

# Assessment of Public Knowledge on Performance of the 2004 Population Policy in the Federal Capital Territory (FCT), Nigeria

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**Abstract:**-The abysmal performance of the 1988 and 2004 population policies has called to question population policy implementation in Nigeria. This study assessed public knowledge of the 2004 population policy in the Federal Capital Territory; identified socio-economic factors that influenced public knowledge of the policy and impact on policy performance. Questionnaire was administered on 1062 household heads to generate required primary data. Findings revealed that although 88% of respondents were exposed to general information, only 49.7% had knowledge of the existence of the policy. Out of this, only 37% had knowledge of policy goals, while 59% had knowledge of policy targets. Education, income and occupation significantly influenced public knowledge of the policy. The limited knowledge of the policy was largely responsible for the disconnection between the policy and people, which impacted negatively on its implementation. The study thus recommended a strategic communication plan for population policy that is people-centred, community-driven and broad-based to elicit wider stakeholders' participation during the formulation and implementation of future population policy.

**Key Words:** Public Knowledge, Awareness, Population Policy, Implementation, Goals, Targets

## I. INTRODUCTION

Nigeria's population has grown rapidly over the years. With a population of 45.2 million in 1960, the population increased to an estimated 187.7 million in 2016 (United Nations, 2017). Nigeria's population growth pattern shows that Nigeria had a population of 55.7 million in 1963 which thereafter increased to 79.8 million in 1973. The figure further increased to 88.5 million in 1991 and 140 million in 2006 (Afolayan, 1983; NPC, 1998; NPC, 2010). This phenomenal increase in population shows that in a period slightly over 50 years, Nigeria's population had tripled. The population growth rate also shows an interesting pattern in the rise of Nigeria's population. It was 5.8% and 5.3% in 1952 and 1963 respectively (Afolayan, 1983). The population growth rate steadily declined to 2.9% in 1980 and 2.6% in 1982. Between 1983 and 2010 the population growth rate oscillated between 2.5% , 2.7% and 3.2%, while it remained relatively consistent at 2.8% between 2011 and 2014 (World Bank, 2015).

Nigeria's population growth rate is still considered high, making its population one of the fastest growing populations in Africa.

At global level, population grew from about 1.6 billion in 1900 to over 6 billion in 2000. In 2011, world population surpassed 7 billion and is showing signs of rapid increase at 82 million people per year (United Nations, 2013). Projections show that by 2050, world population will reach an unprecedented size of between 8.3 billion and 10.9 billion people (United Nations, 2013). Projections further show that a preponderance of developing countries, particularly in Africa will account for much of the world's future population growth given their current population growth rates. According to the World Bank (2015), as at 2014, the growth rate of some African countries were Angola (3.1%); Benin, (2.6%); Burkina Faso (2.8%); Burundi (3.1%); Chad (3.0%); Ethiopia (2.5%); Gambia (3.2%); Kenya (2.7%); Mali ( 3.0%) and Niger (3.9%).

These population growth rates have heightened concerns that developing countries in particular could deplete their resources and trigger social and economic catastrophe if not checked (Izazola and Jowett, 2010). Based on this, the United Nations (2013) was of the view that stabilizing population growth in these developing countries is a strategic goal that must be pursued to ensure sustainable development and guarantee their future. To achieve this, the United Nations encouraged countries to formulate population policies that would address their peculiar population situations. Population policy is a deliberate government action comprising legal, regulatory and administrative programmes designed to influence population growth, size, distribution and composition (Lucas, 1980). Population policies are designed to retard, raise or maintain population growth (Weeks, 1999; Chandna, 2014). Since population situations differ, there is no single population policy that can be globally or regionally applied. As a result, many developing countries, including Nigeria, have adopted population policies that aim to reduce their population growth rates and consequently free resources

to address critical issues of development in order to guarantee its sustainability.

As far back as 1984, Nigeria had recognized that its population was growing rapidly and was capable of outgrowing food production (National Policy on Population, NPP, 2004). Population projections have indicated that Nigeria's population could double within the shortest possible time in view of high fertility rate and decreasing mortality rate. For instance, the United Nations (2015) has projected that at the fertility rate of 5.7 and population growth rate of 3.2%, Nigeria's population will reach about 440 million in 2050 and this will place Nigeria third in the global population index. The apprehension that such huge population could impact negatively on the country's resources has remained a major source of concern.

In response to its population situation, Nigeria adopted the National Policy on Population for Development, Unity, Progress and Self-Reliance in 1988. The policy was designed and intended to among other things achieve lower rate of population growth, address issues of internal migration and population distribution. The policy made effort to consider the divergent interests of Nigerians given the country's pluralistic configuration (NPP, 2004). However, after fifteen years of implementation, the policy failed to achieve the desired objectives as population growth rate spiraled from 2.8% in 1991 to 3.2% in 2006. This, coupled with other emerging issues precipitated its review. In addition, the 1994 International Conference on Population and Development (ICPD) held in Cairo had recommended that actions should be taken "to measure, assess, monitor, and evaluate progress towards meeting the goals" of population policies adopted by various countries (United Nations, 1995). There were also the issues of HIV/AIDS epidemic, poverty and food security and the increasing impact of population on environment and development.

The review of the 1988 population policy thus culminated in the formulation of the 2004 National Policy on Population for Sustainable Development which was formally adopted in 2005. The policy's main goal was to improve the quality of life and standard of living of the Nigerian population (NPP, 2004). Demographic targets of the policy include reduction of national population growth rate to 2% or lower by 2015; reduction in the total fertility rate (TFR) by at least 0.6 children every five years and increase in modern contraceptive prevalence rate (CPR) by at least 2% points per year. However, based on prevailing demographic indices, it is evident that the 2004 population policy was unable to meet its targets as envisaged by 2015. As Nigeria looks forward to articulating another population policy, it is pertinent to gain understanding of why the 2004 population policy failed to

perform as expected. One key area of concern is public knowledge of the policy, and this has raised the logical question of whether or not people had sufficient knowledge of the policy to stimulate their interest and participation in the policy implementation.

A number of studies have been undertaken to appraise the 1988 and 2004 population policies in Nigeria (Adegbola, 2008; Peter and Soliu, 2010; Ankomah, Anyanti and Oladosu 2011; Enang and Ushie, 2012; Fan, Sunday and Emmanuel, 2013; Shofoyeke, 2014; Mundi and Dakyes, 2016) and the general finding was that the implementation of the 2004 population policy was ineffective. Apart from the study by Mundi and Dakyes (2016) which considered knowledge of the 2004 population policy, the assertions about the lack of information were generalized statements not underpinned by empirical data especially in relation to the content of the policy. Consequently, data on public knowledge of the policy is grossly inadequate. In view of this observed gap, this study focused on public knowledge of the 2004 population policy and how this has affected its implementation. Public awareness has been shown to influence knowledge, attitudes and behaviours. According to the United Nations (2012), public awareness has to do with people's level of understanding of the importance and implications of an issue. Apart from general public awareness which entails widespread understanding and acknowledgement of issues, there is also the important issue of self-awareness which has to do with individuals' perception of how issues affect them personally. It is important to note that raising public awareness is beyond just telling people what to do; it includes most importantly explaining and disseminating knowledge to people so that they are empowered to make their own decisions (United Nations, 2012; Philip and Peter, 2013).

## II. METHODOLOGY

### *2.1 Data Collection*

The demographic and socio-economic characteristics of household heads among other variables were collected with the aid of questionnaire administration. For the purpose of this survey, a household head is defined as a person, male or female who is socially and economically responsible for the well-being of members of his or her household and who is between 15 and 49 years for women and 15-69 years for men irrespective of their marital status. A sample size of 1062 was used because it was considered appropriate to meet the purpose of this research and for explaining the variability of the population characteristics (Stoker, 1989; Meekyaa, 1992; Ghyoot, 1994). Details of number of household selected for questionnaire administration are presented in Table 1.

Table 1: Number of households selected for questionnaire administration

Area Council	No of Wards	No of Selected Wards	No of Settlements in Selected Wards	No of Settlements Selected	Population of Selected Settlements	No of Households selected
Abaji	10	3	63	19	14,229	70
Bwari	10	3	28	8	44,517	219
Gwagwalada	10	3	23	7	43,704	215
Kuje	10	3	31	10	30,491	150
Kwali	10	3	30	10	19,311	95
Municipal	12	4	40	12	63,625	313
<b>Total</b>	<b>62</b>	<b>19</b>	<b>213</b>	<b>64</b>	<b>215,877</b>	<b>1062</b>

Source: Field Survey, 2016

## 2.2 Data analysis

Data obtained were analysed using tables, frequencies, percentages and logistic regression analysis. Logistic regression analysis was used to predict the influence of a set of predictors on a single criterion variable. According to Hair et al (2010), logistic regression is used to estimate the relationship between a single non-metric (binary) dependent variable and a set of metric or non-metric independent variables. It was used to examine the influence of respondents' characteristics of sex, age, education, income, location and occupation on their knowledge of the 2004 population policy in the FCT.

## III. RESULTS AND DISCUSSIONS

### 3.1 Demographic and Socio-Economic Characteristics

The sex of respondents showed that 60.3% were men whereas 39.7% were women. For respondents below 30 years, men aged 15-69 were 55.1% whereas women aged 15-49 years were 66.5%, which is indicative of very youthful and reproductive population. The result showed that 78.4% of men and 72.7% of women were married, whereas 11.7% of women and 4.7% of men were divorced, separated or widowed. Monogamy was the predominant type of marriage involving 74.3% of women and 70.5% of men, indicating that there are more women than men in monogamy. On the other hand, there were more men (29.5%) than women (25.7%) in polygamous marriages. Respondents' disposition based on religion showed that Christians were 55.1%; Muslims

(41.2%), while traditional worshippers were 3.7%. Whereas women (57.9%) dominated men (53.2%) in Christianity; men (43.3%) dominated women (38.0%) in Islam. Gbagyi (34.3%) was the predominant ethnic group while Bassa (8.5%) was the least. Men dominated Gbagyi and Bassa while women dominated Hausa, Igbo and Yoruba. There were more men (15.3%) than women (13.4%) that were not formally educated while there were more women (32.4%) than men (26.0%) that were educated up to secondary school level. However, beyond secondary education, there were more men (40.3%) than women (29.7%), implying that men spend longer years in school than women. There were more women (74.2%) than men (57.4%) in lower income groups while there were more men (41.7%) than women (25.8%) in higher income groups, indicating that men are more economically empowered than women. Civil service was the predominant occupation (30.5%) and was followed by trading (28.7%) and farming (19.0%). Apart from trading, all other occupations were dominated by men

### 3.2 Knowledge of the 2004 national policy on population

#### 3.2.1 Language of Communication

Language is critical to communication and understanding of issues. Apart from mother tongue spoken, the study considered other languages spoken by respondents to understand their ability to access information and comprehend issues. Table 2 shows languages spoken by respondents other than their mother tongue.

Table 2: Languages spoken other than mother tongue

Language	Sex					
	Male		Female		Total	
	Freq	%	Freq	%	Freq	%
English	37	5.8	18	4.3	55	5.2
Hausa	70	11.0	28	6.7	98	9.3
Yoruba	5	0.8	7	1.7	12	1.1
Pidgin	45	7.1	40	9.5	85	8.1

Others	1	0.2	2	0.5	3	0.3
2 more languages	202	31.8	194	46.4	396	37.6
3 more languages	232	36.5	112	26.8	344	32.7
More than 3 languages	43	6.8	17	4.1	60	5.7
Total	635	60.3	418	39.7	1053	100

Field Survey, 2016

Analysis of Table 2 showed that all the respondents interviewed were able to speak one or more languages other than their mother tongue. Respondents who understood one language in addition to their mother tongue were cumulatively represented by 24%. The majority within this group was able to speak Hausa (9.3%); this was closely followed by pidgin (8.1%) and English (5.2%). The dominance of Hausa is expected given its widespread influence in the study area. Respondents who were able to speak two more languages were 37.6%; those who were able to speak three more languages were 32.7% and those who were able to speak more than three languages were 5.7%. In terms of sex, 31.8% of men and 46.4% of women were able to speak two more languages whereas 36.5% of men and 26.8% of women were able to speak three more languages. Respondents who were able to speak more than three languages comprised 6.8% of men and 4.1% of women. This study has revealed that more men speak English and Hausa, while more women speak Yoruba, pidgin and other languages such as Gade, Ganagana, Gwandara, Idoma, Nupe, etc. It has also revealed that all respondents were able to speak at least one more language other than their mother tongue. However, no single respondent was able to speak Igbo as a second language. These findings have revealed the mix and integration of ethnic groups and the resultant multiplicity of languages spoken by respondents in the FCT. Since the creation of the FCT over 40 years ago, Nigerians from different ethnicity, religion, culture and gender have migrated to the FCT and this is steadily changing the socio-cultural complexion of the territory. In fact, it will not be abnormal to refer to the FCT as miniature Nigeria. The multiplicity of languages is positive for effective

communication and dissemination of information. As noted by Ayakoroma (2017), given the critical role of language, it is imperative to accord it the attention it deserves in communicating ideas especially in a multi-ethnic nation like Nigeria.

### 3.2.2 Accessibility to information

Access to information is another critical issue in discussing knowledge of the 2004 population policy. Exposure to information can enhance people's knowledge and awareness of new ideas, social changes and opportunities which in turn can affect their perceptions and behaviours (NPC and ICF, 2014). Accessibility or exposure to information is considered in terms of type and number of sources of information available to respondents. Respondents were therefore asked if they had access to general information relating to national and local issues. The result obtained revealed that 88.0% of respondents had access to information, while 12.0% had no access. It also showed that men (56.0%) had access to information than women (44.0%). On the other hand, in terms of respondents who had no access to information, 67.0% were men while 33.0% were women. This implies that respondents are highly exposed to information and this can be attributed to the mass of media organisations and communication networks available in the FCT. The result also revealed that the disparity in accessing information is more pronounced among men than women. Given the high accessibility to information, respondents who had access to information were asked to indicate their sources of information in the last six months preceding the survey. Table 3 shows the distribution of respondents based on their sources of information.

Table 3: Disposition of respondents by sources of information

Sources of Information	Male		Female		Total	
	Freq	%	Freq	%	Freq	%
Inter-personal	124	22.1	95	25.9	219	23.6
Government Advocacy	214	38.1	142	38.8	356	38.4
NGO Advocacy	16	2.9	15	4.1	31	3.4
Mass Media	200	35.6	97	26.5	297	32.0
Place of Worship	2	0.4	12	3.3	14	1.5
Others	5	0.9	5	1.4	10	1.1
Total	561	60.5	366	39.5	927	100

Field Survey, 2016

The information in Table 3 indicates that the major source of information for respondents was government advocacy (38.4%), followed by the media (32.0%) and inter-personal communication (23.6%). However, women were found to access more information through government advocacy (38.8%), inter-personal communication (25.9%), NGO advocacy (4.1%), place of worship (3.3%) and other sources (1.4), while men accessed information more through the media (35.6%). Government advocacy is considered in terms of public enlightenment activities and stakeholders' engagements by various government Ministries, Departments

and Agencies (MDAs) while the mass media relates to both electronic and print media. Inter-personal sources included spouses, relations, friends, etc. The performance of Non-Governmental Organisations (NGOs), religious institutions and other sources (markets, motor parks, etc) as sources of information was not impressive with a combined total of only 6.0% of respondents accessing information through these channels. In terms of location, respondents' sources of information were analysed according to their area council of residence and the results are depicted in Table 4.

Table 4: Respondents' sources of information by area council

Sources of Information	Abaji		Bwari		G/Lada		Kuje		Kwali		Municipal		Total	
	n	%	n	%	N	%	n	%	N	%	n	%	n	%
Inter-personal	0	0.0	66	34.2	44	29.9	24	16.4	29	32.2	56	19.1	219	23.6
Government advocacy	0	0.0	43	22.3	71	48.3	33	22.6	9	10.0	200	68.3	356	38.5
NGO advocacy	0	0.0	4	2.1	0	0.0	7	4.8	0	0.0	20	6.8	31	3.3
Media	51	87.9	78	40.4	27	18.4	74	50.7	52	57.8	15	5.1	297	32.2
Worship Place	0	0.0	2	1.0	2	1.4	8	5.5	0	0.0	2	0.7	14	1.4
Others	7	12.1	0	0.0	3	2.0	0	0.0	0	0.0	0	0.0	10	1.0
<b>Total</b>	<b>58</b>	<b>6.5</b>	<b>193</b>	<b>20.8</b>	<b>147</b>	<b>15.8</b>	<b>146</b>	<b>22.7</b>	<b>90</b>	<b>10.2</b>	<b>293</b>	<b>24.1</b>	<b>927</b>	<b>100</b>

Source: Field Survey, 2016

The results in Table 4 have revealed that the media was the dominant source of information in Abaji Area Council (87.9%), Bwari Area Council (40.4%), Kuje Area Council (50.7%) and Kwali Area Council (57.8). Government advocacy was the dominant source of information in Gwagwalada Area Council (48.3%) and Municipal Area Council (68.3%), while Advocacy by NGOs concentrated more in Municipal Area Council (6.8%), Kuje Area Council (4.8%) and Bwari Area Council (2.1%). These results have revealed the effect of location on the type and sources of information that are available to respondents in the FCT. For instance, government advocacy has high concentration in the capital city and in places that are in close proximity to the city centre while the distant places relied more on the media. It also showed that NGO advocacy was limited to the more urbanized Area Councils. Generally, the results obtained showed that although access to information was high, deeper understanding of issues was negatively affected by the lack of one-on-one socialization and engagement and this is significant in considering strategies for effective communication and citizen's engagement in the FCT.

### 3.2.3 Knowledge of policy existence, goals and targets

The importance of communication and awareness for the success of the 2004 population policy was clearly underscored and embodied in two objectives of the policy which were to:

- Promote behavioural change communication (BCC) programmes to increase reproductive and sexual health knowledge, awareness and behavioural change among Nigerians;
- Use effective advocacy to promote and accelerate attitudinal change towards population and reproductive health issues among public and private sector leaders.

This study therefore analysed respondent's knowledge of the 2004 population policy, the extent of their knowledge and factors which influenced their knowledge of the policy. Knowledge of policy was analysed in terms of awareness of policy existence, goals and targets. While awareness of policy existence was used as indicator to know if respondents knew about the policy in the first place; awareness of policy goals and targets was used as indicator of respondent's knowledge of policy content. Results obtained are depicted in Table 5:

Table 5: Summary of respondent's knowledge of the 2004 population policy

Variable	Yes		No		Total	
	Freq	%	Freq	%	Freq	%
Knowledge of policy Existence	523	49.7	530	50.3	1053	100

Knowledge of policy Goals	194	37.0	329	63.0	523	100
Knowledge of Policy Targets	308	59.0	215	41.0	523	100

Source: Field Survey, 2016

#### a. Awareness of policy existence

Respondents were asked if they ever heard about the 2004 population policy. This was asked with the understanding that awareness of policy existence is a condition precedent to awareness of policy goals and targets. Whereas 49.7% of respondents were aware of the policy existence, 50.3% were not aware; implying that a larger percentage of the respondents never heard about the policy. Although this looks fair on the face value, it is however considered to be below expectation when viewed in terms of the number of years the policy has been in existence and respondents' high level accessibility to information. The lack of adequate awareness of policy existence could be explained in terms of the inability to effectively exploit the myriad of information sources available in the area to disseminate information on the 2004 population policy on one hand, and the weakness of the advocacy component in the policy implementation strategy. The result presented above are consistent with the findings of Mundi and Dakyes (2016) in a study carried out in 2013 in three area councils of the FCT where they found that 50.6% of respondents were aware of the policy whereas 49.4% of respondents were not. Based on findings in this study, it is evident that knowledge of the policy has slightly declined in the FCT and this is clearly an indication of the lack of sustained awareness creation on the policy.

#### b. Awareness of policy goals and targets

To facilitate actualization of the overall goal of the 2004 population policy, the policy enunciated six (6) goals and ten (10) targets. The policy envisaged that Nigerians would have good knowledge and understanding of these goals and targets. Accordingly, respondents who were aware of the policy existence were further asked to indicate which policy goals and targets they knew. This question was deliberately kept open ended to ensure that respondent's true knowledge of policy goals and targets were tested. Results indicated that 37.0% of respondents were aware of policy goals, while 59.0% were aware of policy targets. The key finding here is that comparatively, respondents were more aware of the policy targets than they were aware of the policy goals. These results simply suggest that awareness of policy existence does not necessarily translate to good knowledge of the policy content, and this is very significant in shaping the perception of such respondents on the policy. It is important therefore to be careful about making the assumption that knowledge of policy existence directly translates into an understanding of what the policy is all about. This understanding is critical to the design of communication strategies for propagating population policies in Nigeria. In terms of awareness of specific goals and targets, Table 6 presents respondent's knowledge of specific policy goals and targets:

Table 6: Respondent's awareness of specific policy goals and targets

Goal	Awareness of policy goals		Awareness of policy targets		
	Freq.	%	Target	Freq.	%
goal 1	42	21.8	target 1	109	35.5
goal 2	58	30.0	target 2	66	21.3
goal 3	45	23.6	target 3	22	7.2
goal 4	10	5.0	target 4	14	4.5
goal 1 & 2	16	8.0	target 5	13	4.2
goal 2 & 3	16	8.0	target 6	11	3.6
> two goals	7	3.6	Targets 1 & 2	58	18.7
-	-	-	> two targets	15	5.0
<b>Total</b>	<b>194</b>	<b>100</b>	<b>Total</b>	<b>308</b>	<b>100</b>

Source: Field Survey, 2016

The results in Table 6 showed that 21.8% of respondents were aware of goal one; 30% were aware of goal two; 23.6% were aware of goal three; 5.0% were aware of goal four; 8.0% were aware of goals two and three; 8.0% were aware of goals one and two; and only 3.6% were aware of more than two goals. Based on this finding, goal two is the most known goal followed by goal three and goal one. Findings also showed that on the

aggregate, respondents were aware of four goals out of the six goals. However, no single respondent was aware of more than three goals. In addition, the disposition of respondents according to their knowledge of specific policy targets revealed that 35.5% of respondents were aware of target one; 18.7% were aware of target two; 7.2% were aware of target three; 4.5% and 4.2% were aware of target four and target five

respectively; 18.7% were aware of targets one and two, while only 5.0% were aware of more than two targets. This means that policy target one is the most known among the targets while no respondent had knowledge of more than three targets.

### 3.3 Spatial variation in the knowledge of the 2004 population policy

The result presented in Table 7 shows the spatial variation in respondent's knowledge of the 2004 population policy across area councils in the FCT.

Table 7: Spatial variation of knowledge of 2004 population policy in the FCT

Area Council	Aware of policy existence?				Aware of policy goals?				Aware of policy targets?			
	Yes	%	No	%	Yes	%	No	%	Yes	%	No	%
Abaji	28	40.5	41	45.5	10	35.7	18	64.3	17	60.7	11	39.0
Bwari	102	47.2	114	52.8	38	37.3	64	62.7	60	58.8	42	41.2
Gwagwalada	102	48.1	110	51.9	38	37.3	64	62.7	60	58.8	42	41.2
Kuje	78	52.0	72	48.0	29	37.2	49	62.8	46	59.0	32	41.0
Kwali	39	41.5	55	58.5	15	38.2	24	61.8	23	59.0	16	41.0
Municipal	174	55.7	138	44.3	64	36.8	110	63.2	102	58.6	72	41.4
<b>Total</b>	<b>523</b>	<b>49.7</b>	<b>530</b>	<b>50.3</b>	<b>194</b>	<b>37.0</b>	<b>329</b>	<b>63.0</b>	<b>308</b>	<b>59.0</b>	<b>215</b>	<b>41.0</b>

Field Survey, 2016

The result showed that 55.7% of the respondents in Municipal Area Council were more aware of policy existence followed by 52.0% of respondents in Kuje Area Council. Respondents in Kwali Area Council (38.2%) were more aware of policy goals followed by respondents in Gwagwalada Area Council (37.3%) and Bwari Area Council (37.3%). Respondents in Abaji Area Council (60.7%) were more aware of policy targets followed by Kwali Area Council (59.0%) and Kuje Area Council (59.0%). This implies that beyond Municipal Area Council which hosts the capital city, awareness of policy goals and targets tend to increase with distance away from the capital city. This pattern can be attributed to opportunity cost which drives a much deeper search for understanding of issues with distance away from the capital city where opportunities abound. A number of studies have also correlated place of residence or location to knowledge. For instance, the studies of NPC and ICF (2014) have shown that knowledge of contraceptive methods was higher among women living in urban areas than among women living in rural areas. Spatial variations were also found among states in terms of contraceptive knowledge. A study by Rourke (2015) on the association between socio-demographic factors and knowledge of contraceptive methods in Liberia has shown differentials in knowledge of contraceptive methods based on location.

### 3.4 Influence of socio-economic factors on knowledge of the 2004 population policy

Results of this study have shown limited knowledge of the 2004 population policy in the FCT. It is pertinent therefore to determine the influence of socioeconomic factors on knowledge of the 2004 population policy. To achieve this, the following hypothesis was postulated and tested:

**H<sub>0</sub>:** Knowledge of the 2004 population policy is not influenced by sex, age, education, income, location and occupation in the FCT

**H<sub>1</sub>:** Knowledge of the 2004 population policy is influenced by sex, age, education, income, location and occupation in the FCT.

Logistic regression analysis was used to test the hypothesis. The analysis was done in respect of knowledge of policy existence, knowledge of policy goals and knowledge of policy targets. In the first analysis, the variables were transformed into dummies of 1 and 0. A similar approach was employed by Ashraf et al., (2015), Sileo et al (2015) and Alemayehu et al (2016). The results obtained are shown in Table 8

Table 8: Summary of logistic regression result on knowledge of policy existence

Variables	Coefficient (b)	S.E.	Wald	Df	Sig.	Exp(E) Odd ratio
Sex	0.401	0.147	7.390*	1	0.007	1.493
Age	0.309	0.258	1.434	1	0.231	1.362
Education	3.435	0.519	43.894*	1	0.000	31.047
Monthly income	1.279	0.163	61.807*	1	0.000	3.595
Location	-0.220	0.159	1.906	1	0.167	0.803

Occupation	0.749	0.148	25.608*	1	0.000	2.114
Constant	-4.704	0.577	66.404	1	0.000	0.009
Overall model estimation						
	Chi-square		Df		Sig.	
Step	344.424*		6		.000	
Block	344.424*		6		.000	
Model	344.424*		6		.000	

Nagelkerke R Square = 0.370; Overall model classification = 72%

\*Significant at 5% confidence level

Source: Survey Result, 2016

The results in Table 8 showed that the logistic regression was significant ( $X^2 = 344.424$ ,  $p < 0.05$ ); implying that sex, age, education, income, location and occupation have significant or are able to predict knowledge of policy existence. The strength of logistic regression represented by the Nagelkerke R Square revealed that 37.0% (0.370) of the variability in knowledge of policy existence was explained by sex, age, education, monthly income, location and occupation used in the model. The result of the overall percentage accuracy value of 72% exceeded the limit of 56.6% (Bayaga, 2010) which implied that the logistic regression model was very useful in the explanation of knowledge of policy existence and factors influencing it. The Wald statistics results showed only four (4) of the predictors significantly predicted the knowledge of policy existence in the area ( $p < 0.05$ ). The results showed that sex ( $X^2 = 7.390$ ,  $p < 0.05$ ), education ( $X^2 = 43.894$ ,  $p < 0.05$ ), monthly income ( $X^2 = 61.807$ ,  $p < 0.05$ ) and occupation ( $X^2 = 25.608$ ,  $p < 0.05$ ) significantly predicted knowledge of policy existence. Other predictor variables in the Wald statistics did

not contribute significantly in influencing knowledge of policy existence ( $p > 0.05$ ). In addition, the **OR** (Odd ratio) indicated that education (**OR** = 31.05), monthly income (**OR** = 3.60) and occupation (**OR** = 2.11) had Odd ratios greater than 1. This means that these factors are at least more than one time and above likely to predict knowledge of policy existence. It is apparent that education has the highest likelihood to predict knowledge of policy existence as it is 31 times more likely to predict knowledge of policy existence. This is followed by monthly income and then occupation. It therefore means that education contributes most to the knowledge of policy existence. The logistic regression result therefore identified education, income and occupation as principal factors that influence knowledge of policy existence. Clearly, however, education is the most potent factor that influenced knowledge of policy existence. With regards to knowledge of policy goals, results of analysis are presented in Table 9.

Table 9: Summary of logistic regression result on knowledge of policy goals

Variables	Coefficient (b)	S.E.	Wald	Df	Sig.	Exp(E) Odd ratio
Sex	0.277	0.150	3.422	1	0.064	1.319
Age	0.470	0.293	2.575	1	0.109	1.600
Education	2.884	0.594	23.543*	1	0.000	17.891
Income	1.162	0.179	42.125*	1	0.000	3.196
Location	0.526	0.162	10.584*	1	0.001	1.693
Occupation	0.952	0.150	40.356*	1	0.000	2.592
Constant	-5.569	0.661	71.042	1	0.000	0.004
Overall Model Estimation						
	Chi-square		Df		Sig.	
Step	256.776*		6		.000	
Block	256.776*		6		.000	
Model	256.776*		6		.000	

Source: Survey Result, 2016. Nagelkerke R Square = 0.296; Overall model classification = 73.7%

\*Significant at 5% confidence level

Knowledge of policy goals also revealed that the logistic regression was significant ( $X^2 = 256.776$ ,  $p < 0.05$ ); which implies that knowledge of policy goals was significantly

influenced by sex, age, education, income, location and occupation. The strength of logistic regression showed that 29.6% (0.296) of the variability in the dependent variable was

explained by independent variables used in the model. Results of Wald statistics showed that among the variables used, education ( $X^2=23.543$ ,  $p<0.05$ ), monthly income ( $X^2=42.125$ ,  $p<0.05$ ), location ( $X^2=10.584$ ,  $p<0.05$ ) and occupation ( $X^2=40.356$ ,  $p<0.05$ ) significantly influenced knowledge of policy goals. The results of **OR (Odd ratio)** indicated that education (**OR** = 17.89), income (**OR** = 3.20) and occupation (**OR** =

2.59) had **Odd ratios** greater than 1. This means that education was the most influential factor on knowledge of policy goals followed by monthly income. This shows that education and monthly income to a greater extent explained knowledge of policy goal. The results of analysis on knowledge of policy targets are presented in Table 10.

Table 10: Summary of logistic regression result on knowledge of policy targets

Variables	Coefficient (b)	S.E.	Wald	Df	Sig.	Exp(E) Odd ratio
Sex	0.454	0.152	8.935*	1	0.003	1.575
Age	0.526	0.301	3.050	1	0.081	1.693
Education	2.786	0.595	21.940*	1	0.000	16.212
Monthly income	1.012	0.182	31.069*	1	0.000	2.751
Location	0.379	0.162	5.460*	1	0.019	1.461
Occupation	0.950	0.151	39.296*	1	0.000	2.585
Constant	-5.575	0.664	70.537	1	0.000	0.004
Overall model estimation						
	Chi-square		Df		Sig.	
Step	228.053*		6		.000	
Block	228.053*		6		.000	
Model	228.053*		6		.000	

Source: Survey Result, 2016 Nagelkerke R Square = 0.271; Overall model classification = 73.9%

\*Significant at 5% confidence level

The result further showed that sex ( $X^2=8.935$ ,  $p<0.05$ ), education ( $X^2=21.940$ ,  $p<0.05$ ), income ( $X^2=31.069$ ,  $p<0.05$ ), location ( $X^2=5.460$ ,  $p<0.05$ ) and occupation ( $X^2=39.296$ ,  $p<0.05$ ) significantly influenced knowledge of policy targets. The results of **OR** showed that education (**OR** = 16.21), income (**OR** = 2.75) and occupation (**OR** = 2.59) had **Odd ratios** greater than 1. The result indicated that education exerted the highest influence in predicting knowledge of policy targets, followed by monthly income and then occupation. Making inference from all the results, it is clear that education, income and occupation are the factors that principally influenced knowledge of the 2004 population policy in the FCT. In particular, the results depicted that education played a vital role in predicting knowledge of the 2004 population policy. With regards to education, findings in this study showed that the relationship with knowledge is both positive and negative and this is supported by a number of studies. Studies by Mehrota et al (2000); Bunting et al (2013), Adeyemi et al (2015), Obirikorang et al, (2016) showed positive relationship between education and awareness. For instance, the study by Adeyemi et al (2015) has shown that high contraceptive awareness among women of reproductive age in Ogbomoso is associated with women who are more educated. However, studies by Ogbuji (2005) and Byamugisha et al (2006) have shown low level fertility awareness in respect of secondary school students in Nigeria

and university students in Kampala, Uganda respectively. This showed that their level of education did not improve their level of awareness. It is therefore not surprising, as established in this study that some respondents with tertiary education were seriously lacking in the knowledge of the 2004 population policy.

This also points to the erroneous assumption that the educated are usually well informed and are often times not made targets of advocacy and engagement on important national issues. In terms of income, results in the present study show that for policy existence, there is a positive association between income and awareness of policy existence while the relationship is negative in the case of awareness of policy goals and policy targets. This is an indication that whereas income can enhance access to quality information, going beyond mere citation of titles (awareness of policy existence) to understanding the content (awareness of policy goals and targets) is driven more by opportunity cost than by wealth status. Consequently, respondents in the lower income groups are more likely to explore the content of any information or document than those in the higher income groups because of limited opportunity. Earlier studies like those of NPC and ICF (2014) have shown that contraceptive knowledge is lowest among women in the lowest wealth quintile while for men the knowledge differential is small in respect of the income levels. The implication of findings in this study is that no

income group should be ignored in disseminating information on population issues.

Results further revealed that civil/public servants (51.5%) were more aware of policy existence, while artisans were more aware of policy goals (37.8%) and policy targets (59.5%). Generally, the differences in the knowledge of the policy across occupational groups were quite small. These findings revealed that occupation has had impact on knowledge of the 2004 population policy in different ways depending on how one was exposed by occupation. This is consistent with a number of findings. Bunting et al (2013) have shown the influence of occupation on knowledge and

beliefs about fertility treatment while Etukudo et al (2016) have established the impact of occupation on fertility awareness with its attendant impact on fertility behaviour in a rural Nigerian community. The implication of these findings for policy is the need for intensification of work place advocacy.

### 3.5 Impact of public knowledge on performance of policy

Policy performance shows that gaps exist between policy targets and the actual achieved by 2015. At the national level, Table 11 shows a deficit of 1.2% for population growth rate; 1.1 children for TFR and 15.1% for CPR (NPC and HPP, 2015).

Table 11: Performance of the 2004 Population Policy at National Level

Goal	2015 Target	2015 Actual	Gap
Reduce national population growth rate by 2% or lower by 2015	2% or lower	3.2%	1.2 % point
Reduce total fertility rate by at least 0.6 children for every five years	4.4 children	5.5 children	1.1 children
Increase modern contraceptive prevalent rate by at least 2% point per year	30.2%	15.1%	15.1%

Source: National Population Commission and Health Policy Project (2015)

At FCT level, Table 12 shows a deficit of 11.9% for population growth rate; 1.4 children for TFR and 14.2 for modern CPR (NPC and HPP, 2015; FCT City). Generally, therefore, it can be seen that the FCT is still very much behind and one of the critical indicators of this is the phenomenal

growth of the FCT population estimated at about 6 million in 2017 (FCT City Population, 2017). This shows that in just about 11 years, the population of FCT grew from 1,406,239 in 2006 to about 6 million in 2017.

Table 12: Performance of the 2004 Population Policy in the FCT

Goal	2015 Target	2013/2015 Actual	2015 Actual For FCT	Gap
Reduce national population growth rate by 2% or lower by 2015	2% or lower	3.2%	13.9%	11.9%
Reduce total fertility rate by at least 0.6 children for every five years	4.4	5.5	5.8	1.4
Increase modern contraceptive prevalent rate by at least 2% point per year	30.2%	9.8%	16%	14.2%

Source: NPC and HPP (2015), FCT City Population (2016)

The first major way in which policy performance was affected is that the limited knowledge of the policy had negative

implications for its effective implementation in the FCT as shown in Table 13.

Table 13: Implications of knowledge on policy performance based on research findings

Indicators	Findings	Implication for policy
<b>Knowledge of policy</b>		
Knowledge of policy existence	Yes, 49.7%; No, 50.3%	Encouraging prospect for policy performance
Knowledge of policy goals	Yes, 34.5%; No, 65.5%	Highly limited & indicative of poor understanding of policy direction; not good for policy performance
Knowledge of policy targets	Yes, 31.5%; No, 68.5%	Highly limited & indicative of poor understanding of what is expected; not good for policy performance

Source: Field Survey, 2016

The second major way in which policy performance was affected related to the disconnection between the policy and people. As revealed in this study, 93% of respondents had

knowledge of family planning while only 20.9% practiced family planning. This is a clear indication of people's poor attitude towards family planning. One of the reasons

responsible for this is the fact that people were unable to connect their knowledge of family planning to the goals and targets of the policy in respect to total fertility rate and contraceptive prevalence rate due to their limited knowledge of the policy. Consequently, for most people, family planning practice was incidental and not necessarily the result of deliberate pursuit of the policy.

In line with the findings from this study, a model was developed to explain why the attitude of people to public policy implementation can either be positive or negative, with the resultant effect on performance of the policy. This model as shown in Figure 1 is referred to as Policy and People (PP) Connectivity Model. The PP Connectivity Model has two expressions. The first expression is **Policy + People = Negative Attitude** while the second is **People + Policy = Positive Attitude**. The first expression is a top-down approach that is essentially driven by the principle of ‘planning for the people’. The policy maker assumes knowledge of the ‘felt needs’ of the people and therefore has a

good perception of what is good for them. In this case, the policy comes first before the people and the likely outcome is that people are not consulted and so they are disconnected from the policy. Their attitude to such policy will obviously be negative and that can lead to low performance or even outright failure. The second expression is a bottom-up approach essentially driven by the principle of ‘planning with the people’. The policy maker does not assume knowledge of the people’s ‘felt needs’ and therefore relies on their perception to arrive at what is good for them. In this case, people come before the policy and the likely outcome is that people are engaged, consulted and so they are connected to the policy. Their resultant attitude to such policy will obviously be positive. The major difference between the two expressions is, therefore, on where emphasis is placed; the policy or the people. Based on this model, the 2004 population policy can be said to be clearly characterised by the first expression as evident in the highly limited knowledge and negative attitude to the policy in the FCT.

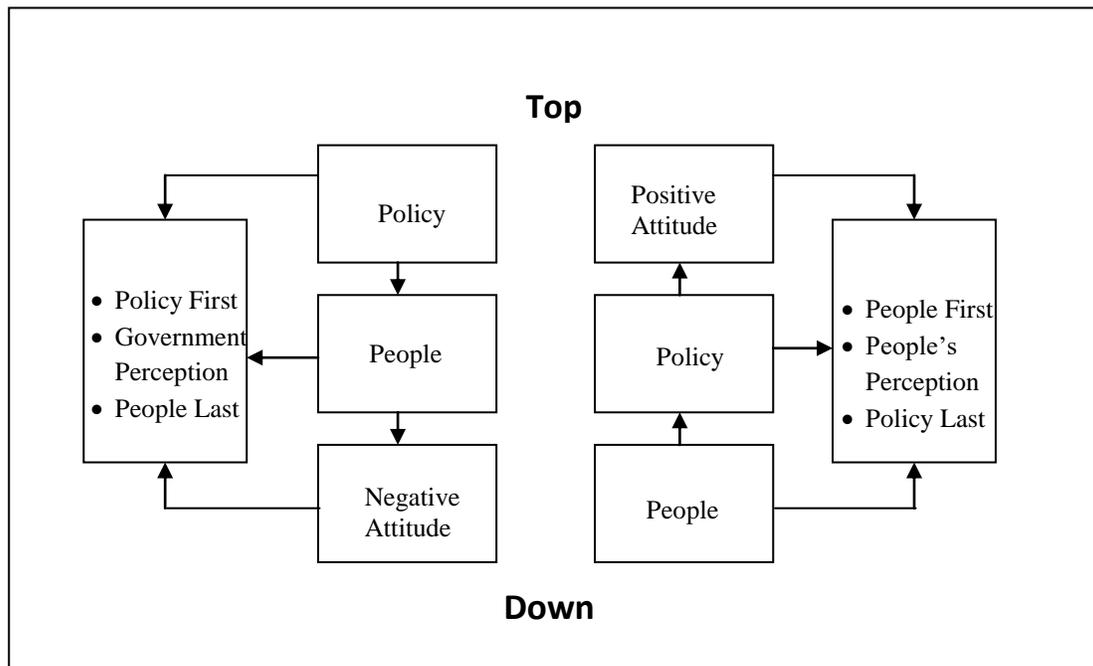


Figure: 1: PP Connectivity Model

Source: Survey Result, 2016

#### IV. CONCLUSION

Despite implementation of the 2004 population policy since 2005, people’s knowledge of the policy in the FCT has largely been limited and this relates to knowledge of policy existence, goals and targets. Almost half of respondents had adequate knowledge of policy existence. Among these respondents, less than half of them were aware of policy goals, while a little above half had knowledge of policy targets. Paradoxically, access to information was found to be very high. This showed that respondent’s high exposure to information was not

leveraged upon to deepen knowledge of the population policy. This has been shown to impact negatively on performance of the policy in the FCT, firstly, by its negative implications for effective implementation of the policy and secondly, by the disconnection between the policy and the people. The study further showed that knowledge of the 2004 population policy was significantly influenced by education, income and occupation with education playing the pivotal role. This implies that the challenge of knowledge deficit is fundamental and serious in the FCT and unless it is addressed, population policy implementation will continue to experience failure.

This can be addressed by developing a strategic communication plan for population policy that is people-centred, community-driven and broad-based to stimulate wider stakeholders' participation and citizens' engagement during formulation and implementation processes. Mass media campaign using multi-media approach, targeted citizen engagement and population education designed as part of civic education for primary and secondary education should be introduced and sustained.

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