



NATIONAL AGRICULTURAL EXTENSION POLICY



2023



Federal Ministry of Agriculture and Food Security

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FOREWORD

A key objective of the government of Nigeria, especially in the present dispensation, is to leverage the potentials of the agricultural sector to grow and diversify the national economy. The Country is naturally endowed with agricultural resources and manpower. In the past, agriculture wholly supported the national economy, until the commercial exploitation of crude petroleum resources that resulted in its neglect. The significant drop in crude oil prices in the international market in recent times has made it difficult for the country to raise enough foreign exchange to support her international transactions, including the importation of foods. Adequate support for revitalizing the agriculture sector is therefore a veritable alternative to crude oil in growing the national economy.

Most of the agricultural activities in the country are dominated by smallholder farmers. These farmers require support in various forms especially in terms of access to improved inputs and services. They also need to be empowered with technical know-how to optimize and enhance efficiency. Support to farmers to increase their comparative and competitive advantage in the use of new and modern production practices can best be provided by a virile National Agricultural Extension System (NAES).

The history of agricultural extension practice in Nigeria dates back to 1893 with the establishment of a botanical garden in Moor Plantation in the then Lagos colony. This notwithstanding, agricultural extension service has not had a guiding instrument to regulate its practices and support to farmers and other stakeholders. In 2015, the Government of Nigeria set up a committee to review the status of extension services nationwide with a view to charting a way forward to revitalize the national extension system. This policy is therefore a response by government to provide an enabling environment of a regulatory instrument to strengthen the discipline and practice of agricultural extension in the country. This will facilitate knowledge support to actors to efficiently drive increased agricultural productivity and ensure sustainable food and agricultural production.

The content of the policy is based on evidence and reflects the views of the various stakeholders who participated in Consultative Fora held across the country. These comprised Commissioners of Agriculture and Natural Resources, Chairman and Members of the State Houses of Assembly Committees on Agriculture, Local Government Council Chairman and Heads of Agriculture Department, Farmers and Farmers Organisations/Associations, Agricultural Research System, Private Extension Service Providers, Non-Governmental Organizations, Financial Institutions and Telecom Service Providers, among others.

I appreciate the contributions of all, to the formulation of the policy and wish to commit my Ministry to its effective implementation. I sincerely appreciate the International Fund for Agricultural Development (IFAD) and its support project, the Value Chain Development Programme (VCDP), for providing the financial assistance to the Consultants engaged to prepare the initial draft of the National Agricultural Extension Policy. I also wish to appreciate the International Food Policy Research Institute (IFPRI) for capacitating the staff of the Ministry to follow up the policy formulation process; Similarly, my appreciation goes to the Agricultural Extension Society of Nigeria (AESON), Nigeria Forum for Agricultural Advisory Services (NIFAAS), National Agricultural Extension Research Liaison Services (NAERLS), Sasakawa Africa Association (SAA) and State Agricultural Development Programmes (ADPs), for contributing professional expertise. I commend the staff of the Federal Department of Agricultural Extension, the Consultants and the Reviewers for their commitment and diligence to ensure the success of the process.

I am pleased to note that this draft document was subjected to validation by key stakeholders in various national workshops. I believe the wide consultations confer on this document the ownership that will enable its effective implementation. I recommend this policy for wide implementation to the benefit of Nigeria.

Alhaji Abubakar Kyari
Honourable Minister,
Federal Ministry of Agriculture and Food Security



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			ensure quality control and professional expertise through Certification of Agricultural Extension (service provider and consultants)		
			Engagement of legal consultants for drafting of certain key elements of the NAEP into a draft bill	FMAFS and FDAE	March 2024
		Present the FEC approved policy as a bill to the national assembly for approval	Engage and sensitize members of the national assembly House and Senate Committee on Agriculture	FMAFS & FDAE, NARES, professional associations, agricultural related civil societies, NGOs	April 2024

LIST OF ACRONYMS

ADP	-	Agricultural Development Programme
AES	-	Agricultural Extension Services
AETF	-	Agricultural Extension Trust Fund
APP	-	Agricultural Promotion Policy
ARCN	-	Agricultural Research Council of Nigeria
ARMTI	-	Agricultural and Rural Management Training Institute
ATA	-	Agricultural Transformation Agenda
FDA	-	Federal Department of Agriculture
FDAE	-	Federal Department of Agricultural Extension
FDF	-	Federal Department of Fisheries
FDFor	-	Federal Department of Forestry
FDL	-	Federal Department of Livestock
FFS	-	Farmer Field School
FMAFS	-	Federal Ministry of Agriculture and Food Security
FNT	-	Fortnightly Training
GDP	-	Gross Domestic Product
ICKM	-	Information, Communication, and Knowledge Management
IFPRI	-	International Food Policy Research Institute
LAEISC	-	Local Agricultural Extension Implementation Steering Committee
MTRM	-	Monthly Technology Review Meeting
NAEISC	-	National Agricultural Extension Implementation Steering Committee
NAERLS	-	National Agricultural Extension and Research Liaison Services
NAES	-	National Agricultural Extension System
NAFPP	-	National Accelerated Food Production Programme
NARIs	-	National Agricultural Research Institutes
NARETIs	-	National Agricultural Research Extension and Training Institutes
NBTE	-	National Board for Technical Education
NCA	-	National Council on Agriculture
NGO	-	Non-Governmental Organization
NPFS	-	National Programme on Food Security
NUC	-	National Universities Commission
OFAR	-	On-Farm Adaptive Research
OFR	-	On-Farm Research
OSR	-	On-Station Research
PESP	-	Private Extension Service Provider
PWSN	-	People With Special Needs
RBDA	-	River Basin Development Authority

- REFILS - Research-Extension-Farmers-Inputs Linkage System
- REFIMLS - Research-Extension-Farmers-Inputs-Marketing-Linkage System
- RUFIN - Rural Finance Institutions Building Project
- SAEISC - State Agricultural Extension Implementation Steering Committee
- VCDP - Value Chain Development Programme
- WIA - Women in Agriculture (Programme)
- ZCRIs - Zonal Coordinating Research Institutes

			stakeholders forum including international agencies, for sensitization and integration into their business model.		
			State Agricultural Extension Steering Committee	FDAE	Jan. 2024
			Convene state Agricultural Extension implementation Steering Committee	FDAE/SDAE	Jan. 2024
			Review and approved state Agricultural Annual Work and Budget	FDAE/State MANR	Jan. 2024
			Convene state level Agricultural Extension stakeholders forum for sensitization and integration into their Extension delivery system	FDAE	Feb. 2024
			The establishment of a regulatory mechanism to	NASS/FMAFS (FDAES)	Feb. 2024



S/ N	OBJECTIVES /CORE ISSUES	CORE ISSUES	ACTIVITIES	RESPONSIBLE AGENCIES/PERS ONS	TIMEFRAM E (OVER 5 YEARS PERIOD
1	To have an Agricultural Extension policy for Nigeria	Present to the federal executive council a stakeholder approved national agricultural extension policy for approval	Approval of the draft national draft NAEP by HMA	FMAFS	Approved 1 st week Sept 2020
			Finalize the approved FEC Agricultural Extension policy for publications and distribution.	FMAFS & FDAE	Done 2 nd week Sept. 2020
			Convene special NCA meeting to present the approved NAEP to stakeholders	FMAFS & FDAE	Nov. 2023
			Convene private sector Agricultural Extension	FDAE/FMAFS	Dec. 2023

EXECUTIVE SUMMARY

The agricultural sector is of paramount importance to the long term sustainable development of the Nigerian economy. The contribution of agriculture to national GDP has been estimated at 45.8% (NBS,2020). The sector employs 73% of the active labour force and generates about 85% of non-oil revenue. No other sector of the economy touches the general well-being of the rural majority as agriculture, in terms of food security, livelihood and employment, poverty reduction and economic growth. The country is, however, heavily dependent on crude petroleum for foreign exchange and government revenue. Commodity price volatility and the recent crash in the global oil market have created considerable revenue gaps and reinforced Nigeria's determination to diversify the economy from petroleum resources to agriculture, manufacturing, mining and services.

- Given the importance of the sector and the complexity of the nation's agricultural and administrative institutions, it is imperative that there should be an agricultural extension service policy to harmonise the critical elements that are required to power sustainable and market oriented agricultural development. This will enable Nigeria to be food secure, become a major player once more in global agricultural trade and be able to create jobs for her teeming youth population and generate wealth for citizens.
- There are many public and private service providers involved in extension services delivery in Nigeria today. Each has its own objectives, strategies and approaches. Their services are often uncoordinated and unregulated to enhance quality control and assurance, and sometimes these are conflicting. It is therefore, necessary that an agricultural extension policy is put in place to facilitate a coordinated and sustainable extension practice. It is regrettable that after over one hundred years of extension service provision, Nigeria does not have a legal framework for agricultural extension practice that will ensure continuity, consistency and quality control. The lack of a national legal framework to improve extension service has left regulatory activities to individual and group decisions. Sometimes, the implications go beyond the national boundary.
- The Need for a Legislated Agricultural Extension Policy cannot be over-emphasised. From the early colonial period to date the practice of extension in Nigeria has been done without any policy guidance The policy statements that guide agricultural extension were embedded in national development plans and more recently in agriculture sector policies. The vibrant and virile extension system built with World Bank loan support in the 1980's and 1990's for the implementation of state-wide ADPs collapsed soon after loan closure. Even though, there was growing need for extension services by farmers and other stakeholders, the absence of national policy clearly implicated the non-sustainability of the system. Indeed, the need for extension policy has been felt and expressed by stakeholders for a long time, with many believing that the absence of a "stand-alone" legislated policy is the basic problem underlying the inefficient, unsustainable and dysfunctional extension service currently in operation in the country.

4. Worldwide, agricultural extension continues to receive attention. Developed and Developing Countries are reviewing or formulating new policies to reform their Extension System to provide participatory, market responsive and more efficient services to the farmers other value chain actors. This is to enable them take full advantage of technological advances in agricultural and information sciences to build stronger economies.
5. The most successful agricultural development stories in both the developed and developing countries have legislated agricultural extension policies to ensure commitment, continuity and growth of the sector. The most outstanding in this is the USA, which legislated the Cooperative Extension Service under the Smith-Lever Act in 1914. Among the African countries that have legislated extension policies are Zimbabwe (1981), Malawi (2000), Kenya (2001), Liberia (2012), and Uganda (2016). Others are South Africa, Botswana, Ghana and Sierra Leone.
6. The major lessons from the review of global extension policy are that agricultural extension policies are “stand-alone” with legal framework for operations and practices as distinct from the country's agricultural policy. The funding/financing mechanisms are powered by dedicated extension fund for efficient and sustainable agricultural extension services with input from stakeholders. Many emphasized the need for decentralization to complement the effectiveness of pluralism and increase participation and accountability. There are special provisions to deliberately target women, youth and people with special needs (PSWN) to ensure inclusiveness.
7. Other lessons include market-orientation to actualize a shift from subsistence farming to agribusiness even for small-scale producers. There are effective research-extension-farmer linkages as demonstrated in the USA Cooperative Extension Service under the Federal Land Grant Universities. This linked to extension offices in all States and down to Counties, working directly with farmers/producers and other stakeholders. Critical components cover Agricultural Extension System (AES), Monitoring and Evaluation for expected feedback to the Department's main M&E framework, quality assurance and control at all levels; both at entry and exit points. It was also learned that there is need for periodic review and implementation of an entrepreneurship-focused tertiary agricultural institutions curricula to meet the present and future needs of the National Agricultural Extension System (NAES).
8. Similarly, inclusiveness, as distinct from equity, caters for all categories of farmers and value chain actors with due cognizance for medium-scale farmers, large-scale and commercial farmers. On the whole, there are provisions for cross-cutting issues namely; climate change, environmental and natural resources management, health and nutrition, HIV/AIDS and agriculture, and gender mainstreaming.
9. The goal of this policy is to put in place a legislated, knowledge-based, pluralistic, participatory, demand driven, market oriented, ICT-enabled agricultural extension system that supports a variety of interests along the agricultural value chain. The overall objective is to have a harmonized pluralistic and demand-driven national agricultural extension services at all levels (Federal, State and Local Government) that would ensure effective and efficient extension service

5.1.3 Inputs

The needed goods and services must be provided at the right quantity, quality and time to ensure expected output.

5.1.4 Outputs

The needed inputs and services transform into quantitative and qualitative outputs through effective policy implementation. Continuous tracking of these outputs with the needed quality control is required to document the performance of the agricultural extension service delivery.

5.1.5 Outcome

A robust M&E system to capture all the desired changes in the agricultural extension system that will lead to a virile, effective, efficient and sustainable service delivery.

5.1.6 Knowledge Management and Sharing

Source, establish, maintain and regularly update a robust management information system as a means of disseminating and sharing of results for visibility and accountability.

5.1.7 Impact

Agricultural productivity, knowledge and skills, employment generation, income, environmental sustainability and livelihood of farmers and other value chain actors are measured and documented.

IMPLEMENTATION STRATEGY FOR NATIONAL AGRICULTURAL EXTENSION POLICY OF NIGERIA

The Federal Department of Agricultural Extension (FDAE) shall coordinate and supervise the implementation of the national agricultural extension policy. The implementation strategy should be reviewed every two years to incorporate any emerging issues.

MONITORING, EVALUATION AND LEARNING SYSTEM

5.1 Background

A monitoring and evaluation (M & E) Unit shall be established for effective monitoring and evaluation of extension at all levels. An appropriate framework shall be put in place in the country to enable the M & E Unit to provide a mechanism or system of ensuring accountability and learning outcomes for an efficient and sustainable extension system.

The implementation of agricultural extension monitoring and evaluation framework shall focus primarily on programme implementation, coordination, monitoring and evaluation, quality control and assurance, accountability to policy objectives, cost of implementation, and stakeholders needs, training and manpower development at Federal, State and Local Government levels. For effective coordination of monitoring, evaluation, accountability and learning, the Agricultural Extension Implementation Steering Committees set up at the different levels of government shall be involved.

Agricultural Extension Monitoring and Evaluation Units at all levels must develop and use participatory Extension Approach. The overall objective of participatory approach to extension is to mobilize and empower the rural population by involving them in every step of planning, implementation, monitoring and evaluation, accountability and sharing of knowledge emanating from the exercise.

The M&E framework shall contain the agreed outcomes to monitor and evaluate, select result based indicators to monitor outcomes, setting baselines and gathering data as well as selecting results targets, monitoring for results, using evaluation to support results based management. It also includes, effective reporting, using the findings, and sustaining a result-based M&E system within an organisation.

All M&E units shall employ qualified officers and develop their capacity to collect, analyse, interpret, store, retrieve and disseminate relevant data. The Unit shall develop and install a framework for collecting disaggregated data that is responsive to gender, youth, and people with special needs. The FDAE and the ADPs shall provide the needed logistics and tools to ensure that this Unit is functional. Both FDAE and ADPs will provide vital and relevant Agricultural Extension field data to be fed into the Information, Communication, and Knowledge Management (ICKM) system as may be necessary.

5.1.1 Monitoring

In this policy, monitoring would be done through routine collection, collation, analyses, interpretation and dissemination of necessary information / data, using standardized tools with the established framework.

5.1.2 Evaluation

This is an exercise to systematically and objectively assess progress towards documenting outputs, that would lead to the achievement of outcomes, impact and overall goal of the national agricultural extension system

delivery that is well coordinated and caters for all agricultural value chain actors. The specific objectives, policy statements for each objective and clusters of implementation strategies are articulated to guide action. The roles and responsibilities of key Ministries, extra-Ministerial Departments and Agencies of government and other major stakeholders in agricultural extension system in the country are highlighted to ensure synergy and avoid duplication, confusion and conflict.

10. The policy formulation process entailed wide consultations with various key stakeholders across the six geopolitical zones covering public and private sector organisations in the sampled States. Those consulted were the Commissioners of Agriculture and the management staff of the Ministries of Agriculture, Chairmen and members of State Houses of Assembly Committees on Agriculture. Others are Managing Directors/ Programme Managers of Agricultural Development Programmes (ADPs) and Project Coordinators of donor supported agricultural extension - related projects in the States such as Fadama III+AF, NPFS, VCDP, RUFIN. Furthermore, chairmen and management staff of selected Local Government Councils in the selected States as well as profit and non-profit NGOs, including the private agricultural extension service providers, internet service providers, as well as agro-dealers, Individual farmers, Community-Based Organizations, financial institutions and agro-based industries as well as companies involved in direct production of their raw materials and those providing credit services to farmers were equally consulted. The stakeholder consultation report provides considerable evidence base for this policy.
11. The near absence of sustainable funding for extension services has made it virtually impossible for the ADPs as the extension arm of State Ministries of Agriculture to implement planned programmes. Extension service delivery is provided mostly in the few Local Government Areas where donor supported projects are being implemented. This supports the call for contributory funding of extension service by the three tiers of government and the private sector. The experience of Cote d'Ivoire in this respect is instructive, where funding of agricultural extension and research is contributed by government, producer associations, private sector organizations with interest in agriculture, has resulted in sustainable funding for agriculture extension and research.
12. The compliance by stakeholders at all levels to assigned roles and responsibilities will ensure success of this policy. The Federal, State and Local Governments, Private Sector entities, NGOs, CBOs, and FBOs and other actors along the agricultural value chain must commit to financing, institutional realignment, and efficient programme implementation. The Federal Government has taken a major step forward by creating the Federal Department of Agricultural Extension to provide the desired leadership and coordination. The FGN/ FMAFS will initiate the enactment into law, the agricultural extension policy and provide overall AES policy guideline for recruiting and building the capacity of FDAE to perform its assigned roles. The FMAFS will also mobilise and provide the necessary resources for policy implementation under a National Agricultural Extension Trust Fund. A Board of Trustees will be put in place to oversee the mobilisation and

disbursement of the Fund for sustainable implementation of AES throughout the country. The FDAE / FMAFS will provide the needed leadership, supervision, quality assurance, coordination of public extension services and regulation for the overall efficient delivery of extension service nationwide. The Agricultural Research Council of Nigeria (ARCN) will ensure the effective participation of all Zonal and Commodity Research Institutes including Universities, Colleges of Agriculture and related institutions in Research-Extension Farmer-Inputs-Market Linkage System (REFIMLS) to enhance the delivery of agricultural extension service.

13. The National Universities Commission (NUC), NAERLS, Federal Universities of Agriculture, Faculties of Agriculture and relevant stakeholders are to collaborate with FMAFS to review the curricula with special emphasis on skills acquisition and provide facilities to produce the senior level manpower to meet the present and future needs. On the other hand, the National Board for Technical Education (NBTE) will periodically undertake the review of curricula of colleges of agriculture and related disciplines as consistent with their mandates.
14. Zonal Coordinating Research Institutes (ZCRIs) are to conduct zonal farming systems research and extension in their zones in line with guidelines for REFIMLS in collaboration with the ADPs. They will conduct and oversee OSR and OFR, OFAR and TRMs by the ADPs in the zone while building capacity of FBOs, NGOs and Private Service Providers. The Commodity Research Institutes (CRIs) are expected to do the same in addition to establishing appropriate platforms for promotion of AES.
15. State Governments are expected to domesticate the policy and support the State Ministries of Agriculture and Natural Resources (SMANR) to effectively carry out its oversight function for extension. The State Agricultural Development Programmes (ADPs) will focus primarily on programme planning, coordination, monitoring and evaluation, quality control and assurance, training and manpower development at state level and devolve frontline grassroots extension services to the LGAs. There shall be a State Agricultural Extension Implementation Steering Committee which will facilitate collaboration with Local Government Agricultural Extension Implementation Steering Committee, the private sector extension service providers, financial institutions/financial service providers, input dealers and marketers, for-profit NGOs, not-for-profit NGOs and farmer-based organisations (FBOs) to effectively manage the AES system in the state.
16. A legislated agricultural extension policy with the ingredients enumerated in the foregoing should ensure the needed commitment, equity and sustainability of the extension service delivery that will bring about food and nutrition security, wealth and job creation in Nigeria.

	<ul style="list-style-type: none"> iii) Provide support services such as input supply, mechanization and marketing. iv) Participate in REFIMLS: diagnostic and thematic surveys, farmer-managed OFAR, MTPs and technology utilization v) Community certified seed production vi) Document/profile and collaborate with appropriate government agencies.
Professional Associations in Agricultural Extension	<ul style="list-style-type: none"> i) Participate in policy formulation ii) Conduct policy advocacy iii) Conduct sensitization iv) Undertake extension campaigns v) Conduct professional trainings as appropriate. vi) Conduct surveys and carry out research as appropriate. vii) Collaborate with FDAE in providing supervision, quality assurance, coordination and support the National Agricultural Extension Institute to regulate agricultural extension practices for the overall effective and efficient delivery of AES in Nigeria. viii) Participate in the implementation of extension programmes and activities ix) Organise conferences and workshops as appropriate.
Media	<ul style="list-style-type: none"> i) Conduct sensitization and awareness campaign on the AETF and extension activities. ii) Press coverage

	<ul style="list-style-type: none"> ix) Maintain a directory of FBOs and NGOs and provide capacity building as part of normal AES work-plan x) Develop and ensure career progression for extension personnel, especially Extension Agents.
State AES Implementation Steering Committee (SAEISC)	<ul style="list-style-type: none"> i) To coordinate and supervise agricultural extension services delivery at the State level. ii) Carry out advocacy and mobilise resources for the AETF iii) Collate, review and recommend for approval the State Agricultural Extension Annual Work plan and Budget of all beneficiaries. iv) Carry out any other responsibility as may be assigned.
Local Government Agric. Department / Local Government Agricultural Extension Implementation Committee (LAEISC)	<ul style="list-style-type: none"> i) Effectively carry out grassroots AES delivery in collaboration with the state ADP and PESPs in the Local Government Area. ii) Establish a Gender Unit with emphasis on Youth, Women and People with Special Needs. iii) Contribute 2% of their annual agricultural budget to the AES Trust Fund. iv) Maintain a directory of PESPs active in the Local Government
Private Extension Service Providers (PESP)	<ul style="list-style-type: none"> i) Carry out grassroots extension delivery using demand-driven, participatory extension methodologies under a harmonised extension system ii) Conduct policy advocacy iii) Profit making PESPs shall contribute 2% of their annual profit to the Agricultural Extension Trust Fund (AETF) iv) Promote gender, youth and other cross-cutting issues using the value chain approach in AES

	<ul style="list-style-type: none"> v) Document with FDAE/ADP/LG Agriculture Department as appropriate. vi) Submit to quality assurance and control by appropriate government agencies. vii) Participate in REFIMLS amongst other activities.
Financial / Insurance Institutions	<ul style="list-style-type: none"> i) Provide financial services support to farmers and other value chain actors. ii) Provide insurance cover for agricultural credit to extension practitioners and activities. iii) Contribute 2% of their annual loan accruals on agriculture to the AES Trust Fund. iv) Provide other services as may be necessary for the success of AES.
Inputs Dealers/Agro-allied industries	<ul style="list-style-type: none"> i) Support National AES delivery ii) Facilitate access to quality inputs on demand iii) Comply with quality assurance and control iv) Contribute to 2% of their annual profit to AES Trust Fund
NGOs	<ul style="list-style-type: none"> i) Carry out grassroots extension delivery using demand-driven, participatory extension methodologies under a harmonised extension system ii) Register with appropriate government authorities. iii) Comply with quality assurance and control.
Farmers and Farmer-based Organizations (FBOs)	<ul style="list-style-type: none"> i) Conduct Policy advocacy ii) Carry out Farmer-to-farmer AES

Chapter One

CONTEXT AND RATIONALE

1.1 Background

The agricultural sector is of paramount importance to the long term sustainable development of the Nigerian economy. The contribution of agriculture to national GDP has been estimated at 45.8% (NBS,2020). The sector employs 73% of the active labour force and generates about 85% of non-oil revenue. No other sector of the economy touches the general wellbeing of the rural majority as agriculture, in terms of food security, livelihood and employment, poverty reduction and economic growth. The country is, however, heavily dependent on crude petroleum for foreign exchange and government revenue. Commodity price volatility and the recent crash in the global oil market have created considerable revenue gaps and reinforced Nigeria's determination to diversify the economy from petroleum to agriculture, manufacturing, mining and services.

At independence in 1960, the country was a leading producer and major player in global trade in agriculture, notably: cocoa, oil palm, groundnut, cotton, hides and skin. Agriculture's share of export trade stood at 90% but dropped to 2% by the year 2000 due to the combined effect of crude petroleum mining, first discovered in 1956 and the interplay of inappropriate macro-economic policies and neglect of the agricultural sector, especially during the oil boom era. The volatility of global oil prices, security challenges in the main crude oil producing areas and a grossly weakened national currency have made Nigeria's food import bill, estimated at US \$22 billion per annum and growing at 11%. This is unsustainable and has given new sense of urgency to the quest for economic diversification.

1.2 Justification for the Policy

From the early colonial period to date the practice of extension in Nigeria has been done without an articulated policy to guide it. The policy statements that guide agricultural extension were embedded in National Development Plans and more recently in Agriculture Sector Policies. The vibrant and virile extension system built with World Bank loan support in the 1980s and 1990s for the implementation of State-wide ADPs, collapsed soon after loan closure, in spite of the growing needs of farmers and other stakeholders for agricultural extension service, primarily because there was no National Policy to ensure sustainability. For a long time, the need for Extension Policy has been expressed and agitated for by stakeholders, with many believing that the absence of a "stand-alone" legislated policy is the basic problem underlying the dysfunctional, inefficient and unsustainable extension service currently in operation in the country.

There are many agencies and private service providers involved in extension services delivery in Nigeria; each with its own objectives, strategies and approaches, thus presenting an unwieldy service environment, that is uncoordinated and unregulated in terms of quality control and assurance, and sometimes conflicting information dissemination.

Worldwide, agricultural extension continues to receive attention. Developed and developing countries are reviewing or formulating new policies to reform their extension system. This is to provide

participatory, market responsive and more efficient service to the farmers and value chain actors, to enable them take full advantage of technological advances in agricultural sciences and information technology to build stronger economies.

Given the importance of the sector and the complexity of the nation's agricultural and administrative institutions, it is imperative that there should be an Agricultural Extension Policy to harmonise all elements that are required to drive a sustainable and market-oriented agricultural development. This will boost Nigeria's capacity to be food secure, become a major player again in the global agricultural trade and be able to create jobs for her teeming youth population and generate wealth for the citizens.

The need for an agricultural extension policy is predicated on the fact that such uncoordinated efforts cannot lead to sustainable extension practice that will ensure significant agricultural growth. It is regrettable that after over one hundred years of extension service, Nigeria does not have a legal framework for agricultural extension service delivery that will ensure sustainability, consistency and quality control. This absence of a national legal framework means that the implementation of regulatory initiatives, proclamations and strategies embarked upon in the country aimed at improving extension services support to farmers and other stakeholders have been ad-hoc and limited to individual and group decisions, hence, the urgent need to formulate and legislate a national policy on agricultural extension.

1.3 Historical Perspective for the Policy

The historical evolution of agricultural extension policy in Nigeria is as follows:

- Pre-colonial, colonial and immediate post - independence era 1893 – 1969
- The oil boom era – (1970-1985)
- World Bank support era – (1980 – 1995)
- Post World Bank Assisted ADP era – (1996 – 2015)

1.3.1 Pre-Colonial, Colonial and Immediate Post Independence up to 1969

Certain activities which could be regarded as extension function today had been performed long before colonial rule through the activities of voyagers, missionaries and traders. The early phase of colonial rule during which a botanical garden was established in the Colony of Lagos in 1893 marked the beginning of the involvement of the colonial administration in agriculture and of formal agricultural extension services in Nigeria. The extension approach during this era was mostly by "face-to-face" contact. The extension services provided were mainly focused on the production of cocoa and rubber in Western Nigeria, oil palm in Eastern Nigeria and cotton and groundnut in Northern Nigeria.

This was followed by a succession of agricultural institutions with Extension Service Delivery: Forestry Department (1900); Agricultural Department (Southern Provinces), (1910); Agricultural Department (Northern Provinces), (1912); Agricultural Research Station, Samaru, (Northern Provinces), (1921); Agricultural Research Station, Umudike, (Eastern Nigeria), (1923); Animal Health Research Station, Vom (Northern Nigeria), (1924); Moor Plantation, Ibadan, (Western Nigeria), (1924); Regional Agricultural Departments (Western, Eastern and Northern Regions), (1954); and Federal Department of Agricultural Research, Moor Plantation, Ibadan, (1955) with

<p>National institutions coordinating tertiary education (e.g. National Universities Commission (NUC), National Board for Technical Education (NBTE), Universities / Faculties / Colleges of Agriculture.</p>	<ul style="list-style-type: none"> i) Collaborate with the FMARD to review the curricula of Universities, Colleges of Agriculture to produce senior and middle levels extension personnel and agripreneurs to meet current and future AES needs in Nigeria. ii) Provide short specialized courses for PSP, FBOs, CBOs, CBFs/CBAs and other value chain actors.. iii) Collaborate with FDAE and relevant partners to institutionalise professional training in Agricultural Extension.
<p>Agricultural Research, Extension and Training Institutions (Comprise all institutions involved in agricultural research, agricultural extension, teaching and training in agricultural extension in Nigeria).</p>	<ul style="list-style-type: none"> i) All extension roles assigned to agricultural research institutions, agricultural extension institutions and agricultural training institutions shall be in line with the provision of the National Agricultural Extension Policy. ii) Professional training for agricultural extension practitioners. iii) Provide short specialized courses for PSPs, FBOs, CBOs, CBFs/CBAs and other value chain actors.
<p>Secondary and Primary Schools</p>	<ul style="list-style-type: none"> i) Establish and run Youth Agripreneurs Clubs. ii) Establish and run school farms. iii) Organize study tours to Research Institutes, Universities Commercial Farms, Agro-based industries, Field Days and Agricultural Exhibitions. iv) Organise exchange programmes
<p>State Government</p>	<ul style="list-style-type: none"> i) Domesticate the National AES Policy and its implementation strategy. ii) Functionalize and adequately fund the ADPs to enable them effectively perform their statutory roles.

	<ul style="list-style-type: none"> iii) Maintain adequate number of qualified Extension Agents to have the minimum recommended number of EA: FF Ratio (1: 2000). iv) Contribute 3% of the State's annual agricultural budget to the AE Trust Fund. v) Get involved in the process of project conceptualization, planning, implementation, monitoring and evaluation of all donor/development partner's funded agricultural extension interventions.
<p>State Agricultural Development Programme (ADP)</p>	<ul style="list-style-type: none"> i) Support Departments of Agriculture of Local Government Councils to carry out grassroots extension services delivery using demand-driven participatory extension methodologies under a decentralized, harmonised, and pluralistic extension system. ii) Engage and provide implementation facilitation support to the Local Governments' Agric Departments. iii) Active participation in REFIMLS, host TRMs and conduct OFAR and FNTs iv) Establish a State ICKM Unit to include an M & E Unit and develop appropriate frameworks for effective implementation. v) Develop an M & E Framework for effective participatory monitoring and evaluation of AES in the State vi) Upgrade the WIA Unit of the ADP into a Gender Unit with emphasis on Youth, Women and People With Special Needs. vii) Maintain a directory of Private Extension Service Providers (PESP) in the State and provide capacity building for them viii) Develop and implement quality assurance and control framework at point of entry.

	xi. Integrate priority cross-cutting issues into the National AES
National Agric. Extension Implementation Steering Committee¹ (NAEISC).	<ul style="list-style-type: none"> i) Responsible for effective coordination and supervision of agricultural extension service delivery in Nigeria. ii) Policy Advocacy iii) Prepare and submit the annual national extension workplan and budget to AETF Management for BoT approval iv) Review, collate and recommend for approval, the annual extension workplans and budgets submitted by the SAEISCs.
Agricultural Research Council of Nigeria (ARCN) / National Agricultural Research Institutes (NARIs)	<ul style="list-style-type: none"> i) Ensure the effective participation of all zonal and commodity research institutes in REFIMLS ii) Ensure that all zonal and commodity research institutes and colleges of agriculture and related institutes establish and effectively maintain adopted villages and schools for AES. iii) Ensure synergy of NARIs for effective research and extension activities in line with National Agricultural Extension Policy for effective extension service delivery.
Zonal Coordinating Research Institutes (ZCRIs)	<ul style="list-style-type: none"> i) Responsible for the zonal farming systems research and extension. ii) Policy advocacy iii) Effectively participate in and oversee the conduct of REFIMLS in the zones. iv) Conduct periodic diagnostic and thematic surveys in collaboration with the ADPs. v) Conduct annual zonal REFIMLS workshop.

¹ Members incl. key stakeholders in AES

	<ul style="list-style-type: none"> vi) conduct OSR and OFR and oversee the conduct of OFAR by the ADPs in the zone. vii) Coordinate and conduct Technology Review Meetings to support field extension activities for ADPs and other relevant stakeholders in the zone. viii) Establish and maintain adopted villages and schools for AES promotion ix) Capacity building for FBOs, CBO, CBAs/CBFs, NGOs and Private Service Providers (PSPs). x) Effectively manage the zonal hub of the National e-extension / Farmers Helpline. xi) Regular update of Village Listing Surveys.
Commodity Research Institutes (CRIs)	<ul style="list-style-type: none"> i) Effective participation in REFIMLS in the Zone ii) Conduct OSR and OFR to feed into OFAR to address identified field problems iii) Provide resource persons for MTRMs, and Training of FBOs, NGOs, and PSP as demanded iv) Establish and maintain adopted villages and schools for AES promotion v) Provide short specialized courses for PSPs, FBOs, CBOS, CBFs/CBAs and other value chain actors as demanded.

Regional Stations at Samaru, Umudike and Ibadan.

Fisheries extension gained prominence with the establishment of Fisheries Development Branch in the Department of Agriculture in 1945. Activities in the Forestry sub sector started in 1900, mainly on Forest Law Enforcement, establishment of forest estates and demarcation of forest reserves. Activities in the livestock sector were constrained by the narrow focus of research on animal health and management. Furthermore, the research work was limited mostly to cattle and poultry. Small ruminants did not receive commensurate research and extension attention. Extension work among women clientele, including home economics extension did not receive much attention. Extension work among the youth, which was propagated as young farmer's clubs in the 1960s and 1970s did not also gain much prominence. Vulnerable groups, such as the handicapped were by-passed by extension in the country.

The extension organisation and approaches used during the period were top heavy, rigid, directional and non-participatory. Extension Officers were believed to have all the requisite knowledge and skills for agricultural development which were to be passed down to the clientele in order to achieve organisational objectives. Clientele needs, felt and unfelt, were not of consequence. Similarly, the reservoir of farmer's knowledge of his environment, farming system, traditional technology, climate and weather and the eco-system were hardly appreciated, let alone considered to be of much value.

In 1964 the Ministry of Natural Resources and Research was established at the Federal level. This was followed in 1967 with the establishment of four departments namely; Federal Department of Agriculture (FDA), Federal Department of Fisheries (FDF), Federal Department of Forestry (FDFor) and Federal Department of Livestock (FDL). Decree 1 of 1966 gave constitutional backing for Federal Government involvement in agricultural extension service.

1.3.2 The Oil Boom Era (1970-1985)

The National Accelerated Food Production Programme (NAFPP) was the first federal extension related project. The objective was to use green revolution technology to achieve "dramatic increase" in food production with concentration on six major staples – rice, maize, sorghum, millet, wheat and cassava. The NAFPP had a strong research-extension component designed to evolve location specific technologies. These were to be transferred to farmers using the "mini-kit", the "production kit", and the "mass adoption kit", thus reducing the time consuming conventional research release processes. Extension agents were required to make field visits to their assigned farmers, at least once a fortnight at the "mini kit stage", work closely with research staff to conduct adaptive research trials to evolve location-specific recommendations and to give feedback to research on the performance of the technologies and of farmers' problems. The newly created Federal Department of Agriculture promptly established field offices in the states, to implement and oversee Federal Government programmes and to enhance coordination with State Ministries of Agriculture and other stakeholders. During this period, as in the preceding one, Extension Services were offered through various agencies each targeting the same small scale farmer and in an uncoordinated manner. The agencies include: sub-sector extension services with each department of the ministry of agriculture providing extension

services in its mandate area – crops, subdivided in some States into tree and food crops; fisheries; forestry and livestock and on cross-cutting issues such as home economics. Agencies like River Basin Development Authorities; Commodity Marketing Boards; Root Crops Production Company, Poultry Production Company, Livestock Production Company and others carried out extension services independent of each other.

The Agricultural Development Project (ADP) concept introduced in 1974/75 was premised on the principle that a combination of factors, namely input supply, appropriate agricultural technology, agricultural extension support, adaptive research and rural infrastructure are necessary ingredients for successful agricultural development in the country. Extension support was provided using the classical Training and Visit (T&V) Extension System, which though was quite effective in promoting adoption behaviour among farmers, proved unsustainable in terms of cost. The system was subsequently modified to reduce cost. While agricultural production stagnated at 1% or below in the rest of the country, the enclave projects achieved up to 5% annual growth. Besides, the infrastructure component had popular appeal as it was seen to have addressed the needs of the rural communities.

The impacts of the enclave projects on rural development and food production convinced government to expand it to state wide project in states like Kogi (Ayangba), Nasarawa (Lafia), Niger (Bida), Kwara (Ilorin) and Oyo (Oyo north). The project was extended to other states as multi-state programme (MSADPs I, II & III), in which a single loan agreement covered several states grouped together. The cassava multiplication component of multi-state ADP-I was co-financed by IFAD to promote cassava production and was adjudged very successful. The cassava multiplication project relied on FDA and ADP extension staff for implementation, without having to engage its own extension personnel.

1.3.3. State-wide ADPs (1980-1995)

The Agricultural Policy for Nigeria of 1988 highlight the agricultural extension related activity to only "teach the rural people to raise their standard of living with minimum assistance and by their own efforts." Government was therefore concerned about the dissemination of useful and practical information relating to agriculture. The policy acknowledged the administrative, manpower and financial challenges plaguing the nation's extension system and made a commitment to resolve them in a bid to assist small-scale farmers. The major policy strategies to achieve the set objectives were:

- i. Provision of training facilities and infrastructure;
- ii. forging collaboration between research staff, extension agents and farmers;
- iii. facilitating effective utilisation of extension agents for technology transfer;
- iv. establishment of demonstration farms and processing facilities for crops, livestock, fisheries and forestry; and
- v. encouraging the private sector to invest in agricultural information dissemination.

The policy expected Local Governments to progressively take over the responsibility for agricultural extension.

Although, there was no articulated extension policy in this era, some of the decisions, practices and lessons of the ADPs offer useful directions and guides for the formulation of extension policy. These



4.2 Roles and Responsibilities

The roles and responsibilities of the various institutions with implications for AES in Nigeria are presented in Table 4.1.

Table 4.1: Institutional Framework – Roles and Responsibilities.

Institutions Organizations	Roles and Responsibilities
FGN/FMARD	<ol style="list-style-type: none"> i) Initiate, enact and provide overall AES Policy guidelines. ii) Recruit and effectively build the capacity of the FDAE to be able to perform their assigned mandate iii) Mobilize and provide financial resources for NAES iv) Establish the Agricultural Extension Trust Fund (AETF) with its Board of Trustees and management structure to oversee the mobilization and disbursement of the Fund. v) Establish and equip the National e-extension system vi) Mainstream all Development Partners extension intervention into FDAE for effective coordination, synergy, monitoring and to achieve the desired impact. Contribute 5% of the Annual Agriculture Budget to AETF.
AETF BoT	<ol style="list-style-type: none"> i) Approve Annual Workplan and Budgets of beneficiary institutions and organizations. ii) Recruit, discipline, determine emoluments and promotion of staff. iii) Direct and Supervise the operations of the AETF. iv) And any other duties that will promote the vision, mission and objective of the Fund.
AETF Management	<ol style="list-style-type: none"> i. Implement the decisions of the BoT. ii. Disburse approved funds to beneficiaries. iii. Ensure effective utilization of disbursed fund. iv. Day to day administration of the Trust Fund.

	<ol style="list-style-type: none"> v. And any other duties that will promote the vision, mission and objective of the Fund.
FDAE/FMARD	<ol style="list-style-type: none"> i. Policy advocacy ii. Provide the leadership, supervision, quality assurance, coordination and support the National Agricultural Extension Institute to regulate agricultural extension practices for the overall effective and efficient delivery of AES in Nigeria. iii. Pending the establishment of NIAE, FDAE shall carry out Documentation of Extension Service Providers in collaboration with professional associations. iv. Promote AES Global Good Practices (GGP) v. Establish M & E unit and develop the framework for its operations. vi. Establish the National AES Implementation Steering Committee (NAEISC). vii. Provide technical backstopping to the ADPs viii. Plan and conduct the Annual AES Review and Planning Meeting involving all stakeholders in collaboration with NAERLS and ARCN. ix. Pending the establishment of NIAE, Develop and implement the quality assurance and control framework at the national level and provide support to States, Local Government and private operators in collaboration with relevant professional bodies. x. Get involved in the process of project conceptualization, planning, implementation, monitoring and evaluation of all donor/development partner's funded agricultural extension interventions.



INSTITUTIONAL FRAMEWORK

4.1 Institutional Arrangement

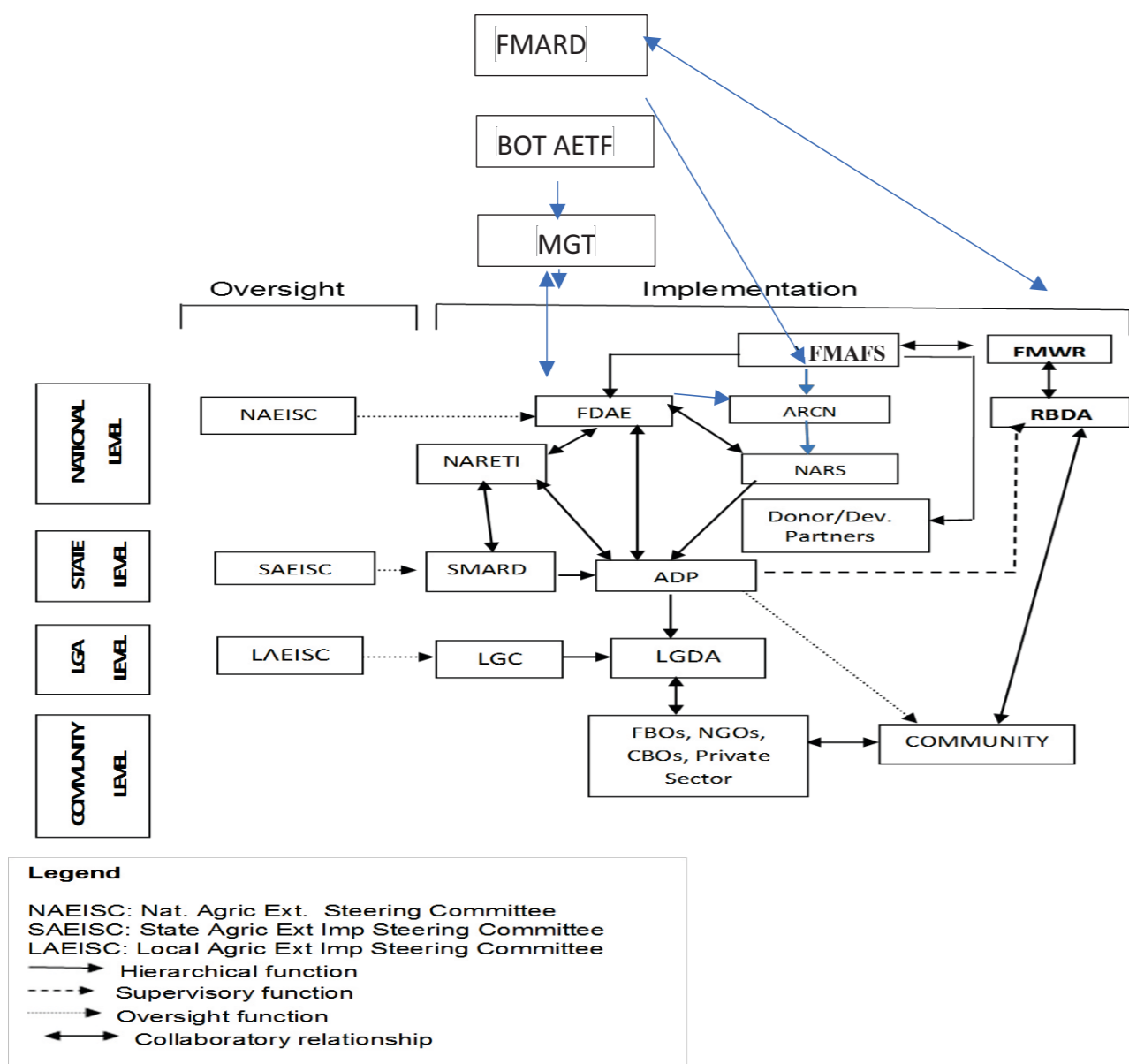


Fig 2: Institutional Arrangements for Agricultural Extension Service Delivery in Nigeria

include, among other things, the organization and decentralization of extension services to Zones, Blocks and Cells; the phasing out of the cost ineffective, diffused and uncoordinated parallel system of extension and its substitution with Unified Agricultural Extension System (UAES); the use of proven platforms for extension delivery such as Small Plot Adoption Technique (SPAT) which demonstrates improved technology in a small area, Management Training Plot (MTP), Farmer Field School; involvement of community institutions in extension service delivery; use of development support communication to complement extension service delivery; clear delineation of roles / responsibilities of key stakeholders, research and extension linkage, regular training and retraining of extension staff, determination of effective Extension Agent to Farm-Family Ratio (EA:FF) and collaboration and financing of extension service by development partners, especially the World Bank.

The sustainability of the ADP system was put to test when World Bank funding ended in 1996. The Federal, State and Local Governments, which were expected to sustain the programmes with funding jettisoned their obligations and this resulted in the virtual collapse of the ADP system. The EA:FF ratio of 1:1,000 achieved during project life reduced progressively to 1:10,000. Development Support Communication went silent in most States and irregular in others; Farm Radio and TV programmes were rarely aired. The Research-Extension-Farmer-Input-Linkage System (REFILS) hardly operated or did so infrequently; and extension staff turnover became very high and vacant extension positions were left unfilled as a deliberate cost-saving measure by State Governments. Extension funding in many States was limited to the payment of personnel emoluments, with little or no provision for operational expenses or performance of extension functions.

Unfortunately, the design of the ADPs did not seem to include good sustainability or exit plan and so funding became inadequate for effective extension service delivery beyond the loan period.

1.3.4 The Post-World Bank-Assisted Era (1996 to 2015)

The Perspective Plan for Agricultural Development in Nigeria (1996 – 2015) provided a comprehensive insight into Nigeria's vision of agricultural extension service in the country in the post-World Bank assisted ADP era. The plan provided that:

- i. Extension Service will be organised using the Training and Visit model in such a way as to maintain a single line of command in technical and administrative matters. ADPs will be semi-autonomous establishments that will function as the extension arms of States' Ministries of Agriculture.
- ii. Extension service will be unified in such a way that all extension services in any particular state will be carried out by the Extension Service Division of the ADP.
- iii. Extension personnel will be responsible for extension service only; consequently, none extension duties such as those relating to loan distribution and recovery, input supply and distribution, collection of local government taxes / revenue and agricultural data will not be carried out by extension personnel.
- iv. All categories of extension staff will have clearly defined roles or job descriptions.
- v. Appropriate span of control will be maintained such that not more than eight extension



agents will be under the supervision of one extension supervisor; similarly, the ratio of extension agent to farm families should be at least 1 extension agent to 800 farm families, as recommended by the World Bank.

- vi. The minimum qualification for extension agents should be OND or NCE in agriculture or related discipline. Senior secondary school certificate holders who qualify for ordinary diploma or NCE admission could be engaged with a view to upgrading their qualification while in service. The minimum qualification for SMSs is university degree or post-graduate qualification in agriculture or related discipline.
- vii. Village level Extension Agents should be on salary grade level 07/08; Block Extension Supervisors, 09/10; and Area Extension Officers on GL 10/12. One Area Extension Officer should supervise 6 to 8 Block Extension Agents (BEA). Each LGA should have one BEA (Women in Agriculture officer) on salary grade level 09/10.

The perspective plan also provided cost estimates, projected staff, vehicle and equipment from headquarters to field level as well as the number of Zones, Areas and Blocks. The plan recognized the structure for extension service delivery and made provision for strengthening it, however, the absence of enabling policy framework made it difficult to implement.

1.3.5 The Agricultural Policy Thrust (2001)

Following a comprehensive review of the 1988 agricultural policy, the Agricultural Policy Thrust was enunciated in 2001 with the cardinal objectives of:

- Meeting the food security needs of Nigerians,
- supplying the raw material requirements of agro industries,
- creating agricultural and rural employment opportunities,
- protecting and improving agricultural land resources, and
- improving institutional arrangements to facilitate integrated rural development.

The policy was premised on the fact that the food sufficiency goal of the 1988 Policy was no longer adequate and that the policy objective must transcend food sufficiency to food security. Furthermore, there was the felt need to adjust the policy to the new world economic order, especially as it related to globalisation and commercialisation and the technological advantages which influence competitiveness.

With respect to agricultural extension, an outstanding provision was made that extension service delivery would be carried out by State Governments, in collaboration with Federal and Local Governments; an activity that hitherto had been considered the exclusive responsibility of State Governments. The policy thrust also provided for “the progressive takeover of extension service by the local governments”; a proposal that had lingered on since the 1976 Local Government Reform because it had never been legislated.

The policy also clearly assigned roles and responsibilities not only to the three tiers of government but

Strategies:

- i) Establish and operate a quality control and assurance framework.
- ii) The National Institute for Agricultural Extension shall provide a code of conduct for extension service providers at all levels of practice.
- iii) The NIAE shall establish and ensure minimum competencies for extension practice by service providers.

3.3.11 Objective 11: To address cross-cutting and emerging issues that are relevant to extension and agricultural development.

Policy Statement: Integrate critical cross-cutting issues that affect the people and their environment into the National Agricultural Extension System and mobilize the people for effective participation.

Such issues include but not limited to:

- a) Climate change adaptation and mitigation.
- b) Environmental management.
- c) Health and nutrition sensitive agriculture.
- d) Management of natural disasters.
- e) Good governance and Peace Building

Strategies:

- i) Identification and dissemination of good practices on priority cross-cutting and emerging issues such as climate change adaptation and mitigation, environmental management, health and nutrition sensitive agriculture, natural disasters, good governance and peace building, among others.
- ii) Government agencies, farmers and other value chain actors shall be trained in the management, methodologies and utilization of the various innovations and technologies related to the cross-cutting issues.

- ii) Attract young people into agriculture through promotion and support of *young agripreneurs' club and home makers' clubs* in all primary and secondary schools.
- iii) Agricultural extension service providers shall be required to possess requisite qualification and training in agricultural extension as a discipline.

Strategies:

- i) Equip agricultural extension service providers both in public and private organisations at the three levels of governance with requisite technical knowledge and skills for sustainable AES.
- ii) Regularly build professional capacity (in terms of knowledge, attitudes and skills) of extension service providers both in public and private organisations.
- iii) Support improved technical capacity of agricultural students in primary, secondary and tertiary educational institutions through counselling and exposure.
- iv) Develop a career structure for agricultural extension personnel and provide professional and hazard allowances.

3.3.9 Objective 9: To promote and support a robust information, communication and knowledge management (ICKM) system for AES

Policy Statements:

- i) Establish a national information, communication and knowledge management system.
- ii) Establish and incorporate into the ICKM system, e-extension systems such as the *“farmers' helpline”, farm radio and others* to effectively and efficiently complement the national agricultural extension service.

Strategies:

- i) Expand the e-extension framework to incorporate a national information, communication, and knowledge management system.
- ii) Promote the National Farmers' Helpline, Farm Broadcasts and other services.
- iii) Share information on agricultural and related activities.

3.3.10 Objective 10: To promote quality assurance and control in extension practice.

Policy Statements:

- i) There shall be established a National Institute for Agricultural Extension (NIAE) to certify personnel and ensure quality assurance and control in extension practice.
- ii) Pending the establishment of NIAE, all AES providers, both public and private shall be required to submit their profile to FDAE at the Federal level, the ADPs at the State level and the Agriculture Departments of the Local Government Councils at LGA level.
- iii) There shall be a framework for quality assurance and control developed by develop by NIAE / FDAE in collaboration with relevant professional bodies and institutions for use to ensure minimum standard of practice.

also to the private sector and other relevant ministries, departments and agencies (MDAs).

There was problem of overlap and duplication in giving responsibility for agricultural extension. The policy provided that:

- a) Local Governments would be responsible for the “provision of effective agricultural extension service”;
- b) State Governments were to “promote the production of all types of agricultural produce through the provision of virile and effective extension service”
- c) The Federal Government was to “continue to support agricultural extension service delivery”, while
- d) The private sector was to provide "support for research in all aspects of agriculture". This presumably includes extension, since any private sector enterprise involved in technology generation would most probably like to ensure that the research output is widely disseminated and adopted to enhance returns to its investment.

Unfortunately, these plans were not implemented.

1.3.6 Special Projects with Major Extension Focus and Policy Implications

There were two unique agricultural projects with important extension “ingredients” and agricultural extension policy implications. These are the Special Programme for Food Security (2001-2005) and National Programme for Food Security and (2006-2013).

1.3.6.1 The National Programme on Food Security (NPFS), 2001-2005.

The programme started as Special Programme for Food Security (SPFS) fully funded by the Federal Government, with technical support of the FAO. It was later renamed National Programme on Food Security (NPFS) to cover more Local Governments, and partially funded by donor partners. It was designed to improve national food security, and reduce poverty on an economically and environmentally sustainable basis. It strongly promoted and supported the implementation of REFILS in the ADPs. The project also vigorously promoted the demonstration of improved crops, livestock and fisheries technologies and institutionalized (even without a clear legislated policy), the farmer field school (FFS) as a participatory extension approach nation-wide.

1.3.6.2 The 2008 Agricultural Extension Policy

The 2008 agricultural extension policy as was enunciated under the National Programme for Agriculture and Food Security (NPAFS) made a clear, definitive and authoritative pronouncement on agricultural extension. The policy provided for “a private sector led agricultural extension system with the establishment of “**One-stop**” Agricultural Extension Service Centres in all the LGAs (Fig. 1). Accordingly, “the agricultural extension service will be professionalized by the State governments establishing farm support centres as “one-stop” facilities in each Local Government in partnership with the private sector to train and teach new farming techniques”. Further, the programme will train 10,000 highly competent extension workers per year with the objective of “achieving a ratio of at most 1:350 extension agent to farm family”. This pronouncement was made with due consultations with the

States and Local Governments and the private sector for the establishment of these one-stop service centres.

Figure 1: Private sector-led extension services provision and supervision

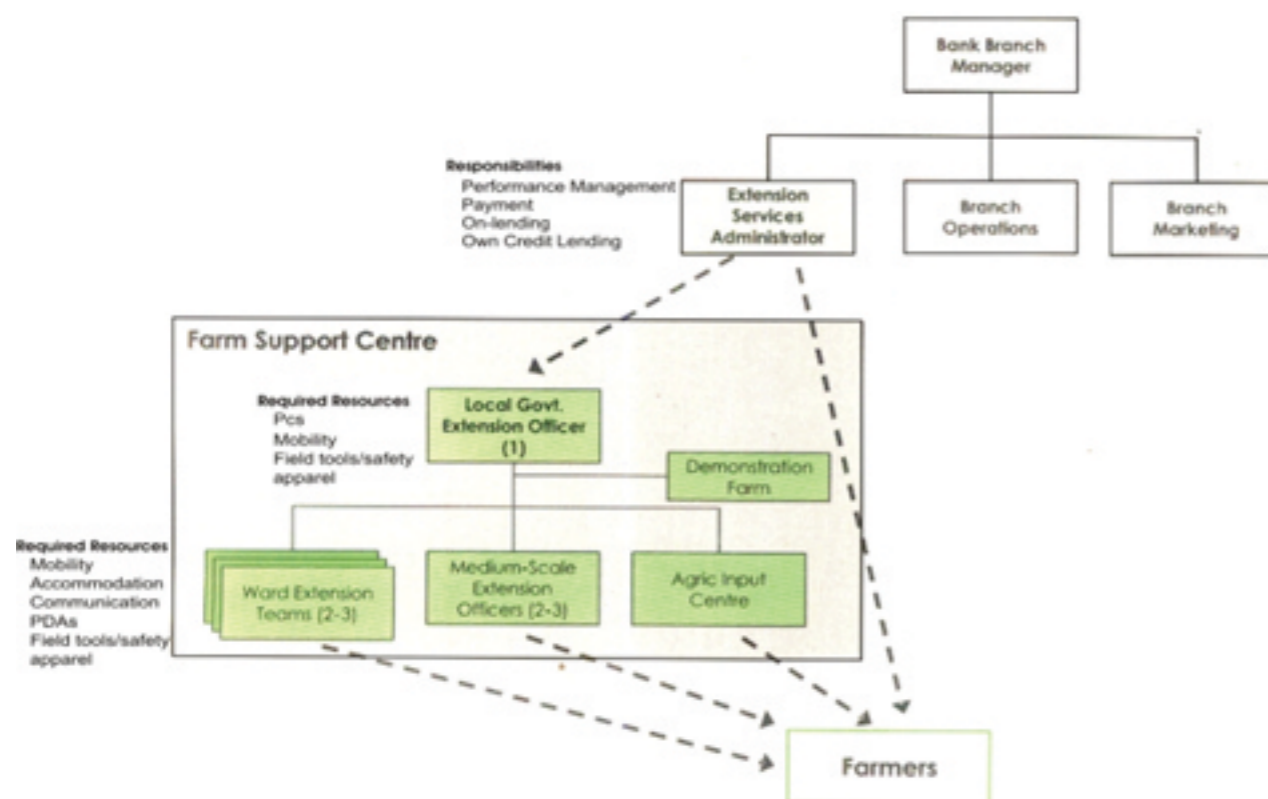


Figure 2: Private Sector-led Extension Services Provision & Supervision

Source: FMAWR (2008): National Food Security Programme. Hindsight experience and field surveys have shown the proposed Extension Agent to Farm Family (EA: FF) ratio of 1:350, was both unrealistic and most likely unrealizable. Currently, the EA: FF ratio ranges from 1: 3,500 to 1: 25,000, depending on the State. Another major challenge of the policy was that the implementation strategy was not clearly defined.

1.3.7 The Era of Agricultural Transformation Agenda (ATA) (2011-2015)

The ATA was a commodity-focused intervention strategy anchored on a notion of agriculture as a business rather than a development process. One of the components of ATA was the Growth Enhancement Support Scheme (GES). The GES was a government-facilitated, private sector-led delivery of agricultural inputs subsidies to smallholder farmers throughout the country. The reform aimed to eliminate corruption in the management and transmission of agricultural inputs subsidies, avoid the disruptive “crowding-out” effects of government subsidy system on agricultural inputs markets, and expand the reach on the policy benefits to a larger population of smallholder farmers in Nigeria. An electronic wallet system was developed using mobile phones to deliver agro-inputs at no cost to farmers for seed and 50% subsidy for fertilizers. It significantly boosted agricultural input livery to farmers that translated into increase in production and productivity .

- d) Annual Subscription by Farmer Organizations and Agro Allied Industries including all the value chain actors.
- e) Corporate Social Responsibility (CSR) from Corporate Bodies within the communities.
- f) Other relevant sources of fund as may be available

3.3.5 Objective 5: To adopt and promote inclusive agribusiness approach along the value chain.

Policy Statement: Promote participatory, market oriented, demand-driven extension and commodity value chains development approaches and strategies in order to effectively respond to the needs of farmers and other value chain actors.

Strategies

- i) Adopt and implement participatory approaches for market-oriented extension service.
- ii) Develop, operate and popularise active e - market information service (e-MIS)

3.3.6 Objective 6: To adopt and promote a gender, youth and people with special needs (PWSN) responsive agricultural extension system.

Policy Statement:

- i) The policy shall adopt and promote measures that will enable ready access to extension services by gender, youth and people with special needs.
- ii) Implement a minimum of 35% women access to AES.

Strategy:

- a) Promotion of gender friendly tools and approaches, training in gender mainstreaming and gender-responsive budgeting at all levels of the AES hierarchy.
- b) Promotion and use of gender disaggregated data.

3.3.7 Objective 7: Establish an efficient monitoring and evaluation system for Agricultural Extension Service.

Policy Statement: Establish a monitoring and evaluation unit in the extension departments and develop a relevant and effective AES-focused framework for the regular monitoring and assessment of extension performance at all levels.

Strategies:

- i) Establish an M & E unit for agricultural extension system in FDAE, ADPs, NARIs, and all other relevant organizations including the LGA Departments of Agriculture
- ii) Strengthen M & E units (staffing, equipment, soft wares, etc.) and regularly build capacity of staff of the unit.

3.3.8 Objective 8: To promote human resource development, career progression, and professionalism in agricultural extension.

Policy Statements:

- i) Review the agricultural curricula of all tertiary institutions to produce senior and middle level manpower with the requisite knowledge, skills and experience to meet the present and future demands of Nigeria's AES.

Policy Statement:

- a) Promote a decentralized AES in line with the placement of agriculture on the concurrent list in the Nigerian Constitution to enable States and Local Governments exploit their fullest potentials in agricultural development.
- b) Strengthen the agricultural extension service structures of the three tiers of government, (Federal, State and Local) and promote effective synergy with all stakeholders including private sector, donors, FBOs and NGOs for a harmonized and effective extension system.

Strategies:

- i) Set up at the Federal level, a National Agricultural Extension Implementation Steering Committee (NAEISC).
- ii) Set up at the State level, a State Agricultural Extension Implementation Steering Committee (SAEISC)
- iii) Set up at the LGA level, a Local Government Agricultural Extension Implementation Committee (LAEISC)
- iv) Mainstream all bilateral and multilateral development partner-supported extension initiatives and interventions into the national agricultural extension system to avoid duplication and ensure effective collaboration and build synergy at all levels.
- v) State and Local Governments should engage adequate number of qualified extension workers / service providers to effectively interphase with Farm Families

3.3.3 Objective 3: To promote a pluralistic agricultural extension system in Nigeria

Policy Statement: Government will provide a framework that will facilitate the participation of public and private sector actors; including NGOs, farmer-based organizations (FBOs), amongst others in the provision of agricultural extension service along the value chain.

Strategy:

- (i) Provide enabling environment at all levels to enable effective participation of public and private extension service providers.
- (ii) Develop and maintain a data base of public and private extension service providers at all levels.

3.3.4 Objective 4: To ensure timely, adequate and sustainable funding for Agricultural Extension Service.**Policy Statements:**

- i) The sources of the fund shall include but not limited to:
 - a) The proposed National Agricultural Development Fund.
 - b) Contribution from all agricultural development interventions from both public sector and development partners.
 - c) Grants from interested development partners.

Regardless of the agricultural extension gaps observed in the ATA programme, it must be given the “distinction” achievement for the establishment of the Federal Department of Agricultural Extension (FDAE). It is important that under the implementation strategies stated therein, there should be a clearer definition of roles and responsibilities for all stakeholders to avoid conflicts, rivalry, and duplication of efforts at all levels. The document was not legislated and so carries no legal implications and some of the key actors (States), have jettisoned their participation in the GES scheme.

1.3.8 Agricultural Promotion Policy (APP) (2016- 2020)

The Agricultural Promotion Policy of 2016 was produced based on the review of the Agricultural Transformation Agenda (ATA). The APP was designed to build on the successes of ATA. The policy decision to build on the successes of ATA is commendable, given the problem of policy reversals and inconsistencies and rapid turnover of programmes that have characterized the agricultural sector that have followed changes of administration in Nigeria over the years.

Having enumerated some of the major achievements of ATA, the APP then, identified the challenges and production gaps of ATA by value chains. The agricultural extension challenge was not mentioned as a serious challenge and just like under the ATA, it received no in-depth treatment especially in terms of assigning roles and responsibilities to the key stakeholders, funding mechanisms, coordination, quality control and assurance and the recommended systems and strategies for implementation.

In the APP, agricultural extension and advisory service is encapsulated under "*information and knowledge*" as a "*productivity enhancement*" theme, along with access to land, soil fertility, inputs, production management, storage, processing and marketing & trade. In this regard, extension appears decoupled from research as a support service for agricultural development unlike some of the policies that preceded it and against global good practice. Research & innovation on the other hand is classified by the APP as an "**organising theme**" under FMAFS institutional realignment, alongside institutional setting and roles, youth and women, infrastructure, climate smart agriculture, and food consumption and nutrition security. *An important Question then is: How do we effectively disseminate and utilize the results/products of Research and Innovations?* The masking of agricultural extension and advisory services with "information and knowledge" tends to confer lesser visibility, albeit inadvertently on extension as a policy instrument for agricultural development than in previous policies. However, the perceived lower level of visibility should not be construed as a reflection of decreased political will on the part of the Administration to provide extension services to Nigerian farmers. On the contrary the Administration stands out as the one that has singled out the revitalization of extension services as a priority. Furthermore, the FMAFS has consistently shown strong commitment to bringing extension services to the local government areas through the introduction of "one stop extension delivery centre" in each of the 774 local government councils in the federation. For many in the AEAS community, "information and knowledge" is a misnomer for modern agricultural extension and advisory services or extension communication.

As laudable as the policy document, unfortunately, never provided clear and definitive details of implementation arrangements especially, the critical issue of sustainable funding of the system. It only

stated that: “the three tiers of government in Nigeria will be encouraged to jointly support **financing of agricultural extension services delivery**, monitoring and impact studies”. There was no legal provision to commit any of the stakeholders.

1.3.9 National Agricultural Technology and Innovation Policy (NATIP)(2022-2027)

NATIP is a 6-year national agricultural policy intervention instruments and implementation strategy for the development of a technological and innovative capacity to fast-track increased productivity, import substitution, and climate resilience for agricultural value chain investments, with the objectives of:

- Promoting knowledge generation and dissemination to agricultural value chain actors;
- Strengthening agricultural research, innovation and extension service delivery;
- Deploying appropriate technologies and Good Agricultural Practices (GAP) for a rapid increase in crop, fisheries and livestock value chains;
- Increasing access to agricultural finance, rural microfinance and promotion of agricultural insurance with active private sector participation;
- Promoting Digital and Climate-Smart Agriculture, Organic Agriculture and efficient water management for improved efficiency, productivity and income in the face of climate change;
- Increasing access to agricultural land through land development and rural infrastructural development to improve the livelihood and community resilience of rural dwellers’
- Strengthening animal and aquatic diseases surveillance system for prompt detection and response to trans-boundary animal diseases;
- Developing high priority value chains based on ecological or comparative advantages covering crops, livestock and fisheries sub-sectors in collaboration with states;
- Reducing malnutrition and improve nutritional security through the improved food systems;
- Increasing the competitiveness of Nigeria's agricultural products in the international markets;
- Improving the security of agricultural land to create enabling environment for agricultural investment; and
- Re-positioning agricultural cooperatives as a vehicle for the emergence of sustainable clusters.

1.4 Guiding Principles / Contextual Framework

The policy envisaged for agricultural extension is a legislated instrument for knowledge-based, pluralistic, participatory, demand-driven, market-oriented, ICT-enabled extension system that supports a variety of actors along the agricultural value chains.

The framework is based on the global experiences that no one extension model addresses the challenges and fits all contexts in extension service delivery. The key good practices, for effective and successful extension system include:

- i) Decentralization of extension service (administration, financing & implementation) with clear institutional roles and responsibilities;
- ii) Coordination and integration across pluralistic extension system (vertical, horizontal);
- iii) Pluralism in stakeholder views and service provision; and promotion of pluralistic services including out-sourcing to non-state actors (like NGOs, people with special needs and donor

Chapter Three

THE POLICY OBJECTIVES

3.1 Vision, Mission and Goal of Agricultural Extension in Nigeria

3.1.1 Vision

A dynamic national agricultural extension system that offers effective and efficient service capable of transforming the livelihoods and socio-economic standards of stakeholders.

3.1.2 Mission

To provide a pragmatic, effective and efficient demand driven pluralistic, ICT-enabled and market oriented extension service to all stakeholders including youth, women and people with special needs to optimally use resources to promote sustainable agriculture and socio-economic development of the country.

3.1.3 Policy Goal

A legislated and sustainable national agricultural extension system that provides an efficient and effective service delivery to stakeholders for enhanced agricultural productivity and income.

3.2 The General Objective

The overall objective of this policy is to put in place a sustainable, harmonized, pluralistic, demand-driven, ICT-enabled and market oriented national agricultural extension system at all levels that would ensure effective and efficient extension service delivery to all stakeholders along the agricultural value chains.

3.3 The Specific Objectives, Policy Statements and Strategies

3.1 Objective 1: To strengthen the linkages among research, extension, farmers, and the private sector.

Policy Statement:

- i) Institutionalize Research-Extension-Farmer-Inputs and Market Linkage System (REFIMLS) as a platform to bring all stakeholders together for the development, adaptation, dissemination, adoption and utilization of useful and relevant technologies by farmers and other actors along the value chain.
- ii) Ensure effective, efficient linkages and networking among stakeholders in the agricultural value chain.

Strategies:

- i) Creating platforms for effective interaction, collaboration and coordination to achieve synergy.
- ii) All relevant institutions in the National Agricultural Research and Extension System (NARES) and other stakeholders (input dealers, financial institutions, off-takers, insurance and agro allied industries) to actively participate in REFIMLS.

3.3.2 Objective 2 To establish a functional structure for sustainable agricultural extension service delivery at all levels.

Professionalization of Extension Service in Nigeria. The outcome of the consultations served as an input to the draft policy document.

2.3 Validation Workshop

The draft report submitted by the consultants contained the outcome of consultations held with the critical key stakeholders in the agricultural sector of Nigeria, and this was submitted to the FDAE. The FDAE reviewed the draft policy document and also subjected it to a national validation workshop, where representatives of states, private sector, NARIs/Universities, farmer organizations and financial institutions were present. The contributions from the validation workshop were incorporated by the consultants into the final draft National Agricultural Extension Policy for Nigeria. Thereafter, the FDAE constituted a team of experts to revise the validated report into a concise draft policy document as well as its implementation roadmap.

2.4 Legislation of the National Agricultural Extension Policy of Nigeria

The desire of all stakeholders is that the relevant portions of National Agricultural Extension Policy of as approved by the FEC becomes an Act of the National Assembly so that it can have the force of law in the country. The FMAFS / FDAE is expected to and follow through to conclusion the process of producing a bill for National Agricultural Extension Policy. The Honourable Minister of Agriculture and Food Security will convene a Special National Council of Agriculture to present to states the approved NAEP with a view to domesticating it. National Agricultural Extension Policy. Draft executive bill of NAEP will be presented to the national Policy will then be presented as an executive bill to the National Assembly for deliberation and enactment into law.

agencies) needs to be associated with certification and technical backstopping for quality assurance and control;

- iv) Organization of rural producers and building social capital to gain economies of scale;
- v) Bottom-up planning and demand for value for money services as provided for by a participatory, demand-responsive extension system;
- vi) Timeliness of information effectively powered by ICTs (e-extension) to complement the traditional face-to-face and other extension delivery approaches;
- vii) A strong research – extension – farmer – inputs - market linkage system (REFIMLS);
- viii) Assured funding mechanisms for both operational and capital development and regardless of the funding sources (public or private) it must include some elements of cost-sharing with the clients;
- x) Regular capacity building for both clients and service providers; to strengthen extension to serve as “knowledge provider with technical, market and business skills and as a broker able to link producer / enterprises to other services”.

Chapter Two

The policy formulation process

2.1 The Policy Formulation Process

A team of two consultants engaged by IFAD assisted the FDAE to produce a draft policy report as the basis for articulating a national agricultural extension policy. The aim was to develop an evidence-based policy document on agricultural extension that can be legislated for Nigeria. The policy will promote a “sustainable, pluralistic, knowledge-based, demand responsive, market-oriented and ICT-enabled agricultural extension with assured funding mechanisms. It will also ensure well-trained and motivated personnel to provide professional services to all actors along all the agricultural value chains of interest”. The process involved review of existing policy pronouncements and past experiences that worked, as well as learning from good practices, taking lessons from countries that have promoted public, private sector partnerships, and implemented a performance-based management system in agricultural extension.

The team went round to consult and collect evidence from relevant stakeholders in twelve sampled States; two states were selected from each geo-political zone using a two-stage stratified random sampling procedure involving (i) grouping of the 36 states on the basis of the old twelve state structure and (ii) random sampling of one state from each block. These are:

- i. North Central: Nasarawa and Kogi States
- ii. North East: Bauchi and Taraba States
- iii. North West: Kebbi and Zamfara States
- iv. South East: Ebonyi and Anambra States
- v. South South: Akwa Ibom and Edo States
- vi. South West: Ondo and Ogun States

The consultation involved interactions with key stakeholders in each of the selected States to ensure inclusiveness.

2.2 Conduct of the Stakeholders' Consultations

Two levels of stakeholders' consultations were held; the state consultative forum held in each of the selected states and the national stakeholders' forum conducted in Abuja.

2.2.1 The State Stakeholders' Consultations

Two teams, each comprising a consultant, three staff of FDAE, a staff of the IFAD-supported Value Chain Development Programme (VCDP) conducted the stakeholders' consultations in the states. The teams each covered the northern and the southern states simultaneously. The stakeholders consulted included:

a) Public Sector

- The Hon. Commissioner of Agriculture
- The Chairman and members of the States' House of Assembly Committee on Agriculture

- The Programme Manager/Managing Director and management of the States' Agricultural Development Programmes or Agricultural Development Authority.
- The State Project Coordinators of the donor-supported agricultural-related projects (Fadama III + AF, NPFS, VCDP, RUFIN.)
- The Local Government staff: Chairmen of selected LGAs in State, Heads/Directors of Agricultural Department, Councillors for Agriculture.

b) Private sector

- Profit and non-profit NGOs.
- Private Agricultural Extension Service Providers, including Internet service companies; MTN, GLO, ETISALAT (now 9 Mobile) and AIRTEL.
- Agro-dealers.
- Farmer-based organizations (FBOs) including women, youth groups, and associations.
- Financial institutions (commercial and micro-finance banks).
- Industries and Companies involved in direct production of their raw materials and/or in contract farming (as off-takers) and giving Inputs or credit to the farmers.

A check-list was used for the focused group discussions with the various stakeholder groups in the States. The consultations started with official visit to the Commissioners of Agriculture and Natural Resources representing the chief executive of the State and responsible for the State Government's agricultural development policies and strategies. This was essentially to get the State Governments' official position on the various agricultural policy issues under review, and to obtain alternative policy options, if any, from them. This was then followed by visits to the members of the State Houses of Assembly Committee on Agriculture, to seek their views as legislators. The positions and views were thereafter harmonized.

Interactive sessions were held, one day each with the public sector, the private sector, the local government chairmen and staff of the local government agriculture department. Each of these sessions started with a power point presentation of the discussion guide (key policy issues) mapped out for focused discussions, and any others as suggested by participants. Presentations were then followed by comprehensive and in depth discussions. Participants at each of the forum were encouraged and given the opportunity to make written submissions of their opinions and positions, if needed. These were thereafter analysed and synthesized as part of the stakeholders' consultative forum report.

2.2.2 The National Stakeholders' Consultation

The forum had participants from the agricultural research institutes and universities across the country and obtained their contributions to the draft policy. This community of stakeholders has responsibility for technology and innovations development, adaptation and to limited extent dissemination. The issues presented included: The Justification for the National Agricultural Extension Policy; the Structure for Implementation; Roles and Responsibilities of the 3-Tiers of Government, Farmer Associations and Organized Private Sector Operators; National Agricultural Research Institutes, Colleges of Agriculture and the Universities; Financing Mechanism for the Extension System; and