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POPULATION AND DEVELOPMENT POLICY PROGRAM

FINAL COUNTRY REPORT: NIGERIA

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Human Affairs Research Centers

2030 M Street, N.W. Washington, D.C. 20036

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SUMMARY

Nigeria's demographic and development characteristics, its international importance, especially in Africa, and the essentially "laissez-faire" attitude of the Government of Nigeria toward population-related issues, made Nigeria a priority country for a Battelle PDP core research project. Nigeria now has about one-quarter of the total population of sub-Saharan Africa and ranks as at least the tenth most populous country in the world. By African standards, it is already a relatively densely populated country. Population projections show that Nigeria's population will increase from the current 90-100 million to around 400 million by the year 2050, even if fertility begins declining immediately and reaches replacement level within 50 years. Should widespread fertility decline in Nigeria be delayed or, equally plausibly, should fertility rise (as has happened in Kenya) before it falls, Nigeria's future population growth can be expected to be much larger.

Nigeria's enormous oil revenues have enabled the country to undertake numerous large-scale industrial and infrastructural investments. Expenditures on educational expansion, especially at secondary and university levels, have also been substantial. However, the agricultural sector--which supports about 70 percent of the Nigerian population--has been neglected, food production has stagnated, and food imports have soared.

Perhaps partly because of the oil bonanza and what is generally expected (especially by Nigerians) to be a prosperous economic future, most of Nigeria's leaders do not perceive current and projected rapid population growth as a serious obstacle to achieving economic and social objectives. It has been the view of the National Population Commission--which has constitutional responsibility for advising the President of Nigeria on all population-related matters--that rapid population growth is not a major obstacle to socioeconomic development. The Nigerian Government is not hostile to family planning, but it has not committed itself to significant support of family planning, nor has it publicly endorsed the need to reduce fertility and slow population growth, although the Fourth Five-Year Plan (for 1981-86) for the first time states that rapid population growth is an impediment to optimum development.

Nigeria's cultural and political dimensions contribute to this absence of governmental attention to the role of demographic conditions in development and development planning. Ethnic divisions have long been a source of internal political strife. With the establishment of the Second Republic in October 1979 Nigeria committed itself to a constitutional democracy patterned on the U.S. system. This system reflects the pluralistic nature of the society and its competing ethnic groups. These cultural, ethnic and political aspects are important and sensitive. They have created havoc with past census efforts in Nigeria, and they will doubtless pervade all important future population-related initiatives in Nigeria.

These and other population-related issues in Nigeria are reviewed in Part I, where it is concluded that despite these sobering circumstances, there

is evidence that some government officials are receptive to a fuller and more systematic consideration of population-related issues, their implications, and possible policy options, and there are recent indications that the Government of Nigeria is also becoming more receptive to family planning.

The strategy underlying Battelle PDP efforts to respond to population policy research and dissemination needs in Nigeria are described in Part II. A core research project was developed in 1981 and implemented in 1982 by Nigeria's premier applied social science research institute, the Nigerian Institute for Social and Economic Research (NISER), located on the campus of the University of Ibadan. NISER researchers and researchers from three of Nigeria's leading universities reviewed and analyzed the policy aspects of ten major population-related topics. These included population data and projections for Nigeria, existing population-related policies in Nigeria, and analysis of relationships between population growth and educational goals, health care goals, food production, the environment, urbanization, housing and savings, investment, government expenditures and income distribution. The topics were first reviewed and discussed at a workshop in May 1982 attended by about a dozen researchers and an equal number of government officials serving as policy respondents and commentators. The papers were then presented at a national conference in August 1982 organized and hosted by NISER on the campus of the University of Ibadan. About 70 Nigerians participated in the symposium, including officials from the federal government and from 12 of the 19 state governments as well as representatives of Nigeria's lively news media (newspapers, radio and TV). The symposium participants endorsed numerous population and development-related recommendations, including the recommendation that the Government of Nigeria actively encourage and support agencies providing family planning services. The symposium Proceedings together with policy briefs were distributed to nearly 300 government officials and researchers throughout Nigeria.

This project brought together a large number of researchers and government officials to consider together relationships between rapid population growth and some serious development problems which federal and state planners are now confronting in Nigeria. It resulted in that group of professionals collectively publicly acknowledging the role of high fertility and rapid population growth in exacerbating existing developmental resource constraints, and calling for the articulation of an explicit national policy which would support and assist efforts to provide family planning services and to reduce Nigeria's birth rate.

Nigeria is a large, diverse and heterogeneous country with strong pro-natalist cultural traditions. The process of building an influential constituency supportive of family planning is just beginning. It would be very helpful if the National Population Commission would take the lead in building this pro-family planning constituency. Efforts should continue to be made to work with the National Population Commission, the research community, appropriate state and federal government officials, leaders in the private sector, the media and politicians to move the population policy formulation and implementation process forward, as rapidly and as effectively as possible.

INTRODUCTION

PDP Objectives

Foreign assistance funds are limited, and those that are allocated to a given country must be invested in activities and organizations that show the greatest promise of meeting country needs and fulfilling donor objectives. The design of effective development assistance programs for LDCs therefore requires thorough knowledge of the problems to be addressed, the social, cultural, economic, and demographic contexts, and the status of past and present efforts to find workable solutions.

The principal objective of Battelle's Population and Development Policy (PDP) Program was to assist selected LDCs to improve their population policies in the interest of promoting socioeconomic progress. To accomplish this objective, Battelle established subcontract agreements with LDC institutions for the conduct and dissemination of research designed to increase LDC leaders' awareness and understanding of relationships between population dynamics and socioeconomic development, and to clarify needs and options for the improvement of national population policies.

This document is one of a series of PDP Final Country Reports. Each report provides an account of the rationale, procedures, and outcomes for PDP activities in a given country. These reports have evolved through several stages. Following initial discussions among Battelle staff, indigenous researchers and policymakers, USAID Mission and AID/Washington officials, a draft country strategy was prepared. That initial strategy provided a rationale for the selection of research topics and collaborating institutions, as well as a description of relevant country background conditions. Over the course of PDP work, the country strategy was revised as necessary, reflecting additions to the original project scope, progress toward completion of scheduled activities and events, and newly acquired background information. This country report constitutes the final revision of the PDP strategy. It adds to previous versions the results of the research undertaken, the organization and outcomes of dissemination efforts, and the effects of these activities on policymakers' understanding of population and development relationships and on national population policies and programs.

These country reports are intended to serve several purposes. First, they give a concise description of each country's demographic and socioeconomic characteristics. Second, they summarize the current status of population policies and programs, and provide an inventory of indigenous organizational and human resources for work in population. Third, each report presents substantive and policy-related results of one or more research projects. Finally, these reports offer practical guidelines for increasing awareness of population issues and strengthening the linkages among researchers, policymakers, and planners.

- 1 -

Background to the PDP II Project in Nigeria

Nigeria is the most populous, the wealthiest and the most important country in sub-Saharan Africa. It has a population of about 100 million which is probably increasing by about three million annually. In the mid-1970s, in the wake of Nigeria's oil boom, Nigeria "graduated" from among those countries receiving direct bilateral USAID assistance, and the USAID Mission in Lagos was closed. However, Nigeria continues to be a country of great interest to the USAID program, and USAID is permitted to provide assistance through centrally-funded projects to non-Mission countries. Therefore, Nigeria became one of the priority countries to be included, if possible, in the PDP II project.

Chronological Overview of PDP II Activities in Nigeria

Initial PDP II exploratory visits were made by Battelle staff to Nigeria in late 1980 and early 1981. However, due to changing circumstances in Nigeria and in the PDP program, project activities only commenced during the third PDP II visit to Nigeria in September 1981 by Battelle staff members Kocher and Ebot, accompanied by Dr. Sara Seims of AID/Washington. During that visit it was determined that the most appropriate Nigerian institution for undertaking PDP II research and policy analysis activities was the Nigerian Institute for Social and Economic Research (NISER). NISER is Nigeria's premier applied social science research institute. During the September 1981 visit it was agreed that NISER would undertake the PDP core project, with Senior Research Fellow Dr. I.O. Orubuloye as project leader.

During a project design visit to NISER in November 1981, Dr. Ebot worked with Dr. Orubuloye and other NISER and University of Ibadan researchers to develop specific project components. Initially eight and later ten research review and policy analysis papers were included, most to be authored by NISER researchers, others to be written by faculty members from the Universities of Ibadan, Ife and Nsukka. A subcontract between Battelle and NISER was signed and work began early in 1982.

In February 1982 about 50 Nigerian researchers participated in a long-term research planning workshop at NISER. A committee was convened to review in detail the PDP project, and it recommended that the states of Oyo, Niger and Cross Rivers be selected as case study states for the project. Battelle staff members Kocher and Ebot participated in a second NISER PDP workshop during 24-25 May 1982. Twenty-five researchers and government officials discussed the proposed contents of the policy review/analysis papers.

The PDP symposium was held during 25-28 July 1983 (see section II-3). Revised versions of the papers were subsequently reproduced by NISER in a book-length symposium proceedings volume titled, Population and Development in Nigeria. NISER staff also produced a policy brief summarizing major issues and recommendations from each of the 10 papers. The symposium volume, policy briefs and periodic newsletters were all distributed to about 250 key government officials and researchers throughout Nigeria. The project was successfully concluded in March 1983.

I. BACKGROUND ON NIGERIA

1. Adequacy of Population and Development Information

Although Nigeria is sub-Saharan Africa's most populous and wealthiest country, its demographic data are among the most outdated and inadequate in Africa. Full censuses were conducted in Nigeria in 1953, 1962/63 and 1973. However, the 1973 census has been officially rejected as being unacceptably flawed and inaccurate. Widespread over- and under-enumeration apparently took place (some--perhaps most--of which was politically-motivated), so the 1963 census has continued to be the basis for almost all population estimates and projections. Nigeria's population in 1963, according to the census, was 55.7 million. After a long delay, field work for the World Fertility Survey was undertaken during the first half of 1982. A draft of the first WFS report became available in March 1983.

Despite the overall inadequacy of demographic data in Nigeria, during the past 20 years a number of relatively small-scale fertility surveys have been carried out in Nigeria, principally through support from the Population Council and the Rockefeller and Ford Foundations [as examples, see Caldwell and Caldwell (1981), Lesthaeghe, Page and Adegbola (1981), Orubuloye (1981) and Santow and Bracher (1981)]. In the absence of adequate estimates from census and national surveys, results of these studies provide an acceptable basis for fertility, mortality and population growth estimates for Nigeria, particularly for policy purposes (as is discussed at greater length below).

2. Population Characteristics and Trends

a. Overview:

Nigeria is the most populous, though not the largest, country in Africa. It is 923,766 square kilometers (355,669 square miles) in size, accounting for only 3 percent of Africa's total land surface. Its current population is estimated to be approximately 100 million, implying that about 20 percent of all Africans live in Nigeria and about 25 percent of all Africans south of the Sahara are Nigerians. Nigeria's population is about double that of Egypt (the second most populous country on the African continent) and perhaps triple that of Ethiopia which is the second most populous country in sub-Saharan Africa. Extending from the Atlantic coast in the Gulf of Guinea to the southern fringes of the Sahara Desert in the north, Nigeria is characterized by great physical, cultural, social and economic diversity. Figure 1 is a recent map of Nigeria showing the locations of Nigeria's 19 states as well as the area (Abuja) near the center of the country where the new Federal Capital is being built.

Figure 1. Map of Nigeria and its States

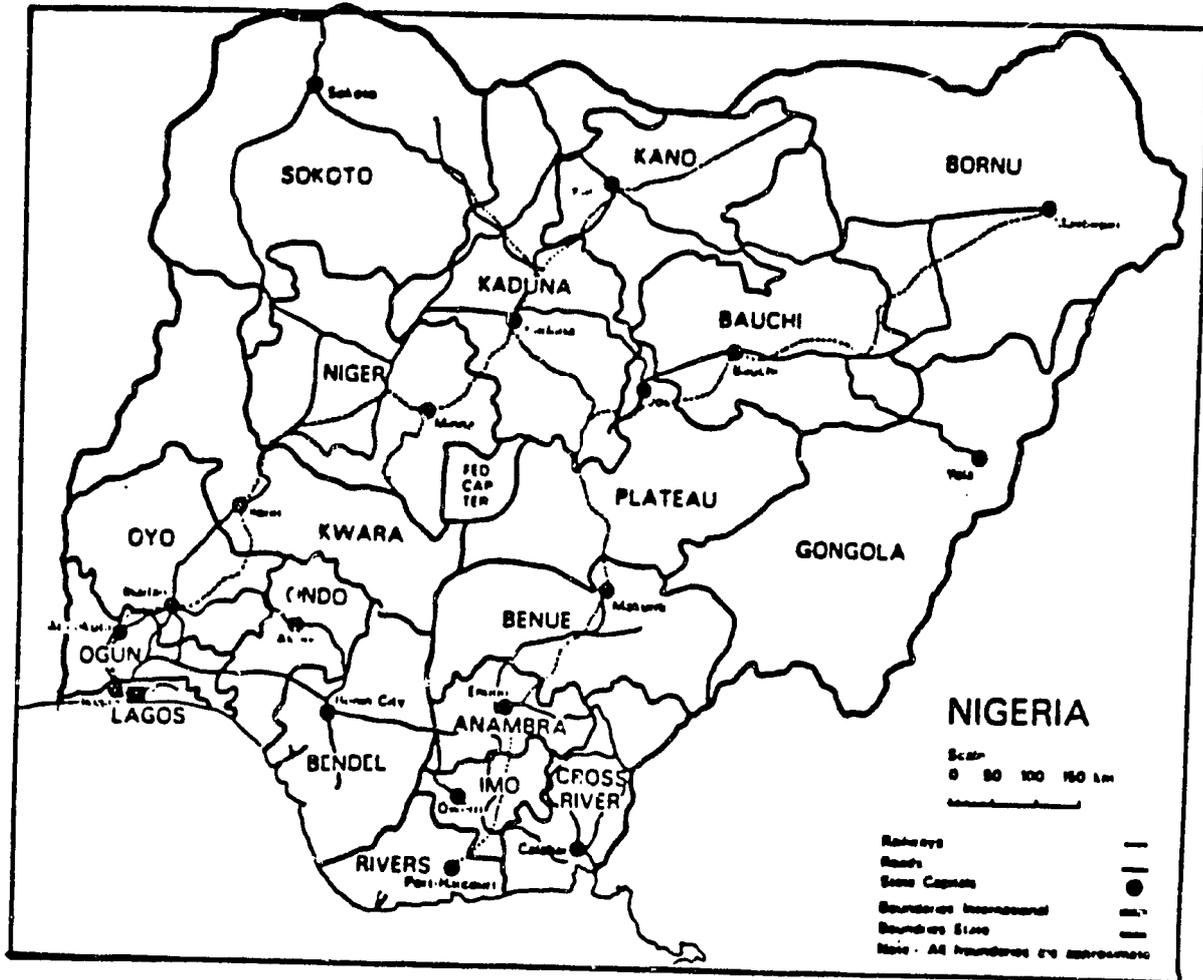


Figure 1. Map of Nigeria and its States

Source: United Nations, 1980, p.iv. (Report of Mission on Needs Assessment for Population Assistance, Report No. 38, New York: U.N. Fund for Population Activities, July 1980, ix + 142p.)

The Nigerian National Population Commission estimates that the population has been growing at about 2.5 percent annually since 1963. Other credible estimates suggest a current annual growth rate of 3 percent or higher. The U.S. Census Bureau estimates that the current crude birth rate (CBR) is about 50 per thousand and the crude death rate (CDR) is 22 per thousand, implying an annual rate of natural increase (RNI) of about 2.8 percent. The United Nations estimates a CBR of 50, a CDR of 18, and a RNI of 3.2 percent. Preliminary analyses of World Fertility Survey data reportedly indicate a total fertility rate of 5.6 and a crude birth rate of 52 per thousand. The population as of mid-1982 is officially estimated by the Government of Nigeria to be 91 million (consistent with an annual growth rate of 2.5 percent from 1963 to 1982). However, if the annual growth rate has averaged 3.0 percent during the period of 1963-82, the mid-1982 population would have been about 100 million.

Migration, both internal and international, is also of great demographic, economic and political significance to Nigeria. Adequate estimates of the magnitude and character of internal migration are unavailable. During the past decade, large numbers of West Africans have migrated to Nigeria in search of employment. This has been due primarily to the oil-fueled economic boom, but it has been aided by the prolonged depression of Ghana's economy (Ghana having previously been the principal destination of labor migrants in West Africa). In the wake of the severe recession which Nigeria has experienced during the past two years--and particularly the past six months--due to the world oil glut and declining oil prices, in January and February 1983 Nigeria expelled nearly all foreigners who did not have proper immigration documents. During a period of about two weeks an estimated two million people fled Nigeria; about half were thought to be Ghanaians, and the other half were primarily from other nearby African countries.

Table 1 presents selected demographic and social indicators for Nigeria as of about 1980. Nigeria's current demographic characteristics can be summarized as follows:

- o the population has a "young" age structure: about 47 percent of the total population is under age 15;
- o fertility is estimated to be relatively high (even by African standards): the total fertility rate is estimated in the range of 6 to 7 -- although preliminary analyses of WFS data indicate a total fertility rate of 5.6 -- with a crude birth rate of about 50 per thousand;
- o mortality is estimated to be still quite high: the crude death rate is about 18 per thousand and the infant mortality rate is about 135 per thousand;
- o as a result of the above three characteristics, the population has very high growth momentum, and growth potential: the population in the year 2080 will probably be at least 450 million, and it could approach or even exceed one billion;
- o the population is estimated to have been about 20 percent urban in 1980.

Table 1. Selected Demographic and Social Indicators
for Nigeria, Circa 1980

1. Population Size			
Population Estimate, mid-1982 (millions) (a)		80-100	
Population Projected for 2000 (millions) (a)		150-180	
Population Projected for 2080 (millions) (c)		450	
Average Annual Rate of Natural Increase, 1975-80 (percent) (b)		3.2	
Number of Years to Double Population (at current rate) (b)		22	
2. Fertility			
Crude Birth Rate, 1979 (per 1,000) (b)		50	
Total Fertility Rate, 1980 (b)		6.9	
3. Mortality			
Crude Death Rate, 1979 (per 1,000) (b)		18	
Infant Mortality Rate, 1980 (b)		135	
Average Life Expectancy at Birth, 1975-80 (in years) (d)			
	Females	49	
	Males	46	
4. Nuptiality			
Mean Age of Women at First Marriage, 1981 (in years)		-	
Percentage of Women in Union, Aged 15-19 Years, 1981 (e)		72	
Percentage of Women in Union, Aged 15-44 Years, 1981		-	
5. Age Structure			
Percentage of Women in Reproductive Age Group, 1978 (aged 15-49 years) (a)		44	
Population Under 15 Years of Age, 1979 (percent) (e)		47	
Population 65+ Years of Age, 1979 (percent) (b)		2	
Total Dependency Ratio, 1979 (per 1,000) (g)		100	
6. Spatial Distribution			
Urban Population, 1980 (percent) (h)			20
Urban Population Living in Metropolitan Areas (500,000 persons), 1980 (percent) (h)			58
Urban Population in Largest City, 1980 (percent) (h)			17
Population Density, 1979 (per square kilometer) (g)			89
7. Labor Force			
Percentage of Population Aged 15-64 Years Who Are Economically Active, 1980 (d)			
	Female		53
	Male		84
Percentage of Labor Force in Agriculture, 1979 (f)			54
Women as Percentage of Total Labor Force, 1980 (e)			40
Average Annual Growth Rate of Labor Force, 1970-80 (percent) (h)			1.7
8. Education			
Adults Literate, 1979 (percent) (f)			
	Female		14
	Male		46
Percentage Enrolled in Primary School, 6-11 Years of Age, 1979 (f)			
	Female		59
	Male		72
Percentage Enrolled in Secondary School, 12-17 Years of Age, 1979 (f)			
	Female		26
	Male		39
Percentage Enrolled in Institute of Higher Education, 20-24 Years of Age, 1977 (h)			1
9. Health and Nutrition			
Population per Nurse or Midwife, 1980 (d)			1,667
Per Capita Calorie Supply as Percentage of Requirements, 1977 (f)			83
Percentage of Population without Access to Safe Water Supply, 1980 (f)			-

Notes and Sources:

- (a) Various sources, see text and Table 2.
- (b) Population Reference Bureau, 1982. World Population Data Sheet. Washington, D.C.: Population Reference Bureau. (Based on recent census or most recent official estimate or UN estimate. Current estimates prepared by PRB.)
- (c) K.C. Zachariah, My Thi Vu and Ann Elwan, 1981. Population Projections, 1980-2000 and Long-Term (Stationary Population). Washington, D.C.: The World Bank. P. 109
- (d) Ann Larson, 1981. Fertility and the Status of Women. Washington, D.C.: Population Reference Bureau.
- (e) Population Reference Bureau, 1980. World Women's Data Sheet. Washington, D.C.: Population Reference Bureau.
- (f) _____, 1982. Données sur l'enfance mondiale. Washington, D.C.: Population Reference Bureau.
- (g) International Bank for Reconstruction and Development/The World Bank, 1981. World Development Report. Washington, D.C.: The World Bank. Selected Annex tables and calculations by hand.
- (h) International Bank for Reconstruction and Development/The World Bank, 1981. Accelerated Development in Sub-Saharan Africa--An Agenda for Action. Washington, D.C.: The World Bank. Selected Annex tables.

b. Population Growth Prospects and Possibilities

Because the demographic data for Nigeria are dated and deficient, it is not possible to project Nigeria's population within narrow limits over even the near future (e.g., next 20 years) let alone the more distant future. However, due to the principal demographic characteristics noted above (i.e., a "young" age structure, high fertility, high but probably declining mortality), it is possible to project Nigeria's population within "broad" ranges. Moreover (and more controversially), it is also possible to draw on demographic data and experiences from other areas of sub-Saharan Africa, as well as on micro-demographic studies in Nigeria, to identify a plausible range of future mortality and fertility changes in Nigeria.

Table 2 offers some rough and illustrative projections for Nigeria for the period 1980 to 2080. The table illustrates three different broad types of projections.

- o The first two projections show the results of a linear decline from the fertility level of 1980 (an estimated total fertility rate of just under 7) to replacement level fertility (total fertility rate of approximately 2.5) achieved in 2020 and in 2035.
- o The third projection illustrates the consequence of a short-term fertility rise over a 10-year period, then a plateauing for 10 years, and then a gradual decline toward replacement level.
- o The fourth and fifth projections are straight-forward applications of constant annual population growth rates of 2.5 percent and 3.0 percent respectively.

The first projection should be viewed as the lowest plausible projection of Nigeria's total population; that is, a decline in the total fertility rate from just under 7 to about 2.5 in only 40 years for Nigeria as a whole. (A decline of this magnitude in this short a time period is unprecedented for any sizable population.) Even in this projection, by the year 2050 Nigeria's population will have more than tripled. If, somewhat more plausibly, replacement level fertility is achieved by the year 2035, by 2050 the population may nearly quintuple.¹

However, only the third projection incorporates the possibility of some rise in fertility before it falls. In sub-Saharan Africa this is more than a theoretical possibility. In Kenya during the 1960s and 1970s fertility rose about 15 percent, reaching a total fertility rate of about 8 and a population

¹Actually, Frejka (1981) gives a wider range of projections on the low side than those illustrated in Table 2. He shows that for Africa as a whole, using 1980 as the baseline, at the time ultimate population stationarity is achieved the total population will have increased 1.8 times (with 1980 as the base) if replacement level fertility (RLF) were to be achieved in 1980-85 (achievement of which is of course an absolute impossibility), 2.5 times if RLF is achieved in 2000-05, 3.8 times if RLF is achieved in 2020-25 (the projection in columns 2-3 of Table 2), and 5.8 times if achieved during 2040-45.

Table 2: Some Illustrative Projections of the Population of Nigeria (in millions) for the Period 1980-2080

Year	Projection 1: Rapid Fertility Decline to Replacement by Year 2020 ^{1/}		Projection 2: Gradual Fertility Decline to Replacement by Year 2035 ^{2/}	Projection 3: Initial Fertility Rise (1975-80 to 1985-90); then Plateau (1985-90 to 1995-2000); then a Gradual Decline ^{3/}		Constant Population Growth Rate, 1980-2080 ^{4/} Projection 4:		Projection 5:	
	(2)	(3)	(4)	(5)	(6)	2.5% annually	(8)	3.0% annually	(10)
1980	80	100	85	80	100	80	100	80	100
2000	137	171	161	155	190	128	160	145	181
2050	270	340	385	740	925	441	551	1640	800
2080	approximately 300	375	453	approximately 1200	- 1700	950	1188	1620	2025

1. Based on Frejka, 1981, pp. 508-09. Frejka's projections for Africa as a whole have simply been interpolated (proportionately) for Nigeria. Therefore these specific numbers should be viewed as only approximations of the actual projections were Frejka's assumptions to be applied to Nigeria's current demographic characteristics.
2. K.C. Zachariah, My Thi Vu and Ann Elwan, 1981. Population Projections, 1980-2000 and Long-Term (Stationary Population). Washington, DC: The World Bank, p. 109.
3. The third projection (columns 5 and 6) represents rough interpolation for Nigeria from projections which Kocher (1976) made for Tanzania. In the case of Nigeria, the specific assumptions underlying these projections would be as follows:

The total fertility rate would rise 6 percent (to about 7.3) over the 10 year period 1975-80 to 1985-90; it would then remain constant for ten years (1985-90 to 1995-2000), and would then decline linearly 0.6 points every 10 years, requiring about 60 years to be cut in half, with replacement level fertility being achieved in about 80 years (2075-80). The figures above should be viewed as very rough approximations of the actual projections should these fertility assumptions be applied to Nigeria's population.
4. The fourth and fifth projections are straight-forward applications of, respectively, 2.5% and 3.0% sustained annual population growth rates.

growth rate of 4 percent [see Mott and Mott, 1980]. Fertility has also apparently risen in the Kilimanjaro area of Tanzania [Kocher, 1979] and among part of the population of Lagos [Lesthaeghe, Page and Adeyola, 1981]. Henin showed that fertility was rising in the 1960s in parts of the Sudan [Henin, 1969], and he argues that a rise in fertility prior to a sustained decline is likely for much of sub-Saharan Africa. The principal cause would be a shortening of birth intervals which traditionally average up to three years or more; this in turn would be primarily due to the abandonment of the widespread traditional practice of prolonged (up to two years) postpartum sexual abstinence, possibly in combination with a decline in the average duration of breastfeeding (the ovulation-inhibiting effects of which traditionally serve to "backstop" sexual abstinence as a child-spacing mechanism). Improvements in health, and health care services, which substantially reduce the prevalence of infecundity (in some parts of central Africa up to 40 percent of all women remain involuntarily childless) may also contribute significantly to rising fertility.

Therefore, although the "possible" range of future population sizes in Nigeria is enormous, when limited to those which are "plausible" it is quite clear that Nigeria's population will increase to at least around 300 million by 2050, and quite possibly (and in our judgement, likely) to the vicinity of half a billion or more by that time.²

3. Development Characteristics

a. Economic Issues

Nigeria achieved political independence in 1960 with what was widely viewed as a "bright future". It had a strong agricultural base and was self-sufficient in foodstuffs. Palm oil, groundnuts and other agricultural exports generated, through government taxes imposed by State Marketing Boards, substantial foreign exchange. The 1970s brought a tremendous oil boom to Nigeria, and in the past decade Nigeria emerged as the wealthiest nation in black Africa. In 1980 oil exports from Nigeria's enormous oil reserves offshore and in the forest swamps in the south generated about \$25 billion in foreign exchange earnings and accounted for about 90 percent of Nigeria's total foreign exchange earnings and 80 percent of government revenues. Recent and prospective earnings from oil exports have dramatically increased the amount of resources available for economic development in Nigeria. As one example, Nigeria's fourth 5-year plan, for 1981-86, was originally programmed at \$144 billion--more than 25 times greater than the Plan which was launched only 10 years earlier. However, due to its extreme dependence on oil exports, Nigeria is subject to quick and deep recessions during periods of glut and reduced demand on the international oil market, as has been the case since 1981 and

²As the projection in columns 9-10 of Table 2 indicates, it is "possible" (though improbable) that Nigeria's population could exceed 1.5 billion 100 years hence, roughly equivalent to the present populations of India and China combined, although Nigeria has only 7.2 percent of the land area of India and China combined.

particularly during late 1982 and early 1983. Since 1980 oil revenues have fallen 45 percent. This has forced the government to cut back sharply on expenditures.

During the past 10-15 years, Nigeria's agricultural economy has stagnated and declined. What was once viewed as the future breadbasket of West Africa has now become a large net importer of basic foodstuffs. In 1980 Nigeria's food import bill was \$2.8 billion [The Economist, 1981]. Agricultural production increased only about 1 to 1.5 percent annually during the 1960s and 1970s--about half the rate at which the population increased. The agricultural sector still employs about 70 percent of Nigeria's total labor force, which means that food production did not even keep pace with the rate of growth of the agricultural population.

b. Social, Cultural and Related Issues

Nigeria is culturally, socially and politically highly diverse and volatile. The population is comprised of about 250 distinct ethnic groups but three groups account for nearly two-thirds of the total population: the Moslem Hausa-Fulani of the north account for nearly half of the total population; the Yorubas, approximately half of whom are Christian, in the southwest are the next largest group; and the third group is the predominately Christian Ibos of the southeast. The Ibos and Yorubas in the southern part of the country have long been more advanced in business and economic life, while the Hausa-Fulani have dominated national political life during most of the period since independence.

Education has been a major commitment of successive Nigerian governments. The Federal Government is now officially committed to achieving the goal of universal primary education at the earliest possible date, primary education is now compulsory in several states, and in recent years primary school enrollments have risen rapidly. However, progress toward this goal has been slowed due to inadequate resources and cultural impediments, combined with continued rapid growth in the school-age population. In recent years there has also been a rapid expansion of higher education. Nigeria now has 13 universities and the goal is to have one university in each state in the near future.

In 1974 the Government committed itself to a Basic Health Services Scheme intended to improve the delivery of health care services in rural areas. The system has not been developed as rapidly as had been intended, and rural health facilities remain spotty. Although family planning services were to be a component of comprehensive maternal and child health services, only three (of 19) states have incorporated family planning into basic health services.

c. Political Issues

Nigeria achieved political independence from Great Britain on October 1, 1960. In 1966 a military coup ousted the civilian government. Following a bitter civil war (1967-70) and nine additional years of military rule, in 1979 a new constitution established the Second Republic of Nigeria. Elections were held and on October 1, 1979, Alhaji Shehu Shagari, a Moslem from the north,

became President. Under the constitution, which is patterned fairly directly on that of the U.S.A., Nigeria has a highly decentralized federal system of government. Currently there are 19 states although more may be established in the near future. Each state elects its own governor and has substantial independent political and economic authority. (In 1981 only seven of the nineteen governors were from President Shagari's National Party of Nigeria.) The demographic dimensions of Nigeria's cultural/ethnic groups have profound political implications, and these political dimensions in turn shape and constrain population-related activities and considerations in Nigeria. All of this is further reinforced by the design and character of Nigeria's new federal form of constitutional democracy. Put simply, numbers count in genuine participatory democracy. It is not only numbers of votes; population size is also the basis for determining the number of representatives and the amount of federal government funds allocated to each state. Under such circumstances, political leaders are likely to perceive more benefits from rapid population growth and larger population size than from slower growth.

4. Population Policy and the Political/Social Climate for Population Policy

Nigeria does not have an explicit national policy which is addressed to fertility or population growth. There is a national commitment to mortality reduction and to controlling international migration. The Government of Nigeria (GON) has made a commitment to providing family planning services as part of comprehensive maternal and child health care, but at best services are only made available to those self-motivated women who request them. Commercial sale of family planning commodities is also permitted although contraceptives are quite costly when purchased in pharmacies. The Government of Nigeria has not interfered with the activities of the private Planned Parenthood Federation of Nigeria (PPFN), and it is reported that GON makes small annual grants to PPFN in order to indicate its approval of PPFN's activities. Moreover, in recent months the Government of Nigeria appears to have become more receptive to family planning efforts. About five Nigerian states have adopted policies of active support--both through public pronouncements and some direct financial assistance--to the PPFN, although even in these states family planning services are not always readily available in government health clinics. It would appear that the current political/social climate in Nigeria is mildly favorable to initiatives--at least by Nigerians--in the population policy area. Three notable recent developments should be mentioned.

The first is that the constitution of the Second Republic established a permanent National Population Commission. The Commission has a broad constitutional mandate to advise the President of Nigeria on all matters related to population. It is part of the Office of the Vice President of Nigeria. The Commission meets monthly and has 19 members--one political appointee from each state. Commission priorities to date have been preparations for a national population census (although no date has been set), human resource assessment, and population education. The Commission is apparently not expected to play a principal role in adjudicating demographically-based electoral disputes. Given its composition, the Commission will obviously be subject to numerous other politically-based considerations in addition to concerns about policy matters.

The Commission has also taken over the responsibilities of the National Population Council (which was created in 1970 and became part of the Ministry of National Planning). The Council had the responsibility of advising the Ministry on population matters and recommending policy as well as reviewing and coordinating all public and private family planning activities. The National Population Commission has to date not given strong support to family planning.

A second notable recent development is that the final draft of the fourth Five-Year Plan (for the period 1981-86) for the first time specifically addresses the need for explicit attention to population growth and demographic variables. It states clearly that a high population growth rate is an impediment to optimum development. Guidelines in the Plan also state that there is no cause for alarm, but the policymakers should closely monitor demographic trends. It recommends that more efforts be made to make family planning services available to those who want them, to improve the data base for planning purposes, and to promote the awareness of problems associated with rapid population growth.

Third, it is reported that recently the President of Nigeria agreed to become the Honorary President of the Planned Parenthood Federation of Nigeria (PPFN) and that seven state governors have agreed to be Honorary PPFN Vice Presidents.

There is no evidence that the Government of Nigeria is on the brink of issuing a major pro-family planning population policy pronouncement, nor does it appear that the possibility of making such a statement is on the agenda of the Population Commission, but it does appear that key government officials are becoming much more open to family planning.

5. Population Intervention Programs

a. Family Planning Services

Family planning services are supposed to be available in government clinics as part of comprehensive MCH care, although in practice family planning receives little emphasis in government health programs. Family planning commodities are reported to be readily available at most commercial pharmacies in Nigerian cities. The private Planned Parenthood Federation of Nigeria (PPFN) now operates about 150 clinics throughout Nigeria, and is active in most of Nigeria's 19 states. PPFN offers family planning counselling and commodities at nominal costs; commodities at PPFN clinics are reported to be substantially less costly than those available in commercial pharmacies. PPFN also trains nurses and midwives in family planning methods and organizes other training programs and seminars.

There have also been a few government small-scale and pilot projects in which both health care and family planning services have been provided. A notable example was the Cross River State MCH/FP project undertaken during 1975-80 with financial assistance from UNFPA, technical and financial assistance from The Population Council, and the active cooperation of the Cross River State Ministry of Health and of local government councils.

b. Information, Education and Communication

No elements of population education have yet been incorporated into the school curriculum in Nigeria below the university level. However, the development of

population education curricula below the university level is one of the goals of the National Population Commission, and support for the development and introduction of population education materials into school curricula is one of the priority projects of UNFPA. Some higher level Nigerian educational, training and research institutions have begun to develop materials and to incorporate them into selected teaching and training activities. These institutions include the Department of Mass Communication at the University of Lagos (a UNESCO/UNFPA supported project), and the Departments of Agricultural Economics, and Extension Education and Rural Development at the University of Ife. The project of the Department of Mass Communication has produced several research papers, conducted a few workshops and demonstration projects, and prepared training materials. The Nigeria Educational Research Council has made efforts to introduce some population concepts into textbooks.

Only the Planned Parenthood Federation of Nigeria (PPFN) has engaged in any systematic informal education efforts on population-related topics. The 1980 UNFPA Needs Assessment Report strongly recommended a set of activities at federal and state levels for developing adult and non-formal education programs which include population elements.

6. Activities of Other Donor Organizations³

The largest external donor in the population field in Nigeria is the United Nations Fund for Population Activities (UNFPA). Population-related assistance has also been provided by the World Health Organization (WHO), the World Bank, USAID, and several non-governmental organizations including the Association for Voluntary Sterilization (AVS), Family Planning International Assistance (FPIA), the International Fertility Research Program (IFRP), The Pathfinder Fund, Columbia University, The Ford Foundation, The Population Council, and the Margaret Sanger Planned Parenthood Center of New York.

a. UNFPA

In the past 10 years the UNFPA provided about \$5 million in total support to approximately 10 separate projects in Nigeria. Almost 90 percent of this was directed to supporting the development and provision of health and family planning services. Specific projects include the rural maternal/child health/family planning project in Cross River State, the expansion of rural health and family planning services in the former Northwest State and Niger State, and the establishment of a Family Health Component in the Federal Ministry of Health. Non-service oriented projects have included technical assistance in economic demography at the University of Lagos, and support for research on rural migration and development in Nigeria.

b. World Bank

The World Bank has made loans to two or three state governments in support of health services delivery projects. Bank staff hope to support family planning programs, but no projects have yet been funded. The National Population

³Some of the information in this section is based on the 1980 UNFPA Needs Assessment Report (United Nations, 1980).

Commission has asked the World Bank to provide sizable funds (reportedly \$65 million) to support a high technology national human and natural resources inventory project, in conjunction with the proposed national population census. No decision has been taken, although it appears that the World Bank will decline to provide funding of this magnitude.

c. USAID

Although the USAID Mission in Nigeria was closed in 1975, substantial USAID resources continue to be committed to Nigeria. In 1982, a joint USAID-State Department Task Force was established to coordinate U.S. Government-supported population-related activities in Nigeria, including those associated with the next census. In early 1983, a senior USAID Affairs Officer with major responsibilities for population activities joined the U.S. Embassy in Lagos. In addition, substantial funds originating with USAID are provided by private international agencies. Pathfinder has provided nearly \$1 million in support of family planning related activities in Nigeria. FPIA has provided approximately \$200,000 in support to various Nigerian agencies, about three-fourths of which has been for family planning commodities. AVS has provided about \$30,000 to University College Hospital in Ibadan for a training and services program (including training in mini-laparotomy). IFRP has provided assistance in the design and analysis of some family planning related studies. Columbia University is currently undertaking an operations research project in health and family planning in a rural area of Oyo State, in collaboration with the Medical College of the University of Ibadan. USAID funds have also been used to support seminars to promote population awareness and surveys of contraceptive use. In general, funds made available in support of family planning activities have been justified as a means to achieve better health rather than to achieve demographic objectives.

d. Other donors

Other major donors have been the World Health Organization which has provided somewhat over \$300,000, mostly in support of laboratory and clinical research on various family planning methods, the Ford Foundation which provided about \$450,000 to the Institute of Child Health at the University of Lagos (primarily for development of staff for the Evaluation Unit), and The Population Council which provided about \$675,000 in support of research in the Cross River State project as well as about \$65,000 to the Universities of Ibadan and Lagos for training and research in reproductive biomedicine.

e. Prospects

Because the UNFPA has been the leading source of external support to population related activities in Nigeria, any changes in UNFPA activities will likely represent the major changes in the international donor assistance field as a whole. The 1980 UNFPA Needs Assessment Report for Nigeria recommended that UNFPA provide about \$17 million in assistance to Nigeria over the next five-year period. Principal activities recommended for support include the following:

- o strengthening demographic data collection and analysis (including preparatory activities for the next census and assistance in establishing a national vital registration system);

- o improving population research and training;
- o promoting population policy formulation including its incorporation into development planning efforts at both state and federal levels;
- o population information, education and communication programs in the formal and informal educational system; and
- o a thorough review of Nigerian law as it relates to population issues.

Unfortunately, as a result of UNFPA's recent financial crisis, the UNFPA program in Nigeria is being severely curtailed, to an extent apparently not yet determined. There is no evidence that the "slack" might be picked up by other donors, although USAID support is likely to increase. The Population Council has severely curtailed its support of activities in Nigeria since the completion of the Cross River project. The Ford Foundation is withdrawing from the population field. WHO will presumably continue to maintain activities in Nigeria as will some private agencies.

With the exception of UNFPA and possibly Pathfinder, none of these agencies are now providing or have plans to provide assistance to the population policy area. However, three organizations with funds provided by USAID/Washington have supported policy-related activities in Nigeria. These three projects are the Battelle Population and Development Policy Project (described in detail later), the RAPID I project of the Futures Groups, and the Integrated Population and Development Planning (IPDP) project of RTI.

In May 1982 a RAPID presentation was made to members of the National Population Commission (NPC), and it is hoped that RAPID presentations will be made in June 1983 to the President of Nigeria and to some state governors. IPDP has supported (a) an urbanization and urban planning study with researchers from the University of Benin and (b) a consultant team to advise the NPC on methodologies for human resources assessment.

7. Resources for Population Policy Research

In Nigeria, as elsewhere, there are three principal institutional resources for research: governmental agencies, universities, and autonomous research institutes.

a. Governmental Agencies

The principal role of government agencies in this field, especially those at the federal level, is in designing, collecting data for and undertaking the basic analyses of government-commissioned demographic research. At the federal level, the main agency is the National Population Commission. The technical responsibilities of the Commission include census operations, supervision of demographic sample surveys (such as the Nigerian component of the World Fertility Survey), compilation and publication of migration and other statistics, and other population-related surveys which are commissioned

by the GON. The current Director of the Commission is Chief F. Faludun; the Deputy Director is Mr. Olinka. The Commission is staffed with demographers, statisticians, data processors and field enumerators. Although their data collection and analysis activities are important inputs into policy-oriented analyses of population and development relationships, the Commission is neither staffed nor mandated to undertake such analyses.

Other federal and state agencies also have population-related research responsibilities. The Federal Office of Statistics conducts surveys which include population components. The Federal Ministry of Agriculture has the responsibility for conducting research on rural development and related migration. Nigerian states by and large have very limited population-oriented research and analysis capability, although the new constitution has created a need for such capability since the states now have primary planning responsibilities for several population-related sectors, such as education and health.

b. Universities

Nigeria has numerous well-trained university-based demographers and social scientists. The University of Ibadan is probably Nigeria's finest as well as its oldest university, and has several faculty members in the Departments of Sociology, Geography and Economics with substantial population-related training and research and teaching experience. The finest teaching in demography (at the undergraduate level) is probably at the University of Ife. The University of Lagos also has well-trained and capable scholars who have undertaken good research on population-related topics. The two other universities which have faculty members with some capabilities in these fields are Ahmadu Bello in the north and Nsukka in the east.

One important characteristic of university-based researchers which limits their potential for making major contributions to population policy analysis and formulation is that most university-based researchers are convinced that the absence of adequate demographic data precludes undertaking valid policy analyses. Such researchers are by and large of the opinion that Nigeria's most pressing research needs are the acquisition and analysis of basic demographic and socio-economic data, generally through large-scale, long duration research projects. This, not incidentally, also reflects their principal professional interest. Though many are also interested in applied policy-oriented research, the latter is intellectually less attractive and professionally less rewarding. Moreover, governmental -- especially national -- planning bodies in Nigeria seldom call upon university-based researchers to contribute to state and national plan formulation and program design. Another limitation of university-based researchers is that they are not generally adept at "marketing" the products of their research to policymakers -- that is, persuading policymakers of the validity of their analyses and the implementability of their recommendations.

Nevertheless, Nigerian universities (particularly the five mentioned above) do have many well-trained and experienced researchers with the necessary skills for potentially contributing to population-related policy analyses and formulation.

c. Autonomous Research Institutions

Nigeria has one premier applied social science research institute: The Nigerian Institute for Social and Economic Research (NISER), based at (but independent from) the University of Ibadan. NISER is an autonomous agency of the Government of Nigeria and serves in part as a research wing of the Ministry of National Planning. It has a professional research staff of about 150, serving in four research divisions: (1) Economic Planning and Development, (2) Social (including Demographic) Planning and Development, (3) Agricultural and Rural Planning and Development and (4) Business and Industrial Planning and Management. NISER is committed to the multi-disciplinary "team approach" to research project design and implementation. It is institutionally capable of involving both state-level and national planning officials and non-NISER researchers in its activities. In mid-1981 Dr. V. P. Diejomaoh was appointed Director of NISER. Dr. Diejomaoh has a PhD in economics from Harvard and had been Professor of Economics at the University of Lagos. Dr. Diejomaoh and a few other senior NISER researchers (including Dr. Oruboloye, who has a PhD in demography from Australian National University) have long-standing professional interests in population and development issues, and according to Drs. Diejomaoh and Oruboloye, such issues should feature prominently on NISER's research agenda in the next few years.

8. Opportunities and Needs for Population Assistance

Nigeria's demographic data are among the most outdated and inadequate in Africa. However, the collection of large-scale demographic data, whether by census or national surveys, is extremely costly, time-consuming and difficult. It is also subject to political considerations and pressures which can at times prove fatal, as has been the case in Nigeria.

While very little analysis can be usefully undertaken without at least some basic demographic data, Nigeria, like many other developing countries does have a large amount of data which are far from being fully exploited. Moreover, for many of the potentially most appropriate and useful types of policy-relevant analyses, a major problem is the absence of appropriate conceptual/theoretical perspectives and/or absence of knowledge about broad relationships which are not closely dependent on country-specific data. This is particularly the case in the policy realm where information useful for policy guidance often requires only that approximate values for relevant data are known and that general trends can be determined. It is important to know what policy options are available to change conditions (e.g., infant mortality rates), and in what direction, how fast, and how much the conditions can be expected to change (e.g., reduction in infant mortality) in response to changes in policies and programs.

The capability of making such judgements does require considerable knowledge, and it will often require or at least benefit from data collection. But it often does not require large-scale, long-term, expensive research such as a census or large national demographic survey; in fact, often such large-scale efforts are inherently incapable of adequately estimating the effects of policy/programs changes.

Nigeria does have urgent need for some of the types of research review and analysis efforts such as those addressed by the Battelle Population and Development Policy Program (see Part II), and these include the following:

- (1) The relationships between future population growth prospects and the following:
 - (a) food production and consumption patterns,
 - (b) achievement of national educational objectives,
 - (c) achievement of health care and health status objectives,
 - (d) labor force growth and employment creation, and
 - (e) ecological deterioration, both in urban and rural areas.
- (2) Internal migration and its implications for agricultural and rural development and urbanization.
- (3) Urbanization prospects and possibilities in Nigeria and implications for the following:
 - o provision of education, health care and other services and amenities,
 - o housing, environmental sanitation, transportation, etc.
- (4) Resources required for the expansion and utilization of family planning services.
- (5) Policy and program options for addressing each of these issues, and their expected effects.

Although research on some of these topics would require additional data collection, on all of these topics substantial advancement of policy/planning/programming-relevant knowledge can be achieved by utilizing and building upon existing data and knowledge. What is primarily required is that knowledgeable scholars allocate a substantial amount of their creative time and minds to addressing these issues.

The extent to which such research will contribute to improved policies and programs depends substantially on the extent to which the researchers are able to reach government officials with analyses which are of interest and understandable to them, and which provide some policy- and program-actionable recommendations. Opportunities must be created for reaching policymakers through carefully-written analytical papers, through the popular print media, and through face-to-face interactions in symposia and other forums.

II. THE BATTELLE PDP STRATEGY

1. Rationale

As was described in Part I, the population of Nigeria is already large, it is growing rapidly, and it has a great deal of growth momentum due to its current age structure and continued high fertility. As a result of the oil bonanza of the 1970s, Nigeria's economy has also been growing rapidly, and expectations are high for a prosperous future. Despite severe economic problems during the past two years due to the softness of the world oil market and large declines in oil prices, Nigerian policymakers and planners have to date shown little concern about the adverse effects of rapid population growth and the capacity of the country to cope with very large increases in population size during the next several decades.

In response to this situation, the Battelle Population and Development Policy Program designed a project to address some of the priority population-related research and dissemination needs in Nigeria. The goal of the project was to contribute to advancing population policy formulation and implementation processes in Nigeria through the core project model of generating research review and analysis papers and policy briefs, and disseminating and discussing these documents with key government officials at a national symposium. Core project activities reviewed and summarized selected research findings, produced policy-specific documents for discussion and use by key government policymakers and planners at both the federal level and in selected Nigerian states, and provided relevant materials for national dissemination.

2. Institutional and Individual Collaborators

The PDP core project in Nigeria was undertaken by the Nigerian Institute for Social and Economic Research (NISER). NISER, located on the campus of the University of Ibadan, is Nigeria's premier applied social and economic research institution. The project also built on existing links between NISER and key government agencies and officials. Ten research review and analysis papers were written by senior NISER research staff as well as by faculty members of the Universities of Ibadan, Ife, and Nsukka. Dr. I. O. Orubuloye, a sociologist/demographer (PhD, Australian National University) and a NISER Senior Research Fellow, directed the NISER PDP project and was one of the principal authors. He was assisted by Dr. Oyeneye, a NISER Research Fellow.

3. Project Description

The theme of the Nigeria PDP project was "Priority Population and Development Policy Issues in Nigeria." With financial and technical assistance from the Battelle PDP project, ten research review/policy analysis papers were authored, as follows:

1. "A Review of the Overall Demographic Situation and Population-related Policies in Nigeria," by Dr. Orubuloye,
2. "Population Growth and Urbanization," by Dr. A. Adepolu, University of Ife,

3. "Population Growth and Educational Planning," by Dr. T.O. Fadayomi, NISER,
4. "Population Growth and Health Planning," by Dr. O.Y. Oyeneye, NISER,
5. "Population Growth and Housing," by Dr. A.O. Agunbiade, NISER,
6. "Population Growth and Environmental Pollution," by Dr. G.O. Olaore, NISER,
7. "Population Growth and Labour Force Supply," by Dr. O.O. Arowolo, University of Ibadan,
8. "Population Growth, Land Tenure and Food Production," by Dr. M.S. Igben, NISER,
9. "Population Growth and Income Distribution," by Dr. A.E. Okorafor, University of Nsukka, and
10. "Population Growth, Government Recurrent Expenditures, Savings and Investment," by Dr. G.F. Mbanefoh, University of Ibadan.

Three Nigerian states were used as case studies; Oyo, Niger and Cross Rivers. Among Nigeria's 19 states, Niger is one of the least developed, Oyo is one of the most developed, and Cross Rivers is somewhere between. The project began in February 1982 and ended in March 1982. Project activities included the following:

- o A major workshop was held in May 1982 for all project researchers/authors and commentators together with Battelle staff members Kocher and Ebot. Of the 25 participants, about half were researchers/authors and half were policy commentators--nearly all of whom were officials of either the Federal government or one of the three case study state governments. Workshop participants reviewed and discussed contents of the ten papers and suggested numerous changes. This proved to be a highly successful workshop, not only in terms of the many recommendations which were made for improving the content of the various papers, but also due to the rapport and sense of common interest and common cause which was established between researchers and government officials.
- o The PDP symposium was held during 25-28 July 1983 in the Conference Center on the campus of the University of Ibadan. About 70 people participated in all or part of the symposium, including representatives of the Federal Government of Nigeria, representatives of 12 of Nigeria's 19 state governments, reporters from radio, TV, and newspapers, Dr. Sara Seims and Mrs. H. Shitta of USAID, and Drs. Kocher and Ebot from Battelle. The ten research review papers were presented and discussed, and several recommendations were agreed to

by symposium participants (see parts III and IV below). A representative newspaper article, based on the symposium, is shown in Appendix 1.

- o Following the symposium, the papers were revised by the authors and edited by Drs. Orubuloye and Oyeneye. They were then reproduced by NISER in a volume titled, Population and Development in Nigeria, and distributed to over 250 government officials and researchers throughout Nigeria.
- o NISER staff also produced a policy brief for each paper summarizing the key issues and making recommendations for policy and program changes. These briefs were then consolidated into a single 19-page policy brief and distributed to the 200 officials and researchers on the PDP mailing list.

4. Project Monitoring and Technical Assistance

Battelle PDP staff worked closely with Nigerian PDP participants during all phases of the project. During the period October 1981 through August 1982 Battelle staff member Moses Ebot made six project development, monitoring and technical assistance trips to Nigeria. He was accompanied by Battelle PDP Co-Director Kocher during three of those visits. Ebot and Kocher provided advice on numerous technical aspects of the 10 studies, such as data sources and methodologies for population estimates and projections, and data sources and data collection and estimation techniques for the papers on education and health. They also assisted NISER organizers in selecting appropriate policy commentators and other symposium participants and in determining logistical and other arrangements for the symposium. Close communication was maintained between NISER and Battelle on contractual matters. Although most informed people agree that Nigeria is a very difficult country in which to undertake projects such as this, frequent monitoring and assistance visits by Battelle staff supplemented by regular correspondence resulted in the relatively smooth and successful implementation of the PDP project in Nigeria.

III. RESULTS

1. Significant Research Findings

Some of the findings presented in the 10 research review and policy analysis papers are summarized below:

- o The total population in Nigeria is projected to increase from an estimated 85 million in 1980 to between 140 and 170 million in the year 2000.
- o The urban population in Nigeria is projected to increase from about 17 million in 1980 (20 percent of the total population) to 46 to 56 million by the year 2000--an increase of between 270 and 330 percent in 20 years. Most of this growth is expected to be in large towns and cities.

- o The number of students enrolled in primary school in Nigeria has increased from 3.9 million in 1971 to 12.7 million in 1980.
- o A serious emerging problem in Nigeria is environmental pollution, particularly in urban areas. The environmental problems of most cities in Nigeria are direct consequences of rapid overall population growth and uncontrolled urban population growth. Noise pollution is becoming a serious problem; in highly populated parts of major cities the noise already exceeds the tolerable level of 90 decibels.
- o There is evidence that unemployment rates are increasing, especially among young workers, despite Nigeria's economic boom and the reliance (until recently) on large numbers of foreign workers.
- o Per capita food production in Nigeria has declined in recent years.
- o Relatively little research has been conducted on income distribution in Nigeria. However, there is growing evidence that there are relatively high levels of income disparities, and that these are probably worsening. Although economic policies and related processes have contributed substantially to these growing disparities, high rates of population growth have probably exacerbated these disparities.
- o The continued high population growth rate together with government commitments to provide education, health services and other public services, has reduced the financial and other resources available for investing in the creation of physical capital and essential infrastructure, in both the public and private sectors.

2. Policy Briefs

One policy brief was prepared on each of the ten research review and policy analysis papers. Each brief summarized the major issues and stated the recommendations that had been made during the symposium as well as identified the appropriate government agency (or agencies) for acting on the recommendations. Dr. Orubuloye then consolidated the ten into a single 19-page policy brief and distributed it to the 200 people on the NISER PDP mailing list.

3. Dissemination Activities

Principal project dissemination activities were as follows:

- o The PDP symposium was held during 25-28 July 1983 in the Conference Center on the campus of the University of Ibadan. About 70 people participated in all or part of the symposium, including representatives from the Federal Government of Nigeria and representatives from 12 of Nigeria's 19 state governments. The ten research review papers were presented and discussed, and several recommendations were agreed to by symposium participants.

- o The symposium was covered by the Nigerian news media, including All-Nigeria TV, Radio C-Y-O (Oyo state), the News Agency of Nigeria (NAM), and several newspapers (see Appendix 1). All-Nigeria TV carried a report on the symposium on the evening news. Radio O-Y-O carried a 10-minute interview with the project coordinator, Dr. Orubuloye.
- o Revised versions of the papers were produced as part of a symposium proceedings volume, and distributed to about 250 key researchers and government officials in Nigeria.
- o NISER staff prepared policy briefs on each paper, summarizing the major issues (and data) together with symposium recommendations. These were combined by Dr. Orubuloye into a single 19-page document and reproduced and distributed to the 200 people on the Nigeria PDP mailing list.

During the 13-month life of the Nigeria PDP project (February 1982 - March 1983), NISER staff produced four PDP newsletters describing project activities and outcomes. Two hundred and fifty copies were distributed to federal and state ministries, government departments, corporations and parastatal organizations as well as individual scholars.

At various times during the project NISER staff issued press releases and briefed the news media on the project and its goals. Media coverage was consistently favorable throughout the project.

IV. CONCLUSIONS AND RECOMMENDATIONS

1. Contributions to Knowledge of Population-Development Relationships

It would probably be inaccurate to claim that this project generated substantial new knowledge about population and development relationships. All of the issues addressed in the Nigerian PDP core project had previously been addressed elsewhere.

The project, however, enabled a number of Nigerian researchers and government officials to acquire new knowledge about population-development relationships, both in general and particularly for Nigeria. Several researchers studied (some for the first time) Nigerian demographic conditions and their relationships to specific sectors in Nigeria. For many of the government officials who participated in the project, this was the first time they had given significant thought to current and projected population growth and demographic change in Nigeria and its implications for plans and goals in specific sectors for which they have responsibility. During and following the symposium, many government officials--both Federal and state--emphasized the lack of prior understanding about these demographic developments and their sectoral implications, and stressed the importance of conveying this information to officials responsible for policies and programs.

The project also contributed to the spread of relevant information to important sectors of the Nigerian media (see the section above on dissemination activities). In Nigeria as elsewhere, it is often difficult to convey information to media representatives in such a way that they disseminate it accurately. However, media coverage of symposium activities was consistently supportive, if not consistently accurate (e.g., as shown in Appendix 1, one newspaper headline stated that the population of Nigeria would triple by the year 2000).

2. Contributions to Policy Development

As a result of the active participation of government officials in the review and discussion of the symposium papers and their policy implications, the project raised the level of awareness and knowledge about key Nigerian population-development issues among important policymaking and planning groups at both federal and state levels. Specific foci for this project included the following:

- o Population policy-support networks: Such networks are particularly important in Nigeria now, both in the public and private sectors, in order to generate broad-based momentum to persuade policymakers that effective action should be taken. The PDP project contributed to both expanding these support networks and to bringing together some of the key network members to strengthen their commitments.
- o Development plans: Several of the PDP research review papers analyzed the implications of current and prospective population growth for specific development sectors (e.g., education, health, housing, savings and investment), as stated in the National Development Plan.
- o Population awareness events: As one example of the types of awareness-raising activities to which this and other PDP activities have contributed, Chairman Okene of the National Population Commission has requested Battelle staff to organize a national symposium on "Islam, national development, and population."
- o Mass media coverage: The PDP symposium received extensive, and very favorable, mass media coverage, by All-Nigeria TV, Radio O-Y-O, and several national newspapers.

The following are among the policy-related recommendations made and endorsed by PDP symposium participants:

- o The Federal Government of Nigeria (FGN) should acknowledge that rapid population growth should be of concern to planners, and the FGN should more effectively incorporate demographic factors into development plans.
- o The FGN should provide positive encouragement to family planning throughout Nigeria, including undertaking programs of mass education about population problems and family planning as well as provision of support to organizations providing family planning services.

- o Related to this, education and health programs should be strengthened since more education and improved health will contribute to the desire for smaller families.
- o Because of the importance of more accurate information on the characteristics of the Nigerian population, the FGN should commit more resources to obtaining and analyzing demographic and related data (including the establishment of an effective vital registration system).

3. Implications for Follow-up Activities

Since Nigeria is a large country with 19 states, it should be anticipated that efforts to influence key people to formulate and implement substantially improved population-related policies must be very large and sustained over a fairly long time period. These efforts should also continue to be directed simultaneously to the scientific/educational community, the National Population Commission, relevant Federal and state officials, relevant components of the private sector, and the media (which is very lively and competitive in Nigeria). Some possible specific PDP II follow-up activities include the following:

- o Assist some of the PDP symposium participants from the Federal Government and the three case-study states with analysis of specific policies and programs over which they have some influence, and to identify options for improving those policies/programs.
- o "Horizontal" extension of the PDP II core project approach to other key Nigerian states.
- o Continue to coordinate with NISER staff, and provide assistance where appropriate and feasible, in their commitment to continue their population policy research and evaluation.
- o Collaborate with the National Population Commission, NISER, other key Nigerian researchers, relevant Federal and state officials, and key private sector institutions and individuals in "Nigerianizing" the RAPID model, and orchestrating numerous presentations to leaders throughout Nigeria.
- o At the request of the Nigerian National Population Commission, organize a major symposium (modeled after the PDP symposium in Senegal) on "Islam, population and national development".

Assistance to processes of policy analysis, formulation and implementation is fraught with both disappointments and setbacks as well as successes and unexpected opportunities. It is important that participants and advocates be vigilant and prompt in responding to new opportunities as they emerge. A wide range of new opportunities are likely to emerge in Nigeria in the near future.

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OUR POPULATION 'LL TRIPLE IN 20 YRS

By PHILIP ARAGBADA

"It is estimated that the present world population of 4 billion will rise to a staggering 7 billion in the year 2000. Africa has also been predicted to rise from its current 500 million to 1,300 million thus making it the most heavily populated continent in the universe. Nigeria's population, the report enunciated, will have reached 258 million by the year 2000"



MR. VICTOR MASI
Minister of Finance

Dispenarios, 7 Dental Centres and 56 Health Offices.

The state with 5.2 million is said to have 1,388,500 infants (0-4 years) with all the available data. Oyo State is well advanced in terms of health personnel and facilities.

Dr. Oyaneye inadvertently boosted the morale of traditional healers, by calling on the government to encourage them by co-opting the traditional practitioners especially the traditional birth attendants into our medical system for maternal and child care. He suggested the need to assess the herbs and the various organic materials employed in the preparation of the medicines.

Efforts he said, must be taken to safeguard the environment against the indiscriminate discharge of waste from houses, factories, and farms. In addition he suggested, air pollution and oil spillage must strictly be checked.

Food production, Dr. Oyaneye argued, must be increased to reduce health problems.

The activities of private medical clinics he said, must be studied.

The symposium is the best of my knowledge is a timely exercise, in view of the economic mess we now find ourselves in the face of rising population.

But the fact of the case is that policy makers are deeply engrossed in the political game that anything which may affect their political standpoint will be deliberately trampled upon no matter how beneficial it may be to the generality of the masses.

Are we not aware of the importance of correct and unadorned census to the developmental planning of a nation? Is it not hypocritical to deny the fact that any head count that will negatively alter the 1973 rejected census will only be deemed to be barrenness?

Until our political leaders learn to draw a dichotomy between a political but selfish motives and a strictly practical advice that may improve the socio-economic status of the masses, all such symposia will not only be an academic 'wake-keeping' but a effort in obscuring reality.

27 million infants (0-4) in Nigeria by the year 2000. Projection B gives an estimated figure of 30 million by the year 2000 while projection C gives 37 million for the same year. These three projections were based on the following assumptions:

Several diseases which affect infants and children in Nigeria are said to be the contributory factors to infant mortality. These diseases according to Dr. Oyaneye are tetanus, tuberculosis, diphtheria, poliomyelitis, anaemia, measles, malaria, diarrhoea, pertussis, helminthic infections, accidents and protein energy malnutrition.

The attention of health planners, he said should be directed towards reducing the prevalence and treatment of those diseases.

Dr. Oyaneye did case studies on three states. They are Cross River, Niger and Oyo States.

The health policies in Cross River State are said to be directed toward the creation of basic infrastructure and adequate man-power base for the effective delivery of health services for the rapidly growing population. In 1980, there were 31 hospitals located in fourteen towns. The hospitals are said to be either specialised or general. In the same year, the state had 53 Health Centres, 3 Dental Clinics, 3 Eye Clinics, 117 Dispensaries and 84 Maternity homes.

The state according to the report suffers from man-power shortage. Niger State:

In Niger State, (population 1.2 million there are 7 General hospitals, 3 Maternity Homes, 5 Maternity Health-centres, 43 Health Centres 1 Leprosy Clinic and 254 Dispensaries/Clinics.

The population of those in high health risk (0-4 years) constituted 20 per cent of the population. Women in reproductive ages constituted 22 per cent of the population.

Oyo State:

Oyo State has a different picture entirely because it operates a free medical service. At the end of 1978, the state, the lecturer said had a total of 601 health institutions made up of 41 hospitals and Nursing homes, 10 infectious disease units, 32 Leprosy Clinics, 222 Maternity Homes, 8

After the opening ceremony, a paper titled: An Overview of the demographic situation and national policy on population in Nigeria was presented by Dr. I. O. Orubuloye.

He expressed the scantiness of population size, composition and population change in the country.

He said the population bureau in Lagos had employed the 1963 census of 55,670,055 to project the population of Nigeria. This has been possible by the use of 2.5 per cent population growth per annum.

He also talked on crude birth rate which he claimed to be 48.8 in 1975-1980. Crude death rate 17.9, 1975-1980.

Population increase 1975-80 31.9, gross reproduction rate 1975-80 3.4, life expectancy 1975-80 45.9 males; 49.2 females and percentage of urban population 1975-80 18.2 (United Nations 1979).

He cited how the World Bank's human resource division estimated Nigeria's population to reach 152,599,000 in the year 2000. This he said will be achieved through a reduction in crude birthrate.

He argued that the official rate of 2.5% used by the government is low and that the general assumption of population growth is 3% - to 3.5%.

This according to him will make the estimated population for the year 2000 which is between 150 - 170 million reasonable especially for its being close to the 153.9 million based on an annual rate of growth of 3.0 per cent, taking 1963 census as a starting point.

In the section 2 of his paper, he explained why it could be concluded that the country has no population policy. To buttress his statement he extracted this quote from the fourth National Development Plan, 1981-85 where it is stated that: "Government is aware of the close relationship between population dynamics and economic development. The absence of a comprehensive population policy indicating desirable trends in the size and growth rate of our population and also in fertility, internal and external migration and spatial distribution should therefore not be regarded as indicative of governments' insensitivity to the effects of these factors on the development prospects of the country."

Another area of discussion is the institutional arrangement's implementing population programmes. Dr. Orubuloye highlighted the duties of the Population Commission established by the government. The functions according to him are:

To undertake periodical enumeration of population through simple surveys, censuses or otherwise.

To establish and maintain machinery for continuous and universal registration of births and deaths throughout the federation.

To advise the president on population problems.

To publish and provide information and data on population for the purpose of facilitating economic and

development planning.

To appoint and train or arrange for the appointment and training of enumerators or other staff of the commission.

Another contributor, Dr. R. O. Fadayomi discussed population and educational planning in Nigeria.

He touched the Nigerian educational growth since 1965. Specifically he analysed how the inauguration of free Universal Primary Education in the old Western Region of Nigeria in 1955 led to an upsurge of primary schools, expansion of secondary and also the introduction of secondary modern schools.

The Eastern region also followed this bold step of free education, but collapsed due to financial hardship. Education in Northern region is said to be practically free.

Dr. Fadayomi spoke extensively on the implications of current educational programmes. For example, despite the persistent increase in pupil enrolment in the earlier part of 1970, he said 1976/77 witnessed unprecedented rise in pupil enrolment with an increase of about 39 per cent over the past years. This rise, according to Dr. Fadayomi could not have been possible but for the free universal education throughout the country.

He concluded by attributing the accelerated rate of population growth in the past few years in developing nations to the significant decline in mortality rate. This he said have also had some effect on the structure of the dev-

elopment planning.

In his own contribution, Dr. R. O. Y. Oyaneye pointed out the relationship between population growth and health planning.

He analysed the effect of population trend for health services. The future trends in rural-urban population distribution and the processes of migration, he said, have tremendous implications for the planning and provision of health services.

He said the provision of food, shelter, drinking water, clothing and basic education are pre-requisites to good health.

Dr. Oyaneye traced the history of modern health services in Nigeria to the earliest contacts with the culture of the Near East as well as with the Portuguese traders and missionaries who visited Nigeria towards the end of the first half of the 15th century.

The most crucial aspect of his lecture is the impact of population growth on health planning in Nigeria.

According to Dr. Oyaneye, under projection A there will be

THERE now seems to be a global nightmare about the rising world population. This fear is further heightened by the dilemma faced by policy makers in combating this universal problem.

While considering the economic consequence of unabated population growth, a political office holder must, as a matter of political expediency, think of the political repercussion of his decision.

Prime Minister Indira Gandhi it should be remembered, lost power in 1977, partly due to the harsh measures she introduced to combat the gargantuan but calamitous Indian population. The public outcry against her male sterilisation system was exploited by her political opponents and this led to the formation of the JANATA party which did not only beat her party in the polls, but got her defeated in her own constituency.

In a country like India where hundreds die daily due to hunger, one could have expected radical population control to be happily embraced, but the inherent human resistance to change was a stumbling block.

Right now, the world may yet have to witness an unprecedented misery in the annals of human history if nothing is done to economically compensate for the growing world population.

In the report of the U.N. population bureau, it is estimated that the present world population of 4 billion will rise to a staggering 7 billion in the year 2000. Africa has also been predicted to rise from its current 500 million to 1,300 million thus making it the most heavily populated continent in the universe.

Nigeria's population, the report enunciated, will have reached 258 million by the year 2000.

What should be of concern to policy makers and parents as regards this report is that with this increase in population, about 46,000 children are dying daily with over 70% from developing nations, where infant mortality rate is very high.

Because of the concern of some governments for its teeming masses, many research institutes are established to conduct research and organise symposium on population growth, and development in their respective countries.

One of such institutes in Nigeria is the Nigerian Institute of Social and Economic Research (NISER).

Last week, I participated as an official observer at the institute's symposium, titled Population and development policy in Nigeria" which it conducted at the conference centre of University of Ibadan.



PHILIP ARAGBADA
Author of Sketch



Appendix 2: List of Key Contacts in Nigeria

U.S. Embassy/Lagos

- o Ms. Keyes McManus, AID Affairs and Population Officer
- o Mrs. H. Shitta, Population Coordinator

Nigerian Institute of Social and Economic Research

- o Dr. V. P. Diejomaoh, Director
- o Dr. I. O. Orubuloye, Senior Research Fellow
- o Dr. O. Y. Oyeneye, Research Fellow

- o Dr. A. Agunbiade, Research Fellow
- o Dr. T.O. Fadayomi, Senior Research Fellow
- o Dr. M. S. Igben, Research Fellow
- o Dr. G.O. Olaore, Research Fellow

University of Ibadan

- o Dr. O. O. Arowolo, Professor of Sociology
- o Dr. Akinkoye, Department of Sociology
- o Dr. G. F. Mbanefoh, Department of Economics
- o Dr. A. L. Mabogunje, Professor, Department of Geography

University of Ife

- o Dr. A. Adepoju, Department of Demography

University of Nsukka

- o Dr. A. E. Okorafor, Department of Economics

Federal Government of Nigeria

- o Chief Alhaji Okene, Chairman, National Population Commission
- o Lady Deborah Jibowu, Commissioner, National Population Commission
- o Dr. F. J. Falodun, Technical Director, National Population Commission
- o Mr. Olayinka, Deputy Director, National Population Commission

- o Mr. J. A. Olomojaiye, Chief Planning Office (Social Services), National Planning Office
- o Dr. Suleman, Chief Planning Officer, Ministry of Health

Others

- o Dr. Tyler Biggs, Ford Foundation Representative for West Africa, Lagos
- o Mr. Nwosu I. Chris, Research and Evaluation Officer, Planned Parenthood Federation of Nigeria (PPFN)
- o Dr. O. P. Owalobe, Ford Foundation Program Officer for Health, Nutrition and Population, Lagos
- o Ms. Deborah Prindle, Ford Foundation Program Officer, Lagos

Appendix 3: List of PDP Symposium Participants

Adebayo, S. NAN (News Agency of Nigeria) Correspondent	Assobiba University of Benin, Lome, Togo Researcher
Adekunle, J. A. National Pop. Commission Principal Statistician	Awobamise, A. O. Fed. Min. of Housing & Environ. Principal Town Planning Office Lagos
Adepoju, Aderank University of Ife	Ayodele, A. NISER Research Fellow
Adrdiram, Ajayi John Ministry of Economic Planning Secretariat, Ibadan	Babs, Sago K. U.N.F.P.A., Lagos
Ajakaiya, J. NISER Research Fellow	Bala, Tanko I.O.B. Kano Social Services Officer
Ajayi, John Adeduain Min. of Econ. Plan. Ibadan, Oyo State	Batrubas, Nathaniel Min. of Econ. Dev. Yola Statistician II
Akeredolu-Ale, Prof. E. O. NISER Research Professor	Chris, Nwosu I. Planned Parenthood Fed. of Nigeria, Dept. of Demography, Research and Evaluation Officer
Akola Fed. Min. of Agric. Lagos Principal Agric. Officer	Ebot, M. T. Battelle Regional Office, Lome Research Scientist
Alaneme, Sebastian O. Nat. Pop. Commission, Lagos Asst. Chief Statistician	Fadayomi, T. O. NISER Senior Research Fellow
Alcodin, B. Divisional Teachers College Teacher	Fadeyi, Mr. G. Fola NISER
Aragbala, P. <u>Sketch</u> Correspondent	Faluyi, J. O. NISER
Aremu, Mr. J. A. Ministry of Economics Planning Ibadan	Folowoselle, Mr. F. Federal Ministry of Housing and Environment Ikoyi, Lagos
Arowolo, O. O. University of Ibadan Senior Lecturer	

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University of Benin, Lome, Togo
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UNFPA
Representative

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Population Coordinator
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Seims, Dr. Sara
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Taiwo, Mr. P. S. O1a
Radio O-Y-0
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Taiwo, P. J. O
Radio O-Y-0
Correspondent

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Permanent Secretary

Udo, Professor R. K.
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Udoh, Mr. David E.
Ministry of Economic Planning
Calabor