

Public Policy Implementation and Government Intervention Schemes in Nigeria: A Participatory Human Capital Development Approach

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ABSTRACT

No doubt, effective public policy intervention scheme is a function of its human capitals (HCs), governance, implementation-strategies, and the impact it has on the citizens. However, the continuous neglect of the HCs-capability-based approach in the various communities and villages informed the need for this paper. With obvious mis-match between HCD/food security indicators and the general development needs in various past policy design/ interventions schemes, this paper proposes a conceptual model that would help bridge the gap between policy intervention schemes, and the actual human capital development needs of the people. Findings revealed that Local community-driven human capital interventions (LCHCIs) based on citizen and community participation remains indispensable in the fight against hunger and sustainable development. Based on the entire assessment of the scheme (policy) performance and outcome, it is safe to conclude that the food security programme has no significant impact on hunger reduction.

KEYWORDS: Public Policy, Implementation, Governance intervention scheme, human capitals, food security, Nigeria

INTRODUCTION

In recent times, the link between public policy implementation and government intervention schemes has been identified as a core component of the participatory development theory and human capital development (HCD) paradigm by scholars and practitioners in the field of public administration, public policy and development studies. The human development approach puts the improvements of people's lives as the central objective of development (Stewart, 2019). However, the success or failure of any public policy empowerment scheme and or intervention policies world over is a function of its human capital, governance, strategies and implementation and the impact it has on the citizens (Idike, et al., 2020). Scholars in the field of policy and development studies have linked public policy failure and or, success differently depending on the ideology of the regime in power, change of government

leading to discontinuity of policies, ineffective and corrupt political leadership, bureaucratic corruption, poor management, poor accountability, misappropriation of funds, the nature/complexity of the plan/ project, lack of proper project analysis, etc but neglecting the capability (human capital dimension) of government bureaucracy (the policy drivers or implementers) for a better understanding of the game in public policy implementation. Although, career bureaucrats are responsible for coordinating, monitoring and enforcing implementation activities (Jooji & Oguchi, 2017) of public policies in the various ministries and or/agencies of the government. However, the capabilities of government bureaucracy in terms of expertise, education, skill orientation and experience, determine to a large extent, the success or failure of implementation (Osawe, 2015; Ighodalo, 2018).

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Curiously, successive governments have been churning out policies after policies without taking the challenge posed by real policy-target-beneficiaries into account, especially the real farmers who are the target beneficiaries of the policies in the community. Both the bureaucrats (policy drivers) and the real farmers are suddenly ambushed by policies they know little about and are ill-equipped to support. Governments, armed by what they perceive to be the problem of Nigeria and the solutions thereof have implemented various kinds of policies; some are outright new policies whereas others are modified versions of existing ones. All of these have failed to launch Nigeria on the path of growth, development and sustainability due to lack of human capital capacity building and/ or human resources development.

Though previous studies like (Anger, 2010; Anyanwu, 2011; Ojo & Adebayo 2012) have appraised the performance of various food security policy programme for poverty reduction in Nigeria and other developing countries, but they have not empirically investigated the capability of the policy-target beneficiaries in the process of policy implementation in the remote communities of Abakaliki, Ebonyi State. The challenge is that the entire process of policy implementation particularly in the area of Agric-empowerment programmes is riddled with politics while the policy-drivers, professional and beneficiaries lacks the required access, capacity and training needed to succeed in the policy implementation process (Chukwuemeka, Ewuim, & Ukeje, 2020).

The process of achieving zero hunger and food security has remained a major concern of the Federal Ministry of Agriculture through its policies and programmes. Regrettably, in spite of the huge budgetary provision to the sector, only a few privileged individuals that benefit from the intervention scheme. How far has an agricultural expert involved in the policy of food security and what accounted for the failure of successive development reforms to achieve their objectives; especially as it relates to poor response to human resources planning and application in the policy-making process.

Notwithstanding, we have observed some intervention schemes policy design lacuna; the divorce between education of the policy-drivers and intervention schemes have eluded scholarly inquiry. Nigeria and her sub-unit entities such as states and

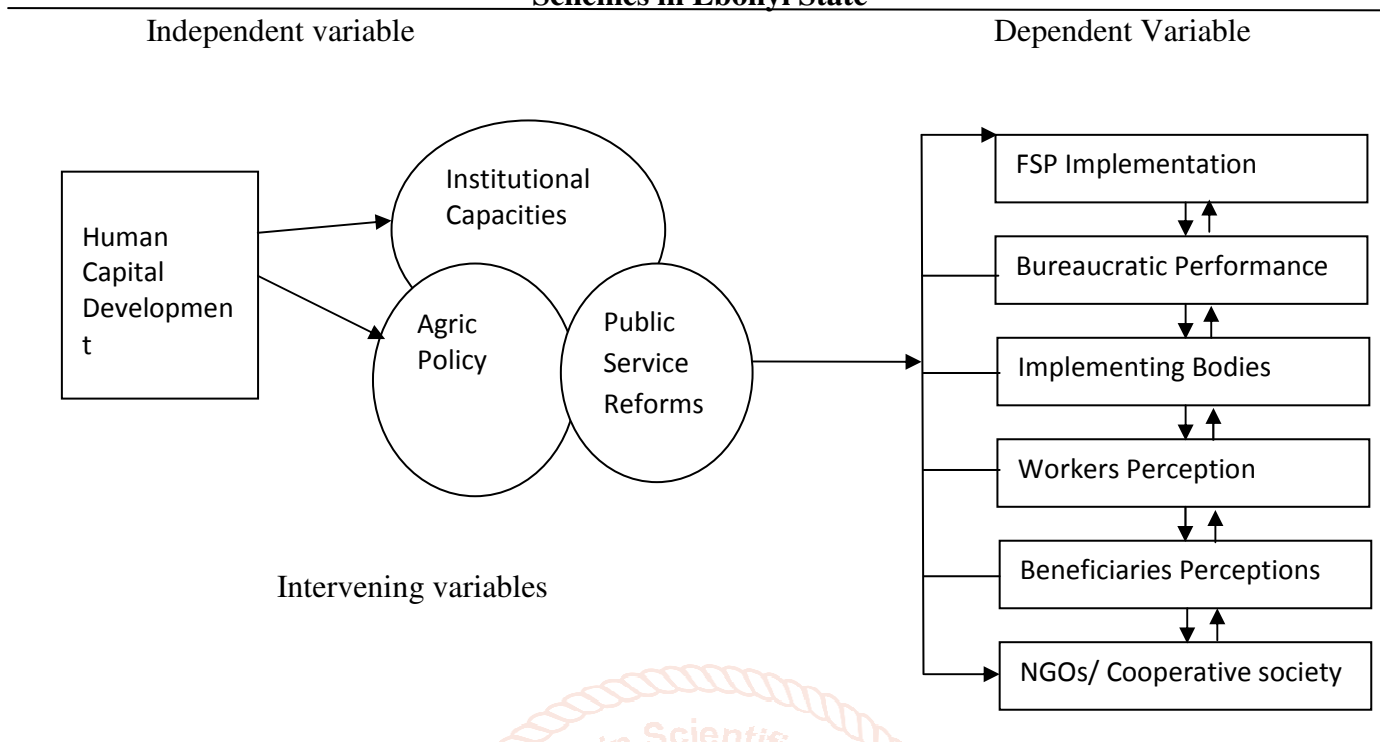
local government have more than less been quick to initiate intervention schemes and policy programmes to address hunger, poverty and related problems, without adequate consideration of some fundamental points bothering on implementation.

CONCEPTUAL DISCOURSE THE GAP BETWEEN FOOD SECURITY POLICY AND SUSTAINABLE AGRIC IMPLEMENTATION: THE EBONYI STATE EXPERIENCE

According to Conceição, Levine, Lipton, & Warren-Rodríguez, (2019), food security is a core component of the human development and capability paradigm, since food access and entitlements are critical for reinforcing essential human capabilities. It is therefore the ability and capability of the implementing Ministry and or agencies to raise the capacity of the citizens (real professional farmers) in a sustained and systematic approach to end rural poverty and hunger.

In the words of Armstrong (2009), organizations need to know how many people and what sort of people they should have to meet present and future business requirements. Human resource planning aims to ensure that the organisation has the number of people with the right skills needed to meet forecast requirements. However, recent studies have proved that lack of knowledge, competencies and skills by the policy implementers (human resources) affects policy outcomes and sustainability (Chukwuemeka, et al., 2020; Ozoya, 2016; Chukwuemeka, 2009. As graphically mentioned in figure 1, this study aims to ascertain how the knowledge and skill of the policy drivers (bureaucrats) has impacted the performance of Agric policy implementation in Ebonyi state, Nigeria.

Looking at the malaise in Ebonyi State Agric policy implementation, a conceptual model which links Public Policy Implementation and Government Intervention Schemes is used to test the level to which such variables impacts the overall performance of Agric policy implementation in a multicultural setting like Ebonyi State (see Figure 1). Despite several reforms in Ebonyi public service, little or no indices of sustainable development has been recorded in decades (Ukeje, et al., 2020c). Unfortunately, agric policy implementation practices in the state have been bedevilled by lots of human capital deficiencies and political influences in the selection processes. This has badly affected food security policy outcomes in the State.

Figure 1: A Conceptual Model linking Public Policy Implementation and Government Intervention Schemes in Ebonyi State

Source: Ukeje, I.O. (2021).

The analytical framework in figure 1 was used to analyse the relationship between Agric policy intervention, institutional capacity of the implementing ministry/ agency, empowerment schemes and their impact on policy implementation. Intervention is a people-centered development approach for positive change from participation of real target groups in policy initiation, implementation, monitoring, and evaluation processes (Ukeje, Ogbulu & Amaefula, 2020a). Importantly, the quality of the institutional capacity of any ministry or implementing agency will determine the types of reforms required aimed at correcting perceived problems and thereby strengthening the bureaucratic environment.

According to figure 1, agric policy reforms are attempts to correct the problems of food security and to strengthen the institutional capacity of the ministries/ implementing agencies through professionalism, accountability and transparency. However, this was not followed in the recent Agro-empowerment scheme's implementation due to the use of cooperative societies. Thus, factors such as food security policy implementation, bureaucratic/ institutional performance, characteristics of implementing bodies, dispositions of the policy drivers/ bureaucrats, perception of the target-groups/ beneficiaries and the civil society organizations are all dependent on human capital development (see figure 1 above). The conceptual model agrees with a recent study finding that the policy practice of Nigeria over time has not been able to address HC sustainable

development needs of the state (Idike et al., 2020) due to failure to conduct a purposeful Human Development (HD) impact assessment of previous development policies.

In figure 1, the study also tries to show the relationship institutional factors and policy implementation in EBSMoANRs policy implementation. It is therefore argued that the above factors and challenges in the policy implementation process such as politics (internal vs external), professional training/ knowledge of the scheme, project planning, human capital need assessment, eligibility criteria and human capital capabilities/ social competences can be mediated by the use of local-stakeholders and the adoption of a kind of Local Community-Based Food-security Intervention Mechanisms (LCBFsIMs) in the project communities. However, the question remains: do the policy target beneficiaries possess the needed knowledge, skill and competence in managing food security policies/interventions for enhanced policy performance and sustainability? (see figure 1). However, the integration of local community-based food-security intervention mechanisms is preferred as a better and result-oriented participatory governance/ approach that encourage strong synergy between the citizens and the implementing ministry/agency. More so, empowering local-public stakeholders in the project communities will enhance the policy outcome/ impact and sustainability of public services delivery in the agricultural sector.

IS HUMAN CAPITAL DEVELOPMENT A POLICY GAP IN NIGERIAN PUBLIC SERVICE?

In this paper, the conceptualization of human capital development, its components and targets is done within the context of Nigerian public sector administration and development. According to Idike, et al., (2019) and Chukwuemeka, et al., (2020), the Nigerian public service remains a central element in determining the success of every administration through sound policy reforms for enhanced service delivery and sustainability. The public service in developing countries over the years has been in the forefront of service delivery in achieving varied economic and socio-political development (Ukeje, et al., 2019) objectives. Importantly, the performance of public service reflects the developmental state of any nation and no nation has been able to develop beyond its public service. Nasir (2006) refers the public service as an agglomeration of all organisations that exists as part of government machinery for the delivery of quality services.

However, scholars in the field of public administration have not x-rayed the nature of governance practices and public policy implementation dynamics within the context of HCD and on determining the capabilities of the policy drivers (the bureaucrats) with the intension of ascertaining the factors that has challenged the process of transforming the service delivery platforms for the attainment of citizens wellbeing, satisfaction and development.

Human capital consists of the knowledge, skills and abilities of the people employed in an organization (Armstrong, 2009, p. 66). The term was originated by Schultz (1961) who elaborated his concept in 1981 as follows: 'Consider all human abilities to be either innate or acquired. Attributes ...which are valuable and can be augmented by appropriate investment will be human capital.' In this vein, human capital represents the human factor in the organization; the combined intelligence, skills and expertise that gives the organization its distinctive character. The human elements of the organization are those that are capable of learning, changing, innovating and providing the creative thrust which if properly motivated can ensure the long-term survival of the organization (Bontis, Dragonetti, Jacobsen & Roos, 1999) or institution.

By the nature of political leadership the government reaches the people through the organised agencies. Both political and bureaucratic leadership is required to accomplish the tasks for meeting needs and demands through proper utilisation of persons involved. Proper statistical documentation for realistic

planning and budgeting clearly demarcates governments of various nations. It requires the human capabilities to understand and act almost accurately in the most pre-emptive and responsive manner on matters of public interest.

According to Umahi (2019) the State government developed strategic plans for the economic growth and development of Ebonyi State. The State Government has a comprehensive action plan to develop the youths, women, farmers, public servants, entrepreneurs, artists, technicians, not only financially, but also mentally and morally to have something doing so as to bridge the gap between the rich and the poor thus promote self sufficiency and self reliance among the people. In his lecture delivered at the 59th founders day celebration of the University of Nigeria, Umahi posits that:

"...the State Government profiled 3,000 youths and women living in Ebonyi State trained and empowered them with a total of N750m grant to go into businesses of their choice; Government introduced street to skill empowerment programme for Ebonyi indigenes who are hawking in the streets of Lagos and major cities of the country and empowered the first batch of 520 youths and women drawn on equality of local government areas with N130m. Over 53,000 farmers are given government loan or inputs to go into farming on yearly basis. Since 2015, we have given to farmers and Civil Servants aid to farm in the sum of 12 billion Naira. Our target is that with average of N250,000 soft loan to each farmer and with the introduction of dry season farming, which makes for two farming seasons in a year, the farmers are cruising home with not less than N500,000 profit per annum, under the One-man-one-hectare policy of Ebonyi State Government. The widows in Ebonyi are not left out in the empowerment schemes as 4,300 poorest of the poor widows were profiled, trained on business management and empowered with Four Hundred Million, Three Hundred Thousand Naira (N 400,300,000.00) grant to assist them go into agric business. Government trained and empowered 5008 Pastors and clergy with the sum of Five Hundred Million, Eight Hundred Thousand Naira (N500,800,000.00) for them to have a second address through Agric-businesses. 403 Wives of Security officials posted to Ebonyi state from the different security outfits were trained on business management and were empowered with Eighty Million, Six Hundred Thousand Naira (N80,600,000.00) for Agric businesses" (Umahi, 2019, p. 6-21).

The HCD intervention efforts on the side of the civil servants revealed that the state government made huge investment in ensuring that the state is

transformed. In the words of Umahi (2019), “Civil Servants are not left out in our empowerment policy as we have profiled 10,000 Civil servants for training and empowerments to enable them go into farming. Over 2.7 billion has so far been rolled out as soft loan to the civil servants with a policy that every Friday is a work-free-day for the civil servants involved. We just approved another N500,000,000 to be released for Civil Servants and another N500,000,000 to be released for the youths and women under the Ebonyi State Stimulus Development Project (EB-SDP), and we expect a matching grant from the bank of Industry (BOI)”. Umahi (2019, p.20) further revealed that:

In this case, average of N500,000 and in some cases, N300,000 was accessed by these civil servants to invest in agriculture. It is hoped that this will encourage their fate in green collar jobs, instead of relying on the peanuts in the name of salary. Note that under empowerment and human capital Development, we emphasize training and retraining of entrepreneurs, technicians, craftsmen, farmers etc on business management, Agricultural best practice, mentorship programme for the youths and women. We have programme for the vulnerable Between now and the next three years, the state Government will raise 60,000 Millionaires through entrepreneurship development. Already, we have established Ebonyi State Stimulus Development Project (EB-SDP) which has profiled 5,000 youths and women for empowerment under this project. In conclusion, the most outstanding legacies our government will want to leave will be in lifting over 60,000 Ebonyians out of poverty with Profit and a Capital base of N1M each. This means that 60,000 Ebonyians will have a cash profit balance of 60Billion Naira by 2023.

Notably, the HC “state governance” approach and public service policy implementation characteristics here examines the political and administrative authority (leadership) of the government at all levels in managing her affairs and in addressing the most basic need of the citizens through a proactive policy initiatives engineered by the public bureaucracy (EBSMoANRs). It comprises the mechanisms and institutional platform, through which the government addresses the citizens and groups, articulate their interests, exercise their governance intentions through a citizens-centered approach in service delivery.

However, Obasanjo (2003) acknowledged that: “Nigerians have for too long felt short-changed by the quality of public services, which often are not delivered without “undue influence” or “inducements.” And those public offices in Nigeria have long been riddled with inefficiency and corruption and have become impediments to the

effective implementation of government policies. The foregoing shows the need for enhanced productivity in government public sector organisations and an efficient and effective governance institution that is poised with the mandate of ensuring that quality service is rendered to the citizens in a timely and sustainable manner (Idike, et al., 2019; Ukeje, et al., 2019).

Research in recent times shows that traces of inefficiency, bureaucratic injustices, ethical violations and low performance (productivity) in most public sector organisations and the need to re-engineer a service rebirth, as an institutional investment towards achieving global best practices in all government activities, ministries and establishment poses a serious challenge to the tenets of good governance in Nigerian federal structure and this has resulted in several agitations for state creation, revenue generation and control, equal participation of all in the management of our common resources; unemployment, political instability, bloated bureaucratic corruption, faulty institutional framework, weak state, insecurity, increase in crime wave and Boko Haram insurgency, etc point to failings in Nigeria’s faulty framework of governance and institutional management.

THEORETICAL FRAMEWORK

In this paper, the participatory development theory as propounded in works of (Fernado, 1995) was adopted. The participatory development theorists, seeks to engage local populations in development projects. Participation is a central element in the development of any nation, state or institution. Participatory development involves including people who are affected by development processes as planners and implementers and became very popular in the 1980s and 1990s as a response to globalisation and neoliberal development policies. It was inspired by the work of Robert Chambers who saw it as a way of overcoming the shortcomings of top-down development and the limitations of expert research and planning.

According to Cornwall (2002), participatory development has taken a variety of forms since it emerged in the 1970s, when it was introduced as an important part of the “basic needs approach” to development. Most manifestations of participatory development seek “to give the poor a part in initiatives designed for their benefit” in the hopes that development projects will be more sustainable and successful if local populations are engaged in the development process (Cornwall, 2002). It is the embodiment of the movement seeking to broaden the menu of development agenda. It comprises the

mechanisms and institutional platform, through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations and mediate their differences devoid of all kinds of restrictions in addressing their peculiar problem.

According to Oakley & Clegg, (1999) in his study on promoting participatory development as a strategy of poverty alleviation in Sub-Saharan Africa, argued that participatory development should be tailored to reach the poorest in the community and not merely to those groups on the margins who are in a better position to take advantage of such opportunities. As a result, there is a psychological differential or gap between government policy intentions and how the people perceive such interventions. This may be due to the fact that even in the process of decentralizing development activities, governments still end up creating another stratum of stakeholders- the stakeholders within the local stakeholders. This agrees with the assertion of "Expressive Interests" and democratic irrationality by Brennan & Lomasky (1993) that democratic policy is biased to favour "expressive interests" to the neglect of practical and "utilitarian considerations". The relevance from the perspective of the participatory development theory, is that engaging the right human capital in the entire process of project initiation and implementation enhances learning, skill development/ acquisition and sustainability of that very project or intervention.

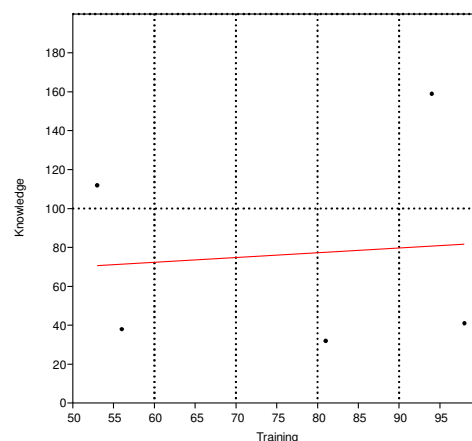
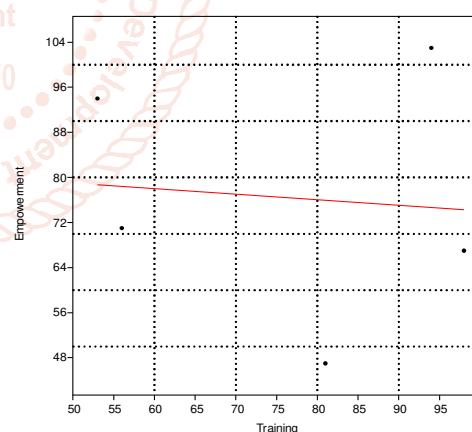
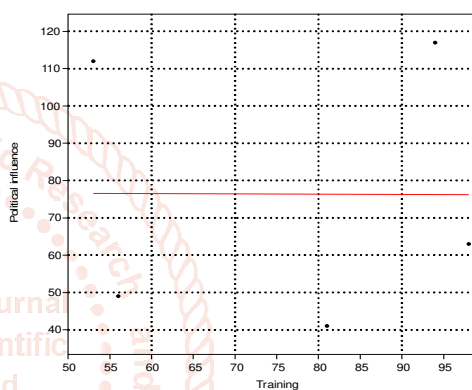
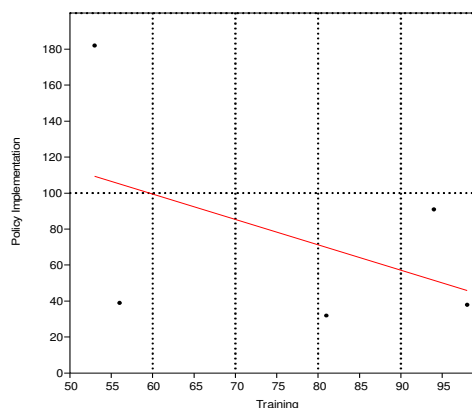
Thus, achieving inclusive participatory development and policy involvement through a proactive and result oriented HCD strategy has centred on enhancing a platform for effective and efficient institutional rules, in order to achieve equity, transparency, participation, responsiveness, accountability, and the rule of law. It will enhance the knowledge and skills necessary to deliver public services and manage sustainability challenges in policy implementation.

This leads to human development and the eradication of hunger since ineffective institutions usually result in the greatest harm to those who are poor and vulnerable. Pertinent to note that the institutional and human capacities for governance determine the way in which the effectiveness of public policies and strategies are attained, especially in local communities. Thus, improving the democratic quality of political engagement and enhancing participation of the citizens in the project community is a function of good and or sound governance (Farazmand, 2017).

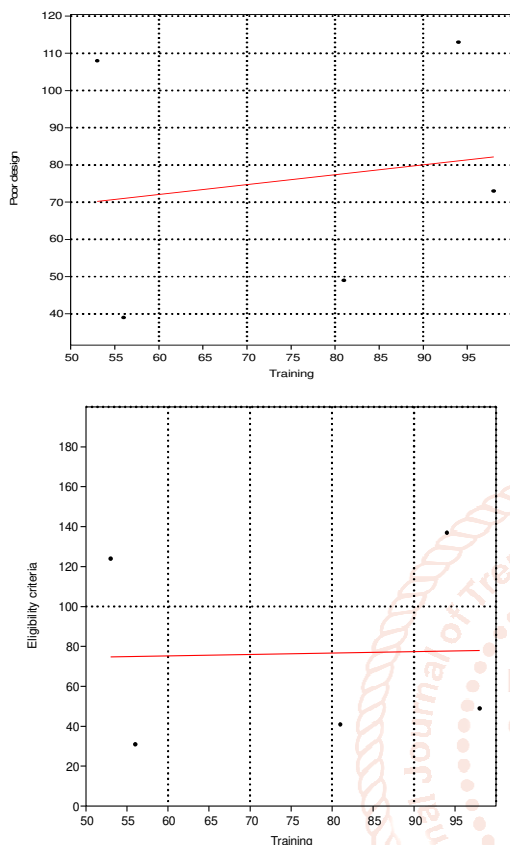
GRAPHICAL PRESENTATION OF THE RELATIONSHIP AMONG DEPENDENT VARIABLES

This section shows a graphical presentation of the relationship among dependent variables - Policy

Implementation, Capacity building, Planning, Education, Political influence, Empowerment, Knowledge, Selection process, Poor design and Eligibility criteria. To ascertain the centrality of training as our independent variable, we applied it against the backdrop of our dependent variables.



For the Dimension of policy intervention through HCD, results show that although as assumed, that training of human capitals is central to policy success anywhere in the world, results from tested data actually demonstrate inverse relationship between the hypothesized variable – Training and Policy Implementation.



Simply put, in the tables above, the human capital development component is lacking in the Agricultural policy-design of the studied intervention programmes of Ebonyi State government and its Agric implementing agencies. Specifically, as intervention increased in scope and number, HC Training opportunities as well as the quality of training attempts declined progressively. Government seemed to lose control and capacity as it took on more responsibilities. Also poor political will accounted for the decline in training opportunities; because of cost implications in the face of competing alternatives.

Thus, for a government with other priorities it deemed more important, such as infrastructural development, especially road constructions project, costly human capital development programmes simply became a distressing burden of which it had to be eased. Secondly, political interference marred the process a great deal. For example, interview reports showed that politicians hijacked most of the intervention programmes through proxy networking. Often, there were “government house list”, “House of Assembly lists” and such like. Such that the recorded history of training opportunities and participation was

high because even such training opportunities are opportunities for servicing network (Ukeje, 2021).

In the graph on the relationship between empowerment and Training, a downward sloping curve was observed with respect to level of real HC empowerment achieved per intervention. Again, poor training is implicated as beneficiaries are not well equipped to make the most of the intervention facilities. Of the approximately 10,000 civil servants who received loan facilities between 250,000 – 10,000,000 in 2018, three years down the line, official data reports less than 20% beneficiaries still doing business today. Worse still, a whopping 70% never established any business at all. Till date, apart from the deductions from their accounts for the repayment of the loans, government has no track of interaction with them (Ukeje, 2021).

Following empowerment challenges is knowledge deficiency among target beneficiaries. For example, of the about 30% who attempted to set up small businesses, just less than 20% is still surviving; less than 3 years after. Prominent among the reasons for the quick liquidation/ bankruptcy is ignorance of beneficiaries on the nature and demands of their business environment and the critical coping strategies/ skills necessary for survival. As the curve demonstrates, intervention survivability depends much on availability of and easy access to robust pieces of information and the ability for their strategic application. Feasibility efforts is one among the areas in high demand for survivability to be optimized. This needs to be aided, especially for “start ups”.

Next, we looked at the nature of the intervention programme in terms of design: the structure of the intervention, the content and built-in-safety nets that should plug unnecessary leakages and guard against collapse of intervention. An example of this is policy control such as establishing post-intervention mentorship/ supervisory components attempting to ensure that interventions are robustly utilized. As the curve indicates, government is doing relatively well in this area presently. For example, the BOI requires pro-forma invoices for all capital expenditure in place of releasing liquid cash to beneficiaries. Also, governments now emphasise formation of co-operatives and associations among beneficiaries. These bodies serve as informal control nerves for the government. However, challenge remains, relatively to establishing juristic, legitimate control, especially on borrowers who have exclusive right to applying the loan as well as the risk burden.

Finally, the result of the eligibility criteria curve has become a major albatross for most intervention programmes. It is hard to divorce government

interventions of primordial considerations like political gains derivable there from. Sadly, most interventions by government in corrupt developing nations are at best campaign strategies for next election rather than a genuine commitment to orchestrating development and alleviating suffering. There is usually observed overarching of politics and networking as the most potent force for eligibility criteria rather based on demonstrable competences among competing interests. Because of this, most governments interventions are still born dead on arrival. For example, when the BOI/EBSG Stimulus Development Project (EB-SDP) began, the banks demonstrating professionalism required applicant to produce and submit feasible, bankable business idea synthesized into business plan document.

For months, only few applications pulled through. As a result, people began to grudge against the government. Unfortunately, the 2019 election was around the corner and no politician would risk negative publicity. Thus, as soon as the government got mind of “frustration” put by the BOI and being a principal contributor to the loan pool (3 billion), it ordered the removal of the “frustrations” and the introduction of a more lenient measures that required just form-filling for one to qualify. This singular act of interference basterdised quality assessment that could have sieved through the dump of presentations to arrive at the most competitive among them. Again, training was demphasised with serious implications to policy execution and the attainment of sustainable human capital development in Ebonyi State.

PUBLIC POLICY IMPLEMENTATION AND GOVERNMENT INTERVENTION SCHEMES

The nature of food security and human capital development intervention programmes has been an issue of serious attention to various governments. According to Ata-Agboni & Nwanisobi (2019), successive Nigerian governments have launched various economic recovery plans aimed at boosting or reforming the economy. Among government intervention efforts include: the Operation Feed the Nation (OFN) of 1976 under the military government of General Olusegun Obasanjo; Shagari's Green Revolution of 1980; and Mass Mobilisation for Self Reliance, Social Justice, and Economic Recovery (MAMSER) in 1987 under President Babangida; Structural Adjustment Programme (SAP) in 1986. The Agricultural credit Quarantee Scheme (ACGS) in 1977; National Poverty Eradication Programme (NAPEP) in 1999; River Basin Development Authority (RBDA) of 1978; Rural Banking Scheme (RBS) of 1978; Directorate of Food, Roads, and Rural Infrastructure (DFRRI) of 1986; National

Agricultural Development Authority (NALDA) in (1991); National Economic Empowerment and Development Strategy (NEEDS); National, Special Programme on Food Security (NSPFS), the National Accelerated Food production Programmes (NAFPP) and the Directorate for Food, Roads and Rural Infrastructure (DFRRI). In the end, these programmes failed to address the social problems for which they were created. This agrees with the position of Akinnagbe and Olaolu (2016, p.1) that “in Nigeria, the documented agricultural policy has failed to establish a systematic focus on how to purposely prioritise agricultural development based on the identified components that constitute modern agriculture since 1988 when the policy document has been in existence”. This is because the policy failed to address how monitoring and evaluation could help in realizing the components in the policy. Arising from the problem of inefficient monitoring and evaluation of previous policy efforts by the government, a recent study on the practice of human capital intervention and public policy implementation in Nigeria revealed that in spite of laudable policy programs embarked upon by different governments, the genuine poor farmers with passion and significant years of experience were undeservedly excluded from the empowerment opportunities (Ukeje et al. 2020b) due to the nature of our politics and the institutional environment. This has made the attainment of policy goals difficult since effective provision and delivery of essential public services through implementation of government's programs and policies is the core object of public bureaucracy (Ukeje et al. 2019).

CONCLUSION

Human capital capability should be placed at the center of every agric policy-making/ intervention scheme. For agricultural transformation to be sustained in Ebonyi state in particular, and Nigeria in general, agric-policy interventions schemes and reforms should adopt a participatory development approach. Moreso, such empowerment scheme should be a continues one directed to pre-determined farmers with experience in the local villages through their village heads (leaders). In other words such opportunities should continue to be available even after state-government's effort in other to achieve not just the results but the sustainability of the entire process of the scheme, sustainability of the human resources (capitals) and the sustainability of outcomes after the end of that project.

The conceptual model/ analytical framework in figure 1 was used to analyse the relationship between Agric policy intervention, institutional capacity of the implementing ministry/ agency, empowerment

schemes and their impact on policy implementation. Importantly, the quality of the institutional capacity of any ministry or implementing agency will determine the types of reforms required aimed at correcting perceived problems and thereby strengthening the bureaucratic environment. According to the model, agric policy reforms are attempts to correct the problems of food security and to strengthen the institutional capacity of the ministries/ implementing agencies through professionalism, accountability and transparency.

However, this was not followed in the recent Agro-empowerment scheme's implementation due to the use of cooperative societies. Thus, factors such as food security policy implementation, bureaucratic/ institutional performance, characteristics of implementing bodies, dispositions of the policy drivers/ bureaucrats, perception of the target-groups/ beneficiaries and the civil society organizations are all dependent on human capital development. A conceptual model which links Public Policy Implementation and Government Intervention Schemes is used to test the level to which such variables impacts the overall performance of Agric policy implementation in a multicultural setting like Ebonyi State (see Figure 1 above).

Thus, sustainability of agric-empowerment here means the willingness and capability of the benefited target-group (beneficiaries) to provide necessary services and continue in that business (project) even after utilizing the state government's resources on the project. This no doubt, will position Nigeria agriculture sector in the path of sustainable food security and development.

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