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UNFPA

UNITED NATIONS FUND FOR POPULATION ACTIVITIES

PROPOSED PROJECTS AND PROGRAMMES

Recommendation by the Executive Director

Assistance to the Government of Nigeria

Support for a comprehensive population programme

Proposed UNFPA assistance: \$13 million, of which \$10 million is to be committed from UNFPA's regular resources. If UNFPA's funding situation permits, the balance of up to \$3 million will be provided by UNFPA. If and to the extent this is not the case, UNFPA will seek to cover the shortfall from other sources, including multi-bilateral sources

Estimated value of the Government's contribution: To be determined

Duration: Five years

Estimated starting date: January 1987

Executing agencies: Government of Nigeria  
United Nations  
International Labour Organisation (ILO)  
United Nations Educational, Scientific and Cultural Organization (UNESCO)  
United Nations Children's Fund (UNICEF)  
Non-governmental organizations

Government co-ordinating agency: Federal Ministry of National Planning

## NIGERIA

Demographic facts

Population by sex		Population density (/sq. km.) .	103
Total (in 1000) .....	95,198	Average annual change	
Male (in 1000) .....	47,127	Population increase (in 1000)	3,629
Female (in 1000) .....	48,072	Births (in 1000) .....	5,265
Sex ratio (/100 females) .....	98.0	Deaths (in 1000) .....	1,636
Population in year 2000 (in 1000)	161,930	Net migration (in 1000) .....	0
Population by age group		Rate of annual change	
Age 0-14 (in 1000) .....	45,941	Population change total (%) .	3.49
Age 15-64 (in 1000) .....	46,951	Urban (%) .....	6.0
Age 65 + (in 1000) .....	2,306	Rural (%) .....	2.7
Age 0-14 (percentage) .....	48.3	Crude birth rate (/1000) ....	50.5
Age 15-64 (percentage) .....	49.3	Crude death rate (/1000) ....	15.7
Age 65 + (percentage) .....	2.4	Natural increase (/1000) ....	34.8
Age indicators		Net migration (/1000) .....	0.0
Median age .....	15.8	Fertility and mortality	
Dependency: age 0-14 .....	97.8	Total fertility rate .....	7.10
Dependency: age 65 + .....	4.9	Completed family size .....	n/a
Dependency: total .....	102.8	Gross reproduction rate .....	3.50
Youth: 15-24 (in 1000) .....	18,062	Net reproduction rate .....	2.60
Women: 15-49 (in 1000) .....	20,779	General fertility rate (/1000)	232
Urban-rural population		Child-woman ratio .....	n/a
Urban population (in 1000) ....	21,912	Infant mortality rate (/1000)	105
Rural population (in 1000) ....	73,287	Life expectancy: male .....	48.8
Per cent urban (%) .....	23.0	Life expectancy: female ....	52.2
Per cent rural (%) .....	77.0	Life expectancy: total .....	50.5
Agricultural population density		GNP per capita	
(/hectare of arable land) .....	1.46	(U.S. dollars, 1984) .....	730

Sources: Area and population density on arable land: derived from Food and Agriculture Organization of the United Nations, FAO Production Yearbook 1980; gross national product per capita: World Bank, World Development Report 1986; completed family size: Noreen Goldman and John Hobcraft, "Birth Histories", in Comparative Studies, No. 17 (International Statistical Institute: Voorburg), 1982; all other data: Population Division, United Nations Department of International Economic and Social Affairs, World Population Prospects, Estimates and Projections as Assessed in 1984 (United Nations publication, Sales No. E.86.XIII.3) - "population by sex" through "life expectancy: total" as of 1985-1990.

## I. SUMMARY

1. The United Nations Fund for Population Activities (UNFPA) proposes to support a comprehensive population programme in the amount of \$13 million over a five-year period, starting January 1987, to assist the Government of Nigeria to achieve its population and development objectives. Should resources not become available to UNFPA for the funding of the entire programme, UNFPA proposes to commit \$10 million from its regular resources. If UNFPA's funding situation permits, the balance of up to \$3 million will be provided by UNFPA. If and to the extent this is not possible, UNFPA will seek to cover the shortfall from other sources, including multi-bilateral sources.

2. The second programme has been developed primarily by the Nigerian Government in consultation with UNFPA and takes into account (a) the lessons learned from the implementation of the first country programme; (b) the national population policy and related sectoral plans of action; (c) the recommendations of UNFPA-funded missions to Nigeria on programme development, and technical backstopping and evaluation missions between 1981 and 1986; and (d) the findings and recommendation of the 1980 needs assessment mission. The proposed programmes of UNICEF, the World Bank and the United States Agency for International Development (USAID) have also been taken into account in formulating the second programme.

3. The long-term objectives of the proposed five-year programme are to assist the Government to implement its population policy and strengthen national expertise to ensure national self-sufficiency in policy implementation. The goal of the national population policy is to reduce population growth through all methods of voluntary family planning. This is to be achieved by improved access to information and services available to the population, the involvement of the private sector and non-governmental organizations, the improvement of the status and situation of women and an innovative participation of men in the programme.

4. All projects under the proposed programme, as in all UNFPA-assisted programmes, will be undertaken in accordance with the principles and objectives of the World Population Plan of Action, that is, population policies should be consistent with internationally and nationally recognized human rights of individual freedom, justice and the survival of national, regional and minority groups (para. 14 (d)), respect for human life is basic to all human societies (para. 14 (e)), and all couples and individuals have the basic right to decide freely and responsibly the number and spacing of their children and to have the information, education and means to do so (para. 14 (f)).

## II. BACKGROUND

5. Nigeria, with a land area of 923,768 square kilometres and an estimated population size of 95 million, is the most populous country in Africa and accounts for over half of the entire population of West Africa or one quarter of the whole continent. This population was further increased, during the oil-boom years of the mid 1970s, by a large influx of immigrants from neighbouring African States, thus causing problems of overcrowding in urban areas.

6. A feature of the population profile is the combination of high fertility, a total fertility rate of 6.0 (1985) and a population growth rate of 3.3 per cent (1985), which will cause the population to double in the next 21 years. Improved health services will induce a further decline in mortality rates and, with current fertility rates remaining constant or possibly rising, the total population will increase still further and the doubling period will be reduced. Recognizing the influence of population pressure on national development plans, the former and the present Governments, in accordance with the declaration of the Mexico World Population Plan of Action, initiated plans to formulate a national population policy to be incorporated in the 1987-1990 fifth national development plan. Former plans contained only statements on population and family planning but did not enunciate an explicit policy.

7. In 1985 a provisional consultative group on population and development published a blueprint entitled, "National policy on population and development for unity, progress and self-reliance". This comprehensive and multisectoral population policy envisages a socio-economic and demographic method for reducing fertility to enable the country to achieve its development objectives. This policy aims to achieve a lower population growth rate through a reduction of the total fertility rate from 6 to 4 by 1995 and a simultaneous reduction in the rate of natural population growth from the present 3.3 per cent to 2.5 per cent by 1995. The Government plans to increase the level of family planning acceptors from the current level of 2 per cent to 15 per cent by 1990. This policy also looks to a reduction in the rate of fertility and of population growth by increasing the minimum age at marriage from 15 to 18, the availability of family planning methods to all individuals of the reproductive age, including adolescents, through both the public and the private sectors, a vigorous population education campaign and the participation of a number of sectoral ministries in the programme. Some sectoral plans have been prepared while others are still being formulated. The document which was publicized and debated at the federal and state levels, was approved by the Council of Ministers in August 1986. It is anticipated that the policy will have been approved by the Council of States at the time of the Governing Council's present session. In 1985, the Government, for the first time, released approximately \$500,000 to finance the formulation of the national population programme. Funds were also included in the 1986 budget and, in 1987, both federal and state budgets contain provisions for family planning. It is against this background that the federal Government is seeking UNFPA assistance in the amount of \$13 million for the period 1987-1991.

### III. REVIEW OF UNFPA AND OTHER ASSISTANCE TO DATE

8. During the first country programme 1981-1985, UNFPA assisted Nigeria to (a) carry out the 1981-1982 national fertility survey; (b) conduct research on rural migration, law and population; (c) strengthen the National Population Bureau responsible for demographic data collection and census activities; (d) enable the National Educational Research Council to establish a population education curriculum development division; (e) assist the Federal Ministry of Health to establish a maternity and child health/family planning (MCH/FP) co-ordinating unit at the federal level; and (f) support MCH/FP activities in five states.

9. At its twenty-eighth session in 1981, the Governing Council approved UNFPA's first programme for Nigeria in the amount of \$17.3 million subject, however, to the review and reassessment of the UNFPA's 1982-1985 programme. Owing to UNFPA's financial constraints at the time, expenditures up to the end of 1981 amounted to only \$0.5 million. The balance of \$16.8 million was reduced to \$6.6 million in accordance with the review and reassessment. Eventually, expenditures for 1982-1985 amounted to only \$2.9 million and allocations for 1986 to only \$1.2 million. The balance of \$2.5 million against the amount as reduced in the review and reassessment is subsumed under the new country programme which is submitted in this document. The low implementation rate between 1981 and 1986 was due not only to the reduction in UNFPA's financial resources in the early 1980s, but also to the lack of a coherent national policy regarding population, to changes in administrative structures within Nigeria, to the illusion created by the economic buoyancy of the 1970s oil boom that the country had neither a population problem nor a need for external resources to implement its development programmes. The following paragraphs describe achievements and problem areas in the implementation of the first country programme.

#### Maternal and child health and family planning

10. UNFPA assistance, amounting to \$2,547,000 through 1986, was extended to three closely related projects: (a) establishment of a family health co-ordinating unit within the Federal Ministry of Health, (b) the introduction of MCH/FP techniques and the provision of equipment and supplies to rural centres in Niger State and (c) a similar project in Sokoto State.

11. The implementation of these three projects was uneven. On the positive side, a senior cadre of 109 service providers and administrators in five states was trained in advanced MCH/FP techniques and management and administrative functions and Schools of Health Technology were provided with trained staff and equipment. Of the 109, 34 were trained overseas of whom 24 were women and all 75 trained in Nigerian institutions were female. In addition, over 400 nurses, midwives, health assistants and traditional birth attendants were trained locally in routine MCH/FP practice and procedures. In one state it proved to be difficult to provide qualified candidates for advanced training but, generally, project execution at the state level was good. MCH/FP activities, however, were not well co-ordinated as the Ministry of Health did not establish an effective co-ordinating unit.

#### Basic data collection and analysis

12. Nigeria fertility survey. Under the World Fertility Survey programme, the national Nigerian fertility survey was carried out in 1980 by the National Population Commission in collaboration with the International Statistical Institute. A two-volume report was published in 1984 providing up-to-date information on fertility and other demographic variables. Interviews covered 8,684 households and 9,727 respondents using two separate schedules. The survey results played a key role in alerting the Government to the problems of rapid population growth. Subsequent analyses of the data have helped other UNFPA-assisted projects, such as an analysis of fertility indicators by state for use in the development of state population plans. Expenditure totalled \$690,488.

13. Assistance to computer management for demographic data processing and analysis. The objective was to increase the technical capabilities of the National Population Bureau staff in their understanding and use of electronic data-processing equipment and to analyse population data. The project, initiated in 1980, performed indifferently at the beginning because of the premature departure of the first resident expert. However with the arrival of another, in 1984, its training objectives were achieved in the following year. A cadre of staff capable of handling the equipment is now available but the current computer equipment is ineffective due to its age and a shortage of spare parts and adequate servicing. A project has been included in the second country programme which specifically addresses this equipment problem. Expenditure amounted to \$396,821. The United Nations was the executing agency.

14. Experimental civil registration and vital statistics. This is an ongoing phased project which started in four urban and rural local government areas in 1986. Vital registration has been found to be relatively satisfactory in some areas but will be improved further in the light of the experience acquired. The project will continue under the new programme. Expenditure totalled \$496,640. The United Nations was the executing agency.

#### Population policy formulation and population dynamics

15. Law and population. The objective of this study was to examine the laws relating to population issues and recommend revisions. An advisory panel was formed under the auspices of the Law Reform Commission and the National Population Commission. A national workshop held in 1984 made recommendations on vital registration, raising the minimum age at marriage, changes in abortion legislation and other laws affecting the status of women, marriage, inheritance and fertility. The project and national workshop contributed considerably to the national population policy formulation process. Expenditure amounted to \$66,125 with the Government, a non-governmental organization and UNFPA as executing agencies. The workshop's report has been completed and awaits publication.

16. Rural migration and development. This study was carried out under the aegis of the Ford Foundation's project on population and development policy and research on migration in developing countries. UNFPA supported the costs of field work and the publication of the report. The study was completed in 1982 and published in 1986. Survey work was carried out in 12 villages of 4 states of south-western Nigeria where 9,674 respondents were interviewed. The study identified a number of policy issues and recommended how they might be solved. Expenditure totalled \$51,321. The Government and UNFPA were the executing agencies.

17. Development of population policy. The objective of this project, undertaken in conjunction with the World Bank and USAID, is the formulation of a national population policy and the establishment of an office to plan and co-ordinate population programmes. The project is progressing satisfactorily since it started in 1985. The policy document was ratified by the Council of Ministers in August 1986 and awaits ratification by the Council of State and Armed Forces Ruling Council. The Office has not yet been established but the Government has recently requested UNFPA to fund a project formulation mission. Expenditure totalled \$260,118. ILO is the executing agency.

Population information, education and communication

18. Population education in the formal sector. The objective of the project which started in 1983 was to prepare a population education curriculum for in- and out-of-school audiences, prepare teaching materials, train teachers and conduct population awareness seminars and workshops. Under the now completed first phase, progress in out-of-school activities was not up to expectations but the in-school programme has been very successful. A population education curriculum for secondary schools has been prepared and teaching materials formulated. A printing department has been set up and a population education division established and headed by an assistant director. Television and radio jingles and programmes are being developed and will be aired in the near future. The continuation of this project's next phase is part of the second country programme. Total expenditure amounted to \$487,278. UNESCO was the executing agency.

Other external assistance

19. Other multilateral assistance to Nigeria's population programme has taken the form of technical and financial support from the World Health Organization (WHO), the World Bank, UNICEF and UNDP. WHO has provided grants for health planning, training and research. UNICEF has been associated with an expanded programme of immunization, oral rehydration therapy and the nutrition, water and sanitation projects of the Federal Ministry of Health. The World Bank provided financial and technical support for the formulation of the national population policy and the development of plans of action. The Bank has also signed a 37 million naira loan agreement with the Nigerian Government to expand and improve primary health care services in Sokoto state. Negotiations are taking place to extend similar projects to other states. UNDP has supported health planning, the improvement of data-processing capabilities and the establishment of socio-economic data banks.

20. Working through more than 20 contractors, USAID's programme will strengthen family planning service delivery and management by training local advisory and managerial staff, providing medical equipment for family planning clinics and improving health statistics. In collaboration with UNFPA, USAID has also been supplying contraceptives to meet national needs. The Planned Parenthood Federation of Nigeria has been assisted by the Canadian International Development Agency.

IV. THE PROPOSED PROGRAMME, 1987-1991

21. The proposed programme has been formulated in the light of the experience gained from the first programme and has benefited from an external evaluation carried out by UNFPA in the MCH/FP sector. The programme includes MCH/FP projects, population information, education and communication (IEC) activities, the consolidation of population policy formulation, the establishment of co-ordination mechanisms, preparatory work for a population census including ongoing activities in the area of vital statistics and programmes of special relevance to the role of women in development. While the objectives of the national population policy may appear ambitious, the Government recognizes family planning as the main vehicle for achieving its objectives and is committed to strengthening the integration of

family planning service delivery into the primary health care system and through non-governmental organizations.

#### Maternal and child health and family planning

22. Support to nation-wide family planning based on primary health care. The objective of this proposed project is to assist the Government in its efforts to achieve the family planning programme objectives contained in the national population policy through the gradual expansion of family planning service delivery to all 304 local government authorities by 1991. It is planned to (a) increase the number of trained family planning staff, (b) equip all health schools in Nigeria with audio-visual and teaching aids for family planning, (c) increase the supply of contraceptives and medical equipment, (d) increase the number of family planning service points in each local government authority and (e) strengthen the management of family programmes by assigning four family planning co-ordinators in each of the country's four health zones. The project will be implemented by the Federal Ministry of Health through the four health zones and executed by state governments. The Planned Parenthood Federation of Nigeria and other non-governmental organizations will also take part in its execution. UNFPA proposes to allocate \$3.5 million to this nation-wide project.

#### Population information, education and communication

23. The Government proposes to pursue vigorous population information, education and communication programmes to inform the public of the consequences of rapid population growth. Steps have been taken to develop, gather and disseminate appropriate innovative population education messages to policy-makers, programme implementors, researchers, youth and the general public. The national population policy provides for the training of local officials in the teaching and dissemination of population education, the establishment of machinery at community level for sex and fertility education programmes and the setting up of committees to co-ordinate and monitor population education activities in the country. UNFPA assistance in the sum of \$2.5 million is being proposed to be divided as follows.

24. Comprehensive population education project, phase II. This project aims to consolidate the gains of the first project. Its principal objectives include: (a) strengthening the recently established Population Education Department at the National Education Research Centre; (b) training 4,000 secondary school teachers in the new population education curriculum; (c) informing school administrators, supervisors, key government officials and community leaders of the population education programme through a series of workshops; and (d) providing IEC materials making greater use of the public news media. UNFPA supported input totals \$1.2 million. UNESCO will be the executing agency.

25. Strengthening the Nigerian Educational Research Council clearing-house and information services in support of population education programme. This proposal is designed to supplement the population education project mentioned above. Its main objective is to provide a systematic and useful information flow to population education professionals to enable them to contribute to the strengthening and effective implementation of Nigeria's population education programme. UNFPA's input amounts to \$100,000. UNESCO will be the executing agency.



26. Teaching of population education in training institutions. UNFPA proposes to formulate a project to institutionalize the teaching of population education in teacher training institutes. A sum of \$500,000 has been set aside in the country programme for this purpose.

27. IEC in support of family planning services. This project aims to develop population/family planning materials and establish the mechanism for achieving an integrated co-ordinated programme to support family planning activities in four health zones in a "learning-by-doing" process. UNFPA inputs will cover technical assistance, travel, sub-contracts, grants to institutions, training and equipment. The requested contribution totals \$700,000 if UNFPA's funding situation permits. UNESCO will be the executing agency.

#### Basic data collection and analysis

28. Compared to other countries of the region. Nigeria has an inadequate national demographic data base. Since the 1963 population census, attempts to conduct another census have failed for a variety of political, technical and administrative reasons. The federal Government has now decided to conduct another census before 1990 and attaches high priority to this project. Two projects are envisaged in the sector, the continuation of assistance to the vital statistics project and preparatory census activities. A contribution to the census enumeration is envisaged in conjunction with other donors but only if UNFPA financial situation permits. It is proposed to allocate \$5 million as follows.

29. National civil registration and vital statistics system. The major objective of this project is the instauration of an experimental compulsory birth and death registration system. This is an ongoing programme for which \$489,640 has been allocated. The next phase will include the implementation of a public education programme, trial of the planned registration system over a two-year period and the formulation of a phased programme of expansion. The total projected cost for the extension amounts to \$500,000. The executing agency would be the United Nations.

30. The National Population Bureau formulated two project proposals to strengthen its infrastructure and carry out census preparatory activities. The requested UNFPA input of \$2.2 million is to finance long- and short-term technical expertise, training and computer and related equipment. The Government's contribution will cover local costs, including salaries of local personnel. The first phase, 1987-1988, will ensure that the necessary facilities, skills, knowledge and climate of opinion have been established to enable the Government to announce a firm date for a national population census. Phase II will be the census itself. Funding for phase II is expected to come from a number of other sources including USAID and the World Bank. The estimated UNFPA input to this second phase is \$2.3 million if the funding situation permits. The entire programme is to be executed by the United Nations.

#### Population policy formulation

31. Establishment of the Office for Planning and Co-ordination of Population Programmes. The national population policy calls for the establishment of an

office for planning and co-ordination of population programmes within the existing administrative structure at the federal, state and local government levels. The major role of the Office will be to mobilize, harness and monitor all available resources for a national population programme, undertake activities to inform the general public of the interrelationship between population and development policies and programmes and work with national and international agencies engaged in population-related activities. It is proposed to staff the Office with highly qualified personnel who will be assisted by a number of short- and long-term consultants in the areas of family planning, IEC and women and youth. UNFPA-proposed inputs include technical assistance, information systems equipment and training. An innovative training component will provide internships for staff of the Office at both zonal and state levels and sabbatical studies in family planning evaluation at centres overseas. UNFPA proposes to contribute \$1 million but the executing agency has still to be determined.

#### Women, population and development

32. The draft national population policy recognizes the need to improve the status of women so as to lower fertility and population growth rates. It also includes a chapter on the responsibilities of men, including not fathering children after age 65, not permitting daughters to marry before age 18 and limiting births of women in high-risk groups. A variety of women's groups and women's co-operatives are active in the political and development arenas. Some of these groups have wide-ranging and high professional competence and have been active in the population policy formulation process and in lobbying for its adoption. A plan of action is being elaborated with UNFPA assistance, under which the National Committee on Women and Development, the Ministries of Social Development and Agriculture and concerned non-governmental organizations are being encouraged to become more active in population programmes. Some of the proposed activities include: (a) revising concepts and data collection techniques to ensure they provide accurate information on the situation of women in society; (b) supporting small-scale research projects on maternal mortality, the consequences of adolescent marriage and pregnancy, abortion and rural women's perception of their needs in health and other basic sectors; (c) drawing up a glossary of non-governmental organizations' staff activities and executing capacities; (d) establishing a support office for project development by non-governmental organizations within the National Committee to catalogue donor policies and procedures; (e) establishing a roster of non-governmental organizations project proposals and becoming the link between donors and non-governmental organizations; (f) initiating non-governmental organizations interest in family planning through study tours and attendance at appropriate conferences; and (g) providing seed money for non-governmental organizations' pilot projects in the four health zones. It is proposed that \$1 million be approved for activities in these areas. The executing agency is still to be determined, depending on the nature of projects to be formulated.

#### Monitoring and evaluation

33. UNFPA will continue to monitor the projects through the already established mechanisms. It will also rely on periodic independent evaluations. All projects will have built-in evaluation as an integral component. Furthermore, various

aspects of ongoing projects, particularly management and logistic support, have been emphasized and, where found weak, appropriate action has been taken and/or funds earmarked. The whole programme will be subjected to periodic country reviews to ascertain the progress made towards achieving the programme objectives mentioned in paragraph 3. In this connection, special attention will be paid to the co-ordinating role of the Office for Planning and Co-ordination of Population Programmes.

#### Financial summary

34. As indicated in paragraph 1, a programme of \$13 million is proposed, of which \$10 million will be committed from UNFPA's regular resources. This commitment of \$10 million will cover all projects with the exception of IEC support for family planning services and the second phase of the census preparatory activities. If UNFPA's funding situation permits, the balance of up to \$3 million will be provided by UNFPA. If and to the extent this is not possible, UNFPA will seek to cover the shortfall from other sources including multi-bilateral sources. The following table shows how the programme areas will accommodate these two levels of funding:

	<u>UNFPA regular resources</u> \$	<u>Other resources including multi- bilateral sources</u> \$	<u>Total</u> \$
Maternal and child health and family planning	3 500 000	-	3 500 000
Information, education and communication	1 800 000	700 000	2 500 000
Basic data collection and analysis	2 700 000	2 300 000	5 000 000
Population policy formulation	1 000 000	-	1 000 000
Women, population and development	1 000 000	-	1 000 000
Total	<u>10 000 000</u>	<u>3 000 000</u>	<u>13 000 000</u>

V. RECOMMENDATION

35. The Executive Director recommends that the Governing Council:

(a) Approve the programme for Nigeria in the amount of \$13 million for five years;

(b) Authorize the Executive Director to commit an amount of \$10 million from UNFPA's regular resources;

(c) Further authorize the Executive Director to provide the balance of up to \$3 million from UNFPA's regular resources, if such resources are available. If and to the extent they are not, further authorize the Executive Director to seek to cover the shortfall from other sources, including multi-bilateral sources;

(d) Authorize the Executive Director to allocate the funds and make appropriate arrangements with the Government of Nigeria and with the executing agencies.

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