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## 1. INTRODUCTION

Since 1994 numerous regulations, policies, and strategies have been developed and implemented at national, provincial and municipal government levels. The strategic intent is to redress the disparities inherited from the apartheid era and to foster equitable access to all South Africans, with a particular emphasis on previously marginalised black smallholder producers. This implementation plan of the National Policy on Extension and Advisory Services is developed with the intent of addressing a number of problems and challenges with regard to the coordination of extension and advisory services in order to enhance and maintain accelerated rural and agrarian development. While focusing on addressing the identified problems and limiting factors to extension and advisory services, this implementation plan also responds to the needs and actual role of extension to facilitate knowledge transfer and skills development for productive, competitive and sustainable (socially acceptable, economically viable and ecologically sound) agriculture, forestry and fisheries.

This implementation plan of the National Policy on Extension and Advisory Services builds on the Norms and Standards for Extension and Advisory Services and the Extension Recovery Plan (ERP), National Policy on Food and Nutrition Security (2013) and Comprehensive Agricultural Support Programme (CASP). The plan also recognises the need to strengthen coordination and linkages with forestry and fisheries, as the added roles and responsibilities of DAFF as a department. The ERP and the Norms and Standards for Extension and Advisory Services will continue to guide and be utilised as tools for advisory services while the policy will assume the superseding position of the state's interventions on extension and advisory services.

The implementation of this policy builds on the existing government implementation agencies. Here it is recognised that agricultural extension is a national and provincial competency while forestry and fisheries remain national government responsibilities. This policy also recognises that extension is multipronged and pluralistic; such that the role players include the private sector, non-profit organisations, institutions of higher learning, research institutions and producers over and above the state. The principal actors for the achievement of this implementation plan on policy strategic objectives are national, provincial, local governments, farmer organisations, other statutory bodies such as public entities, Sector Education and Training Authorities (AgriSETAs), institutions of higher learning and the private sector.

While the policy integrates the agriculture, forestry and fisheries sectors, their nature in terms of national and provincial competencies dictates their independence and interdependencies; hence the need to extend efforts for integration. The successful implementation of this policy could therefore benefit the integration of the agriculture, forestry and fisheries functions at all spheres of government.



## 2. PURPOSE AND SCOPE OF THE IMPLEMENTATION PLAN

**National Extension and Advisory Services** refer to the active collaborative engagement of all stakeholders, actors and role-players involved in the agricultural, forestry and fishery value chains to support wise decision-making about the socially, economically and environmental sustainable use of resources in the pursuit and advancement of their livelihoods to ensure the optimal contribution of each sector to the economy and the welfare of society.

Active collaborative engagement includes, among other things, facilitating access to knowledge, information and technologies, fostering learning and practical partnerships, and assisting all parties to develop their technical, organisational and management skills and practices. Participants include primary producers, extension practitioners, researchers, agri-businesses, processors and education and other relevant institutions.

### 2.1 Purpose of the Implementation Plan

The implementation plan of the National Policy on Extension and Advisory Services is underpinned by the three-fold aim:

- (i) fostering wise decision-making about using resources in the context of broadening ownership of assets and strengthening enterprises to realise a food trade surplus and ensure household food and nutrition security; eradicate poverty and inequality; raise employment and investment, and to improve livelihoods;
- (ii) building capacity for self-reliance; and
- (iii) ensuring that the agriculture, forestry and fisheries sectors make meaningful contributions to the broader economy and the advancement of society, and ensure environmental sustainability and resilience to future shocks.

### 2.2 Scope of the Implementation Plan of the Policy

This implementation plan applies to extension and advisory services for agriculture, forestry and fisheries sectors in all rural and urban areas of South Africa, as well as to marine fishery operators wherever they work. It covers all scales of production and processing by all South Africans, regardless of their socio-economic background or status, their level of income, their degree of livelihood dependence on these sectors, or the degree of their engagement with the market. It applies to all modes of extension and advisory service delivery by among others: government, the private sector, NPOs, producer organisations and producers. This plan is aligned with the National Growth Path (NGP) and National Development Plan (NDP).

### 2.3 Extension Methods

Effective implementation of the policy requires mutual understanding and commitment by the full complement of extension and advisory service providers (including producers and processors, the

state, the private sector or non-profit organisations). This approach will make a vital contribution in enhancing productivity, ensure food security, eradicate poverty and vulnerability.

There is no single extension model or approach suited to all situations in South Africa. Approaches and methods must be adapted to local situations and conform to the aforementioned principles (for different methods and extension approaches please refer to the Norms and Standards for Extension and Advisory Services, June 2005). The choice and combination(s) of extension methods for implementation of the policy must be dictated by the prevailing conditions.

With a multiplicity of service providers, coordination is essential to ensure quality and adherence to minimum norms and standards. Provincial departments of agriculture should establish directorates for extension and advisory services in order to focus and coordinate these state services in an effective, harmonised and recognised manner. These directorates will be responsible for the design and implementation of their respective provincial extension and advisory services strategies for the advancement of the provincial agriculture, forestry and fisheries sector. This will ensure that provision of appropriate professional, financial and administrative support to personnel and the overall extension and advisory function.

## **2.4 Policy Implications on Women**

The implementation of this policy will meet the commitment made by government to accelerate the empowerment of women in South Africa and address the challenges they face in terms of the triple burden of unemployment, poverty and inequality. Underpinning the need to mainstream gender and women's issues into the implementation of this national policy is that of working towards women's economic empowerment. Women need to be involved in the value-chain of land which includes agriculture, forestry, food security, property, access to credit, markets and production.

Furthermore, in order to promote women's economic empowerment, training and skills development are two critically essential variables. Education, training and skills development provide improved access to credit, newer technologies, and market participation. Economically empowering women provides them with the capacity to bring about their own economic change and social empowerment and promote a balance of power between women and men. It ultimately leads to women's self-resilience, self-reliance and autonomy.

## **3. IMPLEMENTATION PLAN AND INSTITUTIONAL ARRANGEMENTS**

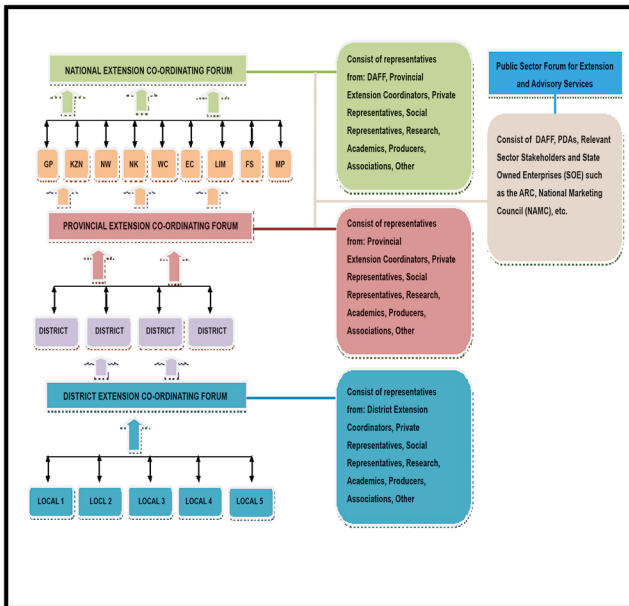
The National Extension and Advisory Services Policy presents an excellent opportunity for a holistic, well facilitated and collaborative approach to improve, implement and monitor extension and advisory services strategies and norms and standards, while creating a coordinated platform and space for different actors to play specific roles in the development of a prosperous and sustainable agriculture sector. The strength of an effective extension and advisory service lies in the ability of all role-players, stakeholders and service providers in the sector to work together

and share knowledge and information. This will ensure that the combined capacity and knowledge base within the public, private and non-profit actors can be synergised and channelled towards the advancement of the agriculture, forestry and fisheries sectors. Therefore, this implementation plan enables the facilitation of extension and advisory services that are pluralistic; recognising that there are roles for the state, the private sector, non-profit organisations and for producers themselves in delivering services. Decentralisation and pluralism are preconditions for extension to take on a facilitation approach and to become directly accountable to clients at field level.

DAFF will provide support to the PDAs to establish provincial and district extension forums thus ensuring provincially integrated service delivery. This approach will bring together all extension and advisory service providers in a coherent geographic grouping; together with representatives of agriculture, forestry and fisheries producers. The forums will (i) articulate priorities, (ii) outline the co-ordination of planning and action with regard to the provision of extension and advisory services in the designated geographic area, and (iii) help local interest groups secure advice and support from higher levels.

The establishment of these forums and their consultative agendas will not necessarily be uniform, but will be created based on experience and learning from the ground. PDAs should coordinate (through extension forums) the various types of service providers aligning them with the community institutions. Existing structures, such as producer organisations and/or commodity groups should be consulted and partner with government structures (local and district municipalities) to act as overarching forums that take responsibility for development initiatives and commissioning of projects. Flexibility and adaptation to meet situation specific circumstances is important. This is coordinated with the understanding that not all community and/or producer challenges can be resolved by extension practitioners. Extension practitioners act as facilitators in building partnerships with private sector, research, district and local municipalities, producer organisations, markets (inputs and outputs) and credit institutions to address producer problems.

The implementation process of the policy will be phased in with short term, medium and long term implementation plans. Short term plans will focus on immediate interventions required to support the three sectors through extension and advisory services while the medium and long term implementation will focus on interventions to transform the current structure of the extension system to address shortcomings identified through the policy analysis and development process.



**Figure 1. Institutionalisation of extension coordination forums**

The roles and responsibilities of different role players are outlined below:

### 3.1 Public Sector

The key roles and responsibilities of national government (DAFF), PDAs, districts, Agricultural Research Council (ARC) and private sector extension service providers are highlighted below. Coordination and collaboration between the principal stakeholders is essential to provide high quality service.

#### 3.1.1 Department of Agriculture, Forestry and Fisheries (DAFF)

The main responsibilities of DAFF are to:

- Develop a National Extension and Advisory Services Policy framework for the country in order to regulate, guide and harmonise extension and advisory services;

- Provide oversight on the implementation of National Extension and Advisory Services Policy through monitoring and evaluation to ensure compliance to policy prescripts;
- Review National Extension and Advisory Services Policy on an ongoing basis and in line with new developments;
- Create an enabling environment for equitable participation in advisory services (facilitate access to facilities and schemes, facilitate availability of referenced material and other sources, and coordinate the policy dialogue in all nine provinces);
- Maintain a national database for extension service providers;
- Collaborate and partner with key principal stakeholders in extension and advisory services;
- Consult stakeholders for comments, inputs and implications of the policy;
- Develop and maintain a national technical database covering mapping, climate, soil potential cropping, water (source and quality) diseases pests, agro-ecological system, market, infrastructure, etc.
- Ensure and support PDAs in the establishment of forums for successful implementation of the policy;
- In conjunction with relevant institutions of higher learning, facilitate the development, review and the promotion of a standard extension training curricula;
- Ensure cooperative governance at national, provincial and local municipal levels (for the purposes of this policy);
- Provide secretariat services on meetings of national forums on extension and advisory services;
- Produce and distribute national reports/newsletters on extension and advisory services at regular intervals;
- Support PDAs with the implementation of the policy; and
- Ensure provision of extension and advisory services to all clients of extension and advisory services.
- Maintain agricultural, forestry and fisheries infrastructure and facilities.

### 3.1.2 Provincial services

The main responsibilities of the PDAs are to:

- Actively participate and provide inputs on the development of the National Extension and Advisory Services Policy;
- Interpret and implement the National Extension and Advisory Services Policy;
- Build capacity of personnel (extension practitioners, advisors, mentors, etc.);
- Facilitate establishment of extension forums at provincial and district levels;
- Provide secretariat services on meetings of provincial forums on extension and advisory services;
- Facilitate establishment of a Provincial Directorate of Extension and Advisory Services;
- Develop provincial strategies for implementing National Extension and Advisory Services Policy;
- Establish, strengthen and empower producer organisations and commodity groups through appropriate support mechanisms;

- Develop and maintain a provincial technical database covering mapping, climate, soil potential cropping, water (source and quality) diseases pests, agro-ecological system, market, infra develop and maintain a national technical database covering mapping, climate, soil potential cropping, water (source and quality) diseases pests, agro-ecological system, market, infrastructure, etc.
- Develop and maintain clientele and stakeholder database for extension;
- Participate in the development of Provincial Integrated Growth Development Plans;
- Consolidate extension performance reports from districts and submit to DAFF on a regular basis;
- Provide feedback to clients and other relevant stakeholders;
- Budget for and administer the disbursement of public funds;
- Facilitate the establishment of funding schemes to assist producers and processors;
- Create an enabling environment for increased participation in commodity value chains (formal and informal);
- Assist districts to address shortfalls and on areas of poor performance; and
- Provide oversight on the implementation of the policy and, monitor and evaluate implementation process at district level.

### 3.1.3 District services

The key roles to be executed at the district levels are to:

- Participate in the development of Municipal Integrated Development Plans;
- Manage and coordinate the provision of extension and advisory services within the district;
- Facilitate establishment of extension forums at district level;
- Provide secretariat services on meetings of district forums on extension and advisory services;
- Participate in budgetary processes at provincial level;
- Input on and maintain a provincial profile database of all clients eligible for extension and advisory services including all service providers and their expertise on agricultural extension and advisory services within the district;
- Develop and maintain a district technical database covering mapping, mapping, climate, soil potential cropping, water (source and quality) diseases pests, agro-ecological system market, infrastructure, etc.
- Liaise with the local municipalities and stakeholders to enhance inter-sectoral development efforts at district level;
- Carry out needs assessment of clients to determine required support services;
- Develop, consolidate and submit extension reports to the province;
- Within their designated arena of service, provincial personnel in extension and advisory services will provide advice and facilitate access to knowledge, information and services to promote livelihood development, focusing primarily on lower income areas and smallholder producers who produce for own consumption, for the market or both.



### 3.1.4 Agricultural Research Council (ARC) and public sector research institutions

Research is crucial to improving productivity and ensuring the sustainability of agricultural, forestry and fisheries sectors. However, ensuring that technological innovations flow from the researchers to producers (and vice versa) is the prime responsibility of extension and advisory services. Therefore, the link between researchers-extension-producers must be strengthened. The ARC and public sector research institutions must actively engage with producers and extension practitioners and advisors in transferring the technological know-how. Specifically, the ARC and other public sector research institutions must ensure that they:

- Partner with DAFF in a collaborative manner to develop the National Extension and Advisory Services Policy;
- Actively participate in collaborative extension efforts with multiple stakeholders at district, provincial and national level;
- In conjunction with DAFF, conduct regular reviews of the implementation process of the National Extension and Advisory Services Policy (collect data, analyse and make recommendations) on behalf of DAFF;
- Conduct research and technology development programmes planned in collaboration with extension practitioners and producers;
- Provide backup on technical expertise and ensure accessibility to producers and extension practitioners;
- Generate technology and innovation packages that are of relevance to all categories of clients and diverse agro-ecological zones;
- Generate knowledge that is widely accessible in electronic or other appropriate formats countrywide, and in the appropriate languages;
- Support empowerment initiatives through appropriate technology development and transfer; (Agricultural Black Economic Empowerment and Forestry Sector Charter).
- Design and implement a training-of-trainers programme on new technologies on an ongoing basis;
- Develop a discussion document on *'Bridging the gap between research and development (R&D) and Extension'* informed by key relevant stakeholders; and
- ARC must inform PDA's of planned activities annually.

### 3.2 Private Sector

Government recognises the essential role played by private sector organisations in the provision of extension and advisory services to achieve the vision of a united and prosperous agricultural, forestry and fisheries sector. Partnerships between public and private sector extension and advisory services are essential to overcome the effects of limited resources, to meet the growing demand for food and sustain the natural resource base. The private sector shall play the following roles:

- Contribute to AgriBEE and Forestry Sector Charter initiatives by developing and implementing empowerment strategies. Such empowerment strategies will include among others the following:



- Human resource and skills development of people from the designated groups, and;
- Investment in enterprises that are owned and managed by people from the designated groups.
- Provide production inputs, finance, mentorship, extension and advisory services to their empowerment clients;
- Provide advice and effective specialised financial support (especially to land reform beneficiaries);
- Play a key role on extension forums through empowerment of other stakeholders;
- Participate and provide inputs towards the development of the National Extension and Advisory Services Policy;
- Effectively participate in joint planning and implementation of advisory service programmes;
- Provide a range of more specialised technical advisory services as required by their clients focusing, on specific crops, livestock, processing methods or equipment;
- Continue to be the primary provider of extension support to commercial producers but will be actively encouraged to participate in the initiatives aimed at empowering rural and local communities to improve their productivity through the enhancement of relevant management, marketing, and technical skills; and
- To establish public-private partnerships for research, training and investment opportunities.

### 3.3 Producer Organisations and Commodity Groups

Producer organisations and commodity groups exist at national and provincial levels to support development initiatives. The role of this group is to:

- Offer training on extension and advisory services to their members;
- Represent members' interests in expressing demand for services;
- Actively participate in the development of National Extension and Advisory Services Policy;
- Play a leading role in the integration of the value chain commodity-based extension approach.
- Play a key role on extension forums through empowerment of other stakeholders.
- Enable joint planning, implementation, monitoring and evaluation of advisory support at national, provincial and district levels;
- Participate and contribute to problem resolution mechanisms with other stakeholders;
- Lobby and advocate for systematic ways of listening to and learning from producers within value chains;
- Mobilise around issues of interest as producer organisations and take the lead in researching, developing, institutional management and land holding arrangements that meet social, economic and environmental sustainability standards;
- Participate in public-private partnerships with DAFF to ensure effective service delivery.

### 3.4 Non-Profit Organisations (NPOs)

- As with the private sector, NPOs will also be engaged by the state directly, through public-private partnerships, smallholder voucher system or through other means to provide extension and advisory services and other activities on behalf of the state;

- NPOs will continue to play their unique and vital advisory, advocacy and facilitation roles with individuals, communities and organisations that are marginalised and require assistance to improve their individual and collective circumstances.

### **3.5 Academic and Agricultural Development Institutions**

#### **3.5.1 Colleges and universities**

Academic institutions with extension and advisory services training components are vital for building and sustaining capacity in the public services. These institutions need to review their curricula to develop well-trained extension practitioners that are able to respond effectively to the challenges facing extension and advisory services (viz. food security, economic growth, globalization and environmental conservation).

They also need to contribute to the knowledge support system of government (e.g. information gateway) and offer accredited in-service training to extension practitioners and advisory personnel and train producers through their community-outreach programmes. Academic institutions should conduct research for technology development and transfer that is tailor-made for location condition. Cooperation with the AgriSETA should be established to coordinate training for emerging farmers.

#### **3.5.2 Development institutes**

Development institutes play an important role in conducting research on technology development and transfer, and the provision of specialised support to commercial and smallholder producers (e.g. Grootfontein Agricultural Development Institute). These institutes should be supported and strengthened to become centres of excellence in their areas of expertise.

## **4. MONITORING AND EVALUATION FRAMEWORK**

Performance monitoring and evaluation enables improved management of the outputs and outcomes while encouraging the allocation of effort and resources in the direction where they will have the greatest impact. Successful measurement depends on the quality of data collected through programme records, surveys, and secondary sources. Data should be collected in a consistent manner using agreed definitions and procedures, and stored in appropriate computer databases to facilitate data access, analysis and reporting. DAFF will, in consultation with the full complement of the stakeholders, develop a monitoring and evaluation system, mechanism and instrument for the collective extension and advisory services. This will require the collection of baseline data as the base for evaluating programme performance, impact and the transformation of extension and advisory services across the three sectors.

TABLE 1: IMPLEMENTATION FRAMEWORK

POLICY INTERVENTIONS	OUTPUT	KEY MILESTONES	RESPONSIBILITY (LEAD DEPARTMENT)
<b>Promote effective and efficient linkage between research, extension and producers</b>	Linkages between the researchers, extension and producers is promoted	Create strategic partnerships through Inter-Governmental Relations (IGR) and Stakeholder frameworks	DAFF and PDAs
		Coordinate strategic linkages between commodity groups and research organisations.	DAFF, ARC and PDAs
		Facilitate representation of producers, researchers and extension practitioners to ensure in all established forums	DAFF, ARC and PDAs
		Facilitate the attachment of extension practitioners to commodity groups	DAFF and PDAs
		Facilitate the establishment of integrated Information and Communication Technology (ICT knowledge sharing platforms)	DAFF, ARC and PDAs
<b>Improve access to quality extension and advisory services that is professional, reliable, relevant and accountable</b>	Access to quality extension and advisory services that is professional, reliable, relevant and accountable	Develop a multilingual approach in line with the information dissemination process	DAFF, ARC and PDAs
		Develop and maintain a national database of extension practitioners per district as well as province (considering number of women participating in extension)	DAFF
		Develop a framework document for registration of extension practitioners with a professional council	DAFF
<b>Facilitate a pluralistic and integrated approach to provide extension and advisory services</b>	Pluralistic and integrated approach is facilitated	Develop a national database for extension practitioners registered with a professional body	DAFF
		Develop the National extension development plan	DAFF
		Establish Extension Coordinating Forums	PDAs and DAFF
<b>Improve extension education system and broaden service focus</b>	Extension education system and service focus is improved	Establish a provincial directorate for extension and advisory services	PDAs
		Facilitate development of provincial strategies for extension and advisory services	PDAs and ARC
		Review the core competencies and curricula of extension	DAFF, PDAs, SACNASP & DHE
		Facilitate/influence the revision of extension curriculum by Department of Higher Education	DAFF, PDAs, SACNASP & DHE
		Develop a database of extension practitioners who graduated from the continuous professional development	DAFF

TABLE 1: IMPLEMENTATION FRAMEWORK

POLICY INTERVENTIONS	OUTPUT	KEY MILESTONES	RESPONSIBILITY (LEAD DEPARTMENT)
Promote commodity value chain development approach	Commodity value chain development approach is promoted	Develop a database of extension practitioners and actors trained in the value chain approach Increase the number of smallholder producers participating in commodity value chains (considering female producers participating in commodity value chains) Integrate marketing and value chain aspect into extension and advisory services activities Facilitate the linkages of producers and extension practitioners with commodity organisations	DAFF and PDAs PDAs and DAFF PDAs and DAFF DAFF and PDAs



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# *National Policy on Extension and Advisory Services*



**agriculture,  
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Department:  
Agriculture, Forestry and Fisheries  
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