

NAADS APPROACH: A NEW MODEL OF AGRICULTURAL EXTENSION IN UGANDA

Training Programme for Agricultural Extension Experts
in OIC Member State Countries

Dr. Christopher Bukenya
NAADS SECRETARIAT

Outline

1. Global context/trends in extension
2. Experiences with the traditional public extension service models
3. Developments at Country level
4. Creation of NAADS in Uganda
5. NAADS Extension Approach: Key tenets
6. NAADS programme interventions
7. Linkage between research and extension within the public system

1. Global context/trends in extension

- From mid-1990s, increasingly, changing extension thinking and practice globally :
 - Growing disdain about the **traditional public sector extension systems**
 - Leading to **questions** about the **role** of extension and **how** extension should be provided
 - Broadening role/focus of extension: addressing both **economic** and **social** issues/objectives (gender, environment. HIV/AIDS etc.?)
 - **Funding** and **delivery** mechanisms (Public/private etc.)

2. Experiences with the traditional public extension service models

- Predominance of the **traditional public extension service models** up till mid 1990s
- An example of the traditional public service models:

T&V model of extension organization promoted by the World Bank, from 1975 to 1995, as a national public extension system

Limitations:

(see. E.g. Jock.R.Anderson , WDR 2008: Agriculture for Development; See e.g. Birner & Anderson (2007): IFPRI Discussion 00729; Feder, Willett & Zijp, 2001)

- major difficulties in **providing** and **financing** agricultural advisory services in an efficient and **sustainable** way;
- **scale** and **complexity** of extension operations;
- dependence of success in extension on the broader policy environment;

Experiences: traditional extension...

- **less than ideal interaction** of extension with the knowledge generation system;
 - profound problems of **accountability incentives** of extension employees both upward (to the managers) and downward (to their clients, particularly female farmers);
 - oftentimes **weak political commitment** and support for public extension
 - Frequent encumbrance with **public duties** in addition to those related to knowledge transfer
 - severe difficulties of **fiscal unsustainability** faced in many countries
- ▶ **Regrettable experience** with the T& V extension model: **inappropriate for the situations** of many client countries.

Overcoming limitations

(See e.g. Birner & Anderson (2007): IFPRI Discussion Paper 00729 *How to make extension demand-driven*)

- A number of **specific formats of extension operations** emerged to overcome the widely acknowledged problems
- **Newer/different approaches**, which depart from the traditional public service models, which entail:
 - **institutional innovations and reforms**,
 - often **pluralistic**, where specific design features reflect attempts to overcome weaknesses inherent in earlier public extension efforts
 - New approaches of **providing and financing** agricultural advisory services include;

Overcoming limitations...

Hence increasingly:

- **Towards decentralized extension service**
- **Involvement of farmers in decentralised extension service delivery: Increasing role of farmers 'organisations**
- **Decentralised extension service delivery and the contracting out to private providers, a move towards privatisation**
- **Broadening the types of advisory methods applied, including the use of modern ITCs**
- **Pluralism in provision of agricultural advisory/extension services: Role of non-state actors –private sector, NGOs, CBOs**
- **Presently, emphasis on public– private partnerships in service provision**

3. Developments at Country level

- The early 1990s saw the beginning of **recent reforms** in public agricultural extension system (as well as agricultural research)
- Prior to this, delivery of public extension achieved through **parallel extension services** in different govt. ministry depts.
- In 1990, a new government policy sought ‘**unification**’ of the service to **rationalise and integrate use of scarce resources**: address shortcomings (duplication, conflict and confusion...);

Developments at Country level...

- Creation of a **new Ministry** –Ministry of Agriculture Animal Industries and Fisheries (MAAIF); out of merger of two line Ministries (i.e. Agriculture, Veterinary).
- Pooled together three **main sub-sectors** (i.e. crops, livestock and fisheries)
- Merger resulted into adoption of a ***Unified Extension Approach*** (UEA) under the World Bank funded Agricultural Extension Project (AEP) from 1992 until 1997.
- ***AEP aimed at improving the organisation and management of extension service***

Developments at Country level...

- Feature of the UEA:
 - Field Extension Worker (FEW) was expected to be **knowledgeable in several relevant sub disciplines** (crops, livestock, fisheries)
 - Sought to avoid **conflicting messages** to the farmer

Main modification of typical T&V model

- **Group approach** instead of individual approach—
Field Extension worker targeted a group of farmers within in area of jurisdiction ('circle')

Developments at Country level...

- An attempt to move from **centralised** planning towards a more **bottom-up** programme **planning** process (**stakeholder consultation**)
- Emphasis on **strengthening research-extension linkage**
- Up till **1997** Uganda pursued a **centralised ministry-based public** national agricultural extension system/service.

Developments at Country level...

Major recent Policy and Institutional reforms:

- Towards end of the 1990s: Poverty Eradication Action Plan (PEAP), Plan for Modernisation of Agriculture (PMA).
- Embraced **contemporary policies**: decentralisation, liberalisation, privatisation, down-ward accountability, stakeholder participation/ bottom up planning

Developments at Country level...

- Increasing trend from the largely **supply- driven** public extension (and research) system...
- **Towards demand-driven systems:**
 - **Decentralisation** of extension service delivery (in 1997)
 - Creation of a **semi-autonomous** bodies within MAAIF (e.g. NARO, NAADS)
- Embracing **pluralistic** strategies in extension service delivery: increasing involvement of **NGOs, Private sector...**

4. Creation of NAADS in Uganda

- NAADS created by an Act of Parliament: **NAADS Act 2001**;
- A **semi-autonomous public** agency within MAAIF, responsible for public agricultural advisory/extension services
- NAADS, created in keeping with the **changing extension thinking and practice globally**
- *Hence an example of institutional innovations and reforms of traditional public extension, at the end of the 1990s*
- Many of the institutional innovations and reforms (above) are reflected in **NAADS' principles and Vision**
- NAADS created within **on-going national policy and institutional reforms** aligned to contemporary policies (above)

NAADS Vision... “A decentralized, farmer owned/controlled system with increasing participation of the private sector”

5. NAADS Extension Approach: Key tenets

- NAADS approach seen as a new extension model:

(ref. Jock.R.Anderson; Background Paper for the World Development Report 2008; Agriculture for Development???)

**Engendering Farmer empowerment and participation)*

- *deepening decentralization of extension services–
accountability to smallholder farmers;*
- *changing the relationship between smallholder
farmers and extension–increasing farmer influence
over service providers*
- *contracting out provision of public sector funded
services to private service providers*

NAADS Extension Approach...

- NAADS pursues an **advisory approach** to service provision based on the **demand-driven** principle

- Key tenets:
 - *demand-driven and farmer owned/controlled system*

 - *Farmer empowerment and active participation*
 - Farmer Institutional Development (farmer groups, farmer forum)

 - Farmer institutions play key role in **service acquisition *process-demand articulation*** and ***monitoring and evaluation***

6. NAADS programme interventions

Mission:

improving farmers' access to improved knowledge/skills, information and technology for profitable agriculture

- Presently, **scope of service: agricultural advisory and agribusiness services**
- Strategy for commercialisation recognises **differentiation of farmers in their progression along the subsistence-commercialisation continuum**

Interventions...

- Specific interventions / output areas:

- a. Agricultural Advisory Services

Farmer Institutional Development:

- Establishment and strengthening of farmer institutions: *farmer groups, farmer fora* and *Higher Level Farmer Organisations (HLFOs)*.
- Establishment of Village Farmer fora within the *village approach*
 - *introduced recently to address inclusion concerns (including deepening of community procurement)*

Interventions...

Technology promotion & information access to farmers:

- Promotion of **various technologies** along the value chain of **priority** commodities/enterprises
- Provision of **agricultural Advisory services (AAS)**
 - AAS provided by **Agricultural Advisory services Providers (AASPs)**
 - **AASPs engaged on a 2-year performance-based contract** (for crops, livestock or as the case may be)
 - Qualifications: *minimum Diploma in relevant field (crop, livestock, fisheries...)*
 - Contracting AASPs a key mandate of Sub county farmer fora–farmer control over AASP
 - Supported by a network of **Community-based Facilitators (CBFs)**

Interventions...

Technology promotion & information access to farmers:

- Provides for **pluralistic approaches** in terms of both **type of service providers and methodologies**
 - Service providers: *public, NGO, private etc.*
 - Methodologies: **conventional** (face-to-face, mostly group based and **new extension** methodologies, including **ICT-based** and **horizontal** information exchanges (e.g. F-2-F)
- Presently, increasing emphasis on **public– private partnerships** in service provision

Interventions...

Technology uptake grants scheme

- Provision of a *targeted* technology uptake package (grant scheme)
- Scheme supports farmer **progression** along the **subsistence–market–oriented/commercialization**
- supports **food security** and **market oriented** farmers
- Involves **recovery** within beneficiary farmer groups
- Advisory services aligned to technology promotion (demonstration, multiplication)

Interventions...

b. Agribusiness and Market linkages

- Increasing attention on **strengthening the Agribusiness and Market linkages** function in agricultural advisory services
- aims to **integrate smallholder farmers into agricultural value chain**

Agribusiness Development Services

- A range of services and information:
 - *Enterprise selection*
 - *market, value chain, gross margin analysis*
 - *Including, information on financial services*

Interventions...

- Supports selected **strategic partnerships** for value addition under **PPP** strategy

Commercialisation Challenge Fund

- Support establishment of **public-private partnerships** for **innovative agribusiness initiatives** involving **nucleus farmers/farms**
- Supports development of **input supply, marketing and agro-processing** activities
- Provided on a **competitive and matching grant** basis (50:50)
- Implemented via **two windows: Window 1** (Zonal & Inter-district level partners) and **Window 2** (District & Inter-sub-county level partners)

Interventions...

- **Window 1** (Zonal & Inter-district level): *grant size : \$40,000 – \$200,000*
- **Window 2** (District & Inter-sub-county level): *grant size : \$10,000 – \$25,000*
- Target groups:
 - **Window 1:**
 - Farmer cooperative and unions and private sector entrepreneurs (agricultural input supply, collective marketing and agro processing)
 - **Window 2:**
 - Nucleus farmers (production and strategic commodities), cooperatives and intergroup associations

7. Linkage between research and extension within the public system

- Reforms of the country's public agricultural extension and research systems have sought to **improve the linkage between research and extension**
- And, more generally, the link between **research, extension, farmers and market/other actors** in the R&D system
- However, these efforts have often yielded less than the **expected/desired levels of success**
- *Experience of NAADS phase 1*
- Widespread concerns about the **gap between technology generation and advisory services**

Linkage between research and extension...

- Recent initiative to **strengthen/enhance the linkage/interface** between agricultural research and agricultural advisory/ extension
- The *Agricultural Technology and Agribusiness Advisory Services (ATAAS)*
- Development Objective: ‘ to *increase agricultural productivity and incomes of participating households by improving the performance of agricultural research and advisory service systems in Uganda*’

Linkage between research and extension...

- ATAAS project provides for a **joint funding modality** supporting the strengthening of Uganda's agricultural research/technology generation system (NARO) and agricultural advisory services (NAADS)
- A key component (*Component 2*) of the project is strengthening the **interface** between NAADS and NARO in their **complementary roles** of the country's agricultural R&D system

Linkage between research and extension...

- Aim to engender a *demand-driven/client-oriented technology generation, innovation and dissemination system*
- A central focus enabling **joint planning** and **priority setting** for **adaptive research** and **technology up scaling** activities
- Operationalised by **joint teams of NARO** and **NAADS**, stationed at the respective **Zonal Agricultural Research and Development Institutes (ZARDIs)**.

Linkage between research and extension...

- Involves:
 - Multistakeholder Innovation Platforms (MSIPs) to facilitate **joint planning** and **information sharing** etc.
 - **District Adaptive Research Teams (DARSTs)** as **technology dissemination** channels along the technology uptake pathway
- A key output area of the adaptive research activities having the ***Research– Extension–farmer linkage strengthened***
 - *Technology link & Innovations Officer (TLIO)*

8. Challenges

- High level of **expectations and demands** from the stakeholders' way beyond the available resource
- Lower **Medium Term Expenditure Framework (MTEF)** ceiling relative to the ATAAS project budget provisions: **financing gap**
- **Inadequate** number of front-line agricultural advisory service providers(AASPs) and well as inadequate facilitation of operations
- **Conflicting messages** to farmers by various stakeholders about programme implementation modalities (co-funding and the revolving scheme of technology packages)

Challenges...

- Offering a **combined package** of **advisory services** and **technology materials** (popularly referred to as ‘input supply’) **compromises the training and information role** while also **raising undue expectations**
- Generally **weak** farmer institutions
- Lack of **common position** among stakeholders (political, civil, donors etc.) on the way forward for country’s agricultural extension:
 - **features a semblance of parallel systems;**
i.e. NAADS approach introduces certain institutional arrangements within a decentralised service delivery system

END

Thank You !