OTHER FUNDS AND PROGRAMMES

UNITED NATIONS FUND FOR POPULATION ACTIVITIES

PROPOSED PROJECTS AND PROGRAMMES

Recommendation by the Executive Director

Assistance to the Government of Nigeria

Comprehensive population programme

Estimated UNFPA contribution: $17 300 000

Estimated value of the Government's contribution: $75 000 000

Duration: Five years (1981-1986)

Estimated starting date: July 1981

Executing Agencies:

United Nations
United Nations Economic Commission for Africa (ECA)
International Labour Organisation (ILO)
Food and Agriculture Organization (FAO)
United Nations Educational, Scientific and Cultural Organization (UNESCO)
World Health Organization (WHO)
United Nations Children's Fund (UNICEF)
UNFPA
Non-governmental organizations (NGOs)


1/ Including $1.8 million approved by the Governing Council at its twenty-seventh session (DP/FPA/11/Add.4).
I. Summary

1. Taking into account the recommendations of a needs assessment mission that visited Nigeria in February 1980, UNFPA proposes supporting a programme, in the amount of $17,300,002 over a five-year period, to assist the Government of Nigeria, a borderline country for UNFPA assistance, with various population activities. These include strengthening demographic data collection and analysis, improving population research and training, promoting population policy formulation and its incorporation into development planning, expanding the integrated maternal and child health and family planning programme, and population information, education, and communication activities, including projects for rural women. The programme would place special emphasis on developing manpower and on strengthening institutions with a view to establishing linkages between the Federal and State Governments that would facilitate national and regional planning. UNFPA assistance would support training (primarily within the country), institution-building, short- and long-term advisory services, seminars/workshops and research activities, some local costs, and expendable and non-expendable equipment.

II. Background

2. Nigeria is the most populous country in Africa. Estimates of the population vary widely. The most recent official Government estimate (1980) is 85 million, while the United Nations estimate for 1980 is 77 million. Population density nationwide is estimated by the United Nations at 83 persons per square kilometre, but the population is not evenly distributed. The per capita gross national product is estimated by the World Bank at $560 for 1978.

3. The United Nations estimates the annual natural growth rate at 3.2 per cent. Approximately 47.4 per cent of Nigerians are under 15 years old, and about 2.5 per cent are 65 or older. The gross reproduction rate is 3.4, the crude birth rate is just under 50 per thousand, and the crude death rate is 17.8 per thousand. Women in the childbearing ages of 15-49 account for 43.9 per cent of all women. The population is expected to double in approximately twenty-two years. Life expectancy in Nigeria is 45.9 years for males and 49.2 years for females. Official estimates indicate that infant mortality rates vary between 150-175 per thousand live births. It has also been estimated that more than half of all children die before reaching age six.

4. As early as June 1966, in the "Guidelines for the Second National Development Plan (1970-1974)", the Government expressed concern about the population growth rate and acknowledged the need to consider population matters, including spatial distribution, in conjunction with development issues. An official Government population policy statement made in 1970, part of the Second National Development Plan, underscored the complex and somewhat controversial nature of the population issue. While pointing out problems the country's demographic situation and high population growth rate could cause, it stressed Nigeria's resource base and development possibilities.

5. The Third National Development Plan (1975-1980) stated that, "the Government is not...leaving the problem of reducing the over-all fertility rate solely to the normal
process of social change". Without calling for any specific action, the Plan outlined five general population-related concerns: improvement of population data collection facilities and programmes; reduction of morbidity and mortality; encouragement of child spacing on a voluntary basis within the framework of national health programmes (especially the Basic Health Services Scheme); co-ordination of all existing maternal and child health/family planning projects, whatever the source of their funding, with national health programmes; and spatial redistribution of the population.

6. Since 1979, a strong framework for population-related activities has been established through the formation of a National Population Commission and a National Population Bureau. The National Population Commission, presided over by the Vice President, has power to: 1) undertake periodic enumerations of the population through censuses, sample surveys, or other means; 2) establish and maintain machinery for continuous and universal registration of births and deaths throughout the country; 3) advise the President on population problems; 4) publish and otherwise provide information and data on population to facilitate development planning; and 5) appoint and train, or arrange for the appointment and training of, enumerators or other staff of the Commission. The National Population Bureau, designated the executing arm of the Commission, will be responsible for undertaking these duties. It has branch offices in most States.

7. UNFPA assistance to Nigeria from 1970 through 1980, totalling about $4.4 million, has supported seventeen projects. UNFPA provided support in preparation for the 1973 population census and for the development of statistical services. UNFPA has also supported the University of Lagos in population studies and training and research in economic demography; the University of Ife in a study of laws related to population and family planning; population information, education, and communication activities; and a sample survey relating to migration. In June 1980, at its twenty-seventh session, the Governing Council approved UNFPA assistance in the amount of $1.8 million over a four-year period to support the development of a family health component, including MCH/FP services, within the Basic Health Services Scheme. 3/

8. Other assistance for population activities has been provided by bilateral agencies and international non-governmental organizations. The United States Agency for International Development (U.S. AID) is supporting a nutrition, health and fertility survey. In addition, U.S. AID is supporting a project in community-based distribution of health and family planning services. The Population Council has provided support for training and research in reproductive biomedicine and for a rural MCH/FP programme in Cross River State. The Association of Voluntary Sterilization is assisting the University College Hospital, Ibadan, in providing training in mini-laparotomy techniques and in an information and education campaign. Family Planning International Assistance has provided grants to the University of Ife for research and training in family planning and to a variety of religious and church-affiliated organizations for family planning-related services and commodities. The Ford Foundation has supported activities related to the Family Health Projects of the Institute of Child Health, University of Lagos. The International Planned Parenthood Federation provides contraceptives and funds for educational materials to the Planned Parenthood Federation of Nigeria, which has 16 clinics. The Pathfinder Fund has provided commodity grants to a number of universities, hospitals and clinics. The Government of Finland has provided assistance via UNICEF for a paediatric field service and training unit at

3/ DP/FPA/11/Add.4
Ahmadu Bello University Hospital at Malumfashi. The British Overseas Development Administration has provided grants to the Ahmadu Bello University and the Liverpool School of Tropical Medicine for a study of medical and family planning delivery systems in Nigeria.

9. The recommendations of the UNFPA-sponsored needs assessment mission, fielded to Nigeria in February 1980, fall broadly into two major areas: 1) promotion of awareness of the population factor in over-all national development and 2) training to create skills and self-reliance among all cadres of staff involved in the main population programme areas. In its report, it identified several priority areas for external assistance: 1) improvement of national capability in collection and analysis of demographic data and its utilization in development planning; 2) co-ordination of the various institutions concerned with population issues; 3) strengthening of MCH/FP services, especially within the context of the Basic Health Services Scheme, including training of health personnel, promotional and educational aspects of MCH/FP activities, and improvement of health statistics; and 4) promotion of awareness and understanding of population concepts as they relate to economic and social development.

III. The programme

10. The proposed UNFPA programme of assistance, which takes into account the findings and recommendations of the needs assessment mission, has been designed to help achieve two major long-term Government population objectives. The first is to increase the availability of reliable demographic data and the knowledge and understanding of population issues required for the population programme as well as for development planning. The second is to improve the Basic Health Services Scheme, including MCH/FP services, especially for mothers and children living in rural areas, as well as to strengthen the promotional aspects of the MCH/FP programme. The proposed UNFPA programme of assistance would consist of the following components:

Basic data collection and analysis

11. UNFPA proposes allocating a total of $4 million for four projects in the area of basic data collection and analysis:

12. National population and housing census. Nigeria is planning a national census for the second half of the present decade. UNFPA proposes to support preparatory activities for this census: training of staff at national and State levels, testing methodologies through experimental enumerations, and cartographic activities. UNFPA assistance would be approximately $1 million. The United Nations would be the Executing Agency.

13. Nigerian Fertility Survey. UNFPA has already approved $700,000 for the conduct of a national fertility survey, which would be undertaken within the framework of the World Fertility Survey. These funds would cover short-term technical assistance and some expendable equipment and local costs, with the bulk going for local training and survey activities. The Government and the International Statistical Institute (ISI) would be the Executing Agencies.

14. Nationwide vital statistics and civil registration system. With the assistance of regional advisers of the United Nations Economic Commission for Africa (ECA) on vital statistics and civil registration systems, the Government will formulate an
implementation plan, including the provision of long-term expert assistance to the National Population Bureau. Part of these funds would be used to organize workshops on vital statistics and civil registration for appropriate local, State, and Federal officials. The ECA would be the Executing Agency. UNFPA support would amount to approximately $2,000,000.

15. Computer management and training at the National Population Bureau. UNFPA has already approved $300,000 for assistance to the National Population Bureau for 1981-1982 to facilitate processing of population data. This assistance would allow re-configuration of the available computer hardware in order to increase the efficiency of the system, as well as provide staff training in systems analysis and programming, concentrated on-the-job training, and support the services of a systems manager and a training manager. The United Nations would be the Executing Agency.

Population dynamics

16. UNFPA proposes allocating a total of $1,650,000 for five projects in the area of population dynamics:

17. Establishment of a research unit in the National Population Bureau. This research unit would undertake and co-ordinate research on population questions, act as a clearinghouse for completed population research, and produce a "state of the art" report on population research in Nigeria. Proposed UNFPA assistance of approximately $800,000 would provide short-term consultancies, training and expendable and non-expendable equipment. The United Nations would be the Executing Agency.

18. Assistance to the Population Association of Nigeria. UNFPA proposes assisting this new Association with some of the initial aspects of operations and with publication of a professional journal that will help to fill the gap with respect to the publication of research findings. The UNFPA input would be approximately $100,000. UNFPA, in collaboration with the United Nations, would be the Executing Agency.

19. Building up research and teaching capacities of Nigerian universities. UNFPA proposes providing approximately $350,000 in support of demographic research and training at selected universities. UNFPA assistance would support short-term demographic advisers as well as training of Nigerian counterparts and cover some research costs. The United Nations Department of Technical Co-operation for Development and UNFPA will jointly execute the project.

20. Study of mortality incidence and trends. As earlier stated, paucity of demographic data makes it extremely difficult to derive reliable indices on the incidence of mortality or on mortality trends, especially infant and child mortality. To obtain these data it is proposed to carry out a study on mortality incidence and trends. UNFPA support to this study to be undertaken by Nigerian universities would be approximately $100,000. The United Nations and WHO would be the Executing Agencies.

21. Research on migration. Though they seriously affect the Government's social and economic programmes, both the Sahelian in-migration from Upper Volta and Niger and rural-urban migration within Nigeria are unquantified phenomena. UNFPA proposes allocating approximately $300,000 for two studies in this area. The first, to be part of a regional project undertaken in co-operation with the Governments of Niger...
and Upper Volta, would attempt to determine the nature and magnitude of the migration streams in this region of Africa. The second study would concentrate on internal movements in order to supply policymakers and planners with socio-economic and demographic data on the migrants as well as their reasons for migrating. This study would be a follow-up to the UNFPA-supported study on rural migration in twelve villages of southwestern Nigeria. Both of these proposed studies would enhance the country's understanding of the migration phenomena and provide useful inputs into policy decisions regarding regional planning and rural development. The studies would be made under the auspices of the Population Division of the Economic Commission for Africa, in co-operation with the Sahel Institute, the Council for the Development of Economic and Social Research in Africa (CODESRIA), and various Nigerian institutions.

Population policy formulation and development planning

22. UNFPA proposes allocating a total of $1.2 million for three projects in this area:

23. Establishment of a Federal Population Unit attached to the Central Planning Office of the Federal Ministry of National Planning. The main purpose of this Unit would be to study and build up awareness among the population of the relationships between population variables and development and the effects of development programmes on population. The Unit would be composed of a cadre of trained officers and would (1) analyse the causes and consequences of demographic phenomena; (2) work closely with the Central Planning Office's units responsible for the demographic implications of development plans; (3) co-ordinate the population-related work of various Federal ministries involved in development planning; (4) help strengthen the demographic and analytical capabilities of the Federal Ministries of Agriculture, Education, Health, etc.; and (5) report to the National Population Commission on population and development issues. UNFPA proposes to allocate approximately $500,000 to assist in establishing this Unit; this amount would support technical assistance in establishing the Unit and make it possible to train national officers at institutions within Nigeria or abroad. It is anticipated that national personnel and institutions would be utilized as much as possible in providing the required technical backstopping for the Unit's work. The Executing Agency would be UNFPA in collaboration with the United Nations and ILO.

24. Establishment of State population units. UNFPA proposes allocating an additional $500,000 to establish State population units which could provide linkages between the Federal Unit described above and planning units within the State governments. These units would be under the direction of the State Ministry of Economic Planning. They would hold a series of workshops for government officers at various levels to sensitize them and the general public to population/development issues. UNFPA assistance would cover short-term consultancies, secretarial expenses, and training. The Executing Agency would be UNFPA in collaboration with the United Nations and ILO.

25. Establishment of a Law and Population Review Panel within the Institute of Advanced Legal Studies of the University of Lagos. Establishment of this Panel is a first step towards enabling the Institute to investigate the effects of various laws on population-related matters such as internal and international migration, the use of contraception, sterilization, marriage, property ownership, town planning, ...
income distribution, etc. and make recommendations to the newly instituted Law Reform Commission. These activities would build on previous work done in the law and population field. The Panel, which would be composed of lawyers, university and Government officials, and academic demographers, would assign areas of priority for investigation. UNFPA assistance of approximately $200,000 would cover some of the costs of setting up this Panel and make possible various research studies. The University of Lagos would take over financial responsibility for the work of the Panel on a phased schedule. The project would be executed by the Government.

Maternal and child health and family planning

26. The Government is committed to integrating MCH/FP services into the Basic Health Services Scheme. UNFPA is already actively supporting the Government's activities in these areas.

27. However, MCH/FP services suffer from various constraints to expansion: a lack of trained professional and para-professional personnel, difficulties in distribution and provision of drugs, vaccines, contraceptives and medical equipment; deficiencies in data collection, planning, supervision, management and administration; and a shortage of adequate clinical facilities, especially in the rural areas.

28. In view of these constraints, UNFPA would support a programme which, phased in over the next four years, is expected to greatly improve and strengthen the Government's MCH/FP activities under the over-all umbrella of the Basic Health Services Scheme. The Government's objectives are to improve maternal and child health and reduce infant mortality, by integrating MCH/FP within a comprehensive health service system; to carry out training in order to facilitate achievement of the objectives; and to co-ordinate State MCH/FP activities including the development of health information systems.

29. At its twenty-seventh session, the Governing Council approved UNFPA support in the amount of $1.8 million for the four-year period 1980-1983 to assist the Federal Government in developing a family health component within the Basic Health Services Scheme. The long-range objectives of this project are to improve maternal and child health and reduce infant mortality, and to assist the Federal Ministry of Health in institutionalizing the delivery of family health services through the Scheme while ensuring that MCH/FP services become a major, integrated component of the comprehensive national health programme. In addition, UNFPA continues to support the Niger and Sokoto State Rural Health Project, for which $750,000 in funds approved by UNFPA in previous years have been rephased to be incorporated into the programme for the period 1981-1983. UNFPA assistance to these activities, executed by UNFPA and WHO, mainly support technical assistance, in-service training of field personnel, and medical and contraceptive supplies. In addition to this ongoing assistance, UNFPA proposes $6.5 million in support of MCH/FP activities, which would consist of three new components:

30. **Expansion of MCH/FP projects at the State level.** While the Basic Health Services Scheme provides the framework for delivery of health care, State and local governments are responsible for actually implementing health care programmes. Previous State-level UNFPA-assisted projects such as the Cross River State Maternal and Child Health

4/ Ibid.
Project have developed service concepts which the Ministry of Health intends to expand to other States, and a project to this effect is now being formulated. Proposed UNFPA support, estimated at $1.5 million, would assist with co-ordination between the Federal and State governments and among other donor agencies. (It should be noted that a full expansion to all local administrative areas of the country would require large inputs from other donors and/or multi-bilateral arrangements). Executing Agencies, yet to be designated, may be UNFPA, UNICEF, and WHO.

31. Comprehensive training programme in family planning services provision within the context of maternal and child health services. Family planning is a component of the training given to health assistants and other aides who serve in the Basic Health Services Scheme throughout the country. However, family planning services will improve only if instructors training these personnel and supervisors of rural health services themselves receive more preparation for training in MCH/FP services provision. This project aims to provide such training in collaboration with one or more university training hospitals and/or through the State Ministries of Health. UNFPA assistance in the amount of approximately $1 million would support training of trainers, cover some costs of training of personnel responsible for delivery of family planning services provide some expendable and non-expendable equipment for use in training, and make available fellowships. Executing Agencies would include WHO, UNICEF, and non-governmental organizations.

32. Improving provision of contraceptives and related supplies. The needs assessment mission noted widespread shortages of medical supplies and contraceptives in Government and other non-profit clinics. This project is designed to simplify the method of ordering essential supplies and contraceptives for ongoing and future Government and non-governmental programmes. The Government intends to "bulk order" the essential supplies and contraceptives for all Government and non-governmental requirements and institute a system of contraceptive selection, storage and distribution. UNFPA assistance would amount to approximately $4 million, and the project would be executed jointly by UNFPA and UNICEF.

Population information, education and communication

33. The non-formal education sector in Nigeria is weak; various rural development and civic groups are active in this field, but little effort has been made to mobilize them for specific activities such as population education. In the area of population information, education and communication, UNFPA proposes assistance in the amount of $2,150,000 for five projects, including activities in the non-formal sector; curriculum development and introduction of population education in schools; and communication support for family planning programmes.

34. Support for the National Commission on the Development of Adult Education. The Government intends to set up this National Commission to promote non-formal education efforts, particularly in rural areas. This proposed project would assist the Commission's work by making an inventory of non-governmental organizations at the State and Federal levels that could benefit from a population education component and by organizing workshops on the integration of population education into ongoing activities. UNFPA proposes allocating approximately $1 million for this project in order to support technical assistance and a small cadre of local staff and to cover training and printing costs. UNESCO would be the Executing Agency.
35. Introducing population education to rural women through co-operatives. The Department of Agricultural Economics at the University of Ife and FAO have collaborated in studying the feasibility of introducing population education to rural women through co-operatives. UNFPA proposes allocating $250,000 to a project, still to be formulated, in this area. FAO would be the Executing Agency.

36. Strengthening population and family life education in home economics extension training. The Federal Department of Rural Development, the Home Economics Service, and the home economics sections of the various universities need help in strengthening their training and extension services with respect to population and family life education. UNFPA proposes allocating $250,000 to assist these institutions with research, curriculum development and teaching. FAO would be the Executing Agency.

37. Developing curricula and materials and integrating population education into teaching programmes of local institutions. The National Education Research Council within the Federal Ministry of Education has been mandated to co-ordinate the establishment of curriculum development centres at both Federal and State levels. UNFPA proposes supporting the Council in reviewing educational curricula and materials for population content, sensitizing State Ministries of Education and other related institutions to population issues, and initiating a programme to integrate population concepts into curricula and disseminate population education materials. UNFPA assistance totalling $400,000 would support international personnel; pre-project activities of national experts in curricula development; training and instructional materials development for the formulation of a comprehensive project of population education in schools; and audio-visual materials. UNESCO would be the Executing Agency.

38. Strengthening family planning education activities in the Federal and State Ministries of Health. The Department of Mass Communication in the University of Lagos, with UNFPA assistance, has developed motivational materials and communication techniques on a trial basis for family planning programmes. UNFPA now proposes supporting a project to build on this experience by developing motivational materials suitable for incorporation into the Basic Health Services Scheme and by providing training in motivational techniques for health personnel. The project would also establish liaison between Federal and State Ministries of Health in the promotion of family planning education. UNFPA assistance would be $250,000, and UNESCO and UNFPA would be the Executing Agencies.

39. The proposed UNFPA contribution for the five-year period 1981-1986, subject to the availability of funds, is as follows:

<table>
<thead>
<tr>
<th>Programme area</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Basic data collection and analysis</td>
<td>$4 000 000</td>
</tr>
<tr>
<td>Population dynamics</td>
<td>1 650 000</td>
</tr>
<tr>
<td>Population policy formulation and development planning</td>
<td>1 200 000</td>
</tr>
<tr>
<td>Maternal and child health and family planning</td>
<td>8 300 000</td>
</tr>
<tr>
<td>Population information, education, and communication</td>
<td>2 150 000</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>$17 300 000</strong></td>
</tr>
</tbody>
</table>

\[a/\] Including $1.8 million approved by the Governing Council at its twenty-seventh session.
40. The status of programme and project development as of February 1981 is as follows:

<table>
<thead>
<tr>
<th>Status</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Approved</td>
<td>$2,800,000</td>
</tr>
<tr>
<td>Pending</td>
<td>$1,303,000</td>
</tr>
<tr>
<td>Foreseen</td>
<td>$13,197,000</td>
</tr>
<tr>
<td>Grand Total</td>
<td>$17,300,000</td>
</tr>
</tbody>
</table>

IV. Recommendation

41. The Executive Director recommends that the Governing Council:

   (a) Approve the programme for Nigeria for the five-year period 1981-1986 in the total amount of $17,300,000, this amount including $1.8 million already approved by the Governing Council at its twenty-seventh session; and

   (b) Authorize the Executive Director to allocate the funds and to make the appropriate arrangements with the Government of Nigeria and with the Executing Agencies.