

**ENHANCING THE QUALITY OF INSTITUTIONAL LEADERSHIP AND  
GOVERNANCE OF NIGERIAN UNIVERSITIES TOWARDS SUSTAINABLE  
MANAGEMENT AND OPTIMAL PERFORMANCE <sup>Ω</sup>**

**by**

**Olufemi A. Bamiro**

Emeritus Professor of Mechanical Engineering  
Faculty of Technology  
University of Ibadan  
Ibadan, Nigeria

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## 1. PREAMBLE\*\*

First and foremost, I would like to express my sincere appreciation to the University Management for the invitation to present the Keynote Address at this Retreat being organised for all the Principal Officers, Deans, Directors, Heads of Departments and Heads of Units and other Senior members of staff of the University. One can surmise that the Retreat is being organized for all the key staff of the University with responsibility for the administration and management of the system. It is also worth noting that it is coming at the take-off of the administration and management of the University under the leadership of the newly appointed Vice-Chancellor, Prof. Kayode Ijadunola.

In the letter of invitation, I was asked to speak on:

*" An overview of University Governance in Today's Nigerian Economic Climate".*

I take this to mean the lingering determination of Elizade University, like most universities in the Nigerian University System, to entrench good governance in the administration and management of the University in response to the changing dynamics of university governance in the country and beyond. Suffice it to note that I have modified the title of my paper, while still largely addressing the topic given to me to:

*"Enhancing the Quality of Institutional Leadership and Governance of Nigerian Universities Towards Sustainable Management and Optimal Performance"*

Let me hasten to note that this programme could not have come at a better time bearing in mind the serious challenges currently being faced in the administration and management of the Nigerian University System, particularly under the present disruption of academic activities in most, if not all, the public institutions leading to some universities losing a whole academic session. This is not far removed from the current practice of collective bargaining between the Federal government and the university staff unions with the governing councils being by-passed in the scheme of things. It calls to question who the real employers of staff are. Ordinarily, one will opine that it is the governing council since all the letters of appointment of staff in the system are issued on behalf of the governing council. Be that as it may, in respect of the adverse effect of academic instability occasioned by regular strikes by our staff unions. Although the latter does not apply to the private universities, suffice it to note that the partnerships between private and public universities are adversely affected in addition to the JAMB timetable for the admissions of students on sessional basis.

The system also faces other critical challenges in the form of funding and management of resources. Granted that most universities are not able to recover the total cost of funding required to run quality programmes, the fact also remains that there are cases of mismanagement of the scarce resources being received, leading agencies such as the Tertiary Education Trust Fund (TETFund) to withhold funding. The latter runs into several billions of naira. This is another serious governance problem that is interrogated later in this paper while drawing attention to the almost similar situation of governance, or is it mis-governance? in the Kenyan university system.

In the article titled “*Kenyan Universities: On the Brink of Financial Insolvency*”, Prof. Ishmael Munene (2019) described the situation as follows:

*It is crunch time for universities in Kenya for the last three years, the sector has been reeling under a financial crisis of unprecedented proportions, raising questions about its long-term sustainability. So desperate is the situation that universities are unable to cover basic operating expenses like payment of salaries, utilities, and statutory contributions including income tax and pension funds. **One private university has been ordered to close by regulators**, owing to financial insolvency, while two other private universities have two years to clear all their debts or face a similar fate. The public university system debt stands at US\$110 million, with the debt of the premier public university at over US\$10 million.*

He noted further in the article that:

*...It is ironic that a university system that ten years ago was well funded with tuition revenues should now be on the brink of bankruptcy. **The prevailing financial crisis is the result of an interplay of two forces: macro-level policy reforms with system-wide ramifications, and micro-level institutional governance malpractice.** The former encapsulates system growth, inequities in enrollment growth, quality enhancement strategies, the failure of the market model, and **decreased state support**, while the latter includes **weak institutional systems of financial governance**...According to published reports, prudent management of financial resources is undoubtedly lacking at Kenyan universities. A key finding of various investigative reports is outright theft and misappropriation of funds. For instance, a private religious university had a surplus five years ago, but is now on the verge of bankruptcy with a debt of around US\$4 million, owing to theft. ...**Public universities have also had their share of financial improprieties.** They have been cited by the government auditor-general for misappropriation of resources and poor investment choices.*

Prof Munene also drew attention to the uncoordinated system-wide growth which has shrunk the the tuition revenue available to most universities. From four public and one private universities in the mid-1990s, the number of of universities currently stand at 63, of which 33 are public and 30 private. Around 70% of the public universities were established during the 2012-2013 academic year. The rate of university growth, however, has far exceeded the rate of demand for higher education, which plateaued in recent years. Nigeria has also witnessed a rapid growth of universities with the attendant problems, as discussed later. Meanwhile, it is noted that there is no denying the fact that some of the public universities in the Nigerian university system have also undeniably exhibited poor financial management at the level of the institution. This is coupled with dwindling government funding of public institutions in the past few years. Suffice to note that it can no longer be business as usual if our universities are to survive and thrive in the performance of their hallowed functions of research (knowledge creation), teaching (knowledge dissemination), and community service (knowledge sharing) towards the production of graduates with the requisite skills sets to thrive in our economy. That the latter is not being achieved is accentuated by the high

level of graduate unemployment. It is a situation that challenges us all to come up with evidence-based policies and programmes of implementation to address the complex issues facing our universities today. In this context, we have to first define unambiguously the problems at hand and then put on our thinking caps towards evolving mechanisms to manage the dynamics of the situation. Whilst this should ordinarily involve all the key stakeholders – university management, governing councils, government, staff, students, parents and guardian, intervening agencies, etc. – there is no disputing the fact that the governing councils and the university management have an important role to play in the development and operation of policies and programmes aimed at achieving sustainable development of our institutions. It is a situation that calls for strong and purposeful leadership within a responsive governance system.

Thus, in order to do justice to the topic, there is a need to first and foremost seek to answer the basic question: What are our universities for? Once we are on the same page as to what our universities are for, we will then be in a better position to appreciate the challenges they face in realising the strategic goals informing their establishment. Thereafter we can proceed to examine the role of leadership and corporate governance with particular reference to university governing councils and management.

In view of the above, Section 2 of this paper is devoted to answering the basic question – What are universities for? This is important bearing in mind the rather stiff competition for resource sharing among the competing needs engaging the attention of our governments. This is followed in Section 3 by a cursory examination of the Nigerian University System (NUS) with particular reference to the nature of the current challenges being faced in managing the institutions. In Section 4, we draw attention to the proposed model for fund generation and its management in view of the critical role of resource management in ensuring the sustainable operation of our universities. This is then followed in Section 5 with the structure of leadership and governance of the system, drawing attention to: areas requiring critical re-examination; and examples of a few cases of good leadership and governance and lessons for our institutional leadership.

## **2. WHAT ARE UNIVERSITIES FOR?**

For as long as our public universities rely heavily on government funding, the question will continue to be asked: What are universities for that they must be funded among other competing needs of a developing economy like Nigeria? The question also arises as to why the Founder of a private university will decide to commit such huge resources to its establishment. It is important that there be a mutual understanding of the expectations from the university system by government, the Founders, society and the universities themselves.

Overall, the global trend sees higher education moving from the periphery to the centre of governmental agendas in most countries. Universities are now seen as crucial national assets in addressing many policy priorities, and as: sources of new knowledge and innovative thinking; providers of skilled personnel; contributors to innovation; attractors of international talent and business investment; agents of social justice and mobility; contributors to social and cultural vitality; and determinants of health and well-being. This is what some have referred to as the '*economic growth-oriented model of academic funding by government*'. This quickly brings to the fore the case of the Scottish Funding Council (SFC), which shoulders the responsibility of funding

Scottish universities. The Scottish government has been funding its universities through the SFC. Through the support of the British Council, representatives of NUC and TETFund, as well as my humble self, had the opportunity of visiting Scotland on an education tour (February 18-22, 2013) including visit to the SFC. In channeling funds to the Scottish institutions, Mark Batho, Chief Executive of SFC, noted - “*this is a something for something deal. It is an investment by the Scottish government*”. Consequently, towards ensuring proper utilization of public resources, the SFC and individual universities draw up outcome agreements, another name for key performance indicators (KPIs), in areas such as **access, retention, flexible degrees, the employability of students and translating research into more opportunities for Scottish business**. Asked what form penalties might take if universities failed to hold to the outcome agreements, Batho replied – “*Sanctions would have to be part of the process. If it does not have any teeth it won’t be worth the paper it’s written on*”.

Thus, it can be seen that our universities have important role to play in transforming the economy as knowledge workers. That this is so is accentuated by the submission of the organizers of the Going Global 2013 conference under the theme - *Global Education: Knowledge-based Economies for 21st Century Nations* - and I quote:

*In the 21st century, knowledge based economies will create the wealth, prosperity and well-being of nations. Research and tertiary education systems are primary drivers of these, playing three key roles. They produce cutting edge knowledge; they transfer, exchange and apply that to drive innovation; and they educate and skill knowledge workers. For these three roles to build knowledge and innovation in a globalised world, they must themselves be globally connected. Cutting edge research requires world-class research partners from across the globe; major innovation requires not only researchers but also businesses and investors to collaborate across national boundaries; knowledge workers need to develop international competencies and skills to be effective in the future world.*

Most required of our universities is for them to play the three key roles of knowledge production through research, knowledge dissemination or teaching towards skills development, and knowledge transfer in form of research-driven innovation - products and processes – entering the socio-economic space. It is pertinent to note, again, that these roles are squarely within the long-established functions of a university – teaching, research and community service. So what we are witnessing is the dynamics of these basic functions over time as universities seek local and global relevance.

Government funding is therefore key to the performance of the basic functions of teaching, research and community service while our universities must operate within the purview of well-defined performance indicators. In a nutshell, investment in our universities is driven by the following assertions (Anao, 2015):

- i. Universities transform people’s lives through education and through the wider impact of their research;
- ii. Universities help students to develop the skills and knowledge employers need;
- iii. University research should be world leading, providing the ideas and inventions on which future prosperity will be founded;

- iv. University research benefits everyone – creating businesses and jobs, enriching society and stimulating culture;
- v. Universities help to ensure that the country is able to compete effectively in the global market by supporting greater business innovation and export-led knowledge-intensive growth;
- vi. Universities’ international success should help secure the country’s share of global growth and influence;
- vii. Universities should become anchor institutions in their regions (and localities) by helping their economy and driving innovation and business development.

The underline in the above is a challenge to our universities to become knowledge workers with key role to play in ensuring the industrial competitiveness of our nation state. It is a well acknowledged fact that one of the important prerequisites for the economic well-being and prosperity of any nation is the sustainable development of industry. As noted by Ntim (1991), it is industry that provides services to members of a society by making consumer and capital goods, creating new products and processes, generating new companies and opportunities, and providing, in the process, unlimited new jobs for the population. The key to the success of modern industrial development is science, technology, engineering and innovation (SETI). The application of technology to industrial development and maintenance is made possible by SETI professionals (scientists, engineers, technologists, craftsmen, artisans, etc.) whose education and training must, at all times, reflect, at least, the requirements of industry. Universities, as the producers of some of these key SETI professionals, undoubtedly, have the important responsibility of making sure that they turn out graduates that possess the necessary skills set. The challenge for industrial competitiveness of our nation state is brought out by the background report of the planned Conference of African Ministers of Industry (CAMI) which was to have been held in March 2011 under the theme “*Enhancing the Competitiveness of African Industries through increased and improved value addition*”<sup>Φ</sup>. Of relevance are the following observations by the organisers of CAMI:

*According to the 2009 Africa Competitiveness Report, 23 African countries out of the 31 that were surveyed remain at the most basic stage of the competitiveness index of a factor-driven economy (that is, one whose ability to compete is based on unskilled labour and natural resources). Only five countries – Algeria, Mauritius, Namibia, South Africa and Tunisia - have reached the second stage of competitiveness – the efficiency driven stage (which is driven by efficient goods, sophisticated labour and financial markets, a large market size and the ability to utilize technology effectively). No African country has reached the innovation-driven stage, that is, a stage based on an ability to compete with new and unique products, and the use of sophisticated production driven competition.”*

Based on the above, it can be seen that most African Countries, of course, including Nigeria, are still at the basic stage of competitiveness, with ability to compete based mainly on unskilled labour and natural resources, which, in most cases, are agro- and mineral-based. This is accentuated by the fact that while 98 percent of agricultural production in high-income countries undergoes industrial processing, in developing countries, barely 30 percent is processed. Yet, the latter’s agro-processing

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<sup>Φ</sup> The Conference did not hold due to the political upheavals in North Africa as at that time.

industries generate 40 to 60 percent of manufacturing value added and agro-industrial products account for half of all exports from most developing countries.

The need to produce graduates with the requisite skills sets to drive our economy cannot be overemphasised. In the Convocation Address at the Ajayi Crowther University, Oyo in 2013, titled, “*The Nigerian University System and the Challenge of Graduate Employability*”, I challenged our university system as follows:

*A high cumulative grade point average (CGPA) resulting in excellent class of degree is undoubtedly desirable as a measure of intellectual capacity; but the aptitudes and attitudes of job seekers are equally, if not more, important to employers. It is therefore becoming increasingly crucial for graduates to cultivate qualities most sought after by their potential employers. These now include motivation, critical thinking, problem solving and communication skills, ability to work independently and also in groups and teams of varying sizes and in a variety of roles, and also confidence and adaptability. Our students must therefore prepare themselves to meet the challenges of a changing world by improving their knowledge and skills to meet the demands of employers and the dynamics of the workplace. ...Most institutions that have recorded high level of success in graduate employability have achieved this through the formulation of deliberate graduate employability policy with implementation of the employability embedded curricula involving all levels of university management. Our universities and the NUC stand to gain a lot from the existing international best practices to enhance graduate employability.*

The above represents a serious challenge for our universities to be prepared to operate as knowledge workers and producers of products that will drive the economy in the midst of stiff global competition.

The role of our universities should not be relegated to only the industrial space as they also have serious responsibility of helping our nation state to tackle the challenges of our national development as engendered in the on-going Sustainable Development Goals (SDGs). In the paper titled, “Sustainable Development Goals and the Nigerian University System”, delivered at the public lecture on the occasion of the formal inauguration of the Centre of Excellence in Reproductive Health Innovation (CERHI) at the University of Benin, 16<sup>th</sup> August 2018, I identified 7 out of 17 SDGs where our universities have important role to play in their implementation out of the total of 17 SDGs. Permit me to highlight one of the goals.

### **Goal No. 3: Ensure Healthy Lives and promote well-being for all ages.**

There is no gainsaying the fact that our universities have important role to play in training and re-training manpower for the health sector. Also important is the performance of the research function to tackle the various diseases threatening the communities in the country.

In 2014, the World bank launched the African Centre for Excellence (ACE) programme under which it provided funding support for 10 centres in Nigeria. Under the ACE programme, the African Center of Excellence for Genomics of infectious Diseases (ACEGID), was established at the Redeemer’s University (RUN), Ede, after the University won the first place in an open call for proposals from tertiary institutions in West and Central Africa. Using advanced next generation sequencing technology, ACEGID scientists at Redeemer’s University, under the leadership of Professor Christian Happi, has achieved quite a lot to bring recognition to the University and the entire nation. Some of the achievements are articulated below. According to Happi:

*...We mapped the genome of the Ebola virus and identified useful epitopes for Ebola virus rapid diagnostics. Within 5 months of Ebola outbreak in West Africa, we developed a novel 10 mins Ebola virus rapid diagnostics test (ReBOV™). The novel Ebola RDT was validated and approved by the World Health Organization and the US Food and Drug Agency (FDA) for emergency use. This is the only Ebola RDT that has been approved for emergency use by these two regulatory agencies. The deployment of the Ebola RDT kit that we developed at ACEGID, Redeemer's University was a major turning point in the containment of the Ebola outbreak in West Africa, because the diagnostics results could be provided in nearly real-time and thus facilitate clinical management...We have also mapped the genome of the Lassa fever virus and developed a novel 10 mins Lassa fever virus rapid diagnostics test (LASV™). The novel Lassa fever virus is still being validated ...We have confirmed the diagnosis of monkeypox virus during the Monkeypox outbreak in Nigeria, through a novel diagnostics method that we have developed.*

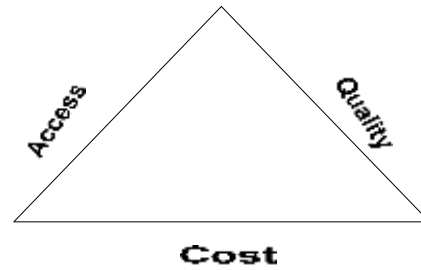
From the above, it can readily be seen that RUN has indeed helped our nation state to contain the Ebola outbreak and save Nigeria, as a country, from regional and international embarrassment by assisting with research-driven diagnostics capability. This has been achieved through the deployment of its research capacity built through the funding support of the World Bank. This is in line with global best practices in which nation states invest in their universities towards the optimal performance of their key functions of teaching, research and community service. An important outcome of the above is the inclusion of private universities in the call for proposals by the World Bank. This is contrast to the Tertiary Education Trust Fund (TETFund) which is reluctant to throw open the calls for proposals for research grants to all the universities instead of only the public universities. This is a policy that must be re-visited in view of the fact that every nation state challenges its entire research manpower, and even beyond, in tackling developmental problems.

In Section 3 below, we provide highlights of the Nigerian university system from the viewpoint of gauging the degree of the readiness of the institutions to creditably perform their key functions and transform our nation state. Thereafter the challenges for the governance of the system are presented in other sections.

### **3. CHALLENGES FACING THE NIGERIAN UNIVERSITY SYSTEM**

The higher education (HE) sector in Nigeria, particularly the NUS, can be described, to a large extent, as a sector locked in an iron triangle defined broadly by the vectors of *Access*, *Quality* and *Cost* as depicted below. But why has it been referred to as an 'iron triangle'? This is due to the following factors: one, most, if not all, of the identified initiatives by government in the sector can be grouped under the three vectors; and two, the observed outcome of the interplay of the various vector-driven initiatives as illustrated below. Suppose, in response to the increasing demand for higher education, the *access* is increased by admitting more students through establishing new institutions and/or expanding the existing ones as being done in Nigeria at present; with the growing number, the recruitment, training and payment of lecturers have not been able to keep pace in Nigeria that has been facing the brain drain syndrome. The *cost*, in terms of funding and financing of the system, goes up; class sizes increase and, as to be expected, *quality* of learning goes down.





If *quality* is to be improved through the enhancement of the infrastructural support to improve the teaching and learning environment, as being done in a number of private universities in the country, the *cost* of teaching goes up leading to higher fees as demonstrated by private universities charging the highest tuition fees in the country and admitting only a few that can afford such fees (*less access*). Thus, any attempt to improve one side of the triangle leads to undesirable changes in the other two sides; hence the description as an ‘iron triangle’. Thus the situation calls for a holistic approach to handling these key vectors in planning interventions in the sector, particularly funding. In respect of the latter, the three vectors of access, quality, and cost are really elements of the Nigavekar pentagon with two additional sides defined by Governance and Relevance as depicted in Fig.1. The governance structure plays a key role in the overall management and development of the sector. The issue of governance also comes into play at the level of the institution. It is one thing to deploy resources to an institution, it is quite another for the governance in place to utilise such resources appropriately and optimally for the core academic business. Hence, the five vectors must be considered towards evolving models to achieve sustainable management of the HEIs. Consequently, the NUS is captured in this paper by examining the key vectors: *access, quality, cost, governance and relevance*. The issue of relevance has been largely dealt with in Section 2 devoted to answering the basic question – What are universities for?

**Figure 1: The Nigavekar Pentagon**



### 3.1 The Access Problem

From the first university college established in 1948, the landscape of university education in Nigeria has been changing in leaps and bounds with the temporal and geographical distributions of the 259 universities as at 2023, as shown in Figs. 2 and 3. These universities, for convenience sake, and principally to situate them within a particular period in the history of establishment of universities in the country, are grouped into 1<sup>st</sup> Generation Universities, 2<sup>nd</sup> Generation Universities, 3<sup>rd</sup> Generation Universities, and 4<sup>th</sup> Generation Universities. The six 1<sup>st</sup> Generation Universities were established between 1962 and 1970 in response to the report of the Ashby Commission set up by the British Colonial Administration to study the needs for higher education in the country. These universities, fully funded by the Federal Government, were established, principally, to meet the basic manpower needs of a newly independent country and provide a grand norm for university education in the country (Leigh, 2007). The increasing demand for higher education in the country, especially after the civil war of 1967-1970, led to the establishment of additional universities between 1970 and 1985 (referred to as the 2<sup>nd</sup> Generation Universities). The establishment of the 3<sup>rd</sup> Generation universities, between 1988 and 1992, was largely informed by the needs in the areas of agriculture and technology. The two universities (National Open University, Lagos and the Federal University of Petroleum Resources, Effurun), classified as 4<sup>th</sup> generation were created for special reasons. The National Open University was to provide open and distance learning (ODL) mode of delivery to increase access to higher education in the country. The Federal University of Petroleum Resources, Effurun, Delta State was established as an agent of development of the Niger Delta area through the development of local human capital that can feed the petroleum industry and other sectors. Thus, it was established in a bid to correct past neglect of the oil-producing Niger Delta region over the years. The 9 universities established in 2011 in one fell swoop, followed by additional 3 universities in 2013, were, according to the federal government, informed by *the need to solve the access problem as well as ensure the presence of a federal university in every state of the federation of 36 States as well as the Federal Capital Territory*.

The problem of access to higher education manifested in the inability of our universities, to admit all qualified candidates seeking admissions to higher education institutions in the country. Only about 30% out of the close to 1.6 million candidates seeking admission into universities in the past few years were being admitted with qualified candidates in their thousands unable to gain admission. This put pressure on educationally advantaged states, particularly in the South Western and South Eastern Zones, to establish their own universities. This gave birth to State universities starting from mid 1970s. Whilst this helped, it however, did not solve the problem of access to our universities. This made the Federal Government to encourage private sector participation through the enactment of Decree No. 9 of 1993 (National Minimum Standards and Establishment of Institutions). Thus, any private enterprise, public institution, group of persons or individuals can establish and run a university in accordance with the guidelines laid down by the National Universities Commission (NUC).

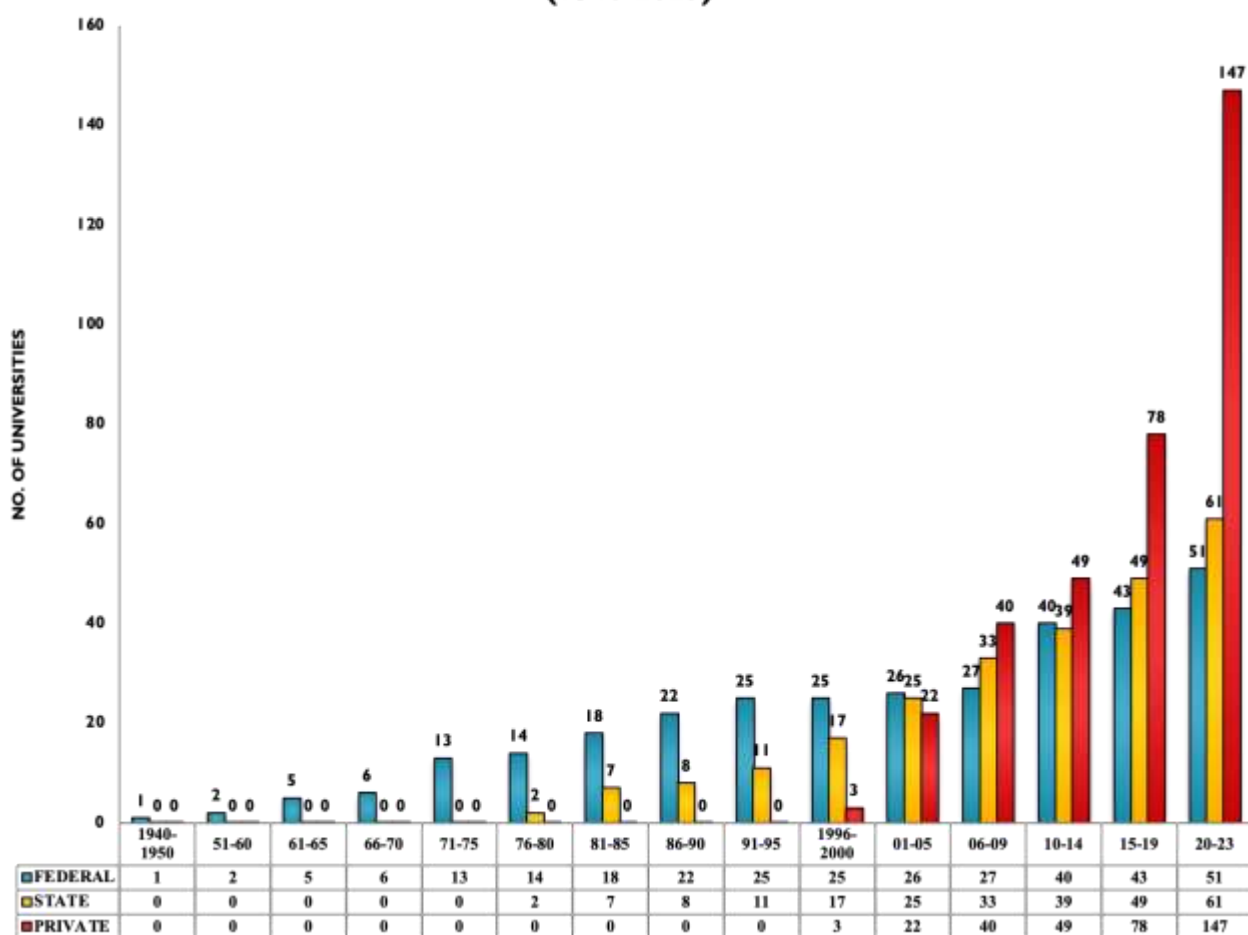
Thus, the acute problem of access has largely informed the on-going establishment of several universities – legal and illegal - in the past few years in the country. More than 20 illegal

universities spread over the country have been closed down in the past few years while some others were being prosecuted in the law court.

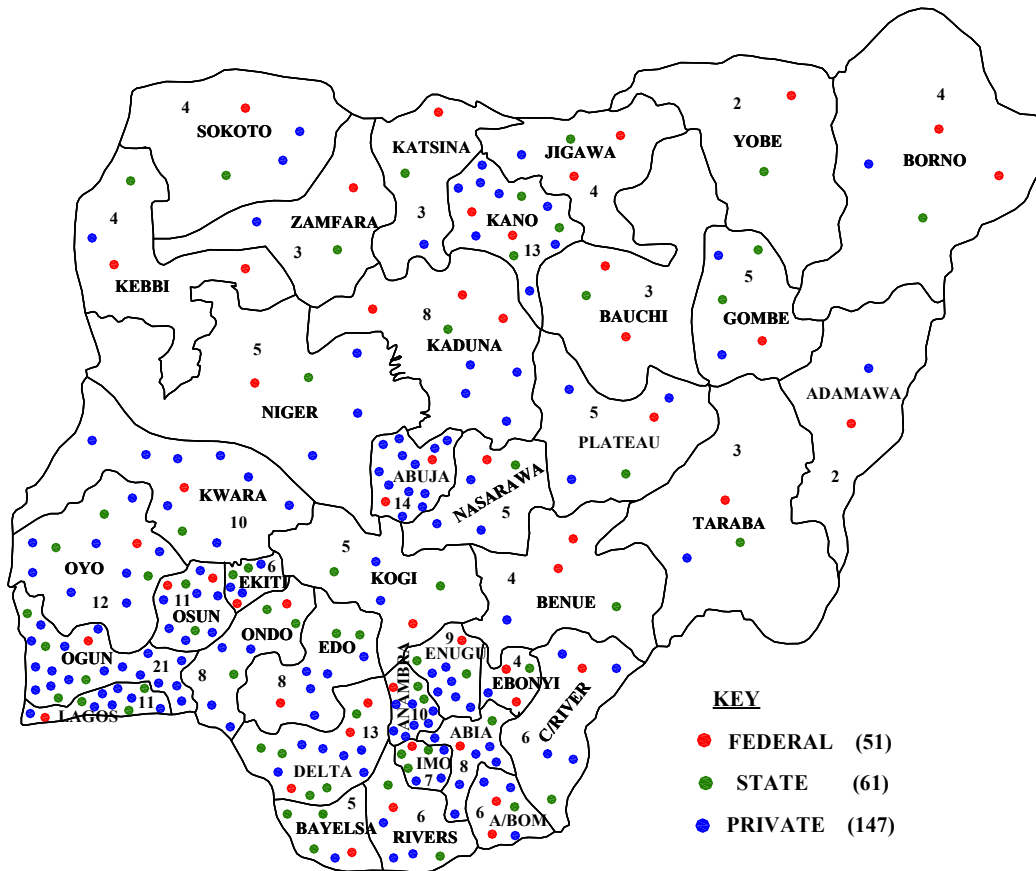
The 259 universities in 2023 were in three proprietorship categories: Federal (61), State (51) and Private (147). The typologies of the universities as at 2018 were distributed as follows: Conventional or comprehensive (130); Specialized - Technology (17), Agriculture (3), Education (2), Petroleum (1), Medical (2), Maritime (1), Military (4), Police (1); Others – Postgraduate University (1) and National Open University (1).

Figure 2

**PROFILE OF ESTABLISHMENT OF 259 UNIVERSITIES IN NIGERIA (1948-2023)**



**Figure 3: Geographical Distribution of 259 Universities in Nigeria in 2023**



That the access problem has taken a different turn is accentuated by the statistics of admissions into our HEIs in 2017 (Table 1) as presented by JAMB during the last policy conference held in 2018. It can be seen that out of the total quota of admissions of 538,269 for universities, only 418,391 were taken up, leaving unutilized quota of 119,878. Similar unutilized quotas were observed for the polytechnics and the colleges of education, with the latter being the worst case at 290,097 out of 364,722. The typical breakdown of the admissions on faculty basis is shown in Fig. 4.

**Table 1 Profile of Admissions to HEIs in 2023**

INSTITUTION TYPE	FEDERAL		STATE	PRIVATE	TOTAL
UNIVERSITIES/ DEGREE-AWARDING	Quota	463,883	275,670	137,373	876,926
	Admissions	180,601	190,586	46,420	418,391
	Unutilised Quota	283,282	85,084	90,953	458,535
	<b>% Unutilised</b>	<b>61%</b>	<b>31%</b>	<b>66%</b>	<b>52%</b>
POLYTECHNICS/ MONOTECHNICS	Quota	88,365	91,721	35,446	215,532
	Admissions	55,892	44,397	6,825	107,114
	Unutilised Quota	32,473	47,324	28,621	108,418
	<b>% Unutilised</b>	<b>37%</b>	<b>52%</b>	<b>81%</b>	<b>50%</b>
COLLEGES OF EDUCATION	Quota	185,150	214,580	120,655	364,722
	Admissions	22,800	8,503	587	74,625
	Unutilised Quota	162,350	206,077	120,068	488,495
	<b>% Unutilised</b>	<b>88%</b>	<b>96%</b>	<b>100%</b>	<b>134%</b>
INNOVATION ENTERPRISE INSTITUTES (IEIs)	Quota			24,160	24,160
	Admissions			1,014	1,014
	Unutilised Quota			23,146	23,146
	<b>% Unutilised</b>			<b>96%</b>	<b>96%</b>

Source: JAMB 2023 Policy Meeting

The 52% unutilized quota of admissions to the 259 universities in the country has prompted the question – Do we need more universities?

Of interest in this Retreat is the profile of admissions to the 33 advertised programmes at Elizade University in 2023/2024 session, as presented in Table 2. Overall, only 451 admissions were made against the approved quota of 1115. This translates to 60% unutilized quota. Notable also are the 10 programmes with a total quota of 95 not having any admission. This is surely a challenge for the University.

**Table 2: Profile of Admissions at Elizade University (2023/2024)**

S/N	PROGRAMME	QUOTA	ACTUAL ENROLMENT	PERCENTAGE (%)
1	Law	70	101	144
2	Nursing Science	100	131	131
3	Computer Science	100	61	61
4	Computer Engineering	50	23	46
5	Accounting	35	14	40
6	Performing Arts	10	4	40
7	Cybersecurity	60	17	28
8	Civil Engineering	50	13	26
9	International Relations	50	11	22
10	Mass Communication	50	11	22
11	Automotive Engineering	50	9	18
12	Mechanical Engineering	50	9	18
13	Medical Laboratory Science	70	12	17
14	Information and Communication Technology	30	5	17
15	Human Resource Management	30	5	17
16	Architecture	50	8	16
17	Hotel Management and Tourism	20	3	15
18	Electrical and Electronics Engineering	50	6	12
19	Biotechnology	20	2	10
20	Microbiology	20	2	10
21	Business Administration	20	2	10
22	Economics	15	1	7
23	Biochemistry	20	1	5
24	Applied Geophysics	10	-	
25	Environmental Management and Toxicology	20	-	
26	Physics with Electronics	10	-	
27	Political Science	5	-	
28	Sociology	10	-	
29	English	10	-	
30	Quantity Surveying	5	-	
31	Estate Management	5	-	
32	Human Physiology	10	-	
33	Human Anatomy	10	-	
	GRAND TOTAL	1115	451	40

The acute problem of access has also led to a situation where Nigeria has become a ready market for the recruitment of students by universities from abroad. According to the Public Affairs Section of the US Consulate and the Visa Section of the British High Commission, about 6,222 and 10,000 Nigerian students were registered in the United States and the United Kingdom universities respectively in the 2007/2008 session. The figures increased slightly in 2008/2009 session to 6,256 and 10,090 in the US and the UK universities respectively. In respect of the cost to the nation, Azania (2010) made the following observation:

*Nigerians studying in British and American universities may have spent over ₦ 137 billion on tuition and living expenses in the above two academic sessions going by an average of £19,000 per session for international students in the UK universities and \$21,000 tuition and living expenses for international students in the US universities.*

Furthermore, the number of Nigerian students in Ghanaian universities was estimated at 75,000 with expenditure for their tuition and maintenance estimated at close to \$1.0 billion per session.

It is pertinent to note that the current economic situation will change the dynamics of admissions into our universities in which private universities will probably face an increase in students' enrolment arising from possible inflow of Nigerian students studying abroad and not being able to sustain themselves as a result of serious devaluation of the Naira against foreign currencies. However, the current students' enrolments profile is not expected to change significantly with Federal institutions accounting for 61%, State universities (32%) and Private universities (7%). With the fees in private universities being much higher than in the public universities, the level of enrolment in private universities will continue to be problematic with negative impact on their ability to meet their funding needs. The problem of funding of private universities is further aggravated by their non-inclusion in the diverse interventions by TETFund.

Presented in Table 3 is the profile of fees being paid in some of the private universities varying from the lowest to the highest. These figures are to be compared to the non-tuition fees payment in the federal universities and payments of fees in most State universities varying from as low as N50,000 to as high as N150,000 per session.

**Table 2: Profile of Fees Payment in Nigerian Private Universities (2018)**

NAME OF UNIVERSITY	TUITION FEES
American University of Science & Technology (AUST) (Postgraduate)	3,175,000
Nile University, Abuja	2,400,000
Baze University, Abuja	2,250,000
American University, Yola	1,900,000
Pan-Atlantic University	1,850,000
Babcock University, Ilisan, Remo	940,000
Covenant University, Ota	850,000
Afe Babalola University, Ado-Ekiti	780,000
Joseph Ayo Babalola University	470,000
Adeleke University, Ede	300,000
Odudua University, Ife	200,000

The profile of tuition fees payment at Elizade University in 2020/2021 is presented in Table 3.

**Table 3: Profile of Tuition Fees at Elizade University (2020/2021)**

<b>PROGRAMME</b>	<b>TUITION (Naira)</b>
English & Performing Arts	366,000
International Relations	426,000
Social & Management Sciences	510,000
Basic & Applied Sciences	642,000
Environmental Sciences	570,000
Engineering	630,000
Law	1,311,000
Nursing Sciences	1,361,000
Medical Laboratory Sciences	1,170,000

Based on the above analysis, it is imperative for survival for every university to aspire to admit as many students required to achieve their full carrying capacity, while, of course, recovering the full costs of operation. In the case of a private university, it is a delicate balance between enrollments and the tuition fees charged, since the latter is the major source of funding of the university.

### **3.2 Students' Enrolments and Academic Staff Capacity**

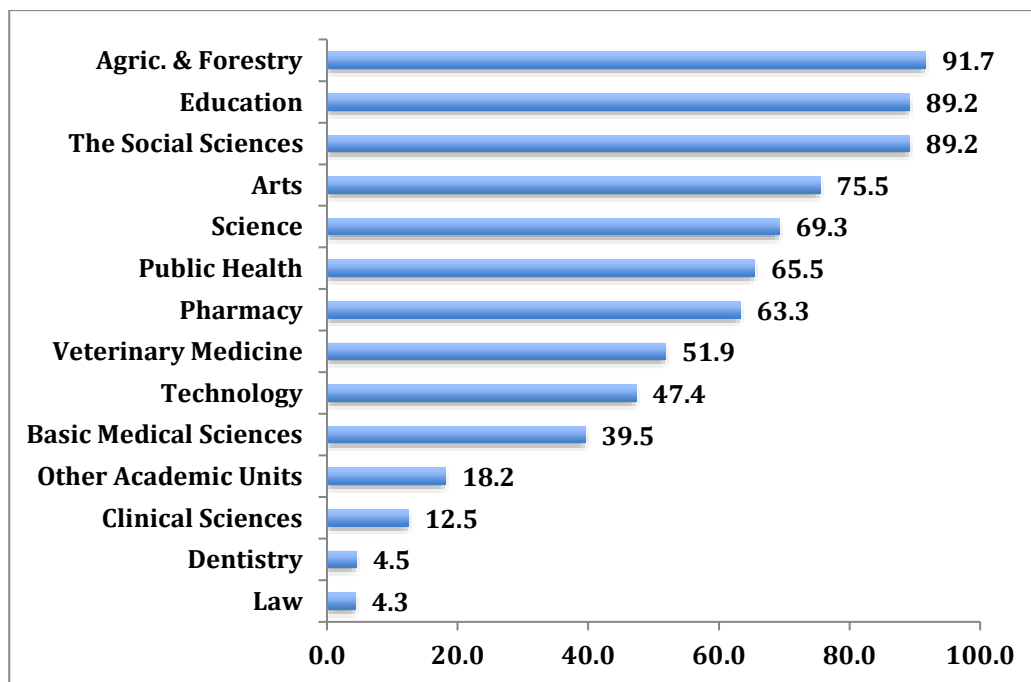
The student enrolment in the Nigerian university system has grown rapidly from 1948, when 104 foundation students commenced their studies at the University College, Ibadan. The recent publication by NUC showed that as at 2017, the 146 universities, covered by the survey conducted by the Commission, had a total enrolment (undergraduate and post-graduate) of 1,962,097 comprising 1,727,782 undergraduate and 234,315 postgraduate. As at 2017, the 146 universities had a total academic staff of 61,999 leading to a global Students:Staff ratio of 32:1. The Students:Staff ratio varies considerably with the National Open University, with a total students' enrolment of 470,761 and 376 academic staff, having the highest figure of 1,252. This is not unexpected bearing in mind the fact that the University basically uses a distance learning mode for course delivery. Overall, most private universities have low ratios because of generally low students' enrolments while state universities tend to have high ratios because of generally high students' enrolment and low academic staff strength arising, in some cases, from poor funding by their state governments. There is no doubt that the system is short in respect of academic human capital with calculated shortfall of close to 7,000 some years back.



Whilst the above analysis is a pointer to the inadequacy of the number of staff, there is also the serious issue of the policy of NUC that lecturers in the university system must possess Ph.D degree. In other words, the possession of Ph.D degree by lecturers has become the recognized currency for stay in our academia. This is a policy widely supported by those committed to seeing that the academic human capital in the sector possesses evidence of competencies in teaching, research and, possibly, innovation in the sense of ideas/research results getting to the market place; and also being able to produce highly employable graduates in the sense described later. The centrality of research in any academic setting cannot be faulted. So also is the use of a Ph.D degree as a pseudo-measure of not only the research capability of staff but, to some degree, teaching quality, as one reinforces the other.

A survey of some universities (Bamiro and Adedeji, 2010) showed a significant variation in the percentage of staff having Ph.D degree from as low as 5% to the highest of 68% in our university system. If the situation at the University of Ibadan was anything to go by, in 2010, the problem varied from faculty to faculty as shown in Fig. 4. It can readily be seen that professional faculties such as Clinical Sciences, Dentistry and Law lag behind other faculties. However, through the Consortium for Advanced Research Training in Africa (CARTA) project, more clinicians are now being trained in research leading to the award of doctoral degrees.

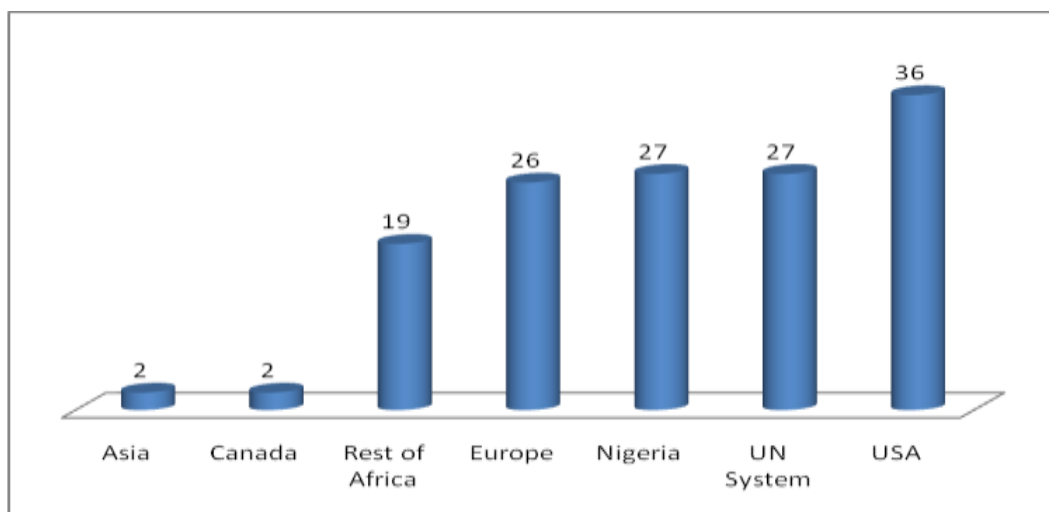
**Figure 4: Profile of Staff with Ph.D Degree on Faculty Basis at UI in 2010**



The scarcity of staff with doctoral degrees in most disciplines, especially the science-based, should be regarded as a challenge for staff development scheme that must look beyond the local institutions into foreign institutions that are ready to engage in staff capacity building through the operation of mutually-benefiting memoranda of understanding. This is already happening at some federal universities through the funding support by Foundations like John D. and Catherine T. MacArthur and also the Tertiary Education Trust Fund (TETFund), as discussed below. Fig. 5

shows, as an example, the profile of research and technical MOUs between University of Ibadan and institutions spread over the world as far back as 2012. Several academic staff, particularly the young academics, have benefited from the MOUs through the MacArthur Foundation grant for capacity building. More than 200 such staff traveled abroad to other institutions to participate in collaborative research capacity building for periods ranging from 3 months to one year. It is pertinent to note that they all came back to the university, in contrast to the generally held opinion that such staff usually do not come back. Furthermore, some of the staff have helped to catalyze MOUs between the host institutions and University of Ibadan.

**Figure 5: Profile of Research and Technical MOUs between University of Ibadan and other Institutions**



TETFund should be commended for the creation of the window for staff capacity building through the Academic Staff Training and Development (ASTD). ASTD is an intervention window geared towards upgrading the quality of teaching and research capacity in Nigeria’s public tertiary education institutions through sponsorship for Masters and Doctoral degree studies within and outside the country in top quality universities. About ₦300m was being allocated to each public university for training with the local scholarships to scholars being funded as follows:

- Ph.D (Sciences): ₦4,500,000 total for 3 years at ₦1.5m annually
- Ph.D (Arts & Social Sciences): ₦3,600,000 total for 3 years at ₦1.2m annually
- M.Sc. (Sciences): ₦1,500,000 (Lump Sum)
- M.A. (Arts & Social Sciences): ₦1,200,000 (Lump Sum)

To prevent in-breeding, TETFund insists on their scholars enrolling in universities other than their own for their programmes. The school fees being paid to Nigerian universities in respect of scholars doing their programmes in our universities range from ₦250,000 to ₦300,000 annually. As shown in Table 4a, TETFund released about ₦90.57Billion to its scholars and their institutions – local and foreign – as at 2018. TETFund is planning to open a special window for the funding of research equipment purchase to support postgraduate programmes locally so as to significantly reduce the amount being spent on sponsoring candidates abroad, particularly for foreign bench works. This

will go a long way in reducing the tuition fees to be paid by postgraduate students, particularly those enrolled in science-based programmes.

Worthy of note also is the significant allocation to supporting conference attendance – local and foreign. As shown in Table 4b, about ₦11.2billion has been expended on supporting 18,315 university staff.

S/N	TYPE OF INSTITUTION	Foreign PhD	Foreign MASTERS	Foreign BENCH WORK	LOCAL PhD	LOCAL MASTERS	TOTAL	AMOUNT DISBURSED SO FAR (Naira)
1	UNIVERSITIES	2,331	1,048	448	2,049	1,053	6,929	49,851,467,523
2	POLYTECHNICS	646	1,082	40	1,531	2,605	5,904	21,839,621,824
3	COLLEGES OF EDUCATION	469	608	32	2,969	3,585	7,663	18,880,441,062
	<b>TOTAL</b>	<b>3,446</b>	<b>2,738</b>	<b>520</b>	<b>6,549</b>	<b>7,243</b>	<b>20,496</b>	<b>90,571,530,410</b>

Source: TETFund ASTD Department 21/3/2018

S/N	TYPE OF INSTITUTION	FOREIGN CONFERENCE	LOCAL CONFERENCE	TOTAL	AMOUNT DISBURSED SO FAR (Naira)
1	UNIVERSITIES	8,991	9,324	18,315	<b>11,203,828,446</b>
2	POLYTECHNICS	3,935	7,962	11,897	<b>6,021,850,146</b>
3	COLLEGES OF EDUCATION	4,110	13,540	17,650	<b>6,578,301,968</b>
	<b>TOTAL</b>	<b>17,036</b>	<b>30,826</b>	<b>47,862</b>	<b>23,803,980,560</b>

Source: TETFund ASTD Department 21/3/2018

It is, however, rather sad to note that despite the huge in-flow of TETFund interventions, a number of universities have not been able to take full advantage of such support due to poor articulation of projects and also poor project implementation leading to TETFund having to hold on to allocations for such universities. Most disturbing is the poor implementation of the staff capacity building allocations to some universities through unbalanced distribution of beneficiaries at the level of the

institution where due attention is not paid to departments with low percentage of staff with Ph.D. Added to this are some candidates not being found in the institutions to which they claimed to have been admitted.

#### **Challenge for Governance**

Attracting, training and retaining good quality academic staff is a great challenge in view of the dearth of qualified staff with requisite academic and technical skills to produce well-rounded graduates with requisite skills sets to drive the economy. University Management is expected to determine the required established staff for each department on the basis of the calculated Full-Time Equivalent Students (FTEs) using the stipulated NUC norm for the programme. This will address the problem of staff quantity to ensure staff adequacy. The staff quality is to be addressed through data on the qualifications of staff in each department with particular reference to those who possess the Ph.D degree and those who do not and will therefore be expected to enjoy the TETFund ASTD programme. Since it is not usually possible to have adequate funding under the ASTD to cater for all staff to be supported, it is imperative that the University develops the global picture of the situation for ease of identification of programmes with staff most in need for support.

In the case of private universities, special allocation must be made in the budget for staff development, since TETFund has only been funding public universities.

### **3.3 General Overview of the funding mechanism of Higher Education in Nigeria**

The cost of university education is related to the cost of performance of the basic functions of teaching, research and community service. The pertinent question to ask in respect of cost is – Are our universities recovering the cost of providing quality service in the delivery of their educational and training programmes? Are they having sufficient funds to perform their assigned functions? To answer this question faithfully, it must be assumed that the universities also have ready figures of how much is needed for each of their programme offerings, and, by extension, a needs-based budget that reflects the income and expenditure of the university to perform its assigned functions creditably. This has turned out to be a problem with most universities, for example, not preparing appropriate budget as discussed below. There is a high degree of ad-hocism in handling finances at the institutional level beyond the regular payment of salaries and wages.

I must hasten to note that Elizade University is not in that category based on the excellent budgeting scheme that accounts for the required resources and their relation to the tuition fees being charged for different programmes. Most universities have a lot to learn from Elizade

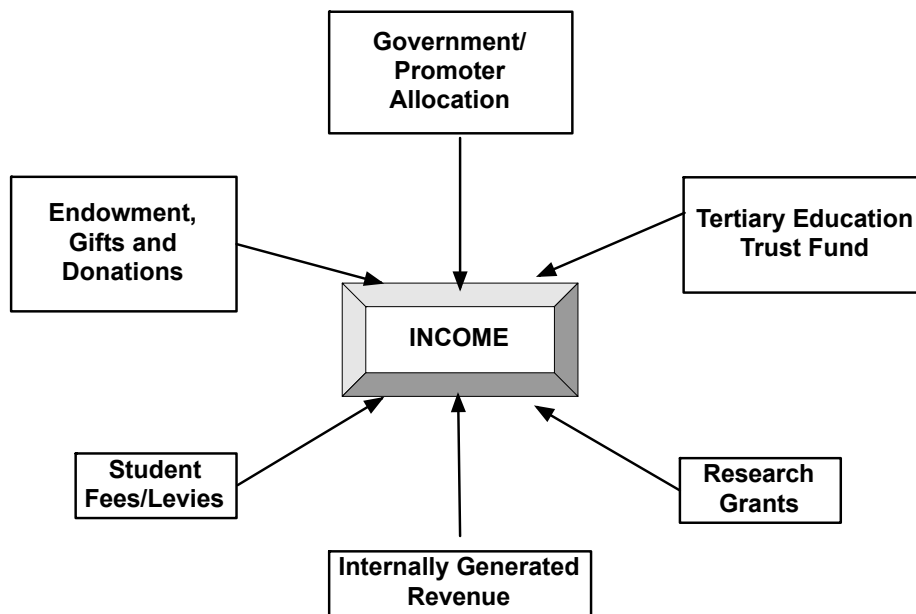
University in this respect.

Presented below are the identified major sources of income and the nature of expenditure by universities. As expected, the institutions are funded primarily by their owners/founders.

### 3.3.1 Major sources of income

Depending on the type of ownership of the institutions, the major sources of income, as depicted in Fig 6, are:

- 🚩 Government/Proprietor Allocation
- 🚩 Tertiary Education Trust Fund (TETFund)
- 🚩 Student Fees/Levies
- 🚩 Endowments
- 🚩 Grants
- 🚩 Internally generated revenue (IGR)



**Figure 6: Major Sources of Funds to an Institution**

#### 3.3.1.1 Government Allocation

As earlier indicated, there are at present 162 universities made up of 41 Federal, 47 State and 74 Private. Whilst figures of the levels of funding of universities by the Federal Government are generally available, such figures for the state universities have been rather scanty. It has also been difficult to obtain figures for the private institutions as such figures are not in the public domain. The funding of public universities is characterised by:

- ✓ Persistent shortfalls between the budget requests by public universities during the period the universities were submitting budgets to the government and the yearly budgetary allocations made by government.
- ✓ The modest increases in yearly allocations fail to match the phenomenal growth in student enrolment in these institutions.

- ✓ The amount approved in the budget often does not get disbursed for one reason or other.
- ✓ Close to 85% of the final release is for personnel cost.
- ✓ The proportion of the national budget allocated to education falls far short of global average, even in comparison with other developing economies.

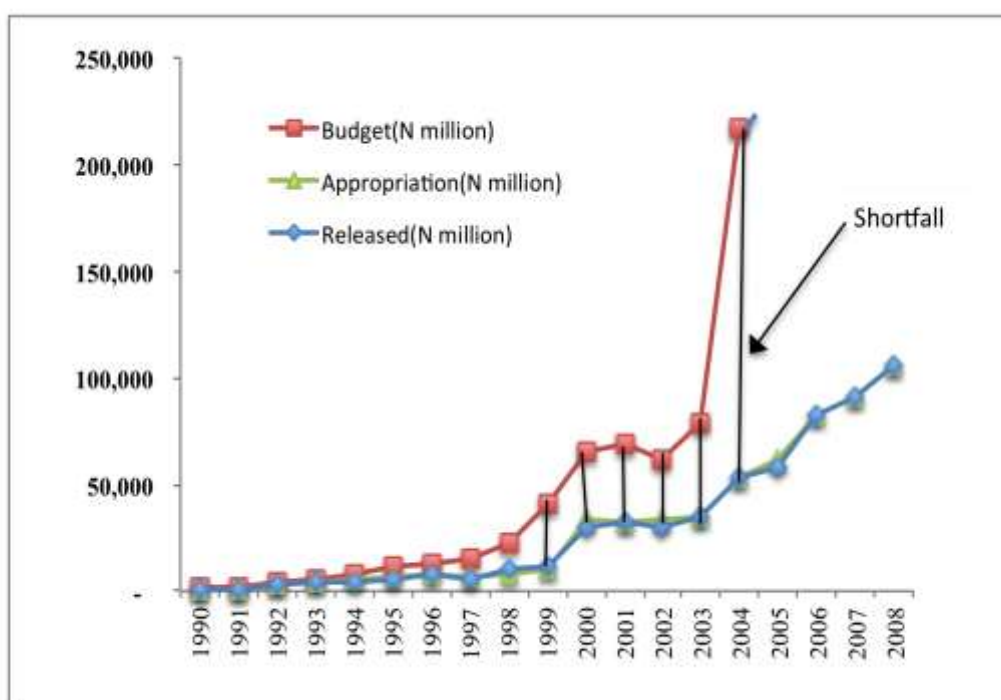
The allocation to education is also examined further against the backdrop of university budgets. The Federal government appropriation and amount eventually released to Nigerian universities in relation to their budgets between 1990 and 2008 are presented in Table 5 and graphically illustrated in Fig. 7. In the years 2005-2008, the Federal Government applied the "Envelope" system of fund allocation. In other words, the allocation had nothing to do with the actual budgets of the institutions. Unfortunately, the Envelope system led to the institutions not bothering to engage in proper budgeting as used to be the practice.

**Table 5: Budget Requests vs. Actual Releases to Federal Universities (1990-2008)**

Year	Budget (N million)	Appropriation (N-million)	Released (N million)	Appropriation as % of Request	Releases as % of Request
1990	1,216.60	748.3	734.8	61.5%	60.4%
1991	1,453.30	779.3	783.8	53.6%	53.9%
1992	3,663.20	2,989.00	2,985.20	81.6%	81.5%
1993	5,075.90	4,532.20	3,801.50	89.3%	74.9%
1994	7,342.90	5,469.30	4,370.90	74.5%	59.5%
1995	11,328.50	6,392.60	6,056.80	56.4%	53.5%
1996	12,442.70	7,535.60	7,535.60	60.6%	60.6%
1997	15,820.20	7,059.20	5,348.20	44.6%	33.8%
1998	22,767.50	8,196.50	9,798.40	36.0%	43.0%
1999	40,884.10	10,507.40	11,831.90	25.7%	28.9%
2000	65,580.00	33,788.90	30,143.00	51.5%	46.0%
2001	68,911.80	31,844.30	32,646.40	46.2%	47.4%
2002	62,155.50	33,778.50	30,351.50	54.3%	48.8%

2003	78,762.10	34,411.30	34,203.10	43.7%	43.4%
2004	216,622.70	53,024.60	53,466.30	24.5%	24.7%
2005	-	62,215.60	58,276.00		
2006	-	82,376.70	82,376.70		
2007	-	90,565.30	90,565.30		
2008	-	105,751.70	105,751.70		

**Figure 7: Funding of Federal Universities (1990-2008)**



The question that arises is – Were the universities able to cover their shortfalls from other sources? The answer is unequivocally, no; thereby casting serious doubt on the quality of service delivery. However, government, as a result of series of agitations by the staff unions for increased funding, has been steadily increasing funding of the institutions. This partially informed the 2012 budget in terms of quantum of allocation to the education sector. Table 6 shows the breakdown of the 2012 Budget of the Federal Government in which the share of education translates to only 8.43% of total budget despite the increase in the quantum of allocation. The Security sector took the lion share of almost 20% There were serious criticisms of the 2012 budget in terms of prioritization.

**Table 6: The Breakdown of the Federal Government 2012 Budget Allocation**

<b>SECTOR</b>	<b>AMOUNT ALLOCATED (₦ billion)</b>	<b>% OF TOTAL</b>
Security	921.91	19.41
Education	400.15	8.43
Health	282.77	5.95
Works	180.80	3.81
Power	161.42	3.40
Agriculture	78.98	1.66
Niger Delta	59.70	1.26
Petroleum Resources	59.66	1.26
Transportation	54.80	1.15
Aviation	49.23	1.04
FCT	45.59	0.96
Water Resources	39.00	0.82
Science & Technology	30.84	0.65
Land & Housing	24.90	0.52
Communication & ICT	18.31	0.39
Total Other Sectors	2,340.94	49.29
<b>TOTAL</b>	<b>4,749.00</b>	<b>100.00</b>

The share of the Federal HEIs in the allocation to the Education sector by the Federal Government is presented in Table 7. It can be seen that the HEIs took the lion share of ₦307.757 billion out of the total allocation of ₦400.15 billion to the education sector. Most significant is the fact that Recurrent accounted for 93% of total allocation. It is however worth noting that the public HEIs are also expected to enjoy annual interventions by TETFund in addition to the allocation by the Federal government.



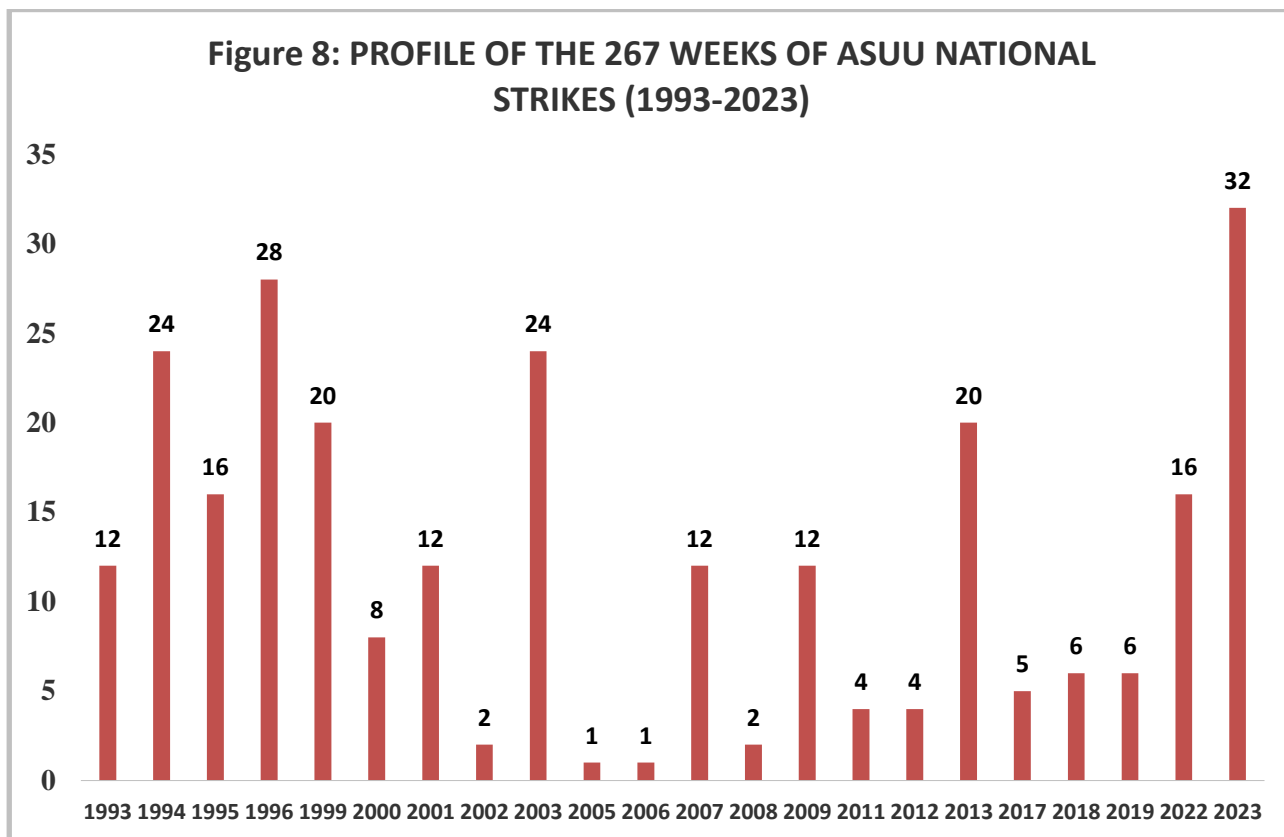
**Table 7: Federal Government Allocation to HEIs in the 2012 Budget**

INSTITUTION (Number)	ALLOCATION (₦ million)					
	Personnel Cost	Overhead Cost	Total Recurrent	Capital	Total Allocation	% of Total
Colleges of Education (21)	36,092.9	1,942.6	38,035.5	4,555.1	42,590.6	13.8
Polytechnics (21)	54,399.5	3,268.4	57,667.9	3,300.0	60,967.9	19.8
Universities (36)	184,292.0	6,090.9	190,382.9	13,815.7	204,198.6	66.4
<b>TOTAL</b>	<b>274,784.4</b>	<b>11,301.9</b>	<b>286,086.4</b>	<b>21,670.8</b>	<b>307,757.1</b>	<b>100.0</b>

The above shows the acute underfunding of the system; a situation aggravated by the phenomenal growth in student enrolment. It becomes evident that even though yearly government funding grew somewhat over the years, the increases were not proportionate to the growth in student enrolment. Equally grievous is the discontinuation of the budgeting exercise by public universities thereby aggravating the problem of management of the system caused by lack of financial data. Furthermore, universities are responding to the situation of underfunding through the following actions that are negatively impacting quality:

- ✚ curtailment of laboratory/practical classes in science-based courses in addition to reduction in highly required field trips in some programmes;
- ✚ freezing of staff appointments despite poor Students:Staff ratio in most programmes;
- ✚ reduction of allocation to staff attendance of academic conferences; and
- ✚ reduction, if not outright cancellation, of the traditional Senate Research grants to support young academics.

It is pertinent to note the destabilizing effects of ASUU national strikes over the years as captured in Fig. 8 for the period 1993-2023 with a total of 267 weeks of strikes. The Nigerian University System is still to recover from the devastating effects of the 32 weeks of strike in 2023. The profile of the strikes puts to question the effectiveness of strikes in achieving its purpose. It is probably a classic case of doing something the same way and expecting a different result!



### 3.3.1.2 Tertiary Education Trust Fund (TETFund)

The Education Tax Fund, later re-named Education Trust Fund (ETF), and now referred to as the Tertiary Education Trust Fund (TETFund), was established under Act No. 7 of 1993 to engage in projects aimed at improving the quality of education in Nigeria. The Act imposed a 2% Education Tax on the assessable profit of all registered companies in Nigeria. The Federal Inland Revenue Services (FIRS) is charged with the responsibility of collecting the education tax which it pays into and Education Fund opened with the Central Bank of Nigeria (CBN). After the initial take-off problems, the Fund is now well established with a Board of Trustees to manage its resources. The Fund is a substantial source of financial assistance to the various public institutions in the country, especially in the commencement, completion or rehabilitation of capital projects embarked upon by institutions. Most of the capital developments in our public tertiary institutions are now being sponsored or financed by the Fund. It is pertinent to note that the fund from the ETF was used initially to support activities at all the levels of education based on a sharing ratio of 2:3:5 for the Primary, Secondary and Tertiary institutions respectively. Through a major policy shift, informed by the commitment of the Federal government to revamp the higher education sector, TETFund is now to fund only public tertiary institutions. Consequently, the Fund is now referred to as the Tertiary Education Trust Fund (TETFund). Fortunately, the inflow of fund to TETFund has increased significantly due to

the efficiency of FIRS in collecting the education tax from registered companies in Nigeria. For example, about ₦135.4 billion was received by TETFund from FIRS collection for January to October 2009 as against the ₦40.9 billion received for the same period for year 2008. ETF, now TETFund, was the source of the special intervention of close to ₦42 billion to develop 6 universities, 3 polytechnics and 3 COEs into world-class institutions. While announcing the special interventions in April 2009, the then Honourable Minister of Education made the following pertinent statements:

*There is no doubt that the education sector is facing enormous challenges. The effective resolution of these challenges is a pre-condition for our nation's development. As you are aware, the present Administration is committed to the realization of the 7-Point Agenda and our national vision of becoming one of the top 20 economies in the world by 2020. In order to succeed, the nation needs world-class manpower, possible only through world-class institutions. This calls for strategic investment towards improving the teaching and learning environment as well as the quality of lecturers in our institutions.*

The Honourable Minister of Education also noted further that the objective of the special intervention was the provision and upgrading of facilities for the promotion of the core activities of teaching, learning and research in the following critical areas:

- Establishment of standard central teaching and research laboratory in each of the six selected universities. This is to be a facility for the benefit of all institutions in a particular zone although located in the federal university.
- Programme upgrade in Science, Technology and Humanities/Social Sciences such as Medicine, Engineering, Agriculture and the Arts/Social Sciences. Here, the intervention is targeted towards nurturing the programmes into centres of excellence.
- General improvement of the teaching and learning environment ranging from lecture theatres, classrooms, laboratories, workshops etc. This is to involve the rehabilitation of physical infrastructure and the provision of instructional facilities and learning resources

Of relevance is the following statement by the Minister on the same occasion:

*In addition, the Federal Government is aware that the realization of the 7-Point Agenda and Vision 2020 lies not only in the provision of facilities but equally importantly in encouraging research and scholarly publications. Accordingly, the sum of ₦3 billion has been approved to support our scholars, as individuals and groups, to conduct research capable of contributing to national development in their areas of specialization. Similarly, the sum of ₦2 billion has been approved to support the revival of scholarly journals, the publication of well researched tertiary level textbooks and to make these materials available to the libraries of our tertiary institutions.*

The above shows the long-standing commitment of the Federal Government to developing some of its institutions to world-class standard in order to address pressing developmental problems engendered in its development initiatives – the Vision 20-2020 and the 7-Point Agenda.

Most significantly, it saw the intervention as an investment towards the development of requisite human capital. Nonetheless, the major driver of the government's massive intervention in the select institutions was the concern for the rather poor rating of Nigerian institutions in the increasingly influential, but least understood, global ranking of universities. It was the desire of the Federal Government that the selected institutions would improve their rankings after the implementation of the various projects. The Federal Government also gave ₦3 billion to additional six federal universities under its special intervention programme. The plan was to cover all the federal universities eventually.

Suffice it to note that TETFund is now actively involved with the provision of funding supports to public HEIs (Federal and State) in the following areas:

- i. Physical Infrastructure/Programme Upgrade
- ii. Procurement of teaching and research equipment
- iii. Academic staff training and development
- iv. Library Development
- v. Entrepreneurship Centre
- vi. Provision of ICT infrastructure
- vii. Conference Attendance
- viii. Publication of Journals and text books
- ix. Institution-Based Research
- x. Journal Publication

As noted in Table 3, TETFund has released about ₦90.57Billion to its scholars and their institutions – local and foreign - since inception of the Academic Staff Training and Development (ASTD) programme a few years ago. Worthy of note also is the significant allocation to supporting conference attendance – local and foreign. As shown in Table 4, about ₦11.2billion has been expended on supporting 18,315 staff.

It is rather sad that quite a number of institutions have not been taking advantage of the funding streams from TETFund due to poor project implementation. An example is the implementation of the TETFund Special Intervention for selected universities, polytechnics and colleges of education in 2009, as indicated above. Six universities (one from each geopolitical zone) were each awarded first ₦5.5 billion which was later reduced to ₦3.0 billion. Several years after the allocation, some of the beneficiary institutions were still to draw down completely on the allocation due to poor project packaging and weak institutional capacity for project implementation. Thus, **it is rather unfortunate that despite increasing flow of funds from TETFund to the institutions, a significant number of our institutions are still to take full advantage of their allocations due to poor project packaging, implementation and monitoring.** Hence, TETFund at a time had several billions of Naira allocated but yet to be accessed by these institutions. **It has called to question the capacity of some of our institutions to plan strategically and manage resources to achieve well-defined institutional goals. Many of our institutions do not have well crafted strategic plan to drive their vision and mission.** This informed the continual organization by TETFund of capacity building workshops for the top managers of the HEIs on strategic planning, project packaging and implementation.

### ***Internally Generated Revenue (IGR)***

Universities have developed different channels for the generation of funds. It varies from the establishment of part-time programmes to consultancy outfits. Actually, federal institutions are being expected by the Federal Government to generate IGR equivalent to not less than 10% of the total allocation by the government. This has led to diverse initiatives by these institutions with conflicting impacts, in some cases, on the performance of their core research and academic functions. As noted by Leigh (2007):

*Many Nigerian universities tried to augment their income through provision of evening and weekend degree programmes at both diploma (sub-degree), undergraduate and postgraduate levels. Before the NUC clamped down on unregulated and abuse of these programmes, otherwise referred to as "satellite campuses", many universities had one lecture center in important cities of the country. The untidy nature of the staffing and delivery of courses made the NUC to restrict universities to their state of location. Up till today many universities make substantial income from their external campuses. Lagos State University, Ogun State University and the University of Lagos are examples in point because of their nearness to Lagos, the economic nerve center of Nigeria. Although, substantial amount of money is realized from this source, however it is still not sufficient to accommodate the budgetary needs of these universities.*

Non-payment of tuition fees in federal universities only applies to undergraduate programmes while post-graduate students pay fees. Consequently, most universities mount postgraduate programmes as a source of revenue generation. Added to this is the operation of open and distance learning (ODL) programmes.

#### **3.3.1.3 Student Fees/Levies**

As earlier noted, all federal institutions, and a few state universities, are not allowed to charge tuition fees. They are only allowed limited charges/levies for the provision of services such as accommodation in the halls of residence, sports, limited contribution to meeting the cost of municipal services (water and electricity), laboratory consumables in science-based programmes, etc. Consequently, undergraduate students registered in the various programmes in these universities end up paying between ₦30,000 and ₦50,000 per session including accommodation. Attempts by public institutions to increase levies have always been met with stiff opposition by students; leaving these institutions to make do with whatever can be amicably settled with students.

The private institutions are autonomous. As to be expected, they depend mainly on fees paid by students for their existence. Fees paid by undergraduate for various programmes vary from ₦200,000 to close to ₦2,400,000 per session, as indicated in Table 2. Professional science-based programmes such as engineering and medicine attract high fees. The fees being paid in these institutions are to be compared to the close to ₦1.0 million total fee, including accommodation, being charged foreign students by most Ghanaian universities.

In respect of the significant differences in the fee payments by public and private institutions in

Nigeria, Osagie (2009) observed as follows:

*Many education observers are convinced that the aforementioned levels of fees are too high for the average working class Nigerian to pay. They further express the opinion that it is wrong for there to exist two types of educational systems catering for the rich and the ordinary masses, arguing that it has introduced a class factor into the entire education system in the country. The prevailing condition does represent some form of class problem as high fees result in denial of access for children of the working class and lower middle class.*

Some have noted that the private institutions should also enjoy interventions by the TETFund so as to enable them reduce fees. This is still an on-going debate in the country. Suffice it to say that since private institutions depend on tuition fees for their existence, their multiplication will continue to put the spotlight on fees. Fees are a special problem for countries like ours that have made higher education almost free - i.e., totally subsidized by the state. As noted by Daniel and Kanwar (2006):

*Most countries realise they now have to pay attention to fees policy and are gradually introducing fees in the public sector, either because of a conviction that it is more socially equitable or because there is no financial alternative. This puts the private sector on a more level playing field and gives private institutions greater latitude to set fees, which makes them more attractive as investments.*

The present imbalance between the fees paid in the private institutions and in public institutions will continue to challenge funding policy formulation in the sector. It has been suggested in several quarters in the country that governments should allow federal universities to charge tuition fees so as to improve the quality of programme delivery. To cushion the effect of high fees there should be funding schemes including scholarships, bursaries, loans, etc. as being done in many other countries with varying degrees of success in loan recovery.

Fortunately, the present government of President Bola Ahmed Tinubu has signed into law the operation of the loan scheme for students. It is hoped that proper mechanism will be put in place to achieve the objectives of the scheme.

#### **3.3.1.4 Grants**

There is a significant presence of grants for research and capacity building by Funding Agencies across Africa. Those having visible presence in our universities include:

- WHO (World Health Organisation)
- IAEA (International Atomic Energy Agency)
- USAID (United States Agency for International Development)
- CIDA (Canadian International Development Agency)
- John D. and Catherine T. MacArthur Foundation
- Carnegie Corporation

- UNFPA (United Nations Population Fund)
- Bill and Melinda Gates Foundation
- FAO (Food and Agriculture Organisation)
- NIH (National Institute of Health), USA
- National Science Foundation (NSF) of USA
- World Bank
- African Development Bank
- Rockefeller Foundation

A number of universities have been enjoying grants from funding agencies such as the John D. and Catherine T. MacArthur Foundation, Carnegie, Ford Foundation, World Health Organisation (WHO), etc. For example, the MacArthur Foundation has since 2000 been supporting four universities in Nigeria, namely University of Ibadan, Ibadan, Ahmadu Bello University, Zaria, University of Port-Harcourt, Port-Harcourt, and Bayero University, Kano. These universities were supported in the key areas of staff development, development of ICT infrastructure, etc. University of Ibadan was awarded a total of \$6.4 million between 2000 and 2007. The Foundation also awarded a total of \$7.1 million to Universities of Ibadan (\$4.0 million) and Bayero University, Kano (\$3.1 million) for the period 2008-2010. The award to the University of Ibadan was to enable it to:

- expand access to higher education by increasing enrolment in its accredited distance learning programmes from 7,000 to 25,000 students by 2010 (Ipaye, 2007);
- equip its Central Research Laboratory to enable it conduct top-end research;
- improve staff training;
- upgrade its ICT infrastructure; and
- advance library automation.

It is pertinent to note that since its emergence in Nigeria in 1989, the MacArthur Foundation has awarded more than \$91 million in grants to different institutions and causes (Jonathan F. Fanton, 2008). The Carnegie Foundation has also given substantial support to Ahmadu Bello University, Obafemi Awolowo University and University of Jos.

Worthy of mention is the current funding by what can be regarded as the re-focused World Bank under the Western and Central Africa - Africa Centres of Excellence (ACE) launched in April 2014, with funding envelope of \$165 million. NUC is the coordinating agency for Nigeria. Project Development Objective is to:

- **Increase quantity, quality and development relevance** of post-graduate education in selected universities through regional specialization
- **Increase the number** of enrolled students (ultimately graduates) in post-graduate programmes (Master's, PhDs)
- **Enhance the quality** of post-graduate programs such that students acquire the necessary theoretical knowledge and applied skills upon graduating

- **Improve development impact** such that the knowledge from research and skills acquired by graduates are directly impacting development challenges

The project is financed based on results achieved by each ACE. The Centres are evaluated on the basis of quality and impactful education and research excellence in respect of:

- enrolling Masters and PhD students;
- publishing in international peer-reviewed journals;
- quality benchmarks including international accreditation;
- internship of students in industry; and
- revenue generation.

Suffice it to note that:

- ✓ There were 10 funded ACE centres in Nigeria under ACE-1
- ✓ At least 1,000 PhD students and 5,000 MSc students have been enrolled in the various programmes.
- ✓ There are now 17 centres under the ACE-3, with budget allocation of close to \$70million.

Our universities are expected to develop capacity for the writing of grant-awarding proposals to attract local and international grants.

### 3.3.2 Major Items of Expenditure

The major items of expenditure (Fig. 9) in a university comprise: Recurrent expenditure (salaries and wages); Capital Projects; Overhead (electricity and water supply, maintenance of facilities, etc.); Research and Development; Staff Development; Staff/Student welfare; academic support, and General Administration.

#### 3.3.2.1 Salaries and Wages

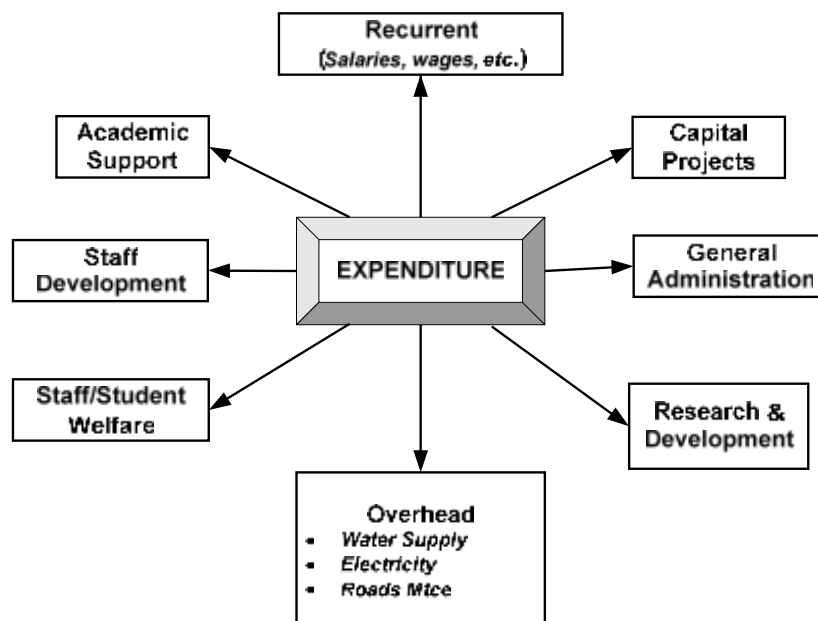
Federal universities are fully supported in respect of salaries and wages through the allocation under the Personnel cost. As shown in Table 4, allocations to Personnel Cost accounted for 93% of the total allocation in the 2012 budget. This follows closely the trend of expenditure in most universities with salaries and wages accounting for close to 80% of total expenditure. Before the advent of the current democratic dispensation in 1999, most universities used to borrow from banks to meet the perennial shortfalls in personnel cost. It was therefore a welcome relief to the system when the federal government funding policy chose to cover completely the personnel costs of universities after carrying out an audit of their staff nominal roll to arrive at realistic figures of their personnel costs. It is pertinent to note that some state universities have been resorting to borrowing to meet their salary payments. There is a case of a state university owing its staff close to ₦1.2 billion due to the control by the state government of fees payment by students despite the high students' enrolment and limited subventions by the government.



Since salaries and wages are by far the highest item of expenditure, it then means that they should attract the greatest attention in managing expenditure. They account for the major source of disagreement between ASUU and the government, with the former agitating for increase to reach comparative level with institutions in other countries. Incidentally, matching the salary levels of academics in sub-Saharan African countries to which most Nigerian academics in diaspora are gainfully employed was the basis of the final agreed salaries, referred to as the “African average” in 2009.

It is pertinent to seek to know at any time how our academic salaries compare with remunerations of academics in other countries. The Consolidated University Academic Salary Scheme which emanated from the 2009 agreement with ASUU formed the basis of the contribution by Bamiro (2012) to the project titled “*Paying the Professoriate: A global Comparison of Compensation and Contracts*” (Altbach et al, 2012) which involved 28 countries. As shown in Table 8, Nigeria was in a comparatively good position among the 28 countries covered in the study. The study recognized the need to reflect the purchasing power that results from a salary in each country. A simple currency conversion is not enough, because it does not take into account the diversity in the cost of living between countries. A more accurate examination is the usage of the *purchasing power parity* (PPP) index. The indices are based on an item or a set of items (basket of goods) whose prices are compared with the price of the same item or basket of goods in the reference country (in this case, the United States), providing a uniform basis for comparison. Thus, the study adjusted the salaries in each local currency to the PPP index, to get a comparable amount in US\$PPP dollars as presented in Table 8.

**Figure 9: Major Items of Expenditure in the Nigerian University System**



**Table 8: Salaries at entry level and top of salary hierarchy with average salary (in US\$PPP)**

<b>Country</b>	<b>Entry</b>	<b>Average</b>	<b>Top</b>
Armenia	405	538	665
Russia	433	617	910
China	259	720	1,107
Ethiopia	864	1,207	1,580
Kazakhstan	1,037	1,553	2,304
Latvia	1,087	1,785	2,654
Mexico	1,336	1,941	2,730
Turkey	2,173	2,597	3,898
Czech Republic	1,655	2,495	3,967
Colombia	1,965	2,702	4,058
Argentina	3,151	3,755	4,385
Brazil	1,858	3,179	4,550
Japan	2,897	3,473	4,604
France	1,973	3,484	4,775
Norway	4,491	4,940	5,847
Nigeria	2,758	4,629	6,229
Israel	3,525	4,747	6,377
Germany	4,885	5,141	6,383
Netherlands	3,472	5,313	7,123
United States	4,950	6,054	7,358

India	3,954	6,070	7,433
Australia	3,930	5,713	7,499
Malaysia	2,824	4,628	7,864
United Kingdom	4,077	5,943	8,369
Saudi Arabia	3,457	6,002	8,524
Italy	3,525	6,955	9,118
South Africa	3,927	6,531	9,330
Canada	5,733	7,196	9,485

Source: *“Paying the Professoriate: A global Comparison of Compensation and Contracts”*, Edited by Altbach et al (2012)

Any discussion of salaries and wages in the NUS will be incomplete without reference to the recruitment policy of each university. The level of academic staff for each programme is expected to be determined using the NUC-prescribed Students:Staff ratio for each programme. Also prescribed are the norms for the recruitment of non-teaching staff in terms of Senior Administrative/Technical Staff and Junior Staff. Suffice it to note that a number of public universities have thrown caution into the wind in the recruitment of non-teaching staff, leading to bloated salaries and wages, even in situation where there is inadequate academic staff to support the programmes being run by the university. The need to control staff recruitment and profile cannot be overemphasized under the present situation of dwindling resource inflow to the system.

### **3.3.2.2 Capital Expenditure**

The requirements for capital expenditure for most institutions far exceed the usual capital allocation by government. Consequently, all institutions now depend on TETFund to execute most of the capital projects. First and Second generation universities require a lot of capital to meet the needs for rehabilitation of academic and administrative buildings which have suffered from several years of neglect. An appreciation of the serious shortfall in capital requirement and allocation by the government is provided by the case of University of Ibadan. As at the time ETF now TETFund allocated ₦5.5 billion to the University of Ibadan in 2009, an allocation that was subsequently reduced to ₦3.0 billion, the total estimated requirement of the University was ₦13.872 billion.

### **3.3.2.3 Overheads**

The amount being allocated under Overheads is grossly inadequate to meet the needs of the universities for electric power supply, water supply etc. The allocation could not even cover the cost of electric power supply, i.e., the settlement of the monthly bills from the electricity Distribution Companies (DISCOs) and the purchase of diesel fuel for self-electric power generation during the frequent power outages. Overall, most universities deploy their IGR to meet the needs of municipal functions that they have to perform.

### **3.3.2.4 Research and Development**

Research is funded from various sources: the university's internal resources, government allocations, grants from funding agencies, support from research linkages, etc. Most universities rely on funds from external sources as government allocations are indeed small. Most of the research grants providing agencies have earlier been mentioned. Worthy of note is the fact that such researches are in the areas defined by these agencies. Also, most agencies now demand institutional guaranty of proper management of research funds and project execution, Hoskisson et al (2000). The universities benefit from this arrangement through payment by the funding agencies of administrative charges, which are usually between 5% and 10% of the total grant. Worthy of note is the limited funding for development of research idea beyond the laboratory stage. Only a few institutions have been able to secure funding for the commercialisation of some of their research results.

Worthy of note is the Institution Based Research (IBR) grants to our public institutions by TETFund. According to TETFund, the IBR Intervention is aimed at supporting and enhancing basic academic research activities in our public tertiary educational institutions, which had been abandoned due to paucity of funds. The Intervention has brought back to life, the culture of Research and Development as core mandate of the Institutions. Under this intervention, TETFund disburses funds to the institutions annually for funding basic researches by lecturers. As at April, 2018, over 2,000 IBR projects have been funded from inception with a total allocation of close to ₦5.03 billion, distributed as follows: ₦2.47 billion for the universities; ₦1.41 billion for the polytechnics, and ₦1.145 billion for the colleges of education.

### **3.3.2.5 Staff Development**

Staff development is in different forms: support for junior academics to undertake research leading to award of postgraduate degree; sponsorship of staff under linkage programmes to other institutions for general exposure to teaching and research; attendance of conferences (local and overseas); participation in professional training courses, particularly by technical support staff, etc. Most universities rely on funding agencies (as earlier identified) and IGR for

financial support. It is only of recent that the TETFund created a window for staff development through allocation of close to ₦30 million per session per university for staff development. The level of activities in this respect has been presented earlier.

### **3.3.2.6 Staff/Student Welfare**

Most universities, especially the First and Second Generation universities, built hostels to accommodate their students and several housing units for staff. For example, at the University of Ibadan, there are 12 student hostels built over a period of 50 years now with capacity to accommodate about 10,000 students out of the student population of close to 20,000. Undergraduate students used to pay only ₦4,000 before the University was able to increase the fee to ₦14,000 per session for accommodation. The University has been spending close to ₦35,000 per bed space, which translates to a subsidy of ₦21,000 per undergraduate student accommodated. The subsidy, of course, is borne from the University's IGR since Government has already asked the universities to hands off the management of hostel accommodation. Postgraduate students are charged economic fees ranging from ₦40,000 to ₦70,000. It is important that universities recover full cost of maintenance of students in hostels. This has led to University of Ibadan, for example, increasing the hostel fee to nothing less than ₦30,000 for undergraduate.

It is worthy of note the significant achievement of Elizade University in this respect. The University has been operating the policy of full accommodation for all its students, and as to be expected, students pay the economic fees for the accommodation.

Although the staff are expected to pay economic fees for their accommodation in university quarters, suffice it to note that they too enjoy one form of subsidy or the other since the rents being paid by them are much lower than the amount being paid by those not accommodated and having to stay in rented accommodation outside the campus.

Thus, there is considerable pressure on the universities to provide accommodation for staff and students. The operational policy of government is that universities attract private investors to build hostels for students under the build-operate-and-transfer (BOT) scheme. This has started to yield results in a number of universities.

## **4. THE PROPOSED MODEL FOR FUND GENERATION AND MANAGEMENT**

The need for critical management of resources in the face of dwindling resources cannot be overemphasized. That it can no longer be business as usual is illustrated, for example, by the current drastic reduction in government subventions by Ogun and Oyo States to their state higher education institutions. The Oyo State government reduced the subvention to its higher education

institutions from 75% to 25% while calling on the management of these institutions ‘*to seek other sources of funding instead of depending solely on subventions from the administration*’. Reacting to the situation, a socio-cultural group, the Oyo Development Initiative (ODI) tasked stakeholders in the education sector to rally round and save it from further degeneration while noting that:

*“...The state of our education is saddening, it is so unfortunate that we are in dire need of restructuring to save the ailing sector. We did not know that the situation was so bad until the reform committee submitted its report, and made public its highlights... Education needs restructuring in the state and all stakeholders must have inputs into the process, both financially and intellectually. **We should stop deceiving ourselves about government doing it alone.** The rot is overwhelming and we all need to support the government.... the reduction in the subvention to tertiary institutions in the state to 25 per cent at this particular time was inevitable due to the nation’s ailing economy, and tasked management of tertiary institutions to think out of the box and diversify to meet up with their expenditure while not creating hardship for the people.”*

The underline in the above is mine as I wonder what mechanism the management can put in place that will be able to close the big gap in funding within a short period of time *without creating hardship for people*, the latter probably implying not touching tuition fees significantly, if at all!

The above poses serious problem for the management of our university system. In respect of funding, it calls for the exploration of different models of funding to achieve sustainable operations at the level of each institution.

As noted by Altbach in his book titled “*Leadership for World-Class Universities: Challenges for Developing Countries*”:

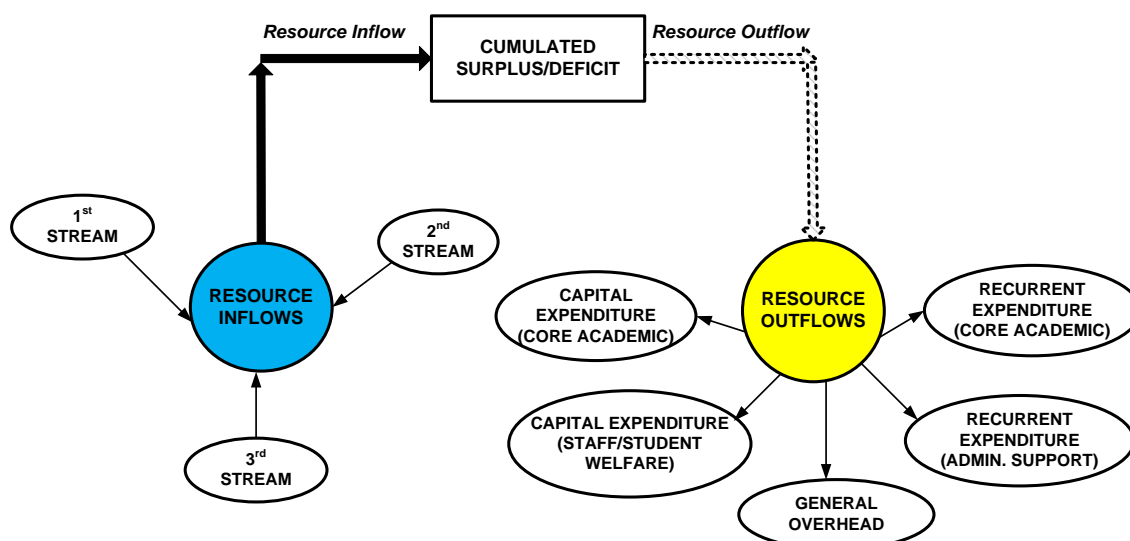
*As in many other parts of the world, South African universities are confronted with the conundrum of declining state financial support, burgeoning student numbers and increasing operating costs, as a result of which managerialism - managing a university like a business with the focus on the “bottom line” to the detriment of academic management norms and traditions - has begun to make inroads into institutional management and governance. It has become common practice by universities to pursue “third stream income” (the other two being state support and student tuition fees) in the form of grants, endowments, and the setting up of wholly owned for-profit enterprises.*

Based on the above, in providing the needed leadership of our institutions, vice-chancellors now have to be more skilled in a business management sense, and at the same time, more democratic and having to deal with diverse stakeholders within the institution and outside the institution. The situation also calls for the restoration of the budgeting process to align the current economic

realities and the possible resource inflow to the university with the projected expenditure towards achieving the much-desired balance without compromising quality and academic management norms. This calls for a data-driven management of resources as presented below.

The proposed model for fund generation and management must be designed to address the above challenges and realities being faced by our universities. As earlier remarked, there is a need for an institution to recover its cost of operation if it is to function optimally. The cost of service provision by a university is related to the cost of performance of the basic functions of teaching, research and community service. Based on the analysis presented above, and in line with the best practices in most properly run institutions, a resource planning model (RPM), as depicted in Fig. 11, is recommended as a very useful tool for the management of resource inflow (income) and outflow (expenditure) in an institution. The cumulated surplus or deficit is determined by the dynamics of the net resource flows. Most significantly, the model provides the mechanism for the evaluation of the impacts of different funding models which, almost invariably, are policies affecting the different income streams as well as the pattern of expenditure. The elements of resource outflows help to measure the overall quality of deployment of resource inflow in the performance of the key functions of an institution. A useful outcome of the RPM is the institution's budget, budget implementation strategy and performance measurement.

**Figure 11: Identified Elements of Resource Flow Model for HEIs in Nigeria**



It is often said that public universities are not in business and therefore can operate from the

viewpoint of less rigorous management practice since it probably cannot run out of business in an atmosphere devoid of performance measure but with guaranteed income to survive. Surely, this is no longer tenable as institutions are now being increasingly challenged to justify the resources being ploughed into them, while such resources are dwindling by the day. Thus, in proposing the RPM, one posits that though public institutions are, in general, not in business, they must, however, be business-like in their operations through accounting for and managing resource inflows and outflows in a sustainable manner. The RPM lays emphasis on cost management, income management and scenario building with the following financial benefits, as established in many universities that have adopted the model:

- ✓ Improvements in the revenue profile, collection and administration
- ✓ Improvements in expenditure management
- ✓ Improvements in the operating position (reserves)
- ✓ Improvements in debt management
- ✓ Reduction in unfunded liabilities
- ✓ Reduction in deferred payments
- ✓ Increased financial capacity and long term sustainability
- ✓ Improved capacity for change management.

Resource inflows are cast in terms of 1<sup>st</sup> Stream, 2<sup>nd</sup> Stream and 3<sup>rd</sup> Stream with the elements shown in Fig. 12. The 1<sup>st</sup> Stream comprises:

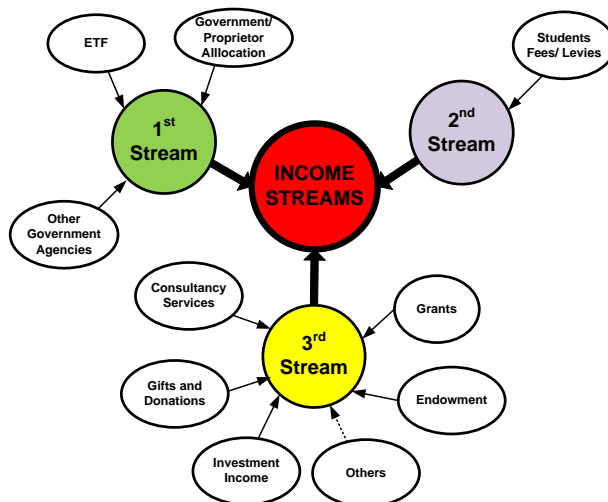
- ✓ Government/Proprietor subventions
- ✓ Education Trust Fund (ETF), now Tertiary Education Trust Fund (TETFund)
- ✓ Other Agencies of government

Students fees/levies constitute the 2<sup>nd</sup> Stream that must be separately monitored. The 3<sup>rd</sup> Stream, usually referred to as the internally generated revenue (IGR), has as its elements, sources of income other than those from the above identified 1<sup>st</sup> and 2<sup>nd</sup> Streams. These are mainly:

- 📁 Grants from funding agencies
- 📁 Endowment
- 📁 Gifts and donations
- 📁 Investment Income
- 📁 Consultancy services
- 📁 Others



**Figure 12: Elements of the Income Streams**



The Resource Outflow is captured in terms of Recurrent Expenditure and Capital Expenditure with its elements as shown in Figs. 13a and 13b.

The recurrent expenditure has been deliberately categorized as:

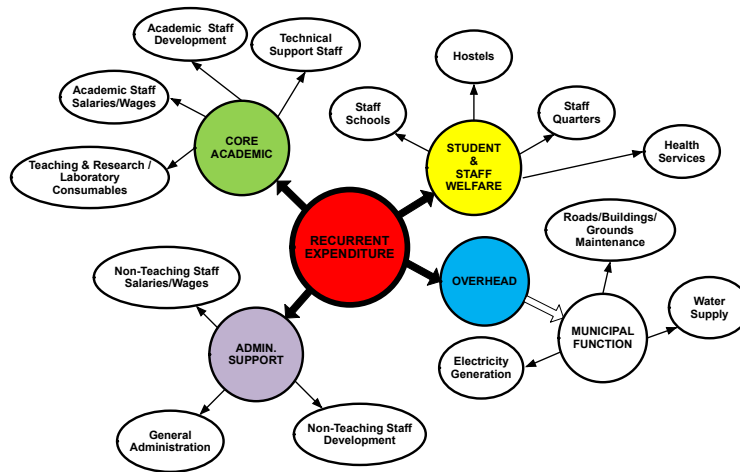
- i. Core Academic (in order to determine the level of deployment of resources to the institution's core business).
- ii. Administrative support
- iii. Overhead
- iv. Students and Staff welfare

The Capital expenditure is similarly categorized as:

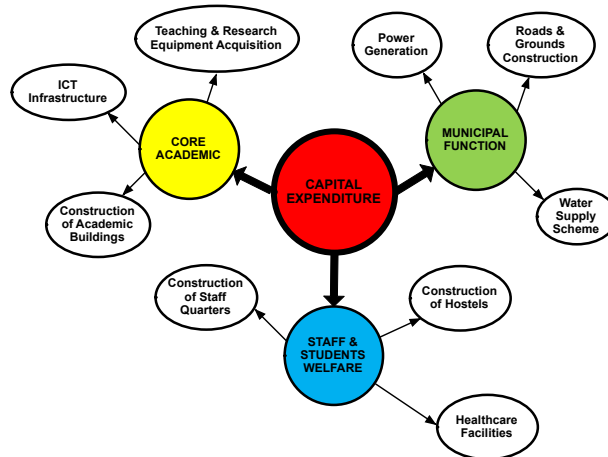
- i. Core academic
- ii. Municipal functions
- iii. Staff and Student welfare

The elements of the Recurrent Expenditure and the Capital Expenditure, shown in Figs. 13a and 13b, will provide the pattern of resource outflows which when balanced against the Resource Inflows (Income Streams) will capture the general dynamics of resource accumulation. The framework will facilitate the identification of the key operational parameters for resource control. Such parameters can then be subjected to plausible scenarios towards evolving models for sustainable financing.

**Figure 13a: Resource Outflow: Recurrent Expenditure**



**Figure 13b: Resource Outflow: Capital Expenditure**



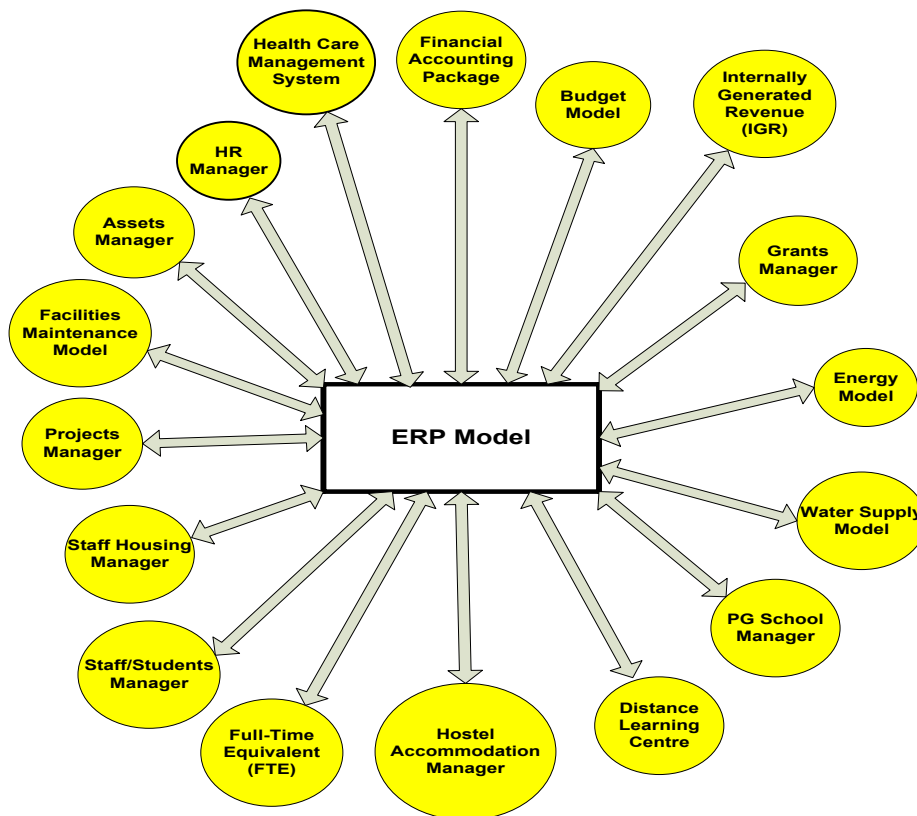
#### 4.1 Implementation of an RPM

An RPM, as articulated above, which started at the University of Ibadan was further developed at the Tai Solarin University of Education, Ijagun, Ijebu-Ode through the development of a computer-based Enterprise Resource Planning (ERP) Model with the various integrated sub-modules shown in Fig. 14. It is pertinent to note that the development and deployment of an ERP can only be contemplated in an institution that is ready for the openness engendered in such system. One can recall a staff of a university justifying the frustration of the installation of a

module because “there is no where to hide”. Be that as it may.

The developed sub-modules capture the dynamics of all the resource inflows and outflows of the university and are to be installed at different units in the university where they are being utilized for the performance of their specific functions while generating pre-determined aggregated management data and information for transmission to the Central Server. The latter is accessible to the top management for data and information to aid decision-making and management of the system. Impacts of various policy scenarios – real or grandiose - can be evaluated towards the evolution of better evidence-based policies and policy implementation. The basic features of some of the modules are presented below to illustrate the utilitarian value of an ERP.

**Figure 14: The Enterprise Resource Planning Model (ERP)**



#### **4.1.1            *The Hostel Accommodation Manager***

The Hostel Accommodation Manager provides the following information, over any chosen period, from the Students Lodgings Bureau where it is installed:

- The number of students accommodated in each hall
- The amount paid by accommodated students
- The funds released by the University to each hall.
- Cost of maintenance of infrastructure
- Cost of salaries of staff and allowances for hall wardens
- Cost of hall cleaning and maintenance of grounds
- Electricity consumption in units and cost
- Cost of water supply

Generated from the above is a report of the cost per bed space being borne by the university and the amount paid by students per bed space. For example, the application of this model in 2005 showed that the University of Ibadan was spending close to ₦35,000 per bed space per session while undergraduate students were paying only ₦4,000! When the Students Union was confronted by the University Management with this incontrovertible data of level of subsidy provided by the university, the students exhibited maturity and accepted to pay ₦10,000 with the promise to accept future gradual upward review until the university recovers full cost. This was to be contrasted with students of a federal university that almost killed the vice-chancellor over a modest increase in accommodation fees! The message in this is that universities must endeavour to put in place the mechanism for cost determination in a transparent and examinable way towards the evaluation of impacts of policies and different cost sharing models. Qualitative statements on funding have no place in the management of a modern university. As somebody has remarked – You cannot manage what you cannot measure.

#### **4.1.2            *The Healthcare Management Module***

The quantitative nature of an ERP underlies its usage for policy formulation and implementation. This is illustrated by the use of the Healthcare Management Module. At issue was how much students should be asked to pay towards enabling the university to recover the cost of operating the University Clinic at the University of Ibadan to take care of students per session. The developed module has the capacity to monitor the attendance of all categories of staff and students visiting the clinic for consultation as well as drug inventory management (prescription of drugs, supply of drugs, use of drugs, costs, etc.). Such data is captured on a daily basis. Presented in Table 9 is the data captured on for the month on a daily basis. Such data capture over a session will provide valid information for the determination of cost of health care delivery and the determination of the required contribution by the enrolled students.

**Table 9: The cost of drugs consumed by NHIS, Undergraduate and Postgraduate patients for a month on daily basis.**

DAY	NO OF PATIENTS (NHIS)	COST OF DRUGS (NHIS)	NOOF PATIENTS (UG)	COST OF DRUGS (UG)	NOOF PATIENTS (PG)	COST OF DRUGS (PG)
1	49	72,240	129	132,980	11	11,085
2	37	36,235	77	75,730	8	12,070
3	30	33,344	71	77,850	2	4,050
4	68	92,575	179	178,205	20	19,470
5	57	50,295	174	150,510	16	18,255
6	63	84,550	181	146,575	19	15,985
7	60	64,410	159	144,235	10	13,830
8	73	79,260	183	146,835	22	26,075
9	31	36,540	102	84,190	7	7,830
10	25	21,260	90	75,190	3	1,020
11	70	97,185	186	159,135	12	6,180
12	82	108,850	149	114,615	14	15,400
13	53	78,350	171	161,660	12	9,310
14	75	113,015	162	164,535	3	4,340
15	58	57,850	169	158,220	9	10,250
16	30	65,970	119	101,015	7	5,995
17	23	27,000	102	76,735	4	6,850
18	72	107,345	180	160,250	19	20,160
19	58	72,100	184	183,015	28	23,475
20	60	91,085	167	145,495	25	27,710
21	49	52,775	128	116,235	17	18,275
22	67	75,880	151	131,060	19	19,230
23	39	44,514	85	67,675	13	10,360
24	23	28,000	94	82,290	7	7,220
25	76	110,065	128	110,630	27	30,520
26	85	120,645	116	106,040	26	20,950
27	57	76,501	114	97,219	20	23,085
28	54	67,298	124	119,780	12	8,090
29	86	149,344	140	121,935	32	33,595
30	48	46,920	117	101,070	13	7,825
<b>TOTAL</b>	<b>1,658</b>	<b>2,161,401</b>	<b>4,131</b>	<b>3,690,909</b>	<b>437</b>	<b>438,490</b>

### **4.1.3 Resource Planning and Budget Development Module**

The need for the development of a needs-based budget has been emphasized earlier. It is a critical process driven by an ERP with access to relevant data to feed the budget. It is important that resource planning is the process through which the university's strategic plan is articulated into resource terms. This process ultimately leads to the development of the budget. All resource planning and budget development should include the following components, based on international best practices:

#### **i. A strategic plan with clearly defined goals and objectives**

The plan should be easily understood, with attainable goals and measurable objectives. The goals and objectives should be specific enough to be integrated into the overall planning and budget process. Every university is expected to develop a strategic plan towards achieving its vision goals.

#### **ii. A process for identifying and evaluating key factors required to accomplish the plan**

The evaluation, selection, and ultimate usage of key factors should be based on a clear understanding of the nature of the key factor and the impact it has in the achievement of the goals and objectives. Key factors may vary depending upon each university's unique mission. Examples of key factors are:

- Student Enrollment
- Teaching workload (including faculty FTE, instructional assistants)
- Salaries and benefits (including FTE)
- Equipment and Supplies
- Technology
- Support and auxiliary services
- Space needs and related costs
- Anticipated revenue
- External parameters by appropriate regulatory agencies (e.g. NUC, TETFund, etc.)
- The national and global economic environment

#### **iii. A budget development process that includes a thorough analysis of all relevant data and supports management decision-making**

This process should ensure consistent use of proven methods for gathering and analyzing data, as well as compliance with relevant budget and financial policies. This is where the outputs of the various sub-modules in the ERP become useful. The analysis should include the following, as appropriate:

- A thorough re-evaluation of all assumptions, analyses, plans and budgets used in the previous year's planning process
- An examination of budget and financial performance from the previous year
- An evaluation of current year's performance against both the budget and the goals and objectives
- An identification of the modifications required in the new plan to reflect changes in the goals and objectives
- An evaluation of cost and risk factors

**iv. A budget that articulates the goals and objectives in resource terms**

The budget should be realistic, reasonable, and attainable and should be accompanied by a descriptive narrative. Components of the budget and narrative should include:

- All funding sources
- Revenue estimates
- Explanatory Notes on critical budget items
- Major expenditures by category, including identification of indirect expenditures
- Explanation of major assumptions and forecasting methods used
- Identification of significant changes in current operation
- Contingency plans

**4.1.4 Unit Cost of Programme Offering**

One of the major outputs of a well-developed ERP when fully implemented, including the budget module, is the provision of the unit cost per programme being offered in the university. This is accomplished by taking due cognizance of the following cost elements at the level of department/programme:

- Full-Time Equivalent (FTE) staff (after taking due cognizance of level of students enrolled in the various courses offered in the department and the NUC-stipulated Students:Staff ratio for the programme);
- Salaries and wages of FTE staff involved (as against actual staff on ground);

- Direct expenditure for consumables; and
- Share of the University Total Overhead

Such figures will surely be of great utilitarian value in determining the required level of fees to recover cost of provision of each programme, and by extension, the cost of operation.

#### **Challenge for Governance**

The age of mere administration of university resources now belongs to the past characterized by relatively unlimited resource inflow into the system and little demand for managerialism. Current demand is for the evolution of strategic and vision-driven management of resources in all its ramifications. Of crucial importance are:

- The articulation of the vision and mission of the institution
- Development of time-bound and costed strategic plan to achieve the institutional vision goals
- Exploration of sustainable funding models
- Linkage of the annual budgeting process to the formulated strategic plan of the institution.

## **5. LEADERSHIP AND GOVERNANCE**

That we face serious leadership and governance problem has been accentuated by the report of the 11-man Committee on Needs Assessment of Nigerian Public Universities presented to the Federal Government in November 2012. The Committee visited 61 of the 74 Federal- and State-owned universities. The identified problems can be summarized as follows:

- ❖ Poor and inadequate infrastructure. These include poor hostel and toilet facilities for students, scarce water supply, frequent electricity outages, poor teaching and laboratory facilities, poor sporting facilities, poor road network and transportation facilities within the Universities;
- ❖ Overpopulation and student admission far in excess of the carrying capacity of the University.
- ❖ Inability of most of the universities to identify its own students because of influx of fake students with fake matriculation numbers and poor record keeping. Many of the 'students' who could not cope with the rigorous academic work they faced within the Universities resorted to violent student unionism.



- ❖ Infiltration of the University campus and the halls of residence by criminals and prostitutes.
- ❖ Radical student unionism, frequent demonstrations by various groups (involving different staff unions) many of which were violent.
- ❖ Inadequate number and a high percentage of unqualified teaching staff (i.e. those without the requisite qualification of Ph.D).
- ❖ Lecturer/student ratio as high as 1:300 in some institutions; many of the teaching staff consequently ‘moonlight’ between the universities because of the acute shortage of qualified teaching staff in the country;
- ❖ Over bloated non-teaching staff.
- ❖ **Poor leadership by the governing councils.**

These inadequacies are not new and are well known. They have often been blamed on poor funding of unplanned, hurriedly established universities in response to increasing population and demand for University education within the country. But most critical, apart from funding, is the issue of governance and the general quality of leadership in the system. Hence, of interest in this paper is the issue of governance and leadership quality and the extent to which they have contributed to some, if not most, of the problems identified above. The Needs Assessment Report referred to above identified the constitution of the governing councils as a problem, recommending that its members, especially the Pro-Chancellors, be carefully chosen by government as their roles are important to the stability of the universities. The observation in the report is apt bearing in mind the current on-goings in some of our universities with the Federal Government having to dissolve the governing councils of some universities while in some cases also sacking their vice-chancellors.

There is no gainsaying the fact that the desire of all concerned with higher education in Nigeria, particularly universities, is that our universities transform to world-class or service-intensive or, preferably, developmental institutions, in the sense that they give the pride of place to pressing national development issues. This is in tune with the submission of the erstwhile Minister of Education while announcing the ETF special intervention to some HEIs, referred to earlier. The Minister stated, among others, “...*In order to succeed, the nation needs world class manpower, possible only through world class institutions...*”. It is my submission that the concept of world-class or service-intensive university will be useful in articulating the challenges of leadership and governance of our institutions as they undergo the much-needed transformation. Closely related to the issue of world-class university, is the on-going global ranking of institutions. Not a few are upset with the poor ranking of our universities, even among African universities. The question is – What is a world-class university? As noted by Salmi (2009), the few scholars who have attempted to define what world-class universities have that regular universities do not possess have identified a number of basic features, such as:

- ❖ Highly qualified faculty
- ❖ Excellence in research
- ❖ Quality teaching
- ❖ High levels of government and non-government sources of funding
- ❖ International and highly talented students
- ❖ Academic freedom
- ❖ **Well-defined autonomous governance structures**
- ❖ Well-equipped facilities for teaching, research, administration and student life.
- ❖ International reputation of the university
- ❖ University's contribution to society

Let me note that all the attributes referred to above serve to define the essence of a university as partly discussed in Section 2 - What are universities for? What is crucial is the operational interpretation of these elements to achieve the desired goals.

Let us adopt the Jamil's (2009) model which made the case that superior results of world-class institutions (highly sought graduates, leading-edge research, and technology transfer) can essentially be attributed to three complementary sets of factors at play in top universities:

- a. *High concentration of talent* (faculty and students)
- b. *Abundant resources* to offer a rich learning environment and to conduct advanced research; and
- c. **Favourable governance** features that encourage strategic vision, innovation, and flexibility and that enable institutions to make decisions and to manage resources without being encumbered by bureaucracy.

The 'bold' in the above is mine in view of the interest of this paper in governance. The interplay of these factors is graphically illustrated below. For an institution engaged in the process of evolving policy and actions towards transforming into world-class, two complementary perspectives (external and internal) need to be considered: one, the role of government at the national level and the resources that can be made available to enhance the status of the institution; and two, which is internal, has to do with the evolution and steps that the institution needs to take to transform itself into world-class institution. Let me hasten to note that the governing councils can be expected to serve as the interface between the university and the government in securing government support while the university management, under the leadership of the vice-chancellor, takes care of the internal mechanisms for optimal management of the university in line with the council/management policy initiatives and programmes. There is no gainsaying the fact that the situation calls for change and change management. Some have noted that trying to get a university to change is like trying to move a cathedral! Boulton (2010)

even noted that changing a university is like moving a graveyard; you get no help from the people inside!

However, for those who are ready to make the change or initiate change such as the participants in this meeting, the following checklist of activities is proposed at the level of the institution, in line with Jamil (2009):

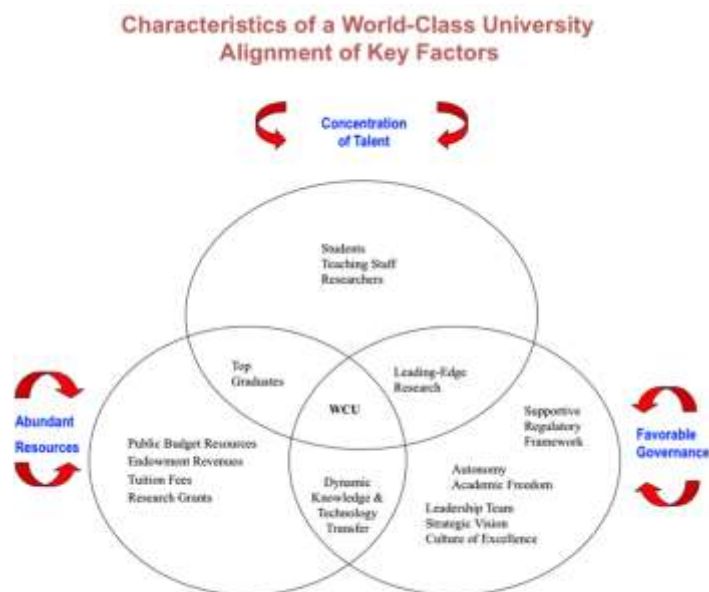
- i. How can the institution build the best leadership team?
- ii. What are the vision and mission statements, and what are the specific goals that the university is seeking to achieve?
- iii. In what niche(s) will it pursue excellence in teaching and research?
- iv. What is the target student population?
- v. What are the internationalization goals that the university needs to achieve (with regard to faculty, students, programmes, and so forth)?
- vi. What is the likely cost of the proposed qualitative leap, and how is it going to be funded?
- vii. How will success be measured? What monitoring systems, outcome indicators, and accountability mechanisms will be used?

It is not also possible to elaborate in this short paper on all the above factors, most of which are probably fairly obvious. However, I will like to pursue the issue of governance.

The challenges posed by the situation in the Nigerian university system, as articulated above, put governance at the centre stage of achieving the goals of transforming our universities. There is no gainsaying the fact that it calls for management systems that: one, appreciate what goals the university should be pursuing; two, appreciate the state of the university in relation to the implementation of the action plans and strategies to achieve the goals; and three, can attract and optimally manage resources towards the performance of the fundamental functions of a university. I will put the governance of a university squarely on the shoulders of: one, the Vice-Chancellor as the chief accounting officer together with the supporting principal officers; and two, the Pro-Chancellor and Chairman of Council and members of the governing council – external and internal.

Good governance is important for institutions like universities, which today are large, complex bodies set up to provide teaching, research and public service. An ideal university should be:-

- A self governing institution where teaching and research go unhindered. The configuration of the institution must therefore be designed to support these functions.
- An establishment where old concepts are critically examined and new ones emerge.
- An institution that renders public service as and when due.



Source: Elaborated by Jamil Salmi

In the colleges of the earliest and medieval universities, where a handful of teachers known as fellows taught a few students, the fellows could come together to make decisions about their institutions. However, in today's much larger institutions, where the university community is too large to make all the necessary decisions collectively, it creates an entity - a governing council to facilitate the process. In practice, governance of universities in modern times is bicameral; a Governing Council, which looks after the overall destiny of the institution and the Senate, under the leadership of the vice-chancellor, which steers the academic programmes as depicted below.

### Structure of University Governance

Organ	Responsibility
<b>Governing Council</b> under the chairmanship of the Pro-Chancellor	Policies and university operations, finance, appointments, promotion, staff conditions of service and discipline, salaries and wages, the property of the university
<b>Senate</b> under the chairmanship of the Vice-Chancellor	Academic affairs, development of academic programmes, provision of courses, approval of curriculum, admission and progress of students through examinations, award of degrees
<b>Vice-Chancellor</b>	Executive and Academic Head, day-to-day management of the human, monetary and material resources, chief exponent of the educational mission, coordinator, governed by the policy decision of Council and Senate and the advice emanating from the

	committee system.
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Universities all over the world, as stated earlier, are self governing institutions, not parastatals of governments and it is an error to merge them with the public service. Since the governing councils steer the destiny of such complex, independent entities, they must therefore be made up of men and women of deep knowledge and of highest integrity.

Let us take a critical look at the governing councils of federal universities. The current membership, as contained in the military government Decree of 1st January 1993, which amended the Acts of Nigerian Universities, and even in the autonomy bill of 2003, is as follows:

“The Council of any University shall consist of:

- a) the Pro-Chancellor;
- b) the Vice-Chancellor;
- c) the Deputy Vice-Chancellor (Deputy Vice-Chancellors in the 2003 bill);
- d) one person from the Federal Ministry responsible for Education;
- e) four persons representing a variety of interests and broadly representative of the whole Federation to be appointed by the National Council of Ministers;
- f) four persons appointed by the Senate from among its members;
- g) two persons appointed by Congregation from among its members;
- h) one person appointed by Convocation from among its members.”

Thus, the membership of Councils is tilted in favour of internal members. The external members – 6 in number representing various interests - are government appointees with no input by the universities to their appointments. In respect of the composition of Council with more internal members than external, some have noted:

*“A Council with this composition is obviously not in a good position to take an independent view of the affairs of its University. Such a Council will be more concerned with internal politics...While some members came to council imbued with leadership qualities and commitment to the development of the system, some others are just politicians pursuing, in most cases, the narrow interests of their sponsors. In such a situation the system suffers.”*

It is heartening to note that the above situation is in contrast to the Governing Council of Elizade University which has more External Members than Internal Members. This is indeed very much welcome.

## **5.1 Illustrative Cases of Good Leadership and Governance**

### **5.1.1 Towards Functional Council Membership**

The 1997 South African White Paper titled, *A Programme for Higher Education Transformation*, stated as follows:

*“Councils are the highest decision-making bodies of public institutions. They are responsible for the good order and governance of institutions and for their mission, financial policy, performance, quality and reputation. To sustain public confidence, councils should include a majority of at least 60 per cent of members external to the institution. Councils ought not to be involved in the day-to-day management of the institutions as that is the responsibility of the executive management, led by the Vice-Chancellor, Rector or Principal, who is in turn accountable to the Council”.*

A visitation panel report to the University of Ghana also stated as follows.

*“Current good practice calls for a governing body of between 15 to 30 members, with a lay (external) majority of about two-thirds to one third, with a significant proportion of the lay majority brought on to the governing body through a nominations committee process to ensure that there is expertise in areas such as finance, property management, legal matters, and human resource management. Accountability for the use of public funds is normally regarded as a crucial function of a university governing body and this function is best exercised by a lay majority whose members include people with professional financial qualifications.*

The report on the Needs Assessment of Public Universities, referred to earlier, also stated as follows:

*“...the first is the composition of and character of the governing councils, especially the external members, among them the Pro-Chancellors, appointed by government. They need to be carefully chosen, and saddled with clear tasks that they must accomplish ab initio. The integrity of Councils is central to the rejuvenation of our universities”*

Some South African universities, with the University of Cape Town (UCT) leading the park, are topmost in Africa in the global ranking of universities. Professor Max Price, the Vice-Chancellor of UCT, which has been Africa's top-ranked university for several years, had this to say about the excellent performance of South African universities:

*“...I think one of the strengths of the South African higher education system is that universities have huge autonomy; autonomy from government and from outside interference. For example, only four or five members of UCT’s council are appointed by government, with the rest from other constituencies: internal, students, alumni, convocation, donors, industry etc. That gives us a whole lot of autonomy. There is no political interference or political say in the appointment of vice-chancellors. **The universities here have the right to set their own salaries, whereas in many other countries salaries are set by the ministry. We have the right to set our own fees, and that’s critical.** We have the right to determine our research and curricula agenda. ...Quite often, improvement needs to be funded through differential fees. **So, a country that imposes a single fee on all universities is undermining the possibility of having some universities do better.** ...There’s a tough choice between whether you go for a completely equitable approach, which means you won’t have any globally competitive universities, or whether you recognize that one or two universities must be funded at a much higher level, in order to pay salaries that are globally competitive, and to attract staff and students through reputation. And that lifts up the whole country. It educates the academics for the rest of the country.”*

With the above at the back of our minds, we can now proceed to explore governance in Nigerian universities. The governing councils of Nigerian public universities, as presented earlier, are presently configured in such a way that internal members of Council constitute the majority in Council contrary to what happens in other establishments and other parts of the world as identified above in the case of Ghana and South Africa. The original composition of Council at the inception of the autonomous University of Ibadan as stated in its act of 27<sup>th</sup> December 1962 was overwhelmingly in favour of external members thus conforming to the international norm. It has been observed that the present composition of Council with more internal members is obviously not in a good position to take an independent view of the affairs of its University. As earlier indicated, such a Council will be more concerned with internal politics. Part of the original laws of the University of Ibadan also stipulated as follows:

*“The Pro-Chancellor*

- (1) The pro-chancellor shall be appointed by the chancellor, acting in accordance with the advice of the council.*
- (2) Subject to the provisions of this Act, the pro-chancellor shall hold office for a period of four years beginning with the date of his appointment.”*

This section of the law has been amended following many strike-induced decisions taken during the military regimes. Yet, this provision is in keeping with international norms and best practices. In place of this mode of appointment, Pro-Chancellors in Nigeria are solely appointed to the Universities by the Visitor and majority of them are politicians.

Secondly, the membership of Councils of Nigerian Universities often lacks expertise in professional areas and, where this exists, it is often by accident. This, again, is not in keeping with international norms and best practices yet Nigerian Universities are aspiring to be among the top 1000 Universities in the world.

The above serves to accentuate the serious challenge we face in bringing sanity to the system without which all talks about universities becoming agents of development will be an exercise in futility. But we must also shine light on the internal members of councils. In respect of the dynamics of internal membership of councils, Egbokhare (2015) noted as follows:

*Council is a platform for University politicking. Membership or control of council is now a first and necessary step for individuals who are interested in becoming Vice Chancellors. In order for one to become an internal member of council in a University, one must be elected from congregation or Senate. Those who control the politics determine those who are elected and they in turn determine who becomes Vice Chancellor and subsequently, what the vice chancellor becomes. The scenario today is that in some universities ethno-religious and union forces are actively involved in recruiting individuals to senate in order to ensure control of the politics. The particular power order that prevails in any university is a function of which platform controls the most loyalty, and this is in turn determined by how effective the platform is in dispensing patronage. Where the Academic Staff Union is effective, it determines largely who gets into council and mobilizes participation in Senate. Where there are deep ethnic or religious cleavages, ethnic associations and religious groups call the short. ...Those who get to Council as internal members are most likely going to be ethnicists, Union apologists, religious bigots and politicians depending on prevailing power currents in respective universities. **As you can see, there has been a significant shift of attention from the business of education to the struggle for power and patronage.***

Little wonder the dissolution of the governing council of Obafemi Awolowo University a few years back for reason not far removed from the poor handling of the appointment of a vice-chancellor for the university. SSANU and NASU of the University accused the governing council of titling the exercise to favour a particular candidate. Curiously too, three staff unions – SSANU, NASU, and NAAT – at the Federal University of Technology, Akure were asking the Vice-Chancellor and the Bursar to step down to allow investigation into alleged misappropriation of funds being effected by EFCC. As reported in the Nation Newspaper of 20<sup>th</sup> October, the Chairman of SSANU stated as follows:

*“We forwarded petitions against the management on the monumental fraud and corruption going on in this university, and this is what we are fighting for. What we are saying is that the moment you are being investigated by any anti-graft agency, you should step aside. **We want the government to dissolve the council, because we believe the council is equally corrupt.**”*



Similar cases in the university system have brought to the fore the need to revisit the issue of composition of our governing councils, both in number and quality, and, by extension, the system of appointments of key officers of universities. The defective system we are operating now cannot be expected to provide, in all cases, quality leadership in the management of the system.

Fortunately, most private universities do not suffer from the above.

### **5.1.2 Demonstration of quality leadership**

This case demonstrates the positive results that can emanate from good quality leadership at the council level. At the University of Ibadan, I can say categorically, without any fear of contradiction, that available records show the excellent performance of the Felix Ohiwerei-led Council and the Gamaliel Onosode-led Council that succeeded it. It was the glorious period of about 7 years when the foundation for the re-emergence of Ibadan as a 21<sup>st</sup>-century university was laid. This was through the articulation, among others, of the Vision and Mission of the University followed by a strategic planning process to achieve the vision goals. Thus, the two gurus of the private sector - Felix Ohiwerei and Gamaliel Onosode - brought their culture of excellence and ethical orientation to set the moral tone for the purposeful management of the university.

The University of Ibadan had no clearly stated institutional vision and mission until the arrival of the Ohiwerei-led council, which started the process to produce a vision and mission document involving all the key stakeholders. He brought his private sector experience to drive the process to success. The visioning exercise led to the publication in 2004 of the document titled, *“UI Vision for the 21<sup>st</sup> Century”*. After several brainstorming sessions by diverse committees and environmental scanning, it was concluded that UI should transform to a research-intensive postgraduate institution. This was to leverage on its academic manpower to help our nation state address the acute shortage of academic manpower in the system as new universities were being established. This has remained the cornerstone of development planning in the university.

The Onosode-led Council observed the fact that the University had not evolved the strategic plan to achieve its vision goals, as contained in the 2014 Vision Document. It therefore took the Onosode-led Council to engage the university community in coming up with the first strategic plan document titled, *“Promoting Excellence in Teaching, Research and Community Service: A Five-Year Strategic Plan 2009-2014”*. The document came 60 years after the establishment of the university! Let me note, based on experience of my involvement with the above process, that the gains from the involvement of all the key stakeholders in the process far exceeded the final documents, however important and useful these were/are in the management of the system. The process provided unique opportunities to appreciate the challenges being faced by the university and the realities that must be brought to bear on fashioning the way forward. The process

brought members of the governing council, the management and other key stakeholders to the same page, leading to more fruitful discussions of issues during subsequent meetings and fora. It is pertinent to note that the two documents facilitated the packaging of projects and programmes that were later funded under the TETFund Special intervention. It was as a result of the appreciation of the well-packaged projects by University of Ibadan, in line with the University Vision, that TETFund decided to make it mandatory for all universities to prepare strategic plans and ensure that proposed projects for funding by the Fund are aligned to these plans.

*The Lesson:*

The council and management must be fully engaged with the articulation of the vision and mission goals of the university as precursor to the formulation and implementation of the strategic plan to achieve them. Where such documents already exist, new council and management must avail themselves of the embedded philosophy and vision preferably in a well-organised retreat. Council must also monitor the implementation of the strategic plan.

### **5.1.3 Courage in Leadership**

Good governance of universities requires that their leaders defend academic freedom, promote accountability and exhibit courage in promoting shared values. There is no doubt that the late Gamaliel Onosode was a study in courage. We witnessed that at the University of Ibadan through several events, among which this particular case stands out.

The federal government, in response to the poor treatment of retirees under the non-contributory pension scheme, introduced in 2004 the contributory pension scheme under which staff have been contributing a fixed percentage of their monthly salary and government matches it. Operationally, government deducts from source the contribution by staff, adds its own counterpart contribution, and sends all to the Pension Fund Administrator chosen by the staff. The amount so deducted is promptly reflected in the staff's Retirement Saving Account to which he or she has access. The university is expected to deduct the staff contribution from the monthly salary and reflect this in the payslip. This straightforward and transparent system was implemented at the University of Ibadan as well as other federal universities until the staff unions in the federal universities, for reasons best known to them, objected to the deduction of their own contributions from their salaries claiming that they had a letter from government that universities were not supposed to make such deduction. It was hell let loose in all campuses with some university management capitulating and illegally refunding deductions running into millions of naira to their staff. The amount being demanded by staff at the University of Ibadan was close to ₦430 million as at the time of the protest. The refund by these other universities strengthened the hands of the staff unions at the University of Ibadan to continue to apply pressure on management to pay or else be ready for '*the mother of all strikes*'! Convinced that

the university management has done the right thing, Onosode called a meeting of the management and the unions towards resolving the matter. During the meeting, the unions stood their ground and kept harping on the fact that some other universities had paid their staff and UI must follow suite. It was at this point that Onosode made the most memorable summary of the situation, somewhat in this manner :

*“...I have no doubt that some other universities must have paid, but even if out of the twenty seven federal universities, twenty six of them have so paid, which to my mind is very wrong, I will not allow University of Ibadan to follow such multitude to do that which we know is wrong. We cannot follow multitude to do evil. Majority can not confer legality on illegality...”*

At this point the unions called it quit and we started leaving the Senate Chamber by which time it was already about 8.00pm and quite dark. Then suddenly, some hired hoodlums surfaced from no where when we were close to the frontage of the Administration Building and started singing abusive songs calling Onosode all sorts of names. The situation was so threatening that we quickly arranged for security cordon around him. But in all this, Onosode was so unruffled while those of us around him exhibited fear for his life. He calmly went to his car and was taken to the Pro-Chancellor’s Lodge on the campus. His feeling, as later expressed to us, was that if he was to be killed because of his conviction that the people were wrong and he told them so, then he was ready to go back to his maker! We wondered why it was only Onosode that was to bear the brunt of the decision of the management not to pay. We learnt later that the rumour making round on campus was that the Vice-Chancellor (myself) and the Bursar (Alhaji Bankole) were ready to pay but Onosode stopped us! That is the stuff some of our staff unions are made of when it comes to the issue of money – wicked lies all over. Thank God that Onosode exhibited such courage of conviction to lead us aright as we got to know later that some other Pro-Chancellors supported the refund of the deducted contributions “*just to buy peace*”. However, our stand was vindicated when the federal government directed that the staff of the universities that made payments must pay back the illegal payments to the coffers of their universities. Truly, this case reminds me of the assertion by Thomas Jefferson: “*Nothing gives one person so much advantage over another as to remain always cool and unruffled under all circumstances*”.

### Lesson

Some have described universities as “organised anarchies” with multiple, ambiguous and conflicting goals. The institutional complexity of universities must therefore be recognised by those involved with providing leadership in their management. Handling such complexity calls for courage in standing up for what is right and in the interest of the system rather than the satisfaction of narrow interests of individuals or groups.

#### **5.1.4 Feedbacks towards systemic management**

Institutionalisation of appropriate feedbacks from the operations of any system cannot be overemphasised as it serves as a veritable instrument to gauge performance and evolve strategy to achieve optimal system performance. This is most important bearing in mind the dynamics of several factors impacting the operational management of our universities. I have come to appreciate some of the effective feedback mechanisms in place in the five university governing councils that I have had the unique opportunity of being member (in three) or chairman (in two). Worthy of mention are the following items, which are always included in the Agenda of Council during statutory meetings:

- ✓ Vice-Chancellor's Situation Report
- ✓ Financial Report and Budget performance by the Bursar
- ✓ Report of progress on the implementation of the University Strategic Plan

##### Vice-Chancellor's Situation Report

The report is expected to provide highlights of the situation between the last meeting of Council and the present meeting in respect of the following, among others:

- Academic matters
- Staff matters
- Students' matters
- Progress on on-going projects
- Key events in the university

Issues requiring the attention of Council in respect of each of the above are discussed and decisions taken.

##### Financial Report and Budget performance by the Bursar

The Bursar is expected to provide highlights of the financial status of the University. Identified problems for the attention of Council are presented together with suggestions on the way forward from the Management and the Financial and General Purposes Committee, which must have deliberated on the issues before the Council meeting. The report is also expected to provide highlights of the performance so far in implementing the approved University Budget for the financial year. Such open system of financial management has gone a long way in preventing the usual crisis of confidence with unions and staff.

##### Report of progress on the University Strategic Plan

Universities are expected to put in place the mechanism for the monitoring and evaluation of the implementation of their strategic plans. Well-developed strategic plans are expected to contain timeline of activities and also, most importantly, key performance indicators (KPIs) to measure progress. The Vice-Chancellor is expected to appraise Council on the progress being made while highlighting areas requiring the attention of Council towards achieving targets.

Fortunately, the Elizade University has just prepared the 2023-2028 Strategic Plan. What is most critical is the development of the Implementation plan of each of the following pertinent Strategic Thrusts:

**1. Management and Governance**

To have an effective and efficient governance structure and process characterized by transparency, accountability and inclusiveness.

**2. Teaching and Learning**

To create and sustain an environment conducive to teaching and learning and that promotes the development of excellence and innovation.

**3. Research, Development and Innovation**

To promote the spirit of enquiry, research and discovery and contribute to local and global development through creativity and innovation.

**4. Human Resources Development**

To be a University of choice for work, scholarship and services.

**5. Community Service & Partnership**

To be an agent of positive change and a resource to government (Local, State and Federal), Private Sector, Civil Society alumni and other stakeholders.

**6. The Environment**

To develop the university to a conducive and aesthetically attractive environment for teaching, learning, research and human resource development. And to also ensure the safety of all stakeholders who work or interface with the University.

**7. Staff and Student Welfare**

To deliver high quality welfare package that meets with national and international standards to staff and students.

## **8. Finances**

To ensure an efficient, secure, prompt, transparent, accountable and sustainable financial management system

## **9. Gender Mainstreaming (GM)**

To continue to promote a more equitable, inclusive, effective, efficient and sustainable development of the University of Ibadan, with women and men having equal access to resources, power and influence and participating in decision-making.

To effectively integrate gender perspective with University's academic curricula, research and outreach programmes.

## **10. Programme Development**

To have globally competitive and locally relevant programmes geared towards producing knowledgeable, creative graduates with requisite skills sets.

## **11. Internationalization**

To ensure the University becomes an effective player in the global academic arena

## **12. Quality Assurance (QA)**

To be an institution where teaching, learning, research, work, service, and co-curricular activities are distinguished by

The framework of action for the implementation of the above Strategic Thrusts (STs) shall be carried out against the determination of the following parameters for each of STs:

- i. Strategic objectives
- ii. Expected outcomes
- iii. Implementation strategies
- iv. Activities
- v. Measurable verifiable indicators
- vi. Means of verification

- vii. Responsible officers
- viii. Assumptions
- ix. Costs of Implementation
- x. Period of Implementation

The costs of implementation are expected to feed into the University Budget.

## **6. CONCLUDING REMARKS**

The paper has provided insight into the different notions of what our institutions are for. This is because the issues of functions and purpose are crucial and need to be stripped of any ambiguity. Our institutions are expected to transform into socio-economic development agents through the development and deployment of their teaching, research and innovation capacities to moving the country from resource-based economy to a knowledge-based economy. With the advent of globalisation, the graduates of the system must not only possess skill sets to drive the economy, they must be equipped to deal with global challenges. Funding is key to achieving the above.

The problem with funding and revenue generation in Nigerian public universities may therefore be summarised as follows:

- There is a high level of unsustainable dependence on government for funding which must be tackled through exploration of other sources of funding from other key stakeholders.
- The universities' continuing overreliance on government sources, fueled by the ideological stance of ASUU, in which education is portrayed as a public good is surely out of tune with a modernizing nation state like Nigeria with the desire to take its rightful place in the comity of nations. Education is both a public good and a private good. Continuing reliance on government encourages apathy and laziness on the part of individual universities, which results in their lukewarm attitude to the deployment of their intellectual endowment or potential to explore other sources of funding.
- Arising from the above, the funding system is socially inequitable because of the absence (or near total absence) of tuition fees, whose payment has been largely politicised. The no-tuition policy of government denies the universities access to the most important readily available source of funding. The scrapped National Education Bank can be resuscitated in addition to the operation of scholarships, students' loan schemes and bursaries to support indigent students.
- The present situation in which universities are not preparing annual budgets is totally unacceptable. The situation calls for the preparation of needs-based budget for the consideration of government and also the management of the finances of the university in an optimal manner.

- The funding mechanism by government is inefficient with little-known basis of allocation. There is a need to evolve a performance-driven system with well-articulated key performance indicators (KPIs) as basis of fund allocation.
- The present system of internally generated revenue (IGR) must be re-visited as some of the commercial activities such as production of table water, bakery, rental of spaces, guest houses etc. require management system that does not interfere with the academic functions of staff of the university.

In respect of system governance, it is shown that the present operating governance system is not in tune with the modern trends towards achieving purposeful leadership and management of the system. The starting point towards the rejuvenation of our national university system is the restructuring of the governance system. In this, we can learn a lot from the local and international best practices, some of which have been presented in this paper. While appreciating the global trends, university leaders and other key stakeholders must appreciate the complexity of their institutions and the socio-political environment in which they operate. Central to the presentation in this paper is the need for well-articulated vision and mission of the institution as a precursor to fashioning out strategic plans and programmes linked to annual budgeting process. The paper emphasizes the need for every institution to put in place a computer-based enterprise resource planning model for optimal management of resource inflow and outflow and as decision support. Overall, the paper emphasizes the need for courage in decision making at all levels of university administration and management.



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