

# National Capacity and Constraints to Implement Ethiopia's Agriculture Sector GTP II with a Focus on the Extension System

By

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# Outline

- Background
- Definition and concept
- Systems in agriculture
- Observations on existing capacity
- Constraints/challenges
- Concluding remarks/propositions

# Background

- Improving agricultural extension system: In Ethiopia has been an issue for half a century...will continue
- The debates in the 1970s NCICs
- Expositions:
  - ARTP 1998, and Evaluation 2004
  - **Critical Analysis and Translation RDPS –WB/AESE (2002)**,
  - MDGs NA 2004,
  - NNS- MoA/UNICEF, 2005
  - RLEVCP- USAID/ELTAP—2007 (**land for FTC-DF**)
  - Nutrition Support Project (NSP) evaluation— EU/WFP/MoARD --2008/09 (interface HEA with DAs)
  - BMGF- **Strengthening the Ethiopian Agricultural Extension System Project** (Dec 2009-Sept. 2010)
  - CAADP 2009,
  - PIF 2010,
  - **RCBP ICR, --2012**
  - PIF 1<sup>st</sup> Review 2012, and Mid-term Review 2015
  - **Author' book (Demese, 2015)**
  - Synergos Study 2015/16, (**Existing Institutional Capacity Limitations for Implementation of GTP II for Agriculture Sector**)
  - AKLDP/EIAR Joint paper for APA 10<sup>th</sup> Triennial Conference, (Demese and Chilot, October 2016)
- Documents reviewed
- **Remark:** Agricultural extension contribution to the last 10 Years high agricultural growth rate

# Definition and Concept

- **National** 
  - Government (Federal, Regional, Zone, Woreda, Kebele), Public, Private, DPs, NGOs
- **Capacity** and Constraints to Implement Ethiopia's 
  - human resources, systems, and institutions
- **Agriculture Sector** GTP II with a Focus on 
  - Crop, Livestock (farm and non-farm activities including business, services and processing)
- the **Extension System**
  - 

# Definition and Concept: Agricultural Extension system

...agricultural extension system is **a system and a set of functions** performed by that system to induce voluntary changes among rural people.

included the following **sets of functions** in the service of an agricultural extension system

- Transforming **information and technology**
- Building **organizational capacity** of farmers, and
- Building their **capacity in managerial, technical, administrative and legal aspects**

Furthermore,

agricultural extension is visualized not only as a set of functions of services to be performed but also as a system to provide **efficient and equitable extension services**.

The system aspect of agricultural extension includes all **public and private institutions** that transfer technology, provide technical advice, and mobilize and educate rural people (Feder et al. 1999).

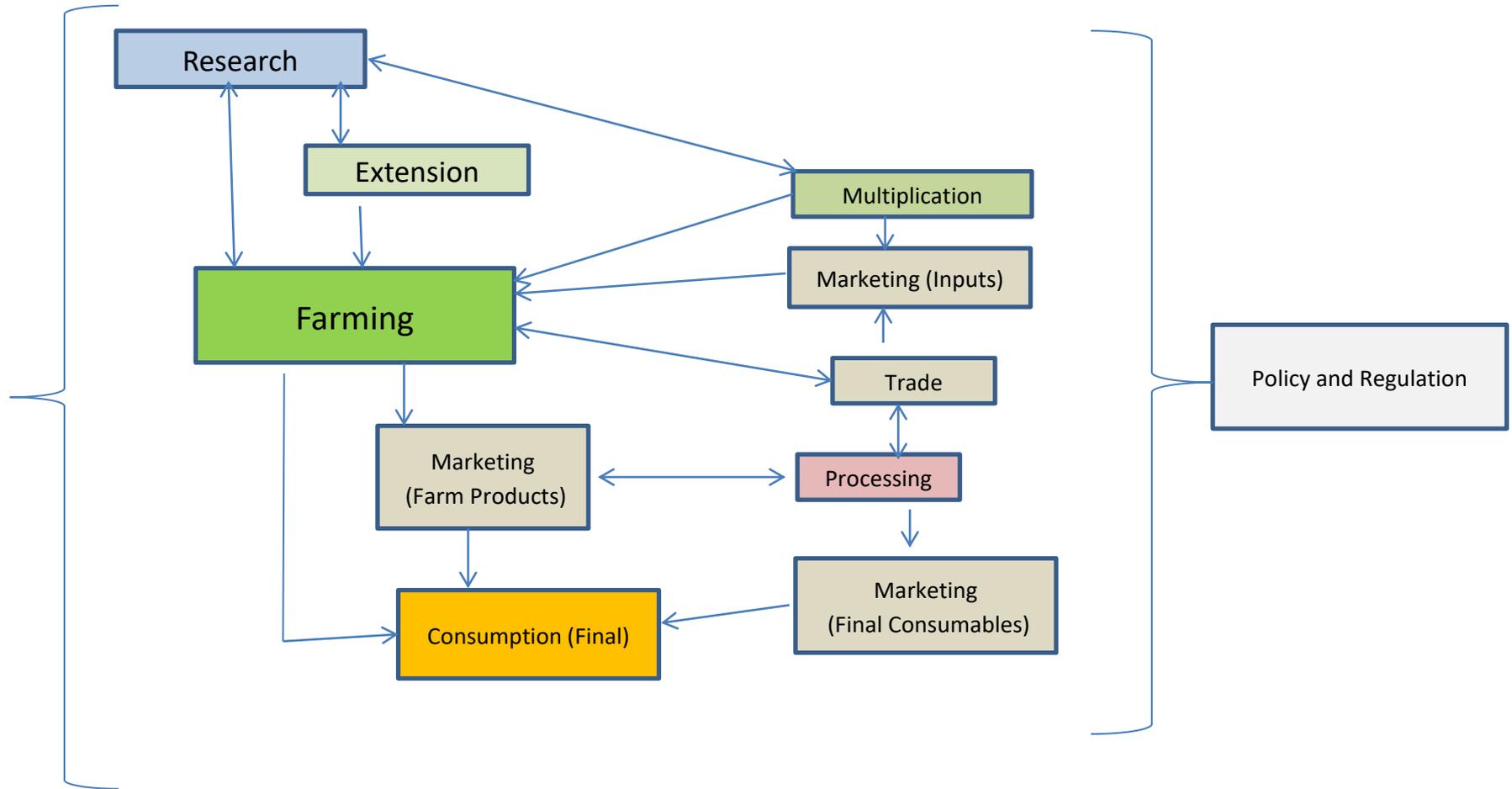
**Source: Habtemariam Kassa (2009) --Referring to the works of Feder et al., (1999)**

# Definition and Concept:

## Efficiency and Effectiveness

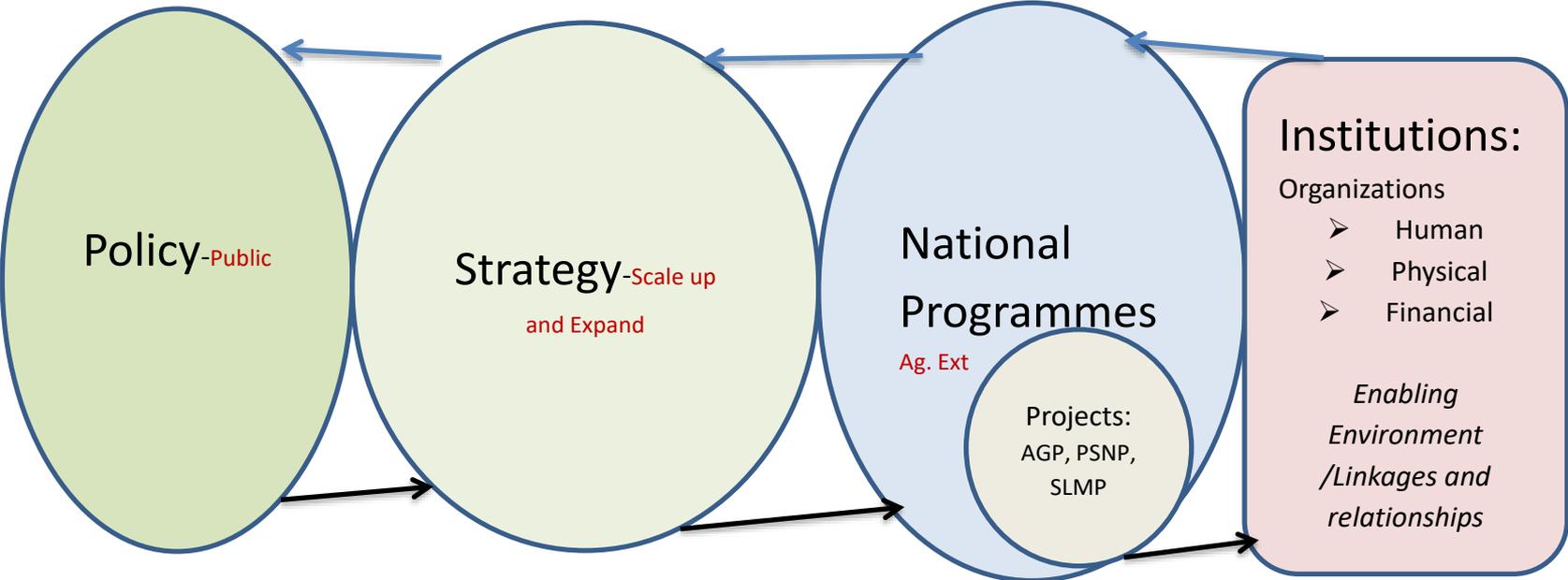
- Efficiency
  - Productivity and production gains made as a result of additional resources (human, infrastructure, equipment and machinery and means of transport) to the agriculture extension system.
- Efficacy
  - Farmers' continuous use of extension services (information, technology etc.,) and making an incremental gain in productivity and production reflected by improvements in their standard of livings.
- Habtemariam (2008):
  - An **effective** agricultural extension system is one that provides **need-based** extension service to as many farmers in an **efficient way**.
- Effectiveness is a result of **integrated and pragmatic linkages with other systems**

# Systems in Agriculture



Source: Adopted with modification from Demese, 2004, in Sebil. Vol. 10.

# Policy, strategy, programme, and institution linkage



# Systems in Agriculture and linkages

- “...The research-extension-user linkage is one such linkage that plays a crucial role **in enhancing agricultural technology, generation, development, transfer and utilization** (Havelock, 1986).
- Effective research-extension-user linkages, besides enhancing the impact of research and extension, help to **unleash the potential and resourcefulness** of users.
- It is, therefore, crucially important that strong research-extension-user linkages are forged such that the voices of users are heard and that they become active partners **in the technology development system....”**
- “Linkages help people and institutions to promote mutual learning and generate, share and utilize technology, knowledge, and information (Hall et al., 2004).”

Source: Teklu, 2009.

Research- Extension-User Linkages in Ethiopia: path dependency, problems and strategies to solve them.  
EAAP 3<sup>rd</sup> conf. Proceedings.

# Observations on Existing capacity

## Actors/Agents

- Farmers
- Kebele Managers
- DAs
- SMS
- Federal, Regional, Zone RE&D leaders and experts
- Woreda Administrators and cabinets
- NGOs leaders and experts
- DPs leaders and experts
- Administrative and support staff

## Institutions (Organization/Relationships)

- Farmers associations and cooperatives
- DGs, 1-5 networking
- Kebele management offices
- FTCs
- The three wings: Government, organization, and public
- Woreda offices
- Federal, Regional, Zone DAIs (MoANR, MoLF, MoPE, MoWIE, BoA...and corresponding institutions at Regional level)
- ATA and ACC Secretariats
- Command posts
- FREGs, ADPLACs
- DPs/NGOs branches

# Observations on Existing Capacity

- In Federal and RARIs **60-80%** are young and holders of second and 1<sup>st</sup> degrees
- PhD holders are often involved in Management activities
- Graduates of HLI **lack the minimum field and laboratory skills**, and practical work exposure
- On average 50% SMS at Woreda level **are not in place**, resignations are high, and
- 90% DAs are **not effective** in their service provisions
- Experts at Federal DAIs are accused of **not being capable** to support and advise Regional States DAIs
- Woreda level specialists and DAs **question the professional contribution of Zonal level experts**—accused of resources grapping and moving up and down for report collection and dispatch
- Physical facilities (office, laboratory etc., buildings), machinery and equipment, ICT facility, transport means, finance, land for DF, research, and seed multiplication are in **gross deficiency**
- NGOs resources **not used efficiently and effectively**
- **Farmers attitude**

# Constraints/Challenges

- Question:

Will the paucity of resources determine the successful implementation of the Agriculture sector GTP II?

# Constraints/Challenges

- Answer:

No !!

# Constraints/Challenges

- The AGTP II goals and targets are **not overly ambitious** and can be achievable.
- The country **can even achieve more** than the indicated targets, if the resources, systems and institutions that exist within the nation are well coordinated, integrated and used.
- Today the limiting institutional capacity within the agriculture sector is not resources but **lack of capability, competence and attitude** that make available resources used in an efficient and effective way.
- **Lack of transformational leadership creeds**

# Constraints/Challenges

## Capability:

“There is a key distinction between resources and capabilities. Resources are inputs into the production process—they are the basic units of analysis ... But, on their own, few resources are productive. Productive activity requires **the co-operation and co-ordination of team of resources**. A capability is the capacity for a team of resources to perform some task or activity. While resources are the sources of a firm’s capabilities, capabilities are the main source of its competitive advantage.

Creating capability is not simply a matter of assembling a team of resources: **Capabilities involve complex patterns of co-ordination between people and between people and other resources.”**

**Source:** Robert M. Grant. The Resources-Based Theory of Competitive Advantage: Implications for Strategy Formulation. Chapter 10, In Susan Segal-Horn (2004).

## Competence:

- Core competencies are the collective learning in the organization, especially how to co-ordinate diverse production skills and integrate multiple streams of technologies... **Core competence is communication, involvement, and a deep commitment to working across organizational boundaries.** It involves many levels of people and all functions...Cultivating core competence does not mean outspending rivals on research and development.

**Source:** C.K. Prahalad and Gary Hamel. The Core Competence of the Corporation. Chapter 9 in Susan Segal-Horn (2004).

# Implications of the observations and major challenges

## In order to improve the agricultural extension system of Ethiopia

- a. Avoid **equating capacity** with the provision of **few resources and training**
- b. **Focus on issues of capabilities, competence, leadership and attitude**
- c. **Align and harmonize** projects with regular development programmes activities
- d. **Coordinate NGOs** and make use of their resources in an efficient and effective way
- e. Reform to address smallholder farms in terms of their dynamics related to size, value creation, and entrepreneurial undertaking: **Small commercial and model farmers** need space for additional support and access to resources including finance.
- f. Believe and utilize institutional arrangements such as **DGs, 1-5 networks, Kebele management to improve the existing system**
- g. Decide on whether **FTCs stand without DFs**
- h. Manage the **workload** (e.g. additional tasks like that are coming with **the NSA** need careful scrutiny)
- i. Address **incentive** issues pragmatically both in terms of amount and fair allocation and use
- j. Review the **integrated approach and the linkage** among RE&D institutions

# Concluding Remarks on linkage

Teklu (2009), wrote the following about lack of properly defined linkage policies

“...the presence of well-formulated linkage policies is critical in order to foster and sustain effective linkages. This is because it allows better coordination of the overall linkage system; better planning and management of linkages; coherence and coordination within institutions; and clear directive for those at the operational level. **These being the case, properly defined (well-formulated) linkage policies are often lacking. In fact, different agricultural policies have been issued over the years. However, most of them failed to attend to the issues of linkages; they were too much fragmented (not comprehensive); and last but not least they were haphazardly implemented....**”

In his conclusion statements the following were also written.

- “A number of initiatives have been undertaken to strengthen the research-extension-user linkages. The achievements recorded are, however, not to the level expected....**It is only if the culture of working together flourishes on the grave of working independently that effective linkage can be forged and that technologies can be transferred effectively and research and development become impact oriented.**”

# Concluding Remarks/propositions

1. Ethiopia's improved agricultural extension system ought to **emanate from the traditional rural agriculture institutes.**
2. The role and influence or effect of culture and religion , as well as gender based division of labour should be examined both from the positive and negative dimensions and where the positive dominates the practice should be encouraged.
3. Modernization and commercialization of rural agricultural undertakings and associated extension services which is not anchored on traditional small rural farms (crop and livestock) practices will not yield sustainable change that ensures the presence of a farming family, with optimal family farm size and higher standard of living residing in rural areas.
4. The **birth of medium and large scale farms in developing countries shall be primarily internal** and hence the agricultural extension system should be oriented to facilitate such a structural change measured by farm size and value.
5. Agricultural extension system or the agro-ecology tuned specific extension approaches should be crafted with farmers and other users, for example agro-pastoralists, inclusiveness and participation.
6. Pastoralists focused extension services should be crafted with the pastoralists' participation and recognition of their traditional and customary institutions and livestock husbandry.
7. **Project based fashionable agricultural/pastoral extension system/approach will remain ephemeral** unless the system/approach is well scrutinized starting at the project formulation stage and a design to institutionalize and sustain them within regular agriculture extension programmes and institutions.
8. Indigenous agricultural and pastoral policy and strategy should be the footing for any attempt of agricultural extension system improvement undertaking in Ethiopia. ....the use of command posts, DGs, 1-5 networks should be taken positively for establishing a hybrid ag. Ext. system of Ethiopia.

End

Thank you

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Thank you