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Capacity assessment for achieving the Agricultural Transformation Agenda in Nigeria

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LIST OF ABBREVIATIONS

ADP	Agricultural Development Programme
AFAN	All Farmers Association of Nigeria
AFPAD	Agriculture and Food Policy Analysis Division
AIAG	Agriculture Industry Advisory Group
AITIG	Agricultural Investment Transformation Implementation Group
ARCN	Agriculture Research Council of Nigeria
ATA	Agricultural Transformation Agenda
ATIC	Agriculture Transformation Implementation Council
ATPG	Agriculture Transformation Policy Group
BSc	Bachelor of Science
CAADP	Comprehensive Africa Agricultural Development Programme
CBN	Central Bank of Nigeria
CSO	Civil Society Organization
EA	Extension Agent
FMARD	Federal Ministry of Agriculture and Rural Development
FPRS	Federal Planning, Research, and Statistics
GES	Growth Enhancement Support (Scheme)
HOD	Head of Department
IFPRI	International Food Policy Research Institute
IITA	International Institute of Tropical Agriculture
JSR	Joint Sector Review
LGA	Local Government Area
M&E	Monitoring and Evaluation
MANR	Ministry of Agriculture and Natural Resources
MDG	Millennium Development Goal
MoU	Memorandum of Understanding
MSc	Master of Science
NAIP	National Agricultural Investment Plan
NARI	National Agricultural Research Institute
NBS	National Bureau of Statistics
NCA	National Council on Agriculture
NGO	Non-governmental Organization
NISER	Nigerian Institute for Social and Economic Research
NPC	National Planning Commission
PPP	Planning, Policies, and Programs Division of PRSD
PRS	Planning, Research, and Statistics
PRSD	Planning, Research and Statistics Department of FMARD
SCA	State Council on Agriculture
SEEDS	State Economic Empowerment and Development Strategy

ABSTRACT

Transformation of the agricultural sector has become a development imperative for many African countries in order to achieve the Millennium Development Goals that relate to improved food security and reduced hunger. Nigeria is no exception and has recently initiated its own program with this objective, the Agricultural Transformation Agenda (ATA). Lessons from transforming traditional agriculture in the past have shown that for every level of sectoral transformation, corresponding levels of organizational and individual human capacity must be attained as well. This report presents the findings and recommendations of a capacity needs assessment study carried out between July and September 2012 in the context of the ATA. In this paper, we document an approach to capacity strengthening in the Federal Ministry of Agriculture and Rural Development (FMARD) to implement the ATA. The objectives of this report include mapping key institutions and stakeholders, analyzing institutional capacity strengths and gaps, and making recommendations to improve these capacities in relation to their proposed implementation roles. This report also identifies the leadership and management structure required within FMARD for the successful implementation of the ATA. We then make recommendations to improve capacity at the policy process and organizational levels to increase the effectiveness and efficiency of FMARD. Capacity assessments were carried out at three levels: the policy process level, the organizational level, and the individual level.

I. INTRODUCTION

Transformation of the agricultural sector has become a development imperative for many African countries, including Nigeria, in order to achieve the Millennium Development Goals (MDGs) focused on improved food security and reduced hunger. The Government of Nigeria has recently embarked on a visionary strategy for the development of its agriculture sector. The Agricultural Transformation Agenda (ATA) strives to increase agricultural productivity and value addition in agriculture in order to reduce food prices and Nigeria's reliance on food imports. It aggressively pursues developing agriculture as a commercial industry, promoting key commodity value chains, and enhancing Nigeria's competitiveness in global markets with particular emphasis on engaging women and youth in the agricultural transformation process. The ATA set ambitious targets for individual commodity value chains. For example, achieving self-sufficiency in rice production by 2015 and increasing employment and enhancing the incomes of rice farmers are the primary objectives of the rice value chain development. Implementation of the ATA, however, requires effective capacity at the policy process, organizational, and individual levels. Reorientation of the existing organizational objectives of various departments in the public agriculture sector and strengthening their linkages are paramount to translating ATA into action on the ground. With limited capacity in the public sector, the ATA calls for increased involvement of the private sector and civil society organizations (CSOs) to sustainably strengthen and expand the targeted value chains. Further, the linkages between the Federal Ministry of Agriculture and Rural Development (FMARD) and its state-level counterparts need to be identified and analyzed for converting the ATA into state-level action plans with sufficient funding allocated to support them adequately. Understanding the organizational and capacity strengths and weaknesses at all these levels will increase the impact of ATA implementation.

The ATA is based on approaches that will increase food and agricultural production through set targets of increased productivity of Nigerian farmers. Achieving these targets requires a high level of coordination and effective use of capacity at all levels. In order to support the implementation of the ATA, FMARD commissioned a capacity assessment and analysis of the institutional roles and requirements to achieve the goals and objectives of the ATA. A team of researchers from the International Food Policy Research Institute (IFPRI) and the International Institute of Tropical Agriculture (IITA) conducted several consultative meetings and interviews with a wide range of stakeholders of FMARD between July and September of 2012. The study began with initial discussions with the Federal Planning, Research, and Statistics (FPRS) Department in FMARD.

The assessment had the following broad objectives:

- identify and map the institutions and stakeholders (federal, state and local government, private sector, and civil society) that play a critical role in the implementation of the ATA;
- analyze institutional capacity strengths and gaps in relation to their proposed implementation roles;
- identify the system-level reforms, technical assistance, and training required to enable the institutions to perform their roles effectively in support of the ATA; and
- identify the leadership and management structures required for effective implementation of the ATA.

Outputs from this capacity assessment included a map of relevant institutions in Nigeria that are critical to ATA's implementation and an institutional capacity analysis to identify capacity needs and gaps. The institutional map identifies national and state level institutions (both public and private) that contribute directly to the success of ATA programs. The map also examines staffing, skills, and activities each institution requires to effectively fulfill their roles. This part of the study was conducted by Development Alternatives Inc., and is available as a separate report.

An analysis of institutional capacity was conducted to determine the ability of key institutions to successfully implement their proposed duties. This is the subject of this report. In our analysis here, we compare the existing staffing, skills, and management systems with what is considered necessary for successful implementation of the ATA. Further, the report identifies the skills, competencies, and capacity gaps of the institutions involved in the implementation of the ATA and the systems, processes, and skills needed by the ATA management team to effectively coordinate ATA's implementation. Institutional capacity gaps are identified and used as a basis for developing institutional improvement plans. These plans identify and prioritize the training and technical assistance required for institutions to effectively fill their implementation roles. This report addresses these issues from the policy process, organizational, and individual capacity levels with a focus on the planning, agricultural research, and extension systems needed for ATA implementation.

The rest of the report is organized as follows. The context of the capacity assessment exercise is described in the next section, along with key elements of the ATA strategy. Section three describes the methodology of the capacity assessment. Section four presents the results of the capacity assessment at three levels: the policy process, organizational, and individual levels. Sections five, six, and seven address specific capacity issues related to federal-state-local government linkages in implementing the ATA, public-private-CSO roles in designing and implementing the ATA, and capacity needs for value chain development, respectively. Section eight presents an organizational arrangement for the Agricultural and Food Policy Analysis Division (AFPAD) within the context of the proposed reorganization of FMARD. Section nine presents a strategy for capacity development based on the results presented and recommendations made in the previous sections. Section ten outlines a specific action plan for implementing capacity strengthening activities over the next three years. The last section offers concluding remarks.

2. CONTEXT OF THE ATA CAPACITY ASSESSMENT

Agriculture and allied sectors play a critical role in the economic development of Nigeria. The agriculture sector has seen some growth in recent years, but it continues to face challenges. While Nigeria has made some progress toward the Millennium Development Goals (MDGs), its current pace is behind the pace needed to achieve them by 2015. Agriculture has great potential to contribute to expediting this process. Through the expansion of land under cultivation and by increasing productivity, Nigeria's agricultural sector can achieve the goals it set for itself through various agricultural initiatives, including the ATA.

The transformation agenda of the Nigerian Government for the agricultural sector identifies low productivity, low levels of private sector investment, shortage of skilled human capacity, low investment in research and development, poorly developed value chains, and low value addition as key constraints. In order to achieve its agricultural development goals, Nigeria signed the Comprehensive Africa Agriculture Development Programme (CAADP) compact in 2009. The objectives of CAADP are well articulated in the National Agricultural Investment Plan (NAIP) (FMARD 2011a), which was developed to meet the MDGs of eradication of extreme poverty and hunger (MDG 1) and ensuring environmental sustainability (MDG 7). Initially, the NAIP developed for CAADP in Nigeria was not fully integrated with state plans for public investment in the agriculture sector, but following workshops conducted by IFPRI in the six target regions, better linkages have been established between the federal and state agriculture investment plans. The state agricultural investment plans were then fed into the revised NAIP until the end of 2011. CAADP was the primary agenda item for FMARD before the inception of the ATA in 2011. The ATA was first presented to the President by the Minister of Agriculture in September 2011.

The ATA provides the contextual framework for the capacity assessment exercise reported here. It aims to bring together all agricultural strategies and plans developed in the recent past with the intention of developing Nigeria's agricultural commodity value chains to improve productivity and livelihoods. The ATA sets targets for various subsectors of the agricultural economy and goals to develop Nigeria's commodity value chains to improve productivity and livelihoods. The ATA has the objectives of protecting foreign reserves, developing youth in agriculture, and reducing rural unemployment. Value chain development, special crop processing zones, and private sector involvement are the three flagship drivers of the ATA. Private sector involvement is currently introduced through the Growth Enhancement Support (GES) Scheme which targets small-holder farmers to increase their productivity through the use of modern technologies, such as chemical fertilizers and seeds.

It was widely recognized among policy makers interviewed for this assessment that without adequate capacity at various levels, the ATA may not achieve its goals. The process of policymaking requires that stakeholders have adequate capacity to participate in and contribute to meaningful discussions on policy and program content. For effective implementation of strategies and programs, organizational capacity needs improvement at all levels. ATA implementation and its success crucially depend on how the states adopt the federal program into their state-level agricultural development programs and plans. Improving the federal-state-local government linkages will facilitate collaboration in designing and implementing programs of the ATA. Further value chain development will require filling capacity gaps of all entities that operate along the value chains. While some capacity exists at various levels, in order to achieve the goals of the ATA, a better understanding is required of what capacity exists at the policy process, organizational, and individual levels. Specific plans for filling the capacity gaps are also needed. The following sections of this report address these needs.

3. CAPACITY ASSESSMENT METHODS

The first step of the capacity needs assessment was a preliminary review of the recent reform measures attempted in the agriculture sector in relation to the ATA. Group discussions and personal interviews of key stakeholders and informants were the primary data collection methods in this study. A case study approach was used to identify the key organizations that would be essential to the development and implementation of the ATA strategies. The capacity assessment was carried out at three levels. At the policy process level, the organizations, agencies, and stakeholders in the agricultural sector were mapped and their capacity needs were identified. At the organizational level, key organizations within FMARD, state ministries, local government areas (LGAs), and relevant specialized agencies were interviewed to assess their capacity needs, institutional arrangements, and organizational linkages. In addition, expert advisors of targeted value chains outlined in the ATA were interviewed along with private sector representatives to identify their respective capacity constraints and opportunities.

Four types of formal questionnaires were used to structure the conversation with stakeholders. For the policy process, selected institutions were interviewed to assess their role in the policy process in relation to the ATA. Experts in the agriculture sector were asked to assess the current performance of the organizations that would support the ATA through formal questionnaires. The heads of the organizational units involved in the implementation of the ATA were interviewed to understand the organizational and capacity issues confronting them. Finally, the organizations were interviewed to identify capacity gaps at the individual level.

Based on preliminary meetings and consultations with FMARD officials, an initial set of agencies and departments were identified for detailed analysis at different levels. The basic criteria used for the selection of the agencies and departments included the importance of the agency or the department in the implementation of the ATA, its role at state and LGA levels, and, when they are strengthened with adequate capacity, whether these organizations could contribute to the quick revival of capacity at various levels of implementation of ATA. The organizations identified are also strategic in the sense that their roles in developing goals, designing interventions, and implementing the ATA and their linkages within policy and implementation processes in the agricultural sector are crucial for the success of the ATA. These organizations are briefly introduced in this section.

- The Federal Department of Policy, Research, and Statistics (FPRS) of FMARD plays the overall planning and implementation role for the functioning of the Federal Ministry. It also has linkages to key state level agencies such as the State Ministries of Agriculture and their departments.
- In addition, specialized agencies that serve the objectives of ATA should play crucial roles in moving the ATA forward. We look at a largest and most important of all the agencies, the Agricultural Research Council of Nigeria (ARCN), which coordinates research and innovation development in the agriculture and allied sectors through a network of research institutions and the Federal Universities and Colleges of Agriculture. It receives direct funding from the Ministry of Finance and is considered an autonomous institution. However, its oversight on agricultural research has made it a key participant in ATA implementation. ARCN has initiated its own restructuring process to be more relevant to the needs of the farmers. This it is doing by improving the process of resource allocation and accountability of the researchers who receive funding from it.
- State Ministries of Agriculture are the key implementation agencies of the ATA strategies. However, how they are organized to contextualize the ATA at state and local levels depends on the capacity of various thematic departments and more importantly the planning departments of the state ministries. Also at the state level, the departments that are responsible for monitoring and evaluation play a key role in tracking program implementation, including ATA activities.
- At the Local Government Authority (LGA) level, officials work with community leaders to implement the programs designed under ATA.

Translating the strategies and plans of the ATA into action on the ground requires capacity at all these levels and among all these institutions, as well as others. In this paper we take a look at the capacity challenges of these organizational entities at federal level and in three selected states.

4. RESULTS OF THE CAPACITY ASSESSMENT AT POLICY PROCESS, ORGANIZATIONAL, AND INDIVIDUAL LEVELS

This section reports on the capacity challenges and needs of the policy process in the agricultural sector of Nigeria in the context of the ATA. Achieving the targets set by the ATA will require a more complete understanding of how various actors and players can participate in the process of policy design, implementation, and evaluation.

Even within FMARD, increasing the involvement of public officials will require an understanding of how new ideas and analytical information generated by units of FMARD are used in policy advocacy. By understanding and strengthening the policy process, policy analysts and advisors can compare their policy choices and strategically position them at various stages of the policy process in order to increase their chances of being considered and eventually adopted.

Policy Process Capacity Assessment

We analyze the process of policymaking in the agricultural sector in the context of the ATA. How do policy problems get the attention of the units of the federal ministries? How are such problems analyzed? How are policy solutions with adequate funding and implementable strategies developed at FMARD level? To what extent is the ideal policy cycle—identifying the problem, analyzing the problem, developing alternatives for policy problems, choosing the best among the alternatives, and implementing it—followed? What types of consultations are held with public, private, and non-governmental entities at the federal, state, and local levels? Which alternative policy processes will yield the greatest support for the implementation of the federally-designed ATA from farmer associations, the private sector, CSOs, and other stakeholders who will be affected by such policy changes?

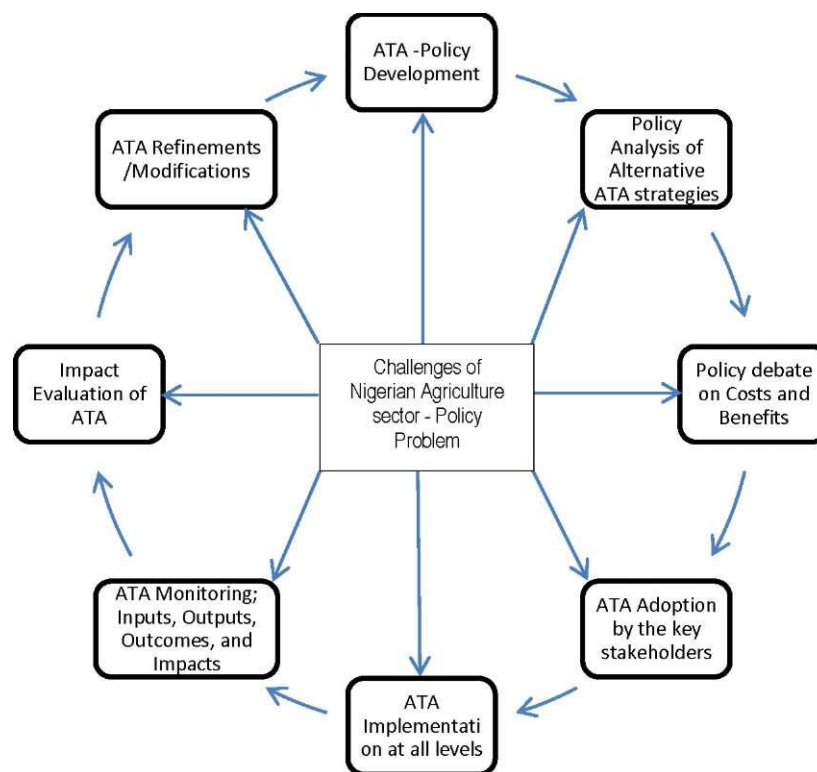
The methodology used included formal interviews and a focus group discussion. Three key institutions were surveyed to assess capacity in agricultural policy processes: FMARD, ARCN, and the National Assembly. In FMARD, the Federal Planning, Research, and Statistics (FPRS) Department and all four of its divisions were extensively interviewed. The coordinator of the value chain groups, as well as the management staff of two of the value chains (rice and cocoa), were interviewed. Detailed interviews were conducted with the clerks of both chambers of the Assembly. The focus group discussion was attended by a broad spectrum of stakeholders, some of whom also completed questionnaires. Using formal interviews with various units within FMARD, the state Ministries of Agriculture and Natural Resources (MANRs), and LGA Agriculture Departments in Kogi, Enugu, and Delta states, we examined how policy issues are identified and national strategies and agendas are set, how choices are made from various policy alternatives, and finally how a policy is implemented.

A CONCEPTUAL FRAMEWORK FOR UNDERSTANDING THE POLICY PROCESS

Understanding the policy process requires identifying the various stages of policymaking in the ATA context. The conceptual framework developed here can be used to describe the policy process in Nigeria with particular reference to the ATA. Two elements of the policy process need to be identified and described – a detailed description of the process of the design and implementation of a policy, and an analysis of this process in terms of its consistency with good governance principles.

The cycle of the ATA policymaking process is depicted in Figure 1. While analysts have described the policy process cycle in different ways depending on the nature of analysis involved, eight stages of the policy process are identified here.

Figure 1— Policy Process of the Agricultural Transformation Agenda (ATA)



The first stage of the policy process at the top of Figure 1 involves the identification of the policy problem. The ATA identifies the current challenges and opportunities of the Nigerian agriculture sector in line with the Nigeria's National Transformation Agenda, which provides the context and mandate for sectoral strategies (NPC 2011). At this stage, the players and actors who are involved in identifying policy problems vary depending on the context and extent of the problem. In the case of the ATA, the key entities in the policy process, in order of influence, include the parliamentary committees on agriculture, the Federal Minister's Office, the value chain team leaders, the policy experts group, the agriculture donor working group, the National Council on Agriculture (NCA), the All Farmers Association of Nigeria (AFAN), and other stakeholders, such as CSOs who are involved in the agriculture sector.

The second stage involves evaluating policy alternatives that address the policy problem. At this stage, the policy-makers identify clear goals that the policy is intended to address and try to develop a corresponding schematic approach to reach the most beneficiaries at the lowest cost. In the case of the ATA, such analysis of alternatives was guided by the results of several rounds of policy discussions during the previous five years, including discussion of the CAADP process and the NAIP developed from them (FMARD 2011). The third stage involves selecting the optimal policy based on a more complete understanding of the feasibility of implementation of the policy alternatives, as undertaken in the second stage, particularly in terms of the costs and benefits of each.

In the fourth and fifth stages, policy adoption and then policy implementation with the challenges, constraints, and choices policymakers will face in adopting and implementing the policies are considered. The role of the NCA and its interaction with the states play an important role in the context of the ATA's adoption and implementation. In the sixth stage, policies that are implemented are monitored, while in the seventh stage, their impact is evaluated against their intended benefits. Issues related to the successful implementation of the policies, the cost-effectiveness of the policies, and the benefits generated from the policies in terms of the original goals are accounted for in these two stages. In the eighth and final stage of the cycle, the policies that are implemented are modified or changed according to the feedback received from the monitoring and evaluation process. This cycle can also include an element of policy termination, which will lead to the consideration of another set of policy options if the problem has not been fully addressed.

In addition to this cycle of policymaking, there is a need to identify how the policymaking stages relate to various stages of governance. Dialogues, discussions, and debates on selected policy alternatives and their potential impact in an open and transparent manner are a key element of democratic policymaking. In addition, effective governance also involves

moving through all stages of the policymaking cycle with efficient management of the policy process and a clear focus on attaining the intended outcomes.

NIGERIAN POLICY PROCESSES AND THE ATA

Policy processes in Nigeria are primarily driven by the political agenda of the government in power. In recent years at federal level, several major policy strategies guided the national policy agenda. In the agriculture sector, the CAADP process has been implemented for the past five years and resulted in a CAADP compact signed by government and the donor community. The CAADP process also resulted in the development of the NAIP. Built on some of these strategies, the ATA brings an implementable plan for agricultural development in Nigeria with a focus on development of the private sector and selected commodity value chains.

Motivating sectoral ministries, whether agriculture or other sectors, to implement these national strategies and to connect federal-level policy implementation to state-level policy implementation present major challenges to policy implementation in Nigeria. Further, the policy process depends on, and to a large extent, is driven by the funding provided for various strategies and initiatives. At times, the sectoral ministries receive policy directives without any prior discussion at the legislative level. This presents an opportunity to understand and streamline the processes of policy design and implementation. However, strengthening policy processes must go hand-in-hand with improvements in the capacity of organizations and individuals who participate in the policymaking process.

Discussions with FMARD staff helped to obtain further insights into agricultural policy processes at federal level. These FMARD staff highlighted that the National Council on Agriculture (NCA) formally approves any new policy or strategy for implementation. The NCA is comprised of the leaders and officials of the federal and state ministries of agriculture. After obtaining NCA approval, FMARD must also seek final approval of the policies and strategies from the Federal Executive Council. Following the design and approval of policies and strategies, FMARD makes budget proposals to the Ministry of Finance and subsequently, to the Federal Executive Council and the National Assembly.

The members of the National Assembly are expected to be in a position to know the priority needs of their constituents. Normally, the National Assembly also carries out oversight functions which include visits to target areas of government programs. On the basis of these interactions and visits, the National Assembly approves or amends the budget request from FMARD accordingly. It should be noted that FMARD, like other sectoral ministries, sometimes receives less funding than requested. In addition, not all approved funds are always released in time or are completely used by the Federal Ministry. Being unable to allocate funds effectively, this affects FMARD's ability to achieve the targets set in its strategies.

On the implementation side, when funds are released to FMARD, it relies on its staff at federal and state levels to deliver services. Private sector stakeholders also provide goods or services to citizens. Citizens include both individuals and groups, such as CSOs and farmer organizations. Citizens are expected to give feedback to the service providers, FMARD, and the National Assembly. Enabling citizens to give feedback through these three channels provides checks and balances on the quantity and quality of goods and services provided. Monitoring and evaluation, as well as consultation and inclusiveness, are vital to obtaining this feedback. Figure 2 depicts Nigeria's agricultural policy process chain.

Currently, FMARD's medium term agriculture strategy is the ATA. It was developed to achieve the objectives in the country's medium term development plan – the National Transformation Agenda. Under the ATA, some new actors have been added to the policy process as indicated in the ATA organogram in Figure 3. The highest policy authority for the sector is now the Agriculture Transformation Implementation Council (ATIC) which is comprised of the president and vice president; key ministries; the Central Bank of Nigeria (CBN); six representatives of state governments; private sector representatives, including banks; and technical and financial development partners. The ATIC is tasked with overseeing the ATA.

A number of stakeholders have been consulted to obtain feedback on the ATA strategy. One of these stakeholders is the Agriculture Donors Working Group, which has been playing an appreciable role in providing technical and financial support to the agriculture policy process. Another group that has expressed its views on various aspects of the ATA is the All Farmers Association of Nigeria (AFAN), which is regarded by FMARD as the primary representative of farmers in Nigeria. Overall, it appears that the key actors in the policy process, in order of influence, are: the Federal Minister's Office, the value chain team leaders, the policy experts group, the agriculture donor working group, the NCA, and AFAN.

Figure 2—The agriculture policy process chain at federal level in Nigeria

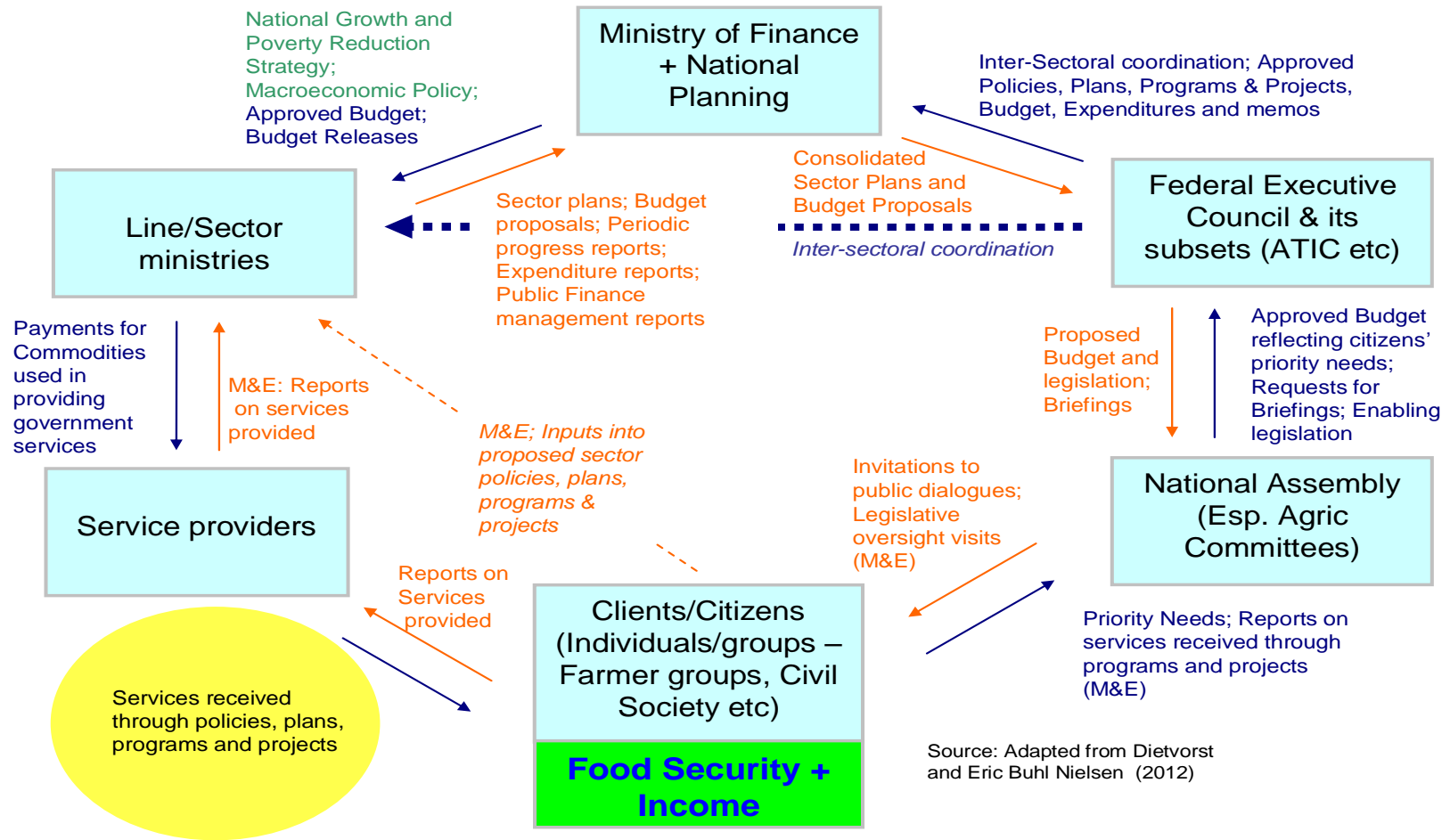
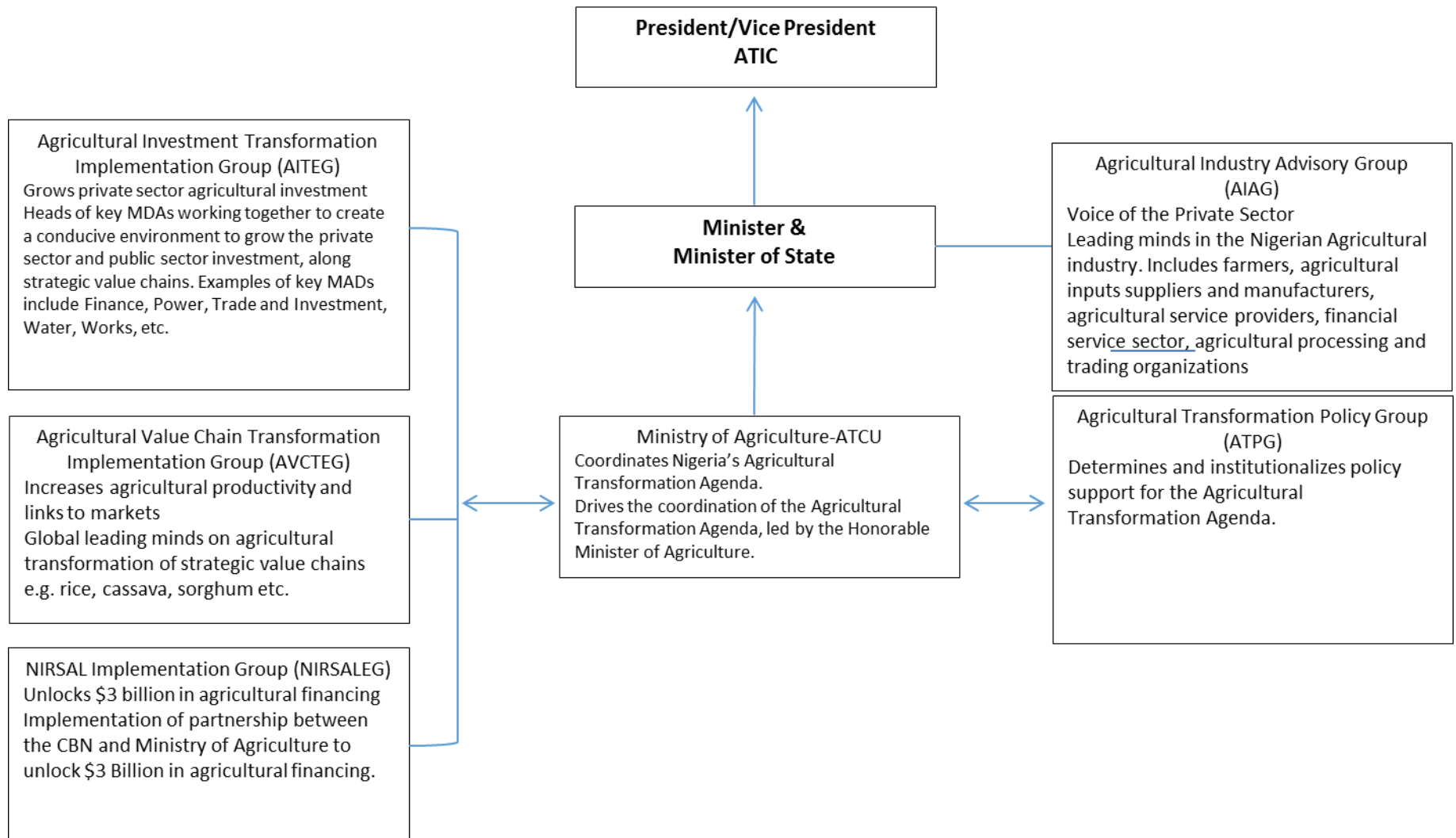


Figure 3—Organogram for the implementation of the Agricultural Transformation Agenda



Source: FMARD (2011b), p. 28

THE USE OF EVIDENCE IN THE POLICY PROCESS

For the policy process to produce high quality policies, programs, and projects that reduce poverty and hunger, there needs to be adequate use of reliable evidence. This use depends on its supply and demand. At ministerial level, the demand for evidence is relatively high, as technical experts who are knowledgeable in each area are sought out to lead each value chain. However at legislative level, demand for evidence is weak. Moreover, legislative committees do not go beyond the monitoring of FMARD's inputs (expenditures) and outputs (physical infrastructure) in their monitoring of the sector.

However, in the last few years the legislature has successfully passed some laws which have strengthened the agricultural policy process, including laws regarding quarantine services, the seed council, and veterinary systems. But, there is a need to strengthen the legislature's capacity to carry out evaluations of food and agriculture and development outcomes and assess the results thereof. Given the legislature's collective role as a spokesperson for citizens in a democratic setting, it must improve on its ability to track outcomes at the individual level. This will strengthen the feedback flow in policy processes.

Although the current demand for evidence at ministerial level is high, it has not always been so. There are institutional problems which make the use of evidence difficult. Much of the information sought from monitoring and evaluation (M&E) activities can be found in the annual surveys carried out by the National Bureau of Statistics (NBS). This may be due, in part, to low capacity with government agencies and among agricultural stakeholders to use raw data. It also implies that the knowledge users need to be more closely linked with knowledge providers in order that information outputs are better tailored to information demand preferences.

There is a need for capacity building of stakeholders (including FMARD, CSOs, legislature, and farmer organizations) to understand how to use the data and other information provided by the NBS as a tool for M&E. More broadly, there appears to be no mechanism for guiding the research community to meet the knowledge needs of agriculture stakeholders. A joint group of knowledge users and providers that meet periodically during the year can ensure that the supply of knowledge is guided by current demand.

A focus group discussion was conducted in order to better understand the role of various participants in different stages of the policy process, as described in Box 1 (see Appendix Table 1 for a list of participants). Figure 4 shows various demand and supply side factors that affect the policy process, as described by the participants of the focus group discussion. In the last ten years, the role of evidence in agricultural policy process at federal level in Nigeria has been weakened primarily by five factors: poor leadership, poor followership (loosely organized farmers and other stakeholders), poor funding, low capacity, and institutional problems. Poor leadership is characterized by a low interest in meeting societal needs, which further decreases interest in conducting needs assessments and consultations. Poor followership also contributes to this, as demand for consultations, inclusiveness, and accountability is low due to fragmentation and low capacity of the stakeholders and farmers, in particular.

Box 1—Stages of and participants in the ATA Policy Process

1. Define the problems
 - > Who: National Assembly, farmer associations, FMARD directors and value chain groups, public dialogues/workshops, others
2. Generate a list of possible solutions
 - > Who: FMARD directors and value chain groups, universities and think tanks, public dialogues/workshops, others
3. Evaluate possible solutions
 - > Who: FMARD directors and value chain groups, universities and think tanks, public dialogues/workshops, others
4. Select the most feasible solutions (with respect to socio-economic, political, technical considerations)
 - > Who: Federal Executive Council, ATIC, FMARD, National Assembly
5. Implement the solutions through properly designed programs and projects, with appropriate annual budget allocations
 - > Who: FMARD, other ministries, NGOs, DPs, private sector
6. Monitor the programs and projects in terms of their inputs, outputs, outcomes, and goals
 - > Who: FMARD, NGOs, farmer associations, legislative oversight, others
7. Evaluate the implementation of programs and projects
 - > Who: FMARD (PRS, ARCN), NGOs, universities, think tanks, legislative oversight, public dialogues/workshops, others
8. Return to step one where necessary based on the outcomes of the M&E

Source: Based on discussions with FMARD staff.

Figure 4—Factors affecting supply and demand for evidence in policy process

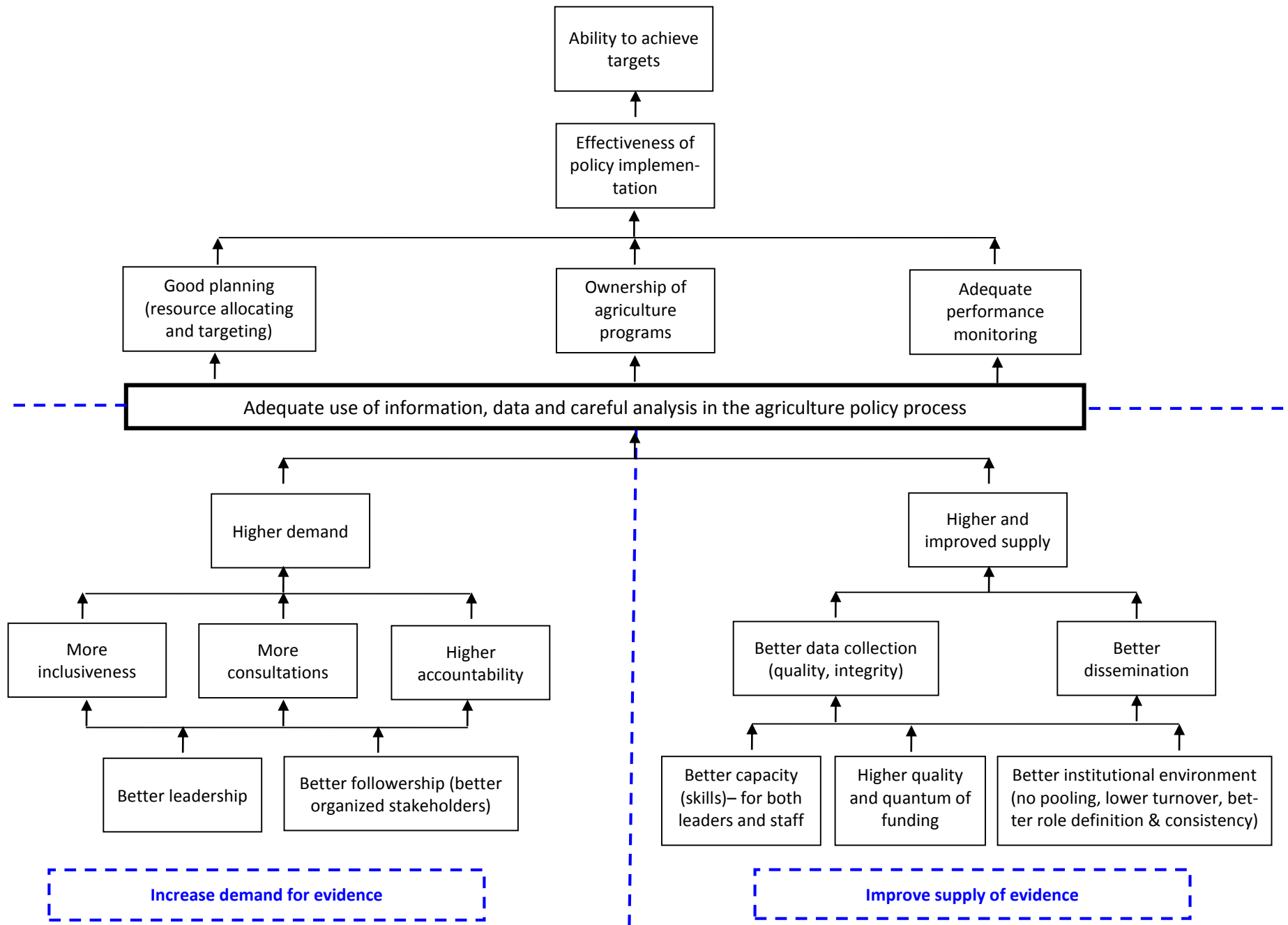
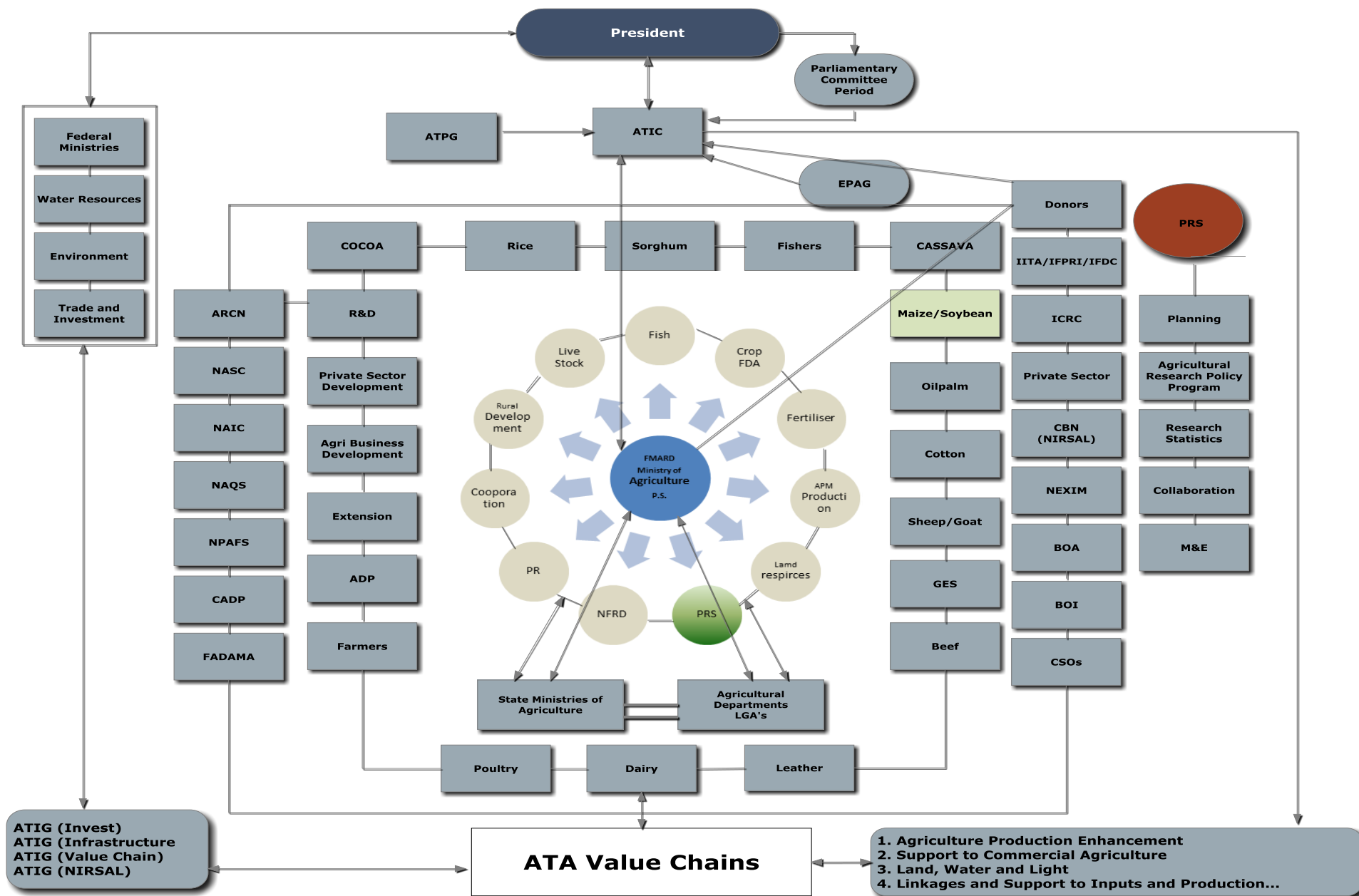


Figure 5—Mapping of organizations and stakeholders in implementation of ATA



Source: Developed based on consultations with staff of FMARD

On the supply side, inadequate funding, limited capacity, and institutional problems make the supply of evidence low. While considerable data is being generated by FMARD and NBS, the capacity to effectively ensure that these data are of high quality and widely disseminated is lacking. Most of the data collected by NBS that would be useful for agriculture stakeholders in both the private and public sector is not made publicly available. What is needed now is greater uptake of the large volumes of data generated by NBS and fine tuning of its collaboration with other data collection agencies.

There is a need to provide an avenue where data providers and producers of analytical reports can periodically interact with decision makers in order to make better use of the available knowledge in the policy process. Due to the absence of such interaction, some stakeholders in the country resort to 'self-help' by conducting small surveys in a few villages or LGAs in order to do their work. This weakens the policy process, creating a need to bridge this information gap and strengthen the role of evidence in the policy process.

Another factor that affects the supply of reliable information, data, and analysis is institutional problems. The high turnover rate of FPRS staff poses a problem to building and maintaining adequate capacity to demand and use evidence to guide agricultural policy processes within FMARD. It is necessary to strengthen the capacity of stakeholders to supply and demand evidence (and ensure that it is used) and improve the level of their inclusion and consultation in the policy process.

IMPROVING THE USE OF EVIDENCE IN THE POLICY PROCESS

In order to identify the key organizations and stakeholders in the implementation of the ATA, a mapping exercise was conducted with the staff of FMARD. Figure 5 presents the mapping of various organizations and stakeholders who are currently involved in ATA's implementation. The development of the commodity value chain groups are shown in the inner set of boxes. Supporting agencies include national agencies such as the ARCN, the National Agricultural Seeds Council, and the Nigerian Agricultural Insurance Corporation. These agencies also interact with donors, the private sector, and financial institutions that support the agricultural sector. Figure 5 also helps in identifying the capacity needs of FMARD and in improving the use of evidence in the policy process by connecting it with the ATA implementation committees.

Although not shown in Figure 5, the consultations with FMARD officials revealed that there are additional proposals to establish units and agencies within the Federal Ministry to support ATA. Among the proposed organizational entities under discussion are the Agriculture Transformation Policy Group (ATPG) and the Agriculture and Food Policy Analysis Division (AFPAD) in the ATA and ministry organograms, respectively. These are an excellent step in the right direction. The proposed functions of ATPG includes organization of ATA policy discussions by bringing together individuals who are able to guide ATA policy-related discussions and bring recommendations to the highest-levels in FMARD. The proposed AFPAD is expected to provide analytical support to ATPG. These units could strengthen the use of evidence in the overall policy process and within FMARD. Moreover, AFPAD could serve the function of articulating and fulfilling the Ministry's role in enhanced use of evidence in agricultural policy processes in the future.

More specifically, while AFPAD will work to strengthen the use of evidence in the Ministry, ATPG (under which AFPAD will operate) will work to strengthen the use of evidence in discussions with stakeholders who are participants in agricultural policy processes. The design of AFPAD shall be further developed and discussed more under the organizational capacity section, while this section discusses design of ATPG. ATPG needs to be established to carry out the function of providing country-wide policy support for the implementation of the ATA. It can achieve this by being comprised of key non-public and public sector policymakers and key stakeholders that use and supply agricultural information, data, and analysis, including M&E analysis. The focus group discussion with stakeholders revealed that the absence of such a group has led to low use and demand for evidence-based policy processes in FMARD and the sector more generally over the last decade.

From the public policy side, the members of ATPG should include the chairmen of legislative committees on agriculture, NPC, FMARD, and other relevant government officials. Other members should include representatives of farmer organizations, banks and financial institutions, development partners, agri-input dealers, and CSOs. On the supply side, ARCN, universities, CBN, the Nigerian Institute for Social and Economic Research (NISER), NBS, and think tanks should be represented. Here, ARCN should represent itself and the institutions it coordinates. While ARCN coordinates the agricultural research of the national research institutes and higher educational institutions of agriculture, ATPG can coordinate the research of AFPAD and other units of FMARD to support efforts to attain ATA targets.

Because ATPG will be comprised of both public and non-public researchers, it will be a means of galvanizing all research in the country toward the achievement of ATA's objectives. To ensure that all stakeholders have the information they need, an active website for ATPG is essential, where information, data, and analytical reports can be obtained.

Included in the terms of reference for the ATPG should be the following:

- Annually review the work plan for agriculture research and training in the country and advise on the underlying priorities in order to achieve the objectives of ATA
- Annually review agriculture research and training outputs and their impacts on the implementation of ATA
- Identify opportunities for improving these impacts
- Advocate for the dissemination and use of results of agricultural research within ATA policy processes
- Initiate fund raising for agricultural research and training
- Act as secretariat for a Joint Sector Review (M&E) of the agriculture sector to be organized by the AIAG as in Figure 3 above.

The ATA value chain groups should draw up their research, training, and communication work plans as they can best identify data and analytical gaps. FPRS within FMARD then should be responsible for collating the research, training, and communication needs from the various value chain teams and presenting these to ATPG. ATPG should then review the plan and generate the annual ATA work plan for research, training, and communication. In this way, planned activities are policy relevant to the work of the value chain teams and other stakeholders.

Two possible channels for implementing these planned activities are: (1) a competitive grant scheme, and (2) either voluntarily undertaking or funding specific activities by different members of the ATPG (NBS, CBN, ARCN and its institutes, NISER, National Centre for Economic Management and Administration, universities, think tanks, and other relevant organizations), depending on their mandates. In addition, various members of the ATPG can also base their institution's work plan on the needs identified for the successful implementation of the ATA.

The capacity of FPRS will need to be strengthened so that it can play an active role in the group. This can be achieved through the creation of AFPAD. It is also necessary to maintain an arrangement where each value chain has one staff member from FPRS, ARCN, and one relevant research institute. It is suggested that each value chain identifies its research needs annually. ATPG also should have a functioning web-based discussion platform where requests can be made and responses received in a short period, in addition to monthly teleconferences.

It may be best for FMARD to partner with private sector think tanks and related organizations to organize ATPG. This should improve its sustainability, given the institutional problems highlighted above. Furthermore, given the public-private nature of its intended stakeholders, active participation of the private sector would improve ownership. It would be useful for AFPAD to serve as the ATPG desk office for the Ministry in this partnership.

LEVEL OF DIALOGUE, INCLUSIVENESS, REVIEW, AND ACCOUNTABILITY

For the policy process to produce high quality policies, programs, and projects that reduce poverty and hunger, there needs to be adequate dialogue, inclusiveness, review, and accountability with respect to stakeholders along the policy chain. The focus group discussion revealed that these factors will ultimately improve ownership and effectiveness of policies, programs, and projects.

Two channels which have traditionally been used to encourage dialogue and inclusiveness include national and zonal workshops and the NCA. The latter will be discussed in a later section. However, there is a need to strengthen these two channels with more modern ICT-based methods, such as tele-conferences and provision of relevant documents through the Ministry's website. Presently, a commendable level of stakeholder inclusion and consultation takes place in the value chain groups. Using a website will increase inclusiveness by allowing the general public to give feedback on the ATA strategy.

In terms of review of outcomes and accountability, there have not been serious efforts to involve stakeholders in a consultative way in the last ten years. Recent efforts to report on the sector include ministerial press briefings and presentations at the National Economic Summit Group meetings and similar forums. What is needed is an evidence-based sector review for the evaluation of the sector. This will help stakeholders subsequently develop an action plan with steps for all involved.

Recently, leadership and accountability have improved with wide acknowledgment of the top leadership's determination and competence. In order to improve its accountability, the Ministry's current monitoring indicators should be uploaded to the Ministry's website and made publicly available. The recent ministerial performance review and signing of performance contracts are also good steps toward improving accountability.

Furthermore, there is need for another mechanism for improving accountability which is the annual Joint Sector Review (JSR). In this review, stakeholders, including the legislative committees on agriculture, rural development, and MDGs; farmers; private sector entities; and others can evaluate the sector's performance. This review should be evidence-based using internal and external monitoring and evaluation outputs generated. As such, this type of review will add much value to the policy process by providing detailed evidence of the work of various stakeholders. It also will deepen inclusiveness and consultation. This will ultimately lead to improved strategy ownership and achievement of goals. By focusing on goals, inputs, outputs, outcomes, and impacts, this type of sector wide review also highlights the role of other ministries in delivering on the ATA.

ATPG, being a public-private knowledge based group, would best carry out the role of implementing such Joint Sector Reviews in agriculture with overall guidance from the AIAG, which is to provide the collective view of the stakeholders. ATPG would provide the review team with all the information, data, and analysis generated by NBS, NISER, NPC, think tanks, ARCN and other knowledge providers with a view to addressing M&E questions. Through this means, stakeholders in the sector will have enough evidence to objectively evaluate the performance of the sector and formulate implementable next steps.

CAPACITY IMPLICATIONS FOR THE ATA POLICY PROCESS

Nigeria's governance structure presents a number of issues that need to be considered before examining the capacity of the policy process in the context of the ATA. There exists a separation of powers in the federal constitution that allows different branches of the government to undertake different sets of policy activities, although there is some overlap between these branches. There is a sharing of power and authority between the national system of government and the state-level governments that have major implications on how policies are implemented at the national level and translated at the state levels. Due to the various branches of policymaking that operate simultaneously—executive, legislative, judicial, and administrative—the policymaking process involves a wide range of players and actors.

Among those interviewed there is a general feeling that the present planning of the ATA is largely top-down, creating challenges in terms of ownership and implementation at various levels. In particular, given Nigeria's federal structure, a more participatory approach would be useful. In terms of capacity building, the members of the value chain teams need training on the value chain concept in order to better understand the roles they are to play. In order to improve national coordination, the NCA and its sub-committees must be strengthened.

There is a general view that the AFAN, which appears to be the largest aggregation of farmers, has been politicized and does not represent the interests of small scale farmers. There is a need to strengthen the capacity of the AFAN in terms of internal processes that will enable better participation of different types of farmers. Generally, there is a need to strengthen farmers' organizations and other CSOs in order to use them as a channel to reach the millions of farmers in rural areas and thereby reduce the transactions costs of interacting with farmers individually. The use of ICT, such as cell phones for this interaction, should be encouraged for the same reason.

LESSONS FROM THE ATA POLICY PROCESS

Given that Nigeria is a relatively young democracy, consistency in the policy process has become an issue. This is one of the lessons that can be drawn from our investigations of capacity in the formulation and implementation of the ATA. When a particular course of action is taken by one set of individuals in a government, it is seen as the agenda of the political party that is in power. Policies of the government of Nigeria implemented in the last ten years show various trends that are worth noting. In most cases the plans for implementing such goals are usually vague. Converting plans into programs that can then be implemented to effectively address specific problems and specific segments of society does not seem to be well managed.

Policymaking in Nigeria involves a set of actions taken by the government to address specific problems facing the country at a particular point in time. This may include select policy goals or the implementation of regulatory mechanisms and practices. The policymaking process in Nigeria is affected by the existing political environment, structure of the federal and state governments, regional differences in socio-economic conditions, and differences in cultural norms of various geographic regions of the country.

The intended policy outputs of the policies and strategies that were initiated in the last ten years primarily focused on achieving a broad set of goals such as bringing food security to all, increasing the incomes of farmers and farming communities, and an overall reduction of poverty across the country. However, monitoring the policy outcomes in terms of the number

of people lifted above the poverty line or the people who have achieved food security at the individual level remain challenges. The policymaking environment in Nigeria is often described as politically motivated, although there is an element of economic rationality behind the policies designed and implemented in Nigeria.

In Nigeria, the policy agenda setting process generally begins with the government leaders paying specific attention to urgent issues at the expense of multidimensional, longer term challenges facing Nigeria. Presidential initiatives and statements, while reflecting some economic priorities, are mostly based on a set political agenda. It is not clear, however, why the government pays particular attention to certain issues, while several other important issues continue to be neglected.

Interviews with government officials indicate that there is a wide set of problems that are important but are pushed out of the agenda due to lack of political will or lack of political gain from addressing such problems. In addition, new information on emerging problems or challenges does not necessarily get used to define the policy agenda. Yet there are opportunities for political proponents of select issues and challenges to raise concerns that are of importance to society. However, there is very limited debate on such issues in the legislative branches of the government. The development of a new political agenda that reflects the key concerns affecting Nigeria needs to be initiated.

Policy agendas set by the presidential initiatives are often simplistic but easily understood by different groups of society. In the past, the presidential initiatives related to crops, such as the Rice Initiative and the Cassava Initiative, had clear and concise sets of objectives that could be easily followed up with specific plans and implementation schemes. The ATA follows similar approaches to set production goals for various commodities. Yet it is unclear how such pluralist models of policy setting can be connected to budgetary processes, since they are made with little prior discussion and are not fully connected to the regular planning processes of the government. While some of these policies set by senior policymakers seem to be time-bound, they operate with short-, medium-, and long-term perspectives.

Interviewed officials reported that many pressing problems are not addressed by such pluralist models of policy agenda setting. While poverty reduction is a major goal of the government, serious efforts to reduce poverty are not reflected in the policies of the government. The elitist model of policymaking is also common with the agenda set by the president. As a result, policy issues are rather randomly selected and generally are highly connected to a specific set of beneficiaries. Yet by design, the ATA is likely to benefit a large number of people who do not belong to a well-organized interest group.

According to interviews with officials, due to the apathy and ignorance of the public and their low voice in influencing policymaking, special interest groups tend to have the most influence on policymaking in Nigeria. Nigeria's policymaking environment is characterized by a clear lack of policy entrepreneurs who can focus on bringing the policy problems and potential solutions to the policymaking agenda. Even after setting the policy agenda and identifying the set of policies the government should be implementing, much of the process of implementation of policies does not take into account the costs and benefits of various policy options. In addition, due to poor connection between policymaking, implementation, and monitoring, it is not clear how the costs and benefits of various policy alternatives are analyzed before implementing a specific policy.

A major problem with the policymaking process in Nigeria is the lack of specificity in identifying opportunities for funding. While this is the job of policy analysts in the sectoral ministries, due to lack of capacity for priority setting and monitoring and evaluation, analysis to evaluate policy strategies and their relative costs is rarely pursued.

Policies that are viewed as important for sectoral ministries are often implemented without open dialogues or discussions among the policy stakeholders. While the National Assembly and state assemblies are responsible for such debate and dialogue, the legislative branches of the government tend to largely endorse the policy initiatives they receive from FMARD. Specific details of the policy proposals are not discussed openly, as debate and discussion on issues are not systematically institutionalized as part of the policy design and adoption process.

Finally, there seems to be no formal capacity for evaluating policy outcomes after the policies are implemented. There is a general tendency for policies and programs to die after the interest of government officials on such policies wanes. Often, new policies and programs promulgated by the new government tend to replace old policies. Due to the political nature of policymaking in Nigeria, even successful policies tend to take a different form and name under a new government.

RECOMMENDATIONS FOR IMPROVING THE CAPACITY OF THE POLICY PROCESS

1. Strengthen the legislature's capacity to monitor progress of food and agriculture goals (for example, those related to poverty and hunger reduction) by monitoring specific outcomes (for example, agricultural growth and improvements in trade) and appreciating and utilizing this information.

2. In terms of capacity building, the members of the value chain teams need training on the value chain concept in order to better understand their roles. In order to improve national coordination, the NCA and its sub-committees also require capacity strengthening.
3. Strengthen the capacity of AFAN and similar national organizations in terms of their internal processes to better enable participation of different categories of farmers.
4. In general, strengthen farmers' organizations and other CSOs in order to use them as a channel to reach the millions of rural farmers and thereby reduce the transactions costs of interacting with farmers individually.
5. Use the NBS annual economic survey to obtain national data that can provide guidance on the design and review of agriculture policies, programs, and projects. Provide capacity building of stakeholders (including FMARD, CSOs, legislature, and farmer organizations) to understand how to use the NBS data as a national tool for M&E.
6. Presently, FMARD has key indicators that will be used to monitor its performance. This is an excellent step in the right direction. In order to increase transparency and improve accountability, these indicators should be uploaded to the FMARD website.
7. Have an active intranet and website for the Ministry. The intranet can contain information which should only be accessible to staff of the Ministry and its parastatals. This will assist FMARD staff across the country in obtaining documents needed for their work. Members of the legislative committees on agriculture can also have access to the FMARD intranet in order to aid their work. This can strengthen federal-state links, government- private sector links, FMARD-farmer links and many other important links in the policy process. Investment in resources and training will be needed to achieve this. This will greatly improve communication and efficiency in an affordable way.
8. In the same vein, an actively populated website will improve national engagement and consultations in agricultural policy processes.
9. Constitute the AIAG as indicated in the ATA organogram (Figure 3) as a means of galvanizing the private sector in the ATA process. The AIAG will also improve accountability in the policy process.
10. Constitute the ATPG as indicated in the ATA organogram in order to provide policy support to the ATA. It should be constituted as a joint group of policymakers and knowledge providers that meet twice a year to ensure that the ATA policy process is evidence-based by galvanizing all knowledge related institutions in the country to work towards supporting the ATA. This group will include the FPRS Department, ARCN, NBS, NISER, think tanks, and other knowledge producers.
11. In order to ensure that the policy process receives the necessary information, data, and analysis needed by stakeholders, AIAG, value chain teams, and NCA should communicate their research needs biannually to the ATPG. This will form the ATPG's work plan for addressing the data needs of the ATA process.
12. In order to improve accountability, there is need for an annual meeting of stakeholders, including the legislative committees on agriculture, rural development, and MDGs, to jointly take stock of sectoral progress through a JSR. This can be achieved by AIAG working with ATPG.

In general, the policymaking process is complex in Nigeria, although several policy initiatives have top-down characteristics that could be easily modified to incorporate sectoral priorities set at national level. Yet due to a lack of capacity throughout the policy process, the process of policymaking breaks down and the effects of the policies on the welfare of Nigerian society are often limited.

Organizational Capacity Assessment

FMARD's current organizational structure, its working relationships, and work processes determine its capacity needs. In order to understand organizational capacity issues that may also be relevant for other federal departments for designing and implementing ATA strategies, the FPRS Department and its sub-departments, the ARCN, and the ADPs were used as case studies for this assessment. The FPRS Department, ARCN, and the ADPs are responsible for planning, research, and extension, respectively, within FMARD. In order to identify the factors that contribute most to the performance of the organizational units, a group of experts was asked to rank the performance of various departments and units within these agencies.

FEDERAL PLANNING, RESEARCH, AND STATISTICS (FPRS) DEPARTMENT

An analysis of the departments of FMARD showed that their performance depends on various organizational factors. For example, the FPRS Department, while primarily responsible for planning, monitoring, and evaluation functions, crucially depends on other departments to accomplish its mission. The formal mechanisms of setting joint goals and objectives, defining roles, implementing programs and projects, and sharing knowledge on accomplishments and gaps are currently limited by organizational capacity issues in all areas. The FPRS Department provides support to the Ministry in the areas of planning, strategy development, investment planning, policy analysis, M&E, and knowledge management. It also is responsible for overseeing the process of developing strategic plans, guiding the process of implementing them, and tracking their progress by working with other federal departments. It is also responsible for providing support to the Ministry in policy and program decision making. These functions all require qualified human resources.

Interviews with key informants revealed that the FPRS Department currently faces challenges in fully contributing to the above operational objectives. It is generally agreed that there is a low level of capacity for planning, policy analysis, and policy evaluation in FMARD, and in the divisions of the FPRS Department, in particular. A majority of staff in policy roles were originally administrative staff, creating a poor policy environment within the FPRS Department. Most of the staff members are currently administrators and civil servants who were brought to the Ministry to serve as administrative officers, thus they are not trained in policy analysis. Enhancing the quantity and quality of the staff depends on improved organizational management capacity, setting annual work plans, and monitoring staff performance. These are the key organizational capacity needs for FMARD. Some of these capacity gaps are being filled by hiring value chain experts on a contractual basis, but organizational reform is needed to track the performance of these experts. Thus, there is a great need to build professional capacity for policy analysis and planning within FMARD.

A wide range of competencies related to strategy development, policy analysis, M&E, and knowledge management of the various initiatives suggested by the executive and legislative branches of the government is required within the FPRS Department. There is a dire need to train professionals in the various aspects of policy analysis and to understand the implications of policies. Strengthening of the organization and management of the policy process, planning, and budgeting, M&E, and understanding the institutional change processes within the Ministry and relating them to the state level ministries of agriculture is identified as an immediate capacity need in the FPRS Department.

The FPRS Department is comprised of four divisions: Planning, Policy, and Programs (PPP), Monitoring and Evaluation (M&E), Collaboration and Partnerships (C&P), and Research, Statistics, and Communication Services (RSCS). There is a proposal to add the Agricultural and Food Policy Analysis Division (AFPAD) to the FPRS Department. This will improve the organizational capacity of the FPRS Department to conduct policy research and analysis.

Table 1 highlights specific functions of various divisions of the FPRS Department.

Table 1—Present functions of the Federal Planning, Research, and Statistics (FPRS) Department in the Federal Ministry of Agriculture and Rural Development (FMARD)

Planning, Policy, and Programs Division
<ul style="list-style-type: none">• Secretariat to the National Council on Agriculture and Rural Development• Secretariat to the National Agricultural Development Planning Committee to coordinate the respective Sectoral Development Committees of line departments, agencies, and parastatals as a prelude to National Council on Agriculture and Rural Development meetings• Preparation of the Ministry's progress reports• Preparation and collation of Council memorandum for the Federal Executive Council• Preparation of the Honorable Minister's speeches and other policy matters of the Ministry• Analysis of the federal government's policies as they affect the agriculture and rural development sector• Liaising with other relevant organizations and agencies, for example the National Planning Commission (NPC), the Federal Ministry of Finance, and the Central Bank of Nigeria on issues of fiscal incentives, the National Transformation Agenda, and the MDGs• Member of the Joint Planning Board and International Development Planning Board• Coordination of the handing over of notes to the Honorable Minister and Permanent Secretary of the Ministry• Harmonization of national agriculture sector strategies with regional and international strategies
Collaboration and Partnerships Division
<ul style="list-style-type: none">• Meetings, workshops, and conferences on multilateral and bilateral relations• Coordination of the annual World Food Day celebration• Organization of quarterly baseline survey of agricultural and rural development projects bordering Nigeria and neighboring countries• Coordination of trade and investment promotion activities and agricultural commodities• Facilitation of Nigeria's membership contributions to international organizations

Monitoring and Evaluation Division

- Constant M&E of agricultural programs and projects undertaken by all departments and agencies of the Ministry, including its research institutes and Colleges of Agriculture
- Collaborative monitoring with:
 - Budget Office of the Federation
 - Office of the Secretary to the Government of the Federation
 - National Economic Intelligence Committee
 - National Assembly
 - National Planning Commission
 - Accountant General of the Federation, amongst other agencies
- Quarterly meeting with the Minister and the heads of the Field Project Monitoring Unit (FPMU)
- Collection, collation, and analysis of information on the implementation of policies, programs, and projects of the Ministry
- Reporting and publication of M&E activities
- Publication of food intelligence brochures
- Early warning and market information system that involves collection, analysis, and processing of market prices of agro-commodities
- M&E of the activities of the commodity value chains.
- Budget tracking and provision of reports on the performance of projects and programs based on budget releases

Research, Statistics, and Communications Services Division

- Generation, collation, storage, and dissemination of agricultural statistics
- Provision of agricultural statistics to users, which include all other departments, divisions, and sections of FMARD, other ministries and departments, international agencies, NGOs, and other relevant agencies
- Collaboration with the NBS and other stakeholders in the preparation and implementation of national sample census of crops and livestock and integrated fish fry surveys
- Designing and implementing of annual agricultural sample surveys
- Implementation of the Plan for the National Statistics Development for the sector
- Dissemination of market information to farmers and other agro-industry operators
- Coordination of the maintenance of the Ministry's Local Area Network, Metropolitan Area Network, Wide Area Network, and website, and training of staff on ICT and related services
- Collection of materials, collation and organization, preservation, and dissemination of relevant library information for the staff of the Ministry and other users
- Provision of computer services, internet network, and website to departments, agencies, and parastatals of the Ministry through internal and external collaboration.

Source: FPRS Department

Here are highlighted the specific issues, challenges, and constraints in the M&E and the RSCS divisions within the FPRS Department.

Monitoring and Evaluation Division – Most data for M&E currently comes from field monitoring where the number and extent of activities is relative to the amount of funds dispersed. The FPRS Department is supposed to evaluate projects that took place in the previous year so as to guide the budget for the following year. However, with an M&E unit in the Procurement Department, this type of field monitoring by the FPRS Department may not be necessary. The Division needs to develop an M&E system to track the progress of the ATA by working with various departments and agencies involved in the ATA.

Since the M&E staff are hired through the normal civil service procedure, there is no quality control of staff. Most staff have little incentive to undergo training; they are simply motivated by their per diem and generally are not interested in increasing their productivity. An annual plan for the Division exists. However, it is not clear how it is implemented, and a low level of understanding of the principles and practices of M&E among the staff remain major constraints.

Research, Statistics, and Communications Services Division – The primary activities of this Division include administering the agriculture census, agriculture performance surveys, ad hoc surveys (as necessary, for example after floods or during periods of extreme price volatility), and the National Agricultural Sample Survey; conducting time series analysis; fact sheet development, and compiling agricultural digests. Due to funding constraints and the limited skills of the staff, it has not been able to organize any of these on its own. The Division currently provides no input into the budgeting process. Consultants are often used to do the work of the Division, particularly in strategy development. Low capacity of staff, a low annual budget, and minimal training and work experience limit their participation in the policy process.

Specific Organizational Capacity Issues of the FPRS Department

A major challenge for FMARD is to generate, organize, and present data to support debate and decision making on various issues facing the agricultural sector. While policies are implemented by agencies such as the National Food Reserve

Agency, the National Seed Council, and ARCN, the divisions of the FPRS Department provide information for policy planning within the Ministry for all agencies. Due to lack of baseline information and data collection capacity, policies continue to be made without adequate evidence or supporting information. For example, NBS is responsible for collecting national-level data on agricultural subjects including livestock, fisheries, land management, and forestry. However, collection of time-bound data and budgetary support for primary data collection is not supported adequately by the Ministry. Due to lack of baseline information, M&E of the programs and policies implemented by the government of Nigeria, including the ATA, has little use. There is currently a national statistics master plan that is supported by state-level statistics master plans. However, such plans do not clearly indicate sectoral priorities for data collection. Thus, organizing the RSCS Division along with the proposed Agricultural and Food Policy Analysis Division in the FPRS Department to collect, compile, and share statistical data for policy analysis and planning are priorities for improving the policy process.

The budgeting process also provides opportunities to connect policies and initiatives, such as the ATA, to implementation at various levels. However, the budgetary process is not fully transparent and is not closely connected to initiatives and policies. This again is due to poor capacity for policy analysis and planning. In order to improve the budgetary process, there must be improved communication between the departments of the Ministry. The directors of the various departments and the implementing agencies need to work closely with the FPRS Department in order to develop a national plan, including a budget. Capacity to cooperate within the Ministry and to increase the role of civil servants in identifying opportunities to collaborate among the various units needs to be nurtured. In the past, when presidential initiatives for various commodities were imposed on top of the regular policy planning process, they were not accompanied by budgetary provisions. The Ministry staff used its regular budget to implement such initiatives. Further, there is the challenge of implementation of the ATA without appropriate analysis.

Once specific ATA targets are set, coordination between the executive and legislative branches is crucial both at the national and state levels to identify the appropriate capacities needed to implement these initiatives. However, there is a need to analyze various initiatives of the ATA in a very short period of time to provide feedback in terms of their impact and effectiveness. Such a feedback mechanism does not currently exist partly due to the lack of capacity within FMARD. While policy-makers appreciate additional information at the sectoral level, they are also under constant pressure to design and implement new initiatives. Such pressure is passed on to state and local levels.

Recommendations for Improving the Organizational Capacity of the FPRS Department

1. Improve the working relationships between divisions of the FPRS Department and its state equivalents through formal communications arrangements and accountability. Reinforce this through the NCA and the participation of the state planning, research, and statistics (PRS) departments, the federal directors at the state levels, and the regional directors of FMARD in the State Councils on Agriculture (SCAs).
2. Clarify and better define the roles and responsibilities of the units within the FPRS Department and hold them accountable through annual work plans that are shared with other departments. Annual reports of the departments should be linked to these work plans to show what has been accomplished.
3. In each area of its technical functions – research and statistics, M&E, planning, information dissemination, and cooperation – the FPRS Department should exhibit leadership to the states and use the ATA as a mechanism to streamline the reporting systems on the key indicators of the ATA's progress. One way to increase vertical integration is to help the states follow the M&E system and make them functional with quarterly reporting systems and publishing them nationally.
4. Similarly, there is a need to formalize and improve the horizontal integration of the service departments of FMARD. The supporting role of the FPRS to the technical departments should be clarified to enhance the leadership of the Ministry as a whole. This also will aid in further refinement of ATA implementation.
5. Monitoring and evaluation and knowledge management of the ATA's activities and outputs is essential for information exchange between the technical departments and the FPRS Department. Similar working relationships need to be established with the value chain teams.
6. Include performance appraisals of the Ministry staff in the management and information system of the Ministry. Improving the process of knowledge management through regular electronic publications and making them available on the Ministry's website will help in bringing transparency to the management process.

AGRICULTURE RESEARCH COUNCIL OF NIGERIA (ARCN)

ARCN is crucial to linking the research and extension systems to the implementation of the ATA at the federal and state levels. Reconstituted from the Agricultural Sciences Department of FMARD, the ARCN began five years ago as an agency to coordinate, supervise, and regulate the agricultural research, training, and extension system in Nigeria. However, the national agricultural research institutes (NARIs) are semi-autonomous and have their own boards and receive direct funding from the Budget Office in the Federal Ministry of Finance. Thus, under the current organizational system the ARCN has little authority to guide the research programs of the NARIs. One way to address this is to immediately strengthen the ARCN's existing legal provisions, provide additional managerial and funding responsibilities to the ARCN, and hold it responsible for results from the NARIs and Federal Colleges of Agriculture with respect to the implementation of the ATA.

ARCN, in collaboration with IFPRI, has undertaken initiatives designed to strengthen and reposition the NARIs and Federal Colleges of Agriculture to be responsive to the goals and objectives of FMARD programs, such as the ATA. Furthermore, it has identified the need for state level studies for integrated agricultural development efforts and has developed ways to work with the state governments to develop their agricultural strategies. This effort is cognizant of the ATA, but needs to further align the comparative advantages of the states with specific value chain teams.

With a staff of about 80 professionals, the Council has attempted to bring together the federal research institutions and the Federal Colleges of Agriculture to contribute to the research needs of the smallholder sector. Several organizational capacity challenges remain to be addressed by the ARCN to achieve its mission. These include the capacity for developing research priorities, aligning research priorities with the national strategies such as the ATA, developing leadership and management capacity of research managers, and enhancing monitoring and evaluation and impact assessment capacity.

Recommendations for Improving the Organizational Capacity of the ARCN

1. The Council needs to receive feedback from all demographic groups on priority research needs through its governing board.
2. The innovation systems concept referred to in the Council's strategy document should be encouraged, as it provides a means of obtaining input from all key stakeholders in the value chain.
3. ARCN's role in connecting value chain teams to the research system and making the research system deliver on the research and innovation needs of the ATA needs to be clarified.
4. ARCN needs to work with state ministries of agriculture to identify research priorities and design and implement ATA-related research strategies at state and local levels. A state level agricultural research coordination committee consisting of scientists from the federal research centers and state universities located in the state will help bridge knowledge and operational gaps in state level adoption and implementation of the ATA.
5. ARCN has to play a larger role in the design and development of the extension system in order to improve the research-extension linkages in the context of the ATA.
6. The capacity of ARCN staff in the area of policy analysis and institutional development, change, and learning needs to be improved so that they can support the FPRS Department and agriculture sector stakeholders in general.
7. The competitive research grants scheme is a good opportunity to engage the best scientists across the country to deliver on the ATA. It should be given significant funding and encouragement. Continued funding of research grants is important, without which huge investments already made could go to waste.
8. ARCN and research institution staff on the commodity transformation teams need to be trained to play effective roles in translating the challenges of value chain development into priority research areas.
9. The website of the ARCN needs to be populated with more of its publications and those of its research institutes so as to improve dissemination.

AGRICULTURAL DEVELOPMENT PROGRAMME AND EXTENSION SYSTEMS

The Agricultural Development Programme (ADP), initiated with funding from the World Bank in the 1980s, remains the main source of extension and advisory services in Nigeria. Its linkage with FMARD and the state ministries of agriculture has been

an issue of contention, as it originally was run as a donor-funded project. At the end of the project period, the state governments absorbed ADP activities in their state into their extension systems. The extension field workers of the state ADPs are currently involved in the enumeration of the smallholder farmers for the GES scheme that distributes subsidized fertilizer and seeds. ADP, however, could provide the crucial linkage to the research system through its role in value chains. Several organizational and capacity challenges need to be addressed to improve the organizational effectiveness of the extension system in order to serve ATA's objectives.

In order to understand the capacity challenges of the agricultural extension systems, a case study of ADP in the Federal Capital Territory was undertaken. Appendix - Figure 2 presents the organogram of the ADP in the Federal Capital Territory. ADPs have a large number of qualified staff, but they are not currently used effectively to reach agricultural development goals. Their effective deployment for the implementation of the ATA requires several organizational reforms.

Appendix - Figure 3 presents the organogram and the structure of the extension delivery system in the Federal Capital Territory. The Department of Extension has four major components, women in development; unified extension; media; and collaborative programs. The extension system currently follows the training and visit extension method. However, it is not clear from where and how technical messages are transmitted to the agents.

The current system of agricultural extension needs reorientation to achieve the goals of the ATA. The extension agents, block level officers, and the subject matter specialists need to be trained in the development of agricultural commodity value chains that are relevant for their zones and blocks. They further need to be connected to the research system through the value chain commodity teams.

Appendix - Figure 4 depicts the organogram of the Technical Services Department in the Federal Capital Territory. The Technical Services Department has five components: crops and seeds; fisheries; livestock, agroforestry and land use; and irrigation/agronomy. Each component has zonal research offices in the four zones of the Federal Capital Territory. Currently the organizational linkages between the goals and priorities of the technical services department do not fully align with that of the extension services department. In this context, implementation of the ATA along the value chain presents an opportunity to increase the organizational effectiveness of the state technical departments and the ADP extension system. However, the capacity of the technical services department needs strengthening to identify opportunities, problems, constraints, and challenges of the various value chains and to connect them to the research system and to the extension system.

Interviews with key informants and decision makers revealed the following:

- There is a high level of disconnect between the technical departments of the state and ADPs.
- The agricultural development priorities and strategies of the state ministries are not fully reflected in the work plans of ADPs.
- ADPs tend to operate as a project-oriented system dealing with specific projects, such as the Fadama Development Project.
- Interaction of ADP field extension workers with those from the LGAs is minimal. These two groups of personnel duplicate each other at village level.
- Participation of extension workers from the LGA in the monthly zonal meetings will avoid duplication of the efforts at the block and village levels.
- The ADP extension system currently depends on the federal research stations located in their zones for receiving information on new innovations. However, scientists of the research stations do not fully engage with the ADP extension system.
- Extension workers of the LGA are not connected to the state departments, ADPs, or the research systems.
- The quantity and quality of the extension workers are low and their capacity needs strengthening for better communication with farmers.
- The quantity of extension workers could be increased if the organization of ADP and LGA extension services could be combined at LGA level.

State ADPs operate on their own without a coordinated national strategy for extension and advisory services, and it seems that some ADPs follow different systems of extension. There is a need to streamline the reporting and communications functions of the program managers of the ADPs and the state directors of extension in order to facilitate coordination of

these efforts. This is important to address, as ATA value chain development at the state level will depend on leadership from the technical directors and their collaboration with ADPs.

Recommendations for Improving the Capacity of the Extension System

1. Research-extension linkages need strengthening at state level through alignment of research institutions' work plans to the needs of the extension system in various agro-ecological zones.
2. Mobilizing the extension system along the lines of value chain development is necessary and will require a reorientation of the approaches to extension towards imparting agribusiness skills to farmers that go beyond the technical transfer approach that is currently followed. Extension agents should be trained in market-oriented extension approaches to help link farmers to markets in their local areas.
3. Extension agents should be trained in organizing farmer groups and mobilizing them for input delivery and output collection of key commodities.
4. Integration of extension agents of LGAs to fill capacity gaps of ADPs is needed. This will require involving the heads of agriculture of the LGAs in the implementation of components of the ATA and further require developing working and funding arrangements for them to participate in regular monthly training programs that are organized for ADP extension agents.

Individual Capacity Assessment

Specific issues, challenges, and constraints for the effective creation and use of individual capacity for the implementation of the ATA were discussed during individual interviews and group discussions with the FPRS Department and ARCN. The responsibilities of the staff in the FPRS Department are complex and range from planning and policy analysis to M&E and knowledge management. Often staff responsibilities in these offices are poorly defined and analytical capacities are weak due to minimal skills (Tables 2 and 3).

Training in several analytical areas is needed. This training should be needs-based. Participants should be required to apply for training programs and have to qualify to attend. The hiring of experts for value chain development presents an opportunity to strengthen such capacity in FMARD. If properly trained, FPRS Department and ARCN staff can serve as knowledge stores for the agriculture sector stakeholders and, through a functioning website, make widely available the information, data, and analysis these staff develop. Altogether, there is high potential to derive much value from a well-functioning FPRS Department and ARCN. It would also be useful to complement the capabilities of the FPRS Department and ARCN with those of researchers in other government and non-government institutions, for example, the agricultural research staff of the CBN and NPC. This can be achieved through the ATPG. The proposed AFPAD will have a strong role to play to effectively use the analytical capacities of the FPRS Department and ARCN.

Table 2— Existing capacity levels of different skills in the FPRS (Abuja based)

Capacity Areas	Planning, Policy, and Programs	Research, Statistics, and Communications Services	Monitoring & Evaluation
Do calculations in MS Excel	Less than one-quarter of staff	About 5 percent of staff	Less than 10 percent of staff
Draw graphs in MS Excel	Less than one-quarter of staff	About 5 percent of staff	Less than 10 percent of staff
Econometric analysis, policy analysis matrix formulation, cost-benefit analysis, agricultural household model development	Essentially no capacity in these areas	Essentially no capacity in these areas	Essentially no capacity in these areas
Number of staff in Abuja	About 15	About 45	About 35

Source: Interviews with FPRS Staff

Table 3—Current and projected capacity and capacity issues towards the ATA for the Agricultural Research Council of Nigeria (ARCN)

Programs or Departments of ARCN	Current (projected) capacity – staff numbers	Current Capacity – educational levels (BSc, MSc, PhD)	Capacity needed to achieve ATA goals, by educational level	Additional capacity needed by areas of training	Comments and remarks
Coordination of Technical Research	36 (55)	PhD - 2 MSc - 7 BSc - all staff	PhD - 10 MSc - 30	Training in research methods and analysis in crops, livestock and fisheries Advanced MS Excel & Word	Short-term training and capacity strengthening would support current activities for all staff
Knowledge Management	9 (26)	PhD -1 MSc - 2 BSc - all staff	PhD - 5 MSc - 10	Training in agricultural knowledge management and analysis Advanced MS Excel & Word	Short-term and long-term training
Capacity Strengthening, Regulation, and Standardization	12 (26)	PhD - 1 MSc - 4 BSc - all staff	PhD - 5 MSc - 10	Training in research methods and analysis Advanced MS Excel & Word	Short-term training
Agricultural Policy, Extension and Socio-Economic Research	15 (30)	PhD - 3 MSc - 5 BSc - all staff	PhD -10 MSc - 15	Training in research methods and analysis Advanced MS Excel & Word Participatory methods	Mostly short-term training
Partnership and Linkages	7 (23)	PhD -1 MSc -3 BSc - all staff	PhD - 5 MSc - 10	Training in research methods and analysis Advanced MS Excel & Word Partnership management	On the job training is recommended
Planning and Institutional Development	9 (15)	PhD -1 MSc -3 BSc - all staff	PhD - 5 MSc - 10	Training in research methods and analysis Advanced MS Excel & Word Managing for impact, result-based monitoring and evaluation, and learning for change	Short-term training to begin with. Also long-term training will help in the long run.
Gender and Youth in Agricultural Research and Innovation	5	PhD -0 MSc - 1 BSc - all staff	PhD - 2 MSc - 4	Training in gender research methods and analysis Advanced MS Excel & Word	Short-term training courses

Source: Interviews with ARCN staff

Recommendations for Improving Individual Capacities

- Staff of the FPRS Department and ARCN should receive training in the following areas:
 - Sector wide approaches for translating policies into monitored projects. Such training would include sessions on the policy process, the value chain concept, and advanced M&E.
 - Policy analysis – econometric analysis, policy analysis matrix and agricultural household models using Stata, SPSS, GAMS, and advanced Excel functions
 - Project design methods, such as constructing logical frameworks
 - Investment appraisal techniques
 - Peculiarities of agriculture statistics, data management, and dissemination
 - Sample design, data collection techniques (questionnaire design, focus group discussions, fieldwork skills, etc.), survey management, data entry and management using software like CPro, SPSS, Excel and Access
 - Survey data analysis using MS Excel, SPSS, and Stata
 - Quantitative impact assessment techniques (including econometric analysis using Stata and SPSS)
 - Qualitative impact assessment techniques, such as, for example, focus group discussions

- Information, data, and research communication and dissemination, including website management
 - Organization of annual Joint Sector Reviews involving key stakeholders
2. ARCN and the FPRS Department should be active members of ATPG and work alongside other researchers in the country on delivering on the research needed for ATA implementation. A competitive research grants scheme may be a good way to partner ARCN and FPRS researchers with other researchers in the country.

In this section, we looked at the capacity challenges at the policy process, organizational, and individual levels. There is a large gap in capacity at all levels. However, with the existing capacity within FMARD it is possible to improve the policy process. A specific capacity development program is described later in the report.

5. FEDERAL-STATE-LOCAL GOVERNMENT LINKAGES IN IMPLEMENTING THE AGRICULTURAL TRANSFORMATION AGENDA

It became evident from discussions with officials in FMARD and experts in the ATA value chain programs that programs and policies are primarily implemented through the state Ministries of Agriculture which are headed by the state Commissioners of Agriculture. The implementation and ultimate success of the ATA will depend on how the state Ministries of Agriculture adopt and implement the ATA in their own plans and programs. The current organizational linkages between FMARD and the state ministries are weak. There is no formal monitoring to understand the extent to which federal strategies are communicated and formally adopted by the state governments. Translation of the ATA into funded, implementable programs crucially depends on acceptance of the ATA by the state Commissioners of Agriculture. There is limited understanding of the ATA by state-level department directors. In order to understand the organizational and capacity constraints in translating the ATA to state and LGA levels, three states – Kogi, Enugu, and Delta – were chosen for an in-depth study on the nature of the agricultural policy and program processes at state and LGA levels. The GES scheme is used to study the capacity needs for successful ATA implementation at these more local levels.

Capacity and Institutional Assessments in Kogi, Enugu, and Delta States

With the objective of gaining a basic understanding of the linkages between the institutions in the three tiers of government and their roles in the agricultural policy processes with respect to the ATA, consultations were held with officials of the three states and local governments (see Appendix Table 1 for lists of some participants in the state-level consultations) This section documents the outcomes of these consultations.

KOGI STATE

Federal-State Linkage

In response to the ATA, Kogi State has rolled out priority value-chain programs aligned with the ATA, including cassava, rice, oil palm, and cocoa. In addition to government funding, Kogi State acquired 4,000 ha and 2,000 ha of land for cassava and rice production, respectively. This land will be partitioned and 5 ha cleared plots will be allocated to farmers on a cluster basis in order to increase production of the priority crops. This project is targeted at increasing youth employment.

In the area of livestock, little progress has being made by the Kogi state government. The Livestock Department received approval from the state government to construct a standard veterinary clinic in each of the three senatorial zones of the state. Secondly, the government wants to establish a grazing reserve to reduce clashes between farmers and cattle rearers. Efforts are being made to improve poultry production by promoting techniques that reduce the cost of production and control a glut of poultry on the market, which has led to the exit of small private individual poultry producers from the industry.

Although there are some policy linkages between the state and the federal government, they are generally isolated and weak. Most agriculture policies are formulated at federal level, but their implementation is at the state level. As such, ownership of the policy process is lacking at the state level, as is evident in the case of GES implementation. The farmer registration exercise for the GES was carried out by the state officials and the documents were sent to the federal office for filing, without a reference copy left in the state office. Difficulties in the implementation of the scheme are referred to the federal office for attention even when such situations could be resolved by the state government.

State-LGA Linkage

Kogi LGA, like the other LGAs in the State, has seven professional departments including agriculture; land, works and housing; treasury; health; education and social services; budget, research, and statistics; and personnel management. Each of these departments is managed by a head of department (HOD). Administratively, each HOD is independent and is only accountable to the director of the LGA (see Box 2).

Prior to 2004, there were strong linkages for agricultural programming between the Kogi state government and its LGAs because of the existence of the Kogi State Council on Agriculture, which served as a platform for stakeholders to discuss agricultural issues. In addition, state-funded incentives to farmers to increase production included regular workshop to teach improved techniques and for the distribution of improved technologies and inputs.

After 2004, however, Council on Agriculture meetings were no longer convened, resulting in the current gap between the two tiers of government with respect to the agricultural policymaking process. Presently, the Kogi LGA Agriculture Department prepares its own programs and activities with little or no alignment with the Kogi State Ministry of Agriculture's programs and activities. The Department also indicated that it was left out of the CAADP process – for example, no invitation was extended to them during the zonal sensitization workshops.

The weak linkage between the LGAs and the state government in agriculture policy formulation and implementation is also exemplified in the implementation of the GES scheme in Kogi State. Awareness of the GES scheme in Kogi LGA was initiated by the eight state ADP extension agents in charge of the LGA. However, there is currently a poor extension agent to farmer ratio in the LGA. Individual farmers who are not members of any farmer cooperative or organization only receive distributions from the LGA if identified by an official of the Agriculture Department or the LGA. Moreover, extension agents working in Kogi LGA are independent of the Kogi state ADP's extension agents. Discussions showed that they do not interact with each other in delivering extension services to the farmers.

LGA officials made three recommendations to improve their linkage with the state government:

- Re-convening the Kogi State Council on Agriculture
- Regular meetings with the agriculture HODs of the LGAs and the director of Agriculture Services of the Kogi state Ministry of Agriculture and Natural Resources.
- Formation of a Head of Agriculture Departments Forum, involving the agriculture HODs from all 21 LGAs in Kogi State to discuss farmers' problems and to coordinate their efforts toward common goals.

Box 2—Agriculture Department in Kogi LGA

The Agriculture Department in Kogi LGA is administratively controlled by the head of department (HOD), who, at present, is an MSc (Environmental Management) and BSc (Agriculture) degree holder and has served for four years in the LGA in this capacity. He also served in this capacity in other LGAs before his posting to Kogi LGA. The department has six units: veterinary; fisheries; direct production (crop and livestock), which also is called general agriculture; forestry; cooperatives; and home economics (nutrition) (see Appendix Figure 5). Each of these units is controlled by a unit head, who oversees the staff in the unit. In the direct production unit, the unit head oversees 20 employees with varied academic qualifications ranging from National Certificate in Education in General Agriculture to Higher National Diploma in Agriculture, which is the academic qualification of its present unit head.

With input from all unit heads, the Agriculture Department prepares its annual budget and submits it to the LGA director for consideration by the LGA Chief Executive. Activities of the department include direct production, fertilizer distribution, tractor hiring, and extension services. Until recently, the Agriculture Department had always included direct production activities in its budget proposals to embark on fish production, produce and process coffee, establish demonstration farms, and vaccinate cattle moving southward. However, this was stopped on the directive of the state government and no reason was given.

Before the GES scheme, the unit was involved in the direct distribution of fertilizer to farmers under the old fertilizer policy. During this period, the LGA received fertilizer from the state government (through the state Ministry of Agriculture and Natural Resources) and the LGA's payment for these inputs was by deduction at source by the state government. The fertilizer was then sold to the farmers at further subsidized price by the Direct Production Unit of the Agriculture Department of the LGA. Presently, the Direct Production Unit is mainly involved in a tractor hiring service. The tractor is leased out to farmers at N 15,000 per day. The Department provides the tractor operator, while the farmer provides the fuel.

Capacity Assessment

Although there is some capacity in terms of academic qualifications at both state and LGA levels, the lack of capacity in the areas of personnel, infrastructure, and technical expertise inhibits effective policymaking and program implementation. At the state level, inadequate technical and extension staff, lack of funding to carry out the basic functions of the departments, and poor knowledge management were identified as areas of urgent need.

Better organizational linkages between the ADP and LGA will help in harmonizing field level operations and implementation of the ATA. The LGA staff could be effectively used for the development and promotion of value chains. However, this will require focused capacity strengthening of the HODs within the LGAs.

ENUGU STATE

Federal-State Linkage

Although the Enugu state government has aligned its agricultural policy with the ATA and GES scheme, at the time of this capacity assessment, it had not yet signed the requisite memorandum of understanding (MoU) with the federal government on ATA implementation in the state. This has caused a delay in the launch of the scheme in the state. Respondents indicated that the state Ministry of Agriculture and Natural Resources was actively involved in CAADP activities and hosted the Southeast CAADP sensitization workshop, which resulted in the development of the Enugu State Agricultural Investment Plan. However, this plan has not yet been acted upon.

Prior to the introduction of the ATA, Enugu state had its own agricultural policy agenda: the Economic Expansion and Employment Agenda (EEEE). The policy stipulated that the state government must pursue a vigorous mechanized agricultural policy aimed at maximizing the potential of food production. The Enugu State MANR and the state ADP ensured the execution of this policy through the provision of improved seedlings, subsidized tractors, and other modern farm equipment as well as technical advice from agricultural extension workers at reduced costs. The state government also independently has embarked upon capacity building (training of extension officers and farmers), as well as establishing a micro-credit fund for small to medium scale farmers. The aim of the EEEA policy was to concentrate on poultry, fruits, vegetables, cereals (rice, maize, and cassava) and nut (palm and cashew) production.

Additionally, a state college of agriculture was established in Iwollo, Ezeagu LGA, to train mid-level personnel to become the new drivers of the planned boom of an agro-allied entrepreneurship. The agricultural policy is one of the state government's four agenda points and is guided by the policy document, *Development of Songhai Enugu Initiative project: The roadmap for economic expansion and food sufficiency in Enugu State*. Although the project has not yet been implemented, there are strong indications that the state and its partners are committed to its success. The MoU for its implementation has been signed and preliminary surveys have been concluded.

To fast-track the implementation the GES policy initiative of the ATA, the state government has appointed desk officers for the identified ATA value chains. In the case of the oil palm value chain, interaction between the Smallholder Oil Palm Management Unit and farmers has been mainly through contacts with identified oil palm cooperatives and some individual farmers in the state. It was reported, however, that the unit became dormant because of the federal government's 2006 policy that stopped state agencies from direct production. This approach not only crippled the achievements recorded earlier by the unit, but also slowed the diffusion of improved oil palm technologies among targeted beneficiaries.

The veterinary department of Enugu MANR indicated that the ATA policy does not include an effective, streamlined veterinary services program that states can implement. The existing clinics are fraught with challenges of inadequate and poor quality drugs, staff, and laboratory equipment, among other infrastructural deficiencies. MANR recently absorbed the state ADP staff and considers the program to be its extension unit. However, the ADP organizational structure still exists.

State-LGA Linkage

Responses at LGA level in Enugu state indicated that the State Council on Agriculture exists only on paper and has not yet convened to discuss state agricultural policy issues, nor are there alternative platforms to engage all the state and LGA stakeholders in this regard. Between 1999 and 2007, there was a platform for meetings with all the LGA agriculture HODs. This stopped, however, due to the nonchalant attitude of political office holders toward agricultural development in the state and LGAs. Moreover, the pilot farm, which would have served as a channel for the LGA to interact with farmers, has been abandoned due to lack of political and financial support. It was reported that the Agriculture Departments in the Enugu state

LGAs have no extension agents and therefore do not have any link with the farmers that they are meant to serve. There is a negative attitude among state officials towards those at LGA-level, which causes tension and inhibits coordination.

The respondents indicated that over 90 percent of agricultural officers at in the Enugu state LGAs do not know anything about the ATA, GES scheme, or CAADP agricultural policy initiatives. LGA agricultural officials are neither aware of the content nor the context of these policy documents. It was stated that the agricultural policies for the state were developed at the state level without the input of LGA agricultural officials. The respondents indicated their willingness to liaise with state officials to discuss agricultural issues and policies if the right platform is provided by the state and federal government.

In order to properly link the LGA with the state in the area of agricultural policy development, the LGA officials identified the need to:

- Convene quarterly a State Council on Agriculture meeting, which should involve all the agricultural staff at both state and LGA levels.
- Re-orient LGA chairmen on the need to guide the agriculture HOD on the development of agriculture at the grass-roots level and ensure the prompt release of budgetary allocations to the Agriculture Departments in the LGAs.
- Form an agriculture HOD forum, involving the HODs from all 17 LGAs in Enugu State.
- Ensure that only professional agronomists are employed by the Agriculture Departments.

Capacity Assessment

As with Kogi State, there is a dearth of capacity in the areas of personnel, infrastructure, and technical expertise at the state and local government levels in Enugu State. At the state level, inadequate technical and extension staff, inadequate funds to carry out basic functions of departments, and poor knowledge and information management were identified as areas of urgent need.

Challenges identified in the implementation of the GES scheme included:

- Delay in the signing of the ATA MoU with the federal government
- Inadequate inputs, as dealers could not supply the needed quantities of fertilizer
- Weak buy-in by the state ministry and LGA staff in the GES program of the ATA, because of their exclusion from the policy formulation and implementation processes.

In Enugu state, successful implementation of the ATA at state and LGA levels will depend on the joint mobilization of capacities in order to organize programs by bringing together technical directors, the research system, and the ADPs to work with the LGAs.

DELTA STATE

The activities for this report during the visit to Delta State included meetings with the permanent secretary of the Delta State MANR, directors of the various departments in the state MANR, agriculture HODs in Oshimili South LGA, and executive directors of two NGOs involved in agriculture in the state. The intentions of the interviews was to gain an understanding of the linkages between the three tiers of government (federal, state, and local), the NGOs, and private organizations; their roles in the agricultural policy processes with reference to the CAADP, ATA and GES initiatives; and their organizational capacity (available and needed). The views and opinions of the interviewees in Delta State are documented below. The organizational structure of Delta State Ministry of Agriculture is given in Appendix-Figure 6.

Federal-State Linkage

With respect to Delta state's linkage with the federal agricultural policymaking organizations, the official interviewed reported that they have been participating in meetings to raise policy issues regarding land development and livestock diagnostic centers in the South-South geopolitical zone. Discussions at these meetings have also raised concerns regarding the establishment of grazing reserves in the state to accommodate the development of the livestock sector.

The participants noted that the one-sided approach of the ATA of focusing on crops only will hinder the success of the policy. There was a general consensus among the respondents that the state government's agricultural development roadmap is well tied to the ATA. The state's agricultural policy document, the Delta State Agricultural Policy, which follows from the National Policy on Agriculture, was developed in 2006 and includes policies on the various subsectors of agriculture,

support services, and roles of stakeholders in agricultural development. The policy focuses largely on small-scale farming and fishing strategies, with some level of encouragement for medium- and large-scale production. The crops and livestock of interest in the policy document are cassava, yam, plantain, maize and vegetables, poultry, piggery, sheep and goat, and cane-rat. Other identified areas of interest are fisheries and snaileries.

In response to the ATA, the Delta state government identified and is now implementing programs across some of the priority crops, including cassava, oil palm, cocoa, rice, fish, and rubber. To fast-track the implementation GES policy initiative of the ATA, the state government appointed a desk officer who oversees the implementation of the GES scheme. It was disclosed that the flag-off date of the program in the state was delayed due to the late arrival of inputs (fertilizer, rice, and maize seeds) for farmers' use. Less than half of the intended state distribution centers for the GES had been set up at the time of the interviews. Responses from the state Veterinary and Livestock Department indicated that the GES scheme tends to focus more on crop production to the detriment of the other subsectors, especially livestock.

Currently, the state MANR uses the state ADP staff as its extension unit. However, the ADP organizational structure still exists. With a severe shortage of extension agents, the program is fraught with infrastructural inadequacies.

State-LGA Linkage

The agriculture department of LGAs in Delta state is composed of four professional units – crops; livestock, veterinary, and fishery; extension; and horticulture. Each of the units is headed by a unit head, who reports to the HOD (see Box 3).

Box 3—Agriculture Department in Oshimili South LGA, Delta state

The Agriculture Department is administratively managed by an HOD and has four units: crops; livestock, veterinary, and fishery; extension; and horticulture. Each unit is overseen by a unit head. Over the years, approved budgets for the Agriculture Department were not released for the implementation of proposed activities. As such, the Department has not been very active in carrying out its statutory functions. Presently, the Department has one functional demonstration farm each for crop and livestock (poultry and fishery). At the LGA level of government in Delta State, there are no agricultural policy documents to guide the LGAs in grass-roots agricultural development. Although the LGAs are guided by the State Agricultural Policy Document, which they were involved in developing, they are rarely involved in the implementation of the policies. For instance, tractor hiring and the current loan benefits to the farmers is exclusively done by FMARD. The Department has twelve degree holder (BSc and Higher National Diploma) staff. The present HOD is an MSc (Agronomy) degree holder and has served for twelve years in that position. However, the extension unit is grossly understaffed. This unit only has three staff who work independently from the state ADP.

There are some linkages between the LGAs and the Delta state government. Responses at the LGA level indicated that the State Council on Agriculture (SCA) exists in Delta state, but has been dormant for some time now. However, there are alternative platforms used to engage all state and LGA stakeholders involved in agricultural development in the state. One such platform is the recent town hall meeting convened by the governor. The meeting was specifically aimed at informing the stakeholders of the state achievements in agriculture and eliciting strategies to improve upon the recorded successes. Unfortunately, there is weak political will on the side of LGA Chief Executive in Oshimili South LGA to implement the policy despite several meetings of stakeholders (including the head of personnel management, HODs, LGA Chief Executive, and State Commissioner for Agriculture) which were convened by the Commissioner for Local Government and Chieftaincy Affairs. Several ad hoc committee meetings involving the directorates of local governments and the state MANR have been held to discuss agriculture-related issues in the state.

With regards to the ATA policy, the LGA officials disclosed that the state MANR had organized a discussion forum where all the LGAs in the state participated in a discussion on rice, yam, and fishery policies, based on their areas of comparative advantage. It was noted that the LGAs were not fully involved in the implementation of the strategies discussed. Also, several responses indicated that the LGAs do not have access to the ATA policy document and as such, generally are unaware of its content.

On the CAADP process, the respondents asserted that the majority of the agricultural officers at the LGA level do not know anything about the content or context CAADP policy initiatives in agriculture.

There exists a forum for discussion of agricultural policies at the LGA level. This forum is the Agricultural Officers Association, whose members include all the agriculture HODs and other staff in the agriculture department from all 25 LGAs in Delta state. Monthly meeting for the association are an opportunity to discuss emerging agricultural policies, but it was noted that issues raised are rarely acted upon by the state government.

The respondents stated that a more robust policy space backed with adequate funding will improve LGA involvement in agricultural policy development at state and federal levels. Respondents further suggested that there is need to link the tiers of government in the state through the following measures:

- Reinstating the State Council on Agriculture meetings, which should involve all agricultural staff at both state and LGA levels
- Re-orienting LGA chairmen on the need to guide the agriculture HOD on the development of agriculture at grass-roots level, and ensure the prompt release of due budgetary allocation to the department
- Strengthening the agricultural staff forum through funding for and utilization of communique reports
- Constant involvement of the agriculture HOD in agricultural issues at state and federal levels

The LGA - Farmer linkage looks strong in the state. The respondents asserted that there is close interaction between the farmers and the Agriculture Department in the LGAs. In each LGA, there are identified farmers' heads and registered co-operative societies which the Agriculture Department of the LGA works with to implement any agricultural policy or program.

Capacity Assessment

Similar to other states, Delta State has some qualified staff, but they are few in number and lack the funds and resources to effectively use their skills. Again, weak political investment at the federal level to building up the financial, physical, and human resource capacity of the state and local governments hinders their effectiveness.

Challenges identified in the implementation of the GES scheme in the state included:

- Lack of suppliers' confidence in the government to repay its portion of the loan following the supply of the inputs, especially fertilizer. This caused inadequate and late supply of inputs
- Weak buy-in by the ministry and LGA staff of the ATA and GES scheme because of exclusion from ATA policy formulation and implementation processes
- Inadequate space and lack of permanent structures in most of distribution centers and poor security against theft
- Farmers' belief that the fertilizer is free

Mobilizing the staff of the LGA and ADPs, as well as the field staff of the technical departments of the MANR will help in better coordination of activities at the village level. Further involvement of LGA staff in training programs, planning sessions, and evaluation of program interventions will help in better delineating activities at the local level.

Recommendations for Improving Federal-State-Local Government Linkages

1. Use the State Council on Agriculture (SCA) as a mechanism for implementing the state level agricultural strategies of the ATA. Due to poor linkages with the federal level and no real reporting mechanism to hold state commissioners accountable, the SCAs have become moribund. The ATA provides an opportunity to revive the SCAs and make them a monitoring mechanism for ATA implementation at state and LGA levels.
2. Increase the involvement of the federal directors based in the states to guide strategy development and implementation of state level operational plans. The federal directors could play an increased role in ATA implementation at state level by providing support to the annual plan development at the state ministry. This will ensure that the allocations for the states are in line with those of the ATA for the states. The federal directors and state level directors need leadership and managerial support for implementation of the ATA.
3. Establish sub-committees of the SCAs for research, extension, specific value chains relevant to the state, and M&E to increase coordination of the ATA implementation at state level and to monitor accomplishments of the ATA.
4. The Agriculture Departments of the LGAs have an important role to play in the implementation of the ATA and its programs. They need to be involved for the effective coordination of ATA activities at farm level. SCAs should involve the heads of the Agriculture Departments in the LGAs as members and hold them and the LGA Chairmen responsible for the achievement of specific goals. This is one way to integrate the LGA Agriculture Departments in the ATA.
5. Link the funding of agricultural development programs at local level to the ATA specifically to develop the value chains. Local government agriculture HODs should be included in capacity strengthening related to

ATA value chain development. Further, they should be involved in the development of the specific value chains in which the LGAs have a comparative advantage. These value chain maps of the LGA could be developed through a capacity strengthening program by the commodity transformation teams.

6. Establish formal working relationships and communications mechanisms for better linkages between federal staff in the states, state level field staff, and local heads of agriculture. Without such communication mechanisms, it is not clear how workflows and accomplishments will be communicated from the grass-roots to the federal level for monitoring of the ATA.
7. Provide leadership and managerial support to the federal directors and the state level department directors for the implementation of the ATA.
8. Delineate and monitor the roles and responsibilities of extension staff of local governments, extension agents of the ADPs, and field staff of state departments of agriculture. This will improve coordination and capacity of the LGA extension workers and ensure better implementation of the ATA at state level.

Effective coordination of the intervention programs requires strong federal-state-LGA linkages for the success of the ATA. However, organizational linkages remain weak between these entities and need to be strengthened at all levels.

6. PUBLIC SECTOR-PRIVATE SECTOR-CIVIL SOCIETY ORGANIZATIONS-LINKAGES

It is becoming increasingly clear that with limited organizational and human capacity, the public sector alone cannot be counted on for the transformation of the agriculture sector in Nigeria. While the capacity of FMARD and the state Ministries of Agriculture should be improved, increased participation of the private sector and the CSOs should be one of the major objectives of the ATA. Opportunities must be created for the private sector to increase their participation in agricultural value chains. In this section, we look at opportunities for the private sector and the CSOs and capacity challenges barring their participation. Further, given the emergence of large numbers of CSOs, both locally organized and supported by international agencies, it becomes important to understand their motivations, roles, and the contributions that each can make to the implementation of ATA. We begin with the GES scheme as a case study to understand the role of and challenges facing the private sector. We then present issues raised by the CSOs that arose in our consultations with CSO representatives (see Appendix Table 1 for list of some of the participants in our consultations with CSOs).

Growth Enhancement Support (GES) Scheme – The Case of Fertilizer and Seeds

The GES scheme is a technology-enabled price subsidy voucher program targeted at resource poor farmers to provide them with the opportunity to increase their use of fertilizer and improved seeds. The 2012 GES scheme design document indicates that the scheme will boost productivity, food security, and incomes of rural households. Apart from providing improved seeds (rice and maize) and fertilizer at subsidized prices to the farmers, the scheme creates opportunities to encourage private sector participation to strengthen the fertilizer and seed value chains and reduce the need for government involvement. The gradual withdrawal of government from the fertilizer industry, in particular, has the potential of increasing the benefits seen by farmers participating in the subsidy. Above all, the withdrawal of government will greatly reduce the size of the hidden economy associated with traditional fertilizer procurement and distribution systems in Nigeria.

According to the head of the Federal Fertilizer Department, the GES scheme will target 20 million of the more than 60 million smallholder farmers in Nigeria over a period of four years, reaching five million smallholder farmers each year. These farmers are to be serviced by 6,250 agro-dealers spread across the country. Within this period, it is expected that all farmers will develop the capacity to use fertilizer in such a way that it increases productivity. One of the indicators used to measure the success of the GES scheme is the increase in seed and fertilizer used by farmers over time. It is important to note that the GES scheme is working on a framework for value chain differentiation. This is exemplified by the provision of inputs to specific value chains where the registered farmers get additionally needed inputs for the production of the particular commodity of interest at subsidized cost.

Operationally, the conception, planning, and implementation of the GES scheme was done within eight months. Of the five million smallholder farmers targeted, 4.3 million were registered, representing a registration success rate of 86 percent. However, not all of the handouts that were planned for the first year of GES implementation could be achieved due to some notable challenges:

- Problems with contracting the International Fertilizer Development Center (IFDC) to provide needed technical assistance in the management of the supply chain
- Network failures resulting in registered farmers being unable to receive the subsidy alerts at the proper time
- Inadequate redemption centers across the LGAs
- Illiteracy of farmers and its associated effects
- Challenges with the full scale implementation of GES without a pilot approach to better understand program roll-out challenges

In spite of these challenges, the scheme recorded some success. A review of the first year of implementation of the scheme will help to identify location- and institution-specific challenges for improvement in subsequent years.

With respect to linkages between the state government and private sector organizations, the scheme provided a series of channels and opportunities. Each of the states participating in the scheme has a federal officer actively involved in the feedback mechanism. FMARD facilitated the signing of a memorandum of understanding between the banks and the agro-dealers in the states to help them access funds for their business.

Civil Society Organizations Linkages

In order to understand the role and capacity of CSOs in the implementation of the ATA, consultations were held with CSO representatives (see Appendix Table 1). CSOs have been increasing in number, sponsored by various groups of stakeholders. For example, some international NGOs have mobilized smallholder farmers into groups to demand for the delivery of agricultural development programs in their communities. CSOs have also been organized with political affiliations and sponsorships, although it is not clear how they are used to play a role in holding the government accountable. Several CSOs claim to be “independent” clear from any political leaning. However, given that the resources for CSO operations most likely come from the some sponsoring organizations, they tend to support the ideological positions of their funding agencies. This has created some mistrust between government officials and CSO leaders, particularly in the context of implementation of nationwide programs such as ATA. Thus it is important to identify the status, leaning, and potential contribution that CSOs can make to ATA implementation.

CSOS' PERCEPTIONS OF THE ATA

Participants agreed that, although the ATA is an articulated view of the Honorable Minister of Agriculture to move agriculture in Nigeria forward, it is lacking a framework. This belief is based on the premise that the ATA did not take into consideration the achievements recorded in under the CAADP framework. It was noted that many people and organizations, including most CSOs, do not understand what the ATA is in terms of its content and the context it is to address. Hence, there is a need for the government to engage the CSOs so that they better understand the core issues that the ATA is to address and the manner in which these issues will be addressed.

The participants in the focus group discussion with CSOs agreed that the CSOs have been playing critical roles in the area of agriculture, gender equality, and trade, and are critical to the success of the ATA in Nigeria. The individual CSOs explained their various activities in promoting agriculture and rural livelihood development in Nigeria. These activities include:

- Engaging in policy research, analysis, and research dissemination
- Carrying out research on value chains in some states
- Increasing investments for small scale farmers
- Providing credit to farmers by engaging the CBN and microfinance institutions to link farmers to them
- Conducting M&E and promoting best practices
- Collating the views of the people during the development of the National Economic Empowerment and Development Strategy (NEEDS) and State Economic Empowerment and Development Strategies (SEEDS)
- Budget advocacy for poverty issues through the Voices for Food Security initiative
- Publishing research findings to influence government policies, especially for the government to recognize food as a basic human right and to pass a bill stating this
- Developing a food safety policy document in Nigeria, which currently is in its final stages
- Promoting wholesomeness of foods consumed by Nigerians

- Engaging celebrities who serve as champions to engage youth in agriculture as a business venture

In the implementation of the ATA in Nigeria, the CSOs noted that they have critical roles to play in the area of awareness raising of the ATA, supporting extension services, providing feedback to FMARD, and in administering the M&E component (quality control process) of the ATA. The participants agreed that the government can meet its ATA objectives by expanding its capacity and involving the CSOs who are already active in areas where the government is not.

There was a consensus that the majority of the CSOs in Nigeria do not have the capacity necessary to operate and contribute to national development. This has inhibited their involvement as advocacy groups. CSOs require capacity strengthening in various areas to be fully involved in the ATA.

The constraints identified by the CSOs with respect to the implementation of agricultural policies in Nigeria include:

- Inadequate funds to work with the government
- Lack of high level representation in the Trade and Investment Committee
- Problems associated with the government seeing CSOs as coming to share their limited funds
- Lack of facilitation to build partnerships between CSOs and government, as both seem to be suspicious of each other's activities and intentions
- Infiltration of the CSOs by government to influence them negatively, resulting in an inability to identify real non-governmental independent CSOs

EXISTENCE OF POLICY SPACE FOR ENGAGEMENT BY CSOS IN NIGERIA

The participants agreed that policy space exists for CSOs to play their role in ATA implementation and this space has expanded recently, but working with government is difficult because of apparent government suspicion of CSOs. Involving CSOs in the design of the ATA action plans can help in the implementation and further continuation of the programs in their areas of operation. This is an area where CSOs can be involved and make an impact. The current policy has not yet done so. There is a need to actively promote the role of CSOs in ATA. This will require continuous dialogue of the ATA value chains with the CSOs operating in various parts of the country. The CSOs and farmer-based organizations need to be strengthened to improve their leadership and communication skills in order to better participate in agricultural policy processes and program implementation. Further, involving program managers and technical staff of the CSOs in specific capacity strengthening activities at federal, state, and local levels will help in their meaningful participation in the implementation of the ATA. In this context, formalizing the engagement of CSOs with FMARD is needed to enhance CSOs' participation in the policies, programs, and other activities of FMARD.

For effective implementation, there is a need for different agencies and ministries to harmonize projects with the NAIP developed under CAADP. To this end, the representatives of the CSOs noted the following:

- CSOs want to be involved in agricultural development efforts in Nigeria and need opportunities for engagement.
- CSOs were not properly involved in the development of the NAIP. FMARD has not involved the CSOs in its implementation.
- CSOs need an opportunity to conduct an in-depth peer review of the ATA document.
- There is no clear link between the ATA and CAADP. CAADP should serve as the framework for the implementation of the ATA. FMARD should not see CAADP as a rival to the ATA.
- There is a need to enhance the CSOs' capacity, especially in the area of financial analysis for both the ATA and CAADP processes.
- The Nigeria Incentive Based Risk Sharing System for Agricultural Lending should be approached to talk to farmers about credit.
- There is a need to make the Coordinating Minister for the Economy and the Minister of Finance understand the importance of the Maputo Declaration and the need to honor their commitment to allocating 10 percent of the annual federal budget to agricultural development.

Box 4 presents the role of CSOs in agricultural policy processes from the perspective of FMARD. At the federal level there is serious interest in engaging with CSOs in agricultural policy processes. This was evidenced by several consultations between the Minister for Agriculture and CSO representatives in the process of developing ATA. These consultations are

seen as a good start for strengthening links between CSOs and public sector agencies responsible for Nigerian agriculture since such engagements were rare in the past.

Box 4—FMARD’s View of the Role of CSOs in Agricultural Policy Processes at Federal level in Nigeria

1. What would you consider as the role of CSOs in the agriculture sector in Nigeria?
 - CSOs have a major role to play in the agriculture sector in Nigeria because by law, citizens have the right to participate in governance issues, especially ones that affect them directly, such as in the agriculture sector.
 - The sector provides opportunities for citizens to meet their right to food and livelihood, hence the need for engagement.
 - The CSOs have a strong role to play in the sector. These roles include, but are not limited to: (a) awareness raising, sensitization of smallholders farmers and of men and women participants in agricultural value chains; (b) mobilization and organization; (c) capacity building; (d) advocacy; and (e) monitoring and evaluation.
2. How do international CSOs assist local CSOs?
 - International CSOs help local CSOs by providing models of best practices, capacity support, technical and financial support, mentoring and coaching, and linkages.
3. How do the CSOs come together as a coalition? And with respect to CAADP?
 - CSOs recognise the need for building solidarities and alliances and the need to come together as coalitions to push for a common cause.
 - With respect to CAADP, CSOs were invited from the very beginning to take advantage of the opportunity created in the CAADP framework for participation of all stakeholders, especially non-state actors, including CSOs.
 - FMARD recognizes the need to raise awareness and build the capacity of the non-state actors, especially CSOs, on the concepts of CAADP for effective engagement and participation in the process as required. FMARD catalysed the coming together in December 2010 of more than 35 CSOs under the platform of a CSO coalition on CAADP in Nigeria.
4. What were the initial sets of issues raised during the coalition formation?
 - There were not many issues with the formation of the coalition because at the time the need was clear. There were fears of whether there would be buy-in to the idea of coming together, issues of how the coalition would work, and funding. Nonetheless, the stakeholder forum created an opportunity for everyone to offer their views and come to an agreement.
5. What priorities did they set in the beginning?
 - Some of the key priorities set at the initial stage were with regards to constant engagement in the CAADP process and strengthening the coalition structure. Ensuring that the group stayed focused on the issues was another priority.
6. How did these priorities change over time?
 - The priorities have not changed, but new issues have come up, such as funding, as well as the change in government, which is interfering with the original approach to the process. This has to do with the seeming abandonment of the CAADP process by the government. Often due to lack of funds, the coalition struggles to continue to strengthen the coalition in terms of mobilizing more voices and following up with processes and information provided.
7. How do CSOs obtain information from evidence and research for their plans, programs, and projects?
 - Given that most CSOs work with stakeholders at the grassroots level, they have the opportunity to get first-hand experience on issues and impact of policies and programs at the community level. They also conduct assessments, reviews, reflections, and other M& E activities that generate the basis for plans, programs, and projects that would be beneficial to stakeholders.
8. What lessons can we learn from strengthening NGOs to play a meaningful role in the policy process?
 - Strengthening NGOs to better play their roles in agricultural policy processes cannot be overemphasised. The reward is enormous, given their reach, commitment, and the value they add to the policy process.
 - It would help in effective planning, implementing, and monitoring and evaluating agricultural programs to make a greater impact on the lives of people, especially the poor and the marginalized.

Source: Based on interviews with FMARD staff

CSO LINKAGES AT STATE LEVEL

Consultations were held with CSO representatives in Enugu and Delta states to explore their engagement with policy processes in agriculture in general and the ATA in particular (see Appendix Table 1 for participants list).

Enugu State

From the perspective of the Enugu state Ministry of Agriculture and Natural Resources, CSOs and NGOs are actively involved in agricultural policy activities at state level. CSOs and NGOs named by the Ministry as being involved include the On Air Initiative and the Green Revolution Group, which collaborated with the MANR to provide a guide on the impact of climate change in the state. These organizations were involved in the implementation of the policy, but not in its development.

However, discussions with some active CSOs and NGOs in the state indicated the contrary. These organizations commented that they are rarely involved with the state government in its agricultural policy development. Typically local pri-

vate organizations are involved as service providers and, as such, their activities are determined by local demands. Nevertheless, there are indications of willingness by the CSOs and NGOs consulted to participate in agricultural policy development processes of the Enugu state government.

Responses of interviewed organizations showed that there are different levels of policy space for CSOs in the state. The policy space for some CSOs is limited by funding constraints and dependence on government for funds. When this space exists, the respondents noted, however, that the majority of CSOs in southeast Nigeria do not have capacity to fill it and engage with government agencies in agricultural policy processes.

Some of the respondents stated that they have read the ATA design documents, but are skeptical of its potential for success. It was noted that the agenda lays more emphasis on large-scale farmers to the detriment of the small-scale farmers who account for more than 80 percent of the farming population.

The individual CSOs explained the various activities that they are involved in to promote agriculture and rural livelihood development in Nigeria:

- Establishment of budget tracking committees in various communities and empowering them to engage in M&E
- Provision of seeds, soft loans, and other inputs to female farmers
- Advocacy for the right of women to agricultural resources
- Participation in the drafting of the SEEDS document for Enugu state
- Promotion of skill acquisition and entrepreneurial development of youth and women
- Engagement in community industrialization for empowerment projects which involves understanding available resources in each community and what can be produced by community members at a comparative cost advantage

The Enugu state CSOs also mentioned that they have the potential to play a critical role in the implementation of the ATA in the state, especially with respect to public expenditure management, awareness creation among farmers, and serving as a watchdog of the implementation of agricultural policies, such as the GES scheme.

Different types and levels of capacity exist within the CSOs to assist in the success of the ATA. Notable areas of available capacity are advocacy, budget analysis, policy interpretation and dissemination, and M&E. However, the majority of the CSOs require capacity strengthening in the areas of research, advanced data analysis, strategic policy analysis, and project management. It was also noted that most of the CSOs do not have dedicated agricultural policy units or researchers. Constraints of the CSOs in implementing agricultural policies include the following:

- Inadequate funds to effectively engage in policy processes when policy space for their engagement has been made available
- Exclusion of CSOs by the government in policy formulation
- Donor-specified activities (such as education or health) that CSOs must implement, impeding their participation in agricultural activities
- Dependence of some CSOs on the government for funding, which allows the government to dictate or limit the CSOs' activities
- Government infiltration of privately-owned CSOs to bias them toward government endorsed activities, making it difficult to distinguish them from those CSOs which claim to be independent of any political and ideological affiliation.

Delta State

Respondents at the focus group discussion in Delta state were of the opinion that some CSOs and NGOs in the state are actively involved in the agricultural policy activities of the state. They further stated that representatives of CSOs and NGOs, along with academics, are members of boards for state programs on agriculture, such as the Youth Empowerment through Agriculture (YETA) program.

Linkage of the state government to local private organizations in the area of policy formulation is very weak in Delta state. Similar to Enugu state, the responses of the participants indicated that private organizations are more involved in policy implementation than in its formulation. While some stated that CSOs and NGOs in the state have adequate policy space to participate in agricultural policy development, others argued that such policy space is very limited. In addition to funding, it was disclosed by the respondents that the major constraints that most CSOs and NGOs have in utilizing the available space

for policy engagement stems from the fact that their passion for achieving their mission is not reflected in the quality of capacity available to them.

Some of the respondents claimed to have a clearer understanding of the CAADP content and context than they do of the ATA. Several have been involved in promoting CAADP to LGAs within the state. Respondents stated, however, that the framework of the ATA is not clear and that it should be based on the CAADP framework, which has been widely accepted and understood by most stakeholders. CAADP processes were agreed to be more participatory than the ATA, which generally is seen as a top-down policy. The respondents argued that the ATA will be more successful if it is aligned with the CAADP framework.

Similar to Enugu state, CSOs were recognized as playing crucial roles in agricultural-related social and economic development issues. However, the consensus at the focus group discussion was that they are not being used to their full potential by all three tiers of government with regards to agricultural policy development and implementation. Delta State CSOs are currently involved in the following agriculture and rural livelihood development activities:

- Provision of assistance to rural farmers in the formation and registration of cooperative societies
- Linking farmers, especially female farmers, with personnel management and agriculture HODs in LGAs, to enable farmers to understand and benefit from agricultural policies and programs through the formation of cooperatives
- Active involvement in the development of the Delta state State Agricultural Investment Plan
- Sensitization of farmers, CSOs, and cooperative societies on the CAADP process in all 25 LGAs in the state; and on the need for each LGA to have a CAADP desk officer in its secretariat
- Assisting women farmers to access government loans and utilize them effectively
- Advocacy for the right of women to access agricultural resources, such as land
- Participation in the drafting of the SEEDS document for Delta state
- Promotion of skill acquisition and entrepreneurial development of youth and women
- Engagement in the effective implementation of the GES scheme in the state

Notable areas of available capacity in Delta state CSOs are advocacy, leadership and training, peace and conflict resolution, budget analysis, policy interpretation and dissemination, and monitoring and evaluation. Other thematic areas with available capacity include good governance, right to health and food, and environment and climate change management. However, limited capacity exists in the areas of research, advance data analysis, and agricultural value chain management. CSOs in Delta state faced the same constraints as CSOs in Enugu state – limited or tied funding, with conditions stipulated by donors or the government, and exclusion from agricultural policy processes.

Private Sector Linkages

Development of the private sector is key to the success of the ATA. Yet it is not clear what kind of support the private sector will need from government and what capacities it will have to improve to effectively participate in the ATA. The private sector has been involved in the implementation of the ATA only through the GES scheme. The procurement of fertilizer and seed for the GES has been organized through private fertilizer and seed producers and distributors.

Discussions with some private sector organizations indicate that, if properly implemented, the ATA could advance the development of the agricultural private sector. The involvement of the private sector in the implementation of the ATA is attributed to the commitment shown by FMARD staff and the implementation space made available to the private sector in the design of the ATA. However, private sector officials expressed concern about inconsistencies in government policies and the attitudes of government officials regarding the implementation of policies. Currently, the private sector organizations have each adopted a series of approaches to effectively compete in their respective markets, learning from past failures and successes.

RICE SECTOR

Private organizations in the rice subsector are engaged in all links of the rice value chain from production to marketing. In order to be more inclusive, some processors have reached out to community leaders to identify and engage farmers. They noted that this saves costs and results in a more reliable supply of paddy. The private organizations estimate that they have the capacity to supply the milled rice needed to take care of the consumption needs of the country and can export some as

well. However, they also reported that, although the GES scheme is well conceived, its implementation is fraught with challenges, especially in the areas of finance, stakeholder buy-in, farmers' awareness, and research.

Financial investments are needed for critical areas of research, mechanized farming, and training. Banks are reluctant to give loans to the private sector organizations with whom we consulted, and, in cases where the banks are willing to give loans, high interest rates and collateral are demanded. Small private firms may not be able to meet these requirements without financial reform and support.

Research capacity in the area of rice breeding, especially among university researchers in Nigeria, is generally lacking. Efforts have been made by some private organizations to engage some of these professionals in the development of location-specific varieties of rice, but these researchers need to be trained in modern breeding techniques to be able to provide such services to the private sector.

SEED SECTOR

Private sector companies are the primary suppliers of rice and maize seed for the GES scheme. Until recently, the National Seed Services served as the major source of foundation seeds for seed multiplication by seed companies in Nigeria. However, these seeds have often not met the quality expectations of farmers, causing a decline in demand. Currently, seed companies partner with research institutions, such as IITA, to obtain foundation seed for multiplication. Each seed company registers with the research institute that provide the foundation seed, indicates the quantity of seed it needed, and pays royalties to the institution for the foundation seed obtained.

In the seed sector, issues of concern in ATA implementation include:

- Variability in yield from different seed varieties. Doubt has been expressed as to whether the seed distributed under the GES scheme will provide the advertised yields and sustain farmers' demand.
- Price fluctuations, especially of rice paddy, and the associated effects on the supply of the commodity.
- Funding challenges exist in the various stages of production, processing, and marketing in the seed supply chain. Ordinary commercial bank rates are high, ranging between 22 and 25 percent for a six month loan. However, the loan arrangement between FMARD, CBN, and the seed companies is such that the CBN gives loans at a 15 percent interest rate. Of this, the federal government gives a rebate of 8 percent, so that seed companies actually pay a 7 percent interest rate on the loan. In spite of the low loan rates guaranteed by the federal government, the short term nature of the loan is a big constraint. While the seed cycle necessitates a minimum of an 18 month loan term, the guaranteed loan stipulates only six months.
- Low level of interest or knowledge from banks.
- Low success rate of farmers, leading to a delay in the repayment process and an increase in the debt profile of seed suppliers.
- Refusal by state governments to recognize input suppliers approved by the federal government under the GES scheme.

In order to solve the above challenges, it was suggested that:

- There is need for a good public-private model for the seed sector.
- Loan disbursement to seed suppliers should be based on a production cycle of at least 12 months.
- Links between FMARD and the states should be strengthened.
- States should be allowed to decide on their own seed sector model and provide feedback to FMARD.
- There is a need to encourage banks to lend to agro-dealers and agricultural input suppliers to guarantee a functional seed supply system for the ATA. This can be achieved if the federal government adheres to its part of the financing memorandum of understanding with the banks.
- Cocoa and cotton value chains should be treated differently in the GES scheme, considering that production of these two commodities is near a total collapse.
- The capital market should fund the agricultural sector by providing a special index for the sector. This will help investors trade certificates on the floor of the market without affecting seed sector financing.
- Private sector organizations should be involved in the identification and training of agro-dealers in an entrepreneurship development program.

CAPACITY INTERVENTIONS TO DEVELOP THE PRIVATE AGRICULTURAL INPUTS SECTOR

1. Capacity strengthening to increase quality control of the fertilizer and seed markets will help to check marketing of sub-standard products and ensure quality products are delivered to farmers. Federal, state, and local government agricultural officers need to be trained to develop a cadre of regulatory officials.
2. Private sector participation crucially depends on increasing the number of agro-dealers in rural areas. Improving the capacity of private entrepreneurs by providing training in small business management will enable their participation in input and output markets.
3. Linking capacity development of rural entrepreneurs to funding from commercial banks will help increase the success of the capacity development program.

The role of the private sector and CSOs in the development and transformation of the agricultural sector have been well recognized in the formulation and implementation of the ATA. However, investments are needed to fill gaps left by the public sector so that they are able to participate as equal partners in the ATA. Developing the capacity of private traders, agro-dealers, and small scale collectors and processors is a priority in the next three years. Working with international NGOs, local CSOs, and farmer organizations could be a part of the ATA value chain development process.

7. VALUE CHAIN DEVELOPMENT AND CAPACITY NEEDS

The targeting of specific value chains under the ATA is the principal mechanism through which the program seeks agricultural transformation in Nigeria. There are about 20 value chains identified under the ATA as being in need of strengthening. For each value chain, there is a desk officer from the Ministry, an expert leader hired locally or appointed from within FMARD, and a few consultants working with the commodity transformation team. The rationale for including all of them is unclear, and there is a need to set priorities among them to channel resources to maximize returns on investments in each. However, for the purposes of this study, only two value chains, rice and cocoa, were analyzed through consultations with various actors. Capacity constraints were identified throughout the two selected value chains. These vary widely depending on the commodity. However, some general capacity needs are identified below.

There is a need to conduct cross value chain analysis to determine the best allocation of resources among the value chains. For example, what is the most cost-effective source of vegetable oil in Nigeria? Increased capacity is needed in the FPRS Department to increase the use of value chain analysis to guide programming. This should include improving work productivity in the Department and providing need-based statistical training and agricultural economics analysis training as relevant to the value chains.

The rice value chain exemplified the need for better financing of the extension system to increase productivity. The rice value chain team is comprised of consultants and representatives from each department in the Ministry - presently 39 members. However, most of the members are not fully aware of the issues, constraints, and challenges in developing the rice value chain, reflecting a need for context-specific capacity building.

Members of the cocoa value chain include cooperatives, research and development agencies, ARCN, Cocoa Research Institute of Nigeria, National Program for Agriculture and Food Security (NPAFS), and farmer organizations. National targets were drawn up and given to each state, with three states following up on their own cocoa development plans. Increasing productivity seems to be the major objective for all the value chain initiatives under the ATA, as crop yields are low. As the value chains are developed, there is a need to improve the quality of produce by introducing quality control and regulatory mechanisms for setting standards.

While research institutions could play a major role in conducting research that is needed for value chain development, increasing mechanisms for coordinating and managing such research at the national level should rest with ARCN. Further, each value chain will require research on the socio-economic impact of the value chain and analysis of sustainable strategies for its development in Nigeria. Some of the value chain capacity strengthening programs are already in place, such as the one strengthening farmers organizations to improve their business skills. However, identifying opportunities for strengthening value chains will be an important investment for their sustainability and success.

It may be useful to work with CSOs and the Department of Cooperatives to organize farmers in each value chain at the local government level. These organized farmers can then provide feedback on programming which can be reported at the state and federal levels. The value chain teams need to actively participate in the Agriculture Transformation Policy Group

(ATPG) so that their research needs can be communicated to all researchers in the country, expanding the knowledge base. In order to reduce communication costs among the value chain team members, ICT should be used more frequently (web discussions, tele-conferences, etc.). The team members should be provided with affordable equipment (for example USB internet modems) and training in using these methods.

Recommendations for Improving Capacity for Value Chain Development

1. Each commodity transformation team needs to identify gaps in its own capacity and develop a capacity development strategy for the effective development of the value chain.
2. Agricultural input sectors, particularly in seed, need to be strengthened for the transformation of all commodities through public-private partnerships.
3. Organization of farmers into farmer associations will help in better delivery of inputs and extension messages for all value chains. It may be useful to work with CSOs and the Department of Cooperatives to organize farmers in each value chain at the local government level. These organized farmers can then provide feedback at state and federal levels at reduced cost.
4. Farmers need to be trained to improve the quality of their produce. Value addition depends on quality improvement at all levels.
5. Value chain team members should be trained on the value chain concept.
6. Value chain development will depend on training of the collectors of the produce, including local entrepreneurs who could pay farmers at their farm and supply the commodity to the processing industry.
7. Depending on the commodity, the small-scale processing sector will need capacity strengthening in developing and managing its processing units.
8. Commodity transformation teams will need training to identify capacity gaps and to set priorities for filling these gaps.
9. Value chain teams need to actively participate in the ATPG so that their research needs can be communicated to all researchers in the country. Each value chain should prepare a report on its research needs and submit it to the ATPG bi-annually. The work plan of the ATPG will then be based on the reports submitted by the value chain groups and other groups.
10. The specialized research institutes, ARCN, and FPRS staff in the value chain teams need to actively participate in the activities of the team so as to address value chain research needs as they arise.
11. In order to reduce communication costs among the value chain team members, ICT should be used.

Development of the commodity value chain is one of the main strategies of the ATA to achieve its goals. Analysis of how the value chains can best be strengthened for the benefit of those who participate in them, sharing knowledge on the value chain development process, and strengthening the capacity of the actors and players in the value chains will be important first steps in the development of the value chains selected for strengthening under the ATA.

8. RESTRUCTURING FMARD AND IMPLICATIONS ON ITS CAPACITY

Implementation of the ATA will require adequate, accurate, and evidence-based information on a regular basis. Generating evidence on various policy alternatives is important to justify the allocation of resources toward various programs under the ATA. As part of its restructuring process, FMARD intends to establish a new division, the Agriculture and Food Policy Analysis Division (AFPAD). The AFPAD will be part of the FPRS Department and will be responsible for collecting, tracking, and analyzing the information needed for policy planning, implementing, and monitoring the ATA in Nigeria.

AFPAD in FMARD will have the following objectives:

- Provide timely policy analysis and recommendations in response to short-term challenges arising from implementation of the ATA;
- Carry out in-depth analysis for generating policy options to address anticipated medium- and long- term policy challenges;

- Monitor implementation of the ATA with respect to its costs and benefits; and
- Function as a situation room for agricultural policymaking in Nigeria.

AFPAD will have a unit head, who will serve under the director of the FPRS Department in FMARD, with a team of four to five policy analysts supported by two to three research analysts. The staff of AFPAD will come from hiring new staff with the requisite experience. AFPAD will be equipped with modern ICT that will connect it to state, regional, national, and global level information sources. High speed internet will help disseminate the generated information to policymakers and other stakeholders.

In functioning as a situation room for agricultural policy planning within FMARD, AFPAD will:

- Gather current information on the agricultural sector in Nigeria;
- Promptly analyze the collected information and share findings with policymakers for easy review and discussion on a regular basis; and
- Provide communication facilities to decision makers in FMARD through state-of-the-art technologies and video conferencing facilities.

Several outputs are expected from AFPAD that will address the information needs of policymakers at different levels on various topical issues. The following are examples of such outputs:

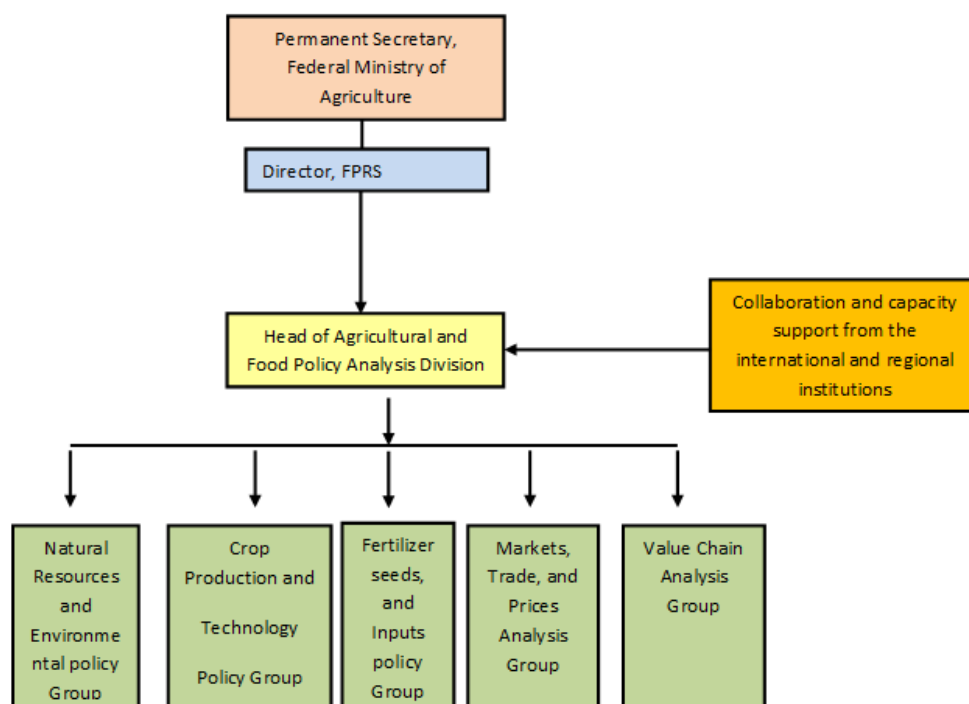
- Crop and livestock outlook reports for various commodities prior to harvest;
- Status and outlook reports for seeds, fertilizers, irrigation, pesticides, and energy for crop production;
- Regular reports on the functioning of GES for provision of inputs to smallholder farmers;
- Status reports of technology adoption and functioning of value chains;
- Reports on the behavior of market prices of selected commodities and explanations for these reported behaviors;
- Estimates of input-output relationships and farmers' supply responses to output prices for key commodities; and
- Reports assessing the effectiveness of the agricultural extension service and technology and extension linkages.

To fill existing knowledge gaps in the agricultural sector, AFPAD will work with global and regional researchers and partners in the national agricultural research system, universities, and CSOs to conduct collaborative policy research and to disseminate research results to feed into the policy processes in the medium- and long-term. The research outputs will be published in the form of working papers and a discussion paper series.

Figure 6 illustrates the proposed organizational structure of AFPAD. The head of AFPAD will report to the director of the FPRS Department in FMARD and will be responsible for the overall management of the unit. AFPAD will have five groups that will work in a coordinated manner to achieve its objectives: (1) natural resources; (2) inputs; (3) crop production and technology; (4) markets, trade, and prices; and (5) post-harvest. Each group will work with their respective departments and functional units in FMARD and other relevant ministries to gather, manage, and analyze information needed for policy planning in FMARD.

In addition to the formation of AFPAD, another major restructuring plan involves the development of a Directorate of Extension Services with four divisions – Women in Agriculture, Youth in Agribusiness, ICT and Innovation, and Field Demonstrations and Research Linkages. The creation of these specific technical divisions will fill the current gap that ADPs experience at federal level. Policy guidance and analytical support in the areas identified will help in strengthening state-level extension systems. However, this directorate will require much assistance in the beginning, even if the right personnel are identified. Its role and linkages with other departments and state level functionaries will have to be defined from the start. Their role in the development of value chains cannot be underestimated.

Figure 6—Tentative organogram for the Agricultural and Food Policy Analysis Division, FPRS, FMARD



9. CAPACITY DEVELOPMENT STRATEGY

To address the capacity challenges facing the implementation of the ATA, a comprehensive capacity development strategy is suggested here. It includes short-term capacity strengthening activities and long-term organizational capacity changes both inside and outside of FMARD. Capacity strengthening activities will form an integral part of ATA implementation. Emphasis will be placed on learning by doing, on the job training, output-orientated training, and training of trainers.

1. Capacity strengthening of participants in agricultural policy processes, including parliamentary committees, sub-committees of the NCA, CSOs, and private sector representatives, is crucial to mobilize them toward the common goal of achieving the ATA's objectives. Increased and more regular involvement and consultation will improve policymaking processes under the ATA.
2. Effective use of local experts and advisors for value chain development would substitute for deployment of external experts. However, effective transfers of capacity from external advisors to FMARD staff need to be ensured.
3. Deepening the leadership and managerial capacity of the key organizations that support ATA implementation, such as the federal departments, specialized agencies, and the commodity transformation teams, will form the first stage of capacity development for implementation of the ATA.
4. Improving the technical skills of the staff of the FPRS Department and ARCN, along with their state level counterparts, will help in preparing them to guide and support implementation of the ATA. This group should involve technical policy researchers and analysts who will serve FMARD on a long-term basis.
5. A specialized group of policy researchers and analysts needs to be formed within the FPRS Department to continuously analyze the policy issues that arise in the process of implementing ATA. The formation of AFPAD within the FPRS Department is a step in the right direction. However, a focused effort is needed to strengthen this division to help in coordinating policy analysis and research.
6. Increasing the ability of the FPRS Department and ARCN to identify capacity issues and challenges will in turn help in designing capacity development programs and fill the capacity gaps at federal, state, and local government levels.
7. Addressing capacity gaps in translating ATA into specific investment plans, budgeting to achieve them, developing annual work plans, and monitoring evaluation and learning systems that bring federal, state, and

local governments to share information on input, output, outcome, and impact indicators will improve accountability and organizational effectiveness at all levels.

8. The capacity of specialized federal agencies, such as ARCN, needs to be improved to provide leadership, management, and technical support to ATA commodity transformation teams and help integrate the capacity of these agencies in achieving the specific targets set under ATA.
9. Increased and innovative use of ICT and web-based technologies is needed to increase information and knowledge flow among the different levels and entities implementing ATA.
10. Improved capacity for better management of knowledge through data collection, processing, analysis, and dissemination will help in addressing management information system needs at federal, state, and local government levels.
11. At all levels, there is a need to increase the number of staff and to increase the hiring of better qualified staff. This calls for a long-term human resources development strategy for the Nigerian agriculture sector.
12. In the implementation of the above strategies, the importance of strengthening the capacity of national higher educational institutions cannot be over emphasized.

10. PLAN OF ACTION FOR CAPACITY DEVELOPMENT FOR IMPLEMENTATION OF THE AGRICULTURAL TRANSFORMATION AGENDA

A capacity development program for implementing the ATA is suggested to implement the strategy identified above. Specifically, a set of capacity strengthening activities will be implemented over the next three years (Phase I) that will involve the following elements:

1. Strengthening the capacity of stakeholders in agricultural policy processes through regular joint information sharing sessions. Specifically, the legislative committees on agriculture and rural development will be strengthened to play a stronger monitoring and oversight role. A capacity strengthening program for CSOs and the private sector to play an effective role in the ATA policy process will be implemented. Finally, multi-stakeholder agriculture joint sector reviews will be conducted on an annual basis.
2. Strengthening commodity value-chain teams to identify the constraints, challenges, and opportunities along their focal value chains and developing strategies, funding mechanisms, and implementation plans to address these constraints, challenges, and opportunities.
3. Organizational and institutional arrangements to improve the horizontal and vertical integration of FMARD departments beginning with the FPRS Department and its relationship with its state and local government counterparts.
4. Leadership and management skill development for directors of federal departments in order to engage with commodity transformation teams, including relevant private sector entities.
5. Development of skills for strategic analysis, investment planning, and development of annual work plans that correspond to the targets to be achieved under the ATA.
6. Developing skills for sector wide monitoring and evaluation and for integrating M&E systems across line departments and at state level. Effective use of monitoring and evaluation for tracking progress made under the ATA, including value chains. Particular emphasis on project monitoring of value chain development.
7. Organizational capacity development to strengthen management information systems in the Ministry and to connect them at state and local levels. Special emphasis on use of ICT and modern communication tools for strengthening communication and information sharing among line departments, specialized agencies of the federal, state and local governments, CSOs, NGOs, private sector, and other stakeholders.
8. Staff of specialized agencies, such as ARCN, need training in their thematic areas. For ARCN, this will include integration of research priority setting with the ATA, translation of research needs of value chains into research plans for various research institutions, research strategy development, strengthening of innovation platforms, and conducting research on innovation in research-extension linkages. Skill development in research and analytical techniques to provide strategic directions for their subsectors is also required.

9. Development and implementation of a capacity strengthening program on regulatory mechanisms for quality control of agricultural inputs, such as fertilizers and seeds. This will extend to a biosafety regulatory system as part of value chain development.
10. Initiation of a private sector development program beginning with business management skill building of rural entrepreneurs to enable their participation in the ATA, including in the GES program.
11. Development of a curriculum and course content for the above capacity strengthening activities by working with experts in local higher education institutions is a priority activity within the first six months of the implementation of the capacity development program.

An estimated total budget of \$1.5 million is proposed for the next three years in order to initiate and implement the capacity development program. These specific set of capacity strengthening activities are described in Table 4. The timeline for undertaking these activities is given in Appendix-Table 2.

Table 4—Proposed action plan for capacity strengthening to implement the Agricultural Transformation Agenda – activities and participants

Component	Capacity Strengthening Activities to meet ATA implementation capacity needs – Phase I	Events	Participants
1.	Enhancing the Capacity of the ATA policy Process		
1.1	<u>Strengthening the capacity of legislature committees on agriculture and rural development</u> : Understanding their role as monitors of long-term goals of ATA; Organizing information on key performance indicators on ATA progress; Use and communication of information for policy debate in the legislature. Six 3-day capacity development workshops – 2 per year for the next 3 years. ATPG will play key role in this activity.	6	Members of legislative committees of agriculture and rural development; selected committee members of NCA.
1.2	<u>Strengthening capacity for Agriculture Joint Sector Reviews involving all the stakeholders, including the NCA</u> : Capacity development through collecting, analyzing and reviewing progress made on ATA goals and programs. Two two-day workshops per year with time for preparation.	6	Range of stakeholders from FMARD, ARCEN, state departments, private sector, CSOs, and NGOs
1.3	<u>Capacity strengthening of stakeholders in the value chains</u> : Identifying technical, market, institutional, and policy constraints for value chain development. Intensive 3-day workshops each year for 3 years on value chain development policies for five commodities – rice, maize, cassava, sorghum, and cocoa.	15	Leaders and experts of the value chains; members of commodity teams; staff of FMARD.
1.4	<u>Capacity Strengthening of CSOs</u> : Enhancing their role in agriculture policy processes, sector reviews, and evidence generation and utilization of sector information. Organization and management of farmer organizations at the national level. One 2-day workshop facilitated per year.	3	CSOs leaders working with federal, state, and local governments
1.5	<u>National private sector development workshops</u> : Two-day consultative facilitated workshops for private sector companies participating in ATA - three workshops over next 3 years. Agricultural Industry Advisory Group will play key role in these workshops. Evidence based capacity development for enhanced engagement in agriculture policy processes; creating a platform for expressing their needs and challenges; business development opportunities in value chains.	3	Private sector participants of input, output and processing markets; leaders of seed and fertilizer industries
2.	Strengthening capacity of FMARD (FPRS and ARCEN) for investment planning, monitoring and impact evaluation of policies, strategies, programs and projects		
2.1	<u>Strengthening FPRS and ARCEN</u> : Developing their priorities, work plans, and systems of analysis and policy communications. Two 3-day trainings per year for three years.	6	Staff of FMARD, directors, division heads, and professionals
2.2	<u>Sector-wide approaches to agricultural development</u> : Strategic analysis. One 3-day training per year for 3 years. Investment planning for ATA, including value chain development and analytical methods. Two 3-day trainings per year for 3 years.	3	Staff of FPRS Department, including ARCEN staff involved in strategy and investment plan development
2.3	<u>Impact evaluation methods</u> : Quantitative and qualitative approaches. One three-day training per year for 3 years.	3	FPRS Department staff and state level counterparts; staff of ARCEN
2.4	<u>Quantitative policy analysis methods</u> : For food security, agriculture, and natural resources policy analysis. Two 2-day on the job workshops per year for 3 years. Household and farm survey data collection; data processing and analysis using statistical software (Stata, SPSS); developing policy alternatives using household data. Two 2-day on the job workshops per year for 3 years.	6	Professionals from FPRS Department; policy researchers and analysts in ARCEN; select universities
2.5	<u>Methods of project design, development, and management</u> : Two 2-day on the job workshops per year for 3 years.	6	Project and program managers; managing directors of ADP at state level

Component	Capacity Strengthening Activities to meet ATA implementation capacity needs – Phase I	Events	Participants
2.6	<u>Training of Trainers</u> : Program for development and implementation of regulatory mechanisms for quality control of inputs and outputs including biosafety. One 3-day workshop per year every year.	3	Professionals of ARCN, FPRS Department, Fertilizer Department; University faculties
2.7	<u>Training of Trainers</u> : Program for development of rural entrepreneurs. One 5-day workshop per year for 3 years.	3	Faculty of Federal Colleges of Agriculture; FPRS department; ARCN Staff
3.	Strengthening organizational and communication linkages and policy dialogue among key stakeholders within agriculture, food security, and natural resource sectors		
3.1	<u>Improving organizational effectiveness of FMARD for ATA Implementation</u> : Preparation of annual work plans, performance monitoring of divisions and departments, development of incentive-based reward systems. Two 3-day workshops per year for 3 years.	6	Directors of Technical Departments, ARCN; unit heads of divisions
3.2	<u>Organizational effectiveness of state Ministries of Agriculture</u> : Preparation of annual work plans, performance monitoring of units and departments, and development of incentive based reward system. Two 3-day workshop per year at zonal level; Two 3-day workshops per year for 3 years.	6	State directors of Technical Departments; federal directors; zonal directors
3.3	<u>Development of state level annual monitoring report</u> : In collaboration with FMARD directors to be used in NCA discussions and review. Six 3-day workshops per year.	18	State level directors of Departments; ADP managing directors; federal and zonal directors
3.4	<u>Policy communication workshops</u> : Methods of communication, sharing knowledge, web-based interactions. Two 2-day programs per year for 3 years.	6	Senior policymakers and policy advisors in FMARD, ARCN, and state ministries

II. CONCLUDING REMARKS

The need for improved capacity to implement the ATA is well recognized at all levels of the agricultural sector in Nigeria. Yet given limited resources, there is a need to strategically develop capacity within the sector by assessing key capacity constraints and addressing them sequentially and systematically. This report documents the findings and recommendations of a study carried out in consultation with a wide range of stakeholders in the agriculture sector at federal, state, and local government levels. Donor partners are already beginning to support some of the capacity strengthening activities identified. It is hoped that implementing the recommendations made in this report will help ease the organizational and capacity constraints and result in a better facilitation of ATA implementation at all levels.

APPENDIX

Appendix-Table 1—List of participants in the consultative meetings for capacity assessment

	Institution/Organization
Policy Process Groups (PPGs) Consultative Meeting	
1	Nigerian Women Agro Allied Farmers Association
2	First Bank plc
3	Rice Value Chain, FMARD
4	Food and Agriculture Organization of the United Nations (FAO)
5	Nigeria Strategy Support Program, International Food Policy Research Institute (IFPRI-NSSP)
6	National Bureau of Statistics (NBS)
7	Mainstreet Bank Ltd.
8	Agriculture Policy Research Network of Nigeria (APRNet)
9	Central Bank of Nigeria (CBN)
10	Central Bank of Nigeria (CBN)
11	Oxfam
12	National Association of Nigerian Traders (NANTS)
13	Civil Society Coalition for Poverty Eradication (CISCOPE)
14	Association of Small Scale Agro Producers in Nigeria
15	Senate committee on Agriculture, National Assembly
16	Volunteer Services Overseas (VSO)
17	Volunteer Services Overseas (VSO)
18	Agricultural Development Programme (ADP), Abuja
19	Nigeria Strategy Support Program, International Food Policy Research Institute (IFPRI-NSSP)
20	Regional Strategic Analysis and Knowledge Support Systems (ReSAKSS) – West Africa, IITA
Civil Society Organizations (CSOs) Consultative Meeting	
1	Development Alternatives Inc. (DAI)
2	International Food Policy Research Institute, Washington, DC
3	Federal Ministry of Health (FDS Department)
4	International Food Policy Research Institute, Abuja
5	National Association of Nigerian Traders
6	Planning, Policy, and Program Division, Federal Planning, Research, and Statistics Department, FMARD
7	Oxfam
8	Civil Society Coalition for Poverty Eradication (CISCOPE)
9	Agricultural Policy Research Network (APRNet)
10	International Foundation for Electoral Systems (IFES)
11	ActionAid Nigeria
Private Sector Consultative Meeting	
1	Managing Director, Maslaha Seeds Ltd
2	West African Cotton Co. Ltd (WACOT)
3	Head, Marketing, Business Dev. & Agricultural Services, NOTORE
4	MD/CEO, MIKAP Nigeria Ltd
5	Business Development Manager, NOTORE
Delta State Ministry of Agriculture and Natural Resources Consultative Meeting	
1	Federal Department of Veterinary Services
2	Acting Director, Department of Livestock
3	Assistant Director, Department of Fisheries

Institution/Organization	
4	International Fund for Agricultural Development (IFAD) – Community Based Natural Resource Management Program (CBNRMP) – Sustainable Agriculture, Fisheries and Environment Officer
5	Director, Special Duties
6	Programme Manager, Delta ADP
7	Director of Produce Inspection (DPI)
8	Director, Policy, Research, and Statistics Department
9	General Manager, T4A
10	General Manager, Delta State Agricultural Procurement Agency (DAPA)
11	PAO (ADMIN)
12	Rep. General Manager, Task Force On Communal Farming (TFCF)
13	General Manager, Tree Crop Unit (TCU)
14	SPC, Fadama III Project (Rep)
15	Assistant Director, Planning, Research, and Statistics Department
Enugu State Ministry of Agriculture and Natural Resources Consultative Meeting	
1	Permanent Secretary, Ministry of Agriculture
2	Special Adviser to the Governor on agriculture
3	Director, Agriculture Department
4	Director, Policy, Research, and Statistics Department
5	Director, Animal Production Department
6	Director, Veterinary Services Department
7	Director, Extension Services Department
8	General Manager, Smallholder Oil Palm Management Unit
9	HOD, Agriculture Department, Nkanu East LGA, Enugu State
10	Director, Economic Empowerment and Development Initiative
11	Coordinator General, African Development Network (ADNET), and President, Enugu State Cooperative Federation (ECOFED)
12	Executive Director, CIRRDOD, Enugu
13	Chairman, Demacco Farms Ltd, Enugu
14	CEO, LUBAIN farms Nig Ltd, Enugu
15	Executive Director, Socio-Economic Rights Initiatives; and CISCOPE member
Kogi State Ministry of Agriculture and Natural Resources Consultative Meeting	
1	Head of Department, Agriculture Department, Kogi LGA
2	Head, Direct Production Unit, Agriculture Department, Kogi LGA
3	ADP Block Extension Supervisor, Kogi LGA
4	Assistant Director, Agricultural Services
5	Director, Administration and Finance Department
6	Director, Agricultural Services
7	Director, Veterinary and Livestock Services Department
8	Director, Policy, Research, and Statistics Department
9	Growth Enhancement Support (GES) Officer, Kogi State
10	Director, Planning, Monitoring and Evaluation Department, Kogi State ADP

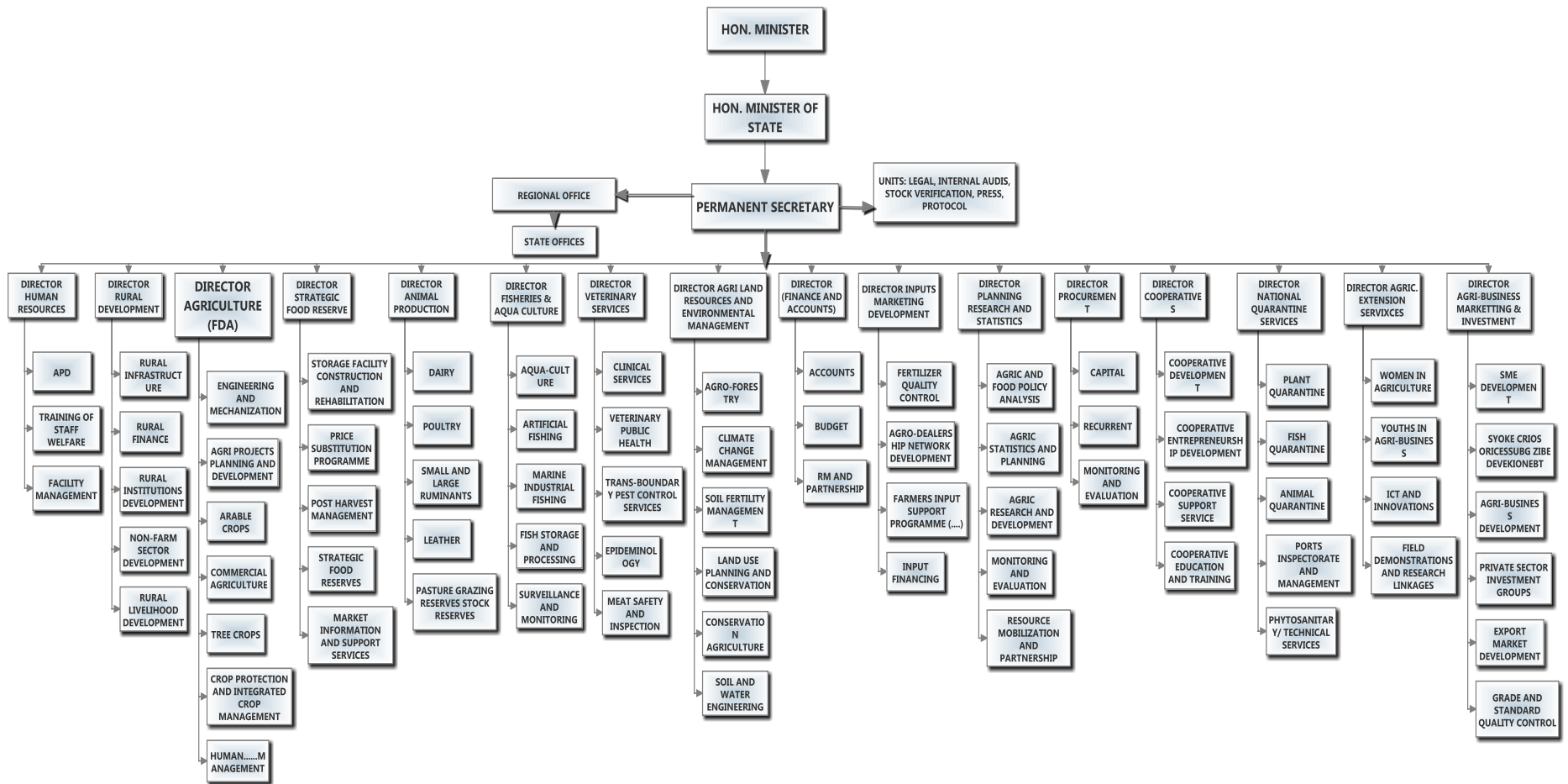
Appendix-Table 2—Capacity strengthening activities to meet ATA implementation capacity needs

Capacity Strengthening Activities to meet ATA implementation capacity needs - Phase I	2013				2014				2015				2016
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1
Component 1. Enhancing the Capacity of the ATA policy Process													
<u>1.1 Strengthening the capacity of legislature committees on agriculture and rural development:</u> Understanding their role as monitors of long-term goals of ATA; Organizing information on key performance indicators on ATA progress; Use and communication of information for policy debate in the legislature (Six 3-day capacity development workshops - 2 per year for the next 3 years)(ATPG will play key role in this activity)	X		X		X		X		X		X		
<u>1.2 Strengthening capacity for Joint Sector Reviews involving all stakeholders, including NCA:</u> Capacity development through preparation of stakeholders for collecting, analyzing and reviewing progress made on ATA goals and programs (Two 2-day workshops per year, with time for preparation)		X		X			X	X			X	X	
<u>1.3 Capacity strengthening of stakeholders in ATA value chains:</u> Identifying technical, market, institutional, and policy constraints for value chain development (intensive 3-day workshops each year for 3 years on value chain development policies for 5 commodities – rice, maize, cassava, sorghum, cocoa)	X (5)				X (5)				X (5)				
<u>1.4 Capacity Strengthening of CSOs:</u> Enhancing their role in policy process, sector reviews, and evidence generation and utilization of sector information – organization and management of farmer organizations at national level. (One 2-day workshop facilitated per year)			X				X						
<u>1.5 National private sector development workshops:</u> (2-day consultative facilitated workshops for private sector companies participating in the ATA – three workshops over a 3-year period). Agricultural Industry Advisory Group will play key role in workshops. Evidenced capacity development for policy processes; creating a platform for expressing their needs and challenges; business development opportunities in value chains.	X				X				X				
Component 2. Strengthening the capacity of FMARD for investment planning, monitoring, and impact evaluation of policies, strategies, programs, and projects													
<u>2.1 Strengthening the FPRS and ARCN:</u> Developing their priorities, work plans, and systems of analysis and policy communications. (Two 3-day trainings per year for 3 years)	X		X		X		X		X		X		
<u>2.2 Sector-wide approaches to agricultural development:</u> Strategic analysis (One 3-day training per year for 3 years) Investment planning for ATA: including value chain development and analytical methods (Two 3-day trainings per year for next 3 years)			X				X				X		
<u>2.3 Impact evaluation methods:</u> Quantitative and qualitative approaches (One 3-day training per year for 3 years)	X		X		X		X		X		X		
<u>2.4 Quantitative policy analysis methods:</u> For food security, agriculture, and natural resources policy analysis (Two 2-day on the job workshops per year for 3 years) Household and farm survey data collection, processing, and analysis using statistical software (Stata, SPSS); Developing policy alternatives using household data. (Two 2-day on the job workshops per year for 3 years)				X				X			X		
<u>2.5 Methods of project design, development, and management:</u> (Two 2-day on the job workshops per year for 3 years)	X		X		X		X				X		X
<u>2.6 Training of Trainers:</u> Program for development and implementation of regulatory mechanisms for quality control of inputs and outputs including biosafety. (One 3-days workshop per year every year)	X		X		X		X				X		X
<u>2.7 Training of Trainers:</u> Program for development of rural entrepreneurs (One 5-day workshop per year for 3 years)	X		X		X		X				X		X

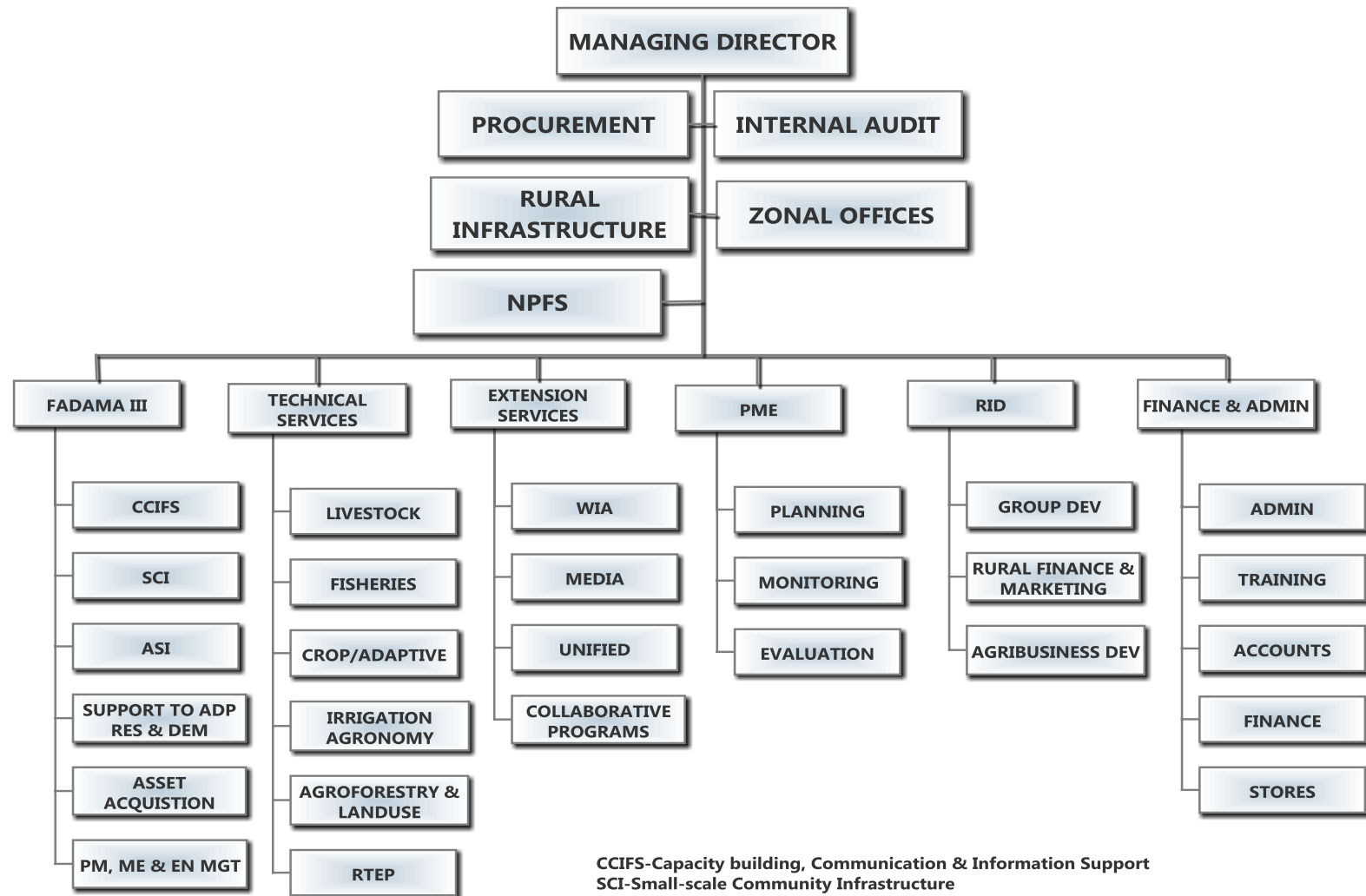
Appendix-Table 2—Continued.

Capacity Strengthening Activities to meet ATA implementation capacity needs - Phase I	2013				2014				2015				2016
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1
Component 3. Strengthening organizational and communication linkages and policy dialogue among key stakeholders within agriculture, food security, and natural resource sectors													
<u>3.1 Improving organizational effectiveness of FMARD for the ATA:</u> Implementation: Preparation of annual work plans, performance monitoring of divisions and departments, and the development of incentive based reward systems. (Two 3-day programs per year for 3 years)	X		X		X		X		X		X		
<u>3.2 Organizational effectiveness of state ministries of agriculture:</u> Preparation of annual work plans, performance monitoring of units and departments, and development of incentive based reward system. (Two 3-day program per year at the zonal level; Two 3-day programs per year for 3 years)	X		X		X		X		X		X		
<u>3.3 Development of state level annual monitoring report:</u> In collaboration with FMARD directors to be used in the NCA discussions and review. (Six 3-day workshops per year).	X (6)				X (6)				X (6)				
<u>3.4 Policy communication workshops:</u> Methods of communication, sharing knowledge, web-based interactions. (Two 2-day programs per year for 3 years)	X		X			X		X		X		X	

Appendix-Figure 1—Proposed organogram for the Federal Ministry of Agriculture and Rural Development (FMARD)

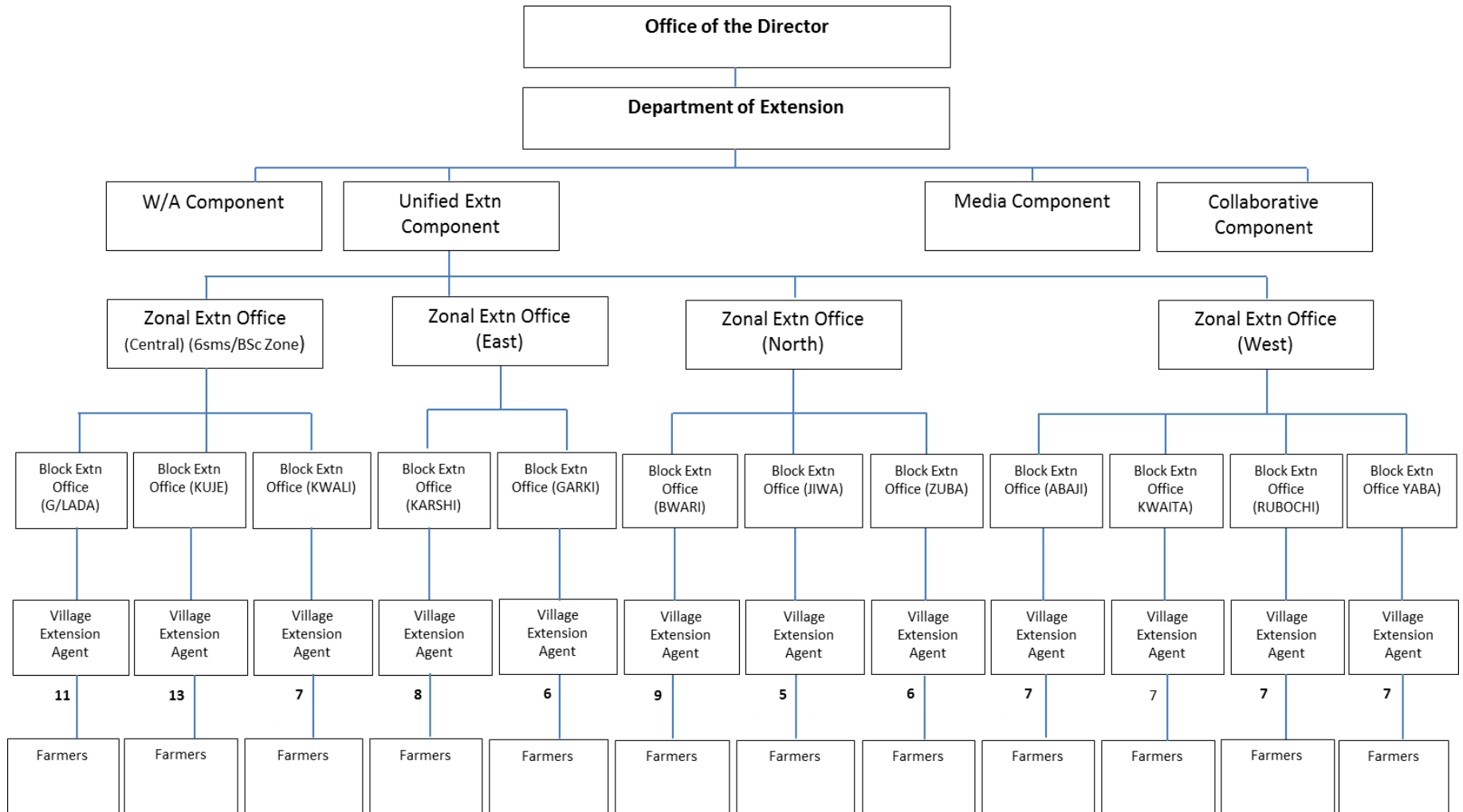


Appendix-Figure 2—Organogram of the Agricultural Development Program in the Federal Capital Territory



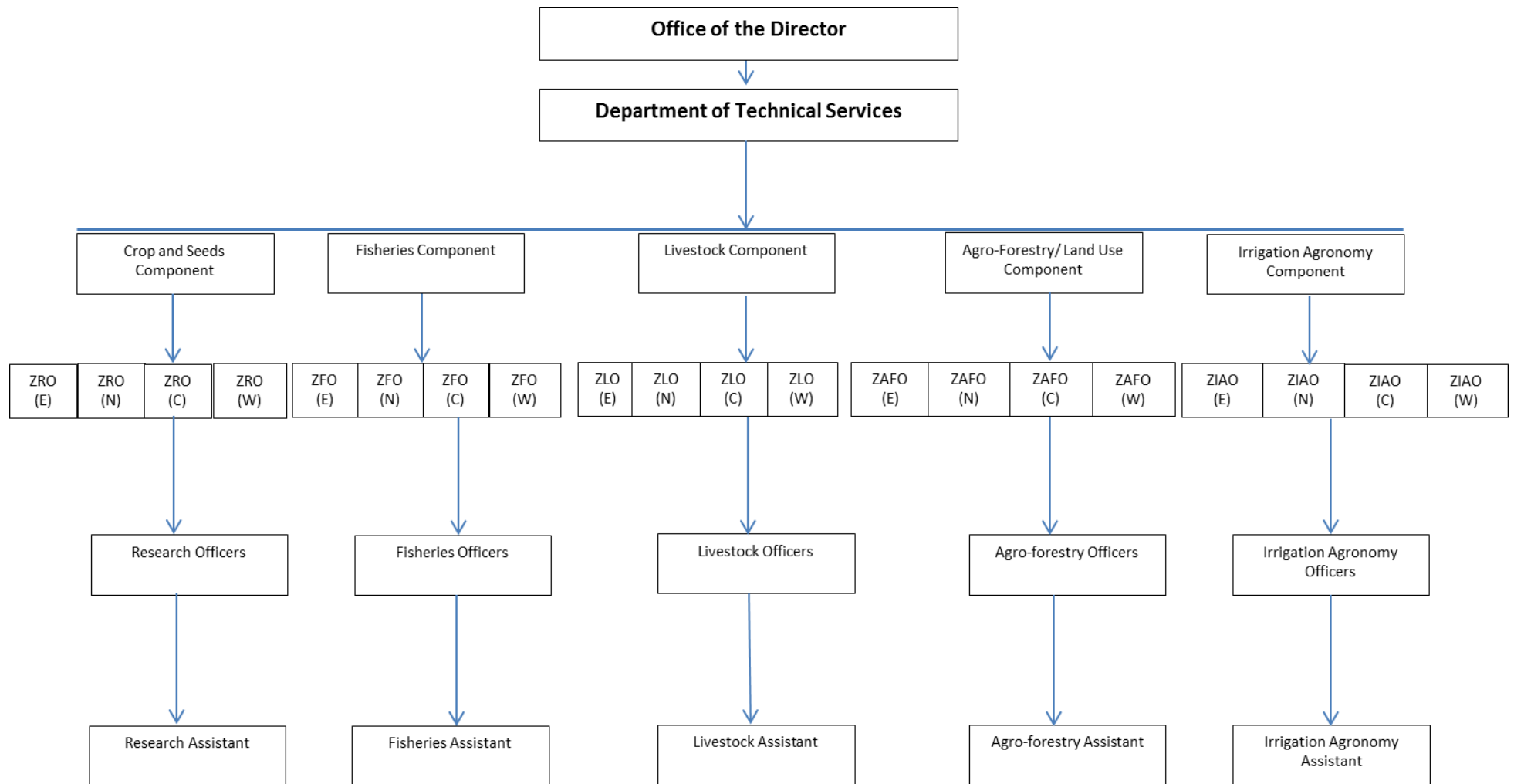
CCIFS-Capacity building, Communication & Information Support
 SCI-Small-scale Community Infrastructure
 ASI-Advisory Services & Inputs
 WIA-Women in Agriculture
 RTEP-Root & Tuber Expansion Programme
 PM, ME & En Mgt-Project Mgt, Monitoring/ & Evaluation & Environmental Mgy.

Appendix-Figure 3—Organogram of Extension Delivery in the Federal Capital Territory



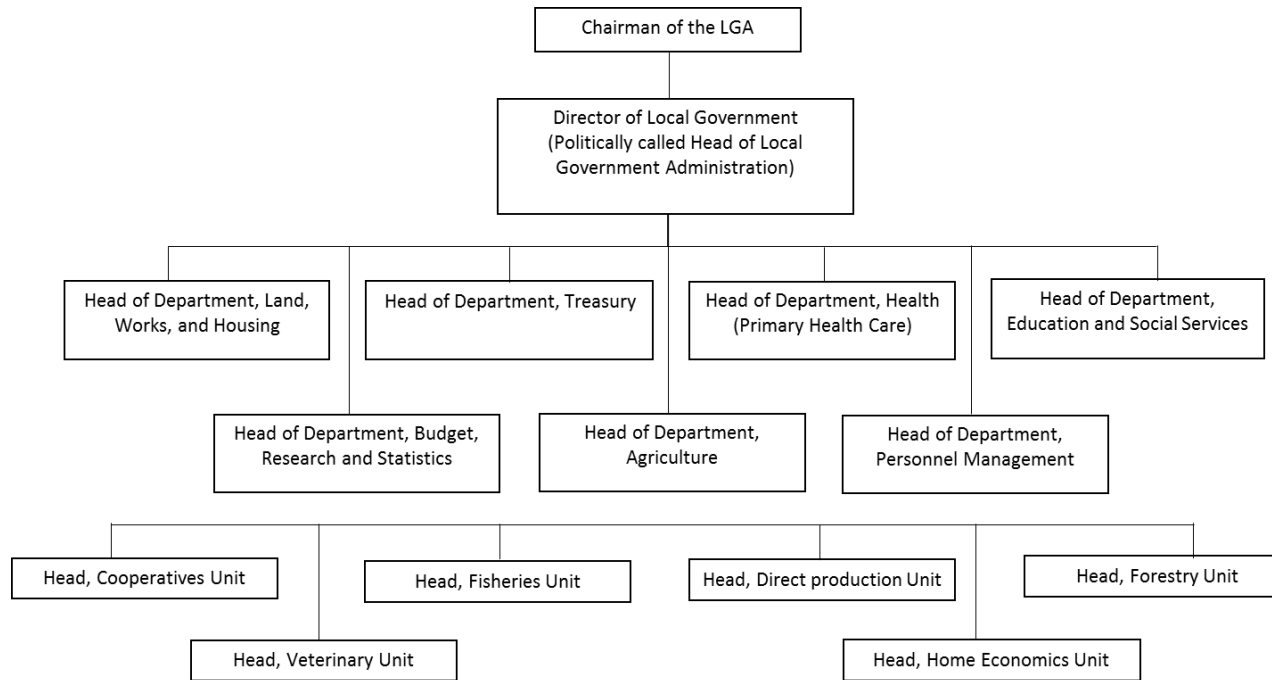
Source: ADP, Federal Capital Territory.

Appendix-Figure 4—Organogram of Department of Technical Services in the Federal Capital Territory



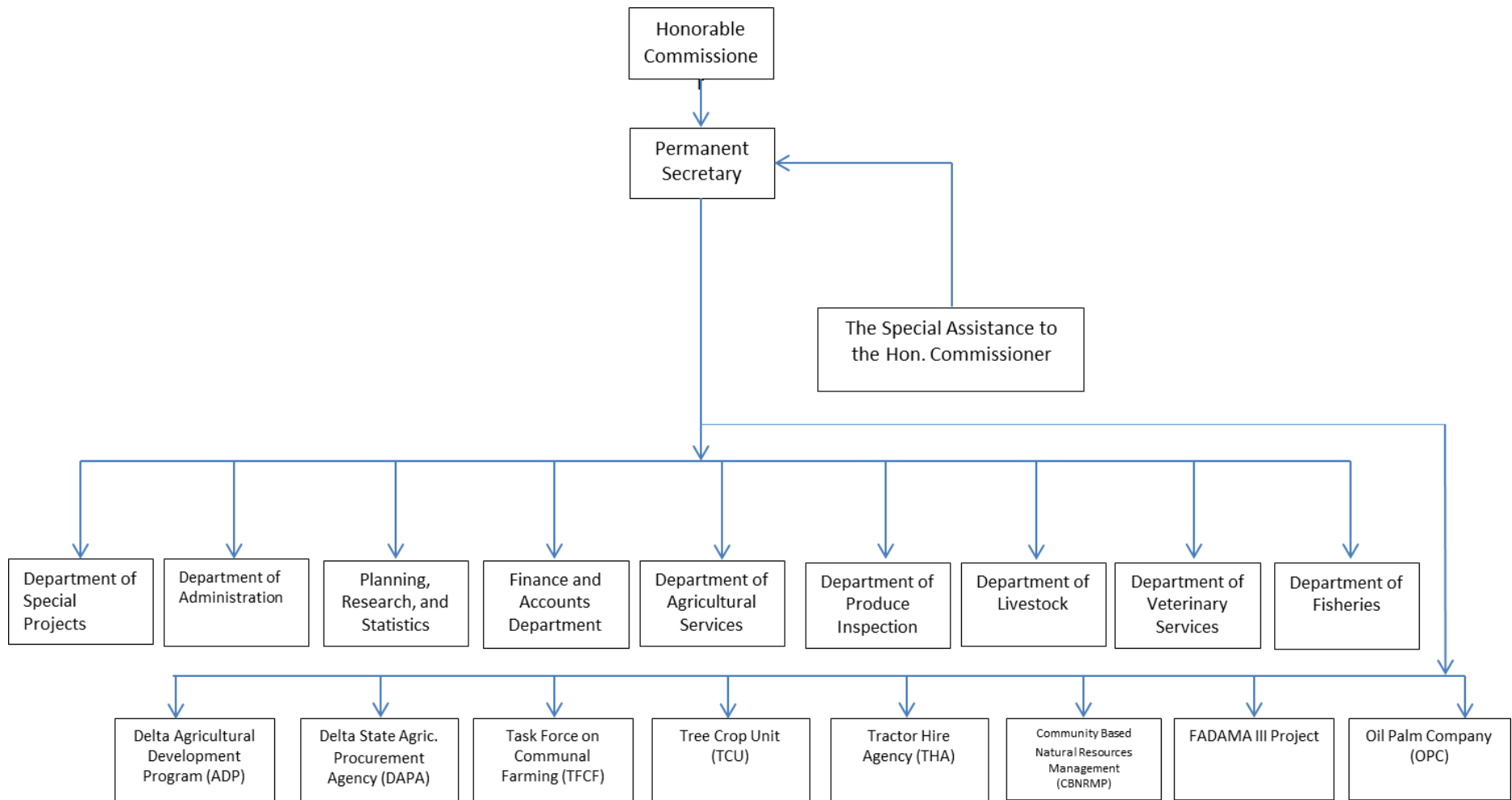
Source: Office of the Director, Federal Capital Territory

Appendix-Figure 5—Organogram of Kogi LGA in Kogi State



Source: Kogi LGA

Appendix-Figure 6—Organogram of Delta State Ministry of Agriculture



Source: Ministry of Agriculture-Delta State

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