

ASSESSMENT OF IMPLEMENTATION OF SOCIAL INTERVENTION POLICIES IN NIGERIA: (A SURVEY OF ECONOMIC PLANNING COMMISSION AND MINISTRY OF HUMAN CAPITAL DEVELOPMENT AND POVERTY REDUCTION IN ENUGU STATE)

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Abstract

The study assessed Social Intervention Policies (Social Safety Nets) in Nigeria with a focus on the framework of implementation on the national cash transfers programme vis-à-vis the Conditional Cash Transfer (CCT) and the N-Power Programme within the mandate of the two ministries in Enugu State. However, for the purpose of this work two MDA's are selected- Economic planning commission Enugu and Ministry of Human Capital Development and Poverty Reduction, since the programme is within their mandate.. The theoretical framework adopted was the livelihood Portfolio theory propounded by Chris de Neubourg and Maslow, theory of needs to x-ray social intervention as a function of government and importance of basic needs satisfaction to give the poorest poor a sense of belonging in the society. The implementation processes are besieged with a lot problems ranging from institutional factors to human factors. The method adopted for the research was a descriptive type and analysis was based on the desk research work and the data collected from the field work. It was found out that the framework for implementation exists from federal to the grass root level of government, but lacked proper authority and responsibilities at the state and local government level,. Also problems like institutional capacity, poor coordination and supervision, poor service delivery and infrastructure, low value of the cash transfers, etc hindered the effectiveness of its objectives. Based on the findings, recommendations were made on the way forward for a goal oriented national cash transfer programme; that the government should improve institutional capacity, proper coordination and supervision of social service delivery and infrastructure in the social sector.

Keywords: Social development, human capital, institution,

1. INTRODUCTION

Social Intervention Policies are policies made by Government in order to alleviate the sufferings of the citizens especially the poor and the vulnerable in the society to enhance their social well being, that is, to give them social and economic protection. They are called Social Protection Policies. These policies “consists of policies and programmes designed to reduce poverty and vulnerability by promoting efficient labour market, diminishing people exposure to risks and enhancing their capacity to manage economic and social risks, such as unemployment, exclusion, sickness, disabilities and old age”(www.enwikipedia.com).

In pursuit of social and economic welfare of citizens, world leaders in the year 2002, September, gathered at United Nations (UN) headquarters, New York and came up with eight Millennium Development Goals (MDGs) and made Poverty Eradication Number One programme. This shows the importance of poverty eradication in the society in order to enhance social and economic development, thereby increasing Gross Domestic Production (GDP) and per capita income of citizens. Recently the sustainable development summit was held by UN member States on 25th September, 2015 in order to adopt the Sustainable Development Goal to end poverty in the next 15 years, that is, 2030. The SDGs has 17 goals of which poverty eradication is still Number One(1). This shows the importance of poverty eradication towards enhancing social and economic development in any country.

In Nigeria, so many poverty eradication programmes/policies have been put in place in order to pursue this Number One(1) MDGs and SDGs objective. In fact, a social protection strategy policy note was developed in 2005 and re-engineered and revised in 2013/2014 to address the poor and vulnerable in the country (NSSNP, 2016): Right from NAPEP in 2007; to vision 2020, to cash transfers programmes and N-Power that is still on in 2017. Most of these poverty eradication programmes are sponsored by World Bank through UNICEF, UNDP, DIFID, WHO, etc., to strengthen its importance. According to Umar and Tafida (2015) the need for good government is essentially linked to the growing thirst for an improved and qualitative living standard and a secured environment. Recently, Nigeria government under the pilot-ship of Ex-President Goodluck Jonathan regime introduced the National cash transfer programmes. The present administration also continued with the Cash Transfers in fulfillment of vision 2020, SDGs and MDGs to empower the poorest poor household, youth employment, girl-child education, Primary health care (PHC), etc.

Enugu State is not left out in the programmes. In 2011 the Conditional Cash Transfer programme took off in Enugu State under Governor Sullivan Chime administration and it is still on in this present regime of Governor Ifeanyi Ugwuanyi known as National Cash Transfer Programme (NCTP). The programme are controlled and supervised by the Federal Government. The social protection programmes within the scheme of national cash transfer programmes are;

- a. Conditional Cash Transfer, for the poorest
- b. Homegrown School Feeding Programme, for Primary School Children
- c. Government Entrepreneurship and Empowerment programme (GEEP), for Widows and Market women.
- d. N-Power for unemployed Graduates

All these programmes are going on in Enugu State and are under the mandate of various ministries, namely, Ministry of Education, Ministry of Gender and Social Development, Economic Planning Commission and Human Capital and Poverty Eradication. This study is focused on the Conditional Cash Transfer and N-power programmes, organized and supervised by the state ministry of Human Capital Development and Poverty Eradication and Economic Planning Commission. According to former Governor, of Enugu State in his forward speech on the Economic Plan. EN.4, 2020, “the four-point agenda of my administration provided the basis for developing the state EN: Vision 4: 2020 and its implementation plan. The programmes and projects implemented were driven by the key Development Needs (KDN) of the 472 communities as articulated in the visit of every community Project (VEC)”. The new SDGs that took effect January, 2016 also emphasize this need of poverty eradication via VEC. According to the UNDP, Administrator, Helen Clark (2015) “The SDGs provide us with a common plan and agenda to tackle some of the pressing challenges facing our world such as poverty, climate change and conflicts.”

The Visit Every-Community Project (VEC) provided an insight to the needs of the various 472 autonomous communities in Enugu State and no doubt observation of abject poverty in some communities in Enugu State was made (RMTIP- 2015). Enugu State government therefore initiated Conditional Cash Transfer (CCT) programme in 2011 to equip the people with new means of livelihood, education, good water supply, health (medical facilities) good roads, etc., and the N-power in 2016 to reduce unemployment and inter-generational poverty. It is therefore, the concern of this study to access this policy for implementation, the purpose of the programme and its impact on the poorest poor and unemployed within the mandate of the two ministries under the study.

1.2. Statement of Problem

Poverty in Nigeria remains significant despite economic growth in the past few years. With the incidence of economic recession, social & political crises in most states Nigeria. Poverty rate has increased due to prices of oil/gas products has

been on the increase making life more difficult for the poor. The National Cash Transfer Programme (NCTP) initiated by the Federal Government is to alleviate the burdens of recession and social crises on the poorest poor and unemployed in the country thereby enhancing social and economic development. The National Social Safety Nets Coordinating Office (NASSCO/ (2016), holds the view that social intervention policy is necessitated because despite the strong economic performance more than 58 million Nigerians are considered poor. Also that inequality in income in Nigeria has been on the increase. The relatively high and stable economic growth in recent years has not translated into diversification of the source of labour income for poor families. These programmes of the Conditional Cash Transfers is taken up by some state governments to ensure that people at the abject poverty level can be provided with food, shelter education, medical facilities, etc. The study is to assess the implementation framework of N-power and Conditional Cash Transfer to know whether it has achieved its objectives with a focus on the selected two ministries in Enugu State government. Therefore, how far the programme has gone to transform the livelihood of the poorest poor, the vulnerable and the unemployed in Enugu State is a serious concern of the study.

2. OBJECTIVES OF STUDY

The over-riding objective of this study is to assess social intervention policy in Nigeria with a focus on the National/Conditional Cash Transfer Programme and N-Power programme in Enugu State.

Among other objectives are;

1. To determine the main purpose of the CCT and N-Power programmes in Enugu State.
2. To assess the impact of the programmes on improving livelihood and reducing vulnerability of the poorest poor in the society
3. To recommend the framework for implementation of the programmes by the ministries that will enable it achieve the stated objectives.

3. RESEARCH QUESTIONS

1. What is the main purpose of the CCT and N-Power programme?
2. What impact has these safety net programmes on the livelihood of the vulnerable and the poorest poor in the society?
3. What are the best framework for implementation of the programme that will enable the ministries achieve the stated objectives.

4. HYPOTHESES:

- H₀₁: The main purpose and mandate of the CCT and N-Power programme have not been achieved.
- H₀₂: The social intervention programmes – CCT and N-Power have not helped to meaningfully reduce poverty and vulnerability in Enugu State.
- H₀₃: The framework for implementation was not well developed to achieved its stated objective

5. REVIEW OF RELATED LITERATURE

Review of related literature is to enable the researcher locate his/her work among other works of similar ideas and magnitude. It also enhances the research credibility and integrity. Therefore, it is necessary to understand the views of other scholars on social intervention policy (social protection or social safety nets) like the conditional cash transfer and the N-Power programme.

5.1. Conceptual Review

5.1.1. Social Intervention Policy (Social Safety Nets)

Social intervention is an action which involves the policies of the government or an organization in social affairs. These policies are made to protect the vulnerable the indigents and poor in the society. Such policies include the following in the social sector;

1. Provision of charity or social welfare as a means to alleviate social and economic problems of people facing financial difficulties.
2. Provision of health care, education
3. Provision of safety regulation for employment and products;
4. Delivery of food aid or recovery mission to regions or countries negatively affected by events.
5. Facilitation of adoption programs, etc. (www.wikipedia, 2017)

Social protection policy is an action of the government to improve the wellbeing and welfare of the citizens especially the poorest poor. In Nigeria these are national government policies adopted to attack inter-generational poverty and provide employment and means of livelihood to the suffering masses.

The Social Intervention Programmes by the recent government are:

- Conditional Cash Transfer programme (CCT)
- Homegrown school feeding programme
- Government Enterprises and Empowerment programmes (for windows, unskilled and artisans i.e., non-graduates, unemployed) (GEEP)
- N-Power for graduates (N-Power)

These kinds of social protection/intervention policies are attracting the attention of many governments around the world in order to reduce poverty and vulnerability. According to Rebecca Holmes et al (2011) around the world, social protection intervention are increasingly attracting government attention and donor resources, with an eye to reducing poverty and vulnerability.

This is to say that social intervention programme of governments have the main objectives of achieving effectiveness and efficiency of the social sector of government. In other words it is to improve the wellbeing and welfare of its citizens; for reduction of poverty thereby breaking the circle of intergenerational poverty.

5.1.2. Social Protection

Social protection policies therefore consist of policies and programs designed to reduce, poverty and vulnerability by promoting efficient labour markets, diminishing people's exposure to risks, and enhancing their capacity to manage economic and social risks, such as unemployment exclusion, sickness, disability and old age (Wikipedia 14/05/2017). On the other hand UN Research Institute for Social Development see it as a measure for preventing, managing and overcoming situation that adversely affect people's wellbeing (www.unrisd.org 15/05/2017). The above two are the same in terms of purpose and objective, all policies meant to reduce poverty, vulnerability, that is, to enhance economic and social wellbeing of the citizens through government efforts or an organization.

According to International Labour Organization, it is associated with a range of institutions, norms (policies) and programmes aimed at protecting workers and their household from contingences (factors) threatening basic living standard (Armando 2010). Social protection can be grouped into three categories; Social insurance, social assistance and labour market regulation.

1. Social Insurance consists of programmes providing protection against life securities, example, old age (pension policy), maternity or work-related issues like, unemployment or sickness.
2. Social assistance is a means of providing support for those in poverty and unfinanced from tax fund.
3. Labour and Employment standards ensures rights of worker/standard of work, and rights organization voice.

However, in developing countries, e.g. Nigeria, social protection has a strong focus on poverty reduction that is to say it has come to describe a policy frame work for addressing poverty and vulnerability, therefore it's a key component of

development as a kind of insurance policy against poverty and a tool for delivering social justices as well as means of promoting inclusive development. It is an expression of solidarity and cohesion between the have and have nots, between government and citizens and even nations.

5.1.2. Types of Social Protection/Intervention

1. **Labour Market Intervention:** These are policies and programmes by government to enhance employment and effective activities in the labour sector of a country. An example is the N-power programme on-going in Nigeria
2. **Social Insurance** are policies put in place to reduce risks associated and with unemployment ill-health, disabilities, work-related injure, old age etc. an example is the pension scheme free maternal care at primary health scheme zone in Nigeria.
3. **Social Assistance** are policies made to transfer cash or in-kind to reduce individual vulnerability and suffering of the poor household, that is people with no other means of livelihood-single parents the homeless, physically and mentally challenged individuals.

Further according to the FAO-Policy Brief (2008) there are four (4) types of social protection.

1. **Protective Social Association:** This is for the poor e.g disability benefits and old age pension.
2. **Preventive Measure:** To reduce poverty such as food for work scheme, school feeding programmes as well as safe-guard health, e.g. ART and prevention of mother to child transmission programmed (PMTCT)
3. **Promotion Income:** Equipping youth and unemployed skills and vocational and agricultural training enhancing microcredit opportunities for life empowerment.
4. **Transformative:** Addressing of social inequity and exclusion through awareness campaigns stigma reduction, developing policies and laws to protect OVC (Orphan and Vulnerable Children). E.g. rights of inheritance protection of rights of inheritance.

5.1.3. How to Target the Poor through Redistributive Programme

In high-income countries targeting of the poor is achieved by means of testing household proof of income or unemployment to the benefits office or the receive transfers through tax systems this system cannot be used in developing country like Nigeria. However, low income country's government can conduct their own through income or consumption census. The low income country may develop alternative method of targeting the poor in the society bearing in mind that the goal of targeting the poor household with the redistributive programme is to give them an improved standard of living. According to Barrera-Osorio and Filmer (2013) comparing effectiveness of scholarship (i.e., education maybe on merit-based, that is to say targeting method depends on the objective of the cash transfer.

5.1.4 Targeting methods

There are four (4) primary categories of targeting methods:

1. **Geographic Method;** if the poor are lonant rated in a particular village, districts or regions giving everyone within those areas access to social protection maybe an effective method of transferring resources to the poor for example, the eight (8) states announced by the Federal that are receiving cash transfers are based on geographical speed of the poor.
2. **Prox-means Testing (PMT).** This method the government collects anemographic and assets data from household and uses it to predict income or consumption. This may not give the exact number of the poor because the question raised in the card may not give correct details or assets.
3. **Self-targeting:** This method is where everyone (poor) are allowed to apply but some criteria's or barriers are put in place to reduce the number. But the question is that can it be effectively done because it rans some substantial risk. According to Alatas et al 2015 and Christian 2014 if it is effectively done, it will screen out the rich.

4. COMMUNITY BASED METHOD OR TESTING

In this method, the community members choose who in their locally are needy. This method could bring on better local information on who is poor and also the community's perception as to what determines poverty in their location. An advantage is that it may make the programme politically popular. Enugu State CCT social workers adopted this method in 2011 and 2013 targeting of the poor (official report 2015).

However according to Alatas et al (2012) the method that will be adopted depends on goal, purpose, context, institutional capacity, budget targets, etc.

What is conditional Cash Transfer (CCT): These are grants or financial assistances provided to the poor or the vulnerable in the society. According to the statement of the co-coordinator on poverty eradication programme Enugu State: "Conditional Cash Transfer (CCT) are grants provided to targeted poor household on the condition that they engage in human capital investments". Usually the grants are designed to enhance standard of living, enhance education at least to primary and junior secondary schools, enable the poor attend and utilize public basic health care facilities. The programme is always designed in Nigeria to reach the poorest and most marginalized citizens.

Condition cash transfer (CCT) programme according to Wikipedia Dictionary aim to reduce poverty by making welfare programme conditional upon the receiver's action. That is to say the transfer of money, for which the person or household receiving the money has to do something in return. These programmes in Nigeria is funded from the Debt Relief Fund for Global Development World Bank, United Nations to enhance achievement of the 1st Millennium development Goals. Some of its programmes is supervised and funded by DIFD and UNICEF.

5.1.5. Types of Conditional Cash Transfers in Nigeria

There are two main cash transfer being implemented in Nigeria. These include conditional cash and other small. Scale cash transfer like-child savings scheme in Bayelsa State and disability allowance in Jigawa. In Enugu State in 2009 – 2013 the child health and maternal health care scheme was on.

1. In care of the people (COPE) is a government run conditional cash transfer (CCT) which started as a pilot test in 2007 and is now in its third phase. Its objective is to break the intergenerational transfer of poverty and reduce the vulnerability of the extremely poor. It targets children of basic school age living households that are headed by poor females or include members who are aged and physically challenged, or fistula or HIV and AIDS.

In Enugu State the beneficiary receives one hundred and twenty thousand naira only (N120,000) annually while a basic allowance of five thousand naira (N5,000) is given monthly to the beneficiaries. Entrepreneurship and life skills training are provided for recipients in order to increase the likelihood of successful investment of the lump sum annually. Payments are conditional and based on enrolment and retention of children in basic education (primary one to junior secondary), where they must maintain at least 80% attendance and participation in all free health care programme.

2. Three other CCTs supporting female education are being implemented in Kano, Bauchi and Kastina States, supported by the UK (united Kingdom) Department for International Development (DFID), UNICEF and the World Bank. These aim to reduce girls' dropout rates resulting from early marriage, specifically the transition period from primary to secondary schools. (Holmes, 2011)

5.2. The Main Goal Objectives of CCTs in Enugu State

The main goal of CCT in Enugu State is to reduce vulnerability of the core poor and elimination of intergenerational poverty through the promotion of economic and human capital development. Other objectives are;

- i. To increase primary school enrolment and retention up to JSS III.
- ii. To increase the access of the core poor to institutional health facilities.
- iii. To promote increase in economic capital of the core poor.
- iv. To increase the number of small enterprises setup in the state.

5.2.1. CCT Programme Framework of Implementation

The federal government of Nigeria initiated the National Cash Transfer Programmes with the sole objective of reducing poverty level and enhancing the efficiency of labour market (creating employment opportunities and empowerment of the unemployed). The 1st phase of this programme in Nigeria was funded in some states by the debt Relief fund from World Bank. This programme was executed at the discretion of the various chief executives of the states. The present phase, the federal government is responsible and selected eight (8) states as first beneficiaries. The states are: Bornu, Sokoto, Kastina, Talaba, Kwara, Kebbi, Jigawa and Ebonyi State, Kogi State was included at least making a total of nine (9) states already implementing the programme while the N-power programme is already on going in the whole states of the federation in fulfillment of the 2015 campaign promises of the ruling party, APC, to provide work for the teeming unemployed youths in the country (Victor Ahuma-Young et al 2016).

The programme was mapped out to provide job for about 500,000 unemployed youths, and already about 200,000 youths as at November 2016 is to start work by December 1, 2016. The employees are to work as: Teachers, Agric and health workers, “of the 200,000 first batch, 150,000 of them would teach, 30,000 would work in the Agric sector and 20,000 in health delivery, covering the three specific programme assignment. The paid volunteer programme will be for two 2 years and the selected graduates will serve in the immediate communities.

“The programme is made to accommodate university, polytechnics and colleges of education graduates only. The transfer of cash is to be co-ordinate at every level of government: federal, State and Local government with a coordinator as the director of programmes; under the control and supervision of a ministry or commission; like Economic Planning Commission and Ministry Human Capital Development and Poverty Reduction.

5.3. Levels of Operation: Functions/Responsibilities

The transfer of cash is to be coordinated at every level of Government,

- At the Federal level NASSP officials at the National Social Safety Net coordinating office (NASSCO)
- At the state level, they have the state operation coordination Unit (SOCU) with operation officer in charge of the unit.
- At the Local government level the programme have officers who are known as Enumerators and Community Development Officers (CDOs)

The Responsibilities of the various level of government coordinating units are as follows:

- A. National Social Safety Nets Coordinating Office (NASSCO)
 - (i) They provide guidance in setting up of CBTTs at the Local Government Areas
 - (ii) They provide technical assistance and coordinates states during rounds of NASSP targeting exercise and process of uploading social register.
 - (iii) The Local collation and consolidation of information on process of targeting of poor household from states and overseas, the mining of the beneficiaries from the register. Also within the (NASSCO, there is Management Information System (MIS) specialists, who provide technical advice and support to state on social Register and use of CAPI.
- B. State Operation Coordination Units (SOCU)
 - (i) The coordinator ensures the process of Community Based Targeting (CBT) and Social Register in the state is in order
 - (ii) He/she leads the state CBT for community targeting/selection of the poorest poor.
 - (iii) They provide guidance and supervision for CBT and SR process.
 - (iv) They supervises mining of the Social Register (SR) by other state MDA or donor social protection interventions.
- C. Local Government Officials

- (i) They competitively select, endorse and mobilize LGA CBT teams
- (ii) Supervise the grievance redress processes in the LGA.
- (iii) The Community Development Officer (CDO) heads the CBT team in the LGA and Communicate the village head on the impending visit of the CBT.
- (iv) Facilitates sensitization and mobilization of communities on CBT and supervises the collection of data on the identified Households and also ensure that they are numbered. (Source: Enugu State Programme Implementation Manual 2011).

The programme for implementation in Enugu State is still the same as at 12th June 2017. In the present phase the programme is to take off in six (6) selected Local Government Areas as the pilot LGA for the 30% Community Based Targeting (CBT) – see table 2.1 below:

Table 01: Number of wards in the six (6) selected pilot lga’s for the 30% community based targeting for identification of the poorest of the poor and vulnerable in enugu state

S/NO	LGA	WARDS	TOTAL
1	ANINRI	OKPANKU, MPU, NDEABOR, NENWE 1, NENWE 2, NENWE 3, ODUMA 1, ODUMA 2, ODUMA 3, ODUMA 4, ODUMA 5	11 WARDS
2	AWGU	AWGU 1, AWGU 2, AGBOGUGU, MGBIDI/MMAKU, ANIKE NA ANO OBEAGU, IHE, MGBOWO, OGUGU AMOLI, OGBAKU, OGWUGWU/OWELLI/UGBO	11 WARDS
3	IGBO-ETITI	AKU 1, AKU 2, AKU 3, AKU 4, AKU 5, AKU 6, UKEHE 1, UKEHE 2, UKEHE 3, UKEHE 4, UKEHE 5, OZALLA 1, OZALLA 2, OHODO 1, OHODO 2, EKWEGBE 1, EKWEGBE 2, UMUNKO-DIOGBE, NKONO-OHEBEDIM OCHIMA-IDOHA-ONYOHOR	20 WARDS
4	ISI-UZO	IKEM 1, IKEM 2, MBU 1, MBU 2, NEKE 1, NEKE 2, UMUALOR, EHA-AMUFU 1, EHA-AMUFU 2, EH4-AMUFU 3, EHA-AMUFU 4	11 WARDS
5	NKANU EAST	AMECHI IDODO/DRUKU, OWO, UBAHU/AMANKANU, IHUOKPARA, NARA 1 NARA 2, UGBUAWKA 1, UGBUAWKA 2 NKEREFI 1, NKEREFI 2, AKPAWFU/ISIENU AMAGUNZE, OHUANI, NOMEH, MBURUMBU	14 WARDS
6	IGBO-EZE SOUTH	LIKKE AKANTALA, UGO EKONYI, AJUONA UMULOLO, UMUNLO OVOKO AGU, UHUNOWERE, OGBAGU IHEAKPU AWKA, AJUONA IHEAKPU AWKA, AMEBO IBAGWA EZEMA IBAGWA, NCHARA ISI AGU IBAGWA NKALAGU OBUKPA, ITCHI UWELU, ITCHI UWANI, OBAKA UNADU, UNADU ALOR AGU	16 WARDS

Source: Min. Human Capital and Poverty Reduction 2017

5.3.1. Criteria for employment into N-Power Programme

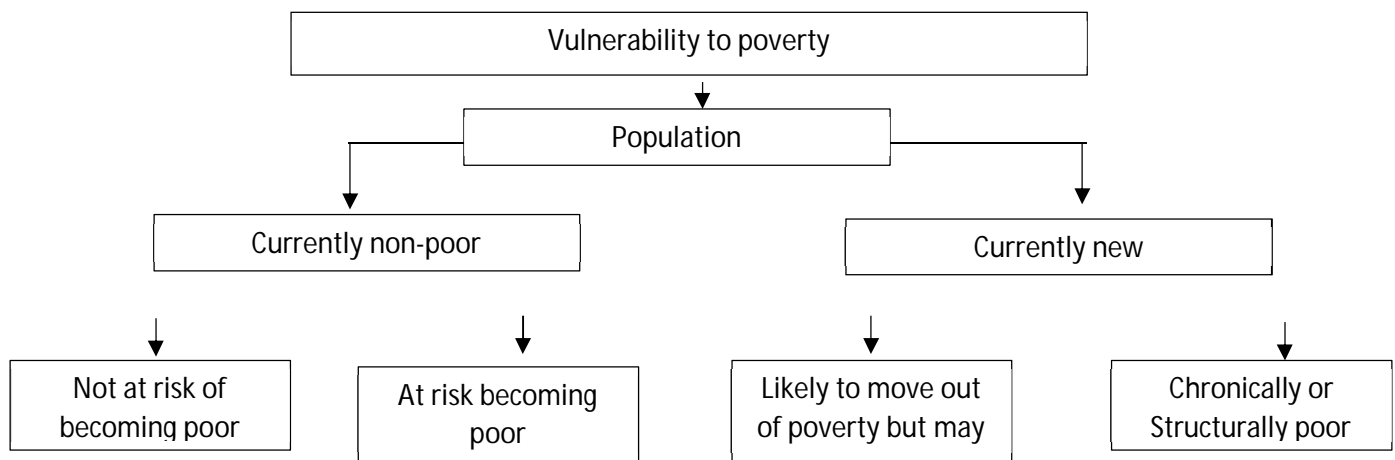
1. Age: the applicant must not be less than 18years and not more than 35years of age.
2. Qualification: all applicant must be a graduate, that is B.SC or HND with specialization in different filed.

3. Test or attitude test. The applicant need to meet up with the minimum pass requirement and other required qualities.
4. The applicant must be willing to serve or be deployed in his\her community or push him\her interest beyond his or her comfort zone to develop all the skills needed to be the best

5.4. Concepts of Poverty and Vulnerability

The concepts of poverty and venerability have come to stay in welfare discourse. Though, the two are interrelated, they do not necessarily mean the same. While poverty is a static concept dealing with those that are poor at that point in time (i.e., analyzed at a point in time), vulnerability is a dynamic concept booking at about only those that are poor now but those are likely to become poor or more out of poverty at a future date. Hence poverty is an exante measure of conditions of living.

5.4.1. Different between poverty and vulnerability



Source: NNSSNP, Generic Manual (2016)

Poverty therefore, is a multidimensional social phenomena influences by a wide range of factors, therefore; poor people include lack of access to income earning and productive activities and to essential social services.

However, Copenhagen Declaration of 1995 shed more light on what really constitute poverty when it asserts that: Poverty has various manifestations including lack of income and productive resources sufficient to ensure sustainable livelihood it is characterized by hunger and malnutrition, ill health, limited or lack of access to education and other basic services, increase mortality from illness homelessness and inadequate housing, unsafe environments, social discrimination and exclusions.

According to Adejor (2006) poverty can be manifested in history, poverty of intellect and poverty of ideology. In any case the deprived are usually poor. There are sufficient income, inadequate food intake, lack of basic health care, education and skills, ignorant and fundamental human rights and access to information. In the content of this paper poverty is viewed as inability of one lacking supply of basic needs that is unable to afford basic needs for live sustainability.

5.5. Causes of Poverty and Unemployment in Nigeria. (a) Political Instability and (b) Social Environmental Unrest

Poverty breads fast where socio political and environmental unrest is prominent because of economic insecurity, According to Eliminado D. O. et al (2006)“Poverty can be reduced drastically if the prevailing social and political conditions are conducive for foreign investments”. Inflow of foreign investment cannot materialize in an environment of political and economic instability. According to Maduagwu (2000) officially Nigeria is politically an unstable country. As his paper put it — “from the far north where forces campaigning for sharia seems to have majority of the governors in agreement, the south-east where the outlawed Biafra currency has become a medium of exchange and where the Movement for Actualization of Sovereign State of Biafra (MASSOB) hold away, to the south-west where the Odua Peoples Congress

(OPC) had been championing a violent form of ethnic nationalism, right down to the Niger-Delta area where the youths are in a virtual state of rebellion restlessness and promising hell fire to oil prospecting companies”. The trend has been to pull away not to pull together till date. What all these means is that meaningful investment cannot hold, investors are not safe, according to an adage “money is coward it does not go where it is not safe”. Therefore, how can poverty not bread speedily irrespective of any government programme.

Other causes of poverty and unemployment which stems down development are: bad governance, low productivity, unemployment (because of low industrialization), high population growth rate without equitable means of sustenance from the economic plan, poor human resources development plan, poor educational system, poor rural and urban infrastructural facilities self-aggrandizement of stakeholders, etc.

5.6. Expected Output of CCT

- (i) Increase in primary school enrolment and retention up to JSS III.
- (ii) Increase in the access of the core poor to institutional health facilities.
- (iii) Promote increase in economic capital of the core poor.
- (iv) Increase in the number of small enterprises set up in the state.

Components of the CCT

CCT have three components namely:

- (I) MSA — Monthly Sustenance Allowance
- (II) BSG — Business Start-up Grant
- (III) Programme Implementation and Co-ordination (Programme Implementation Cost)

5.6.1. *Conditionalities for Enrolment into the CCT Programme*

The conditionalities for a household to be selected for CCT programme are

- i. Household must be extremely poor.
- ii. House must have children of school age i.e. primary 1 to JSS III
- iii. Household must have a trainable adult who will be trained in life sustaining venture.
- iv. Household not having a member who is salaried staff.
- v. Household not receiving benefit in kind or cash from any other pro-poor programme.

5.6.2. *Conditionalities for Programme Retention*

To increase the consumption of education and healthcare goods, the disbursement of funds in the scheme are conditional on selected households fulfilling series of conditions. These are as follows:

- i. Participants must ensure enrolment and retention of school age children into public schools for basic education (Primary One to JS III).
- ii. To ensure retention, at least 80% school attendance and a pass grade are considered necessary to be able to access transfer;
- iii. Trainable participants must attend training and show serious commitment and dedication in life and vocational skills, basic health and sanitation as available in the community;
- iv. Participants must ensure that their children under 5 years receive all Government free basic health programmes such as:
 - a. Vitamin A supplementation; and,
 - b. NPI Immunizations (Polio, measles, Meningitis, Tetanus, Tuberculosis, Yellow fever)

- v. Participants must accept the monthly savings arrangements under the scheme, as well as penalties.
- vi. Participants could accept membership of co-operative societies at the end of the training and receipt of grant.
- vii. Participant must access public institutional health facilities in their localities.

5.7 Challenges of Cash Transfers In Nigeria

The implementation of cash transfers in Nigeria has been challenged by some factors that have limited the achievement of its set objectives.

1. Limited institutional capacity: Nigeria government has been good in putting into public sector programmes, social intervention policies to alleviate the sufferings of the poorest poor and unemployed, but these programmes has been deprived the achievements of its objective due to poor reinforcement of allocation of financial resources human and material resources, poor network various levels of government to develop the policies towards the needs of its beneficiaries. A guidance note of 1st August, 2014 states that “institutional development in capacity building is the creation of reinforcement of network of organization to generate, allocate and use human, material (tools & infrastructures) and financial resources effectively to attain specific objectives on a sustainable basis. Hence inadequate capacity building limits the success of any social intervention programmes. Most of the poor citizens do not have access to financial institutions, post office services, banking facilities etc to receive their cash transfers directly, most at times the fund made available are misappropriated and enter into wrong hand.
2. Lack of effective monitoring and evaluation (M & E) system to support the cash transfer at all levels especially at the grass root level. There should be proper training of community development officers (DPO) on evaluation methods to enable them assess their adopted target methods.
3. Coordination and supervision of the various level coordinating units and officers (CUO). According to Holmes et al., (2011) inter-sectoral coordination is critical if cash transfer is to be successful. Concerted efforts and institutional incentives are often needed to improve coordination both horizontally and vertically at federal, state and local government poor.
4. Poor service delivery and infrastructure is another factor that makes cash transfers in Nigeria unsuccessful. Despite the billion of naira spent on social protection policies by the government, the human capital outcome is considered poor due to low health education and children deprivation especially for the poor in the country. Most of the government agencies e.g. NOA in charge of creating awareness at the local government level do not integrate and educate the masses on the programme objectives hence cash transfers are not targeted below poverty level (BPL)
5. Poor mechanism for accountability and transparency in the public sectors also affect cash transfer. The corrupt practices of public officials that are in charge of programme implementation limits its successes. Poor mechanism and infrastructure, insincerity may lead to biometric identification problems, that wrong beneficiaries will be receiving the fund. According to the Indian planning manual (2008) when wrong mechanisms are applied inclusion and exclusion errors will be much.
6. Data Capturing Problems. Biometric identification has been a serious barrier due to lack of knowledge of information technology on the part of beneficiaries. ICT errors can lead to poor targeting of CCT beneficiary and reduced number of N-power beneficiary. Many qualified N-power beneficiaries did not receive their entitlement due to wrong BVN and incorrect data capturing.

Low value of the cash transfer from the stand point of economic recession increasing the standard of living in the country a cash transfer of N5, 000 only cannot sustain a household of about four (4) in number, where a painter measure of garri is not less than one (1) thousand naira nor a graduate officer be sustained with thirty thousand (30) naira only. According to UNICEF briefing (2011) “a key challenge with the cash transfer programme currently unimplemented is that their value is low compared with household needs, especially in the context of increasing prices”.

This research is a case study type and more of descriptive research due to the nature and data involved in the survey process. It seeks to assess the implementation framework CCTs and N-Power the objectives so far achieved. The CCTs and the N-Power programme of the federal government are to alleviate poverty and vulnerability and create employment opportunities to its teeming population.

6. SOURCES OF DATA

The source of data was mainly secondary sources; journals, books, newspapers, government publication, monographs and mainly website publications. The primary data utilized was mainly oral interview, questions drafted by the researcher to the scheduled officers at the ministry of Human Capital Developed Poverty Reduction and Economic Planning Commission, Enugu as they are the case study area and candidates of N-Power CCTs programmes, to determine the framework for implementation, objectives and impact so far.

6.1. Instruments for Data Collection

The instrument for data collection was mainly the desk research (secondary), reading journals, government publication, websites publications, etc. A few written questions were drafted to enable the researcher to collect information from the scheduled officers of the MDAs and some beneficiaries during their orientation programmes.

6.2. Sampling Method

The sampling method was purposive. The researched decided to utilize this method in order to have a free hand to interview the officers responsible for the programme and the beneficiaries.

6.3. Sample Population

The sample population constitute only the schedule office from both MDA's, CCTs and N-power beneficiaries on training course of about nine hundred and eighty six(986) in number as thus.

Sample	Number of Population
Schedule Officers of MDAs	6
N-Power beneficiaries	80
CCTs beneficiaries	900
Total	986

6.4. Sample Size

The sample size was arrived at through Taro Yamani formula:

$$n = \frac{N}{1 + N(e)^2}$$

Where n = Sample size

N = Population = 986

e = Margin of error = 0.05

$$n = \frac{986}{1 + 986(0.05)^2} = \frac{986}{1 + 986(0.0025)}$$

$$\frac{986}{1 + 986(0.0025)} = \mathbf{287}$$

Sample Returned

Within the sampled size determine about thirty five (35) beneficiaries could not be captured for interview, therefore, the total number used for data analysis was two hundred and fifty two (252).

Quota/Sample group

Schedule Officers	6
N-Power beneficiaries	68
CCT beneficiaries	178
Total	252

3.7 Method of Analysis

The method of analysis was mainly theoretical, percentage frequency analysis and Chi-square statistical tool:

$$X^2 = \frac{\sum(O - E)^2}{E} \sim X^2(K - 1)df$$

Where O = Observe frequency

$$E = \text{Expected frequency} = \frac{1}{K} \times \frac{TR}{1}$$

K = Number of Classes (group value)

X² = Critical Value of Chi Square distribution

At K – 1 degree of freedom (level of significance = 5%)

7. DATA ANALYSIS AND FINDINGS

7.1. Data Presentation and Analysis

The data collected were presented on simple statistical tables of frequencies and percentages of responses and theoretical analysis.

7.1.1. Research Question

Research Question 1: The main Purpose of CCT and N-Power

However, from the literature reviewed and interview with the scheduled officers of MDAs the main purpose of this programme the CCT are to reduce poverty level of the poorest poor and the vulnerable in the society and the N-power, to give employment to the teeming population of the graduate unemployed youth. Also the programme provide health care and education to the poor, provide food and shelter, and financial assistance to poor household. The programme especially is aimed at breaking the visions circle of inter-generational poverty in the society.

Table 03 : The extent to which the programmes have achieved its purpose

The extent to which the programmes have achieved its purpose	Frequencies on no. of responses	% relative frequencies on no. of responses
To a very great extent	25	10
To a great extent	30	12
To a little extent	85	34

To no extent	102	40
I don't know	10	4
	252	100

Sources: Field Survey, 2017.

From the data presented on table 4.1, the purpose of CCT and N-Power; 10% of the total respondents is of the opinion that the programmes achieved the purpose to a very great extent, while 12% said to a great extent, 34% said to a little extent and 40% said the programme did not achieve its purpose, while 4% are of no opinion that they don't know, that is to say the programme from the data gathered did not achieved the purpose to a very great extent but to little extent and no extent.

Table 04 : The extent to which the ministries framework of implementation has been able to achieve the stated objectives.

The extent to which the programmes have achieved its purpose	Frequencies on no. of responses	% relative frequencies on no. of responses
To a very great extent	20	08
To a great extent	30	12
To a little extent	104	41
To no extent	90	36
I don't know	8	03
	252	100

Sources: Field Survey, 2017.

From the data presented on table 4.2, 8% of the respondents is of the opinion that the ministries set out framework did not achieve the set objectives to a very great extent and 12% said a great extent, while 41% said it has achieved the objectives to a little extent; 36% is of the opinion that the objective has been achieved to no extent and 3% said they framework. It therefore mean that the framework for implementation achieved the objectives so far to a little extent.

Research Question 2: The Impact of social intervention programmes on the livelihood of the vulnerable and the poorest poor in Enugu State

Table 5: The extent to which social intervention (safety nets) programme has improved livelihood of the vulnerable and poorest poor

The extent to which social intervention (safety nets) programme has improved livelihood of the vulnerable and poorest poor	No of responses	% frequencies on responses
To a very great extent	18	7
To a great extent	20	8
To a little extent	142	56
To no extent	60	24
I don't know	102	5
Total	252	100%

Sources: Field Survey, 2017.

From the data presented on research question 2, social intervention policies e.g N-Power and Conditional Cash Transfer have not improved the lives of the poorest poor and the unemployed to a great extent but to little extent with about 56% of

the total respondents and to no extent with about 24% of the respondent, only 7% and 8% said to very great extent and to great extent respectively while 5% said they don't know. Hence, more than 50% of the beneficiaries livelihood have not improved.

From the data present it means the impact is low. According to the statement of the scheduled officer the federal government targets 500,000 employees of which 200,000 were employed in 2016, Enugu state got about 6,856 candidate approved out of which 165 applicants were disqualified because of not meeting up with the verification criteria, Ebonyi state got over 2,500 candidates, Imo state got over 3,500 etc, Enugu state got the highest number in South-East Zone. Some of the candidates had BVN problems and others biometric registration problems and this was not successful. This year 2017, Enugu state registered over 51,000 candidates, of which approval and verification are not yet certified. From information gathered from the schedule officer Enugu State may not be given above 10,000 candidates, what happens to the remaining 41,000 candidates (Economic Planning Commission).

In the CCT Programme in 2013, Enugu State government were able to capture and train 900 trainable adults and heads of household from 10 (ten) local government out of which 9 (nine) adults were chosen from 10 communities and also paid ₦5,000 monthly steepens and ₦120,000 for business start-up grant (See appendix II). In the 2nd phase Six(6) local government is mapped out for the CCT with about 72 wards, see Table 2.1, Para 2.10B.

Further, from the data collected on both the official document and oral interview it was gathered and evident that so many factors like poor institutional capacity, poor mechanism for accountability and transparency, wrong bio-metrics identification, and many others, have limited the successful implementation of the national cash and N-Power programme in Enugu State and Nigeria at large, see para 2.15.

7.2. Framework For Implementation of The Programmes

From the desk research work carried out and the few questions raised for the schedule officers and candidates, it was found out that the federal government is in charge of the cash transfers and N-power program, they have coordinating offices and units in all the states and local government. The candidates applies direct on-line to N-power portal on web and they are only verified when the federal government unit send the list to them. The Federal Government approves the list of candidates for N-Power programme.

According to Mr. Francis, the schedule officer for N-power in Economic Planning Commission “we only verify the candidates based on the list of criteria sent to us by the federal unit. We also go to the various senatorial zones for verifications exercise.

The 1st phase of CCT is funded from the debt relief fund through UNICEF, World Bank and the Federal Government disbursed the fund to the state. In 2016 the federal government released ₦80 Billion naira and in this 2017 a projection ₦150 billion is mapped out for social intervention programme by Federal Government. Also the Planning Research & Statistics Officer - Ministry of Human capital Development and Poverty Reduction said six Local Government with about 72 wards has been selected by the state government for this second phase of Conditional Cash Transfer (CCT), see Table 2.1. Within the 1st phase, 900(nine hundred) heads of households from Ten local governments in Enugu State were beneficiaries (appendix III) and they were trained for various skills (appendix IV)

Table 06: Levels of operation/framework for implementation

Level of operation	Coordinating Units/Office	Officers in charge of Implementation
Federal	NASSCO (ministry of Labour & productivity)	SSA to the President on employment creation, Minister for Labour & productivity
State	SOCU/SCO	Focal Person (Executive Secretary various Commissioners, social Development Officers
LGA	CDO	Enumerators, NOA officials and social workers

Source: Field survey, 2017.

Also from the above table all the levels of government have coordinating office or unit with a focal person as the chairman of the programme in the state that is the Executive Secretary Commissioner. Each coordinating officer in each state and local government give account of what is going in his area, see paragraph 2.10 for more details on their responsibilities.

Table 07: Research Question 3- To what Extent could The Framework for the Implementation of the two programmes achieve the ministries’ objective

The extent to which the implementation framework achieved the stated objective	No of responses	% frequencies of responses
To a very great extent	28	11
To a great extent	20	8
To a little extent	120	48
To no extent	80	32
I don’t know	4	2
	252	100

Source: Field survey, 2017

Hypothesis Analysis

1. H_0 : The main purpose and mandate of the CCT and N-power programmes have not been achieved

The extent which the programmes has been achieved the purpose

Responses	Value	Frequencies	Relative Frequency (%)
To a very great extent	VGE = 5	25	10
To a great extent	GE = 4	30	12
To a little extent	LE = 3	85	34
To no extent	NE = 2	102	40
I don’t know	DK = 1	10	4
	TOTAL	252	100

Chi square stats = 130.02381

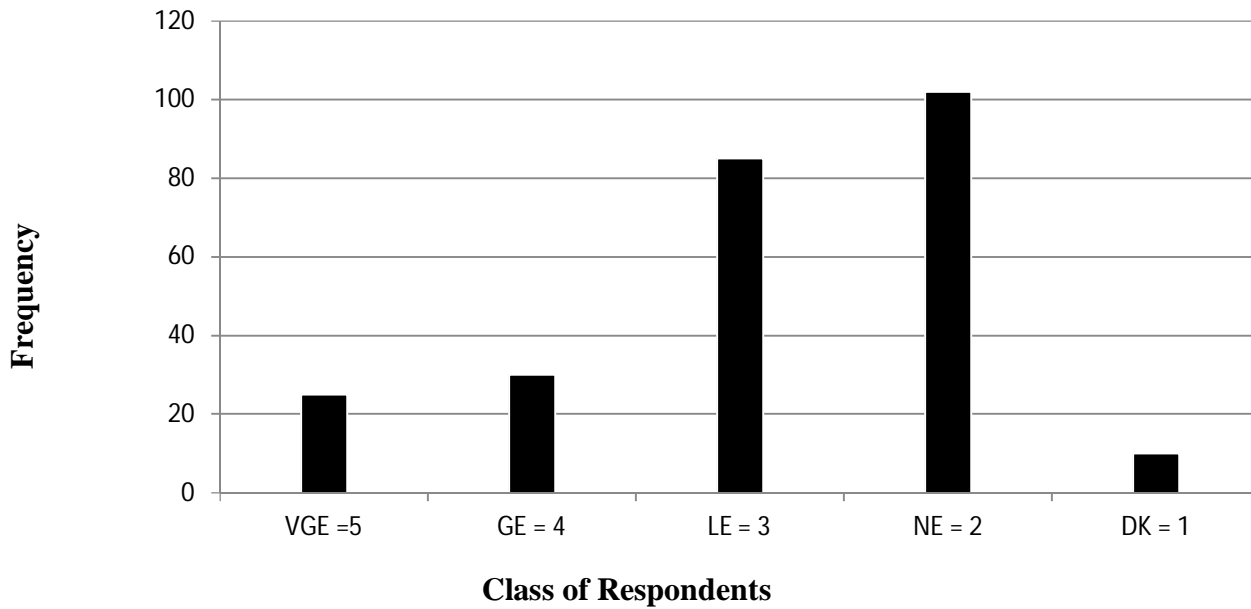
p-val = 0.00

Decision – Reject H_0

Conclusion - The programs has achieved the same purpose based on my sample

The Extent to which the programme has achieved its purpose

Frequency



7.3. Interpretation

From the analysis in testing whether purpose and mandate of the CCT and N-power was achieved the p-value was less than 5% level of significant indicating that the programme has achieved some of the purposes for which it was established and therefore the null hypothesis (H_0) was rejected and alternate hypothesis (H_1) was accepted.

2. H_0 :The social intervention programmes CCT and N-power have not helped meaningfully to reduce poverty and vulnerability in Enugu State

The extent the programme have meaningfully improved livelihood of the vulnerable and poorest poor

Responses	Value	Frequency	Relative Frequency (%)
To a very great extent	VGE = 5	18	7
To a great extent	GE = 4	20	8
To a little extent	LE = 3	142	56
To no extent	NE = 2	60	24
I don't know	DK = 1	102	5
Total	TOTAL	252	100%

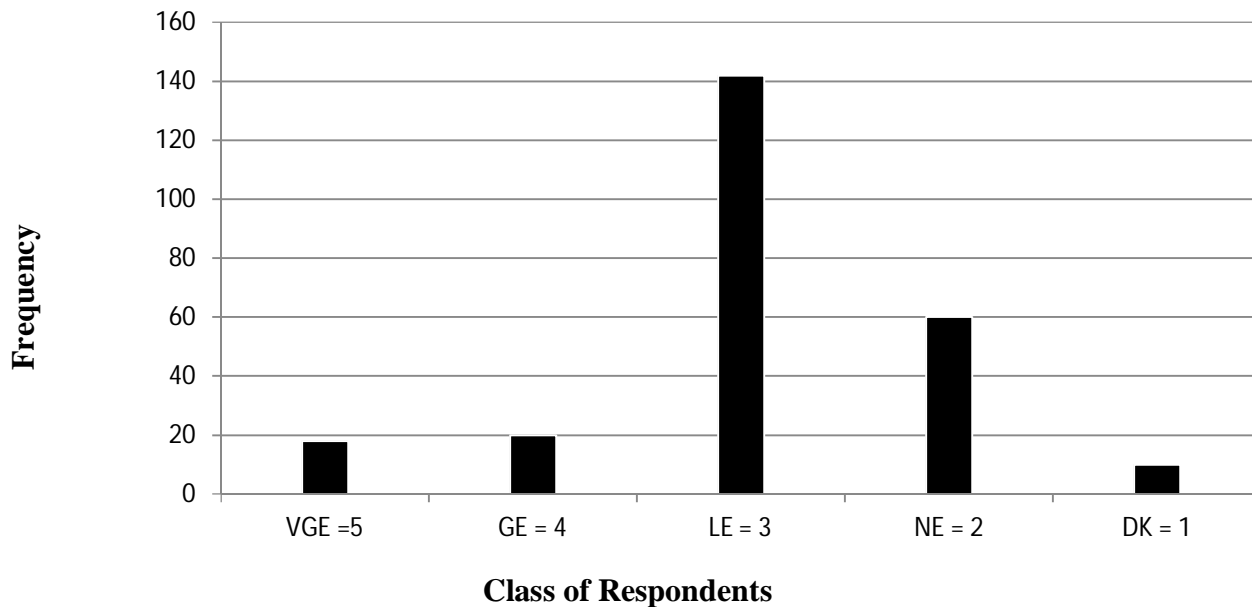
Chisquare stats = 236.73016

p-val = 0.00

Decision – Reject H_0

Conclusion - The social intervention programmes have meaningfully improved the standard of the poorest poor and vulnerability in Enugu State based on my sample.

The Extent the programme have meaningfully improved the livelihood of the vulnerable



7.4. Interpretation:

From the testing of $H_0 2$, the p-value is less than the 5% level of significance indicating that the programme have helped some beneficiaries to a little extent, even though by the raw or ordinary data collected it has not meaningfully reduced poverty and vulnerability considering the percentage level of beneficiaries to the entire population.

3. H_0 :The implementation framework of the programmes are not well developed to achieve the stated objective.

The extent to which the implementation framework has achieved the stated objective

Responses	Value	Frequency	Relative Frequency (%)
To a very great extent	VGE = 5	28	11
To a great extent	GE = 4	20	8
To a little extent	LE = 3	120	48
To no extent	NE = 2	80	32
I don't know	DK = 1	4	2
Total	TOTAL	252	100%

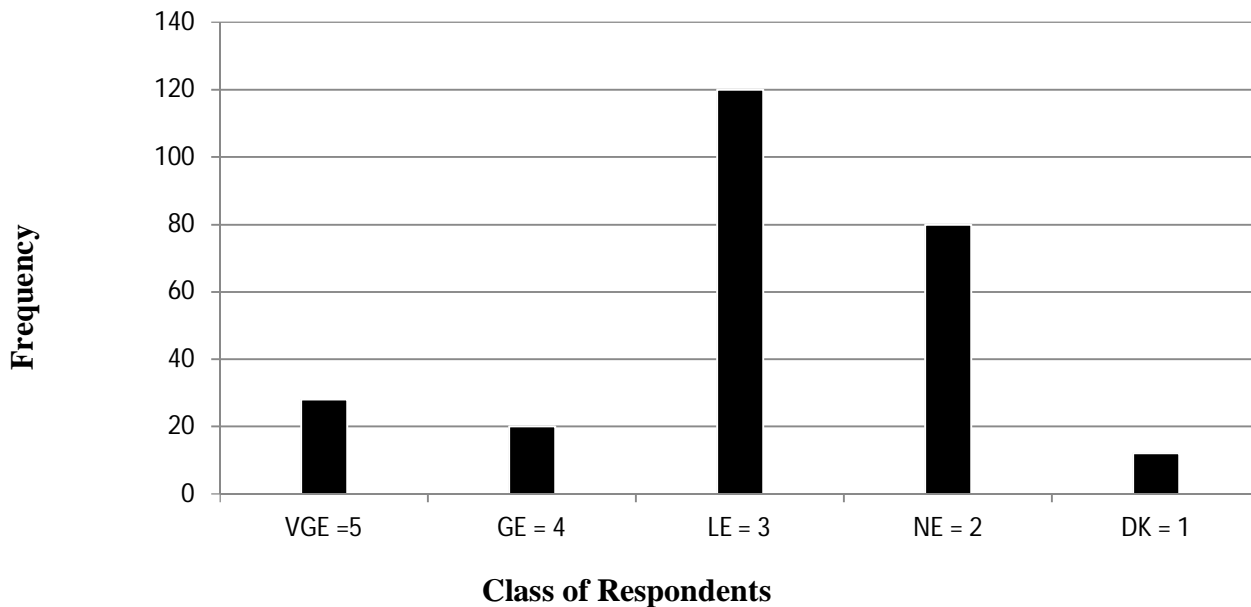
Chi square stats = 184.50792

p-val = 0.00

Decision – Reject H_0

Conclusion - The framework for implementation achieved the stated objective based on my sample

The Extent to which the framework for implementation achieved the state objective



Interpretation

From the calculated value (the p-value) is less than the 5% level of significant therefore the H_0 (null hypothesis) is rejected and the alternate hypothesis (H_1) is accepted indicating that the framework for implementation achieved some of the objectives for which it was established.

8. SUMMARY OF FINDINGS AND RECOMMENDATIONS

8.1. Summary of Findings

This study on the social intervention policies (Social Safety Nets) was made with a special attention to find out its purpose, the impact on the livelihood of poorest poor and the vulnerable. Equally assessing the framework for the implementation of the programme was not left out. The literature reviewed and field research made revealed that;

1. The purpose of the programmes was not achieved in a very great extent, though the mandates of the ministries in Enugu State by 34% and 40% of the respondents stating to a little extent and no extent respectively.
2. That the objective, set primarily to improve economic and social development of the poorest poor and unemployed youths, thereby achieving the Sustainable development Goals (SDGS) by reducing and eradicating poverty, vulnerability and unemployment hence increasing GNPP and per capital income of citizens have not improved the livelihood of the poorest poor , vulernable and unemployed youths in the society.
3. That despite the flamboyant framework for implementation, the National Cash transfer and N-power have not reduced poverty and unemployment. As at 2015 the ILO (International Labor Organization) is still rating the unemployment population of the country at 54.4%, and the target of 500,000 unemployed youths to be employed only 200,000 has been captured so far, and some stats like Balysle is yet to implement and deployed their quota. (Amina Yahaya, 2017).

In addition to some of these findings, it was x-rayed that a lot of challenges are depriving the programmes from achieving the set objectives like, limited institutional capacity, poor service delivery and infrastructural facilities, poor coordination and supervision, poor monitoring and evaluation techniques, Bio-metric problems, low value of the cash transfers, political and social crisis, e.g., Boko Haramattacks, etc.

8.2. Recommendations

Considering the data collected and literature reviewed in the course of this write-up the researcher has the following recommendations to prefer:

- (1) That the government (F.G.) should ensure proper bio-metric identification system so that the correct beneficiaries will receive cash transfers. Also enhanced institutional framework and capacity building in the second and third levels of government.
- (2) To improve the means of livelihood of the poor, the vulnerable and the unemployed the government should create enabling factors by provision and improvement of the following:
 - (a) Increased value of the cash transfer, whether conditional or unconditional due to high standard of living;
 - (b) Improved co-ordination and supervision of the various levels of government activities on National Cash Transfer;
 - (c) Improved institutional capacity by reinforcement and enhancement of resources financial and human resources, good networks of roads, communication and power supply;
 - (d) Improved service delivery to ensure a result oriented programme;
 - (e) Improved monitoring and evaluation (M&E).
- (3) The framework for implementation should be reviewed to integrate the beneficiaries' representative especially, on the process of targeting. Hence the Community Based Targeting Method should not only include the Local government Chairman, enumerates and Traditional Chief but also the beneficiaries representative. CCT should be targeted below poverty line (BPL) to avoid large scale exclusion an inclusion, errors, that is to say, improved mechanism for targeting beneficiaries. The state government should be given some responsibilities of employing the N-power candidate according to their needs.

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