NOTES ON NIGERIA'S DEVELOPMENT PLAN 1962-68 (PRELIMINARY)
(by Ola B. Forrest)

These notes have been assembled with the purpose to provide information on Nigeria's National Development Plan with special reference to the educational sector. This is a preliminary version which will be revised as soon as the necessary basic documents are at hand. The notes discuss the following subjects: (i) the objectives of the National Development Plan; (ii) the contents of the White Paper on Education in Nigeria and, in particular, its targets for the various Regions and the Federal Government; (iii) the proposed organization and the external aid needed; and (iv) for purposes of comparison, the present educational enrolment figures for Nigeria have been provided by the Statistical Division (page 12).

Basic Data
Area: 92372 Km² Population: 1960 mid-year estimates 35.1 million
Net annual demographic increase: 2.0%
G.D.P. 1960: £107 million (in 1957 prices)
Investment 1960: £133.5 million
Public foreign assistance 1960: $37.2 million ($10.8 per cap)

NIGERIA'S NATIONAL DEVELOPMENT PLAN 1962-68

The major objective of Nigeria's first National Development Plan (1) is to maintain and, if possible, to surpass the average rate of growth of 4% per year of its gross domestic product at constant prices. To realise this aim, it will be necessary to invest approximately 15% of Nigeria's gross national product each year and to ensure that as much as possible of this gross fixed investment, whether undertaken by the Government or by private business, is channelled into the directly productive sectors of the economy. Both the projected growth rate and the proportion of gross domestic output to be invested continues the level prevailing in the late fifties and in 1960.

The Plan's objective for gross capital formation is about £1 billion. It is anticipated that investment of £600 million will be undertaken in the public sector and that the remaining £400 million will be invested by private enterprise, domestic and foreign.

The Plan rests on the following assumptions concerning consumption: private consumption is to grow at 3.5% per year in real terms, Government consumption will be kept within a limit equal to about 9% of the real gross domestic product. This would imply a marginal savings ratio of 18.5%, almost double the average savings ratio of 9.4% prevailing in the 1950's. (1)

The detailed National Plan is not yet (October 1962) in its definite form: the allocation of total resources in the National development plan has been already considerably revised from the original estimate, and may undergo still further revisions to balance resource requirements and resources available, both internal and external.

(see page 3)

However, Table I representing the Federal capital expenditure programme fully reflects the aims of the National Plan, of which it constitutes by far the major part. As may be seen, the Federal Government allots almost 70% to economic development expenditure as against 55% in the previous Plan. Regions have followed suit: in the Western Region the 1962-68 Development Plan projects expenditure in agriculture and in industry at more than 40% of total capital expenditure as against about 20% of public capital devoted to investment in these fields since 1955. In the Northern Region the shift is from 15% to more than 30%.

The projections of growth of domestic product, capital investment and consumption assume 50% of total investment to come from abroad. Hence the Plan will need a total of public external aid of between £270 and £320 million, providing that private foreign investment will amount to £175 million as expected. If this aid is not forthcoming the investment objective will have to be reduced, or the amount of domestic savings projected at £550,000 at present will have to be increased.

Financing

The expected financing of the Government public investment programme has been set forth in Table II.

TABLE II

SOURCE AND USE OF FUNDS FOR ALL GOVERNMENT CAPITAL PROGRAMMES
1962/63 - 1967/68

(For Table II see page 4)

(1) Before adjustment for an anticipated worsening of the terms of trade. See: "Future Planning Targets - Preliminary discussion of the Federal Development Programme".
TABLE I
NIGERIA: FEDERAL CAPITAL EXPENDITURE PROGRAMME 1962-68
Distribution by Sector
£ Million

<table>
<thead>
<tr>
<th></th>
<th>1955-61 Programme</th>
<th>1962-68 Programme</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Actual Expenditure</td>
<td>%</td>
</tr>
<tr>
<td>1. ECONOMIC</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1. Primary Production</td>
<td>1.2</td>
<td>0.8</td>
</tr>
<tr>
<td>2. Trade and Industry</td>
<td>3.8</td>
<td>2.6</td>
</tr>
<tr>
<td>3. Electricity</td>
<td>7.0</td>
<td>4.8</td>
</tr>
<tr>
<td>4. Transport</td>
<td>49.9</td>
<td>34.0</td>
</tr>
<tr>
<td>5. Communications</td>
<td>12.1</td>
<td>8.3</td>
</tr>
<tr>
<td>6. Water excl. Irrigation</td>
<td>2.0</td>
<td>1.4</td>
</tr>
<tr>
<td>II. SOCIAL OVERHEAD</td>
<td></td>
<td></td>
</tr>
<tr>
<td>7. Education</td>
<td>6.8</td>
<td>4.6</td>
</tr>
<tr>
<td>8. Health</td>
<td>2.9</td>
<td>2.0</td>
</tr>
<tr>
<td>9. Town and Country Planning</td>
<td>17.4</td>
<td>11.9</td>
</tr>
<tr>
<td>10. Social Welfare</td>
<td>0.4</td>
<td>0.3</td>
</tr>
<tr>
<td>11. Information</td>
<td>1.0</td>
<td>0.7</td>
</tr>
<tr>
<td>III. GENERAL ADMINISTRATION</td>
<td></td>
<td></td>
</tr>
<tr>
<td>12. Judicial</td>
<td>0.1</td>
<td>0.1</td>
</tr>
<tr>
<td>13. General</td>
<td>35.7</td>
<td>24.4</td>
</tr>
<tr>
<td>IV. FINANCIAL OBLIGATIONS</td>
<td></td>
<td></td>
</tr>
<tr>
<td>14. Financial Obligations</td>
<td>6.1</td>
<td>4.1</td>
</tr>
<tr>
<td>Total</td>
<td>146.3</td>
<td>100.0</td>
</tr>
</tbody>
</table>

TABLE II

SOURCE AND USE OF FUNDS FOR ALL GOVERNMENT CAPITAL PROGRAMMES
1962/63 - 1967/68

<table>
<thead>
<tr>
<th>Description</th>
<th>£ million</th>
</tr>
</thead>
<tbody>
<tr>
<td>Resources from all sources</td>
<td>1,212.6</td>
</tr>
<tr>
<td>Less Recurrent Expenditures</td>
<td>953.6</td>
</tr>
<tr>
<td>Available for Capital Programme</td>
<td>259.0</td>
</tr>
<tr>
<td>Planned Capital Expenditure</td>
<td>676.5</td>
</tr>
<tr>
<td>Less Underspending</td>
<td>25.0</td>
</tr>
<tr>
<td>Requirements for Capital Programme</td>
<td>651.5</td>
</tr>
<tr>
<td>Less Domestic resources available for Capital Programme</td>
<td>259.0</td>
</tr>
<tr>
<td>Gap to be financed</td>
<td>392.5</td>
</tr>
<tr>
<td>Less Assumed Foreign Aid*</td>
<td>338.8</td>
</tr>
<tr>
<td>Uncovered Gap</td>
<td>53.7</td>
</tr>
</tbody>
</table>

* Assumed at 50% of Planned Capital Expenditure.


Priorities

In order to be able to attain the growth objectives stated in the Plan there has been a substantial shift in the composition of capital expenditure to directly productive investment in the 1962-68 Programme as compared with the 1955-61 Programme. Investment in industry, agriculture and mining which generates income at a higher and faster rate has been accorded a greater percentage of total investment than administration, for instance, usually considered an area of "low" pay-offs of investment. Table III compares the public investment pattern of the 1962-68 Plan with its predecessor.

TABLE III

DISTRIBUTION OF CAPITAL PROGRAMMES AMONG MAJOR EXPENDITURE CATEGORIES (ALL GOVERNMENTS) 1955-61 AND 1962-68

<table>
<thead>
<tr>
<th>Description</th>
<th>1955-61 Plan</th>
<th>1962-68 Plan</th>
</tr>
</thead>
<tbody>
<tr>
<td>Development Expenditure</td>
<td>50.8%</td>
<td>71.7%</td>
</tr>
<tr>
<td>Social Overhead Expenditure</td>
<td>19.9%</td>
<td>20.9%</td>
</tr>
<tr>
<td>Administrative Expenditure</td>
<td>29.3%</td>
<td>7.0%</td>
</tr>
</tbody>
</table>

... Within the general new framework of capital expenditure distribution shown in Table III, the investment pattern of the National Plan emphasizes agriculture, industry and technical education, in that order, reflecting the sectors which have been accorded the highest priority in the Plan (see Table IV)

### TABLE IV

**DISTRIBUTION OF CAPITAL EXPENDITURE ON AREAS OF MAJOR EMPHASIS (ALL GOVERNMENTS) 1955-61 AND 1962-68**

<table>
<thead>
<tr>
<th></th>
<th>1955-61 Plan</th>
<th>1962-68 Plan</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Exp. (£ mil.)</td>
<td>Percentage of Plan Expenditure</td>
</tr>
<tr>
<td>Primary Production</td>
<td>8.7%</td>
<td>3.7%</td>
</tr>
<tr>
<td>Trade and Industry</td>
<td>6.9%</td>
<td>2.9%</td>
</tr>
<tr>
<td>Education</td>
<td>18.8%</td>
<td>8.0%</td>
</tr>
</tbody>
</table>

As the table clearly illustrates, primary production is the sector which has most dramatically benefited from the shift in emphasis: its projected share in total investment more than tripled as compared with the previous planning period, while investment in absolute terms is expected to increase more than tenfold compared with actual capital expenditure during 1955-61.

The total expenditure on the three priority sectors has been accorded 27% of total investment. As can be seen from Table IV, education is also considered a high priority sector in the 1962/68 Plan. Investment in education is to be tripled as compared with the previous Plan accounting for over 10% of projected public investment. The average yearly expenditure for education is projected at around £12 million, while it was slightly under £2 million in the 1955-61 Plan.

**The Educational Plan**

In March 1959 the Federal Minister of Education after consultation with the Regional Governments appointed a Commission headed by Sir Eric Ashby to conduct an investigation into Nigeria's needs in the field of post-school certificate and higher education over the next twenty years. The Commission's report, called "Investment in Education", was presented in 1960 to the Government. Its main findings have been since published as Sessional Paper No.3 of 1961, entitled "Educational Development 1961/70".
The Commission had as its task "...to conduct an investigation into Nigeria's needs in the field of post-school certificate and higher education over the next twenty years." The Commission's report estimated the present capacity of the educational system and made projections of the educational manpower requirements of Nigeria in the light of Nigeria's expected development.

The Commission's report was based on three foundations. Their conception of Nigeria's structure in 1980; the study by Professor Harbison of Yalo University on Nigeria's needs in 1970 for high-level manpower; and an assessment of the existing capacity of the Nigerian educational system. In outline, the recommendations of the Ashby report were as follows:

**Primary and Secondary Education**

The Ashby report estimated that enough children were now completing education to provide the flow of recruits needed for post-secondary school intake of 37,000 pupils as compared with 12,000 in 1958. However, though total numbers were considered sufficient, the Commission viewed the flow of primary school leavers as very unevenly distributed throughout the country. Hence new institutions were needed, particularly in the Northern Region to equalize this flow. (1)

In connection with the secondary education curriculum, the Commission recommended strongly that the content of this curriculum be changed and adapted to the general development objectives of the country; some 3,500 students annually are to prepare a High School Certificate or the General Certificate of Education at the advanced level. Up to 2,500 students annually are to attend technical courses "at some half dozen technical institutes." (2)

Agricultural and veterinary education, greatly enlarged in their scope, are to be given a prominent place in the whole educational system (recommended the Commission), thus accurately reflecting the importance

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(1) For the Northern Region the target was to increase by 1970 the numbers completing primary school until they reach 25% of the primary school age group.

of agriculture in the Nigerian economy. The annual output of agricultural assistants and superintendents should be first raised to 200 and then doubled, and the output of veterinary assistants is to be doubled.

Training and Supply of Teachers

Teachers' training at all levels is to be greatly improved and stepped up. (1) The training would take place in special training colleges to be associated with university institutes of education and in technical institutes.

University Education

The most spectacular expansion of education is to be undertaken at the university level. The university population is to be raised from about 1,000 in 1950 to over 10,000 in 1970. Three additional universities (2) are to be created, so that there would be four separate universities, one in each Region and one in Lagos. The content of university courses is to be geared to Nigeria's needs.

Other important recommendations of the Commission with regard to university education were:

(i) that international aid should be sought both in money and in the temporary loan of university places and of young graduate teachers from overseas;

(ii) that an Inter-Regional Man-power Board be set up to review the nation's needs and to formulate programmes for man-power development.

Following the official acceptance of the principal findings of the Ashby report (3) the Federal Government and the Regional Governments have formulated their educational plans in accordance. (4)

The Federal Government's Education Programme

Since the Federal Government has general nation-wide responsibilities with regard to education, its educational development programme assumes special importance with respect to the whole country's educational targets. Table V (page 8) sets out the educational programme of the Federal Government by order of priority for the period of the Plan.

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(2) In addition to University College, Ibadan, which is to be greatly enlarged.
(3) In 1961 the Federal Government in consultation with the Regional Governments accepted the Ashby Report in principle regarding its target figures for education as a minimum.
(4) Annex I gives in more detail the educational development plans as they have been finally promulgated by the Federal Government and the Regions.
TABLE V

FEDERAL GOVERNMENT
OF NIGERIA: MINISTRY OF EDUCATION – Development Programme 1962-68
Essential Projects (In order of priority)

\[
\begin{array}{l|c}
1. & National High Schools in the Regions & £1.840 \\
2. & U C.I. Expansion & £4.646 \\
3. & University of Lagos & £5.514 \\
4. & Sixth Form Development in Lagos, including King's and Queen's & £0.515 \\
5. & Sixth Form Development in the Regions & £0.135 \\
6. & Conversion of Federal Emergency Science School to a National High School & £0.290 \\
7. & Post-Graduate Scholarships & £1.642 \\
8. & All Technical Education Projects & £1.195 \\
9. & Advanced Teachers' College & £0.530 \\
\hline
Total & & £16.307 \\
\end{array}
\]

PRIORITY A

1. Nineteen Secondary Grammar Streams (including sites and equipment) & £0.645 \\
2. Teacher Training (other than Advanced Teachers College) (School buildings only) & £0.189 \\
3. Expanded Overseas Scholarships Scheme & £3.848 \\
4. Housing and Office Accommodation (Headquarters) & £0.194 \\
5. 700 Primary Classrooms and Special Schools (including sites and equipment) & £1.431 \\
6. Citizenship and Leadership Training Centres & £0.150 \\
7. West African Examinations Council & £0.110 \\
8. Antiquities & £0.335 \\
\hline
Total & & £6.902 \\

PRIORITY B

1. 1000 Primary Classrooms (including sites and equipment) & £1.836 \\
2. Archives & £0.450 \\
3. Modern Aids to Teaching & £0.050 \\
4. Rebuilding of Methodist Boys' High School & £0.072 \\
5. Teacher Training Colleges: Boarding & £0.062 \\
6. Boarding Secondary Grammar Schools & £0.258 \\
7. Secondary Modern School & £0.200 \\
\hline
Total & & £2.928 \\

PRIORITY C

Assistance to Regional Universities (Building equivalent to a capital grant of £4.260 million has been given to the Regional Universities).

\[
\begin{array}{c}
Total Capital \text{ Grants Undefined to Northern Region Primary Education} & £3.117 \\
\hline
\text{Grand Total Capital Cost (Unrevised)} & £33.254 \\
\end{array}
\]

CAPITAL ALLOCATION

\[
\text{£ 28.95 million}
\]

The Federal Government is directly responsible for education at all levels in Lagos, for certain institution of higher learning in the country and for the Department of Antiquities. In addition, the Federal Government intends to offer some assistance to the Regions by way of grants and other means to implement their respective education programmes. This assistance will include the following:

(i) The sum of £3.2 million to be given as a grant to the Northern Region towards achieving its targets for primary school education.

(ii) The Federal Government will establish one national high school in each region at a total cost of £1.8 million. Each high school will be designed to accommodate 570 students.

(iii) Grants amounting to the sum of £135,000 are set aside for the expansion of sixth form education in the Regions.

(iv) The assistance to the Regions excluding scholarships and universities hence amounts already to over £5 million.

The Federal Government will provide grants to the Regional universities amounting to £4 million. This is additional to the transfer to the Regional Universities of the three branches of the Nigerian College of Arts, Science and Technology, which will cost approximately £4.3 million. And also in addition to the £3.3 million allocated for overseas scholarships and the £2.2 million allocated provisionally for university scholarships within Nigeria.

As can be seen in detail from the Annex, the major effort of the Federal Government for the educational sector relates to universities and higher technical education. Instead of one university existing in Ibadan before independence, there are now today, either being built, or already functioning in provisional quarters, four universities. New universities are being established at Nsukka, Ife and Lagos.

University College, Ibadan, will expand and will add a number of new departments of particular significance to economic development at a total estimated cost of £6.4 million.

The University of Lagos will be established at a cost of £5.5 million. The University is expected to possess certain new features. It will provide the first school of law, of commerce and of business administration in Nigeria. It will provide for a department of African studies as well as for departments of geology, mineralogy and engineering, vital for supplying the high-level manpower needed for accelerated growth. It will have evening classes for university students. Special attention will also be paid to the teaching in the engineering department, which will be directed towards adapting modern technology to Nigerian conditions.
Organization

In order to assure full implementation of the development programme, it is indispensable that all efforts in this respect on the part of the Federal and Regional Governments be co-ordinated, having regard to their respective responsibilities for education. In this connection it might be useful to recall that under the Constitution of the Federation "Education outside the Federal territory of Lagos is a function of the Regional Governments, except for higher education which is a concurrent subject, while legislation in regard to certain existing institutions of higher education is an exclusive Federal responsibility." Accordingly, the Federal Ministry of Education has taken on the function to co-ordinate, to give a lead to Regional Ministries in matters of common concern and to supplement the efforts of Regional Governments whenever possible, and especially in the financial domain, by considering requests for financial aid for approved projects.

Co-ordination between the four Ministries of Education is usually effected through meetings at all levels; however, for the purpose of implementing the development programme a special co-ordinating body will function which will include representatives of each of the Regions and of the Federal Government.

This body is especially charged with the co-ordination of applications for external aid and with the supervision in Nigeria of teams of foreign technical assistance for education. In the matter of external aid, the co-ordinating body is in constant touch with the Bureau for External Aid whose function is to centralize all external aid for the Federation without regard to purpose.

An Inter-Regional Manpower Board has also been established. It will determine periodically Nigeria's manpower needs in all occupations and will formulate effective manpower development programmes throughout the Federation. A secretariat is to be created to handle manpower statistics, to promote the development of employed manpower, to maintain a national register of high-level manpower, and, in general, to secure the best utilisation of manpower resources.

External Aid

The vast expansion of the educational system such as planned by the Federal and Regional Governments will involve total capital expenditure of £75 million for the period 1961-70, in addition to total recurrent costs estimated at approximately the same sum. These estimates represent the net cost to Governments after having taken into account the present system of grants to Voluntary Agencies and local contributions consisting of collected fees for education. Hence, these estimates do not represent the total cost of the programme. The total cost of the programme will be more than three times the present rate of expenditure.
Although it has been said before, it must be repeated that the education programme, as accepted by the Government, is an immense undertaking for Nigeria from the point of view of human resources as well as from the financial point of view. By accepting this burden, the Federation's Governments wanted to make sure that Nigeria's present rate of development was not to be retarded by lack of high-level manpower. It is for this reason that the Federal Government's development plan has accorded the highest priority to education.

For the programme to be carried out it is necessary also to count on a large increase of aid from abroad. Some aid has already been forthcoming on a bilateral and multilateral basis/Governments, and also from philanthropic foundations. In this context the Ashby Commission's report, as well as the White Paper (1) which summarizes the Ashby Commission's recommendations, is supposed to serve as a framework for the most effective utilisation of foreign assistance.

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<table>
<thead>
<tr>
<th>Level of education and type of institution</th>
<th>Number of institutions</th>
<th>Teachers (Total)</th>
<th>Pupils enrolled (Total)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Females</td>
<td></td>
</tr>
<tr>
<td>PRIMARY</td>
<td>15,993</td>
<td>95,586</td>
<td>19,616</td>
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<tr>
<td>Public schools</td>
<td>4,458</td>
<td>...</td>
<td>583,991</td>
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<tr>
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<td>11,535</td>
<td>...</td>
<td>2,291,905</td>
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<tr>
<td>SECONDARY</td>
<td></td>
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<tr>
<td>General</td>
<td>954</td>
<td>7,658</td>
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<tr>
<td>Grammar sch., Public</td>
<td>82</td>
<td>841</td>
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<tr>
<td>Modern sch., Public</td>
<td>116</td>
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<td>278</td>
<td>2,671</td>
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<td>478</td>
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<td>Trade and craft centres, Public</td>
<td>23</td>
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<td>4,885</td>
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<td>Tech.&amp; Vocational schools, Private</td>
<td>7</td>
<td>48</td>
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<td>Commercial schools</td>
<td>29</td>
<td>365</td>
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<td>Teacher training</td>
<td>260</td>
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<td>61</td>
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<td>196</td>
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<td>HIGHER</td>
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<td>University College, Ibadan, 1961</td>
<td>1</td>
<td>209</td>
<td>1,644</td>
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<td>University of Nigeria, Nsukka, 1961</td>
<td>1</td>
<td>82</td>
<td>905</td>
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<td>Nigerian College of Technology, 1959</td>
<td>1</td>
<td>...</td>
<td>1,083</td>
</tr>
</tbody>
</table>
ANNEX II

SHORT BIBLIOGRAPHY ON DEVELOPMENT PLANNING IN NIGERIA
WITH SPECIAL REFERENCE TO EDUCATIONAL PLANNING


9. Progress Report on the Economic Programme 1955-1962. (Progress reports on the Economic Development Programme are issued annually in the form of sessional papers. We are in possession of the fifth progress report which was issued early in 1962.)


11. Economic Journal published by the Department of Economics of the University of Ibadan.