Pillar 2: Cosmetics Vigilance and Health Intelligence

- I. To institutionalise a national cosmetovigilance system for adverse event reporting
- II. To strengthen laboratory testing, surveillance, and emergency response capacity
- III. To develop a guideline on the traceability of cosmetic products
- IV. To develop the SOPs for the safe disposal of cosmetic products
- V. To develop a national database on cosmetics
- VI. To periodically review the list for active cosmetics ingredients and the prohibition list of cosmetics to reduce exposure to heavy metals.
- VII. To enhance public awareness and stakeholder sensitization on chemical hazards in cosmetics
- VIII. To strengthen the cosmetics supply chain monitoring and control

Pillar 3: Unlocking the Cosmetics Value Chain

- I. To promote safe and inclusive local production.
- II. To expand export market access and the competitiveness of Nigerian cosmetics.
- III. To strengthen human capital development for the cosmetics sector.
- IV. To strengthen Research, Development, and Innovation

5.4 INITIATIVES

PILLAR 1 (Regulatory Oversight and Governance)								
Strategic Objective	Activities / Programmes	KPIs	Critical Success Factors	Risks	Mitigating Factors	Responsibility / Implementing MDAs	Time lines	Key Result Areas (KRAs)
1. Establish a Multisectoral Ministerial Advisory Council on Cosmetics (MMACC) & NCSM-TWG and provide a harmonised legislative framework for cosmetic safety in Nigeria.	Constitute and inaugurate MMACC with TORs	Council established, ≥9 MDAs represented	Broad stakeholder buy-in	Resistance from some MDAs	Sensitisation on health and economic benefits	FMHSW,	2025	Effective and harmonised Institutional & regulatory framework
	Constitute and inaugurate NCSM-TWG with TORs	≥20 stakeholder organisations represented	WHO and legal expert support	Low commitment of members	Regular meetings, defined roles	FMHSW,	2025	Effective and harmonised Institutional & regulatory framework
	Establish a Directorate to regulate Cosmetics and Household Products in NAFDAC	Directorate in NAFDAC Established	HOS/Ministerial Approval	Bureaucratic bottlenecks	Competent Justification	FMHSW	2028	Effective and harmonised Institutional & regulatory framework
	Conduct capacity-building and training	Number of CSMP staff trained in relevant	Strong collaboration with training institutions	Limited training budget and	Integrate training into annual work plans and	FMHSW, WHO, RTSL,	2027	Effective and harmonised Institutional

	programmes for CSMP staff on cosmetovigilance, M&E, and stakeholder coordination to enhance supervision and oversight of policy implementation.	thematic areas	(local & international)	logistical constraints	seek donor or partner support	Donor Partners		& regulatory framework
2. Develop, harmonise, and periodically update standards, regulations, and codes of practice on cosmetic safety	Conduct a gap analysis of existing cosmetics regulations and standards.	Gap analysis report published	Skilled workforce	Bureaucratic bottlenecks	WHO/partner technical support	FMHSW, NAFDAC, SON, NESREA and other MDAs	2025 - 2027	Effective and harmonised Institutional & regulatory framework
	Development /review of regulations and standards,	Number of new/updated instruments approved	Skilled workforce.	Bureaucratic bottlenecks and inadequate funding	Phased implementation timelines	FMHSW, NAFDAC, SON, NESREA and other MDAs	2025 – 2028	Effective and harmonised Institutional & regulatory framework
	Develop standards and codes of practice	Number of standards	Skilled workforce.	Inadequate funding	Dialogue forums for	FMHSW, SON, NAFDAC,	2025 – 2030	Effective and harmonised Institutional

	(formulation, labelling, testing, distribution)	developed and adopted			consensus-building			& regulatory framework
	Strengthen coordination with regional/international platforms (ECOWAS, AU, WHO, ISO, WTO)	At least one ISO, ARSO, benchmark adopted by 2028	Technical cooperation agreements	Funding gaps	Integration into donor/partner frameworks	FMHSW, NAFDAC, SON, FMITI FMEnv	2025 – 2030	Effective and harmonised Institutional & regulatory framework
3. Strengthen pre-market registration and traceability of cosmetic products	Strengthen the electronic registration system for cosmetics	Number of applications against the number of approvals within 120days	Integration with NAFDAC, SON, and Customs systems	Inadequate IT infrastructure and funding	Optimization of IT infrastructure	FMHSW, NAFDAC,	2026 – 2028	Functional product traceability & post-market surveillance system
	Develop and implement a traceability guideline	% of products with traceability markers.	Technical feasibility and industry adoption	Industry reluctance due to costs	Subsidies for SMEs, phased rollout	FMHSW NAFDAC, and other Relevant MDAs	2027 – 2030	Functional product traceability & post-market surveillance system
4. Strengthen enforcement, inspection, and post-	Review guidelines and SOPs on registration,	% of MDAs applying	Strong regulatory backing	Weak enforcement in	Engage market associations	FMHSW, NAFDAC,	2026 – 2028	Strengthened compliance, inspection &

market surveillance	labelling, packaging, handling, import/export screening	harmonised SOPs		informal markets	and local authorities			enforcement systems
	Harmonise inspection and enforcement protocols	% of joint inspections harmonised	Inter-agency commitment	Duplication of inspections	Regular joint planning	FMHSW, NAFDAC, SON, Federal and State MDAs	2026 – 2029	Strengthened compliance, inspection & enforcement systems
	Conduct cGMP for product registration and market authorisation	% of cGMP conducted	Skilled workforce	Inadequately skilled HR and funding.	Adequate HR and funding	FMHSW, NAFDAC	Continuous	Strengthened compliance, inspection & enforcement systems
	Conduct zonal training for Manufacturers, retailers, and handlers on GMP, GSDP, and labelling	Number of trained personnel	Training tools available	Limited reach to rural areas	Partner with state ministries and trade unions	FMHSW, State MOHs, NAFDAC and other relevant MDAs	2026 – 2029	Strengthened compliance, inspection & enforcement systems
	Implement GMP and GSDP protocols	% compliance rate	Enforcement teams functional	Low compliance in the informal sector	Market-level enforcement	FMHSW, NAFDAC,	2027 – 2030	Strengthened compliance, inspection &

	through inspections				with associations	State MOHs		enforcement systems
	Issue guidance on packaging, storage, and handling practices	# of unsafe products delisted	Adoption by manufacturers and retailers	Limited awareness	Industry campaigns and penalties	FMHSW, NAFDAC, SON	2026 – 2028	Strengthened compliance, inspection & enforcement systems
5. To strengthen institutional capacity for regulation, monitoring, and safety assessment	Develop a joint routine inspection and enforcement framework	Framework developed	Inter-agency cooperation	Poor inter-agency collaboration	Mediation of NSCM-TWG and MMAC	FMHSW, NSCM-TWG, NAFDAC & SON, Federal and State MDAs	2026 - 2027	Strengthened compliance, inspection & enforcement systems
	Conduct joint inspections and enforcement sweeps	Number of enforcement drives conducted	Inter-agency cooperation	Resistance from non-compliant	Public disclosure and sanctions	FMHSW, NAFDAC, SON, FCCPC, Federal and State MDAs	2027 – 2030	Strengthened compliance, inspection & enforcement systems
	Establish cosmetics recall and consumer alert protocols	Protocol established, number of recalls issued.	Efficiency of recall process	Slow recall execution	Clear SOPs and consumer communication channels	FMHSW, NAFDAC, FCCPC.	2026 – 2028	Functional product traceability & post-market surveillance system

6. Strengthen institutional capacity for regulation, monitoring, and safety assessment	Develop national guidelines on safety assessment	Guidelines developed	Qualified experts engaged	Limited rollout funds	University and partner MOUs	FMHSW, NAFDAC, WHO, Federal and State MDAs	2025 – 2026	Enhanced institutional & human resource capacity for regulation
	Define and institutionalise minimum qualifications for assessors	Number of qualification frameworks adopted	Alignment with HR systems	Resistance from unqualified personnel	Advocacy and phased transition	FMHSW, FMEdU, SON Federal and State MDAs	2026 – 2027	Enhanced institutional & human resource capacity for regulation
	Train a national pool of certified safety assessors	Training materials developed. Number of certified assessors	Training budget and experts	Limited pool of trainers	ToT and regional hubs	FMHSW, NAFDAC, Academia Federal and State MDAs	2026 – 2028	Enhanced institutional & human resource capacity for regulation
	Establish/up grade national testing laboratories	Number of accredited labs functional	Partnerships with universities and labs	Lack of equipment and expertise	International collaboration and twinning	FMHSW, NAFDAC, SON Federal MDAs	2026 – 2030	Enhanced institutional & human resource

								capacity for regulation
	Conduct training-of-trainers (ToT) for regulators on GMP and cosmetics standards	Toolkit developed and rolled out Number of regulators trained	WHO technical assistance	Sustainability of training Low utilisation	Institutionalise within training schools Embed toolkit into curricula	FMHSW, NAFDAC, SON, Federal and State MDAs	2026 – 2028	Enhanced institutional & human resource capacity for regulation
7. Strengthen oversight and governance across all tiers of government	Establish State Cosmetics Safety Focal Persons (CSFPs) within State Ministries of Health	Number of states with designated CSFPs	Formal approval from the National Council on Health (NCH)	Weak state-level buy-in.	Political will by SMOH	FMHSW (CSMP Secretariat), State Ministries of Health,	2026 – 2027	Operational national cosmetovigilance & reporting system
8. Integrate cosmeceuticals as a recognised category within the national cosmetics policy	Create detailed criteria for identifying cosmeceuticals based on ingredients (API) content, established	The criteria document for cosmeceutical classification was developed and adopted	Technical collaboration among stakeholders	Ambiguity between cosmetic and drug boundaries	Joint expert review and stakeholder validation	FMHSW, NAFDAC, SON, academic/research institutions	2026 - 2028	Strengthened compliance, inspection & enforcement systems

	safe limits in cosmetics formulations, intended therapeutic claims, and create a class from the Cosmetics class 3 to cosmetics class 3B called Cosmeceuticals.							
	Collaborate with regulatory bodies for knowledge sharing to adopt best practices for cosmeceuticals	Number of joint knowledge-sharing sessions and adopted best-practice models	Strong inter-agency coordination and commitment	Poor collaboration or data sharing among agencies	Formalised MoUs and regular inter-agency forums	FMHSW, NAFDAC, Federal and State MDAs	2028 - 2030	Strengthened compliance, inspection & enforcement systems
	Develop regulations and guidelines for	National regulations and guidelines for	Technical expertise and	Delays in approval and	Inclusive stakeholder engagement and phased	FMHSW, NAFDAC, SON, Legal Unit,	2026 - 2029	Strengthened compliance, inspection &

	cosmeceuticals	cosmeceuticals have been developed	stakeholder consensus	resistance from industry	implementation	Industry Associations		enforcement systems
	Partner with dermatologists, industry stakeholders, and consumer groups to educate on the benefits and risks of cosmeceuticals	Number of awareness campaigns and training sessions conducted on cosmeceutical use and safety.	Strong stakeholders collaboration	Low stakeholder participation	Continuous engagement and transparent communication channels	FMHSW, NAFDAC, FCCPC, Dermatologist Association, Federal and State MDAs	2028 - 2030	
PILLAR 2 (Cosmetics Vigilance and Health Intelligence):								
Strategic Objective	Activities / Programmes	KPIs	Critical Success Factors	Risks	Mitigating Factors	Responsibility / Implementing MDAs	Time lines	Key Result Areas (KRAs)
1. Institutionalise a national cosmetovigilance system for	Develop and roll out National Cosmetovigilance Guidelines	Guidelines developed and disseminated	Integration with pharmacovigilance structures	Underreporting due to low awareness	Awareness in professional groups and consumers	FMHSW, NAFDAC	2026 – 2027	Operational national cosmetovigilance & reporting system

adverse event reporting	Leverage on existing structure to establish cosmetovigilance reporting mechanisms	Number of reports received annually	High-level endorsement	Limited uptake by facilities	Embed into medical education and regulatory SOPs	FMHSW, NAFDAC, Tertiary Hospitals	2026 – 2028	Operational national cosmetovigilance & reporting system
	Develop self-study job aids or digital manuals for health workers on adverse cosmetic event reporting	Availability of self-study job aids or digital manuals Number of health workers/regulators trained	Availability of training tools	Low reporting culture	Continuous CME/CPD integration	FMHSW, NAFDAC,	2026 – 2029	Skilled workforce for surveillance
	Establish Cosmetovigilance centres across all six geopolitical zones	Number of functional cosmetovigilance centres established and reporting across all six geopolitical zones	Adequate funding, skilled personnel, and inter-agency coordination	Insufficient technical capacity and delayed reporting	Capacity building, clear SOPs, and digital reporting tools	FMHSW, NCDC, NAFDAC, NPHCDA	2026 - 2028	Operational national cosmetovigilance & reporting system
2. Strengthen laboratory testing, surveillance,	Conduct country-wide laboratory gap analysis	Gap analysis report published	Strong technical expertise	Delays in response	Independent consultants;	FMHSW, IPAN, NAFDAC,	2026 – 2027	Strengthened laboratory, data &

and emergency response capacity	for cosmetics				WHO support	SON, NCDC		surveillance capacity
	Upgrade laboratory infrastructure in-country to enhance and support cosmetics analysis, with emphasis on heavy metal detection	Number of laboratories upgraded	-Strong technical expertise, -Funding	Delays in response	Independent consultants, WHO support	FMHSW, NAFDAC, SON, IPAN, NCDC	2026 – 2027	Strengthened laboratory, data & surveillance capacity
	Establish a Cosmetics Rapid Response Team (CRRT)	CRRT operates with SOPs	Inter-agency cooperation	Weak coordination in emergencies	Zonal rapid response teams	FMHSW, NAFDAC, NCDC	2027	Robust emergency preparedness & chemical incident management
	Conduct quarterly market and online surveillance	Number of surveillance rounds completed	Adequate funding	Limited field reach	Risk-based targeting	FMHSW, NAFDAC, SON,	2027 – 2030	Robust emergency preparedness & chemical incident management
	Establish a network of PPP laboratories	Number of accredited PPP laboratories	Strong public–private collaboration,	Limited private sector participation,	Incentivise participation and	FMHSW, IPAN, NAFDAC,	2027 – 2030	Robust emergency preparedness & chemical

	for Cosmetics products and ACE testing	established and operational across geopolitical zones	clear MoUs, framework	Inadequate funding	recognition schemes			incident management
3. Develop a guideline on the traceability of cosmetic products	Develop a National Guideline on Cosmetics Product Traceability	Guideline developed and disseminated. % of products with mandated traceability markers within 24 months	Stakeholder buy-in	Low industry compliance, fragmented IT systems, high implementation cost		FMHSW, NAFDAC, SON, Customs, State MoHs	2026 – 2028	Robust emergency preparedness & chemical incident management
	Develop a Track-and-Trace system for cosmetics	Track-and-trace deployed	Industry cooperation	High tech/logistics cost	Start voluntary with large companies	NAFDAC	2026 – 2028	Improved product traceability and recall efficiency
	Establish guidelines on cosmetic waste disposal and recycling	Guidelines developed and adopted	Interagency buy-in	Industry non-compliance	PPPs with incentives	FMEEnv, FMHSW, NAFDAC, NESREA	2026 – 2027	Robust emergency preparedness & chemical incident management

4. Develop a national database on cosmetics	Establish National Cosmetic Safety Data Repository	Repository functional	Interoperability with MDAs	Data hoarding/poor reporting	Clear data governance mandates	FMHSW, NAFDAC, NCDC,	2026 – 2027	Strengthened laboratory, data & surveillance capacity
	Develop cosmetics health dashboard, reporting system and data collection tools	Dashboard accessed by MDAs	IT infrastructure	Poor adoption	Capacity building, mandatory use policy	FMHSW, NAFDAC, NCDC	2026 – 2028	Strengthened laboratory, data & surveillance capacity
	Collaborate with universities, research institutes, and teaching hospitals for basic and applied research	Number of research papers/policy briefs produced	Active research grants	Weak academia–policy link	MoUs, funding incentives	FMHSW, FMIST, Universities NHREC, Universities, Research Institutes,	2026 – 2030	Strengthened laboratory, data & surveillance capacity
5. Periodically review the list for active cosmetics ingredients and the prohibition list	Strengthen existing mandatory testing protocols for heavy metals & toxic	% of high-risk cosmetics tested annually, number of	Adequate lab capacity	Insufficient testing infra	PPP with labs; phased rollout	FMHSW, NAFDAC, SON, FMEEnv	2025 – 2027	Strengthened laboratory, data & surveillance capacity

of cosmetics to reduce exposure to heavy metals	substances in cosmetics	accredited labs						
	Define and enforce permissible limits for heavy metals & chemicals in cosmetics	National limits published; % of compliance	Political commitment	Industry resistance; smuggling	Stronger border controls; stakeholder dialogue	FMHSW, FMEnv, NAFDAC, SON,	2025 – 2027	Evidence-based policy & health response
	Maintain an updated banned/restricted substances list	Annual updates published	Access to toxicology evidence	Outdated info; low awareness	WHO/UNEP updates; online portal	FMHSW, FMEnv, NAFDAC, SON,	Annual	Evidence-based policy & health response
	Integrate cosmetic safety checks into surveillance & border control (47)	% of imports screened; number of withdrawals	Surveillance network functional	Border corruption; resourcing gaps	Tech-enabled inspections; audits	FMHSW, Customs, NAFDAC, Port Health, and NCDC.	2026 – 2030	Evidence-based policy & health response
	Mandate Certificates of Analysis (CoAs) for registration/importation	% of registered/imported products with valid CoAs	Accredited labs available	Forged CoAs; weak lab capacity	QR-coded CoAs; independent audits	FMHSW, NAFDAC, SON, CSMP	2025 – 2027	Functional product traceability & post-market surveillance system

	Develop cosmetics regulation for e-commerce	E-commerce cosmetics regulation was developed, adopted, and enforced. % of online vendors registered and compliant	Stakeholders Collaboration	Non-cooperation from online platforms;		FMHSW, FMITI, NAFDAC, NITDA, NCC, FCCPC and other MDAs		Functional product traceability & post-market surveillance system
	Develop a National Strategy and Roadmap for Lead Reduction in Cosmetics	% reduction in lead-contaminated cosmetics on the market	Strong inter-agency coordination and lab capacity	Weak enforcement and industry resistance	Regular surveillance, industry sensitisation, and strict import controls	FMHSW, FMEEnv, NAFDAC, SON, Customs, WHO RTSL	2025 – 2028	Elimination of toxic metals from cosmetics
	Strengthen the existing national register of non-compliant cosmetics	Register functional;	IT capacity	Poor reporting; underutilisation	Link to NAFDAC apps; consumer campaigns	FMHSW, NAFDAC, FCCPC	2026 – 2028	Functional product traceability & post-market surveillance system

6. Enhance public awareness and stakeholder sensitisation on chemical hazards in cosmetics	Develop and implement a National Risk Communication strategy on cosmetovigilance and cosmetic safety.	National Risk Communication Strategy developed	Engagement of trusted voices (health workers, CSOs, influencers)	Public apathy or misinformation	Use multiple channels (radio, community theatre, social media)	FMHSW (CSMP Secretariat), NOA, NAFDAC, other relevant MDAs	Q1 2026 – Q2 2026	Operational national cosmetovigilance & reporting system
	Conduct regular advocacy and sensitisation campaigns targeting users and cosmetics dealers	Number of sensitisation campaigns conducted annually	Continuous funding for communication materials	Low literacy and language barriers	Translate materials into local languages	FMHSW, State Ministries of Health, CSOs other relevant MDAs	Q2 2026 – Q4 2028	Operational national cosmetovigilance & reporting system
	Partner with media, civil society, and professional associations to amplify messages on ACE and safe practices	Number of media mentions/partnerships	Linkage of campaigns with reporting systems (hotlines, DHIS2)	Resistance from informal traders benefiting from unsafe products	Collaborate with trade associations for buy-in	FMHSW, NOA, Media Agencies, Professional Associations, and other relevant MDAs	Q2 2026 – Q4 2028	Operational national cosmetovigilance & reporting system

	Develop IEC materials in local languages for dissemination at health facilities, schools, markets, and salons	Number of IEC materials developed and distributed	Continuous funding and distribution channels	Low literacy and language barriers	Use visuals and infographics in IEC materials	FMHSW, NPHCDA, NOA, State Ministries of Health, other relevant MDAs	Q1 2026 – Q4 2028	Operational national cosmetovigilance & reporting system
	Collaborate with NPHCDA to design cosmetic safety interventions at the PHC levels	Number of interventions designed for PHC levels	Continuous funding support	Poor collaboration	Advocacy	FMHSW, NPHCDA, Donor partner	2029	Operational national cosmetovigilance & reporting system.
Pillar 3: Unlocking the Cosmetics Value Chain								
Strategic Objective	Activities / Programmes	Key Performance Indicators (KPIs)	Critical Success Factors	Risks	Mitigating Factors	Responsibility / Implementing MDAs	Time lines	Key Result Area (KRA)
1. To promote safe and inclusive local production.	Develop a code of practice	Number of SMEs registered and certified	Strong public-private partnerships.	Low uptake by nMSMEs.	Link COP to market access incentives	FMHSW, FMITI, SON, NAFDAC, FMHSW,	Q2 2026 – Q2 2028	Skilled workforce & institutional support for cosmetics

	(COP) for nMSMEs				and NAFDAC registration.	RMRDC, BOI, ICCON		manufacturing
	Introduce a “Safe SME Certification” tier with lower fees, basic training, and graduated compliance steps.	Number of nMSMEs certified under the tier.	Affordable compliance pathway.	Limited awareness among MSMEs.	Awareness campaigns via trade associations.	FMHSW, FMITI, NAFDAC, SON, ICCON	Q2 2026 – Q4 2027	Skilled workforce & institutional support for cosmetics manufacturing
	Provide technical support to nMSMEs on GMP compliance.	Number of MSMEs trained on GMP.	Active MSME participation.	Limited technical expertise.	Leverage universities and TVET for training.	FMHSW, NAFDAC, BOI, ICCON	Q1 2026 – Q4 2027	Skilled workforce & institutional support for cosmetics manufacturing
	Support the development of local standards for indigenous raw materials.	Standards published and adopted.	Collaboration with RMRDC and SON.	Fragmented industry sourcing.	Incentivise cooperatives for standard adoption.	FMHSW, SON, RMRDC, FMARD	Q2 2026 – Q2 2028	Strengthened local R&D, innovation & sustainable production capacity

	Facilitate R&D grants for cosmetic formulation innovation.	Number of funded R&D projects.	Availability of funding streams.	Funding gaps.	Leverage CBN and donor funding.	FMHSW, FMITI, FMIST, RMRDC, BOI, NIPRD,	Q1 2026 – Q4 2028	Strengthened local R&D, innovation & sustainable production capacity
	Develop guidelines on cosmetics raw material development as well as conservation and utilisation	Guideline developed	Funding support	Poor collaboration	Advocacy and Adequate Resource Mobilisation	FMHSW, FMIST RMRDC,	2028	Strengthened local R&D, innovation & sustainable production capacity
	Facilitate MSME access to domestic and international grants	Number of NMSMEs funded.	Active financial sector engagement.	Bureaucratic hurdles.	Simplify the application and approval process.	FMHSW, FMITI, BOI, CBN, SMEDAN, CBN's MSMEDEV.	Ongoing	Expanded trade, export opportunities & consumer awareness
2. To expand export market access and the competitiveness of Nigerian cosmetics.	Conduct a sector readiness assessment for cosmetics export.	Readiness report completed. Number of certified export-ready brands.	Policy alignment with AfCFTA.	Lack of harmonised regional standards.	Align with ECOWAS standards and AfCFTA frameworks.	FMHSW, FMITI, NEPC, NAFDAC	Q3 2026 – Q1 2028	Expanded trade, export opportunities & consumer awareness

	Support certification and labelling alignment with international trade requirements	% of brands with international certifications	Strong link with export promotion agencies.	High certification cost.	Subsidised certification schemes.	FMHSW, NEPC, FMITI, NAFDAC, SON, FMEnv	Q3 2026 – Q2 2028	Expanded trade, export opportunities & consumer awareness
	Partner with trade promotion agencies to showcase Nigerian brands.	Number of Nigerian brands showcased at trade fairs.	Collaboration with NEPC.	Limited participation of SMEs.	Provide sponsorship for SMEs.	FMHSW, FMITI, NEPC	Q2 2026 – Q4 2028	Expanded trade, export opportunities & consumer awareness
3. To strengthen human capital development for the cosmetics sector.	Develop a national curriculum for cosmetic science and regulatory affairs.	Curriculum approved by NBTE/NUC.	Institutional collaboration with academia.	Accreditation delays.	Incentivise adoption with grants.	FMHSW, FMEnv, NBTE, NUC, NAFDAC, ICCON	Q3 2026 – Q3 2028	Skilled workforce & institutional support for cosmetics manufacturing
	Support existing federal technical institutions to establish cosmetic safety	Number of training programmes established.	Strong buy-in from training providers.	Limited funding.	Availability of technical institutions.	FMHSW, FMEnv, FMIST, NAFDAC, ICCON,	Q2 2026 – Q4 2028	Skilled workforce & institutional support for cosmetics manufacturing

	training programmes.							
	Establish cosmetic safety recognised certification schemes.	Number of professional s certified.	Support from	Low uptake by the workforce.	Tie certification to employment opportunities .	FMHSW, NAFDAC, SON	Q3 2026 – Q4 2028	Skilled workforce & institutional support for cosmeticsma nufacturing

CHAPTER 6

6.0 FUNDING MECHANISM

The effective implementation of the National Policy on Cosmetics Safety and Health (NPCSH) requires a sustainable, coordinated, and diversified financing architecture. To ensure national ownership, policy sustainability, and performance accountability, cosmetics safety financing shall be fully integrated into existing national health financing reforms. Accordingly, the following funding mechanisms shall be adopted:

6.1 GOVERNMENT BUDGETARY ALLOCATIONS

The Federal, State, and Local Governments shall make dedicated budgetary provisions for cosmetic safety in their annual fiscal frameworks, supported through the National Appropriation Act and sub-national appropriation laws.

6.2 COST RECOVERY AND USER FEES

To strengthen financial sustainability and reduce reliance on public financing, cost recovery mechanisms shall be implemented. These shall include:

- I. Registration and licensing fees for cosmetics manufacturers, importers, and distributors
- II. Inspection, sampling, and laboratory analysis fees
- III. Certification fees for Good Manufacturing Practices (GMP) compliance and product safety approvals

All fees shall be cost-reflective, proportionate, and structured to avoid undue financial burdens on CBOs. Transparency in fee determination, collection, and utilisation shall be ensured.

6.3 PUBLIC-PRIVATE PARTNERSHIPS (PPPS)

The government shall promote structured public-private partnerships. These partnerships shall support:

- I. Joint public awareness campaigns on cosmetic safety
- II. Co-funding of training programmes and stakeholder workshops
- III. Laboratory infrastructure upgrades and quality assurance initiatives
- IV. Support for local product research and innovation using indigenous resources

Formal partnership frameworks shall define clear terms of engagement, financial commitments, and oversight mechanisms.

6.5 DONOR AND DEVELOPMENT PARTNER SUPPORT

Cosmetic safety shall be positioned within Nigeria's broader health frameworks to attract international support. The Federal Government shall actively engage with:

- I. International donor agencies
- II. Development partners
- III. United Nations agencies

6.6 ALTERNATIVE AND INNOVATIVE FINANCING MECHANISMS

To diversify funding sources, the policy shall also explore:

- I. Revenue generated from administrative fines and penalties for regulatory non-compliance
- II. Corporate Social Responsibility (CSR) contributions from cosmetics industry stakeholders
- III. User charges for specialised training and certification services
- IV. Special intervention funds under national health emergencies or environmental hazards frameworks, with fee exemptions where applicable.
- V. Integration of cosmetic safety financing into existing health intervention funds and grants
- VI. These complementary sources will improve the resilience and financial sustainability of the National Cosmetic Safety System.

6.7 FINANCIAL ACCOUNTABILITY AND TRANSPARENCY

All cosmetic safety financing activities under this policy shall adhere to the principles of financial accountability, transparency, and due process. Implementation shall be guided by applicable public financial management laws, donor fiduciary frameworks, and statutory audit procedures.

CHAPTER 7

7.0 MONITORING, EVALUATION, POLICY REVIEW, AND SUSTAINABILITY

A robust monitoring, evaluation, and learning (MEL) framework is essential for driving accountability, tracking progress, and ensuring that the National Policy on Cosmetics Safety and Health (NPCSH) delivers its intended outcomes across health protection, regulatory compliance, and value chain development. This chapter outlines the institutional architecture, performance mechanisms, and review processes required to assess the effectiveness of implementation, guide mid-course adjustments, and sustain the long-term relevance and impact of the policy.

7.1 OVERSIGHT AND COORDINATION

The implementation of the monitoring and evaluation framework shall be developed and overseen by the Food and Drug Services Department of the Federal Ministry of Health and Social Welfare.

7.2 M&E OBJECTIVES

The Monitoring and Evaluation framework of this policy is designed to:

- I. Assess compliance with the safety standards, regulatory frameworks, and operational guidelines articulated in the policy.
- II. Measure the effectiveness of interventions in achieving stated health, consumer protection, and value chain development objectives.
- III. Generate evidence and insights to inform decision-making, guide mid-course adjustments, and support future policy revisions.
- IV. Promote transparency and accountability by tracking stakeholder roles, responsibilities, and performance benchmarks.

7.3 MONITORING, REPORTING, AND EVALUATION MECHANISMS & POLICY REVIEW

To operationalise this, the following mechanisms shall be instituted:

- I. Monitoring and evaluation activities shall be anchored to the Implementation Strategy and Framework outlined within this policy document, with specific deliverables, performance indicators, responsible institutions, and timelines clearly articulated.
- II. A Cosmetics Safety Performance Monitoring Checklist and Dashboard shall be established by the FMHSW to routinely track the execution of priority interventions.

- III. An annual M&E review meeting by the NSCM-TWG shall be convened by the Federal Ministry of Health and Social Welfare
- IV. Annual consolidated M&E reports capturing sector-wide progress, key findings, challenges, and recommendations shall be prepared by the NCSM-TWG secretariat.
- V. A Mid-Term Policy Evaluation shall be conducted at the third year of implementation by an independent evaluation team, commissioned by the NCSM-TWG secretariat.
- VI. A comprehensive policy review shall be undertaken within five (5) years of policy implementation.

GLOSSARY

S/N	Term	Definition
1	Adverse Cosmetic Event (ACE)	Any undesirable or harmful occurrence related to the use of a cosmetic product, such as allergic reactions, skin irritation, or systemic toxicity.
2	Certificate of Analysis (CoA)	A document issued by quality control certifying the composition and quality of a cosmetics product batch.
3	Cosmetovigilance	The monitoring and reporting of adverse events or incidents related to the use of cosmetic products, to ensure product safety post-market.
4	Cosmetics	Any substance or mixture of substances intended to be rubbed, poured, sprinkled, or sprayed, introduced into or otherwise applied to the human body or any part thereof for cleansing, beautifying, promoting attractiveness or altering the complexion, skin, hair or teeth, and includes deodorants.
5	Cosmetics Business Operator (CBO)	Any individual or entity engaged in the manufacture, importation, exportation, distribution, or retail of cosmetic products in Nigeria.
6	Good Storage Distribution Practices (GSDP)	The standards and principles that ensure the quality, safety, and integrity of cosmetic products are maintained throughout the value chain from the point of manufacture, through storage, transportation, and distribution, until they reach the end user.
7	Extended Producer Responsibility (EPR)	A policy approach that places responsibility for the environmental impacts of cosmetic products and packaging on the producer, including end-of-life management.
8	Good Manufacturing Practice (GMP)	A system ensuring that products are consistently produced and controlled according to quality standards appropriate for their intended use.
9	Hazard Analysis and Critical Control Point (HACCP)	A systematic preventive approach to cosmetic safety that identifies, evaluates, and controls hazards during production.
10	Hard-to-Reach Areas (HTRAs)	Locations or surfaces within manufacturing equipment that are difficult to clean and may pose a contamination risk.

11	Intellectual Property (IP)	Legal rights protecting innovations, product formulations, designs, and trademarks used in the cosmetics industry.
12	International Nomenclature of Cosmetic Ingredients (INCI)	A standardised system of names for ingredients used in cosmetics, facilitating global ingredient labelling.
13	Monitoring and Evaluation (M&E)	A structured system for tracking policy implementation progress, assessing effectiveness, and ensuring accountability.
14	National Cosmetics Safety Management Technical Working Group (NCSM-TWG)	The technical advisory group is responsible for implementing the NPCCS policy, conducting surveillance, and managing operational activities.
15	Post-Market Surveillance	Ongoing monitoring of cosmetic products after they have been released into the market to ensure their continued safety and compliance.
16	Primary Health Care (PHC)	The first point of contact in the health system, which emphasises community participation, prevention, and access to safe products, including cosmetics.
17	Quality Assurance/Quality Control (QA/QC)	A combined system of process oversight and product verification to ensure compliance with regulatory and safety requirements.
18	Quasi-drug	A product that falls between cosmetics and pharmaceuticals in terms of its intended use and effect on the body. Considered to have a mild impact on the body and are often used for prevention or hygiene purposes.
19	Research and Development (R&D)	Scientific activities aimed at developing new cosmetic formulations, testing product safety, and promoting innovation.
20	Standard Operating Procedures (SOPs)	Established protocols for consistent operations in cosmetics manufacturing, inspection, testing, and other safety-related activities.
21	Traceability	The ability to track the history, production, and distribution of a cosmetic product or its ingredients across the supply chain.
22	Toxicological Risk Assessment	The scientific evaluation of the health risks posed by ingredients or finished cosmetics, including potential exposure routes.

23	Value Chain	The full range of activities involved in the lifecycle of cosmetics—from raw material sourcing, formulation, manufacturing, distribution, to end-use and disposal.
24	Cosmetics Practitioners	Cosmetics practitioners are individuals or entities engaged in the formulation, application, or provision of cosmetic products and beauty-related services to consumers, whether formally trained, informally skilled, or operating in the formal or informal sector. Cosmetics practitioners include but are not limited to: Independent cosmetics formulators or mixers, Spa operators, Beauty therapists or aestheticians, Dermatologists, Organic skincare producers, social media-based skincare trainers and vendors, and Mobile beauticians or self-taught product makers.
25	Cosmetic Procedures and Services	Cosmetic procedures and services refer to invasive or minimally invasive interventions performed for beautification or aesthetic purposes rather than medical treatment. These include practices such as intravenous skin-lightening infusions, mesotherapy, collagen injections, and other injectable preparations promoted to alter complexion, improve appearance, or reverse ageing. These procedures introduce substances directly into the body and carry systemic health risks when carried out without medical supervision
26	Cosmetic Misuse	This refers to the improper or unsafe use of cosmetic products in ways that expose users to health risks, undermine product efficacy, or violate recommended safety and regulatory standards.

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APPENDIXES

Appendix 1

CLASSIFICATION OF COSMETICS

(a) Hygiene and Cleansing Cosmetics

These products are primarily intended to cleanse the body and maintain hygiene. They include, but are not limited to:

- Soaps and body washes
- Shampoos and conditioners
- Facial cleansers
- Oral hygiene products (toothpastes, tooth powders, mouthwashes)

(b) Protective and Maintenance Cosmetics

These include cosmetics formulated to provide a protective barrier or maintain the physiological condition of the skin, hair, or oral cavity:

- Body creams and lotions
- Moisturisers and emollients
- Barrier creams
- Anti-pollution skin protectants
- Fluoride-containing toothpastes (non-therapeutic)

(c) Aesthetic and Decorative Cosmetics

These products are intended to alter or enhance the appearance without affecting structure or function:

- Make-up products (foundations, blushes, powders, eyeliners, lipsticks)
- Nail polishes and artificial nails
- Hair dyes and bleaches
- Temporary tattoos and body glitter

(d) Fragrance and Scented Products

Products whose primary function is to impart fragrance to the body or clothing:

- Perfumes
- Colognes
- Body sprays
- Deodorants (non-antiperspirant)

(e) Sun Care and UV Protective Cosmetics

Formulated to protect the skin from harmful ultraviolet radiation:

- Sunscreens
- After-sun lotions
- Sunblocks
- Tanning products

(f) Special Function Cosmetics

These products are formulated for specific purposes and include:

- Antiperspirants
- Anti-aging creams (non-therapeutic)
- Cellulite creams
- Skin-lightening and fairness products
- Products containing antioxidants for topical protection
- Cosmeceuticals

(g) Baby and Elderly-Specific Cosmetics

Products formulated specifically for vulnerable groups these items include:

- Baby lotions, oils, powders, body wash, and shampoos
- Products labelled “hypoallergenic”
- Elderly skin barrier protectants

These cosmetics shall be subject to enhanced safety scrutiny, given the physiological sensitivity of their target populations.

REGULATORY CATEGORISATION OF COSMETIC PRODUCTS

To ensure effective regulation, market surveillance, and risk mitigation, cosmetic products shall be further classified according to the following criteria:

1.3.1 Product Type-Based Categories

1. Skin Care Cosmetics

- Moisturisers, skin lightening creams, anti-ageing products
- Sun care products, exfoliants, anti-acne solutions (non-medicinal)
- Soaps, shower gels, bath oils and bath foams

2. Hair Care Cosmetics

- Shampoos, conditioners, hair oils
- Hair dyes, straighteners, bleaches
- Hair styling gels, waxes, lacquers

3. Oral Care Cosmetics

- Toothpastes and tooth powders
- Mouthwashes (non-medicated)

4. Eye Area Cosmetics

- Eyeliners, mascaras, eye shadows
- Brow pencils, artificial lashes

5. Nail Care Cosmetics

- Nail polishes and removers
- Cuticle oils and creams
- Nail elongators and hardeners

6. Fragrances and Perfumed Products

- Perfumes, deodorants, colognes
- Fragrance patches and scented lotions

INGREDIENT ORIGIN AND PROCESSING-BASED CATEGORIES

(i) Herbal Cosmetics

Products containing plant-based ingredients or extracts, including:

- Shea butter

- Neem
- Turmeric
- Aloe vera
- Coconut oil
- Hibiscus

These ingredients are incorporated into various formulations such as soaps, lotions, and pastes.

(ii) Natural and Naturally Derived Cosmetics

- *Natural*: Refers to substances extracted through mechanical or water-based processes without chemical alteration.
- *Naturally Derived*: Substances of plant or mineral origin that have undergone chemical processing to improve stability or biodegradability.

(iii) Organic and Organically Derived Cosmetics

- **Organic**: Ingredients cultivated under certified organic farming without synthetic pesticides or GMOs.
- **Organically Derived**: Ingredients partly natural and partly synthetic, processed using bio-based methods (e.g., fermentation or saponification), and excluding fossil fuel derivatives.

PRODUCT FORMULATION RISK PROFILE

For regulatory purposes and pre-market/post-market oversight, cosmetics shall also be classified by their **risk profile**:

- **Low-risk products** (e.g., soaps, shampoos, moisturisers)
- **Moderate-risk products** (e.g., hair dyes, chemical peels)
- **High-risk products** (e.g., skin lighteners, products for use near the eyes or mucous membranes, products for children under five, aerosolised sprays)

Products in the moderate and high-risk categories may be subject to additional safety assessments, clinical data reviews, or GMP certification requirements in accordance with NAFDAC guidelines.

SPECIAL PRODUCT TYPES

(a) Tattooing Substances and Pigments

Products intended for temporary or semi-permanent application to the skin via tattooing, including dyes and inks, fall outside the classical definition of cosmetics but are included

within the oversight of this Policy due to their cutaneous exposure and potential toxicological impact.

(b) Cosmetic Implants and Injectables

Implantable or injectable substances used solely for aesthetic purposes, such as dermal fillers and hyaluronic acid solutions, Collagen formulations, Intravenous Glutathione, and Vitamin C for skin-lightening, are not classified as cosmetics under Nigerian law. However, due to rising consumer use and safety concerns, the Federal Ministry of Health shall initiate a parallel regulatory protocol to align oversight of such products with applicable drug and medical device regulations.

AGE AND PHYSIOLOGY-SPECIFIC COSMETICS

Special regulatory attention shall be given to cosmetics formulated for sensitive or vulnerable population groups. These include:

- **Infant and baby cosmetics:** Products intended for children under 36 months must demonstrate safety for fragile skin, be free from known heavy metals, allergens, and contain no prohibited preservatives or fragrances of EDC nature.
- **Elderly cosmetics:** Products targeting age-related skin issues must be labelled accordingly and tested for dermal compatibility.
- **Hypoallergenic cosmetics:** Products marketed as hypoallergenic must be substantiated with non-clinical and clinical testing data.

INCLUSION CRITERIA FOR REGULATION AS A COSMETIC

A product shall be regulated as a cosmetic if it meets all of the following criteria:

1. It is applied externally or to the oral cavity (excluding ingestion).
2. It exerts no pharmacological, metabolic, or immunological effect.
3. Its purpose is limited to cleansing, beautifying, protecting, perfuming, or altering appearance.
4. It does not make claims of disease prevention, treatment, or cure.

Any product that fails to meet all these criteria shall be reviewed for reclassification as a drug, therapeutic good, or medical device in accordance with any existing national law in place or regulatory authority's internal classification guidance.

APPENDIX 2

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