Why Policy Matters?
Public Policies, Institutions and the Enabling Environment and how these affect the Performance of Extension

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Definitions

• **Public Policies**: Governmental response to a perceived need or public demand (instruments: Laws, services, money, taxes)

• **Institutions**: The formal and informal rules and norms that organise social, political and economic relations (linear ToT approach, adoption, produccion/productivity targets, independent functioning, vertical accountability etc)
3 PARTS

1. How policies influence/ do not influence extension performance?

2. Why extension needs policy changes to impact at a scale?

3. Policy Incoherence: Diagnosing the policy landscape
   Identifying contradictions and challenges in Policy Implementation
PART 1
How policies influence/ do not influence extension performance?
Global/Regional

Global: SDGs

- 2.a increase investment, including through enhanced international cooperation, in rural infrastructure, agricultural research and extension services, technology development, and plant and livestock gene banks to enhance agricultural productive capacity in developing countries, in particular in least developed countries.
Global/Regional

**Structural Adjustments (Latin America/Western Europe)**
- Withdrawal of public sector during early 90’s
- Promotion of private sector consultancy firms

**Decentralisation (Asia/Africa)**
- Extension decentralised to local governments, districts, municipalities

**Collapse of soviet union**
From collectives to large number of individual farms

**IMPLICATIONS**

a. Market for consultancy services emerged
b. Those who can’t pay were left out
c. Technical and financial support for extension weakened
d. Poor morale of extension staff
e. Public research and extension for collective farms collapsed
f. New market for services (NGOs/donor supported/development of new extension services under the public sector)
Climate Change:
News: 2 October 2016

- **India signs Paris pact to tackle climate change**

News: 7 Nov 2016

- **Strategies to build climate change resilience to be discussed**
National: INDIA

Policy Framework for Agricultural Extension (DAC, 2000)

“The PFAE acknowledges current limitations of public sector extension and set out a new vision and strategy for agricultural extension in India”

- Adoption of farming system and farmer participatory approach;
- enabling problem solving skills of farmers through an interdisciplinary approach;
- public funds for private extension;
- privatisation of the private goods elements of extension in favourable areas;
- provision for cost recovery and co-financing of extension via farmers organisations;
- reduction in the number of village level workers;
- use of para extension workers and farmer interest groups for extension;
- employing more subject matter specialists; single-window services at block level using the Agricultural Technology Management Agency (ATMA) model;
- preparation of strategic research and extension plans;
- improving the research-extension-farmer interface;
- skill development of extension agents;
- improving women's access to technology;
- provision of market information;
- wide use of information technologies;
- the government to act as a facilitator and creator of an enabling environment.

Reforms in Agricultural Extension
New Policy Framework

The changing economic scenario and the need to respond to food and nutritional security, poverty alleviation, diversifying market demands, export opportunities, and environmental concerns pose new challenges to technology dissemination systems. This paper argues for a holistic reappraisal of existing agricultural extension systems and the need to work towards an outlook that encompasses a whole new policy mix favouring a plurality of institutions.

RITA SHARMA

Rapid agricultural growth continues to be the key to poverty alleviation and overall economic development. Agriculture accounts for about one-fourth of the gross domestic product and is the source of livelihood for nearly two-thirds of the population. The agriculture sector in India has been successful in keeping pace with the rising food demand of a growing population which has crossed the one billion mark. Food grain production more than quadrupled since the early 1950s from 51 million tonnes to over 210 million tonnes (estimated) in 2002, while population nearly tripled from 350 million to one billion during the same period.

The green revolution has been the cornerstone of India’s agricultural achievement, transforming the country from one of food deficiency to self-sufficiency. While recognising the impact of the green revolution in imparting dynamism to the agriculture sector, it must be recognised that the green revolution remained restricted to the well-endowed, irrigated areas of the country. Of late, deceleration in production and of factor productivity growth in some of the major irrigated production systems, especially in the north and south-west regions, has necessitated to respond to food and nutritional security, poverty alleviation, diversifying market demands, export opportunities, and environmental concerns are posing new challenges to the technology dissemination systems. It is expected that future agricultural growth would largely accrue from improvements in productivity of diversified farming systems with regional specialisation and sustainable management of natural resources, especially land and water. Effective linkages of production systems with marketing, agro-processing and other value added activities would play an increasingly important role in the diversification of agriculture.

It is becoming increasingly evident that public extension by itself can no longer respond to the multifarious demands of farming systems. There is need for reappraisal of the capacity of existing agricultural extension systems to address, effectively, contemporary and future needs of the farming community. Public funding for sustaining the vast extension infrastructure is also under considerable strain. Meanwhile, in response to market demand the existing public extension network is inexorably being supplemented, augmented and incorporated with the Intensive Agriculture District Programme which started in 1961-62 followed by the Intensive Agriculture Area Programme in 1964-65, the High Yielding Varieties Programme in 1966-67, and the Small and Marginal Farmers Development Programme in 1969-70.

Transfer of technology approach through T & V: The most significant development was the introduction of the Training and Visit (T & V) extension management system, starting in the mid-1970s. T & V extension was well suited to the rapid dissemination of broad-based crop management practices for the high yielding wheat and rice varieties that were released since the mid-1960s. The T & V system profoundly influenced extension practices and registered impressive gains in irrigated areas, because of the similarity between the agro-ecological conditions where technologies were generated and where they were ultimately used, and the favourable socio-economic situations and developmental infrastructure for their wider uptake. Indeed, the T & V system played an important role in ushering in the green revolution.
National

• Bangladesh
  – 1996
  – 2012

• Cambodia
  – 2015
India: 12th Plan Working Group on Agricultural Extension

• Several good recommendations

• Proposed the National Mission on Agricultural Extension (NMAE)

• However many recommendations remains un-addressed
The major observations related to extension are as follows:

But over the years, **AGRICULTURAL EXTENSION SYSTEM OF THE COUNTRY WEAKENED BOTH IN TERMS OF HUMAN RESOURCES AND TECHNOLOGICAL ADVANCEMENT**. A revival requires greater involvement of the states with adequate manpower deployed in the extension activity.

**THE EXTENSION SERVICES IN LIVESTOCK SECTOR ARE VERY POOR AND REQUIRE STRENGTHENING.**

Greater linkages with R&D institutions and gross root extension functionaries would help enhance outreach on frontier technologies.

**PUBLIC EXTENSION AGENCIES AND DEVELOPMENT DEPARTMENTS NEED TO CHANGE THEIR ORIENTATION FROM VARIETIES AND INPUTS TO OTHER AREAS LIKE RESOURCE-CONSERVING TECHNOLOGIES, FARM MECHANISATION, POST HARVEST AND MARKETING**.
Policy relevant questions asked by senior extension managers (Your experiences)

*Do they know enough of what is happening on the ground?*

*Are they asking us for any evidence? (to help them take decisions)*
Policy relevant questions asked by senior extension managers (examples)

**ATMA** - Performance, impact of revised guidelines on organisational performance, What changes have to be adopted? What changes are needed

**Convergence?** How is it happening? Why it is not happening as desired? Institutional and Policy Bottlenecks

**KVKh** - Beyond QRTs and Parliamentary Committees - Performance, impact?

**Inclusion?** How can extension make an impact on women and socially excluded groups? (Evidence from the field)

PART 2

Why extension needs policy changes to impact at a scale?
Agricultural Innovation System-actors

**Demand Domain**
Consumers, Processing companies, Commodity markets, policy bodies

**Research Domain**
NARS
Research Council & Agrl/Vet. Uty’s
Pvt R&D

**Intermediary Domain**
NGOs, Extension Services (Min/Dept of Ag Dept of A.H)
Producer associations
Trader associations
Consultants
Donors
Entreprenurs

**Enterprise Domain**
Producers,
Commission agents,
Input agencies,
Transporters,
Processors

**Other public sector R&D**

**Support Structures**
Financial institutions,
Transport and marketing Infrastructure,
Professional networks,
Progress on the innovation trajectory

Innovation with impact often needs new policy regimes

1. New technologies
2. Pilot testing
3. Demonstration in a limited scale
4. Promotion at scale
5. Need for new policy regimes for impact at a scale
Examples?

• 1
• 2
• 3
• 4
• 5
• 6
• 7
PART 3

Policy Incoherence:

Contradictions and challenges in Policy Implementation
Policies exist..................

• Not implemented
  – No capacities to implement
  – No operational guidelines
  – No resources

• Policies contradict each other (Policy incoherence)
  - No platforms to share experiences

  – These also affect extension/sector performance
POLICY INCOHERENCE IN SMALL HOLDER DAIRYING IN BIHAR
Animal Vaccination in Bihar

Animal Vaccination (No in lakh) Number

- Animal Vaccination (No in lakh) Number
- 2006-07
- 2007-08
- 2008-09
- 2009-2010
- 2010-2011

CRISP
Artificial Insemination in Bihar

Artificial Insemination (Number in Lakhs) Number

- 2006-07
- 2007-08
- 2008-09
- 2009-2010
- 2010-2011
Milk Procurement by COMFED (1000 kg per day) trends in Bihar

Milk Procurement (1000 kg per day) Number

- 2003-04: 400
- 2006-07: 600
- 2010-2011: 1000
- 2011-12: 1000

Milk Procurement(1000 kg per day) Number
## Actors in small holder dairy sector in Bihar

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<thead>
<tr>
<th>Value chain actors</th>
<th>Enabling environment actors</th>
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<tr>
<td></td>
<td>Research actors</td>
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<tr>
<td>Milk Vendors</td>
<td>ICAR Research Complex for Eastern Region (ICAR-RCER), Patna</td>
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<td>Cottage Processors</td>
<td>Bihar Veterinary College</td>
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<td>The Bihar State Milk Co-Operative Federation Ltd (COMFED)</td>
<td>Sanjay Gandhi Institute of Dairy Technology (SGIDT), Patna</td>
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<td>Cattle owners</td>
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<td>Input dealers</td>
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<td>Private AI workers/ para vets</td>
<td>Jeevika (Bihar Rural Livelihoods Programme)</td>
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<td>Sweet makers</td>
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<td>Anuj Dairy</td>
<td>Commissioner, Food Safety, Department of Health (DoH), Government of Bihar</td>
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<td>Ganga Dairy</td>
<td>State Drug Control Authority Department of Health (DoH), Government of Bihar</td>
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<td>Udyog Mitra, Department of Industries (DoI), Government of Bihar</td>
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<td>State Investment Promotion Board (SIPB), Department of Industries, Government of Bihar</td>
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<td>Bihar Academy of Management on Extension Training Institute (BAMETI)</td>
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<td>Bihar Livestock Development Agency (BLDA)</td>
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<td>Bihar Veterinary Association (BVA)</td>
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<td>National Dairy Development Board (NDDB)</td>
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<td>Department of Civil Supplies</td>
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How do we influence this policy change?

• Should we communicate the need for these policy level challenges?

• How to do this?

• Generating Evidence?
  – Diagnosis
  – Policy Paper/Brief
  – Good Practice Notes
  – Policy Dialogue
  – Advocacy
Remember that **education** and **persuasion** are different.

- **Education** involves increasing someone's knowledge and broadening their horizons. It makes them realize that the world is complex, and that there are many options for action.

- **Persuasion**, on the other hand, is about narrowing options and motivating decision makers to choose one.

When communicating with policymakers, you may have to begin by **educating** them about your issue. But then you will need to **focus their attention** on a single option (or a small number of acceptable options), and motivate them to choose it.
To conclude:

• Policies impact extension
• Extension needs policy support
• Extension should influence policies to enhance its impact at a scale
• But how do we do this (influence policies) ?
• Don’t know enough
• Let us learn from our experiences