

**NIGERIA**  
**NATIONAL SPECIAL PROGRAMME FOR FOOD SECURITY (2002-2006)**  
**Management Response and Follow-up Reporting**

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## **I. OVERALL RESPONSE TO THE EVALUATION:**

Overall the Management of the National Special Programme for Food Security (NSPFS) is of the opinion that most of the recommendations listed in the evaluation report are valid and useful for programme planning. A number of the evaluation's recommendations coincide with the recommendations made previously by the NSPFS Implementation Completion Review (ICR) which was carried out in 2007. These were taken into consideration in the planning of the National Programme for Food Security (NPFS) Expansion Phase, given that the planning of the Expansion Phase took place prior to the Independent Evaluation. In this sense, the NPFS Management is already well on track with the implementation of the evaluation's recommendations. A notable example is the increased effort to improve the M&E system and the currently ongoing work on establishing a programme baseline which will serve as a baseline for assessing programme impact.

In this connection, NSPFS Management considers that the impact survey which was carried out as part of the independent evaluation has some serious flaws in terms of study design, sampling, methodology for data collection and data analysis and interpretation. It is acknowledged that some of the study design problems were in part due to the inadequacy of the baseline data for the NSPFS. Overall, it is the opinion of the NSPFS management that the impact study does not serve its intended purposes of: (i) providing sufficiently firm evidence for conclusions on NSPFS impact and cost-effectiveness; and (ii) providing a data set which could feed in the baseline of the NPFS Expansion Phase.

Based on the evaluation results, NSPFS Management concludes that despite various weaknesses in NSPFS design and implementation the NSPFS was a highly relevant pilot poverty reduction programme which has contributed to the empowerment of the targeted population. It concurs with the evaluation's recommendation that, with the required adjustments in programme design and implementation modalities, the initiative needs not only to be continued but also to be scaled up. This process has already commenced and the NPFS Expansion Phase is now well under way with increased funding from the Government of Nigeria and support from various International Finance Institutions and technical assistance from FAO.

Action on the various shortcomings is being undertaken as outlined in the detailed NSPFS Management response for the various recommendations in the attached table.

## **II RESPONSE BY RECOMMENDATION:**

Recommendations	Further donor funding required	Management Acceptance			Comment on the Recommendation	Action to be taken		
		Accept	Partially Accept	Reject		Action	Timing	Unit Responsible
<b>1:</b> There is a need to adjust module costs to the reality at each site. NFPS should allow much more flexibility in module design and delegate such responsibility to State ADPs.	No	X			<p>A “flexible module design” approach was adopted in the 2008 work programme for promoting maize, rice, cowpea, sorghum, millet and cowpea. The ADPs are involved in module design</p> <p>Seed production is being carried out at the various NPFS sites;</p>	Continued use of “flexible module design”	Implemented since 2008	NPFS Management

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<p><b>2:</b> NPFS should continue the practice of providing subsidized fertilizer to beneficiaries on a cash-and-carry basis, but should ensure more equitable distribution by limiting the maximum amounts that can be sold to each group member.</p> <p>Furthermore, all input delivery to farmers should be timely, fully complying with the crop calendar in different project areas.</p>	No		X		<p>With effect from 2009, the Federal Government has decided to relinquish the procurement and distribution of subsidized fertilizers to State Governments. The exit strategy for fertilizer subsidies is a pre-requisite if profitability of business farming is to become sustainable;</p> <p>Limiting amounts of fertilizers to be sold may not be a very practical solution. Rather the NPFS and National Food Reserve Agency (NFRA) are using with the support of the International Centre for Soil fertility and Agricultural Development (IFDC) the voucher system. Several agro-input dealers are being trained for that purpose. Distribution through the private sector is preferred wherever available;</p> <p>Under NPFS improved high quality seeds are being delivered in a timely manner</p>	<p>Discussions and sensitization of States Government.</p> <p>Extend the use of voucher system;</p> <p>Investigate alternative modalities for increasing poor farmers' access to fertilizers;</p>	End 2008 / early 2009	NPFS Management, State APDs APEX Boards

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					<p>by local seed growers that are being developed through the Community Seed Programme for maize, rice, sorghum, millet, groundnut and cowpea at 109 NPFS sites. So far, 136 community seed farms have been established and 304 metric tons of improved seeds have been produced and distributed.</p> <p>In addition to the linkage being established by NPFS between farmers and private banks, NPFS Management will also investigate alternative modalities for increasing poor farmers' access to fertilizers;</p>			

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<b>3:</b> NFSP should pay great attention to establishing channels of supply for improved livestock breeds. Where local improved breeds have been developed and released (e.g. Shika Brown poultry developed by NAPRI) arrangements should be made to contract the developer to supply project needs. Where no local breeds exist (e.g. broilers, pigs) private sector suppliers either in the country or overseas should be contracted to supply the projects requirements	No		X		<p>There is no need for importation as local capacity exists and it can be developed and fully utilised;</p> <p>If need be breed developers or private sector operators will be contracted to supply improved breeds as is being done for fingerlings;</p>	Internal sourcing and linkages through financial and technical support; contract breed developers or private sector operators to supply improved breeds	Starting before Dec. 2008	NPFS Management State ADPs APEX Boards
<b>4:</b> The propagation of the intensive livestock system should be abandoned. Instead NPFS should propagate adoption of semi-intensive management systems using minimal livestock housing and focussing on reducing mortality by immunization and medication of the farmers' livestock	No		X		The NPFS should provide options for farmers to choose from rather than prescribing a "one-size fits all" model of livestock system, be it intensive, semi-intensive or extensive. This is in line with the implementation approach of the NPFS which is to be demand-driven. While a module for rural poultry exists, it has not been taken up by farmers	Capacity building and sensitization; Develop recommendations and modules of different livestock systems better adapted to local conditions;	Since 2008	NPFS Management State ADPs

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					<p>The present limitation is only for goats and sheep;</p> <p>For commercial production, poultry must be managed intensively.</p> <p>Local conditions will be taken more into account when developing recommendations and modules of different livestock systems;</p>			
<p><b>5:</b> Blanket fertiliser application recommendations should be discontinued. Instead NPFS should take steps to exploit the vast national database on soil conditions and formulate at least State-specific recommendations for soil nutrient amendments, and procurement of fertilisers for the States should be strictly according to established guidelines.</p>	No		X		<p>NPFS crop facilitators are using an existing manual on fertilizer recommendation for crops to give site and crop specific recommendation to farmers.</p> <p>The use of national soil data base for more location specific fertilizer application can and will be more emphasized during the expansion phase;</p>	<p>The practice will continue and with even more emphasis;</p> <p>Make more systematic use of national soil data base so as to recommend more location specific fertilizer application</p>	ongoing	NPFS Management, State APDs APEX Boards
<p><b>6:</b> Since the stocking of lakes and reservoirs and the management of the stocks as well as Brood stock Repositories are highly professional and multi-</p>	No		X		<p>Where NIFFR has a comparative advantage NPFS is using the Institute in the same way as it is working with NIOMR for the capacity building in shrimp production.</p>	<p>Signing of MOU with NIFFR;</p> <p>Continue existing collaboration with NIOMR;</p>	ongoing	NPFS Management

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disciplinary activities, such exercises should in future be assigned to the Nigerian Institute for Fresh Water Fisheries Research (NIFFRI), which has the official national mandate and staff for such stocking and management of reservoirs					<p>NPFS intends to sign an MOU with NIFFR to that effect. NIOMR has assisted NPFS in organizing a training of trainers together with a TCDC expert from Thailand from September to December 2008 in Lagos.</p> <p>It is noted that while FDF staff are highly professional, NIFFR assisted the NSPFS in the stocking of lakes and reservoirs (including studies and assessment) together with a TCDC Expert.</p>			
<b>7:</b> Stand-alone aquaculture projects should be discouraged. Instead the promotion of aquaculture development should be integrated with arable farming, horticulture and livestock production.	No		X		<p>While the idea of integrating aquaculture in a diversified production system is accepted, management believes that both stand-alone aquaculture and integrated system need to be promoted as in fact most new private investors now go for fish farming exclusively.</p> <p>Therefore integrated fish farming will continue to be promoted for resource-poor farmers;</p>	Promote actual integration of aquaculture in a diversified production system;	ongoing	NPFS Management State ADPs

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<b>8:</b> Training in fingerling production and fish feed formulation should be intensified and given topmost and urgent priority.		X			This training will continue to be carried out for all categories of fish farmers and will be intensified;	Intensify training in fingerling production and feed production	ongoing	NPFS Management
<b>9:</b> No stand alone Animal Disease and pest control project should be implemented in NPFS. All animal health activities should be integrated with agricultural production activities such as the Food Security component of NSPFS.	No	X				The department of livestock and pest control services in the Ministry of Agriculture will take the lead. Collaboration with ECTAD unit dealing with avian influenza programme and other animal diseases that could affect NPFS livestock producers in general and poultry sub-sector in particular;		FLD NPFS Management FGN FAO(AGA)
<b>10:</b> In view of the general failure of group/community ownership of post harvest machinery under NSPFS, and the clearly expressed wish of most communities for individual ownership of such assets, the post harvest component of NSFSP should focus on empowering the	No		X		The private sector is not yet fully capacitated to deliver the kind of quality services needed in value chain addition and sourcing of appropriate machinery. Empowering the private sector should include capitalization and also participating in the continuous	look at post-harvest technology promotion within the framework of business plans and supply chain development plans	ongoing	NPFS Management, State APDs APEX Boards Private sector

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private sector to more appropriately provide such services by giving advice on equipment choices and sources of spare parts, appropriate location of such facilities and continuous training in business management including record keeping, sourcing of raw materials and marketing of outputs.					<p>trainings mentioned.</p> <p>Appropriate location of the facilities is resource-based and community-driven.</p> <p>Investments in post-harvest equipment should not be dealt with in isolation but be part of an overall agro-enterprise investment plan, either at the level of individual businesses or in the context of collaboration among players in a given product supply chain. The focus should be on how the farmers can capture a larger share of the value added along the supply chain.</p> <p>The “individual ownership” approach is accepted whenever the individual has the capacity to invest at least 10% or more of the total cost of the module(s) or is able to construct a suitable shed for the equipment, while the NPFS provides the equipment through participatory sourcing as highlighted.</p> <p>In synergy with NFRA</p>			

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					<p>mandate on agro-industries, cottage industries and agro-industrial parks, NPFS will look more at post-harvest technology promotion within the framework of business plans and supply chain development plans.</p> <p>With the support from AGS, NPFS is starting in 2009 to building capacity of farmers and extension officers in business management</p>			
<p><b>11:</b> NPFS should support the establishment of Post-harvest and Farm Storage (or Business Development) Units, within each ADP, adequately staffing them with well-trained Subject Matter Specialists who would provide the necessary backstopping to the individual farmers in the private sector. Such staff should receive constant in-service training and up-grading to ensure that they are up-to-date with the most appropriate techniques and systems for their States.</p>	No	X			<p>Establishing agri-business development units at ADP level is essential if the adequate training is provided. AGS will support in 2009 an activity related to building the capacity of extension workers and farmers in Farm Business Management;</p>	<p>ADP to set-up the Farm Storage Unit; FR&amp;S Dept. to train ADP Staff; Trained ADP staff to provide necessary extension services to farmers. Establish Agri-Business development units at ADP level;</p>	<p>Jan. – March 2009; March – Dec. 2009; March 2009</p>	<p>NPFS Management ADP Staff</p>

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<p><b>12:</b> NPFS should give much more emphasis to improved farm storage and agricultural marketing than NSPFS did. Systematic on-farm trials of all equipment such as small metal storage bins in which the cost effectiveness is to be assessed should be conducted under real farm conditions, including an assessment of the actual amount of subsidies (if any) that would be needed to encourage widespread adoption.</p>	No		X		<p>Improved farm storage and marketing is included in the NPFS project document (i.e. ensure that necessary storage facilities are available to NPFS participants, make practical demonstration of the usage and management of the structures on the basis of prototypes produced in NSPFS).</p> <p>A UTF agreement is being considered with FAO for the World Bank Project of Commercial Agriculture. The support expected from FAO will include value chain appraisal and planning, farm business management support, among others. NPFS will benefit from that UTF in addition to the training programme referred to above.</p> <p>Subsidies may not be the best way of promoting on-farm storage. Rather, the focus should be on how on-farm storage can help the farmer capture a larger share of the</p>	<p>Procurement of metal bin and concrete bins from MDG;</p> <p>procurement of grains for demonstration;</p> <p>Practical demonstration of the structures.</p> <p>Look at post-harvest technology, including storage, within the framework of business plans and supply chain development plans.</p>	<p>Dec.08 to Feb. 2009;</p> <p>Jan. – March 2009;</p> <p>Jan – August 2009</p>	<p>NPFS Management State ADPs FR&amp;S Dept. and ADPs;</p> <p>R&amp;S Dept. and ADPs;</p> <p>R&amp;S Dept. and ADPs.</p>

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					value created in the supply chain and on financing options for investments in storage. The same applies to other post-harvest equipment as explained in the comments on recommendation 10.			
<p><b>13:</b> The system of disbursement and management of loans through farmer-managed Apex Bodies should be continued. However, in order to ensure the sustainability of the activity which is a critical component of the program, increased efforts should be made to enhance the capacity of such Bodies through improved training in loan management systems, and linkages with micro finance associations so that the production credit disbursed through NFSP would be complementary to the credit disbursed by such organizations that tend to be more directed to trade. Furthermore, in order to prevent possible mismanagement of the Apex</p>	No	X			<ul style="list-style-type: none"> <li>- To the extent possible, business finance should be left to finance organizations, (MFIs or Banks), and this should not be limited to credit.</li> <li>- Based on the observations of the MTR of NSPFS and the Implementation Completion Review (ICR) report, the credit scheme has been substantially modified. The present arrangement includes linkage arrangement with commercial banks and micro-finance institutions.</li> <li>- Six banks and a micro finance bank have been selected to partner with NPFS in providing micro credit to the farmers namely, First Bank (Naira 12.3 billion),</li> </ul>	<ul style="list-style-type: none"> <li>- Capacity building on Loan Management was conducted for all 109 Apex bodies in the first phase and there is still a need to continue in the current phase of the project.</li> <li>- Sensitize the remaining 33 apex associations after the first phase</li> <li>- FAO Rural Credit Expert to review and suggest improvements in the arrangement with commercial banks.</li> <li>- After one or two years of this partnership, a review and suggest improvements in the rural and agri-business finance system, in synergy with</li> </ul>	<p>2008 &amp; 2009</p> <p>June 2008 &amp; Oct. 08.</p> <p>Oct. 08</p>	<p>NPFS Management State ADPs FAO (AGS)</p>

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Recovery Loan Accounts at the different Sites, members of the Apex Bodies should be made to understand that they are accountable not only to the farmer-members they represent, but also to the ADP Programme Manager through the Site Coordinator.					<p>Skye Bank, Unity Bank (Naira 1.4 billion), First Inland bank (Naira 2 billion), UBA (Naira 15 billion), Bank PHB (Naira 1.5 billion), and Bowman micro finance bank (Naira 5 million). The Nigerian Agricultural Insurance Corporation (NAIC) is also part of this partnership. The experience gained from this collaboration will determine the involvement of other commercial banks and micro-finance institutions.</p> <p>The first phase of the linkage arrangement will cover 21 States (i.e. 63 Apex bodies). Capacity building for the first batch of 30 Apex bodies was carried out in June 2008. There is a need to sensitize the remaining 33 apex associations.</p> <p>In addition, AGS agreed with the project management on several recommendations related to the same issues of</p>	ongoing IFAD projects (RUFIN and RUMEDEP) and the WB project on Commercial Agriculture Development		

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					<p>capacity building and they are being implemented</p> <p>Capacity building on Loan Management was conducted for all 109 Apex bodies in the first phase and is being done in the current phase of the project.</p>			
<p><b>14:</b> The SSC programme as operated in the past with large numbers of Chinese technicians should be modified to one in which a small number (say 20) of highly specialised and English-speaking Chinese experts are engaged to provide training and mentoring to Nigerian counterparts in the various fields of expertise focussing on innovative technologies, which could be tested and divulged as described in the Joint China-Nigeria-FAO SSC ICR of July 2007 and a limited number of micro-projects. Instead of Chinese technicians national technicians should be engaged carry out extension work</p>	Yes		X		<p>SSC technicians should not be eliminated as they help improve practical skills as opposed to experts who focus more on technology development and adaptation;</p> <p>The need to reduce both the number and the language barrier has been taken into account after the formulation of the phase II of the SSC. The number of experts and technicians has dropped to 190 including 10 experts. Additional English training will be provided and the selection process will put much more emphasis on the fluency in English. All States are being contacted to indicate the type of technicians they</p>	<p>Accelerate the signing of the second tripartite agreement and give priority to the performing candidates who participated in the previous SSC phase</p> <p>Review the SSC needs in terms of experts and technicians during the mid-term review.</p> <p>Organize knowledge sharing workshops to disseminate technologies developed by the SSC programme to a larger audience;</p>	Ongoing	<p>NPFS</p> <p>Management</p> <p>FGN</p> <p>FAO (TCOS)</p>

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					<p>need from the SSC programme.</p> <p>- Rather than limiting the transfer through micro-projects the number of technologies to be diffused should be increased. It is only a “critical mass” of experts and technicians that can sustain this effort.</p> <p>- The cooperants are not carrying out extension works. This is being done by the national and State extension workers.</p> <p>- Technical documentation of the technologies and innovations that the SSC would like disseminate will be done by the national counterpart to Chinese technicians and experts;</p>			
<p><b>15:</b> NPFS should take the necessary steps to revise and streamline the proposed Logical Framework to include simplified and monitor-able impact as well as activity and output indicators and implement</p>	No	X			<p>- A harmonized logical framework for the NPFS was developed in mid-2007.</p> <p>- Management has looked into the possibility of a web-based M&amp;E, system but a main constraint remains the very</p>	<p>- Implement the M&amp;E system and plan of action being developed by the newly recruited M&amp;E component Manager with the full involvement of all stakeholders.</p>	Ongoing since mid 2008	<p>- NPFS Management FGN - FAO (TCOS)</p>

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a web based M&E system.					poor internet connectivity of several ADPs. With the arrival of the international staff posted by as the Component Manager for the M&E, a large consultation has started with all stakeholders including ADPs, M&E Facilitators, CBN and National Bureau of Statistics. This will lead to the setting up of a fully-fledged M&E system owned and managed by the Nigerian counterparts.	Ensure that the M&E system is fully owned and managed by the Nigerian counterparts from Federal to States and LGA levels through their continuous involvement and decentralization of the implementation of the M&E;		
<b>16:</b> NSPFS should pay closer attention to farmer capacity building by adopting a more intensive learning extension system such as the Farmer Field Schools. In addition a thorough Training Needs Assessment of ADP staffs should be undertaken, on the basis of which a Training Master Plan should be prepared and implemented.	No		X		Capacity building using the Farmer field School approach is part of the NPFS design and is presently ongoing. From November 2007 to August 2008, 74 master trainers from all states (including FCT) were trained with the assistance of three TCDC experts and the Ahmadu Bello University. The master trainers have trained 699 extension agents and farmers field school facilitators and	Conduct a follow-up training for the first two batches of master trainers in November-Dec 2008; Roll out the FFS approach to all the State and the Federal Agricultural Ministries. To that end organize two workshops early 2009 to share experience and disseminate the FFS concept.	Ongoing	NPFS Management FGN FAO (AGP)

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					<p>this has led to outreach to 10,637 farmers;</p> <p>The work plan and budget of all the States that have released their counterpart funding includes a budget allocation for FFS.</p> <p>A consultant has been recruited to develop the training needs assessment both at Headquarters and ADP levels. His report is expected latest first quarter 2009.</p>			