



Thesis By
ERERO,
Ezaena
John

University, Ile-Ife,
Nigeria.

**LEADERSHIP AND ORGANIZATIONAL
PERFORMANCE
IN SELECTED SOUTH WESTERN NIGERIAN
UNIVERSITIES**

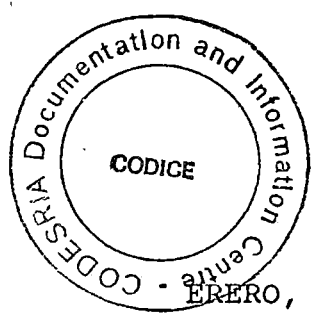
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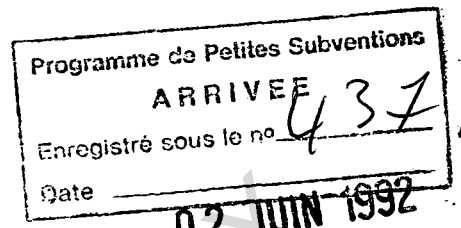
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LEADERSHIP AND ORGANIZATIONAL PERFORMANCE
IN SELECTED SOUTH-WESTERN NIGERIAN
UNIVERSITIES



BY



ERERO, EZAENA JOHN
B.A. (HONS), M.P.A. (IFE)

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CERTIFICATION

I hereby certify that this thesis was prepared by ERERO, Ezaena John in the Department of Public Administration, Faculty of Administration, Obafemi Awolowo University, Ile - Ife, under my supervision.



Dr. C.A.B. Olowu
(Supervisor)

Department of Public Administration
Obafemi Awolowo University
Ile - Ife,
NIGERIA.

10/10/91
Date

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This work has taken approximately five years to complete. When I registered for the programme in the 1985/86 academic session, I had high hopes that the work would be completed in at most three years. But due to a host of difficulties, this hope was dashed. In fact at a point. I seriously considered opting out of the programme but for the direct intervention of God the Father Almighty to whom I humbly give the honour and the Glory.

In preparing this thesis, the support of a large number of persons and institutions was indispensable. I therefore seize this opportunity to acknowledge their contributions.

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Erero Ezaena John
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ABSTRACT

This thesis examined the relationship between Vice-Chancellors and the performance of selected South-Western Nigerian Universities. The selected Universities were: Obafemi Awolowo University, Ile-Ife; University of Lagos, Lagos; University of Benin, Benin-City; University of Ilorin, Ilorin; Bendel State University, Ekpoma; and the Federal University of Technology Akure. The study covered the years between 1960 and 1986.

The methodology employed was theoretical, descriptive and statistical. Primary data were collected through questionnaire and interview methods. Secondary data were collected from the National Universities Commission (NUC) Office in Lagos, and the central administration offices in each of the Universities. Other relevant information was obtained from reports of visitation panels, reports of commissions of inquiry, official gazettes, the calendars of each of the Universities, addresses and speeches of the Vice-Chancellors, newspapers and magazines, and other published and unpublished works on Nigerian Universities.

The study found out that while there exists a relationship between leadership styles and performance in South-Western Nigerian Universities, the nature of

the relationship did not suggest a one best leadership style. Moreover, various factors were found to be mediators between leadership styles and performance. These include: the quality of the leader, the nature of politics in Nigeria, politics within the University, the impact of culture, the peculiarities of the academic enterprise and the role of the state in the management of Universities.

In all, sixteen Vice-Chancellors were assessed with regard to their contributions to the performance of their institutions. Six of them were perceived to be high achievers, five were scored as moderate achievers, while five were seen as low achievers.

In conclusion, the study made some policy recommendations which could assist in the selection of Nigerian Vice-Chancellors as well as improving the performance of Nigerian Universities. It was recommended that the selection of Vice-Chancellors should be further democratized thereby making them more accountable to their constituents. It was further recommended that the Government should avoid as much as possible, the tendency to treat Universities as just another agency of government. A further recommendation was that Nigerian Universities need to be better funded while the universities should find ways of limiting their dependence on government funds. On a final note,

it was recommended that at the end of every decade, there should be a mandatory and comprehensive review of the philosophy, goals and objectives as well as the performance of Nigerian Universities.

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CHAPTER ONE

INTRODUCTION

Background to the Study

The importance of leadership in the development and performance of organizations has been stressed in management and administrative theories. Universities as organizations are no exceptions. Thus the establishment, growth and development of the outstanding Universities in North-America, Continental Europe and Great Britain are well documented and invariably linked with individuals who have made indelible marks on such institutions through the exercise of effective leadership¹. Although much has been written on the establishment and development of Nigerian Universities, very little has been written about the role of leadership in the process. There is clearly a gap in our knowledge of the Nigerian University system - a gap that this work seeks to bridge. However, before giving greater precision to the purpose of the study, it is necessary to look at some of the salient features of the Nigerian University system.

The rapid growth in the number of Universities in Nigeria is one of the obvious features that strike the observer of the Nigerian higher educational scene. In

1. See for instance; Robert E. Carbone; Presidential Passages, Washington D.C., American Council on Education, 1981; and G.C. Moodie and R. Eustace; Power and Authority in British Universities, London, Allen and Unwin, 1974.

1948, Nigeria had only one University College at Ibadan (UCI). By 1962, the University College had not only become a full-fledged University, four new universities had also been established. These were: the University of Nigeria, Nsukka (1960); Obafemi Awolowo University, Ile-Ife (formerly University of Ife, Ile-Ife), (1962); Ahmadu Bello University, Zaria (1962); and the University of Lagos, Lagos (1962). In 1970, the University of Benin, Benin City, emerged to complete what has been dubbed as the "first generation" universities.

Between 1975 and 1978, seven new Universities were established. These are: the University of Calabar, University of Jos, Bayero University, Kano, University of Ilorin, Usmanu Dan Fodio University, Sokoto (formerly University of Sokoto), University of Maiduguri and University of Port-Harcourt. They constitute the "second generation" Universities and are also referred to as the "seven sisters" or the third National Development Plan Universities.

Under the provisions of the fourth National Development Plan, seven Universities designated as Federal Universities of Technology (FUT) were created between 1981 and 1983. They were located at Bauchi, Makurdi, Owerri, Akure, Yola, Abeokuta and Minna, constituting the "third generation" Universities.

In addition to the above - mentioned institutions which are owned by the Federal Government, eight states established Universities between 1979 and 1983. The universities that emerged were: Bendel State University, Ekpoma; Ondo State University, Ado-Ekiti (formerly Obafemi Awolowo University, Ado-Ekiti); Anambra State University of Technology, Enugu; Imo State University, Okigwe; Cross River State University, Uyo; Rivers State University of Science and Technology, Port-Harcourt; Ogun State University, Ago-Iwoye; and Lagos State University, Ojo.

Thus at the time the armed forces re-emerged in the nation's political scene at the end of 1983, there were twenty-eight Universities in Nigeria. These exclude the National Open University of Nigeria, Abuja which had been established but had not commenced full operations when the military seized power. Also excluded are the private Universities established during the second Republic.

However, this growth in the number of Universities was checked by the military. First, all private Universities were abolished. Next, the National Open University was suspended. Also, the number of Federal Universities of Technology was reduced. This was effected through mergers. Thus the Federal University of Technology at Abeokuta was merged with the University of Lagos, Federal University of Technology

Bauchi with Ahmadu Bello University, Zaria, Federal University of Technology, Makurdi with the University of Jos, and the Federal University of Technology, Yola with the University of Maiduguri. Thus at the time this study formally commenced in October 1985, there were twenty-four full-fledged Universities plus the Nigerian Military University established by the Military Government at Kaduna.

Following the coup of 27th August, 1985 which brought President Ibrahim Babangida to power, the number of universities increased with the establishment of a National University at Abuja and the re-establishment of the merged Federal Universities of Technology albeit with new names and designations. Thus, Federal University of Technology, Abeokuta is now the University of Agriculture, Abeokuta; Federal University of Technology, Makurdi now University of Agriculture, Makurdi; Federal University of Technology, Bauchi, now Abubakar Tafawa Balewa University, Bauchi; and Federal University of Technology, Yola which retained its name. Closely linked with the increase in the number of universities is the explosion in students' enrollment. Whereas the University College Ibadan had only 104 students in 1948, by 1962 the total student enrollment in the then existing universities was about 3,800. This rose to 7,700 in 1965/66, 14,000 in 1970/71, 27,000 in 1974/75 and in the 1978/79 session.

the total enrollment was a little above 50,000 students and jumped to 132,000 in 1985/86. Thus the enrollment figures have exceeded the fourth national development plan's projection of 108,720 students for 1985.¹

In fact, the actual enrollment figure of 101,945 in the 1983/84 session for the then 20 Federal Universities exceeded the National Universities Commission (NUC) recommended enrollment of 95,945.² Similarly, the number of teaching personnel also increased. The number of lecturers of all grades rose from 1,200 in 1965/66 to 2,200 in 1970/71, 3,600 in 1974/75, 6,481 in the 1978/79 academic year, and in 1986 it is estimated to be 10,137.³

Also worthy of note is the relative expansion of government investment in universities. For example, while the second National Development Plan allocated N41,018 million for the universities representing 1.24% of total plan allocation, the fourth national development plan estimated N1.25 billion as capital grants representing 1.52% of total plan allocation.

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1. See Federal Republic of Nigeria; Fourth National Development Plan, 1981-85 (Vol. 1), Lagos, Federal Ministry of National Planning, 1981. p. 269.
 2. See Olu Fadahunsi, "The Challenge of University Administration in Nigeria". The University Administrator Vol.1, No. 1, April, 1985. p.6.
 3. See Nnamdi M. Asika, "Nigerian Universities: Development Dilemma" Development Outlook Vol. 1, No. 4, September 1986. p.4.

Although actual disbursement has fallen short of these targets, the Federal Government regards its expenditure on universities as a "massive investment". Indeed, as the National Policy on Education¹ declares;

The Federal Government of Nigeria has adopted education as an instrument par excellence for effecting national development. It is only natural then that Government should clarify the philosophy and objectives that underline its current massive investment in education ... [2]

It is in the light of the above that the Federal Government signified its intent to be very interested in the affairs of the Universities. This interest is clearly demonstrated in the goals which the policy document requires Nigerian Universities to actively pursue. These are:

- (a) the acquisition, development and inculcation of the proper value-orientation for the survival of the individual and society.
- (b) the development of the intellectual capacities of individuals to understand and appreciate their environments,
- (c) the acquisition of both physical and intellectual skills which will enable

1. See Federal Republic of Nigeria, National Policy on Education (Revised), Lagos, NERC Press, 1981. p.5

2. Ibid p.5

individuals to develop into useful members of the community.

- (d) the acquisition of an objective view of the local and external environments.

These goals are to be pursued through:

- (i) Teaching
- (ii) Research
- (iii) The dissemination of existing and new information
- (iv) The pursuit of service to the community, and
- (v) Being a store house of knowledge.

The salient features identified above would appear to indicate that the Nigerian University system is making tremendous progress. But recent developments and problems tend to cast serious doubts as regards the hitherto favourable assessment. The following problems are prominent amongst a host of others:

- (1) Chronic underfunding of the Universities,
- (2) Rationalization,
- (3) Maladministration and financial irregularities,
- (4) Unhealthy conflict between and amongst members of the universities
- (5) Absence of, or little linkage between the universities and industries,
- (6) Graduate unemployment at a time high level manpower shortage is still regarded as an

- impediment to National development,
- (7) Students' disaffection with university authorities and government often expressed in violent protests,
 - (8) Staff disillusionment with the academic profession,
 - (9) Academic corruption, and
 - (10) The question of the relevance of the universities to the needs of the society.

These problems tend to indicate that Nigerian Universities are facing a major crisis - a crisis of identity and declining quality. A. Babs Fafunwa¹ for example has argued in the light of C.W. de Kiewet's interpretation of the role of universities in the Western World that the main problem with most African Universities is that they are neither training and recruiting for an existing leadership nor conserving or liberalizing the existing social order. He argued further that African Universities are caught between the old and the emerging social and economic systems. The answer to the problem he contends, does not lie in making African Universities poor seconds to metropolitan institutions, but in evolving a system that is uniquely suited to their environment.

1. A. Babs Fafunwa, "The University of Ife, Nigeria" in T.M. Yesufu (ed)., Creating the African University: Emerging Issues of the 1970's Ibadan, Oxford University Press, 1973, pp. 129-130

The system he advocates is meant to make African universities multi-purpose and development oriented. And that an administrative set-up that will cope with such institutions would among other things require a re-examination of the roles of the Vice-Chancellor, the Registrar and other principal officers.

While there might be reservations about Fafunwa's formulation of the problem and some of his recommendations, the theoretic construct underpinning his formulation is hardly contestable. For it rightly recognizes that there is a dynamic linkage between leadership and the role or goals of universities as organizations, and by implication, their performance. Although this idea is not new¹, Fafunwa seems to be the first Nigerian Scholar to have seen the problem of African (including Nigerian) universities in that light.

The issue of lack of congruence between the roles of principal officers and the goals of Nigerian universities has been apprehended in the form of two opposing view points anchored on the mode of appointment and the role of the University's Chief executive officer - the Vice-Chancellor.

In a departure from the British legacy, whereby the selection and appointment of Vice-Chancellors is an

1. See for example, Amitai Etzioni, "Authority Structure and Organizational Effectiveness", Administrative Science Quarterly, Vol.4, June, 1956. pp. 43 ff.

internal affair of universities and terminates at the level of council, successive Nigerian governments have insisted that without prejudice to whatever processes are followed in the selection process prescribed by the relevant University law, the final choice rests with the Visitor who is also the Head of the Nigerian State. And in making the appointment, the Visitor is not bound to take into consideration, the recommendations of the University concerned. In addition, the point is often made that the Universities are public institutions, and the Head of State (Governor at the level of the states) has constitutional powers to appoint any and/or all Chief executives of public institutions.¹ Also of relevance is the contention that this mode of appointment helps to lower the 'political temperature' within the campuses, whenever a Vice-Chancellor is to be appointed.² This is in addition to government's expressed desire to make the Universities more socially relevant. Thus it is assumed that a Vice-Chancellor appointed by government stands a better chance of

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1. An excellent articulation of this view can be found in: Federal Republic of Nigeria; Views of the President of the Federal Republic of Nigeria on the Visitation Panel Report into the Affairs of Obafemi Awolowo University, Ile-Ife, Oyo State, 1975-85, Lagos, Federal Government Printer, 1989. p9.
 2. Federal Republic of Nigeria; Report of the Public Service Review Commission 1974 and Government Views, 1974, Lagos, Federal Ministry of Information, 1974.

orienting university programmes and policies towards the needs of society.

Counterpoised to the above reasoning is the firmly held belief by a constituency of academics and laymen loyal to the British ideal, that government has no business determining by fiat who is to preside over a community of scholars since the enterprise of scholarship is beyond the understanding of political power wielders and bureaucrats.¹ Such a business according to this view, should be left to those in the academic community. The implication and an inference often drawn is that Vice-Chancellors appointed by government in the name of the Visitor or Head of State, are appointed through considerations other than merit. This coupled with the fact that the Vice-Chancellor thus appointed, does not represent the collective aspirations of members of the University, becomes a leader incapable of protecting and defending the interests of scholarship. Invariably he embarks on survivalist manoeuvres which taken in totality have been responsible for the problems of the Nigerian University over the years. Unfortunately, this is an issue that has not been critically and systematically examined from the Nigerian perspective.

1. See for example; 'Ladipo Adamolekun, "On the appointment of Vice-Chancellors and the Enforcement of Accountability in University Administration" Memorandum presented to the Visitation Panel to the Obafemi Awolowo University, Ile-Ife Mimeo n.d.

This work is therefore conceived to shed more light on the issue of leadership and institutional performance with respect to selected south-western Nigerian Universities through the instrumentality of the following research questions:

- (1) What factors make for a successful Vice-Chancellor and by implication an unsuccessful one?
- (2) To what extent does the external environment impinge on the Vice-Chancellor's performance of the leadership role?
- (3) To what extent do the internal dynamics of Nigerian Universities affect the performance of the Vice-Chancellor's leadership role?
- (4) How can performance in the University setting be measured?

Statement of Objectives:

This study aims to:

- (1) Critically examine the leadership role of Vice-Chancellors as Chief executives in University administration and determine the extent to which this is compatible with the conception of the University in the Nigerian setting.
- (2) Identify the indices of effective leadership in the Nigerian University system.

- (3) Analyze the various factors which encourage as well as militate against successful leadership within the Nigerian socio-cultural and political environment and their consequent effects on University administration.
- (4) Proffer some suggestions on how to improve on the performance of Nigerian Universities through effective leadership.

Statement of Hypotheses:

To guide the study towards the realization of the above stated objectives, the following hypotheses are advanced.

- (1) The centrality of the Vice-Chancellor in Nigerian University administration is a reflection of the general trend towards centralization and concentration of powers in individuals and positions in the Nigerian environment.
- (2) The ability of a Vice-Chancellor to effectively perform his leadership role is a function of his professional integrity, his ability to relate positively with colleagues and his relationship with the Government.

Framework for Analysis

In attempting to investigate the impact of leadership on University administration, we have adopted a mix of conceptual approaches. The first is the situational/contingency approach to leadership effectiveness. We shall only give a brief account of this approach here since it is dealt with more comprehensively in the second chapter of this work.

The situational/contingency approach to leadership effectiveness posits that the effectiveness of a leader depends on situational factors. An effective leader therefore is likely to be one whose leadership style is in consonance with the demands of the situation, or one who studies the situation and alters his leadership style accordingly.¹

Our second approach is the complex organizational model of Universities.¹ This model posits that Universities are composites of all the models of universities constructed so far. Thus the model

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1. See for example; Robert Tannenbaum and Warren H. Schmidt; "How to choose a Leadership pattern" Harvard Business Review, Vol. 36, No. 2, 1958. Fred E. Fiedler; A theory of Leadership Effectiveness, New York, McGraw Hill, 1967. William J. Reddin, Managerial Effectiveness, New York, McGraw Hill, 1970. Robert J. House, "A Path Goal Theory of Leadership Effectiveness" Administrative Science Quarterly, Vol. 16, No. 3, 1971. Gary A. Yukl; Leadership in Organizations, New Jersey, Prentice-Hall Inc. 1981. Fred E. Fiedler, "Engineer the Job to fit the Manager", Harvard Business Review, Vol. 51, 1965. pp. 115-122.

allows for variations in the actual organizational structures, decision-making processes and patterns of relationships in different Universities that a researcher may encounter in the field. (A more detailed review of the models is provided in Chapter three).

It thus follows that in terms of the reality of the university environment, there is nothing like an ideal leadership style. Rather, the adoption of any one or a combination of styles, possibly excepting the laissez-faire style, is likely to be effective in the University setting.

The relationship between the two approaches adopted for this study is thus easy to see. Neither of them favours any pre-conceived orthodoxy. The researcher is therefore free to approach an undistorted reality. Since we intend to empirically validate the effectiveness/ineffectiveness of individual Vice-Chancellors in this work, and also to determine the overall performance of the institutions over which they preside, it is necessary to clarify what we mean by the effectiveness of the Vice-Chancellor, the performance of the institution and how we intend to measure them.

Conceptualizing University performance and operationalizing it, is a difficult task. This is as a

1. For details, see Ronald G. Corwin, Education in Crisis: A sociological Analysis of Schools and Universities in Transition. New York, John Wiley and Sons Inc. 1974. pp.65-110.

result of the tension inherent in the two key concepts which make up performance - efficiency and effectiveness. We however see effectiveness as more relevant in assessing the performance of organizations with very intangible goals. This is not meant to down-play the fact that a reasonably high degree of efficiency is necessary for effectiveness.

Restricting ourselves to effectiveness alone however, does not limit the magnitude of the problem despite J.L. Price's¹ definition of organizational effectiveness as the degree of goal attainment in an organization. Given Price's definition, all one has to do in determining the effectiveness of an organization is to identify organizational goals, and subsequently assess the organizational accomplishments relative to these goals. But this is often problematic since it is not always certain what the goals of an organization are.

It is clear however that the ostensible universal goals of Universities are at least to teach, conduct research and render public service. But even these goals are notoriously difficult to measure.

One may look at the various statutes of the Universities, to identify what some theorists have termed the formal goals of an organization. Amitai

1. J.L. Price., Organizational Effectiveness, Homewood, Illinois, Richard D. Irwin, 1968. pp.2-3

Etzioni,¹ however points out that few organizations live up to their formal goals. Thus he argues that judging organizations on their performance by employing such standards as degree of goal achievement appear too much like a social critique. A.O. Sanda² has also alluded to the problems inherent in this approach.

Etzioni therefore suggests determining what has been called 'operational goals', that is, those goals which organizations are actually following by questioning leaders within the organisation. One way of determining the degree of goal achievement according to these standards is to ask top leadership within the organization how it is performing, given its operational goals. He also suggests another way of assessing goal attainment, an approach he calls the 'systems model approach'.

Basically, this approach involves becoming thoroughly acquainted with the organization in order to be able to judge its functioning. Implicit in the systems model approach is another source of information which P.E. Mott¹ uses in his analysis. Mott determines effectiveness in part by asking lower

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1. See Amitai Etzioni, Modern Organizations, New Jersey, Prentice Hall Inc. 1964, pp. 16-18.
 2. See also A.O. Sanda, "The effects of Competing Organizational Goals in a Nigerian University" Quarterly Journal of Administration, Vol. XIII, No. 2 January 1979. pp. 115-132.
 3. P.E. Mott, The Characteristics of Effective Organizations, New York, Harper and Row. 1972.

ranking members to evaluate their organizations' performance.

Yet another method of determining organizational effectiveness is suggested by Lawrence and Lorsch¹. Wishing to select a number of firms with varying degrees of success, in attaining goals, they relied on the reputation of those firms for performance, and found those reputations to be adequate reflections of actual performance as established by other criteria. It is possible also to obtain accurate assessments of organizational performance by having knowledgeable outsiders rate the performance of organizations with which they have close and day-to-day interactions. By obtaining a large number of such assessments, and particularly if there is a high degree of convergence among assessments of different groups, confidence in measurement by this method is strengthened.

Measures of organizational output can also be considered indicators of organizational effectiveness without some interpretation or modification. They are used in a comparative sense, that is, by comparing the performance of one organization over time. A further measure of organizational effectiveness can be derived from an assessment of the morale of staff and their commitment to the goals of the organization.

1. P.R. Lawrence and J.W. Lorsch, Organization and Environment Homewood, Illinois, Richard D. Irwin, 1969. p.39.

However, any one of the ways of conceptualizing organizational effectiveness outlined above is less than adequate in assessing the performance of an organization. If however an evaluator combines most or all of the indicators, a credible overall judgment of an organization's performance will emerge. In this study therefore, the performance of each university will be assessed using procedures derived from the above.

Research Methods

Following from the above discussion, four research methods were used. These are:; library and documentary research; direct participant observation; unstructured interviews/discussions with serving and retired University personnel, council members, students and knowledgeable outsiders; and a questionnaire survey.

Information derived from library and documentary research was used in writing chapters two and three which are basically theoretical. Chapters four and five which are theoretical and historical, were also written largely on the basis of information derived from the library. However additional information was provided by documents collected from the National Universities Commission (NUC) office in Lagos and the central administration offices of the six universities under study.

Information for writing the sixth chapter which is basically historical and descriptive, was provided by the official histories of the universities concerned, calendars and handbooks, Council and Senate papers, newspapers and magazines, addresses and speeches of the Vice-Chancellors and interviews.

The seventh chapter is basically analytic. As such, the major research instrument was the questionnaire. The interviews and discussions provided additional information which were used to supplement the responses to the questionnaire and the discussion which followed. The chapter also benefited from the author's close observations as a student and lecturer at the Obafemi Awolowo University, Ile-Ife.

The questionnaire was designed to procure as much information as possible from respondents regarding the Nigerian University system in general and their institutions in particular. Thus the questionnaire has four sections. The first section sought to assess respondents' knowledge of the Nigerian University System with a view to determining the utility of each retrieved questionnaire. The second section sought the views of respondents regarding the performance of Vice-Chancellors known to them as well as their perception regarding the performance of their institutions. Section three aimed at eliciting the views of respondents regarding University-Government relations.

as well as how this relationship was perceived to have affected both the performance of Vice-Chancellors and of their institutions. The fourth section served as a means of assessing the reliability of views expressed in the preceding three sections.

The questionnaire was distributed to 100 academic staff, 25 administrative staff and 15 senior support staff in each of the Universities except the Federal University of Technology at Akure where only 50 academic staff were sampled since the total academic staff population was less than 100. These are nonprobability samples which combine convenience, purposive and quota sampling procedures. According to Nachmias and Nachmias, nonprobability samples are acceptable in Social Science research especially when a researcher has problems with his population.¹ The major problem encountered by this researcher was the differences between the staff lists available at the NUC office in Lagos and those of the Universities, as well as the actual staff on ground. Hence it was considered prudent to adopt convenience, purposive and quota sampling procedures. Table 1.1 below shows the staff population in each of the Universities in the 1985/86 academic session, and the number of

1. These are convenience samples as discussed in D. Nachmias and C. Nachmias; Research Methods in the Social Sciences, London, Edward Arnold (Publishers) Ltd., 1976, p. 260.

questionnaire administered and retrieved at each of the universities.

From Table 1.1 below, it can be seen that Obafemi Awolowo University, Ile-Ife has the highest response rate of 71.42%. She is followed by the Federal University of Technology, Akure which has a response rate of 60%. Next is the University of Ilorin with a response rate of 55%. Bendel State University, Ekpoma is fourth with a response rate of 54.28%. The University of Lagos is next with a response rate of 53.57% while the University of Benin had the lowest response rate of 40.71%. Taking the six universities together gives an overall response rate of 52.26%.

Table 1.1

Summary of Questionnaire Administration and Retrieval

Institution	Academic Staff	Senior Administrative Staff	Senior Support Staff	Total
1. <u>O.A.U., Ile - Ife</u>				
(a) Staff Strength	1,103	225	147	1,475
(b) No. Administered	100	25	15	140
(c) No. Retrieved	66	20	14	100
(d) Percentage of b/a	9.87	11.11	10.20	9.49
(e) Percentage of c/b	66.00	80.00	93.33	71.42
2. <u>UNILAG</u>				
(a) Staff Strength	916	297	364	1,577
(b) No. Administered	100	25	15	140
(c) No. Retrieved	50	15	10	75
(d) Percentage of b/a	10.91	8.41	4.12	8.87
(e) Percentage of c/b	50.00	60.00	66.66	53.57
3. <u>UNIBEN</u>				
(a) Staff Strength	671	239	124	1,034
(b) No. Administered	100	25	15	140
(c) No. Retrieved	42	5	10	57
(d) Percentage of b/a	14.90	10.96	12.09	13.53
(e) Percentage of c/b	42.00	20.00	66.66	40.71
4. <u>UNILORIN</u>				
(a) Staff Strength	367	138	147	652
(b) No. Administered	100	25	15	140
(c) No. Retrieved	55	10	12	77
(d) Percentage of b/a	27.24	18.11	10.20	21.47
(e) Percentage of c/b	55.00	40.00	80.00	55.00
5. <u>BENSU, Ekpoma</u>				
(a) Staff Strength	346	176	115	637
(b) No. Administered	100	25	15	140
(c) No. Retrieved	56	15	5	76
(d) Percentage of b/a	28.90	14.20	13.04	21.97
(e) Percentage of c/b	56.00	60.00	33.33	54.28

Table 1.1 (Contd.)

Institution	Academic Staff	Senior Administrative Staff	Senior Support Staff	Total
6. <u>FUT, Akure</u>				
(a) Staff Strength	67	44	22	133
(b) No. Administered	50	25	15	90
(c) No. Retrieved	40	7	7	54
(d) Percentage of b/a	74.62	56.81	68.18	67.66
(e) Percentage of c/b	80.00	28.00	44.66	60.00
7. <u>TOTAL</u>				
(a) Staff Strength	3,470	1,119	919	5,508
(b) No. Administered	550	150	90	790
(c) No. Retrieved	309	72	58	439
(d) Percentage of b/a	15.85	13.40	9.79	14.34
(e) Percentage of c/b	56.18	48.00	64.44	55.56

Note: The Staff Strength figures were extracted from the NUC Statistical Digest 1980/81 - 1985/86 pp. 163 - 205.

Key to Abbreviations

O.A.U. = Obafemi Awolowo University

UNILAG = University of Lagos

UNIBEN = University of Benin

UNILORIN = University of Ilorin

BENSU = Bendel State University

FUT = Federal University of Technology

The response rates recorded both individually and collectively is quite impressive given the problems of questionnaire administration and retrieval in Nigeria. In essence, the overall response rate was above average. Detailed analysis of the questionnaire constitutes part of chapter seven of the thesis.

Scope, Significance and Limitations of the Study
Scope of the Study

This study is limited to only six of Nigeria's thirty (30) universities.¹ They are all located in the South-Western part of the country as the title of the thesis readily suggests. For the purpose of this study, South-Western Nigerian comprises the following states: (1) Bendel, (2) Kwara, (3) Lagos, (4) Ogun, (5) Ondo and (6) Oyo. Apart from Kwara, the other States were part of the old Western Region prior to 1963 when what is now Bendel State was excised from the Western Region as the Mid-Western Region. The inclusion of Kwara State which is normally categorized as part of the old Northern Region stems from the fact that geographically, the State is in the South-West. Moreover, a large proportion of the State is linguistically and culturally related to States that were created out of the Old Western Region. Infact the State capital, Ilorin which is also the location of

1. At the commencement of the study, there were 28 universities in Nigeria. With the subsequent establishment of the University of Abuja, and Oyo State University of Technology, the number is now 30.

the University of Ilorin, is a Yoruba City. South-Western Nigeria as defined above has twelve (12) Universities as Table 1.2 below indicates.

The Universities selected as cases for the study are:

- (1) Obafemi Awolowo University, Ile-Ife
- (2) University of Lagos, Lagos.
- (3) University of Benin, Benin-City.
- (4) University of Ilorin, Ilorin.
- (5) Bendel State University, Ekpoma.
- (6) Federal University of Technology, Akure.

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Table 1.2

States Comprising South-Western Nigeria and the
Universities Located in each of them

States	Universities	Proprietor
1 Bendel	(1) University of Benin, Benin-City	Federal Government
	(2) Bendel State University, Ekpoma	State Government
2) Kwara	(3) University of Ilorin, Ilorin	Federal Government
3) Lagos	(4) University of Lagos, Lagos	Federal Government
	(5) Lagos State University, Ojo	State Government
4) Ogun	(6) Ogun State University, Ago-Iwoye	State Government
	(7) University of Agriculture Abeokuta	Federal Government
5) Ondo	(8) Federal University of Technology, Akure	Federal Government
	(9) Ondo State University, Ado-Ekiti	State Government
6) Oyo	(10) University of Ibadan, Ibadan	Federal Government
	(11) Obafemi Awolowo Univer- sity, Ile - Ife	Federal Government
	(12) Oyo State University of Technology, Ogbomosho*	State Government

* Established in 1990 after the study had virtually been concluded.

The first three are owned by the federal government and are first generation universities. The fourth is a second generation federal university. The fifth is a third generation state university while the sixth is a third generation federal university. The study covers the years between 1960 and 1985/86 when the work commenced.

Rationale for Selection of the Study Area and the Universities

Limiting the study area to South-Western Nigeria was dictated primarily by the pre-eminence which the area enjoys regarding the introduction of, and the development of Western education in Nigeria. For instance, the first secondary school in Nigeria is the C.M.S. grammar school, Bariga founded in 1859 and situated in what is now Lagos State. Similarly, the first higher educational institution, the erstwhile Yaba higher college founded in 1932 was located in what is now Lagos State. Also, Nigeria's premier university institution, the then University College, Ibadan was founded in 1948 and located in what is now Oyo State. The long and sustained experience of the study area with Western education makes it a logical choice for the study. In addition, the study area is not only culturally homogeneous but almost linguistically homogeneous. Finally, the proximity of the study area to the author's base at Ile-Ife was expected to be of

advantage regarding accessibility, logistics and finance.

As regards the cases, the major rationale for their selection is comparability. Hence, Nigeria's Premier University, the University of Ibadan for instance was not selected because its experience is so unique and different from the others that meaningful comparison will be difficult to make. As we argue elsewhere, O.A.U., Ile-Ife and the University of Lagos are comparable since they were established in the same year in response to the imperatives of the Ashby report. They are also federal institutions. The University of Benin is also comparable with the University of Ilorin. Although Benin ante-dated Ilorin by six years, Ilorin is the closest University with which it can be compared within the study area. They are also federal Universities. Both the Bendel State University, Ekpoma and the Federal University of Technology, Akure were established in the same year. But while Akure is a federal university, Ekpoma is state-owned. Also, there are philosophical differences. Ekpoma is conventional and populist while Akure is technological and specialized. Although these differences are significant, they provide an opportunity for a study in contrast.

The Universities so chosen represent 20% of Nigerian universities and 50% of South-Western Nigerian

universities if the University of Technology at Ogbomoso is included. If it is not included, then the percentage rises to 54.5%.

Significance of the Study

The significance of this study rests primarily on its efforts to relate leadership qualities of Vice-Chancellors to the performance of Nigerian Universities with particular reference to those in the South-Western part of the country. In this sense, it is a path-breaking or pioneering work. Generally, the work is a crucial contribution to the growing studies on the Nigerian University system. On a wider level, it also contributes to the comparative study of University administration systems. Its emphasis on leadership and organizational performance is expected to be a contribution to the social sciences. It is also hoped that this study will have some relevance for future government policies affecting Nigerian Universities. The conclusions reached and recommendations proffered identify issues and illuminate areas demanding further study.

Limitations of the Study

The study however has some limitations. The most obvious of which is the choice of our cases. Since they are located in just one part of Nigeria, the problem of how to generalize arises. On the other

hand, this work belongs to the genre of general study cases which by their nature are meant to illustrate generalizations as well as stimulate or test hypotheses and theories.¹ In this, the work has served its purpose. Further and less restricted research and studies can safely be conducted using the findings of this study as a starting point. Of course there is the possibility of the findings of this study being confirmed, modified, or contradicted if the study area is varied or enlarged.

The second limitation of the work relates to our sampling procedure. Since we used nonprobability samples, we have not been able to estimate sampling errors. Moreover it cannot be claimed with certainty that samples are representative of the population. However, as case studies, these limitations do not flaw the work so far as unwarranted claims are not made.

The third limitation of the study relates to the fact that too much weight was probably given to the questionnaire as a research tool to the point that some of the findings may be considered subjective. But the apparently subjective findings owe a lot to the reluctance and in some cases the refusal of some active participants to be interviewed or to discuss freely

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1. See Nachmias and Nachmias ... op. cit., p. 42 on the utility of case studies for exploratory research. See also L. Adamolekun; Public Administration: A Nigerian and Comparative Perspective, London, Longman, 1983, p. 12.

some issues germane to the study. However, it should be noted that information derived from the questionnaire was supplemented with information from interviews and documents which would tend in general to temper charges of subjectivism. At any rate, it is generally accepted that there is no value - free science. The point is to indicate your values which we have done.

Structure of the Study

Following this introductory chapter, the rest of the study is divided into seven chapters. The next two chapters provide the theoretical background to the study. Chapter four discusses Nigerian Universities in an historical and organizational perspective. The fifth chapter is devoted to an examination of University - State relations with emphasis on the impact of politics and culture. Chapter six dwells on the development of South-Western Nigerian Universities with special emphasis on the role of Vice-Chancellors in the process. The seventh chapter is a performance appraisal of the Vice-Chancellors who have presided over the universities selected for the study. The final chapter is the conclusion. It draws together the major issues and findings of the study as well as providing some recommendations.

CHAPTER TWO

THEORETICAL PERSPECTIVES ON LEADERSHIP

The crisis of leadership today is the mediocrity or irresponsibility of so many of the men and women in power,... The fundamental crisis underlying mediocrity is intellectual. If we know all too much about our leaders, we know far too little about leadership [1].

This chapter is basically a review of the literature on the leadership phenomenon with special emphasis devoted to the problem of definition and the approaches normally adopted in researching the field. The primary aim being to extract a conception of leadership and an approach that would be fruitful for this study.

If we know so little about leadership as suggested by MacGregor Burns above, it is not for lack of trying. In 1974 when Ralph M. Stogdill completed a survey of the literature, he had abstracted and analyzed over 3,000 books and articles in the field.² Yet, no definitive understanding of the subject was achieved. Taking definitions alone, Stogdill lamented that there are as many definitions as there are definers.³ Yet

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1. James MacGregor Burns, Leadership. New York, Harper Colophon Books, 1978. p.1
 2. Ralph M. Stogdill., Handbook of Leadership: A Survey of Theory and Research. New York, The Free Press, 1974.
 3. Ibid., p. 7.

there is no clear and unequivocal understanding of what distinguishes leaders from non-leaders, effective from ineffective ones, and effective organizations from ineffective ones.

Obviously disenchanted with this state of affairs, Warren Bennis and Burt Nanus declared:

Never have so many labored so long to say so little. Multiple interpretations of leadership exist, each providing a sliver of insight but each remaining an incomplete and wholly inadequate explanation. Most of these definitions don't agree with each other, and many of them would seem quite remote to the leaders whose skills are being dissected. Definitions reflect fads, fashions, political tides and economic trends. They don't always represent reality and sometimes they just represent nonsense. [1]

Stogdill has however managed to classify the myriads of definitions into eleven clusters which emphasize leadership as:

- (1) A focus of group processes
- (2) An expression of personality and its effects on people
- (3) The art of inducing compliance
- (4) The exercise of influence
- (5) An act of Behavior

1. Warren Bennis and Burt Nanus., Leaders: The Strategies of Taking Charge. New York, Harper and Row, 1985. pp. 4-5.

- (6) A form of persuasion
- (7) A power relationship
- (8) An instrument of goal achievement
- (9) An effect of interaction
- (10) A differentiated role and;
- (11) The initiation of structure.¹

Obviously, these definitions tend to emphasize the "Leadership Process" without specifying "the leader". Also, there is the tendency to rigidly differentiate between a "leader" and a "head" or an "office holder". Actually, there are two options. One may decide to define leadership rigidly to exclude headship in the interests of theoretical purity. The result of this approach may be theoretical sophistication but its drawbacks would include definitional diversity and little practical results. The second option is to define leadership broadly to include the many ways it is exerted by "leaders" and "heads" and the various sources of power that make it work. A major drawback of this approach is that "heads" do much more than just lead. Moreover, one cannot ordinarily attribute all leadership that occurs in a group to just one of its members. However, with the broader approach, "heads"

1. Stogdill, op. cit. pp 7-16.

are seen to lead as a consequence of their status - the power of the position they occupy. Without such status, leaders can still gain commitment to goals and can pursue arbitrary coercive paths with their power if their esteem is high. Both status and esteem are not all-or-non qualities. In any group, members will vary in both. Therefore, leadership will be distributed among them in similar fashion. As Bernard Bass¹ declares, until, an "academy of leadership" establishes a standard definition, we must continue to live with broad and narrow definitions, making sure to understand which kind is being used in any particular analysis. And as Gary Yukl² put it,

In research, the operational definition of leadership will depend to a great extent on the purpose of the researcher ... The purpose may be to identify leaders, to train them, to discover what they do, to determine how they are selected, or to compare effective and ineffective leaders ... It is consequently very difficult to settle on a single definition of leadership that is general enough to accommodate these many meanings and specific enough to serve as an operationalization of the variable. Whenever feasible, leadership research should be designed to provide information relevant to the entire range of definitions, so that over time it will be possible to compare the utility of different conceptualizations and arrive at some consensus on the matter.

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1. Bernard M. Bass; Stogdill's Handbook of Leadership, New York, The Free Press, 1981. p.15.
 2. Gary A. Yukl; Leadership in Organizations, Englewood Cliffs, New Jersey, Prentice-Hall, Inc. 1981. p.5.

For the purposes of this research, we have attempted a definition by extracting the three main areas of agreement among the various theorists:

- (1) leaders and followers
- (2) getting something done
- (3) in a group setting.

Thus we can define leadership as a process or group of processes by which a designated individual influences other individuals towards achieving the goals of the group

Having posited a working definition of leadership, it is necessary to see how various theorists attempt to link leadership and organizational performance.

As we said above, Stogdill classified the myriads of definitions into eleven clusters. He further went on to posit that these clusters seem to have their roots in various theories which include;

- (1) Great man theories
- (2) Personal-situational theories
- (3) Interaction-Expectation theories
- (4) Humanistic theories and
- (5) Exchange theories.¹

Scholars in the field have found that the variations in the theories arise from the differing approaches adopted by different scholars and these include:

1. Stogdill, Op. cit pp. 17 - 23.

- The traits approach,
- The behavioral approach and,
- The situational/contingency approach.¹

It is not our intention however to review all the definitions, theories and researches in the field. Rather, we intend to survey the three approaches mentioned above in order to see how they attempt to link leadership and organizational effectiveness.

Logically our starting point will be the traits approach as it is the earliest adopted in the study of leadership. The basic assumption of the approach is that leaders are born and not made. As such, attempts were made to identify the traits that leaders actually possessed. And the focus was the physical, mental and personality traits of various leaders.² Such traits it was assumed would reliably differentiate leaders from non-leaders and effective leaders from ineffective ones. In his review, Stogdill found that various researchers identified five physical traits related to leadership ability, four intelligence and ability

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1. H.J. Chruden and A.W. Sherman Jr., Personnel Management: The Utilization of Human Resources. Ohio, South-Western Publishing Co., 1980. pp. 316-323.
 2. H. Koontz, C. O'Donnel and W. Weihrich, Management Tokyo, McGraw Hill Inc. 1980. pp. 664-665.

traits, sixteen personality traits and nine social characteristics.¹

Cecil A. Gibb however concluded from his studies that the numerous studies of personalities of leaders have failed to find any consistent patterns of traits which characterize leaders.² Similarly, Eugene E. Jennings concluded that research has produced such a variegated list of traits presumably to describe leadership that for all practical purposes, it describes nothing and that studies have failed to produce one personality trait or set of qualities that can be used to discriminate between leaders and non-leaders.³ Other writers however claim to have found significant correlations between certain traits and leadership effectiveness. Stogdill for instance indicated that there was a definite correlation between the traits of intelligence, scholarship, dependability, responsibility, social participation, and socio-economic status of leaders compared with non-leaders.⁴

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1. Stogdill., Op. cit. pp. 74 - 75.
 2. Quoted in A.C. Filley and R.J. House., Managerial Process and Organizational Behaviour. Glenview, Scott, Foresman, 1969, p. 398.
 3. Eugene E. Jennings, "The Anatomy of leadership" Management of Personnel Quarterly. Vol. 1, No. 1, 1962. p.2.
 4. Ralph M. Stogdill., "Personal Factors Associated with Leadership: A survey of the Literature". Journal of Psychology., Vol. 25, 1948. pp. 35-71.

Similarly, Edwin Ghiselli found significant correlation between leadership effectiveness and the traits of intelligence, supervisory ability, initiative, self assurance, and individuality in the way work was done.¹ Keith Davis, likewise found that leaders do have high intelligence, broad social interests and maturity, strong motivation to accomplish, and great respect for and interest in people.² Stogdill warns, however that;

The characteristics, considered singly, hold little diagnostic or predictive significance. In combination, it would appear that they interact to generate personality dynamics advantageous to the person seeking the responsibilities of leadership. The conclusion that personality is a factor in leadership differentiation does not represent a return to the trait approach.[3]

Also, Koontz and his colleagues conclude that;

Most of these so-called traits are really patterns of behaviour that one would expect from a leader and particularly from a leader in a managerial position.[4]

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1. Edwin E. Ghiselli., "Managerial Talent", American Psychologist, Vol. 18, NO. 10, 1963. p. 635.
 2. Keith Davis., Human Behavior at work. New York McGraw Hill, 1972. Pp. 102 - 104.
 3. Stogdill., Handbook of Leadership... Op. Cit. p.81.
 4. Koontz, et. al., Op. Cit. pp 665 - 666.

In essence therefore, the major contribution of the traits approach is the indispensability of the personality factor in leadership studies. Even then, the approach although rich in descriptive terms does not provide any useful clue as to how the various traits interact as integrator of personality and behavior, and thus their impact on leadership effectiveness and organizational performance. The predictive value of the traits approach must therefore be scored low.

Disenchantment with the limited value of the traits approach gave rise to among others, the behavioral approach. Central to the behavioral approach is the assumption that leadership consists of behavior, more specifically, behaviour by one member of a group toward another member or members of the group which advances some joint aim.¹ The antecedents of this approach are usually traced to the researches carried out in 1945 at both the Bureau of Business Research at Ohio State University and the University of Michigan research center.

The Ohio State University researchers were primarily engaged in identifying behavioral

1. For an articulation of this view, see D.G. Bowers and S.E. Seashore, "Predicting Organizational Effectiveness with a four-factor Theory of Leadership". Administrative Science Quarterly. Vol. II, No. 2, 1966. pp. 238 - 263.

characteristics of supervisors. From their studies, two major dimensions of supervisory behaviour were identified. These are consideration and initiating structure. These two dimensions which were found to be independent of each other are described as follows:

Consideration includes behavior indicating mutual trust, respect, and a certain warmth and rapport between the supervisor and the group. This does not mean that this dimension reflects a superficial "pat-on-the-back", "first-name-calling" kind of human relations behaviour. This dimension appears to emphasize a deeper concern for group members needs and includes such behaviour as allowing subordinates more participation in decision making and encouraging more two-way communication.

Structure includes behavior in which supervisors organize and define group activities and their relations to the group. Thus, they define the role they expect each member to assume, assign tasks, plan ahead, establish ways of getting things done, and push for production. This dimension seems to emphasize overt attempts to achieve organizational goals.[1]

The Michigan studies were aimed at determining how the behaviour of leaders affected work group performance and employee satisfaction. Thus they developed two concepts namely employee orientation and

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1. Edwin A. Fleishman and Edwin F. Harris, "Patterns of Leadership Behavior Related to Employee Grievances and Turn over", Personnel Psychology, Vol. 15, No. 1, 1962. pp 43 - 46.

production orientation.¹ One of the major findings of the studies was that the production-oriented supervisors, who are concerned primarily with production, are less effective in terms of actual productivity records than the employee-oriented supervisors, who gave their attention to the people who do the work and also have high performance goals and enthusiasm for achieving them. It was found that the employees who work for the employee-oriented supervisors felt that the supervisors were personally interested in them, found the supervisors available for discussion and viewed them as non-threatening individuals.²

In their review of some of the findings from the psychology-oriented researchers, Bowers and Seashore found that a great deal of conceptual content was held in common. Hence they reconceptualized the various findings in the field (at that time) into what they called the four factor theory of leadership effectiveness-comprising of the following behavioural dimensions:

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1. For details, See D. Katz, N. Maccoby, and N.C. Morse., Productivity, Supervision, and Morale in an office situation. Detroit, the Darel Press Inc. 1950. Also, D. Katz, N. Maccoby, G. Garvin and L.G. Floor, Productivity, Supervision, and Morale among Railroad Workers. Ann Arbor, Survey Research Center, 1951. For a synthesis see Bowers and Seashore; Op. Cit.
 2. Rensis Likert., New Patterns of Management, New York, McGraw Hill, 1961.

- Support: Behavior that enhances someone else's feeling of personal worth and importance.
- Interaction facilitation: Behaviour that encourages members of the group to develop close, mutual satisfying relationships.
- Goal Emphasis: Behavior that stimulates an enthusiasm for meeting the group's goals or achieving excellent performance.
- Work facilitation: Behavior that helps achieve goal attainment by such activities as scheduling, coordinating, planning, and by providing resources such as tools, materials, and technical knowledge.¹

These factors which can be comfortably reduced to two, (production-centered/initiating structure and employee-centered/consideration) are usually referred to in the literature as authoritarian and democratic styles respectively. These styles originally conceived of as polar types are increasingly being viewed as opposite ends of a continuum wherein various combinations of styles are possible.

A major defect of the behavioral approach is its excessive emphasis on reciprocal behavior without reference to intervening variables. This has resulted

1. Bowers and Seashore, Op. Cit.

in considerable inconsistency even when applied to a single organization. Thus its limited successes in linking leadership behavior with organizational effectiveness are non-generalizable, a limitation that fatally flaws the approach.

As research on leadership continued, it became increasingly apparent that both the traits approach and the behavioral approach were inadequate. An awareness of the importance of situational variables - such as the nature of the task, the characteristics and expectancies of the subordinates, and the organizational climate, led to the rise into prominence of the situational approach. Central to the situational approach is the contention that the type of leadership behaviour required in one situation will not be appropriate in a different situation.¹

Generally, situational theories agree with the follower theory that people tend to follow those in whom they perceive (accurately or inaccurately) a means of accomplishing their own personal desires. The leader then, is the person who recognizes these desires and does those things, or undertakes those programmes, designed to meet them. Other studies made over the years have shown that effective leadership depends upon

1. H.J. Chruden and A.W. Sherman., Op. Cit. p. 319

response to such environmental factors as the history of the enterprise, climate of the group being led, group member personalities and cultural influences, and the time for making decisions.¹

Among the earliest writers to point out the importance of the situation are Tannenbaum and Schmidt.² However, Fred E. Fiedler³ occupies the pride of place in the elaboration of the situational nature of leadership effectiveness. Fiedler's situational model which is also called a contingency model, suggests that task-oriented leaders are more effective when the leadership situation is very favourable or very unfavourable. Whereas relations-oriented leaders are more effective in situations of intermediate favourability. On the basis of his studies, Fiedler postulated three "critical dimensions" of the situation that affect a leader's most effective style.

These are:

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1. For a summary of these studies, see A.C. Filley, R.J. House and S. Kerr., Managerial Process and Organizational Behavior. Glenview, Illinois, Scott, Foresman, 1976. Ch. 12.
 2. Robert Tannenbaum and Warren H. Schmidt., "How to Choose a Leadership Pattern", Harvard Business Review, Vol. 36, No. 2, 1958.
 3. Fred E. Fiedler., A theory of Leadership Effectiveness. New York, McGraw-Hill, 1967.

- (1) Position Power: The degree to which the power of a position enables a leader to get group members to comply with directions. This is the power arising from organizational authority. Thus a leader with clear and considerable position power can more easily obtain better followership.
- (2) Task Structure: The extent to which tasks can be clearly spelt out and people held responsible for them, in contrast to situations where tasks are ambiguous.
- (3) Leader-Member Relations: Fiedler regards this dimension as most important from a leader's point of view, since position power and task structure may be largely under the control of an enterprise. This dimension has to do with the extent to which group members like and trust a leader and are willing to follow him or her.¹

Fiedler then classified each group situation by taking actual measures of leader-member relations, task structure, and position power. He further classified the leadership situation as belonging to one of eight possible combinations of these three variables as shown in Table 2:1.

1. Fred. E. Fiedler and Martins M. Chemers., Leadership and Effective Management Glenview, Illinois, Scott Foresman, 1974. p. 73.

TABLE 2.1

Favourability of Eight Different Leadership Situations

	I	Favou- rable		Unfavo- rable		VIII	
		II	III	IV	V		VI
Leader-Member Relations	G	G	G	G	MP	MP	MP
Task STructure	Str	Str	Ust	Ust	Str	Ust	Ust
Leader Position Power	St	W	St	W	St	W	St

Key: G = Good Str = Structured
 St = Strong Mp = Moderately Poor
 Ust = Unstructured W = Weak

Source: Walter Hill., "A situational Approach to Leadership Effectiveness" Journal of Applied Psychology, Vol. 53, No. 6, December 1969. p. 513.

Explanatory Note:

The above table posits that there are eight situations in the work place. The implication is that a 'task-oriented' leader would be effective under situations II, III, VI and VII. Whereas a 'relations-oriented' leader would be effective under work situations I, IV, and V, and VIII.

In essence, Fielder's research indicates that there is nothing automatic or "good" in either the task-oriented or the people-satisfaction-oriented style. Leadership effectiveness depends upon the various elements in the group environment. Thus the nature and style of the most effective leadership depends upon the situation. And the major situational variables are likely to be the leader's personality, the nature of leader-member relations, the task, and organizational climate of the enterprise. Empirical data underlying Fiedler's theory are said to be considerable, but tests of his theory produce mixed results.¹ Yet variations of his theory remain dominant in the field.

William J. Reddin's 3 - D theory of leadership² which builds on Fiedler's has been tested in the Nigerian milieu. As Akin L. Ogunlade found out when he applied a special version of the theory to some Nigerian Universities, the situational factor remains dominant while linkages could not be clearly

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1. Walter Hill., "A Situational Approach to Leadership Effectiveness", Journal of Applied Psychology, Vol. 53, No. 6 December 1969. p. 513.
 2. William J. Reddin., Managerial Effectiveness, New York, McGraw Hill 1970.

established between leadership styles and effectiveness.¹

Another theory that adopts the situational approach is the path-goal theory of leadership formulated by Robert House.² The theory builds on various motivational and leadership theories and sees the most effective leadership style as one where leaders take various steps to design a situation where the latent and aroused motivations of group members are responded to effectively.

In simple terms, the theory postulates that the most effective leaders are those who help subordinates achieve both enterprise goals and their personal goals, particularly achievement and reward goals such as money, promotion, interesting tasks, and opportunities for growth and development. Leaders do this by:

- (1) Defining positions and task roles clearly,
- (2) By removing obstacles to performance,
- (3) By enlisting the assistance of group members in setting goals,
- (4) By promoting group cohesiveness and team effort,

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1. Akin L. Ogunlade., "The Perceived Administrative Effectiveness of Nigerian Universities Administrators", Ile-Ife, 1985. (Typescript).
 2. Robert J. House "A Path-Goal Theory of Leadership Effectiveness", Administrative Science Quarterly. Vol. 16, No. 3, 1971. pp 321-338.

- (5) By reducing unnecessary stresses and external controls,
- (6) By making reward expectations clear, and
- (7) By doing other things that meet people's expectations.

Research conducted to test the Path-Goal Theory have yielded mixed results. In effect some studies confirm the theory while others do not.¹ However, there is a consensus of opinion that though the theory has much promise, it requires further testing, elaboration and refinement to be useful.

Other writers have formulated theories based on the situational approach referred to earlier.² Those which have been tested seem to suffer from the problem of mixed results. We do not wish to go into the details since the only difference between them and earlier situation-based theories, is the primacy given to different variables and the combinations in which they interact in the complex dynamics of the leadership process. In general however, the situational approach seems more flexible for the purposes of research on leadership and also appears suitable for research on

1. For details, see Gary A. Yukl, Leadership in Organizations. New Jersey, Prentice-Hall Inc., 1981. Ch. 6.

2. Passim

Universities using the models approach.¹

For instance, Ladipo Adamolekun² has suggested that the situational approach on the one hand demonstrates the interrelatedness of the three approaches reviewed, and on the other, provides a pointer to how the situational approach could be applied in the study of different organizations, the same organization at different times, and different parts of the same organization at the same time. He explains for example that the type of organization significantly influences both the leadership style and overall performance.³

He explains further that while military organizations might require authoritarian leadership, a democratic leadership style might be more appropriate for universities. And industrial organizations may require authoritarian or democratic leadership styles given other situational factors. Moreover, there could be a laissez-faire leadership style or the existence of both authoritarian and democratic leadership styles in

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1. See Chapters One and Three of this study for details on the "Models approach".
 2. 'Ladipo Adamolekun., Public Administration: A Nigerian and Comparative Perspective. London, Longman, 1983. Ch. 13.
 3. For an articulation of the same viewpoint, see J.A. Litterer; The Analysis of Organizations, New York, John Wiley and Sons Inc. 1973.

different parts of the organization. He also identifies the time factor stressing that the same organization at different times might require different leadership styles for efficiency and effectiveness. Taking the University as an example, he postulates that the formative and intensive growth stages might require authoritarian leadership while the maturity stage would require democratic leadership. Finally, he notes that although most of the findings on leadership are based on the concrete experiences of private enterprises, they are also applicable to public sector organizations.

At this juncture, four points need to be stressed. First and as seen earlier, leadership styles are not polar opposites but points on a continuum. Thus the leadership style most appropriate for an organization may rest at the authoritarian end of the continuum, but new developments may cause a shift towards the democratic end and vice-versa. The second point is that the person occupying the leadership position is not totally at the mercy of situational variables. It has been suggested for instance that a leader can change the situation to suit his style.¹ Third, the

1. See Fred. E. Fiedler., "Engineer the job to fit the Manager" Havard Business Review, Vol 51, 1965. pp 115 - 122.

impact of gender on leadership effectiveness and organizational performance is an area that has not been thoroughly researched due mainly to the fact that until relatively recently, much of the research work in the field has been done by males. In addition to this, it is only since the onset of aggressive feminism that females have really started occupying leadership positions in the developed world despite the fact that historically, females have played very prominent leadership roles in various fields. Thus most of the current findings on gender and leadership are not only mixed but also tentative¹. Much more research is needed before any credible conclusions can be drawn.

The fourth point relates to culture and leadership. Our discussion of leadership so far has focused on studies conducted by scholars from an Anglo-Saxon culture especially its American variant. Most of the organisational theories and models on which the leadership studies are based are therefore culture bound - a fact acknowledged partially by Bernard Bass.² This is in the face of scholars who subscribe to the universalism of management principles and practices and believe that all cultures must adapt to the universal

1. See Bernard Bass... Op. Cit Chapter 30.

2. Ibid.

principles of prevailing management thought¹

One of the most interesting studies that succeeds in debunking the claims of universalism is that conducted by G. Hofstede.² Based on 116,000 responses from the employees of a large multinational corporation (HERMES) in 40 countries, four major cultural differences are identified. These include:

- (a) Distance (Society's attitude towards power and its distribution),
- (b) Uncertainty avoidance (attitudes towards risk-taking and stability),
- (c) Individualism Versus Collectivism,
- (d) Masculinity as against femininity (the extent to which the dominant values emphasise assertiveness, acquisition of material things, ambition and performance).

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1. See for example, John. E. Weinrich, "Towards a Brotherhood of Management" Quarterly Journal of Administration 14, 3 (April 1980) pp. 339 - 352.
 2. See G. Hofstede; Culture's Consequences: International Differences in Work-Related Values Beverley Hills, Sage, 1980.

Hofstede summarises his study as follows:

The main finding is that organisations are culture-bound. This applies not only to the behavior of people within organizations and to the functioning of organizations as a whole, even the theories developed to explain behavior in organizations reflect the national culture of their author and so do the methods and techniques suggested for the management of organizations [1]

Different culture groups thus exhibit strikingly contrasting responses to leadership types. According to Hofstede, countries which tolerate large power distances among people (the Latin Countries and Far East), the use of hierarchical authority and rules are more readily accepted than in small power distance cultures (Anglo-Saxon-Scandinavian cultures). Similarly, individualistic societies (most Western Countries) exhibit a loosely knit social framework in which individual freedom is greatly valued and social behavior is primarily motivated by self-interest. On the other hand, in collectivist societies (Far East and Latin America) in-groups such as relatives, tribe or organization are very important; the group looks up to them in exchange for their absolute loyalty. Generally, individualistic societies value equality (low power distance) and so also are societies which value uncertainty avoidance.

1. Ibid p. 372.

The first implication of all these for our study is that we need to thoroughly understand the nature and cultural background of the area within which our study cases are based. It is also important to note that the social norms and cultures of the area may have been significantly modified by the culture of the British who colonized Nigeria. Also to be noted is that many of the dramatis personae in our study are people who have been intensely sensitized to the Euro-American cultural background - a factor that introduces a dynamic element into the whole issue.

A second implication is that different organizations have different cultural types: military organisations, like the Roman Catholic Church on which it is patterned emphasise large power distances. On the other hand, Universities which deal with the management of intellect, innovation, and creativity emphasise collegiality and small power distances. Civil service systems, private sector organisations, and voluntary associations will be in-between these polar types. It is needless to point out that there are no pure types and different organisations will combine elements of hierarchy and collegiality in different degrees. On top of this, must be imposed the basic influences on culture such as modernisation which involve changes in social and organisational life and

subsequently the culture itself. The important point that is being made here is that the study of the leadership of Nigerian Universities must be within the framework of the imperatives of its own environment.

On a final note, Universities are very unique and complex organizations. As such, any attempt to apply the insights from the preceding discussion need to be situated in an organizational framework. And this demands a thorough explication of universities as organizations. This we shall attempt to do in the next chapter.

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CHAPTER THREE
THEORETICAL PERSPECTIVES ON UNIVERSITIES
AS ORGANIZATIONS

In the preceding chapter, we noted that Universities just as other organizations have their own internal culture just as they are complex and unique. But if we have to understand the nature of universities, we have to study all existing universities from their earliest manifestations to their present forms across nations. This is evidently an impossible task and it may not even be necessary. This is as a result of the fact that scholars have been able to develop typologies of university organisation within which it is easy to locate the various universities across the globe. Reviewing the models so far developed would therefore serve a more useful purpose for our study.

This chapter therefore aims at reviewing the literature on Universities-as-organisations; usually cast in the form of models. In the review, attempts are made to infer the leadership implications of each of the models as well as adopting a model that best approximates the reality of Nigerian Universities.

Finally, we attempt an over-view of works that focus on Nigerian Universities with particular reference to those that emphasize the leadership question.

Universities as Organisations

That universities are organizations is a proposition that none will deny. But there is little agreement as to what type of organization they are. Various scholars, on the basis of their perception of how power and authority is distributed in universities have come up with differing conceptions. These conceptions are usually cast in the form of models. Although derived from the value orientation and perception of individual scholars, they have been elevated to the status of ideal - typical constructs in the Weberian sense. Although these models are useful in analyzing universities, they have a shortcoming. Individuals do have attachments to particular models as have been mentioned earlier. Leaders are no exception. It is our contention therefore that leaders who have sentimental attachments to any one model will have a very narrow view of the reality of universities with adverse consequences both for the leaders and the institutions. We therefore intend to review the major models in the literature and draw out the implications for a leadership that emphasizes any one in particular.

The Community Model

This model derives from the medieval conception of the university as a community of scholars. In fact

the medieval latin word, Universitas simply meant a community or guild. To establish what type of community it was, and to differentiate it from other communities or guilds led to the amendments; Universitas scholarium (community of scholars) and Universitas disciplorum et magistrorum (community of masters and pupils). This conception of the university is predicated on the single function of dissemination of knowledge originally through teaching, and later research. In such a community, membership was restricted to teachers and students alone. Since much of what transpired in the early university was purely a relation between the teachers and the students, there was little to administer. The few issues requiring administration were delegated to a small student committee headed by a Rector in the student controlled universities like Bologna, or to a committee of masters representing various 'nations' and presided over by an elected Rector in universities like Paris. The Rector later metamorphosed into the Vice-Chancellor in Britain and some British-influenced universities, the President in the United States, and the present day Rector in continental Europe.

Book-Keeping functions were handled by a clerk who later became the Registrar in Britain. American Universities generally do not have the direct

equivalent of the Registrar. And overseeing the whole academic enterprise was either a representative of the Church or the State (depending on Church - State relations) whose position is presently occupied by Governing Boards - to use a term that would encompass the various nomenclatures of such bodies in different universities.

As Perkins has put it;

... it could be said that the rector reigned but did not rule, the King's or Bishop's agent ruled but did not reign, while the Clerk neither ruled nor reigned.[1]

With minor variations, this is the basic principle underlying the governing process of most universities, and as we shall later demonstrate, a source of some of the leadership problems in the university. In the communal university, central direction was rare if not absent. Decisions were reached on collegial basis. Staff assessment was done either by peers or by students. Institutional performance was easily assessed. Perceived ineffectiveness or disaffection with performance was expressed through mass migrations. Thus under a university fashioned after this model, it is difficult talking of individuals like Vice-Chancellors playing leadership roles.

1. J.A. Perkins (ed)., The University as an Organization New York, McGraw Hill, 1973. p.4

In the present day university however, very little of the values of the community model remain. Even Oxford and Cambridge which are reputed to be closest to the medieval model are making concessions to present day realities. However some relics of the community model have persisted. For example, the whole idea of professional authority alongside formal authority, peer rating, some elements of collective decision-making and relative academic freedom and autonomy among others remain.

Thus one can no longer refer meaningfully to the university as a community in its original sense. For, membership of the university is no longer the exclusive preserve of teachers and students. Administrators and other support staff now lay claim to and are being accepted as Civic Universitas. Also values are no longer homogeneous. The values of the present day administrator are different from those of the teachers and students. It is also doubtful if students and teachers still share the same values. Even among the teachers, there is no value consensus. In other words, the university is an organization with different communities presumably working toward the same goals, albeit differently perceived.

The Vice-Chancellor has the task of leading these differing communities towards the attainment of goals

set for the university. In fact some proponents of the community model have gone so far as to assert that present day universities cannot be governed, or led.¹ It cannot be denied however that there are many academics who strongly believe that the communal model should dominate interactions within the university. But given the realities it is reasonable to suppose that Vice-Chancellors who attempt to run a university under the assumptions of the community model, or who do not take it into consideration are likely to be ineffective thereby adversely affecting the performance of the institution concerned. Fortunately, several scholars have recognized that the community model is largely a relic of the past and therefore prefer to see the university in terms of a bureaucracy.

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1. See R.P. Wolff., The Ideal of the University, Boston, Beacon Press 1970 for a critique of American universities and his "practical proposals for utopian reforms". Also R.L. Mooney., "The Problem of Leadership in Academic Institutions", Harvard Educational Review, Vol. 33, Winter 1963, for a set of propositions on the impossibility of leadership in contemporary universities. See also Perkins (ed)., Ibid.

The Bureaucratic Model

On the basis of his observation of university organization in the United States, G.L. Anderson¹ asserted:

our assumption continues to be then, that the prevailing basic organizational pattern of universities is bureaucratic.

Herbert Stroup² goes further to itemize several bureaucratic characteristics of the University.

- (1) Competence is the criterion for appointment.
- (2) Officials are appointed, not elected.
- (3) Salaries are fixed and paid directly by the organization rather than determined in "free-fee" style.
- (4) Rank is recognized and respected.
- (5) The career is exclusive, no other work is expected to be done.
- (6) The individual's life-style is centered around the organization.
- (7) Security is present in a tenure system.
- (8) Personal and organizational property are separated.

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1. G.L. Anderson in T. Lunsford (ed)., The Study of Academic Administration, Boulder, Colorado, The Western Interstate Commission for Higher Education, 1963. p.17.
 2. Herbert H. Stroup., Bureaucracy in Higher Education New York, The Free Press, 1966. Ch. 4.

A further credible discussion of universities as bureaucracies has been attempted by Charles Page.¹ He asserts:

The most apparent indication of bureaucratization in higher education ... is to be seen, of course in bureaucracy's most fruitful field, administration. Administration cannot escape the bureaucratic process in whatever organization; in fact, if the organization is of any scope, its administration is, of necessity bureaucratic.

He itemizes some of the outward indications of administrative bureaucracy as: the elaboration of a hierarchical structure, the standardization of curriculum, and the standardization of teaching personnel.

To buttress the contention that universities are bureaucracies, Page provides a typology of professorial attitudes to the bureaucracy. He refers to one type as the "ritualist" or "bureaucratic virtuoso" who has become deeply ingrained with official protocol. Another type is essentially "neurotic", generally confused by the apparent contradictions between professional norms and bureaucratic requirements. He becomes paranoid about the assumed diabolical machinations of his

1. Charles Page "Bureaucracy and Higher Education" Journal of General Education, Vol. V., January 1951. p. 94.

colleagues whom he believes are trying to undermine him. A third type - the "robber baron" - is like the ritualist, well adapted to the system. But instead of subscribing blindly to the bureaucracy he will ignore bureaucratic propriety altogether when it serves his own interest. He uses his courage and his realistic knowledge about how the bureaucracy functions to manipulate the system and cut red-tape, in order to fulfill his convictions. Finally, a fourth type, the "academic-rebel" rejects the traditional academic values and university goals as well as its bureaucratic structure.

To anybody familiar with the operations of universities, the above characterizations clearly represent a one-sided, simplistic and rather cavalier view of universities. Although the administrative arm of any university is of necessity bureaucratic, it is exactly what is stated "an arm" of the university. And though there is an element of hierarchy in the structure of university governance, a close look at the dynamics of decision-making which is predominantly collegial shows the poverty of the bureaucratic model.

Even then, the bureaucratic traits in universities have been found by Peter Blau to have adverse consequences for academic staff and students

performance.¹ Incidentally, Blau's work also tends to moderate the perceived view of universities as bureaucratic organizations. His findings indicate that large academic institutions tend to be less bureaucratic than smaller ones, contrary to popular opinion. Large institutions, he says, have relatively small number of administrators and authority in them is more decentralized to the faculty than in small institutions. Further research carried out by Victor Baldrige support this view.²

Following from the above discussion, it is reasonable to assert that the bureaucratic model is an inadequate description of universities as organizations. The model is not only one-sided, it ignores the totality of dynamic interactions in the operations of universities. As such, it is posited on the one hand that a leadership that operates within the narrow confines of the bureaucratic model is likely to be ineffective. On the other hand, a leadership that abandons the values of the bureaucratic model especially in its dealings with non-academic staff, is

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1. See Peter M. Blau., The Organization of Academic Work, New York, Wiley-Interscience, 1973.
 2. J. Victor Baldrige as quoted by Ronald G. Corwin., Education in Crisis: A sociological Analysis of Schools and Universities in Transition. New York, John Wiley and Sons Inc. 1974. pp. 65-110

also likely to be ineffective, in fact it courts the spectre of anarchy.

The findings of Blau and Baldrige alluded to above, lend credence to contentions by many other observers who doubt that universities fit the bureaucratic mold and tend to see the university more in the light of a collegium.

The Collegial Model

This model which is essentially an advanced version of the community model, plays down the hierarchical authority structure while stressing the coordination that is achieved through consensus among co-equal professors and groups. It is argued that whereas, Weber's bureaucratic model assumes that there is one line of authority dominated by the administration, in this system, there is no clear-cut line but instead a plethora of individuals and groups largely free of direct control from administrative superiors, making their own decisions about courses, research, and consulting. Control is exercised by peers who assert formal and informal pressures, bestow prestige, and control hiring and promotion and other policies.

John Millet¹ has appropriately dubbed this model as a collegium of professionals:

... in which functions are differentiated and in which specialization must be brought together, or coordination ... achieved not through a structure of super-ordination and subordination of persons and groups but through a dynamic consensus.

Fafunwa² and Thompson³ among others have stressed this conception of universities which differentiate them from other organizations especially business ones. Some evidence in support of this model was reported in a survey of faculty perceptions of the power of department chairmen in a four year college in the U.S.⁴ Although the researchers attributed increasing amounts of influence to successive administrative levels (from department chairmen to state boards), the professors saw themselves as exercising considerable influence in the college. Indeed, they seemed to wield even more

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1. John D. Millet., The Academic Community: An Essay on Organization. New York, McGraw Hill. 1962.
 2. A. Babs. Fafunwa., A History of Nigerian Higher Education. Lagos, Macmillan, 1971. p. 216.
 3. James D. Thompson., "Society's Frontiers for Organizing Activities", Public Administration Review, July/August, 1973. pp. 327 - 335.
 4. W. Hill and W.L. French., "Perceptions of the power of Department Chairmen by Professors", Administrative Science Quarterly, Vol. XI, March 1976, pp. 548 - 574.

influence than their department chairmen. There was also some evidence that strong chairmen could actually be detrimental to some university goals. Where chairmen were strong, productivity was lower. This probably reflects the fact that productive professors often dictate the terms and conditions of their contracts and therefore do not have to submit to authoritarian chairmen. The author thus concluded that colleges are unique kinds of organizations having only a limited degree of hierarchy.

The collegial model however rests on the dubious assumption that peers will make decisions on the basis of rational professional criteria and in conformity with the standards and goals of professional ideals. There is little reason to believe that university faculty members act any more rationally than anyone else when it comes to running a complex organization. Friedson's¹ observation about the negative aspects of collegial authority are instructive. He points out that the division of labour sometimes gives a profession a position of dominance distinct from any external authority imposed on it by a bureaucratic framework, and that professional autonomy has effects

1. Eliot Friedson., "Dominant Professions, Bureaucracy and Client services" in William R. Rosengrad (ed); Organizations and Clients. Columbus, Ohio, Charles Merrill, 1970. pp. 71 - 92.

similar to those that have been ascribed to bureaucracy. Thus professionals who hold a dominant status in the organization because of their collegial authority often use their superior position with respect to clients and administrators on behalf of their own self interests.

All said however, the collegial model stands diametrically opposed to the bureaucratic model. Hence we propose again that a leadership that relies solely on this model or that totally ignores it is not likely to be very effective.

It is obvious that the models reviewed above concentrate more on the internal features of the university. As such the impression is created that the university operates in isolation. Other scholars however, have attempted to analyze the university within the context of its external environment and thus see the university as basically a service station.

The Service Station Model

This model as indicated above expects the university to go out and serve the public, vigorously seek out its clients, and give them what it thinks they

want. This view has been well articulated by Clark Kerr¹ although without necessarily advocating it. The model tends to stress the interrelationship between the university and its environment. North American universities tend to favour the model. A commonly cited example is the university of Wisconsin. There are at least two main expressions of this concept. The first is the existence in American university syllabi of overtly vocational programmes which Abraham Flexner² vehemently criticized.

Secondly, is the awareness among American industry and commerce of the skills and facilities that can be utilized in the universities. Opponents of the model criticize it both on normative and pragmatic grounds pointing to the risks inherent in 'unguarded linkages' and cooperation of universities with private industry or even governmental agencies who commission researchers to work for them. Apart from Flexner, other critics of the model include Nisbet³ and Thompson.⁴ In

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1. Clark Kerr., The Uses of the University, Cambridge, Massachussets, Havard University Press, 1967.
 2. Abraham Flexner., Universities: American, English, German, Oxford University Press, 1930.
 3. R. Nisbet., The Degradation of the Academic Dogma. London, Heinemann, 1971.
 4. E.P. Thompson., British Universities and the State Cambridge, Cambridge University Press, 1959.

spite of vigorous criticism of the model, it is gaining wide currency world-wide especially when governments and publics are calling on universities to provide more socially relevant services. The problem with this model seems to be that the leadership of the university will be so involved in external affairs to the detriment of internal requirements. However a leadership that is not sensitive to the imperatives of this model courts the risk of presiding over an institution that is financially bankrupt. The problem of the modern day university leadership therefore is how to strike a balance between the demands of the external environment without jeopardizing the effective performance of the traditional university functions. Other writers however, tend to see the university as more complex than what the other models outline, and their views are encapsuled in what is called the pluralistic model.

The Pluralistic Model

The pluralistic view has been well expressed by Clark Kerr¹ in his analysis and popularization of the 'multi-varsity'. Kerr's point is that whereas, the original medieval concept of the university was of a

1. Clark Kerr., Op. Cit.

single community of masters and students with common interests, the modern university is composed of several or many separate communities with, in many cases, divergent interests. The university is divided both horizontally and vertically. There are vertical divisions separating the community of the pure scientist from the applied scientist. Even within broad fields, civil engineers might have little to do with electrical engineers and sociologists might have little to do with psychologists.

There are also, the horizontal divisions of status - undergraduates, post-graduates, lecturers and professors - each a community of its own. In addition, we may identify communities of the students, administrators, other non-academic personnel, and academic staff. The consequence is that invariably, interests frequently conflict. In fact it is this plurality that proponents of the conflict model adopt. From this base, it is argued that there is no commonality of interest. Rather one has different interest groups struggling for pre-eminence. The conflict situation is usually located in the perceived split between academics and administrators and between students and the authorities. Unlike other strands of the pluralistic model, the conflict model admits of no solution to the perpetual conflict.

In this plural society, the aims of the constituent groups may have little to connect them. In such an organization, provision has to be made for some agency to keep it in some kind of balance or equilibrium. It is pointless in this situation to achieve a false unity of purpose by defeating or promoting sectional groups. The only way to ensure the long-run equilibrium, or stability, of such an organization is by trying to control the activities of constituent parts to achieve some kind of consistent, if ever-changing, balance through a political process. The pluralistic model in essence encompasses the political model.

It is in this sense that one should understand Baldrige's¹ proposal that universities can be more accurately characterized as political systems than either as bureaucracies or as collegium of scholars:

When we look at the complex and dynamic processes that explode on the modern campus today, we see neither the rigid, formal aspects of bureaucracy nor the calm, consensus - directed elements of an academic collegium. On the contrary, if students' riots cripple the campus, if professors form unions and strike, if administrators defend their traditional positions, and if external interest groups and irate governors invade the academic halls, all these acts must be seen as political. They emerge from the complex fragmented social structures of the university and its 'publics' drawing on the divergent concerns and life styles of

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1. J. Victor Baldrige., Power and Conflict in the University. New York, Wiley, 1971. pp. 19 - 20.

hundreds of miniature subcultures. These groups articulate their interests in many different ways, bringing pressure on the decision-making process from any number of angles and using power and force whenever it is available and necessary. Power and influence, once articulated, go through a complex process until policies are shaped, reshaped, and forged out of the competing claims of multiple groups. All this is a dynamic process, a process clearly indicating that the university is best understood as a 'politicized' institution - above all else the political university.

Similarly, in a study of administration in universities, Terry Lunsford¹ cited a growing separation of administrators from the academic community as the primary political cleavage within the university. In Nigeria, it has been observed that growth in size, increasing specialization of the administrative functions and emerging demands upon administrators as interpreters of the university role to outside observers are all responsible for the split.²

In coping with this conflict, administrators make attempts to remain in communication with students and faculty constituents. They try to operate rationally and to justify their decision upon the best interests of the institution, pretending that their authority is

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1. Terry F. Lunsford., "Authority and Ideology in the Administered Community", The American Behavioral Scientist, Vol. II, May/June 1965 pp. 5 - 8.
 2. See for example D.E. Ojutiku., The Relationship Between Academics and Administrative Staff in Selected Nigerian Universities. Unpublished Ph.D. Thesis, Department of Public Administration, University of Ife, 1986.

based on consensus within the university or their right to make decisions. But barely beneath the surface lies the inherently political nature of administrators decisions, which in reality are made from a substantial power base.

Although the pluralistic model within which we have subsumed both the political and conflict models, appears to be a more realistic account of the functioning of universities, it has the shortcoming of over-emphasizing the weak points of university organization to the detriment of those things that hold it together. In spite of the pluralities, conflicts, and political power plays, universities remain one of the few institutions that has not disintegrated despite centrifugal pressures. We are therefore faced with a dilemma. A model that accurately describes the nature of universities but which does not adequately explain the resilience of universities. As such we hesitate to rank the model very high although a leadership that operates under the assumptions of the model stands the chance of relatively good performance given other factors.

Fortunately however, another model has been proposed which provides a more progressive framework for analysis in that it incorporates all the models, yet it is able to hang together. It is called the complex organization model.

The Complex Organization Model

A very credible illustration of this view has been provided by Ronald G. Corwin.¹ He argues that although there is some degree of truth in all the models, and while recognizing that power and conflict underlie most of the models, it would be myopic to view universities solely as political, collegial, or bureaucratic systems. He holds that universities are composites of all the models. And that any one model by itself provides a vastly oversimplified description of universities. As the following analysis indicates, his conception includes elements of each of the other models.

As institutions have grown in size and complexity, they have organized hierarchically; even the faculty has had to structure itself bureaucratically in order to carry on its research, teaching and other works. Within the bureaucratic structure, some faculty members are able to relate to one another in a collegial form; the teaching staff elects faculty delegates to represent them on university governing bodies, and they staff committees that regulate the curriculum, research policy and the like. In practise these collegial committees supplement and sometimes come in conflict with the administrative sphere of authority. Moreover, the real faculty power is exercised by a small oligarchy of faculty members and with administrators.[2]

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1. Ronald G. Corwin., Education in Crisis... Op. Cit. pp. 65 - 110.
 2. Ibid., p. 70.

In short, in the modern university, there has been a merger of political, professional, and bureaucratic forms of governance. These competing models of governance clearly promote role conflicts and tensions. The leadership, faculty members, administrators, and students who subscribe to alternative models will have different, often contradictory expectations of one another.

Burton R. Clark¹ has also analyzed the complex nature of universities. He views universities as a cluster of sub-units that multiply with increases in size. Universities are portrayed as loosely joined federations of organizations. He notes a multiplicity of ambiguous goals and a change in academic roles from generalist to intense specialization. Students and faculty subscribe to numerous value systems, many of them centered around the individual disciplines. Authority within the universities is characteristically decentralized with the professor seeking autonomy from lay and administrative control. But at the same time, the rules and regulations and intense specialization are more characteristic of a bureaucracy. The collegi-

1. Burton R. Clark, "Faculty Organization and Authority" in J. Victor Baldridge., Academic Governance: Research on Institutional Politics and Decision-Making. Berkeley, McClutchary, 1971. pp. 236 - 250.

al and hierarchical structures supplement one another to form a dual decision making system; some decisions are made by professional peers and others by administrators. Often a struggle for control arises between the two groups.

The outcome of these struggles and accommodations have produced wide variations in styles of academic governance. This variation was reflected in McConnell's¹ review of studies of faculty roles at Berkeley, Fresno State, and Minnesota, all in the United States. Institutional growth caused all three institutions to organize bureaucratically and elaborate systems of committees introduced the element of representative governance in replacing the informal collegial academic community. In each institution, too, an oligarchy of tenured faculty tended to conduct business for their professional colleagues, faculty with dissenting views and younger faculty were therefore discouraged from effective participation. However, the formal relationship between faculty and administration varied with the institutions. At Berkeley, central administrative officers were excluded from participation on faculty committees and consequently

1. T.R. McConnel., "Faculty Government" in L. Hodgkinson and L.R. Meeth (ed)., Power and Authority: Transformation of Campus Governance. San Francisco, Jossey-Bass, 1971. pp. 100-109.

parallel structures of faculty committees and administration committees existed. This duality in structure fostered inconsistent decision-making and conflict between faculty and administration.

At Minnesota, faculty and administration participated together in joint committees, which produced a relatively high degree of trust in faculty-administration relationships. At Fresno State, although central administrative officers were ex-officio members of faculty committees, other variables, such as political intervention, administrative style, faculty unionism and governing board action produced conflicts.

Whether one or another form of governance dominates depends upon the particular circumstances. For example, the size of the university and the extent to which it is insulated from outside pressures seem to make major differences. Thus, one study found that the largest universities were centralized, with a center at the highest organizational level that served to mediate external relations, and yet simultaneously permitted the faculty to exercise considerable power over institutional policy.¹ The faculty was much more autonomous in large than in small institutions which

1. Walter P. Boland., "Size, Organization and Environmental Mediation; A Study of Colleges and Universities" in Academic Government... op. cit. pp. 69. 70.

had more hierarchical structures. The author concluded that size often forces universities to rely upon the professional expertise of professors; whereas in smaller institutions, administrators are in a better position to exercise control from the top.

Another writer speculates that the collegial model can be maintained only where the university is relatively autonomous and not subject to strong pressures from the environment.¹ Professional autonomy as could be expected would be low in local community colleges because many are financially dependent on a local school district, have their clientele entirely defined by law, and are faced with pressures towards vocational training and community service instead of the more traditional academic values. Such institutions tend to be bureaucratically controlled with work being highly standardized by means of formal contracts that usually specify not only the exact number of teaching hours but even the precise courses to be taught. Office hours are specified and checked; absences require permission from department chairmen; and there is very little freedom over financial matters. The faculty has very little control over

1. J. Victor Baldrige., "Environmental Pressure, Professional Autonomy and Coping Strategies in Academic Organizations" Academic Government ... Ibid, pp. 505 - 527.

major decisions, and there are few effective decision mechanisms for faculty input. In many ways the decision process is centralized in the administration and the departmental autonomy over hiring, promotion and tenure is very limited. Peer evaluation is not nearly as strong as in other types of schools, and these evaluations are not as much a part of the promotion and tenure scheme. In fact, promotions are usually based on standard time schedules, not on quality of performance, much as in the public schools.

At the other end of the continuum is the large private university with heavy endowments and individual research grants for financial support - Yale, Harvard and Stanford for example. The faculty in such institutions determine admission criteria and are strongly committed to academic freedom. They have an amazing amount of autonomy. There is less standardization of work: the teaching hours, course loads, office hours, contractual relations, and other symbols of standardization are ambiguous and vague, if not absent, allowing the professor the supreme right to be left alone. Control over major decisions is decentralized, and the faculty has great input through Committees, faculty senates, and autonomous departments. Hiring, promotion and evaluation of faculty are reserved to the faculty itself. Any intrusion into

these realms is strongly and usually successfully resisted. The freedom from environmental influence allows enormous freedom for the faculties in such universities.

We have gone to this length in order to demonstrate the complexity of universities as organizations. And the complex organization model of universities does this aptly in contradistinction to the other models. The model therefore sets the stage for a meaningful analysis of leadership within the Nigerian university setting. And given the exposition of universities by the proponents of the complex organization model, it seems clear that a one best way of exercising leadership within universities does not exist. Therefore, it is only logical that the situational/contingency approach which posits that different leadership styles could be effective given the situation, be adopted as the research approach.

On Leadership in the Nigerian University System

The existing literature on the Nigerian University system is still very modest. And much of what has been written is largely historical although some works exist which grapple with particular management problems and policy issues. However, very little has been written on the leadership of the system. On performance

assessment, much of the works available are micro and quantitative. Works that are macro and qualitative are rare.

However, we want to note that the historical works are of value to this study to the extent that they provide background information on the issue we are investigating. Other works that are not historical but touch at least peripherally on leadership include some published and unpublished conference proceedings, journal articles, visitation reports, reports of commissions of inquiry or panels set up by government to investigate certain issues, government publications, calendars and handbooks of the various universities, and official speeches and addresses by Vice-Chancellors.

The relevant historical works include those of K. Mellanby,¹ E. Ashby,² A. Babs. Fafunwa,³ N. Okafor,⁴

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1. K. Mellanby., The Birth of Nigeria's University, London, Methuen, 1958.
 2. E. Ashby., African Universities and Western Tradition, London, Oxford University Press, 1964.
 3. A. Babs. Fafunwa., A History of Nigerian Higher Education, Lagos, Macmillan, 1971.
 4. N. Okafor., The Development of Universities in Nigeria, London, Longman, 1971.

Ajayi and Tamuno,¹ A. Akintoye,² P.L. Van der Berghe,³ C. Ike,⁴ Thakur and Aminu,⁵ Aderibigbe and Gbadamosi⁶ and Omosini and Adediran.⁷ Essentially these works collectively detail the circumstances surrounding the establishment of the universities, their growth stages and problems and in the process touch on areas where Vice-Chancellors have either played relatively negative or positive roles in the evolution of the institutions. However there is no overt attempt at performance assessment of the institutions or of their leadership. Some of the works touch on role conflicts

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1. J.F. Ade-Ajayi and T. Tamuno (eds)., The University of Ibadan 1948-73: A History of the First Twenty-Five Years. Ibadan, Ibadan University Press, 1973.
 2. S.A. Akintoye., Ten Years of the University of Ife Ile-Ife, University of Ife Press, 1973.
 3. P.L. Van der Berghe., Power and Privilege at an African University. London, Routledge and Kegan Paul, 1973.
 4. C. Ike., University Development in Africa: The Nigerian Experience. Ibadan, Oxford University Press, 1976.
 5. A.S. Thakur and D.M. Aminu., University Education in Nigeria. New Delhi, National Publishing House, 1981.
 6. A.B. Aderibigbe and T.G.O. Gbadamosi (eds); A History of the University of Lagos - 1962 - 1987. Lagos, University of Lagos Press, 1987.
 7. O. Omosini and B. Adediran (eds)., Great Ife: A History of Obafemi Awolowo University, Ile-Ife, 1962-1987., Ile-Ife, Obafemi Awolowo University Press, 1989.

especially between the Vice-Chancellors and Principal Officers, councils and state authorities but the practical import of such conflicts on institutional performance have not been seriously addressed.

On policy and management problems, the works of Jibril Aminu¹ are perhaps the best available. However, they reflect the point of view of officialdom, and thus apart from a few cases, not much emerges in terms of leadership and institutional assessment.

There are, however, some other works which attempt to link leadership with performance. For example, some have argued for a review of the roles of principal officers of the universities and/or their mode of appointment. Behind such recommendations is the implicit assumption that the quality of leadership and proper delineation of roles will to a large extent impinge on the performance of the universities. Such assumptions can be seen in among others, the report of the Visitation Panel to the University of Ife in 1974², the Public Service Review Commission Main Report of

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1. See for example, Jibril Aminu., Quality and Stress in Nigerian Education, Maiduguri and Zaria, University of Maiduguri and Northern Nigerian Publishing Company, 1986.
 2. Western State of Nigeria., Report of the Visitation Panel to the University of Ife, 1974. Ibadan, Sketch Publishing Co. 1974.

1974¹, Adamolekun and Gboyega,² E.O. Adetunji,³ A. Babs Fafunwa⁴ and the Report of the Presidential Commission on Salary and Conditions of Service of University Staff of 1981⁵ amongst others. A major limitation of these works is that they tend to be more prescriptive than objective assessment of the situation. A detailed review is not considered necessary since constant reference will be made to them in other parts of this work.

The paucity of the works briefly alluded to here indicates that the issue of leadership vis-a-vis performance in Nigerian Universities is an area that has not received much attention. Hence the need for this study is further justified.

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1. Federal Republic of Nigeria., Public Service Review Commission - Main Report. Lagos, Federal Ministry of Information, 1974. Ch. 14.
 2. Ladipo Adamolekun and Alex Gboyega (eds)., Leading Issues in Nigerian Public Service. Ile-Ife, University of Ife Press, 1979. Ch. VII.
 3. E.O. Adetunji (ed)., Committee of Registrars of Nigerian Universities (CORNU): Proceedings of the Second Workshop. 7th - 11th September 1981. Ile-Ife. Pp. 30-43.
 4. A. Babs Fafunwa., "The University of Ife, Nigeria" in T.M. Yesufu (ed) Creating the African University: Emerging Issues of the 1970's. Oxford University Press, 1973. pp. 129 - 130.
 5. Federal Republic of Nigeria., Report of the Presidential Commission on Salary and Conditions of Service of University Staff, Lagos, Federal Ministry of Information, 1981.

In the next chapter, we intend to examine the Nigerian University system in an historical and organizational perspective drawing on comparative experiences where necessary.

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CHAPTER FOUR

THE NIGERIAN UNIVERSITY SYSTEM:
AN HISTORICAL AND ORGANIZATIONAL ANALYSIS

In the second chapter of this work, we attempted a review of the literature on Leadership and approaches to its study. Our findings were to the effect that while leadership is a very complex phenomenon that defies even a commonly accepted definition, scholars in the field have tended to cluster around three broad approaches in its study. These are: the traits approach, the behavioural approach and the situational/contingency approach.

We however adopted the situational/contingency approach in this study partly because it seems to be the most progressive and productive in terms of research. And partly because, its assumptions dovetail into our conception of universities as complex organizations - a point of view adopted from the third chapter on models of university organization, with the proviso that the assumptions of the model and its leadership implications deduced theoretically, await empirical validation in this work.

In the concluding part of the review, we considered the literature on leadership and performance in the Nigerian university system and drew the conclusion that not much has been done in the field.

Thus this work attempts to compensate for the limitations of scholarly works in the field.

In the subsequent chapters, we intend to examine the relationship between leadership and organizational performance in Six South-Western Nigerian Universities. To do that however, it would be appropriate to have an understanding of the Nigerian University system which we treat in this chapter in an historical and organizational perspective.

A Brief History of the Nigerian University System

Since the history of the Nigerian University System has been competently addressed by various authors,¹ the purpose of this discussion is primarily to draw out some relevant information germane to this work.

In comparative terms, the Nigerian University system is a very young one. Using our cut-off date of 1986, the oldest University in the system is only 38 years old. This of course is the University of Ibadan established as a University College in special relationship with the University of London in 1948.

1. For competent historical accounts of Nigerian Universities; see for example; K. Mellanby, E. Ashby, A. Babs. Fafunwa, N. Okafor, Ajayi and Tamuno, A. Akintoye, P.L. Van der Berghe, C. Ike, Thakur and Aminu, A. Aderibigbe and T.G.O. Gbadamosi, O. Omosini and B. Adediran ... Op Cit. among others.

But if we use the outcome of the Ashby Commission as the starting point of Nigerian Universities as some scholars have argued,¹ then Ibadan has to give way to the University of Nigeria Nsukka founded in 1960 and approved by Ashby the same year. According to this reasoning, Ibadan would therefore assume the fifth position since it was in 1962 that it was 'granted' independence by the University of London after the establishment of Ahmadu Bello University, Zaria (1962) University of Ife (1962) and the University of Lagos (1962). If the Nsukka primacy thesis is accepted, then the Nigerian University System was 26 years old in 1986.

The respective ages of our cases would be as follows;

- | | | | |
|-----|--|---|--------------|
| (1) | Obafemi Awolowo University Ile-Ife | - | 24 years old |
| (2) | University of Lagos, Lagos | - | 24 years old |
| (3) | University of Benin, Benin-City | - | 16 years old |
| (4) | University of Ilorin, Ilorin | - | 11 years old |
| (5) | Federal University of Technology,
Akure | - | 5 years old |
| (6) | Bendel State University, Ekpoma | - | 5 years old |

1. A. Babs Fafunwa is a leading member of this school. Source, Interview, 21/11/89. See also N. Okafor, Op. Cit.

Given the relative youth of Nigerian Universities therefore, it might be argued that not much can be gained by attempting a performance assessment since it takes Universities many years to mature. While conceding that this is a reasonable argument, we agree with the view expressed by the late Professor H.A. Oluwasanmi in 1972 and 1980. While referring to Alfred North Whitehead's contention that "... about three hundred years for a university are the periods required for the attainment of mature structures", Oluwasanmi avered:

Of course, we in this part of the world never had the leisure to follow this pattern of growth in the development of our universities... In the face of mounting social pressures, we had little choice but to compress into a few short years developments which took others centuries to achieve.[1]

The differences in the ages of our cases also present problems of comparison. As we noted in chapter one however our first two cases, (Ife and Lagos) share the same age and are therefore comparable. Our third and fourth cases (Benin and Ilorin) are sufficiently close to permit simple comparison. Our fifth and sixth cases (Akure and Ekpoma) are of the same age and therefore comparable.

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1. H.A. Oluwasanmi "The University of Ife in the 21st Century" 1980 Convocation Lecture, Friday 11th December, 1980. pp. 3-4.

Apart from the differences in age, there are also, philosophico-political differences. Our first three cases are conventional first generation universities with rapid manpower development as their primary raison detre. The University of Ilorin (like her six 'sisters') is a second generation conventional university founded primarily in response to equity-cum federal character considerations. The Federal University of Technology (FUT) Akure was founded in response to the thrust for technological development - a task which the conventional universities had apparently failed to achieve. And Bendel State University Ekpoma represents a political decision by a state, whose government at the time had free education at all levels as one of its cardinal programmes and also to cater for the needs of qualified indigenes of Bendel State who could not be admitted into federally owned universities as a result of discriminatory admissions policies designed to help indigenes of educationally disadvantaged states secure admission which would have been denied them if merito-cratic considerations alone were to guide admissions.

These differences apart, Nigerian Universities all share the defining characteristics of Universities as outlined by Haskins,¹

First, the very name university, as an association of masters and scholars leading the common life of learning... Next, the notion of a curriculum of study, definitely laid down as regard time and subjects, tested by an examination leading to a degree as well as of the degrees themselves... Then the faculties, four or more, with their deans, and the higher officers such as chancellors and rectors... (and finally) the training of scholars and the maintainance of the tradition of learning and investigation.

The organizational pattern of Nigerian Universities to be analyzed below lends some degree of credence to this view.

Legal Basis of the Nigerian University System

The institutions comprising the Nigerian University system² were established by various legislative instruments like ordinance (under colonial rule), legislative Acts and Laws (under civilian administrations); Decrees and Edicts (under military regimes). Although the sources differ, and the inception instru-

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1. H.C. Haskins, The Rise of the Universities, Cornell, 1963, P. 4. Quoted in N. Okafor Op. Cit, p.4.
 2. See chapter one for a complete list of Nigerian Universities.

ments have undergone several amendments, their collective character indicate that they have the same basis in Law. The only major difference discernible among Nigerian Universities is the fact that some are owned by the federal government while others are owned by state governments. Privately owned ones were abolished by the Buhari Administration in 1984.

For our purposes, the basic instruments setting up the various universities as well as subsequent amendments will be referred to in this work as the 'constitution' of the relevant university. It is necessary to state at the outset that no Nigerian University owes its existence to the basic Law of the nation - the constitution. While this observation may make some difference in more developed and stable polities, it has been argued and we agree that in a situation like Nigeria's, it does not make much of a difference.¹

Suffice it to say however, that the constitutions of Nigerian Universities grant them juridical status and establishes the general structure

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1. W.B. Harvey's point is that constitutional protection could have saved Nigerian and African Universities from political interference, but that even the constitutions of African States are themselves not sacrosanct. For details, see his, Freedom, University and the Law Lagos, University of Lagos Press, 1978.

for their governance. Specifically, they provide for the legal status of the university as a juristic person, the appointment of principal officers, statute making powers, mode of alteration of the constitution, the establishment of internal governing bodies as well as the relationship between the university and its proprietor.

Of our cases, Ife was established by an Act of the defunct Western regional parliament in 1962 but its enabling law is the University of Ife Edict, No 4 of 1970 which has been amended by the University of Ife (Transitional Provisions) Decree No. 23 of 1975 which converted it to a federally owned institution, and the University of Ife (Transitional Provisions) amendment Decree No. 6 of 1988 which gave legal effect to the change of name of the institution to Obafemi Awolowo University, Ile-Ife in honour of the first premier of the defunct Western Region and first Chancellor of the University, Late Chief Obafemi Awolowo.

The University of Lagos was established by an Act of the federal parliament in 1962. But its enabling law is the University of Lagos Decree No. 3 of 1967 (University of Lagos Act 1967). The University of Lagos (Amendment) Decree No. 12 of 15th March, 1972, introduced provisions in relation to the conduct of visitations into the affairs of the university and in

relation to the appointment and tenure of office of the chancellor, the pro-chancellor and the Vice-Chancellor of the University. While the University of Lagos (Amendment) Decree No. 27 of 29th August 1975 abolished the College of Education, and made consequential provisions in the areas of staff, property and other connected matters.

The University of Ilorin, started off as a College of the University of Ibadan in September, 1975 and became a full-fledged university on 1st October, 1977. Its enabling law however is the University of Ilorin Decree No. 81 of 28th September, 1979.

The University of Benin was established by the University of Benin Edict No. 3 of 1975 although it had commenced operations in 1970 as the Midwest Institute of Technology and granted University status by the NUC in 1971. The University of Benin (Transitional Provisions) Decree No. 20 of 19th August, 1975, effected the transfer of the University to the Federal Government.

The Federal University of Technology (FUT) Akure among others, has as its enabling law, the Federal Universities of Technology Decree No. 13 of 1986 although it had been operating under a provisional Act of the National Assembly enacted in 1981. Finally, the Bendel State University, Ekpoma was established through an Act of the Bendel State House of Assembly of July

14, 1981 but with retrospective effect from 1st January 1981. This was amended by a Bendel State University Ekpoma Edict No. 3 of 1985 but with effect from 1st September, 1984. The upshot of the amendment Edict was (a) the abolition of the collegiate system and the establishment of Faculties and (b) the closure of the erstwhile Colleges of Agriculture and National Resources, Education, and Medical Sciences.

The legal basis of all Nigerian Universities is usually summed up by the traditional, simple sounding but technical phrase;

... University shall be a body corporate with perpetual succession and a common seal and may sue or be sued in its corporate name. [1]

As avered in the introductory chapter, there exists a dynamic relationship between leadership and the goals and purposes of an organization. It would be necessary therefore to explore the goals and purposes of Nigerian Universities, then proceed to explore the academic and administrative machinery over which the Vice-Chancellor presides as the leader towards the pursuit of the goals and purposes thus identified.

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1. This phrase which is present in all the constitutions of Nigerian Universities, makes them legal persons with rights, privileges, obligations and responsibilities of a person under the supreme law of the land.

Goals and Purposes of Nigerian Universities

Nigerian Universities share with their counterparts world-wide the tripartite goals of teaching, research, and public service. With minor variations and elaborations, these constitute the goals set out for each of the universities in their constitutions. By the 1970's however, a decade after Ashby, it was felt that these goals be further elaborated in tune with the pressing needs of the nation. Thus in the National Policy on Education¹ formulated in 1977 and revised in 1981, it was explicitly stated:

The teaching and research functions of the higher educational institutions have an important role to play in national development particularly in the development of high level manpower. Furthermore, universities are one of the best means for developing national consciousness.

The policy document further declares that Higher Education should aim at:

- (a) the acquisition, development and inculcation of the proper value-orientation for the survival of the individual and society;

1. The Federal Republic of Nigeria; National Policy on Education (Revised), Lagos, N.E.R.C. Press, 1981, Pp. 22. ff.

- (b) the development of the intellectual skills which will enable individuals to understand and appreciate their environments;
- (c) the acquisition of both physical and intellectual skills which will enable individuals to develop into useful members of the community;
- (d) the acquisition of an objective view of the local and external environments.

These goals are to be pursued through:

- (i) Teaching;
- (ii) Research;
- (iii) The dissemination of existing and new information;
- (iv) The pursuit of service to the community;
- (v) Being a store house of Knowledge.

Of the goals enumerated above, item (a) which squares up with the 'National consciousness' role mentioned earlier are subjects of controversy. This controversy is grounded on three concerns. The first relates to the fact that there does not exist at present any value consensus in the Nigerian Society worth acquiring, developing and inculcating. Second, the whole question of value inculcation smacks of indoctrination which is quite alien to a community of critical inquiry, where

values are more often than not, the very subject of critical inquiry. And third, if all these are aimed at inculcating 'national consciousness', the university cannot perform such a role. As W.B. Harvey has argued, modern psychiatry has demonstrated that by the time a person gets into the university, his value system has been developed to such an extent that, it is neither possible nor desirable to ask universities to shape the values of its wards towards a pre-determined value system.¹

However, this is just a restatement of the in-loco-parentis and in-statu-pupillari doctrine which is a de-facto relic of the past that has been jettisoned in favour of the contract doctrine. It is reasonable to suppose that this archaic doctrine must have informed the Abisoye Panel's remark about "teachers not teaching what they are paid to teach", government's general hostility towards leftist scholars and ideas, the threat to hold teachers partly accountable for students militancy, and the serious efforts being made to protect female students from sexual harassment by academic staff.

In fact, Professor Ojetunji Aboyade has wondered whether the nation is not demanding too much of and

1. For details of Harvey's argument, see his, Freedom, University and the Law. Op. Cit.

expecting too much too quickly from its university system, against the realities of its present and foreseeable level of economic and social development. In his opinion, the wide multiplicity of objectives may thus itself constitute a hinderance to effective performance.¹ He argues thus:

Any cursory look at the document on the New National Policy on Education would reveal that what the country seeks from its universities is a formidable task indeed ... the provision of high-level manpower, the acquisition of new knowledge, the diffusion of knowledge information and the harnessing of professional expertise. From teaching and training a wide field of skills to the undertaking of creative research that advances the frontiers of knowledge, they are also expected to be both locally relevant and be universally respectable. They are to perform both elitist educational functions as well as fulfill populist educational demands: in the one, they are to transmit high culture and create new knowledge; in the other to respond to the great pressures from the nation for practical skills and cognitive training. Above all, the universities impose on themselves the simultaneous responsibility of not only serving the existing society but also the duty of changing it. They are committed not only to facts but also to values; and are in pursuit not only of truth but also of social action. Yet, academics of today are only mere mortals, often at best only average mortals.[2]

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1. O. Aboyade; "The Making and Un-Making of Nigerian Universities" University of Ilorin, Nigeria, the Ilorin Lecture, 1982 (Foundation Day and Convocation Ceremony) 25th October, 1982 P. 41.
 2. Ibid ... Pp 41 - 42.

Delivering his verdict, Aboyade quoted Clark Kerr:

A University anywhere can aim no higher than to be as British as possible for the sake of the undergraduates, as German as possible for the sake of the graduates and the research personnel, as American as possible for the sake of the public at large - and as confused as possible for the sake of the preservation of the whole uneasy balance.[1]

This is of course eloquent testimony to the predicament of Nigerian Universities given their goals and purposes.

As the purposes and goals earlier stated indicate, the Nigerian University can by no stretch of the imagination be seen in the classic sense - assigned broad goals with wide latitude as to their realization. Rather, what the Nigerian university represents is a fulcrum of activities with very close and interwoven connections and interpenetrations with Government, its agencies, and the private sector. In the light of the bounded freedom and autonomy of the university, the leadership position of the Vice-Chancellor assumes very complex dimensions. Although ultimately responsible for the work of his university, he must perform his role in spite of, and within the ambit of pre-ordained relationships and functions -relationships and func-

1. Ibid.... Pp 42 - 43. See also; Clark Kerr, The Uses of the University ... Op cit.

tions which can largely be seen as antagonistic to the classic idea of the university. As we shall later argue, this complex, places enormous burdens as well as opportunities before the Vice-Chancellor, which call for very unique qualities if the Vice-Chancellor's leadership role is to be meaningfully performed at all. But before going into that aspect of the work, we look first at the governing structure and decision making processes in the universities to examine the constraints as well as the opportunities provided by the internal environment, in the performance of the leadership role.

Governing Structure

The Visitor:

The Visitor (Head of the Federal Government in the case of Federal Universities and State Governors in the case of state universities) is at the apex of the governing structure of Nigerian universities and this perhaps gives Nigerian universities their distinctive stamp. For, as William B. Harvey opines:

The feature of Nigerian University governance today which establishes its distinctive character is the emergence of the central, powerful role of the Visitor.[1]

1. W.B. Harvey; Op. Cit. p. 41

He explains further:

Developed as a common law institution to provide oversight for ecclesiastical and eleemosynary corporations, the visitor found his principal functions in assuring that the corporation adhered to its proper purposes and in settling internal disputes so as to avoid delay, expense and unseemliness of litigation in the courts. Since a common Law of visitors was well-developed long before any of the cut-off dates in the various African reception Acts, it presumably was available for application in all the former British dependencies unless the judges deemed the relevant common law rules inappropriate for African circumstances and therefore subject to rejection or modification... however, no visitor to university or any other corporation had appeared in the African law reports until he made his dramatic appearance in Nigeria.[1]

The Visitor first appeared at Ibadan, the Governor-General being named to that office in the University College by the ordinance of 1954. Presently, all Nigerian Universities have the office of the Visitor, who wields enormous powers as befit the sole owner of an enterprise. At Ibadan, the Visitor had the general power to direct a visitation, at such a time and in such a manner as he deemed fit, in order to assure the College's effective fulfillment of its objectives. In addition, he was granted specific powers to appoint the chairman of the council, and the chancellor, to give or withhold his approval of the

1. Ibid.

council's appointment and dismissal of the Principal (as the Chief Executive of UCI was then called), to make final and dispositive interpretations of the basic college constitution and statutes, and to appoint to council one member in addition to his other appointees who served on that body ex-officio. While in some instances enjoined to consult the council, the senate, or both, the Visitor in the exercise of all his powers was authorized to act in his sole and absolute discretion.¹

There is some variation in theory in the degree of detail with which such powers are articulated in the university constitutions, the relevant provisions in the University of Nigeria being the most skeletal and those in Ife probably the most extended.² Where the powers are detailed, they tend to follow the early Ibadan pattern: to conduct or authorize others to conduct visitations, to appoint and remove key University Officers. Ultimately to control the content of university statutes, to exercise important appellate powers over determinations of the council relating to

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1. Ibid. P. 42. For details, see University College, Ibadan, Ordinance, 1954, Secs. 6, 9(2), 10(1), 18(2), 19, 25 and in the Schedule, statute 3. In the University of Ibadan Act, 1962, see Secs 8, 9, First schedule, paragraph 1.
 2. See Ibid. Harvey's observation is supported by a simple comparison of the relevant constitutions.

staff grievances, and directly or indirectly to determine the majority composition of the council.

It has been argued by W.B. Harvey that this constitutional arrangement would readily facilitate the deprivation of institutional autonomy and academic freedom. And it does. Three features of the Visitorship are identified which dramatically present the hazard of extreme control.

First, the office of Visitor as now constituted brings into its domain a remarkably diverse collection of governance powers. Among them one can readily identify legislative powers with respect to university statutes, executive powers over key appointments and dismissals, and judicial or quasi-judicial powers in interpreting the law of the university and resolving disputes. Further, the ill-defined power to visit and inquire at anytime hovers like a "brooding omnipresence in the sky" over the university and its members. As W.B. Harvey has further put it:

No absolutist or inflexible doctrine of separation of powers need to be invoked to ground a concern, in either the polity or the university, over the concentration in a single functionary of governance prerogatives as embracing as those of the Visitor.[1]

1. W.B. Harvey; Ibid. p. 42

Second, the allocation of power seem clearly intended to be coupled with a wide discretion in their exercise. The old University College, Ibadan ordinance stipulated that the visitor, though occasionally called upon to consult others, should finally exercise his powers "in his sole and absolute discretion". Recent legislation appears to favour the more subtle form of making the exercise of visitatorial powers dependent on strictly subjective criteria; for example, to remove an officer "if it appears to the visitor" that he should be removed on certain grounds, or in exercising his appellate powers to "confirm, vary or quash... and remit... with such directions as (he) may think fit..."¹

The question is therefore put: who is the authority in whom these extensive, largely discretionary powers have been reposed? Harvey who posed the question also answers it. In his words, the answer to that question defines the third disturbing feature of the Nigerian Visitorship. His answer to the question is that since the first appearance of the office, visitatorial powers have been lodged with those who exercised general political and governmental powers as well.² This pattern was established during the

1. Ibid. See also, relevant constitutions.

2. Ibid. p. 44.

colonial period when the Governor-General was designated as visitor at Ibadan. With the attainment of political independence, visitorship shifted to the Prime-Minister at Lagos, the Governor-General before 1963 at Ibadan and the Regional Governors at Ife, Zaria, and Nsukka when the military assumed power. With the take over of the regional universities by the Federal Government in 1975, the Head of State became their Visitor as well. With the establishment of universities by some state governments during the civilian interlude between 1979 and 1983, the respective state Governors became their visitors.

The crux of the matter appears to be the creation of governance mechanisms allocating broad discretionary powers over the university to those who may be, not only insensitive to its special ethos and needs, but also vulnerable to the temptation to deal with it as only one aspect of the general political and governmental matrix.¹ Just as the case with political and administrative institutions, Harvey argues that the importation into Africa of formal university offices and powers stripped of the conventions that guide and restrain them in England, poses a grave risk to university autonomy and academic freedom and not in the

1. Ibid. P. 44. Professor Tamuno makes the same point in a book manuscript titled Nigerian Universities: Their students and their society. (1988).

interest of the universities. Apart from the powers inherent in the office of Visitor, the political head of the nation has unfettered powers (especially when he is a military leader) over the universities as public institutions, and their staff as public officers. Thus under the omnibus 'national' or 'public' interest doctrine, the Universities are completely subject to the whims and caprices of the Head of State, Court rulings notwithstanding. By no stretch of the imagination, therefore, can the visitor as defined be said to represent the best interests of the universities. Yet it is to him that the Vice-Chancellor is ultimately responsible.

The Chancellor

The chancellor is the ceremonial head of the university. He is appointed and subject to removal by the Visitor. He does not have any concrete functions except when he is present to preside over the award of degrees at convocation (graduation) ceremonies. It is a honorific and patronage office. Although not stated anywhere, the universities expect their Chancellors to use any influence they have with the political leaders of the day in favour of their institutions. This is more relevant in times of crisis when formal channels of communication and crisis resolution fail. Hence all

the universities actively desire the appointment of highly respected figures in society as their Chancellors. It is gradually becoming the norm to appoint powerful traditional rulers to this office. Their efficacy as informal arbiters between government and the universities cannot easily be determined due to the confidentiality and informality surrounding the whole process. The actual governance of the university is therefore a partnership between two bodies, Council and Senate.

The Council

The senior partner in the governing process in Nigerian Universities is the Council. In theory, the council is the supreme policy making body on all matters except those that are academic in nature which belong exclusively to Senate-in-theory. (We use the term "in theory" because in practice, extra-university bodies wield immense powers in all spheres). The role of the Visitor has been touched on earlier. Other powerful bodies include the National Universities Commission (NUC) and the Joint Admissions and Matriculation Board (J.A.M.B). Senate's power over academic affairs is however limited when one introduces the doctrine of financial implications of academic matters. The Council has as Chairman, the Pro-Chancellor, who is a government appointee. He does not however have any

direct responsibility for the day-to-day administration of the university. The council has the responsibility for ensuring that funds procured from Government through the National Universities Commission and other sources, are prudently expended on property as well as academic programmes and projects which have emanated from the academic and service units of the university. Since the Federal Government took over all the universities (except the newly established state-owned ones) in 1975, the composition of the councils has been standardized with minor variations. In the present order, Government appoints between six and eight members in addition to the Pro-Chancellor. The Vice-Chancellor and his Deputy are members ex-officio. Other members are elected by Senate and congregation. In some institutions, the President of the alumni association is automatically a member, while the Registrar serves as secretary.¹

A joint committee of Council and Senate is theoretically responsible for making recommendations to the Visitor regarding the appointment of the Vice-Chancellor. The Visitor is not bound to accept such recommendations as argued earlier. In fact cases exist in which the Visitor not only rejected such recommenda-

1. For details, see the current Calender of each of the Universities under consideration.

tions, but appointed Vice-Chancellors from outside the institutions concerned. Council also acting in concert with Senate has responsibility for the appointment of the Registrar.

Since Council meets at least thrice a year, much of its work devolves on its committees which are empowered to act on its behalf or make recommendations to be considered by the full council. The composition of Council shows clearly that it is loaded in favour of government. Consequently, the influence of elected members is limited. This has been and continues to be a source of discontent in academic circles. The rationalization that lay council membership ensures not only management expertise but also promotes accountability and responsiveness does not actually hold in the Nigerian setting. Just as the Northcote-Trevelyan¹ conception of the permanent secretary in Britain proved a mirage in Nigeria, the qualities expected of Council members in line with the practice in the metropolitan countries, does not hold in Nigeria. In fact most Nigerian councils appear to have condoned and abetted mismanagement as well as serving

1. The Northcote-Trevelyan conception sees permanent secretaries as loyal, silent and confidential advisers to their Ministers. The 'Super permanent Secretaries' of the Gowon Regime in Nigeria, made nonsense of this conception.

as 'rubber stamps' to the illegalities of government and Vice-Chancellors. In cases where council members have attempted to play their roles in line with the constitutional prescriptions, some Vice-Chancellors often succeed in seeking political assistance in having their way.

In theory, council makes policies and these are implemented through its committees and the principal officers of the university. Some of the committees of council include the Finance and General Purposes Committee, Ways and Means Committee and Tenders Board. These Committees normally chaired by the Pro-Chancellor are supposed to advise council on matters relating to the finances, accounts, investments, property and other financial affairs of the university, finding ways and means of raising more funds for the university, and awarding contracts for buildings and other physical projects in the university. The decisions of these committees are normally subject to council approval but between meetings of council, the Chairman may act on its behalf and report such action at the next meeting for ratification. But in some cases, even these elementary procedures are subverted.

Council is also responsible for the personnel policies of the university. All appointments both academic and administrative, promotions, as well as

disciplinary measures are subject to ratification by council. Thus although council is barred from academic affairs, it does interfere via its fiscal and personnel management powers.

The Registrar, is constitutionally the Secretary to Council. It is from this secretarial role that the Registrar and his administrative subordinates derive their raison_detre in the life of the university.

The Senate

The Senate constitutes the junior partner in the governance of the university. Senate is however the supreme academic policy making body in the university. The Vice-Chancellor is chairman of Senate. Composition of Senate in Nigerian Universities is not standard. But in most of them, membership comprises of all full Professors, all Deans of Faculties/Schools (usually but not always professors) all Directors of Institutes, all Provosts of Schools and Colleges (where such exist), all Heads of Departments and acting Heads (normally not professors), a specified number elected by congregation, the University Librarian (in some Universities), and the Registrar serving as Secretary. The functions of Senate are spelt out by statute. Although mainly academic in nature, matters which are not strictly

academic and do not impinge on the functions of Council are also included.

Due to its large size, much of the work of the Senate is delegated to various committees and sub-committees, such as the committee of Deans and the Business committee of Senate, which between them, vet the agenda coming before the full Senate. The clearing house function of these committees, although successful in reducing the work load of Senate has to a significant extent turned it into a mere ratificatory body in most cases.

The Vice-Chancellor derives immense powers from his role as chairman of Senate.¹ In universities where non-professorial heads of departments are members of Senate, and where professors are few, the Vice-Chancellor tends to command a majority since the heads of departments are invariably his appointees. The Vice-Chancellor may also control what comes before senate through his nominees in key committees of Senate especially the Business Committee.

Since Senate is ultimately responsible for all academic matters, it has a network of committees to facilitate this task. This may involve deciding the

1. For an elaboration of the uses and abuses of Chairmanship see G. Moodie and R. Eustace; Power and Authority in British Universities; London, Allen and Unwin, 1974. P. 129 ff.

grouping of departments under faculties, entry requirements (although the Joint Admissions and Matriculation Board (JAMB) has infringed on this area of senate's prerogative) curriculum, and graduation requirements. Through committees like the Development committee and the Academic Planning sub-committee, it receives advice on new academic programmes or desirable changes in the academic and administrative structures of the university. The sheer bulk of Senate agenda, the variety of topics coming before it and the size of its membership, make in-depth debate of all issues impossible. Thus it delegates much of its decision-making responsibility to its committees whose recommendations it then approves, amends or rejects.

The Registrar as Secretary to Senate has responsibility to provide secretarial support to all committees of Senate through his subordinate administrative officers who in turn derive their status and general raison d'être in the university from the Registrar's position. The Registrar and his staff thus derive their role from both Council and Senate. The sub-systems of Senate are Faculty Boards, and departments and like all other committees are serviced by the Registrar's agents.

The Faculties

As mentioned above, the size of Senate and the unwieldy nature of its agenda has resulted in the delegation of some of its responsibilities to among others, the departments which are organized into Faculties. The Faculty is headed by a Dean who is a Professor. (If there is no Professor in the Faculty, the Vice-Chancellor may either appoint a professor from outside the Faculty, or a senior member of the Faculty to act as Dean). The Dean is usually elected for a two year term. He may stand for re-election for another two year term after which he would not normally be eligible for election until after the expiration of another two years.

The Faculties are a means of co-ordinating departments whose work are closely related and they derive their powers which are exercised by the Faculty Boards from Senate. Proposals from departments are routinely processed at Faculty Board level before going to Senate via the Committee of Deans as recommendations. Non-Professorial members of the Faculty have an opportunity to contribute to, or participate in academic decision-making process at this level.

A senior administrator is usually assigned to the Faculty as Faculty Officer, and serves as Secretary to

the Faculty Board and all its committees as well as heading the administrative machinery.

The Departments

The last but not the least key unit in the university governing structure is the department which serves as the basic unit of participation in university government. Each department is generally organized around an academic discipline and is presided over by a Head of Department. Traditionally, only Professors are appointed Heads of Departments. But with moves towards the involvement of non-professorial academic staff in university governance, non-professorial academic staff can be made Heads of Departments in an acting capacity. The Head of Department is usually appointed by the Vice-Chancellor after consultation with the Dean of the Faculty although he is not bound to accept the Dean's recommendations. Professors who are appointed Heads of Department usually serve for a three-year term while non-professorial academic staff appointed to the office serve for a one year term although he may be re-appointed for as many terms as the Vice-Chancellor pleases.

Each department is responsible for initiating measures (subject to university-wide guidelines) regarding course content, allocation of lectures and tutorial schedules to individual lecturers, admission

and examination of students, appointments, promotion and discipline of staff. Most of these decisions are normally taken at departmental meetings, which are usually open to all academic members of staff. The degree of openness may however vary from department to department.

The Head of Department is the department's spokesman in superior bodies like the faculty board and Senate. He is also the chief executive of the department, responsible to Senate through the Vice-Chancellor, for the proper functioning of the department in all its ramifications. In essence then, departments are the 'building blocks' of the university's academic and administrative structure. The department also represents 'grass-roots' democracy in the university setting since virtually all academic members of staff participate vigorously in the decision making process at that level.

The purely administrative functions of the department are performed by the Head of the department in collaboration with middle level executive and secretarial officers drawn from the Registry. Much heat has been generated however by the non-elective status of the departmental head. Apart from the abuses to which the Vice-Chancellor can subject his appointive powers, legitimate questions can be raised why the departmental head should be appointed whereas the Dean

of a Faculty is elected and there is some measure of democracy in the appointment of the Vice-Chancellor. Needless to say, the calibre of the departmental head and his relations with other staff members, is a good measure of judging the health of the university and the leadership quality of the Vice-Chancellor.

In the Federal Universities of Technology (FUT's), the School is the equivalent of Faculties in the conventional universities. But it represents only a difference in terminology.

In outlining the formal organizational structure, we have given greater prominence to a discussion of the academic organization while touching only on aspects of the administrative structure. We shall now focus on the administrative structure in the next subsection.

Administrative Organization

As already discussed, Council and Senate and their respective committees are responsible for policy formulation while the work of servicing the decision-making process, and thereafter implementing settled policies and decisions, falls on a corps of permanent, full-time administrative staff. In discussing the administrative organization however, the starting point must be the Vice-Chancellor, who is not only the Chief executive of the University but is also considered the Chief academic and Administrative Officer, as a reflection of the dual nature of his expressed functions.

The Vice-Chancellor

The powers of the Vice-Chancellor tend to be vaguely defined in Nigerian universities. The constitution of Obafemi Awolowo University, Ile-Ife, for instance states that:

the Vice-Chancellor shall exercise general supervision over the university for ... maintaining and promoting efficiency and good order of the University... and he may exercise such powers as may be necessary or expedient for that purpose.[1]

Likewise, the Constitution of the Federal University of Technology, Akure States:

Subject to sections 5, 6, and 12 of this Decree, the Vice-Chancellor shall have the general function, in addition to any other functions conferred on him by this Decree or otherwise, of directing the activities of the University and shall be the Chief Executive and academic officer of the university and ex-officio Chairman of Senate.[2]

While the constitution of the University of Ilorin states:

Subject to sections 5, 6 and 13 of this Decree, the Vice-Chancellor shall have the general function, in addition to any other functions conferred on him by this Decree or otherwise, of directing the activities of the University and shall to the exclusion of any other person or authority be the chief executive and academic officer of the University and ex-officio chairman of Senate.[3]

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1. See Section 6(2) of the University of Ife Constitution as amended up to 1988.
 2. See Section 7(2) of the Federal Universities of Technology Decree No. 13 of 1986.
 3. See Section 7(2) of the University of Ilorin Decree of 1979.

The constitution of the University of Lagos declares:

Subject to section 6 and 7 of this Decree relating to the Visitor, the Vice-Chancellor shall have the general functions, in addition to any other functions conferred on him by this Decree or otherwise, of directing the activities of the university and shall be the Chief executive and academic officer of the University and ex-officio Chairman of Senate.[1]

Similarly, the constitution of the University of Benin States:

Subject to the provisions of section 8, 9 and 12 of this Edict, the Vice-Chancellor shall to the exclusion of any other person or authority have the general function, in addition to any other specific functions conferred on him by this Edict, or otherwise, of directing the activities of the university and shall be the chief executive and academic officer of the university and ex-officio chairman of Senate.[2]

Also, Bendel State University Ekpoma's Constitution has this to say:

Subject to the provisions of Sections 9, 10 and 13 of this Edict, the Vice-Chancellor shall to the exclusion of any other person or authority have the general function, in addition to any other specific functions conferred on him by this Edict or otherwise, of directing the activities of the University and shall be the Chief Executive and academic officer of the university and ex-officio chairman of the Senate.[3]

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1. See Section 8(2) of the University of Lagos Constitution as amended up to 1975.
 2. See Section 7(2) of the University of Benin Constitution as amended up to 1975.
 3. See Section 8(2) of the Constitution of Bendel State University, Ekpoma as amended up to 1984.

There is considerable debate whether the Vice-Chancellor really has substantial powers. This is an issue we shall address later. Suffice to say however that by virtue of his position in council and his Chairmanship of Senate as well as the functions allocated to him through the instrument of his appointment, he is at the head of the central administrative structure of the University where day-to-day management of the university is performed. The Vice-Chancellor is thus expected to embody not only some measure of academic excellence but administrative competence. The Vice-Chancellor is assisted by a Deputy Vice-Chancellor (D.V.C.) - a professorial member of senate appointed by council after election by senate. The D.V.C. has no defined duties except those assigned to him by the Vice-Chancellor. In the absence of the Vice-Chancellor, or when the position is vacant due to any possible number of reasons, the D.V.C. acts as Vice-Chancellor. The Cooley Commission¹ recommended in 1981, that two posts of D.V.C.'s should be created in all universities with an enrolment of more than 3,000 students. The Government White Paper accepted the recommendation in principle but passed the buck to the

1. The Federal Republic of Nigeria; Government Views on the Report of the Presidential Commission on Salary and Conditions of Service of University Staff. Lagos, National Assembly Press, 1981. P.4.

Governing Council of each University. This idea was not implemented and Government had to re-affirm it in 1989.¹

In the Nigerian setting, the performance of a Vice-Chancellor is usually judged on the basis of his administrative ability. Ideally, his administrative competence should be a function of the extent to which the academic status of the university is enhanced. Unfortunately, the administrative competence of a Vice-Chancellor is judged by the political authorities on the basis of his ability to maintain law and order, and his ability to keep his university in the good books of the political authorities. This writer however holds the view that the competence of a Vice-Chancellor must be assessed on the basis of other criteria beyond administrative competence, all adding up in a form of high prestige rating both in society and in the world of academia at large for his institution.

The Registrar

The Registrar is the Chief administrative officer of the University and by virtue of that office, also

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1. See Federal Republic of Nigeria; Views of the President of the Federal Republic of Nigeria on the Visitation Panel Report into the Affairs of Obafemi Awolowo University, Ile-Ife, Oyo State, 1975-85. Lagos, Federal Government Printer, 1989. Pp. 10-11.

secretary to the council, the senate, and the congregation. The Registrar thus presides over a complex administrative machinery manned by permanent administrative officers, executive officers, secretarial staff, clerical and messengerial staff, all appointed on behalf of Council and responsible to the Registrar for their day-to-day activities.

Apart from manning certain functional divisions of the Registry through which policy decisions are implemented; like General administration, student affairs, academic affairs, personnel affairs, etc, the Registrar's staff are present in all arms of the university. In the Vice-Chancellor's office, the Faculties, the Departments, the Bursary, the Library, etc.

It is really the secretarial functions of the Registrar that enables his staff to participate in all aspects of University life. Like their counterparts in governmental administration, their custody and knowledge of information (decisions, rules and regulations) place them in a position of power. Thus apart from merely recording decisions taken in committees, and implementing them, they are also in a position to influence decision making through the advice they render. For instance, the Vice-Chancellor cannot pretend to run the university without constant interaction with the Registrar. In essence the role of

the Registrar and his staff is reminiscent of the role of the erstwhile permanent secretaries and their ministers in governmental administration.

With the increasing dependence of universities on government for operating funds, the role of administrative staff in advising academics has come to assume very crucial dimensions. They often have the task of advising academics to put forward requests (in form of budgets) which Government through the National Universities Commission will be sympathetic and disposed to accepting based on their own experience with the bureaucrats in Government and its agencies. Predictably, the increased governmental interference in university affairs has tended to enhance the power position of the administrators. This is because government normally intervenes in form of circulars and directives, which university administrators do not hesitate to implement. This tendency lends credence to the view that the Nigerian university is becoming increasingly bureaucratized, a process which the Academic Staff Union of Universities (ASUU) fought against until its proscription. More than this, the growing number of such circulars gives greater prominence to administration which of course affects the Vice-Chancellor's leadership role.

The Librarian

Another very important figure in university administration, is the Librarian. His importance rests primarily on his provision and custody of one of the most basic raw materials of academic-business-Books and associated published and unpublished materials. The Library provides a common meeting ground for all members of the university ranging from the freshman to the most accomplished professor. Thus it is not surprising that he is classified as an academic member of staff, alongside other professional librarians who work under his general supervision. The Librarian is a principal officer of the university and is responsible to the Vice-Chancellor for the administration of Library services.

The Librarian is a statutory member of Senate as well as of all Faculty Boards. He is also a member of some of the most important committees of Senate. The Librarian is a very powerful figure in university administration especially where academic excellence is actively pursued.

The Bursar

The Bursar is the Chief Financial Officer of the University. He is a principal officer and responsible to the Vice-Chancellor for the day-to-day finances of

the University. He is usually a professional accountant and although neither a member of Council nor Senate, he is invariably in attendance since every major decision taken has financial implications. The Bursar is however a member of some strategic committees like the Development Committee and its sub-committees.

The basic duty of the Bursar is to ensure that the financial resources of the University are used for the purposes for which they are meant. It is the duty of the Bursar and his staff to initiate the budgetary process, collect and collate the budgetary proposals of each unit in the university, route them through the appropriate committees of senate and council and present the draft budget to Senate and consequently council. In every stage of the process, heads of units are invited to defend and clarify their budgetary proposals. After consideration and approval by Council, it is the duty of the Bursar to forward the draft to the National Universities Commission where he defends it. Upon approval by the NUC, it is also the duty of the bursar to inform all units on what has been approved for them. Consequently, he releases and controls expenditure through his accounts staff. The functions of the Bursar and his staff are so crucial to university administration that both students and staff interact very closely with bursary staff from their

first day in the university until they leave.

Since every academic and indeed administrative decision may have financial implications, the bursary thus serves as a very central organ in university administration. Without bursarial imprimature, virtually nothing in the university gets done. This is especially so in a period of economic crisis in the nation as a whole which has pushed universities into exploiting other sources of revenue. However, it is a sad commentary on the integrity of bursarial staff that a lot of financial scandals abound in Nigerian Universities.¹

Support Services

In a typical Nigerian university there are so many other functions performed by specialized units which are also indispensable to the functioning of the university. These include: computer services, works and maintenance, and of course the medical services. The importance of these services in university administration would appear self evident.

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1. The sad fact about financial scandals is that in most cases, after initial disclosures, the cases, especially those affecting top officials are never pursued to their logical conclusions.

Policy Formulation and Decision Making

The foregoing outline of the structure of the Nigerian University seems mechanical to the extent that the individual parts have been identified for a purely descriptive purpose. The Complex organizational model discussed in chapter three admits of the various divisions and sub-divisions of an organization and their contribution to the realization of its goals and objectives. The model also presupposes an inter-relationship of groups and the interacting of the various parts for an overall organizational character to emerge. The final part of this chapter therefore examines, how all the parts of the organization interact and function as one coherent unit. From the structure of the University earlier described emerges a picture of a highly organized work environment with each participant knowing his place in the scheme of things. It remains however to tie all the parts together for a smooth functioning human organization to emerge.

The hall-mark of university administration is the complex interface inherent in a collegial decision making process grafted to a hierarchical implementation structure. The Collegial decision making process is encapsulated in the committee system that caters to the age-old idea of a university as a community of teaching and taught scholars. The committee system however

combines hierarchy with collegiality. While not quite a super-ordinate/subordinate relationship, certain bodies may carry more executive authority in the sense of their being competent to take certain decisions at certain levels only. This introduces a certain degree of hierarchy.

Council is thus superior to Senate in the sense that it can make final policies on financial and administrative matters. Senate is however superior in its own realm of academic policy formulation, but subject to certain bounded limits dictated by Council's control of the 'purse strings'.

At yet another level, academic as well as administrative committees can take decisions within their areas of competence without reference to other bodies except perhaps for noting. The committee system in essence ensures participation by many actors and is intended to discourage the concentration of powers in the hands of an individual or a group. Although practical experience shows that committees only operate that way if allowed to.

The relatively open system of decision making in the university through committees may indeed have enhanced greater participation. Nevertheless, the issue of further democratization of the system in recent times as expressed by 'junior' academic, admin-

istrative and junior staff as well as students raises to the fore, the inadequacies of the committee system in the face of increasing bureaucratization as a response to external policies. There is therefore need for a thorough review of the committee system in the face of concrete realities if only to limit the wastefulness of formalism.

At any rate, Council and Senate remain the principal policy-making committees in the university and it is from these two bodies that the committee network spreads out with tentacles reaching to all spheres of university life as argued above. All said then, the Pro-Chancellor as chairman of Council, and the Vice-Chancellor as Chairman of Senate head the committee system in university administration.

All university decision-making, in the final analysis, have to do with academic policies which are formulated in committees at various levels. This process starts at the departmental level. The head of Department is chairman at Departmental meetings where details of academic programmes are hatched and crystallized. These are then sent to a higher level committee - the Faculty Board headed by a Dean - with competence to adapt and or adopt same as Faculty programmes which are then forwarded to the Development Committee for further processing. From there, they

eventually get to Senate for approval as academic programmes of the university. Of course many programmes do not survive the race to Senate. The Registrar as Secretary to Senate then remits recommendations with financial implications to council for approval. (As at now however, such decisions are further referred to the NUC for final approval).

The Registrar thereafter disseminates Council's decision as approved by the NUC down the system until it reaches the point where it all started and where implementation will take place if the decision is favourable. The committee system therefore follows an up and down pattern. This further reinforces the fears of bureaucratization in academia.

However, council does not order senate to teach a new course or scrap an existing one. However, it may advise against new programmes taking off on financial grounds. Moreover, since the NUC also has power over approval of programmes, council would tend to base its advice on the NUC's thinking.¹

Traditionally, Council does not interfere with the actual technology by which the academic goals of the university are met by the teaching staff. And since

1. With the promulgation of Decree No. 16 of 1985 - Incorporated as section 4(m) of the NUC Amendment Decree No. 49 of 1988, the supreme authority of Senate over academic programmes has been seriously compromised.

members of council are not resident on Campus and its meetings relatively few and far between, it is to the Vice-Chancellor that the administration of the University is entrusted. Apart from his academic and administrative functions within the campus, he also must play the role of lobbyist with government officials, participate in social activities, as well as interacting with colleagues both nationally and internationally. He is ex-officio chairman of myriads of academic and administrative committees. However, the impossibility of his being in two places at the same time dictate his delegation of authority and devolution of functions to officials like the Deputy Vice-Chancellor, Deans, Librarian and Heads of Departments, as well as a cadre of permanent administrative officers headed by the Registrar. In other words, bureaucratic features do exist side by side with collegial features in a university's organizational structure.

The above description of the decision-making process and the power structure in the university system makes it fairly obvious that academic policies are made by academics in senate while administrative and fiscal policies are made by Council on advice from Senate. It was also mentioned that very rarely does Council turn down a request of an academic nature from Senate. However, because the work of administrative

officers who service the academic machinery is that of constant collation of information, and because of their greater permanence (longevity in post), they are at least at an advantaged position to foresee earlier than Vice-Chancellors, Deans and Heads of Departments whose tenure tend to be more ephemeral, the outcome of most academic proposals made by faculties and Departments based on their knowledge of precedents. The central administration to which most of these administrative staff return after service in faculties and other academic units then benefits from their expertise in its general organization and use of resources (both personnel and equipment). This tends to place the bureaucracy in a substantial power position.

An additional challenge is thus posed to the Vice-Chancellor; the ability to outplay the bureaucrats at their own game - he has to be a super-bureaucrat. (i.e., he should be able to thoroughly understand the intricacies of the bureaucracy in order to exploit it towards achieving the set goals of the university. On the other hand, such knowledge can be used by a Vice-Chancellor to subvert the interests of the university). Furthermore a Vice-Chancellor not versed in bureaucratic politics may find his initiatives always tied up in red tape.

The Contextual Environment

Nigerian Universities do not exist and operate in a vacuum. They exist within the framework of a locality, a state and the nation. And they owe their collective existence to the state which not only defines their role, but also funds them. Invariably therefore, despite the traditional claims to academic freedom and university autonomy, the state, or holders of state power play a huge role in university affairs in Nigeria. How the state does this, we now turn.

As we saw earlier, all Nigerian Universities are Government owned. In the foundation constitutions therefore, the state makes general guidelines as regards the raison detre of the universities. Thus internal university policies are geared towards the realization of these objectives. Secondly the constitutions provide for the states' appointment of majority of the members of the governing council thereby ensuring that its representatives are actively involved in at least non-academic policy formulation. But since academic policies can only be formulated in the general context of Council policies, government therefore indirectly influences the formulation of academic policies. Of course it needs to be stressed that Government is the major financier of the universities and the use of the fiscal weapon is one

which is very potent in Government/University relations. The appointment of the Vice-Chancellor by the Government is another major area of control. Government is often not likely to appoint a Vice-Chancellor who would tend to claim too much independence. And as the office of Vice-Chancellor is avidly sought by some academics who tend to value the perks and perquisites of office more than the humble and often materially unrewarding intellectualism, the politics of appointment thus places the Vice-Chancellor in a patron-client relationship. But invariably the Vice-Chancellor discovers that he cannot successfully run the university solely on the basis of his power position derived from the Patron's power. Thus he resorts to executive appointments within his sphere of competence and re-enacts the Patron-Client relationship. Those he appoints to critical positions including headship of departments are likely to be those who are loyal to him - or not known to be dangerously hostile.

But this creates a problem in that the university becomes polarized and he spends inordinate amount of time managing conflicts. And even then, the Vice-Chancellor discovers that Government expects from him more than what he can deliver without completely destroying the little that is left of his integrity in

the academic community. This places the Vice-Chancellor in a dilemma. On the one hand, he cannot effectively perform the leadership role expected by his academic colleagues. On the other, he cannot successfully perform the leadership role expected of him by his patrons. Thus in trying to survive in this contradictory role expectation, a number of consequences are possible. These include:

- (a) Loss of morale among academic and administrative staff, and
- (b) Student disaffection.

Often, these easily lead to strike actions by University staff and riots by students.

The presence of these tendencies in the university in turn create problems for the Vice-Chancellor in government circles. Often, he is seen as weak or indecisive in performing his role as Chief executive and much more devastating, as anti-government. The practical import of the above is the strengthening of the mistrust of the Universities by government which leads to efforts to tighten government control. A vicious circle is therefore set in motion whereby the climate in the university becomes one of perpetual crises or through intimidation on the part of government, and helplessness on the part of university staff and stu-

dents, unproductive and uneasy peace. In such a situation, there is reason to question the extent to which the Universities can perform their roles with a high degree of efficiency and effectiveness.

In this chapter, we have looked at the organizational structure as well as decision making processes of Nigerian Universities. In a general sense, they possess the formal structures, decision making organs and implementation machinery characteristic of universities as complex organizations. However, a disturbing phenomenon stands in bold relief - the increasing bureaucratization of the system as reflection of increasing intervention in university affairs by the government and its agencies particularly the NUC. A situation that has largely transformed the character of the university idea in Nigeria away from the British model upon which it was originally based. To understand the character of this transformation, it is necessary to examine the political and cultural context within which Nigerian Universities have been developing as well as the relationship between the Universities and the State since their foundation. This is precisely our aim in the next chapter.

CHAPTER FIVE

THE NIGERIAN STATE AND ITS UNIVERSITY SYSTEM

THE IMPACT OF POLITICS AND CULTURE

Organizations exist in a social and value context. They may well be, as schools and colleges usually are, a small sub-part of a wider administrative complex.[1]

The opinion expressed above by Davies appears indubitable. It would therefore be reasonable to assert that the social and value context within which a university develops ultimately shapes its character, the nature of its leadership and the criteria by which its performance is judged. For instance, understanding medieval universities requires a thorough grasp of medieval society with its social and power relations. Taking modern university systems, it can also be seen that they are responses to the nature of developments in their respective localities.

Thus one notes that the consensual democratic nature of the British polity is closely related to the basically consensual British universities, as well as consensual leadership patterns and leadership styles found therein, anomalous cases apart.

1. See Brian Davies; Social Control and Education, London, Methuen, 1976, P. 258.

The American university 'systems' reflect the peculiarities of the American federal political arrangement as well as its vigorous democratic culture. Thus we have patterns of university organization ranging from the highly authoritarian - personalistic ones to the liberal democratic ones with strong executives closely checked and balanced by equally strong and independent boards, senates, faculty, professional associations, alumni, as well as student bodies. Not to be discounted of course is the strongly individualistic bent of both teachers and students bolstered by the strong traditions of civil liberties.

The Western European University systems have also tended to reflect the generally shifting political nature of the Western European state systems. The French system for example, exhibiting a centralizing political and administrative tradition while West-German Universities, out of the turbulence of wars, and totalitarian regime types, have run the gamut through almost anarchic systems, through high authoritarianism, and are presently experimenting with democratic forms.

Generally, these systems are seen as success stories in the performance of the universal goals of teaching, research and public service. In the light of this observation, it stands to reason to attempt an overview of the evolving nature of the Nigerian state

and the extent to which it has shaped and is reshaping the character of Nigerian Universities as well as the constraints and opportunities it has provided its leaders in their efforts to build and manage the Nigerian University system.

It is useful to note here that Nigeria imported the idea of the university primarily from Britain but with injections of doses of American and European ideas. Inputs from distinctly Nigerian innovations into the whole brew have produced what one can interpret as being the bedrock of a university system in the making. In other words, the Nigerian university has not succeeded yet in moulding its disparate influences into a coherent whole. This of course, is not unconnected with the fact that Nigeria is still a nation in search of identity. Perhaps we should note at this point that in the university systems mentioned earlier, the idea of, and the existence of universities ante-dated the State systems. Thus the Universities had developed certain core values which provided the bedrock upon which the State and other proprietors could build on. But the Nigerian situation is not only different, but is the exact reverse. The State predated the university and has been attempting to build it.

In fact the early universities (including Ibadan which was established prior to independence) were all conceived of, at a time of transition from colonial rule to Independence. Thus one can say tentatively at this stage, that Nigerian Universities do not have strong and independent foundations. Therefore, the building of the universities has gone hand in hand with the building of the State, a task that has achieved much, has suffered set-backs, is still going on and whose eventual direction is still unclear.

Nigerian Universities and the State

The relationship between the Nigerian State and her universities has been quite turbulent. The universities have more or less been treated as servants of the State. This of course has been challenged, albeit with very limited success by scholars who hold a contrary position regarding the place of the university within a State system. The issue at stake has really been the definition of, and extent of university autonomy and academic freedom within the context of an emerging State system determined to prevent any challenge to its sovereignty. Second and related is the function of the universities. Are Nigerian universities to be ivory towers divorced from their social milieu and whose contribution to society would be

accidental outcomes of their teaching and research, or socially relevant institutions whose every activity ought to have a direct linkage with the needs of society? Are Nigerian universities to lean towards the Anglo-American model where State control is largely indirect, or the Franco-German model where State control is more or less direct?

These crucial questions were never addressed talkless of being resolved until 1977 with the National Policy on Education which attempted to reconcile both models.¹ Prior to 1977, it was simply assumed that the norms and traditions of British Universities were operative in Nigeria. Whereas, the reality indicated that those norms and traditions had not been in operation even when the British were still running the University College, Ibadan.

For a good understanding of State-University relations in Nigeria, it would be necessary to periodize. And we shall use the political history of Nigeria as guide. In other words, the discussion will revolve around the following phases;

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1. The National Policy on Education for example grants freedom and autonomy to Nigerian Universities subject to the imperatives of National Interest. See National Policy on Education, Op. Cit.

- (1) The Colonial phase (1948 - 1960),
- (2) The First Republic (1960 - 1966),
- (3) First Phase of Military rule (1966 - 1975),
- (4) Second Phase of Military rule (1975-1979)
- (5) The Second Republic (1979-1983), and
- (6) Third Phase of Military rule (1984-1990)

(1) The Colonial Phase: 1948-1960

Professor Umaru Shehu¹ has described this period as one of direct control by the State. Of course Nigeria was still a colony and only one University institution was in existence. And even then, the institution, University College, Ibadan was in "special relationship" with the University of London. Thus the College was administratively controlled by the colonial administration, while the University of London controlled it academically. Regarding administrative control, the Secretary of State for the Colonies appointed the Principal who in consultation with the Governor in Lagos exercised full control over the affairs of the College. Academically, the University of London determined everything from admission policy through the curriculum, to the actual award of degrees.

1. See Professor U. Shehu, "The Role of the University in the Nigerian Society", in Public Service Lectures (Federal Civil Service), Lagos, Federal Civil Service Publications, 1980. pp 35-50.

As we have already avered, the founding Ordinance of the College concentrated almost absolute powers in the hands of the Principal. Moreover, the subordination of the College to the dictates of London University introduced a heavy dose of authoritarian leadership in the affairs of the institution. However, State-University College relations were good if not excellent since both were the servants of the same master.

Nevertheless, there was considerable opposition to the way the college was being run, by the students, African staff members, and the articulate public particularly the nationalist politicians who had an idea of how Universities were run in Britain and some other countries like the United States. It is interesting to note however, and as a pointer to the future, that one of the most virulent critics of Ibadan, Dr. Nnamdi Azikiwe, was just as authoritarian if not more when he established the University of Nigeria at Nsukka.¹

However, such opposition as existed made little impact in Lagos and London. It was not until the attainment of independence and the establishment of more Universities that Ibadan began to see changes.

In retrospect, this phase was not entirely negative. First is the reality that the leadership of

1. See for instance, Nduka Okafor... Op. Cit.

Ibadan during this phase did establish very high standards academically and was responsible for much of the physical development of the College. Moreover, the political struggles then going on in the country struck a responsive chord at Ibadan. It was not just a convenient forum for politicking. Ibadan staff and students furnished some if not most of the intellectual weapons which the politicians found useful. The involvement of Ibadan Staff and students in the struggle for independence invariably heightened their consciousness of deprivation of those imperatives taken for granted abroad. And the limited freedom of Ibadan informed the incipient politicians of the utility of Universities as power-houses of radical ideas which could of course become embarrassing to an independent government. This "Love-hate" consciousness to a large extent influenced the pattern of University-State relations during the second phase and beyond.

(2) The First Republic: 1960-1966

This phase witnessed very significant developments. Even before independence in October 1960, the nationalist politicians and/or quasi-independent regional governments increasingly saw Ibadan as incapable of meeting the educational needs of the country and the aspirations of the people. Thus

the various regional governments had to embark on plans for the establishment of regional Universities. Before independence however, only the Eastern regional government had taken concrete steps towards the establishment of a University - the University of Nigeria, Nsukka. However, and in recognition of the prevalent mood, the federal government, although not yet independent, but largely indigenised, had set up the Ashby Commission¹ in 1959 on the issue of Higher Education and Manpower development. The details of the Commission's report submitted in 1960, need not delay us. But it gave concrete and reasoned justification for three regional universities: Nsukka, Zaria and Ile-Ife, and an additional federal one at Lagos, while Ibadan was to attain independence as a full-fledged University. By 1963, all were functioning at different levels of development.

Broadly speaking, State-University relations during this phase was marked by discrete state manipulation of the Universities by the political parties in power both at the regional level and at the centre. This is pretty well illustrated by the pattern

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1. For details about the Commission, See Eric Ashby, Investment in Education: The Report of the Commission on Post-School Certificate and Higher Education in Nigeria, London, St. Clement Press, 1960. Also available as a government publication, "Sessional Paper No 3 of 1961".

of Vice-Chancellorial appointments. At Nsukka, the regional government apparently preferred Americans; Viz Dr. T.L. Sterns as first Acting Principal, George M. Johnson as the first Vice-Chancellor, and Glen L. Taggart as second Vice-Chancellor. But over-shadowing them was Dr. Nnamdi Azikiwe who made himself Chancellor for life and vested the office with executive powers quite alien to normal practise.¹ Apart from the links Nsukka had with Michigan State University, it was perhaps politically prudent to have as Vice-Chancellors, persons who could easily be dispensed with in case of conflict.

Similarly, the Northern region appointed a Briton, Dr. N.S. Alexander as the first Principal and latter, Vice-Chancellor at Ahmadu Bello University, Zaria. Of course this was in line with the Northern Region's policy of preferring expatriates to Southerners in appointments to strategic positions in the absence of qualified Northerners.

The NPC/NCNC controlled Federal Government with an NCNC Federal Minister of Education appointed Professor Eni Njoku, an Easterner and NCNC sympathizer as the first Vice-Chancellor of the University of Lagos. Similarly, at Ibadan, Professor O. Ajose was bypassed

1. Nduka Okafor... Op. Cit

in favour of Dr. Kenneth Dike as the first Nigerian Principal of the University College and later, Vice-Chancellor of the University. Thereupon, the Western regional government compensated Ajose by making him the first Vice-Chancellor of the University of Ife.

The congruence of the universities' leadership with the political realities ensured for a time, amicable relations between them. But as the political environment became turbulent with intra - and inter-party crisis, the universities were inevitably affected. Some of the significant fall outs in the university system include the Adenuga affair at Ife, the Njoku/Biobaku crisis at Lagos, the Lindsay affair at Nsukka¹ and the Dike/Adamolekun crisis at Ibadan².

In addition to these politically motivated events, the seeds of centralisation were sowed during the period under consideration. As Jibril Aminu³ has disclosed, the first annual report of the Administrative

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1. For details, See Nduka Okafor; The Development of Universities in Nigeria, London, Longman, 1971.
 2. For details on the Dike/Adamolekun crisis, See P.L. Van der Berghe; Power and Conflict at an African University, London, Routledge and Kegan Paul, 1973. See also, J.F. Ajayi and T. Tamuno (Eds) The University of Ibadan, 1948 - 73: A History of the First Twenty-Five Years, Ibadan, Ibadan University Press, 1973.
 3. See Jibril Aminu; Quality and Stress, ... Op. Cit., p. 90.

NUC, issued in 1964, contained revealing references to the early traces of centralisation. At a meeting of the Prime Minister and the regional premiers held in 1963, it was decided that the federal government would assist each of the regional universities with a grant of one and a half million pounds. It is open to conjecture whether that decision on its own had centralizing dimensions to it since such arrangements are not unusual in a federal system. However, it indicated at least one thing. The regional governments were already experiencing financial difficulties in running their universities. And continued demands for federal aid could and later did strengthen the hands of the federal government in seeking to have a greater say in the way its money was being spent. Thus anchoring the roots of centralization partly on this particular decision as Aminu does, is not farfetched.

Of relevance to centralization also, was the fact that the Vice-Chancellors of all the Nigerian Universities had met and formed the Committee of Vice-Chancellors and of crucial importance was the fact that one of the items discussed was the question of a common entrance board.¹

1. Jibril Aminu, ... Ibid

It is reasonable to surmise that just as events in the political arena were leading to a one party dominance of the federation, the university system would have become more centralized, thereby strengthening the politicization that was already in existence in the universities. The manner in which the military reacted to the above issues will form part of the analysis of the next phase.

On a positive note, however, the first generation leaders of Nigerian Universities in spite of the turbulence of the era, did lay some solid foundations both physical and academic which their successors built upon.

(3) First Phase of Military Rule: 1966-1975

This phase marked the gradual consolidation of certain features which had grown roots during the preceding phases. These would include a more overt politicization in the appointment and removal of Vice-Chancellors, centralization, standardization, greater involvement of the State in University affairs and the deterioration of State-University relations.

Noteworthy is the fact that this was a military regime with all that it connotes. And within a federal system, the unitary command structure of the armed forces ensured that the components of the federation

had to yield substantial powers to the center. However, the civil war that broke out as a result of the after-effects of the first coup and the subsequent counter-coup demanded the full attention of the military. Until 1970 therefore, the universities for a time escaped the application of full military solutions to the serious problems confronting Nigerian Universities. Moreover, the participation of higher civil servants and civilian politicians in the affairs of government helped to some extent in making the military more receptive to different thinking as it sought so solve the problems of the country after the war.

Nevertheless, even before and during the war, certain particular and direct government interventions were noticeable. At Ife for instance, Professor Ajose the first Vice-Chancellor was prevailed upon to resign by the Western Regional Governor apparently for his close association with the Akintola administration in the West and in his stead, Professor H. A. Oluwasanmi was appointed Vice-Chancellor. All these were done without consulting the University community.

Also worthy of note was the unusual meeting of the Council of the University of Ibadan at Dodan Barracks to settle the legacy of the Adamolekun/Dike tussle although Dike had by then left for the East where he resigned his Vice-Chancellorship of Ibadan.

In Lagos, Eni Njoku who had earlier been ousted in favour of S.O. Biobaku fled to the East where Glen L. Taggart was eased out of Nsukka to accommodate him. In the North, Vice-Chancellor Alexander was persuaded to leave ostensibly over the mature students programme crisis and a Northerner, Dr. Ishaya Audu became the Vice-Chancellor.

By 1970 following the end of hostilities, the military were now free to address major societal problems including those in the universities. Thus in 1972, Higher Education was transferred from the concurrent legislative list of the Constitution to the Exclusive list. Thus no state could establish a university although the regional universities were left in the hands of the states that constituted the former regions. However, the federal government appointed representatives into the Councils of the Universities.

The constitutions of the Universities of Ibadan and Lagos were amended to enable the Head of State as Visitor have the power of appointment of their Vice-Chancellors after consultation with their respective councils.

Also, through the National Universities Commission Decree No. 1 of 1974, the federal government established the Executive NUC (to replace the

Administrative NUC) with wide - ranging centralising provisions.

The federal government's financial contribution to the universities also increased during the period under consideration, and thus further strengthening its hand over regional universities. As Jibril Aminu¹ has pointed out, the Regional University of ABU was getting 75% of both its recurrent and capital budget from the federal government. Nsukka and Ife were each receiving 30% recurrent and 50% capital subventions respectively from the federal Government. In addition, the federal government in a bid to prevent "bloody money" from entering the country, centralized the channel of external aid to the universities in the NUC. Also in 1974, the federal government received the report of the Udoji Commission set up in 1972 to review and harmonise the conditions of service of staff in the entire public sector, both federal and state. And despite the Commission's recommendation of a separate body to review the conditions of service of the Universities, the government simply went ahead in its White Paper to incorporate the Universities into the Unified

1. Jibril Aminu, Ibid.

Public Service.¹

Also in 1975, during the Williams and Williams Grading Exercise², the panel included representatives of the civil service, military and the private sector, but none from the universities. The universities did not like the outcome of Williams and Williams and government's White Paper on it. For it effectively marginalized the universities. The outcome of which is still evident in Nigerian Universities today despite Coockey.³

The universities of course attempted to fight back but without much success. In fact the failures of the actions of university staff and students further entrenched government dominance. For instance in April 1973, University teachers went on strike over salaries and conditions of service. The government simply issued an ultimatum to the teachers to call off their strike within 48 hours or face eviction from University houses. They capitulated.

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1. Federal Republic of Nigeria; Report of the Public Service Review Commission and Government White Paper, Lagos, Federal Government Printer, 1974.
 2. Federal Republic of Nigeria; Report of the Public Service Review Panel and Government White Paper, Lagos, Federal Government Printer, 1975.
 3. See Federal Republic of Nigeria; Report of the Presidential Commission on Salary and Conditions of Service of University Staff and Government White Paper, Lagos, National Assembly Press, 1981.

In the opinion of Adeniji Adaralegbe¹, this victory of the government over the universities was a "clear misuse of power and a violation of freedom of action of the staff concerned". This is because although the Head of State was Visitor of Ibadan and Lagos; the action he took was not based on the recommendation of any Council or joint meeting of the Councils of the Universities. Nor was the power he exercised arbitrarily on that occasion conferred on him as Visitor by the law of either University.

Furthermore, when the Vice-Chancellorship became vacant at Ibadan and Lagos, the respective Councils made their selections and submitted same to the Visitor. But in a departure from the norm, and without consultation with both Councils, he decided to swop the Vice-Chancellor - designates. Thus Professor J.F. Ade-Ajayi was posted to the University of Lagos, while Professor Oritsejolomi Thomas was posted to the

1. See Adeniji Adaralegbe; "University Administration Under Military Rule" in A.O. Sanda et. al. (eds)., The Impact of Military Rule on Nigeria's Administration, Ile-Ife, Faculty of Administration, University of Ife, 1987.

University of Ibadan¹. It is important to note that both of them were also removed unceremoniously. This was but a foretaste of things to come.

During this period, the government however, got a nasty shock from the students. This was the nation-wide students' protest over the National Youth Service Scheme (NYSC). Although the government had initiated the issue rightly by entering into negotiations with university authorities and students, this process was not completed when Government suddenly announced the formation of the NYSC. The students who were to be affected did not take this lightly resulting in violent student protests all over the country which only subsided when government retraced its steps and announced that the decision was still subject to negotiations and review after which the programme eventually took off.

The reality of federal might and state power was thereby demonstrated. This was slow to sink in, but some states realized this. Thus in 1973, the University of Nigeria was voluntarily handed over to the Federal government. The same was the case with the

1. Interview with Professor T. Tamuno and contained in Dele Olowu and John Erero "The Administration of Higher Educational Institutions in Nigeria - The Contribution of Professor Tekena N. Tamuno" in Toyin Falola (ed.) Tekena Tamuno: Academic Giant and Public Servant, Ibadan, Spectrum Books Ltd., (forthcoming) Chapter Eleven.

University of Benin, established by the Midwest State government but was handed over to the Federal Government in 1974.

In the face of the above, there is no doubt that the military government between 1966 and 1975 interfered by subtle and unconstitutional means in the appointment, promotion and discipline, and conditions of service of chief executives, principal officers, professors, and other academic and non-academic staff of Nigerian Universities. It would be fair to conclude therefore that during this phase, the nascent scepters of politicization, authoritarianism, centralization and standardization were largely consolidated.

(4) Second Phase of Military Rule: 1975-1979

In July 1975, the Military government of General Yakubu Gowon fell and a new military regime led by General Murtala Muhammed was constituted. On February 13th, 1976, General Muhammed was assassinated in an abortive coup. His deputy, General Olusegun Obasanjo was made to assume the leadership of the regime. The four years of the regimes' stewardship, witnessed so many significant events in University-State relations that it would be accurate to say that for better or for worse, the regime created the University system in Nigeria as we know it today. Building essentially on

the Gowon legacy, overt and covert state control of the Universities was solidified.

In pursuance of the regime's crusade to cleanse the public sector of perceived sundry ills, the universities were not left out. Scores of university personnel, both academic and administrative were either dismissed or summarily retired without recourse to due process. This was obviously one of the most serious violations of university autonomy in Nigeria's history. And some Vice-Chancellors enthusiastically participated in this macabre event. Vice-Chancellors were not spared either. Those who lost their jobs included Professor H. Oluwasanmi at Ife, Professor I. Audu at Zaria, Professor H.C. Kodinliye at Nsukka and Professor O. Thomas at Ibadan.

In appointing their replacements, only the Council of Ibadan to the knowledge of this writer, made inputs which resulted in the appointment of Professor T. Tamuno as Vice-Chancellor at Ibadan. The other appointments were made by government fiat. They included Iya Abubakar for Zaria, J.O.C. Ezeilo for Nsukka and O. Aboyade for Ife.

Furthermore, the two remaining regional universities, Ife and Zaria were taken over by the federal government in 1975. Seven new universities were also established as part of the revised Third

National Development Plan. These we referred to earlier as the 'seven sisters' or second generation universities.

In 1977, the Joint Admission and Matriculation Board (J.A.M.B) was created by Decree in effect centralizing university admissions, and establishing the quota system of admissions. The practical import of this was the usurpation of the powers of University Senates with respect to admissions. By 1978, the experiment of posting Vice-Chancellors which later ended in failure, was in full swing. Thus Professor Umaru Shehu was posted to Nsukka in 1978 but resigned in 1979. Professor J.O.C. Ezeilo erstwhile Vice-Chancellor of Nsukka was posted to Bayero University, Kano, where he served for only one year before resigning. Professor O. Akinkugbe was posted from Ilorin to Zaria where he also resigned after one year. Similarly, Professor C.A. Onwumehili was posted to Ife in 1978 and he managed to serve for four years. The University of Benin got Professor Adamu Baikie from Zaria as Vice-Chancellor. He managed the feat of completing two terms totalling seven years. Professor G. Onuaguluchi served for only one year at Jos while Professor E.U. Essien-Udom spent only two months at Maiduguri. Professor A.O. Adesola was posted to Ilorin where he served for about three years before

he was appointed Vice-Chancellor at Lagos.

A close analysis of the failure of this policy of "postings" would reveal the strong influence of the cultural environment on Nigerian Universities - a matter that the regime did not bother to examine and which caused a lot of harm to the universities where it did not work and traumatized the Vice-Chancellors affected.

Government arrogance in its "final conquest" of the universities was deflated however in 1978 when Nigerian students for the first time in the nation's history posed a credible threat to the existence of the government in a nationwide strike when the government bungled the issue of fees chargeable in Nigerian Universities. The crisis resulted in loss of several lives and as a fall-out of the crisis, some university staff were summarily dismissed, the National Union of Nigerian Students (NUNS) was proscribed, several students were rusticated, and the Vice-Chancellors of Zaria and Lagos lost their jobs.¹

Thus State-University relations were at their lowest point during this phase. Each side viewed the

1. See Federal Republic of Nigeria, Report of the Mohammed University Crisis Commission (1978) and Government White Paper (1981), Lagos, Federal Government Printer.

other with wary suspicion and relations between the State and the Universities did not really improve until the hand-over to civilians in October 1979.

(5) The Second Republic: 1979-83

This period witnessed significant improvement in State-University relations. Of course the Universities were freed from the arbitrariness and authoritarianism of military rule. Consequently, University Staff who were dismissed over the 1978 crisis pursued their case to the Supreme Court and were subsequently reinstated. Students were allowed to re-organize their proscribed union but with a new name: National Association of Nigerian Students (NANS). Rusticated students found their way into other universities to complete their studies.

Negotiations replaced diktat in the relations between the Universities and government. Thus university teachers were able to convince the government after a prolonged strike to set up a Commission under Dr. S.J.S. Cooley to look into the problem of salaries and conditions of service of university staff.¹ This was a problem that had remained a grievance in university circles since 1974. The Cooley Commission's

1. Federal Republic of Nigeria, Report of the Presidential Commission on Salary and Conditions of Service of University Staff, Lagos, National Assembly Press, 1981.

report was favourable to university staff and government did its best to fulfill its obligations as arrived at in negotiations with University staff.

The government also adhered to a definite procedure in the appointment of Vice-Chancellors. This entailed Council and Senate selecting three candidates and forwarding such names to the Visitor for his choice. Imperfect as the arrangement was, in that the Visitor was not bound to accept any of the nominees or follow the order in which the nominees were scored, the Visitor during this period at least appointed Vice-Chancellors from the list submitted by the relevant Joint Committees of Council and Senate. Although political considerations could not be ruled out in such selections, there is no hard evidence that this was the case in all the appointments made during the period under consideration.

The federal government however increased the number of her universities despite the difficulties in funding existing ones. Thus under provisions of the Fourth National Development Plan, seven Federal Universities of Technology were established which we referred to in Chapter One as the third generation universities. In addition to these, the federal government also planned an Open University and a

National Conventional University, both to be sited at Abuja - the new national capital. While the government succeeded in establishing the Open University before its fall, the proposed University of Abuja remained on the drawing boards.¹

Also since higher education was a concurrent item on the legislative list of the 1979 constitution, eight states established their own universities. And following a supreme court ruling, several private universities were purportedly established.

Economic limitations apart, one cannot help saying that this period was one of the best regarding State-University relations since the onset of the Nigerian State and the Nigerian University system.

(6) Third Phase of Military Rule: 1984-1990

The return of the military on December 31 1983 introduced a new phase to State-University relations. Although two military regimes constitute this phase, their relations with the universities do not sufficiently differ as to separate them conceptually. The first regime was that led by Major-General Muhamma-du Buhari and lasted till August 27th, 1985 when a new

1. As mentioned earlier, the National Open University of Nigeria was suspended by the Buhari Administration and has not been resuscitated. Meanwhile, the University of Abuja has been established by the Babangida Administration.

military regime led by General Ibrahim Babangida was constituted.

Common to both regimes has been the barely veiled hostility towards the universities despite their post-coup rhetorics. But perhaps the poor state of the economy plus their willingness to adhere to World Bank/International Monetary Fund (IMF) policy prescriptions on higher education are good explanatory factors for their behaviour.

For its part, the Buhari regime did not reach any formal agreement with the World Bank and the IMF. But its economic policy was informed by cut-back management. To this effect, and as we noted in Chapter One, the number of universities was reduced through the abolition of private universities and the merger of four of the Universities of Technology with older conventional ones. This was followed by the order to university authorities to disengage from students' feeding, since government was no longer prepared to subsidise student meals. In addition, through university disengagement from feeding arrangements, catering staff were rendered redundant and retrenched.

Meanwhile, arrangements were in progress to rationalize university courses and programmes to eliminate "waste and duplication" but whose practical import meant creating redundancies and thereby leading

to retrenchment of academic and administrative staff. But this, the regime did not implement before it was overthrown.

The Babangida regime which replaced the Buhari regime, continued with the policies of the Buhari administration regarding the universities but now within the ideological framework of the Structural Adjustment Programme (SAP). Its inaugural statement of commitment to fundamental human rights and consultation did not stand the test of time.

One of the early actions of the regime which disturbed many academics was the appointment of Professor Jibril Aminu, erstwhile Vice-Chancellor of the University of Maiduguri and former Executive Secretary of the NUC, as Minister for Education. Aminu's views were well known. Staff Unions and Students were therefore alarmed and called for his removal without success. Another was the posting of a University of Lagos Professor, Mrs. Grace Alele-Williams to Benin as Vice-Chancellor. This action disrupted the norm that had been established during the Second Republic. And when the Ahmadu Bello University, Zaria Student's crisis resulted in the death of several students, and thus became a nationwide crisis, the regime used the Abisoye Panel Report in re-proscribing the National Association of Nigerian Students (NANS),

and the subsequent Akanbi Panel Report in dismissing 'radical' lecturers at the University of Benin.

These notwithstanding the regime has been confronted by students on economic issues leading to the "fuel subsidy" riots and later, the "anti-SAP" riots. Predictably, the government cracked down leading to prolonged closure of universities for inordinately long periods and thereby making nonsense of the academic calendar.

Academic Staff have also not had it easy. In the legitimate pursuit of trade union demands following the salary reviews of 1988, the Academic Staff Union of Universities (ASUU) was proscribed.

Following from the anti-SAP riots, the South-African style "Common cause" doctrine has been floated. This is to the effect that Academic and other University staff would have to justify continued payment of their salaries if as a result of student crisis, the universities are closed down for a considerable length of time. Several decrees have also been enacted which make nonsense of the little autonomy left to the universities by successive regimes.

But perhaps most damaging to the universities is the grant of full executive powers to the Vice-Chancellors which in effect has made Senates and Councils mere formal bodies. Of course the brain drain

currently afflicting the country is only partly economic. Many academics are genuinely fed up working in the current university environment which they never bargained for when opting for an academic career. And the orchestrated portrayal of academics as sex-maniacs and "extremists" has tended to erode the moral and philosophical foundations of the academic profession.

The conclusion is inescapable then that this phase of State-University relations is the worst so far. And only the most incurable optimist would expect anything better while this regime is still in power.

In this chapter, we have attempted to situate Nigerian universities within the general political and cultural context through an examination of the nature of the Nigerian State and its relations with the Universities over time. Our finding is that events within the political arena have had considerable impact on the evolving nature of the universities. Foremost among these include the politicization of the leadership of the universities, centralization, standardization, authoritarian leadership, and considerable loss of autonomy and academic freedom.

In the next chapter, we proceed to examine each of our cases, involving consideration of their problems and achievements under the leadership of successive Vice-Chancellors.

CHAPTER SIX
THE DEVELOPMENT OF SOUTH-WESTERN
NIGERIAN UNIVERSITIES

In the preceding chapter, we examined the political and cultural context of Nigerian Universities. Our assumption that the political and cultural environment tends to impact on universities was examined through our discussion of State-University relations in Nigeria. Critical to this work was the finding that the political and cultural environment has left strong imprints of politicization, authoritarianism, centralization and standardization in the University system in a remarkable departure from the British model on which the Nigerian University system is largely based.

In this chapter, therefore, the development of the cases under study are examined with particular reference to their problems and achievements under the leadership of successive Vice-Chancellors. The cases are discussed briefly focusing only on the salient areas since full scale discussions will make the work lengthy, cumbersome, and unwieldy.

Obafemi Awolowo University, Ile-Ife Conception, Foundation, and the Ajose Administration: 1962-1966

Known until 1988 as the University of Ife, the University was established on June 8 1961 when the University of Ife provisional bill was passed into law by the Western regional legislature. On June 26, the University's Provisional and first council was inaugurated under the Chairmanship of Chief F.R.A. Williams. Also, the principal officers of the university were appointed. Professor Oladele Ajose of the Department of Preventive Medicine at the University College Ibadan, was appointed the first Vice-Chancellor. Dr. S.O. Biobaku, the first Nigerian Registrar of the UCI was appointed the Pro-Vice-Chancellor (that is, Deputy Vice-Chancellor). While Chief A.Y. Eke, a tested administrator who had served with the Western regional civil service and the University College, Ibadan was appointed the Registrar. Two expatriates, Messers R.S. Bukett and P.A. Tosey were later appointed Librarian and Bursar respectively.¹

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1. For details, see 'Biodun Adediran and Olufemi Omosini, "Conception, Planning and Birth" in O. Omosini and B. Adediran (eds)., Great Ife: A History of Obafemi Awolowo University, Ile-Ife ((1962-1987)), Ile-Ife, Obafemi Awolowo University Press, 1989, Chapter One.

Due to a variety of factors, the university did not actually begin operations until October 1962 when with 64 academic staff and 244 students, academic activities commenced in the five Faculties of Agriculture, Arts, Science (including Pharmacy), Economics and Social Studies and Law, and at the Institute of African Studies. The University did not however start off at Ife, but at its temporary campus at Ibadan where it remained for four years.

Of immediate relevance is the fact that most of the principal officers appointed to nurse the new university were intimately connected with either the Political party then in control of the region (the Action Group) or its government led by Chief S.L.A. Akintola and the Civil Service Machinery. Chief F.R.A. Williams, the first Chairman of the provisional council, was a leading member of the Action Group, had served as regional minister, and was a member of the University Planning Committee (UPC) led by the party leader, Chief Obafemi Awolowo. Dr. S.O. Biobaku, the Pro-Vice-Chancellor, was a staunch party member, was a member of the UPC and also member of the unofficial intellectuals' committee created by the Premier, Chief S.L.A. Akintola to plan for the university in detail. Professor Oladele Ajose the Vice-Chancellor, an A.G. sympathiser but not overtly partisan, had also served

in the UPC. And the Registrar, Chief A.Y. Eke as said above was a former senior civil servant in the region. It is therefore obvious that a high degree of shared political values was evident amongst the political leadership, the governmental and civil service leadership, and the leadership of the university.

It should also be noted that Ife was a "Child" of the politics of the Ashby Commission. The details need not detain us.¹ What is of importance to us is the fact that initially there was unanimity of purpose as regards conception, planning and execution of the university idea.

Given the developmental thrust of Ife, its founding fathers envisaged a University that would not only produce graduates, but graduates shorn of elitism and oriented towards community service hence its curricula was to appropriately reflect the local situation. Also, to produce graduates at a faster rate and in larger numbers for the needs of the society, innovations like evening classes, sandwich and

1. For the details, see amongst others; Nduka Okafor; The Development of Universities in Nigeria, London, Longman, 1971. A. Babs Fafunwa; A History of Nigerian Higher Education, Lagos, Macmillan, 1971 and S.A. Akintoye, Ten Years of the University of Ife, Ile-Ife, University of Ife Press, 1973.

correspondence courses, as well as in-service training programmes, were envisaged.¹

The commitment of both the regional government of Chief S.L.A. Akintola as well as that of the University administration led by Professor O. Ajose to the aforementioned ideals has been questioned by close observers of the activities of the university during its first four years.² This relates to the concentration of infrastructural facilities at the temporary campus at Ibadan while the permanent campus at Ile-Ife remained undeveloped. Scholars like Adediran and Omosini however argue that the university authorities did the best possible thing by developing the Ibadan temporary campus to the detriment of the permanent campus at Ife.

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1. See Western Nigerian Government; "Report of the Committee on the proposed University in Western Nigeria" cited in Omosini and Adediran (eds). Op. Cit. Also available at the Documentation Section, Hezekiah Oluwasanmi Library, Obafemi Awolowo University, Ile-Ife.
 2. See S.O. Arifalo and V.O. Oshin "Early years at Ibadan: The Period of teething Problems" in Ibid Chapter two. Dr. S. O. Arifalo was a student of the University at that time.

In their words:

... the establishment of the University in 1961 was a political decision which government had allowed itself to be stampeded into taking by the A.G. If the Politicians were in a haste to establish a University, Ajose was not prepared to compromise conventional academic ideals and preside over an institution that would have substandard infrastructure or questionable academic programmes... The strategy adopted by Professor Ajose appears to be an insistence that some basic amenities conducive to normal academic life and essential for staff and student welfare had to be available at Ife before the institution could commence work there. As a result, it was decided that until these were available, the young institution would continue to use the premises of the Old Nigerian College bequeathed to it by the Federal Government...[1]

It is difficult to accept this argument other than as an apologia. After all, the second chairman of the provisional council is on record as saying that the university had no existence in the minds of the public as long as it operated at Ibadan.² Also, the N.U.C. in its annual report for 1963 had this to say:

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1. Quoted in Omosini and Adediran. ... Op. Cit. Pp. 15 - 16.
 2. See Arifalo and Oshin, Op. Cit. p. 22.

We are convinced that it is only when the University of Ife moves to its permanent home that it will begin to develop its distinctive characteristics and make an effective contribution to the development of higher education in Nigeria.[1]

Notwithstanding the limitations of the Ajose leadership in concentrating developments at the Ibadan campus, it must be admitted that serious efforts were made in establishing technical links with foreign universities and agencies, and at least a complement of competent staff was engaged to put the university on a solid foundation which enabled it to commence academic activities in 1962 a year behind schedule. Moreover, adequate physical and instructional facilities were put in place at Ibadan to create a condition conducive enough for serious academic business.

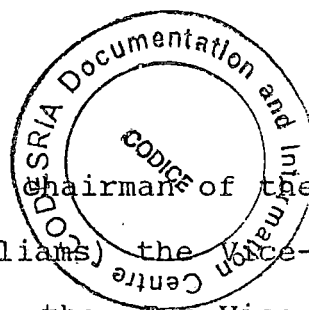
These limited achievements were however seriously undermined when the university leadership allowed itself to be drawn into the Western Nigerian political crisis which raged between 1962 and 1966. The crisis effectively polarised the University along partisan lines - a negative legacy which still informs the character of the University. The practical consequence

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1. National Universities Commission, University Development in Nigeria, Report of the National Universities Commission, 1963 Lagos. Federal Government Press, 1963.

of the crisis which included the resignation of some prominent members of staff and the sacking of Professor Victor Oyenuga, was the erosion of any standards which the university laid claim to as a body of scholars. Ife was thus the first university in Nigeria to sell off its academic freedom and autonomy for continued government support.¹

A number of factors can be identified for the ease with which Ife got embroiled in the Western regional saga. First was the composition of the leadership team itself. The members of the provisional council as well as the principal officers of the university were either strong partisans of the ruling party, or neutral sympathisers. Thus when the party split occurred, it was equally reflected in the university leadership albeit with the supporters of the government or Akintola faction in a power position. At this point, it should be noted that the Registrar (Chief A.Y. Eke) who could have played a stabilizing role had earlier resigned his appointment.

1. For details of the crisis in the University, see Nduka Okafor, Op. cit.



The key actors left then were the chairman of the provisional council (Chief F.R.A. Williams), the Vice-Chancellor (Professor O. Ajose) and the Pro-Vice-Chancellor (S. O. Biobaku). Of the troika, only the Vice-Chancellor was known to be somewhat neutral. The pro-vice-chancellor was a strong member of the Akintola faction while the chairman of council, tended to be more legalistic despite his early romance with the Awolowo faction. Thus in determining University policy, it was a straight fight between the Vice-Chancellor and the Pro-Vice-Chancellor. As events demonstrated, Dr. S.O. Biobaku was a stronger personality eager to push the case of the Akintola faction while the Chairman of Council and the Vice-Chancellor were more concerned with the survival of the university. And since the survival of the university on the face of it depended on continued government support (which the Akintola faction threatened to withdraw) it seemed prudent then to tow the government line-odious as it was. But this was not necessary. Clearly the Vice-Chancellor had the option of resigning in protest and with his honour as an academician intact, or defying the government and damning the consequences - the loss of his job. Professor O. Ajose however choose the government line in the "interest of the University" - a costly mistake. In retrospect it has been put forward

that the Akintola government could not have afforded to close down the university or even sack Ajose. Beside, his contemporaries' judgment that, although a brilliant academician, Ajose was a weak administrator and politically naive.¹

However, since most of the policies that the Ajose administration pursued were crafted by Biobaku especially the Credo², the blame for the Ile-Ife crisis rests on him. But as Chief executive, Professor A. Ajose cannot escape part of the blame. The verdict on the performance of Ife during the leadership of Professor Ajose is well summarized in the words of the late Col. Adekunle Fajuyi:

Because of the internal crisis which gripped it soon after its founding, and because of the general crisis in which Western Nigeria was engulfed, the University has not been able to make full use of the latent fund of goodwill, or realise the lofty aims of its founders. [3]

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1. Interview with A. Babs Fafunwa. Lagos, 21/11/89.
 2. For details of the credo, see S.A. Akintoye, Ten Years of the University of Ife, Ile-Ife, University of Ife Press, 1973. p. 18.
 3. Address by the Military Governor to the Congregation of the University of Ife on 1st March, 1966. Quoted in Arifalo and Oshin, ... Op. cit. p. 19.

The Oluwasanmi Administration: 1966 - 1975

Ife was perhaps saved from total collapse when the Military took over the governance of Nigeria in January 1966. Col. Adekunle Fajuyi who became the Military Governor of the Western Region went to work quickly to salvage the Ife situation. He prevailed on the Council of Ife and the Vice-Chancellor to resign. (Dr. S.O. Biobaku, the first and only person to bear the title "Pro-Vice-Chancellor" had earlier left to serve as Vice-Chancellor at the University of Lagos). He then reconstituted the council under the chairmanship of Chief T.T. Solaru and appointed a new Vice-Chancellor in the person of Hezekiah Oluwasanmi, Professor of Agricultural Economics at the University of Ibadan, member of the UPC under Chief O. Awolowo and a foremost critic of the first leadership team of Ife especially with reference to the Credo.¹ With his intimate knowledge of the university, and his own clear perception or vision of what the university of Ife should be, Oluwasanmi moved swiftly to organize a consensus within the university and with backing from the regional government, moved to realise his goals.

1. See H.A. Oluwasanmi, "In Defence of True Academics" reported in The Horizon, No. 5, June 1987.

Top on his agenda was the movement of the University to its home at Ile-Ife. But he had to overcome two obstacles. First was the slow pace of work at the Ife site and second, the reluctance of both staff and students to move before all necessary amenities had been provided at Ife. He took practical steps. First, he prevailed on a sympathetic Governor for generous funds to put facilities in place at Ife. This he followed up by close supervision of ongoing work with the assistance of Professors A.B. Fafunwa, O.I. Odumosu, A. Igun and A. Adedeji. This group has been labelled the "Oluwasanmi Mafia". They were later constituted into the logistics committee on the movement to Ile-Ife. They were, in effect Oluwasanmi's "Kitchen Cabinet" and thus the back bone of his administration.

With the sustained effort of the logistics committee, work speeded up in the construction of academic buildings, staff accommodation, students' accommodation and municipal services. The movement to Ife commenced in January 1967 with two faculties, Law and Social Sciences and Arts along with the Institute of African Studies. The halls of residence could accommodate only 750 students while only 127 academic and senior administrative staff families and 34 junior (essential) staff families were provided for.

Having overcome the problem of facilities, both staff and students were still reluctant to move to Ile-Ife. All efforts at persuasion failed until Professor Fafunwa suggested a solution which the Vice-Chancellor used. Both staff and students were told that movement was voluntary. But for staff, those who failed to move would lose their jobs since the Ibadan campus will cease to exist. And for students, the university was ready to give them transfer certificates to other universities of their choice. In the end, those required to move did so.¹ Thus on Monday 30th January 1967 lectures started in the Faculties of Arts, Law and Social Sciences at Ile-Ife. By 1975 when Oluwasanmi ceased to be Vice-Chancellor, most of the buildings on the campus had been completed and several others started and in various stages of completion. No less a body than the Visitation Panel to the University gave eloquent testimony to the physical development of the University under the leadership of Professor Oluwasanmi, not only in terms of numbers and aesthetics but most important, the relatively low cost.²

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1. See A. Babs Fafunwa; "Ife at 25: Salute to a Unique African University in the service of the Nation" Convocation Lecture delivered at the Obafemi Awolowo University on 19th December 1987. p. 9. Also restated in the interview of 21/11/89.
 2. See Western State of Nigeria, Report of the Visitation Panel to the University of Ife, 1974; Ibadan, Sketch Publishing Company, 1974.

In addition to physical development, in 1974 Ife embarked on extensive reforms of its curricula and expansion of academic programmes under Oluwasanmi which have stood the test of time. Professor Oluwasanmi as Vice-Chancellor foresaw the necessity of aggressive staff development while at the same time, enticing top quality scholars to Ife. Apart from University funded training schemes, donor agencies like USAID, the Commonwealth Foundation, the Ford Foundation, the African-American Institute and the Rockefeller foundation etc. were intelligently exploited.¹ Thus by the time he left office, Nigerians constituted 81% of the total academic staff strength.²

Closely linked with the drive for staff development was the encouragement of research funded by the university or foreign donors. And since a good Library is essential for research, special efforts were made to develop and expand the stock of the University Library while employing more qualified librarians. Thus it stands to reason to suggest that academic development improved tremendously under the period of Oluwasanmi's stewardship.

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1. See V. Ayeni and E.J. Erero; "Postgraduate Studies and National Manpower Development" in Omosini and Adediran; ... Op. cit Chapter Eleven.
 2. See O. Akinrinade; "The era of consolidation, 1966-1975" in Omosini and Adediran ... Ibid. Chapter three, p. 43.

During this period, the university embarked on a controversial re-organisation of both academic and administrative structures. Although based on the reports of about three groups of management consultants, and meant to improve the efficiency and effectiveness of the university through decentralization, the practical result was the concentration of powers in the hands of the Vice-Chancellor.¹ Essentially, these relate to the introduction of the collegiate system as regards academic organization, and the marginalization of the role of Registrar in the administration of the university. The controversial nature of the re-organization led to its abrogation and another re-organization by Professor Oluwasanmi's successor.

In January 1974, a Visitation panel was constituted by the Western State Government to in effect assess the performance of the University. In brief, the report of the panel which was headed by Chief F.R.A. Williams, (founding Chairman of Council) was mixed. While generally impressed by the academic and physical development of the University, the panelists seriously disapproved of Professor Oluwasanmi's leadership style. In a secret codicil to

1. See O. Adetunji and D. Ojutiku; "The changing Structure and organisation of the University Registry" in Omosini and Adediran ... *Ibid.* Chapter Twelve. p. 188.

the main report, specific cases of wrongdoing were detailed against Professor Oluwasanmi.¹

Although no white paper was ever issued by government on the report, the University of Ife (Amendment Edict) No. 11 of 1st June, 1975 was actually in response to the findings of the Visitation Panel. With the onset of a new military regime on July 29th 1975, the University was taken over by the Federal Military Government through the instrumentality of the University of Ife (Transitional Provisions) Decree No. 23 of 27th August 1975. Professor H.A. Oluwasanmi was directed to proceed on retirement and a new Vice-Chancellor appointed for the University in the person of Ojetunji Aboyade, Professor of Economics at the University of Ibadan.

On a final note, Professor Oluwasanmi's tenure at Ife is yet to be rivalled. However, in his efforts at building a first class university, Oluwasanmi inevitably trod on some sensitive toes which rapidly became a unified opposition. Thus he left behind a

1. Western State of Nigeria; Report of the Visitation ... Op. cit. Attempts by this researcher to read the 'secret report' proved abortive. But Professor A. Babs Fafunwa, gave some details of its contents during an interview in Lagos on 21/11/89. As an example, Professor Fafunwa revealed that the report cited his humble self as one of those made Professor without following normal procedures whereas he was already a Professor at Nsukka before moving to Ife.

deeply divided university which his successor had to contend with. In spite of this and other problems, he is seen by many observers as an epitome of effective leadership. Professor Oluwasanmi's reputation outside Nigeria is also very high. This is attested to by Professor R.L. Watts (former Vice-Chancellor of Queen's University, Ontario, Canada) who opined that of all Nigerian Vice-Chancellors he knew within the context of the Association of Commonwealth Universities, only two impressed him, viz Professors Oluwasanmi and Adesola.¹

The Aboyade Administration: 1975-1978

The take-over of the university by the Federal Military Government in 1975 represented a significant change in the character of the university. Thus there was need for fresh leadership to confront the new opportunities and challenges. Professor Oluwasanmi had served for nearly a decade and within the framework of the regional basis of the university. The transformation of the university into a federal one clearly called for new leadership not associated with the immediate past history of the university if the transformation was to be really effective.

The federal government in appointing Professor Aboyade as successor to Oluwasanmi was informed by the

1. Discussion with Professor R. L. Watts. Lagos, 20/10/90.

above thinking. First, Aboyade was not part of the Ife experience and therefore in a better position than other qualified and competent candidates based in Ife who would have either followed the Oluwasanmi legacy or opposed it negatively. Aboyade also had the advantage of having interacted more at the Federal level and was therefore in a position to be more sensitive to federal thinking.

Also in Aboyade's favour was the fact that he did not lobby for the appointment.¹ Rather, he was persuaded to take on the job. In bowing to the pressures from Lagos, Aboyade was able to dictate the terms under which he would serve. First, he made clear his intention to the authorities not to serve beyond a single term in office. Second, was the relatively free hand he sought and was given to run the university. However, he faced serious problems which he had to contend with. The first relates to the legacy of Ife politics and what has been dubbed "the Oluwasanmi mystique". Second, was the problem of adequate funding of the university, since as a federal university, Ife had to compete for its funds at the Federal level like other federally-owned universities. Third, was the rapid development of the university under Oluwasanmi

1. The claim by Aboyade that he did not lobby for appointment has been corroborated by Professors Fafunwa and Toye.

which if unchecked would tax the executive capacity of the university.

Thus on arrival at Ife, Aboyade quickly declared his manifesto with the varied aims of defusing the political temperature on the campus, seeking the continued support of the Western State Government, signalling the federal government on the enormity of his task, demystifying the Oluwasanmi mystique and spelling out his agenda.

As a technocrat, Aboyade realized early that a clean break with the preceding administration was best done by organizational restructuring. To do this however, he needed to constitute a loyal group at the top level of the university. On the academic side, it was not difficult for him to secure the support of Professor Akinjogbin, the Deputy Vice-Chancellor who appeared to have been sidelined by the Oluwasanmi administration. And for Registrar, he requested for and got an experienced civil servant with some knowledge of the workings of Ife appointed as Registrar. This was in the person of Chief T.A. Akinyele.

With his team in place, Aboyade embarked on the implementation of his five point programme which involved;

- (a) democratisation of Senate,
- (b) strengthening of the academic programmes,
- (c) strengthening of the Faculties,
- (d) ensuring greater participation in decision making processes throughout the university, and
- (e) strengthening of the policy making machinery.¹

The primary goals of these reforms were not just the democratization of the decision making process and reinvigoration of the academic programmes, but the "demystification of the office of certain key personnel" in the institution.² It is no surprise therefore, that Aboyade dismantled the collegiate system he met and proceeded to strengthen the faculties instead.

On the administrative side, the registry was restructured through the introduction of the Directorate system, and by strengthening administrative control of the faculties by upgrading the status of the Faculty Officer. The maintenance, estate and works Department was upgraded to a Division under a Director. In the Bursary, external management consultants were brought in to review the organisational chart. This

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1. Minutes of the Meeting of Senate held on 3rd October, 1975.
 2. O. Aboyade; "Address by the Vice-Chancellor to the Congregation of the University" 23rd November 1975; p.3.

resulted in the establishment of a Data Control Section and the approval of a new Organisational Chart in June 1976. Further revisions eventually resulted in the establishment of six functional Divisions in the Bursary. These are Financial Information, Budget Administration, Reports and Statistics, Treasury Services, Financial Accounting, Business and Investments and Central Stores.¹

In line with the administrative re-organisation, attempts were also made to expand the curriculum and develop new teaching programmes both in the Humanities and in the Sciences. Inevitably, new degree programmes and academic departments were created. Other developments included, the conversion of the institute of administration into a faculty, the dissolution of the institute of African Studies, the Departmentalisation of the faculty of Law and a restructuring of the Faculty of Education.

Although the Faculty of Science continued largely with the traditional roles it had been playing since 1962, the Applied Science programme in various Faculties witnessed some changes. For instance, some modification was made to the first degree programmes of

1. For details, see B. Adediran, "The transition to a Federal University" in Omosini and Adediran ... Op. cit. Chapter four.

the Faculty of Agriculture. The Faculty of Pharmacy continued to award a single degree (B. Pharm), but it was departmentalised. In the Faculty of Health Sciences, New Degree Programmes were created between 1975 and 1977 while the Faculty itself was restructured into twelve departments.

Another major development which took place under Aboyade was the introduction in 1976 of the Course Unit System (CUS) and the adoption in 1977, of a two semester system. This replaced the traditional three term academic year system. Aboyade ensured that the new system was adopted by all but three Faculties (Health Sciences, Law and Pharmacy) with the twin objectives of:

- (a) enabling each student to pursue his studies and obtain his degree at his own pace but within a prescribed period and;
- (b) guaranteeing for students a long and continuous academic instruction, tutorials and practical experience in each of the disciplines in order to ensure for them a greater exposure and mastery of the concepts, understanding and attitudes inherent in their respective disciplines.

The new system allowed for more flexibility on the part of students in the choice of courses and made

provision for weak students who would have found it difficult to complete their degree programme in the stipulated time and would have been made to withdraw under the old system.

That reforms were carried out by the Abovade administration was not entirely a novel idea. Since its inception in 1962, the University had constantly reviewed its academic programmes to bring it in line with prevailing socio-political situations in the country and make it responsive to the needs of the society while retaining the ideas of the founding fathers. Also, the supporting units particularly the Registry have been constantly re-organised to keep pace with rapid development witnessed by the University. But the reorganisation was apparently done in haste which led to a number of problems. For instance, the reorganisation of the academic programmes, particularly the dissolution of the two old Institutes of Administration and African Studies, could hardly be excused on academic grounds. The latter left a big gap and, by 1983, the Faculty of Arts had to revive it albeit as an Institute of Cultural Studies. Similarly, the Faculty of Administration continued to offer its public service-oriented programmes under the Departments of Public Administration and Local Government

Studies.¹

Furthermore, those who had benefited from the collegiate system and the administration of the preceding era felt persecuted since the power which they had hitherto wielded had to be drastically curtailed in the process of the reorganisation. They could not but detest the Directorate system introduced into the Registry in 1975. For instance, while admitting that the overall picture of the Abovade reform was good, many administrators felt that it had undermined the position of the administrators in the university system for it allowed for little initiative on their part. For some, the reforms looked like an attempt not just to dismantle the old system but to persecute those seen as Oluwasanmi's loyalists. Hence the restructuring effort initially threatened to put the administration in disarray. But Abovade was lucky for a large number of senior administrative officers transferred their loyalty to him. But one of the lasting effects of the reforms was the emergence of two camps which polarised issues on campus whether academic or otherwise and often subverted the very democratic ideals which Professor Abovade sought to plant in Ife.

1. The Department of Public Administration for instance now finds it difficult to compete with other public sector training institutions because under the Faculty structure, it cannot easily adapt or change its programmes in line with developments in the public sector.

In later years, particularly with the return of party politics, these camps were to become so powerful as to threaten peace and order on campus. Indeed, by 1978 when Professor Aboyade relinquished the post of Vice-Chancellor, campus politics had reached such a dangerous dimension that it became virtually impossible to appoint a successor by the "internal process" and the Federal Government had to intervene by appointing a candidate external to the university. On a final note, Aboyade is generally seen as a very competent Vice-Chancellor who accomplished a lot in a very short time.

The Onwumechili Administration, 1979-82

Professor Cyril Agodi Onwumechili who took over as Vice-Chancellor in January 1979 was not entirely new to the institution. He had served on the 1974 Rotimi Williams Visitation Panel and had been honoured with a D.Sc. Honoris Causa degree of the University in 1977. But he was not a Yoruba. He was probably not oblivious of the internal crisis which had come to plague the institution. However, the inhospitable camps he inherited from Aboyade hampered any meaningful innovation on his part. Furthermore, barely a year after his assumption of duty as Vice-Chancellor at Ife, Nigeria returned to Civil Rule after thirteen years of military administration. As an outsider to the

internal politics of the University, Onwumechili was cautious. In fact, he appeared to have lacked the confidence of his two immediate predecessors. He had neither the personal charisma of Hezekiah Oluwasanmi nor the radiant dynamism of Ojetunji Aboyade. To compound the issue, he relied rather heavily on his appointment as a "Federal Officer"¹ In the precarious position he occupied, he pretended not to know, or was genuinely oblivious of, the existence of the two blocks bequeathed to him by his immediate predecessor. But within a year of his Vice-Chancellorship, Onwumechili realised that there were indeed powerful groups with which he had to reckon. His strategy was to rehabilitate the image of Oluwasanmi which had been somewhat dented following the incidence of the collapsed hostel Buildings and in the process of reorganization carried out during the Aboyade era. Thus in December 1980, Professor Oluwasanmi was awarded an Honorary LL.D degree and had the University Library named after him. Onwumechili also wanted to use the "Alumni Connection" as a counterpoise to the existing two camps. For this, an Alumni Relations Office was

1. Actually, Professor Onwumechili was one of the "guinea pigs" in the disastrous experiment by the Obasanjo Military regime of posting Vice-Chancellors to Universities where they were not indigenes, as a means of fostering national unity. The scheme failed woefully. Onwumechili was one of the few not "chased away" after a few months. Perhaps this is a reflection on Onwumechili's political ability.

established which immediately began to compile a register of all Alumni, establish contacts with them and organise the branches of the Alumni Association in different parts of the country. These apparently failed to achieve the desired results. But this was a major legacy. Thus to run the administration, he had to depend more on the goodwill of University Officials rather than on their loyalty. This resulted in frequent personality clashes among key officials of the institution. To compound the issue, the era when Onwumechili was Vice-Chancellor (1979-82) coincided with the inception of Nigeria's Second Republic, run by a political party which regarded the University of Ife as the nucleus of the major opposition party, the Unity Party of Nigeria (UPN).

Consequently, while both Oluwasanmi and Abovade had worked with the Military who wanted to be seen as making positive contributions to the development of education, Onwumechili was operating in an era when party programmes overrode every other consideration. In this sense, both Onwumechili and Ajose operated in similar environments.

In the circumstance, it was very difficult for Onwumechili to achieve much. Nevertheless, he had his own ideas about the role a university should play in Society and probably came to Ife to re-orientate the

University towards certain goals. According to him;

The essential functions of a University, if it is to remain a University in the normally accepted sense are teaching and research. Public Service is a later though important dimension, but for it to be of any quality it must rest on firm foundation of a high quality of teaching and research.[1]

However, coming immediately after the radical reorganisation carried out by Aboyade, most of Onwumechili's efforts were of limited scope. He could not initiate new programmes in the area of curriculum development for instance, nor could he embark on another reorganisation of the Registry even though he gave serious thoughts to such an idea. In fact, the only meaningful contribution anybody could make at the time was to consolidate on the gains of the Aboyade era and adapt the reforms to take the institution to greater heights. Unfortunately, between placating the volatile pressure groups on campus, contending with bickering among University officials and lobbying the politicians in Lagos for funds, Onwumechili had very little time to consolidate the gains of the preceding era or initiate significant projects.

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1. C.A. Onwumechili, "Address by the Vice-Chancellor to the congregation", 18th November, 1981 pp. 23-24.

Onwumechili also had other diversionary issues to contend with. One of these was continual disgruntlement among the staff and frequent strikes or threat of strikes which although nation-wide, were counter-productive. More important was the communal disturbances which erupted in Ile-Ife in the middle of April 1981. This disrupted the normal flow of life in Ife area and had negative effects on the amiable relationship that had been built up between the University community and the local community. Staff members and students living in town were molested or threatened and the University had to embark on emergency rescue operations to evacuate staff in rented quarters who were targets of political thugs and arsonists. A dusk-to-dawn curfew which was subsequently imposed on Ife by the Oyo State Government disorganised the activities of the University.

The disturbances eventually spilled over to the University as staff members took sides on political or sentimental grounds. Security of life became threatened on campus itself and mutual distrust took over from academic camaraderie that was a prominent characteristic of University life. In fact, by the following June, in the University, the glamour of academic life was waning as a few vocal individuals under the cloak of freedom normally allowed in an

academic community threw all caution to the winds and fuelled the embers of communal crisis both on the campus and in town. Events degenerated rapidly and were exacerbated when on June 7th, students of the University, against the strong advice of officers of the institution, embarked on a procession to town to demonstrate against the murder of one of them, Mr. Bukola Arogundade, by unknown assailants. The procession resulted in a violent clash with the police and the death of four students.¹

The Alfa Belgore Judicial Commission of Enquiry subsequently set up by the Federal Government to look into the tragedy came out with an observation which indicted the unfortunate degeneracy of campus politics as it easily identified prominent individuals who "are creating a situation of intimidation within the university" as well as those "who have no regard for truth and would always like to impose their own views on others."²

In spite of these, Onwumechili was still optimistic and was able to tell Congregation in November, 1981;

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1. This writer was a final year student of the University at that time.
 2. Federal Republic of Nigeria; University of Ife Students Incident Tribunal of Enquiry, Main Report, Lagos, Federal Government Press, 1982.

For an institution, a temporary miasma should not becloud our vision. We shall continue to bend all our efforts to enable the University to contribute more meaningfully to the social, economic and technological development of the country.[1]

In fact, the balance sheet was not entirely blank and in spite of the difficult circumstances, Professor Onwumechili's administration must be credited with some solid achievements. For instance, in 1982, the Institute of Ecology was set up as an autonomous multidisciplinary unit, and the Faculty of Environmental Design and Management was carved out of the Faculty of Technology. Also under the same administration, the Board of Postgraduate Studies attained the status of a statutory body and was converted to a Postgraduate School with a Dean. Also Professor Onwumechili succeeded in receiving grants for specific programmes. Thus, with special Federal Government grants, the Department of Local Government Studies in the Faculty of Administration was able, in 1981, to start a two-year postgraduate diploma programme and sub-degree certificate courses in Local Government Studies. Also, in the period, the Centre for Energy Research and Development (CERD) received from the Cabinet Office a sum of ₦14,650,000. The problem of rapidly dwindling subven-

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1. C.A. Onwumechili, "An Address by the vice-Chancellor to Congregation" 18th November, 1981.

tions from the Federal Government was also a major concern to Onwumechili. Following the trend initiated by the preceding administrations, attempts were made to establish some self-financing projects and resuscitate old ones. Thus in March 1980, a sawmill was commissioned and a few months later, a petrol service station was opened on campus. These, like the Oduduwa Hall, the Conference Centre, the Guest Houses Limited, the University Bookshop, the Press and the Commercial Farms were to be subsequently organized into viable ventures to diversify the university's sources of income. Of course we have also mentioned his efforts at putting the alumni Association on a sound footing.

But all these failed to restore the golden era of the pre-1980 period and beneath the auspicious facade was gloom and impending retrogression in the fortunes and image of the University. For this, the last year of Professor Onwumechili's tenure was indeed a period of transition.

In 1982, it appeared as if the University of Ife would collapse. The financial situation had worsened to the point that the institution could only manage to pay salaries. Although this pitiable financial situation was a reflection of a national problem, in Ife it was particularly revolting because of the persistently strong rumour of financial misappropria-

tion and mismanagement on the part of some Key Officials. For instance, at a time when teaching materials, research equipment and stationeries were hardly available and the conveniences in most buildings needed urgent repairs, the University community learnt of unprecedented "bookings" by the passages unit and indeed a plan to strengthen the unit by appointing more staff. Such misplaced priorities in financial expenditure in brazen disregard of criticisms was subsequently to become characteristic of the University administration. Towards the end of his tenure, the Vice-Chancellor was largely an absentee leader.

Again in 1982, the term of Professor Cyril Onwumechili was to come to an end. Normally, he could have a second term that would extend his tenure to 1985. But he was apparently already discouraged by his experiences since 1979. In any case, he was not known to have expressed interest in a second term. Thus as early as April 1982, the race for the Vice-Chancellorship had begun with schemings spear-headed by the two formidable interest groups which had virtually become associates of the two foremost national political parties (the National Party of Nigeria, NPN, and the Unity Party of Nigeria, UPN) to fill the post of Deputy Vice-Chancellor. When eventually, the race for the Vice-Chancellorship began in earnest, academic

ideals were completely thrown to the winds. The campaigns were vicious and characterised by black mail, character assassination, intimidation, and occasional acts of thuggery. Unfortunately, unlike on the two preceding occasions when, with military fiat, the Federal Government had stemmed the tide of crisis by making appointments in disregard of "internal processes", the issue of an executive head for the institution had become a political one. Consequently, it was possible for the university of Ife to have its first internal appointee as Vice-Chancellor. In conclusion, given the circumstances in which Professor Onwumechili found himself, it is remarkable that he was able to score some significant achievements. That he was able to complete one term in office is itself an achievement.

The Abimbola Era, 1983-1989

Even though an internal candidate was chosen, the acrimony which accompanied the selection of Professor 'Wande Abimbola as Vice-Chancellor took time to abate. The political crisis which ended Nigeria's Second Republic, the uncertainty and fear of the Buhari/Idiagbon military regime (1983-85) and the worsening financial situation of the country combined to prevent any attempt to resolve the internal crisis. Consequently, the situation became academically unwholesome.

Nevertheless, the new Vice-Chancellor attempted to whip up sentiment and appealed for cooperation to make the institution, "live up to and promote the fame of ancient Ife; a University which will live up to its own motto of for learning and culture"¹ Whether or not these were genuine intentions is at present difficult to say. The 'Wande Abimbola administration did initiate new programmes. For instance, a new trend emerged in the linkage programmes between the University of Ife and other academic institutions abroad. The General studies programme was overhauled to allow for more intensive teaching and wider exposure of students. The natural History Museum, which had existed as a unit within the Faculty of Science was constituted into an academic unit with its own Management Board and the Institute of Cultural Studies was established to fill the yawning gap created by the abrupt dissolution of the former Institute of African Studies. To critics of the administration, however, these were mere self-serving devices to cover up financial mismanagement; and charges of misplaced priorities, subversion of conventional academic ideals and of favouratism were levied against the

1. 'Wande Abimbola, "An Address by the Vice-Chancellor at the 14th Convocation" 17th December 1983, p.15.

administration by various pressure groups among the students and the staff. What is certain is that an attitude of non-chalance on the part of key officials, uninspiring performance of University Officials and constant bickering by staff members with the University administration resulted in a lack-lustre picture between 1983 and 1987. In fact, the prevalent atmosphere on the eve of the University's Silver Jubilee was one of gloom, characterised by high rate of students indiscipline, frequent assaults on staff members and their families, petty squabbles among staff members, frequent court litigations against the University and between individual staff members and a growing feeling of insecurity of life and property on campus.

Although the dying years of the Abimbola administration are outside the scope of this study, one cannot help mentioning the fact that at no other time in its history did the university experience such intense media exposure of financial and academic corruption and scandals of varying proportions.¹ This was also a period when the University authorities lost so many cases in court. And infact the brain drain had already started in Ife before the more national one.

1. See for instance, African Concord, 10 May 1988 with a front page caption "Awo Varsity: citadel of Scandals".

The Guardian's editorial on the Silver Jubilee of the University is very eloquent in what it said and did not say.¹

To worsen matters, the Abimbola administration in its last year embarked on all sorts of unnecessary capital projects and immortalization of some actors in the history of the university through renaming of roads, lecture theatres, at least one hall of residence, and the erection of statues. In spite of all these, the Abimbola legacy is not an enviable one.

The University of Lagos Conception, Foundation and the Eni Njoku Administration: 1962-64

Like Ife, the University of Lagos was a child of the Ashby Commission. Essentially, Ashby recommended that the University which should take-off in 1962 would be a Federal University like Ibadan but be sensitive to its Urban and Cosmopolitan environment.²

The detailed planning of the new university was assigned to the UNESCO Advisory Commission set up in 1961 at the instance of the Federal Government. The

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1. See The Guardian (editorial) Monday, Nov. 30, 1987 p. 10.
 2. See Eric Ashby; Investment in Education: The Report of the Commission on Post Secondary Certificate and Higher Education in Nigeria, Lagos, Sessional Paper No. 3 of 1961, Federal Printing Division, 1961.

composition of the Commission was notable for the diverse nationalities of the members, their experiences acquired from different university systems, their status and their calibre.¹

A unique aspect of the establishment of the University of Lagos was that it was conceived, more or less as two separate institutions: the main university and the Medical School as autonomous units within the University. The University of Lagos Act 1962 made provisions: for a provisional council of eleven members charged with the control of the policy and the superintendence of the property of the University excepting the medical school; for a Senate in charge of academic affairs; and for a medical school council with powers over the policy, property and what could be summarized as the academic affairs of the Medical School. In other words, the Medical School was subject to the control of neither the provisional Council nor the Senate of the University. There were only tenuous links between the main university and the Medical School: reciprocal representation on the two councils, the membership of the University Senate by Professors from the medical school and the ease of access to each

1. See A.B. Aderibigbe and T.G.O. Gbadamosi (eds)., A history of the University of Lagos, 1962-1987, Lagos, University of Lagos Press, 1987 for further details.

other provided by their location at Idi-Araba. The Medical School Council came into existence first, followed about a week later by the Provisional Council for the main university. This dichotomy was to last for the next five years.

The appointment of the members of the Provisional Council followed in the wake of the University of Lagos Act, 1962. Dr. E.N.O. Sodeinde, was Chairman. Other members were, Prof. Eni Njoku, (Vice-Chancellor), Lady Kofo Ademola, Dr. M.S. Graham-Douglas, Mallam Nuhu Bayero, Mr. S.O. Wey, (Secretary to the Prime-Minister), Chief I.O. Bajulaiye, Prof. H.O. Thomas, (Chairman, Medical School Council and Dean of the Medical School), Prof. F.O. Dosekun, (Vice-Dean, Medical School) and the Permanent Secretary, Federal Ministry of Education, represented in rapid succession by F.I. Ajumogobia, J.E. King and S.O. Awokoya.

With the formal inauguration of the provisional Council on 5th June, 1962 by the Federal Minister of Education, the Hon. Aja Nwachukwu, all the preparatory activities of the Ministry came to an end. The Council assumed full control.

An important step taken by the Council very early in its life was the appointment of a substantive Registrar in the person of Chief A.Y. Eke. He brought to his new job considerable administrative experience

from a variety of important posts in the Western Regional Government (where he rose to the position of Director of Information), at UCI Ibadan (where he was an Assistant Registrar) and at the University of Ife where he had held the same post of Registrar for a year. With this wealth of experience, further enriched by visits to several universities in Britain and the United States, Chief Eke began the nucleus of a viable administration under the overall authority of the Council and the Vice-Chancellor. The system he began owed much to Ibadan for Eke like the Vice-Chancellor, Professor Eni Njoku was from Ibadan, but they had to take the peculiarities of Lagos into consideration in building the system.

The University commenced with 100 students. The 28 students at the School of Medicine commenced studies on 3rd October 1962 while the 26 Law and 46 Commerce Students commenced studies on 22nd October 1962. Meanwhile the Senate held its first meeting on 12 November, 1962. It was small in number - there were only five members at this meeting - but grew with the admission of the Professors from the Medical School and with the creation of four new faculties - Arts, Science, Engineering and Education - in 1964 when the membership rose to 28. But the Senate, unlike the Provisional Council whose members were all Nigerians,

was predominantly expatriate (as there were not yet many Nigerians in the professorial cadre).

Professor Eni Njoku assumed the Vice-Chancellorship of the University of Lagos with a clear vision. In essence he saw the university as playing an important role in the development of Nigeria, accomplishing much within a short time and placing strong emphasis on "activities in Science and Technology" which "hold the key to the development of new nations."¹

Working with a predominantly expatriate Senate, Njoku moved fast in putting his ideas in place. First, was the consolidation of the two faculties of Business Administration and Social Studies and of Law. In conjunction with Senate, the composition of Faculty boards was approved, syllabuses were discussed and approved and general courses were introduced which were meant to broaden the mental horizons of the students.

Njoku also embarked on the drafting of a new constitution for the university. This assignment was handled by the Committee of Deans which produced a draft constitution in November 1964. One of the significant landmarks of the draft constitution was the assertion of the supremacy of Senate over all academic

1. See A.B. Aderibigbe; "An overview" in Aderibigbe and Gbadamosi ...Ibid Chp. 1.

units in the university with particular reference to the medical school which was previously outside the purview of Senate competence. However, before the draft constitution could be ratified, the university was thrown into a crisis of major proportions initially involving Council and Senate over the appointment of a Vice-Chancellor, but soon widened to include members of staff, students, and the external environment.

The Crisis of 1965

The appointment of Professor Eni Njoku as Vice-Chancellor was for an initial period of three years. In February 1965, barely three months to the expiration of the Vice-Chancellor's mandate, the Provisional Council requested Senate to submit to it, three names for consideration and selection of the next Vice-Chancellor. Senate however was in no mood to submit any other name other than that of Eni Njoku. Thus Senate recommended the re-appointment of Eni Njoku as Vice-Chancellor "until normal retiring age". Council however on its own considered the recommendation of Senate alongside the candidature of Dr. S. Biobaku who had been nominated by a member of the Council. In the end, Dr. Biobaku was selected as the next Vice-Chancellor. This was the crux of the crisis with Council pitched against Senate. The crisis led to the mass resignation of many academic members of staff, the

closure of the university and the attempted assassination of the new Vice-Chancellor.

In his account of the crisis, Nduka Okafor¹ highlighted the role of ethnic and political factors in the crisis. At the time Eni Njoku was appointed Vice-Chancellor in 1962, the Federal government was controlled by the NPC/NCNC alliance with Aja Nwachuku of the NCNC as Minister of Education. However by 1965 the political configuration at the Federal level had changed. In the broad-based government of Balewa, the NPC and the Akintola led NNDF were dominant. And the Minister of Education was Richard Akinjide of the NNDF. And given the politics of the time, the non-appointment of Eni Njoku was guaranteed.

Apparently, external forces only exploited internal conflicts in precipitating the crisis. It has been pointed out for instance that the Vice-Chancellor, Professor Eni Njoku was always in conflict with Dr. E.N.O. Sodeinde, the Chairman of Council. And both men were known to be very strong characters. It has also been pointed out that many members of Council were disenchanted by Eni Njoku's unorthodox reliance on the Minister of Education and the Prime Minister in having his way whenever he was challenged by Council. In

1. See Nduka Okafor; The Development of Universities in Nigeria, London, Longman, 1971.

other words, members of Council were doubtful of Njoku's leadership acumen in terms of tact, administrative adroitness, and good personal relations - factors considered necessary in bringing the autonomous parts of the university under central control.¹

Indeed as the chairman of Council put it;

The Council felt that a change was desirable in order to facilitate the smooth and harmonious running of the affairs of the University. It believed that a new vice chancellor more sympathetic to the need for easier relationship between himself and the council, was called for in order to achieve the greater objective of building all the constituent units of the university. [2]

Apart from the clash of personalities and the alleged leadership defects of Eni Njoku, was the phrase used by Senate in recommending Njoku for reappointment. The phrase was "until normal retiring age". This was seen by council as an attempt by Njoku to make himself Vice-Chancellor for life. Interestingly when the existence of this phrase in the Senate recommendation came to light, the hitherto solid support given Njoku by academic members of staff evaporated and led to a split. Infact, Dr. Bisi Adu, the Secretary of the Senior Staff Association who signed the first petition

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1. See A.B. Aderibigbe ... Op cit for this interpretation of the events of 1965.
 2. Quoted in Ibid.

in support of Njoku resigned his appointment when he knew the true position. In his words;

The degree of completeness of the support expressed for the recommendation of the Senate to the provisional council favouring the reappointment of Prof. Eni Njoku was restricted only to the not very deep knowledge of the exact wording and details of the Senate decision at the time. It was not known for example that Senate recommended Prof. Eni Njoku not merely for the next three years ... but for life ...[1]

This whole question of the tenure of a Vice-Chancellor was not peculiar to Njoku. Dike faced it at Ibadan, Oluwasanmi faced it at Ife and even Biobaku faced it at Lagos. Perhaps the whole problem is traceable to the British heritage where by convention, a Vice-Chancellor serves for as long as he commands the support of Senate and Council and is willing to continue enjoying the "splendid agony" of Vice-Chancellorship indefinitely.

Thus it took the Federal Military Government to resolve the issue in 1972 when it decreed that the Vice-Chancellor:

1. Quoted in Ibid pp. 13 - 14.

Shall hold office for four years for the first instance and shall be eligible for reappointment for a second term of three years; thereafter he shall no longer be eligible for appointment until at least four years have elapsed since he last held office as Vice-Chancellor[1]

The Decree went further to declare that the Vice-Chancellor:

shall be appointed or removed from his office by the Visitor after consultation with the Council.[2]

In other words, the Visitor now had the final say rather than Council. And Senate is not even mentioned although by convention, Senate takes part in the process. More significantly, the Council was enjoined to send not one but three names for the final selection. And experience has shown as we argued elsewhere that the Visitor is not bound to make his choice from the three names.

As Aderibigbe has succinctly put it, it would appear that 1965 was the beginning of the evolution of Nigeria's own conventions which are of course, not in conformity with those obtaining in the long established

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1. S(3) of the University of Lagos (Amendment) Decree 1972. Decree No. 12 (Supplement to official Gazette No. 25, Vol. 59, 18th May 1972) Part A.
 2. Ibid S(2).

Universities.¹ He then quotes Okafor approvingly;

In the case of Prof. Njoku, notwithstanding any political or other motives behind the decision of the council to appoint Dr. Biobaku rather than Njoku, the Council was acting completely within its legal rights. It is true that the council did not accept the recommendation of the Senate thereby breaking a convention firmly established in British Universities, but not so far in Nigeria.[2]

All said, all parties to the crisis bear some blame in so far as, their action gave government the opportunity to gain a foot-hold in internal university affairs. A foot-hold that has now turned into a suffocating embrace. As regards the Vice-Chancellor, Professor Eni Njoku, despite his academic brilliance, his leadership ability as chief executive during this crisis must be scored low. As it were, his successor, Dr. Biobaku had to start almost from scratch in building the University of Lagos.

The Biobaku Administration, 1965-72

Professor Biobaku brought to bear on his tenure as Vice-Chancellor, University of Lagos, his varied experiences as a senior civil servant, erstwhile Registrar of UCI, and Pro-Vice-Chancellor at the University of

1. A.B. Aderibigbe ... Op. Cit

2. Nduka Okafor ... Op. Cit. p. 156

Ife. For University of Lagos historians, his appearance on the scene marked a new beginning symbolically and in fact.¹

First, with the full support of the Council, the University replaced the staff it lost to the crisis of succession. Secondly, in September 1965, the University moved from its temporary base at Idi-Araba for its permanent home at Akoka. Further, the University under the leadership of Biobaku restructured its academic programmes, for greater efficiency, effectiveness and relevance. A proper balance was struck between the professions and the humanities. By 1967 the University had a new constitution. The University also moved towards democratization through the elective element in Senate, marking participation of non-professors in supreme academic policy making.

Although the constitutional review exercise mentioned above started under Eni Njoku, and a draft was actually submitted to government, a number of factors including the crisis of 1965 as well as the civil war delayed its promulgation. After necessary amendments, General Yakubu Gowon, the then Head of State promulgated it as the University of Lagos

1. See for instance, A.B. Aderibigbe; Op Cit. p. 24 and T.G.O. Gbadamosi; "Years of Development" in Aderibigbe and Gbadamosi ... Op Cit. Chap. 2.

(Amendment) Decree No. 3 of 1967. Of note in the new constitution was that all the previously autonomous or quasi-autonomous constituents of the University were now answerable to one Senate and one Council. However decentralization through the collegiate system was put in place. It was also under the leadership of Biobaku that the University of Lagos (Amendment) Decree of 1972 was enacted. As earlier noted, the decree rationalised the modes of appointment and removal of principal officers, making the Visitor a prominent and permanent actor in university affairs.

The tenure of Biobaku as Vice-Chancellor at Lagos marked rapid academic and physical development of the University. Infact just as the case at Ife regarding Oluwasanmi, the existing academic thrust as well as physical structures are normally credited to Biobaku's tenure. Apparently Biobaku enjoyed external political support, enjoyed a large measure of cooperation from his colleagues and subordinates, and was administratively competent. This largely explains his perceived success at Lagos.

The administrative competence of Biobaku is perhaps best illustrated by the way he interacted with Chief Eke, the Registrar. Apparently drawing heavily on his measure of Chief Eke in past dealings, care was

taken not to unnecessarily antagonise him especially as he was seen to be doing a good job.

Eke ran a tightly centralized registry centered on the person and authority of the Registrar and was also able to subordinate other principal officers under the general superintendence of his office. The nature of Eke's conception of the Registrar's office is epitomised by a circular he sent to all heads of divisions. He affirmed:

Please note that the Vice-Chancellor is free to give you an order at any time. It is your duty to keep me informed of it as soon as possible. You should not obey an order by anyone else without my permission.[1]

Biobaku was apparently aware that Eke's assertion of primacy could lead to conflict. This nearly happened between Eke and the Bursar and the Vice-Chancellor had to intervene. In a statement titled "The scope of the responsibilities of the Registrar, the Bursar and the Librarian" the Vice-Chancellor described the Registrar as the "permanent dean" of all the administrative and technical departments of the university including the Bursary and responsible for their proper coordination.

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1. A.Y. Eke as quoted by Adefuye and Aderibigbe; "The University Administration" in Aderibigbe and Gbadamosi ... Op. Cit. p. 89.

This description which favoured the Registrar soon surfaced in a slightly modified form as Appendix 1 of "University of Lagos Regulations governing service of Senior Staff as approved by Council on 11 March, 1978".¹ It is reasonable to surmise that the Vice-Chancellor gave the Registrar such a free hand and even supported him in conflictual situations because he did not want another crisis in the University so soon after that which brought him to power. It is also necessary to note that Chief Eke perhaps more than the Vice-Chancellor, enjoyed tremendous backing in the corridors of power. For example he served as a Commissioner in the Mid-Western Military government while he was still Registrar at Lagos. It was only when he was translated to the federal cabinet as Federal Commissioner for Education that he bowed out as Registrar.

The contention that Chief Eke's political power position restrained the Vice-Chancellor from antagonising him, is buttressed by the fact that Eke had barely left the services of the University, when the Vice-Chancellor embarked on a "Limited reorganization of University Administration" which significantly reduced the powers of the Registrar and shifted control of the

1. Ibid p. 90.

administration to the Vice-Chancellor's Office. This is not to say however that the Vice-Chancellor did not respect the contributions of Eke as Registrar because, when Eke was initially appointed Commissioner in the Mid-Western State Government, the Vice-Chancellor had to plead with the political authorities to allow Eke to combine his Commissionership with his role as the University Registrar.

A last word on Professor Biobaku's tenure as Vice-Chancellor must be on the extent to which he left the University of Lagos as a firmly established institution with a high academic reputation.

The Administration of Professor J.F.A. Ajayi, 1972-78

By the time Biobaku's tenure was drawing to an end, the machinery for selecting a new Vice-Chancellor under the 1972 constitution was set in motion. The Joint Council/Senate Committee selected three candidates for the consideration of the Visitor. Out of the three candidates, the Visitor picked Professor O. Thomas of the College of Medicine. But in a novel development posted Thomas to the University of Ibadan. Similarly, of the three Ibadan candidates, Professor J.F.A. Ajayi of the Department of History was picked by the Visitor and posted to Lagos.

Thus, Professor Ajayi emerged as successor to Biobaku. There is no evidence to indicate that Professor Ajayi's appointment was seriously opposed by the Senate and the Council of Lagos. Professor Ajayi did not however find the organisation of the administration, as well as the leadership style of the Registrar, Mr. Osinulu to his liking. He therefore embarked on yet another re-organization of the administrative structure in such a way that the position of the Vice-Chancellor's Office over the administration was strengthened. The registry was also reorganized to give more responsibility to the Registrar's subordinates.

Professor Ajayi then invited one Mr. R.A. Nind from Britain to study the University administrative structure with a view to suggesting ways and means for further re-organization of the administration for greater efficiency and effectiveness. The Nind Visitation as it has been dubbed did not go down well with the administrators at the University.¹

In 1975, the Muhammed/Obasanjo regime embarked on the 'great purge' which affected all public institutions. Professor Ajayi used the opportunity in recommending the retirement of the Registrar, Mr. Osinulu,

1. For details, see Adefuye and Aderibigbe ... Op. Cit pp. 93 ff.

his deputy, Mr. Oyewole and other administrative and academic staff members. Mr. Ajilola who acted as Registrar following the great purge had the burden of implementing the recommendations of the Nind Visitation with substantial ideas borrowed from Ife. In September 1976, a substantive Registrar, Mr. Eperokun was appointed. And with the assistance of Mr. Ajilola who remained in the registry as Deputy, considerable progress was achieved regarding the Nind-based re-organization.

The academic organization of the University was also seen by Professor Ajayi as untidy. In effect there was a triple academic structure. For instance Law and Engineering operated a faculty structure. Medicine and Education operated a collegiate system while the other disciplines were organized under Schools. Hence change was deemed imperative. Thus under proposals to review the system of Senate Committees, the Academic Planning Committee on 28th June, 1973 submitted to a special meeting of Senate proposals on the restructuring of the teaching units of the University.¹

At the meeting it was decided that the faculty system be made University-wide with the exception of

1. Senate Paper No 72/98 and Senate Minute 327 of 28 June 1973

the College of Medicine and the College of Education due to the legal problems associated with the constitution of 1967. Thus it had to take the promulgation of a Decree - the University of Lagos (Amendment) Decree of 1975 to dissolve the College of Education (The College of Medicine was retained because it was able to convince Senate that there was no need for change). Thus following the promulgation of the 1975 decree, the erstwhile College of Education became a Faculty. An Institute of Education was also established.¹

It is therefore to the credit of Professor Ajayi for streamlining academic organization in a way favoured by Scholars who had been disenchanted with the triple system.

In 1978, Professor Ajayi experienced one of the most challenging and painful episodes in his career as University don and Vice-Chancellor. For this was the year in which a nation-wide students crisis resulted in the death of a student of the university. The commission of inquiry set up to investigate the crisis and headed by Mr. Justice Uthman Mohammed found Professor Ajayi guilty of defective handling of a crisis situation. He was then relieved of his appointment. A

1. See University of Lagos Decree No. 27 of 29 August 1975

number of administrative and academic staff were also sacked.

Although Jibril Aminu¹ and Olusegun Obasanjo² were very critical of Ajayi's handling of the crisis, and although a number of academic and administrative staff felt that Ajayi deserved the treatment meted to him by the then Military regime on account of his earlier implementation of the 'great purge', there is evidence that Ajayi deserved praise and not scorn. It is on record that the University of Lagos Senate supported him to the last.³ And Ajayi himself after another decade of service to his nation as a don in his home University of Ibadan, insists that he had no cause for regretting the actions he took during that episode. That is the measure of the man.

Although Professor Ajayi as Vice-Chancellor built extensively on Biobaku's legacy in the spheres of academics, physical development, and administrative reforms, it is with some ambivalence that his record at Lagos is judged. However, the fact that another Federal Military Government found him worthy to receive

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1. See Jibril Aminu; Quality and Stress ... Op. Cit
 2. See O. Obasanjo; Not my Will, Ibadan, University Press Ltd., 1990. P. 112.
 3. For details, see B.A. Agiri; "Era of Consolidation and Growth, 1975-1987" in Aderibigbe and Gbadamosi ... Op. Cit. Pp 68-69.

the prestigious Nigerian National Merit Award (NNMA) in 1990 indicates that in the final analysis, Professor Ajayi must be scored very high as an academic and administrator.

Ajayi's departure from Lagos plunged the University into another leadership crisis which only ended with the appointment of Professor A. Adesola as Vice-Chancellor in 1981.

The Interregnum and Crisis-laden Administration of Professor K. Adedevoh: 1978 - 1981

Following the departure of Professor Ajayi, the Visitor posted Dr. M. Tukur; Vice-Chancellor of Bayero University, Kano to the University of Lagos as Vice-Chancellor. The Senate of the University vehemently opposed this approach which totally ignored the normal procedures as prescribed by the constitution of the University. Fortunately, Dr. Tukur turned down the posting on the grounds of principle. Breaching the constitution once again, the Visitor appointed Professor B.K. Adedevoh as Vice-Chancellor despite protests by Senate. Before long, the new Vice-Chancellor ran into difficulties with the Senate ostensibly over his leadership style. By this time, the federal military government had been replaced by an elected civilian administration. Senate then petitioned the President and Visitor to the University,

to remove the Vice-Chancellor for some alleged wrong doings while he was Director-General of the Nigerian Medical Research Council. The Visitor bowed to the pressures and asked the Vice-Chancellor to proceed on leave. In the mean time, both the Council and Senate intensified efforts to have the Vice-Chancellor removed and a new one appointed. But Adedevoh had already taken his case to court and on the strength of the court verdict in his favour returned to assume his office. And here Senate proved (which is rare in Nigeria) that it could prevent an unwanted Vice-Chancellor from functioning. The device used was simple. Attempts by the Vice-Chancellor to convene meetings of Senate on two consecutive occasions proved abortive since there was no quorum. And as any academic knows, a University ceases to function if Senate cannot meet. The Federal Government, well aware of the implications relieved the Vice-Chancellor of his post and appointed an acting Vice-Chancellor in the person of Professor D. Femi-Pearse. It subsequently set up a Visitation panel headed by Mr. Justice Balonwu to amongst other things inquire into the reasons for the aborted Senate meetings. Following the Visitation report, the Registrar, Mr. Eperokun and Six Professors were found guilty of having master-minded the crisis and were therefore asked to resign. They however went

to court and were reinstated. The Vice-Chancellor was also found by the Visitation Panel to have lost the confidence of both staff and students of the University and could therefore not continue to function and therefore re-affirmed his removal. Given the crisis ridden nature of his brief tenure, it is not surprising that Professor Adedevoh could hardly be credited with any substantive achievements. The Postgraduate school which came into existence during his tenure was not his brain-child. He was just there to "deliver the baby" so to say.

Meanwhile, following the constitution of the University, the machinery had been set in motion for the selection of a new Vice-Chancellor and this resulted in the selection and appointment of Professor Akin Adesola, a Professor of Surgery at the University's College of Medicine, who had also served as Deputy Vice-Chancellor and was then the Vice-Chancellor at the University of Ilorin.

The return of Stability and the Administration of
Professor Akin Adesola: 1981 - 1988

The appointment of Professor Akin Adesola, Vice-Chancellor, University of Ilorin as the new executive head of the University in April 1981 was well received in several quarters. A former Deputy provost of the College of Medicine; Professor Adesola was also deputy

to Professor Ade Ajayi as Vice-Chancellor. He had been a staff of the University since its inception in 1962. His selection was anchored on the hope that he would utilise his personal knowledge and intimacy with the staff and problems of the University to the fullest. That hope was considerably fulfilled. Professor Adesola has stated that his administration of the university was based on the belief that the right atmosphere and environment should be created for the staff so that they can function effectively and thus help to achieve the objectives of the University which are teaching, research and service.¹

Professor Adesola as a way of facilitating administration, implemented the plan to build the 12 storey Senate House which now houses all administrative units of the campus. Needless to say that the opportunity to bring all administrative and bursary staff under one roof has facilitated coordination and consultation within the Administration. The building provides an answer to one of the criticisms in Nind's Report with respect to the way units of Administration were scattered all over the campus.

1. Interview with Prof. Adesola - February, 1987. Quoted in A.I. Adefuye and A.O. Aderibigbe; "The University Administration" in Aderibigbe and Gbadamosi; Ibid p. 6.

The period 1981 to 1986 (the cut-off point for this study) witnessed tremendous restructuring within the Administration generally. Given the type of environment in which members of staff were highly polarised, and informal groups gloried in their ability to undermine established leadership, Professor Adesola was convinced of the need to strengthen control over the various arms of the Administration of the University from the Vice-Chancellor's office rather than by remote control through the Registrar's Office. One effect of the long crisis was that staff both senior and junior, seemed to have lost confidence in established channels of making demands or seeking redress, hence correspondence even on very minor issues were usually addressed to the Vice-Chancellor for attention.

One of the major reasons why Professor Adedevoh appeared unpopular with the academic staff was the alleged delay associated with the processing of appointments and promotions to the professorship level. The procedure for assessment of publications by external assessors require much confidentiality and despatch, which did not seem to have been the case during previous Administrations. To solve the problem, the process was brought into the Vice-Chancellor's Office. The result was that enormous pressure was put

on the Vice-Chancellor's Office. In order to obtain the right assistance to carry out these responsibilities, Mr. O.A. Aderibigbe, a senior administrative staff, was deployed to the Vice-Chancellor's Office and later designated the Executive Assistant to the Vice-Chancellor.

Professor Adesola insists that this step was taken after a careful study of the situation and disagreed with the suggestion that the Executive Assistant to the Vice-Chancellor would undermine or erode some of the powers of the Registrar. However, it must be noted that the creation of the office of an Executive Assistant in the Vice-Chancellor's Office was not necessarily an innovation by Professor Adesola. It has its origins in the American and Canadian University tradition. In fact quite a good number of Vice-Chancellors in Nigeria have found it necessary to have a senior tested administrator in their offices to perform the role of an Executive Assistant but without designating him as such.

What could be described as an innovation in Professor Adesola's restructuring of the University Administration was the method of consultation. Both the Registrar and the Executive Assistant met weekly to discuss various administrative problems. These regular meetings were without prejudice to ad-hoc

consultations with other officials on specific issues. In addition, Professor Adesola instituted weekly administrative meetings with the Deputy Vice-Chancellor, Registrar and the Bursar. Any Officer or staff could also be invited to participate in the discussion of particular items, when such officer's input was considered desirable to arrive at a reasonable decision. The system is a time-saving device to resolve problems. It also assists in formulating policies which could later be processed to statutory bodies for consideration. This is clearly an institutionalized variation of the 'mafia' system which we will discuss in the next chapter.

Generally, the achievements of the University of Lagos under the leadership of Professor Adesola are scored high. His greatest feat has been his ability to heal the wounds of the past, and the forging of a consensus through consultations and the maintainance of good working relations with his principal officers especially the Registrar.¹ We have also made reference earlier on in this chapter to Adesola's high rating by a former Vice-Chancellor of a Canadian University.

Infact in a survey of the successive administrations of the University of Lagos, the issue of the

1. Interview with Mr. I.O. Ajilola, February, 1987. Cited in Ibid P. 102.

relationship between the Vice-Chancellor and the Registrar has been seen as critical. For example it is posited that the fact that Professor Njoku did not enjoy the support of Chief Eke made things more difficult for him. On the other hand, Professor Biobaku's success in restoring national and international confidence in the University had to do with the support that he received from the Registrar. Ajayi also had a good relationship with his new Registrar having removed the incumbent he met through the instrumentality of the great purge. Apparently Professor Adadevoh did not enjoy a good working relationship with the Registrar he inherited from Ajayi and therefore tended to rely more on the Senior Deputy Registrar. The Registrar was subsequently removed from office in the aftermath of the Visitation which led to the removal of the Vice-Chancellor. As a result of the above, it has been suggested that the best working atmosphere exists when the Vice-Chancellor appoints his own Registrar.¹ A final word on Professor Adesola's tenure must be on the extent to which the consensus he established led to the unanimous selection and subsequent appointment of his successor, Professor Nurudeen Alao.

1. Ibid P. 102.

A concluding note on the University of Lagos must be on the extent to which despite recurrent crisis, the university has succeeded in establishing for itself a very high reputation. And much of the credit for this should go to Professors Biobaku and Adesola who not only served their full terms but were competent leaders of the University. Professor Ajayi also deserves credit despite the unfortunate nature of his removal.

The University of Benin

Conception and Foundation

The University of Benin has the distinction of being regarded as a first generation university despite the fact that its existence cannot be anchored on Ashby and the fact that it is about 8 years younger than the Ashby Universities. It cannot also be considered a second generation university since it is at least 6 years older.

The University really owes its existence to the successful carving off of the then Mid-west region out of the old Western region in 1963. The new region was thus the only one without a University. Given the politics of the time, it was only prudent for the region's leaders to consider establishing one.

In view of the circumstances under which the region was created it could not depend on the Western region-owned University at Ile-Ife. It is however of

interest to note that Chief A.Y. Eke who was the foundation Registrar at Ife was a Mid-Westerner. The fact that he left the University of Ife in 1963 is also instructive. In fact by 1965 the agitation for a University in the Midwest had reached a critical point as a result of the break-down of law and order in the Western Region where the two Federal Universities were based. This need was further given impetus following the expulsion of non-Easterners from the University of Nigeria, Nsukka at the prelude to the civil war which broke out in 1967. Although the Midwest returnees from Nsukka were accommodated in the other Universities in Nigeria, the need for a regional university became imperative especially as the region had a large pool of qualified candidates seeking admission to the Universities.

It was not until 1967 however, that the then military Government of the State (formerly region) set up a Higher Education Committee under the Chairmanship of the Late Professor Oritsejomi Thomas of the University of Lagos who was later to be the Vice-Chancellor of the University of Ibadan. The Committee was charged with the responsibility for formulating the necessary plans. In July 1967, the Chairman of the Committee and Chief A.Y. Eke, held discussions in Lagos with the Secretary and a team of officials of the

National Universities Commission. The NUC agreed to provide ₦100,000 for the proposed university during the first year of its foundation but due to the exigencies of the Civil War period, all plans were temporarily shelved.

In 1969, the state military government opted for an alternative plan given the reluctance of the federal government to commit funds for the establishment of a new University at a time a war was being prosecuted. Thus the State government approached the university of Ibadan to consider establishing some of its faculties in the state. Subsequently a Joint Committee known as the "Midwest Campus Committee" was established to consider the feasibility of the project. The committee found the proposal viable and recommended that a Faculty of Applied Science and Technology be established in Benin City the State Capital as a College of the University of Ibadan. Thus the Midwest government and the University of Ibadan had set the stage for a local replication of the UCI/University of London arrangement which some other states later adopted until this sensible arrangement was aborted by an oil-boom-pushed Federal government which preferred brand new universities.

At any rate, the Midwest state did not actually embark on the agreed arrangement. Apparently

dissatisfied with the slow pace at which the University of Ibadan was moving, the state government unilaterally albeit with the approval and support of the federal government, established instead, an independent Midwest Institute of Technology which was formally opened on November 23, 1970. With 108 students drawn from all parts of the federation the institute began courses in science and mathematics. The exact status of the institution was deliberately made ambiguous but the students were actually taking university level courses. For instance - students admitted for medicine actually spent the first three years at Zaria under an arrangement with Ahmadu Bello University.

The "facts" on the ground were subsequently presented to the NUC which had to grant full University status on 1st July 1971. In his budget speech in April 1972, the Military Governor of the State formally announced the change of name to the University of Benin. This was considered necessary in view of misconceptions as to the exact status of the institute and the evident difficulty of explaining that the institute was in reality a University.¹

The institute was designed roughly along the lines of the famous Massachussets Institute of Technology in

1. University of Benin, Calender, 1985 - 86.

the United States - down to the level of the initials (MIT). Hence the initial reluctance to change the name even after it was designated a University by the NUC. In a sense then, the defunct Midwest Institute is the precursor of the later day Federal Universities of Technology (FUTS).

The University was not able to sustain the technological image and thrust for it soon became a conventional university. Following the failure of the federal government to adopt derivation as the basic principle of revenue allocation as hoped by the state government, it was decided to hand over the university to the federal government which was formally effected when a new military regime decided to take over all state owned Universities. This was accomplished on 19th August 1975 through the instrumentality of the University of Benin Transitional Provisions Decree No. 20 of 1975.

The Institute initially had Rectors as its Chief Executives. The first Rector was Professor Glyn Phillips who held the office between 1970 and 1971. He was followed by Professor J.C. Ene who acted as Rector between 1971 and 1972. Professor Kenneth Hill acted as Rector between 1972 and 1973 while Professor John Harris acted as Vice-Chancellor between 1973 and 1974.

The first substantive Vice-Chancellor was therefore Professor T.M. Yesufu who was a member of the committee that worked out the modalities for the establishment of the University.

The Administration of Professor T.M. Yesufu 1974-78

The administration of Professor T.M. Yesufu was transitional in two senses. On the one hand it straddled the transition of the University from a State institution to a Federally owned one. On the other, it marked a transition from a technological university to a conventional one. In achieving both objectives, the Vice-Chancellor had to contend with considerable resistance by established interests in the State who saw in his administration, the destruction of the dreams of the founding fathers. In addition, he had to contend with the need to strike a balance between the competing ethnic claims in the state as reflected in staff and students composition and the need to build a national university.

In the attempt to achieve the dual transitional objectives, his administration had to embark on an extensive manpower recruitment programme in which tested academics in existing universities were to be attracted to Benin-City. It was clear that this attempt was not initially successful. Hence the recruitment of expatriates became a viable option. But

this could not be sustained in the face of limited funds. Hence a more concerted effort to recruit from the local pool. This attempt was more successful. Several Lecturers in other Nigerian Universities saw the utility value of rapid promotions which a move to Benin was bound to bestow. In addition quite a significant number of senior academics had been involved in one way or another in the military administrations of the state both during the Gowon administration and the successor Muhammed/Obasanjo regime especially those who served as Commissioners.

With the gradual emergence of the University as a viable institution, most of the academics serving the state administration on extended leave from their original bases saw a return to their original institutions as very unappealing. Hence a good number of them signified their intention of transferring to Benin upon the completion of their assignments with the state government. This enabled the university to subsequently have tested academics as well as administrators who saw to the intellectual growth of the University.

This was however to create a problem which the University has not quite succeeded in solving. Essentially, the recruitment policy of the Yesufu administration witnessed the emergence of three distinct and

distrustful groups in the University. The first group consisted of those who joined the University during its formative years with the hope of accelerated advancement within the system and who saw themselves as the authentic members of the University and saw later entrants as interlopers. The second group consisted in the main of a few expatriates who saw their role as defenders of the University from the emerging politics of the University. The third category consisted of erstwhile commissioners and others who had served the state government in other capacities. As academics of high rank in their erstwhile institutions and as former power wielders in the State, this group tended to exhibit a superiority complex vis-a-vis their other colleagues.

The conflict generated by the three groups mentioned above has been reinforced by ethnic cleavages and loyalties. It is therefore not surprising that the Yesufu Administration spent a lot of time managing conflicts to the detriment of other pressing issues. For instance throughout the life-time of the administration, very little was done regarding the development of the permanent site of the University at Ugbowo. The University therefore had to make do with the tiny premises of the Mariere Teachers Training College at Ekenwan as its temporary site for

administration, instructional purposes and students accommodation. Academic and senior administrative staff were housed in rented quarters mainly in the Government Reservation Area at huge cost to the University, while Science students were based at a temporary campus at Iyaro.

Thus by the time, the tenure of Yesufu was coming to an end, the political temperature of the University had become so volatile that the Federal Government not only refused to concede to Yesufu the usual second term, but also dashed the hopes of competitors by appointing Professor Adamu Baikie from Ahmadu Bello University Zaria as the second Vice-Chancellor of the University of Benin.

On a positive note, the Yesufu administration must be credited with laying a strong academic foundation for the university to the extent that at the time he left office, the University of Benin had almost caught up with the Universities established many years before it.

The Administration of Professor Adamu Baikie; 1978-1985

The appointment of Adamu Baikie as Vice-Chancellor of the University of Benin was received with considerable hostility by not only the senior academics and administrators at Benin, but also by the power elite in the state. But the new Vice-Chancellor moved

fast to neutralize opposition to his administration not by authoritarian methods but through creative diplomacy. His immediate move was to secure the backing of the State power elite through his contacts both at the national governmental level and the Northern traditional leadership.

Having neutralized external opposition, he then moved to evolve a consensus within the University through consultations, an extensive network of informal relations, and making virtually all the important personalities in the University feel relevant in the scheme of things. In this way, he got the divided university to bury differences at least in the short term so as to push the University to greater heights.

Freed from the wranglings which virtually incapacitated his predecessor's administration, he was able to embark on academic expansion and enrichment, elaborated a more coherent and efficient administration, and embarked on serious development of the permanent site of the University. It was therefore no surprise that on completing his first four years, his re-appointment for a further three years was greeted with hardly a murmur.

Although operating within the turbulent environment of the 2nd republic politics, his political position was never known. This was in the face of the

active involvement of a large number of academic and administrative staff in partisan politics. Rather than being a threat to the University, the involvement of staff in politics actually protected his position and the university. For, Baikie was equally at home with partisans of the two major parties that shaped events in the State. Infact, his very close friends and advisers often were sympathetic to the different parties but seemed to have been non-partisan when dealing with the Vice-Chancellor. This largely accounts for his success at the University of Benin.

But as the tenure of Baikie drew to an end, all the long-buried differences and animosities among the dons of Benin came to the fore. The academics were so divided that no weapon was considered immoral in the run-up to the selection of three names by the search committee of Council and Senate. Infact the search committee itself was said to be partisan. But the various contestants agreed on one thing. That the next Vice-Chancellor must come from the University of Benin. Given the acrimony of the competition, it is difficult to believe that any Vice-Chancellor appointed from amongst the dons of Benin would have been acceptable.

Nevertheless, the search committee apparently sent three names to the Visitor although there are strong indications that along with the three names was the

advise to appoint an external person as Vice-Chancellor but who should be an indigene of Bendel State. Thus it was that Professor Grace Alele-Williams of the University of Lagos was appointed Vice-Chancellor to succeed Baikie. In the final analysis, Professor Adamu Baikie proved to be an excellent leader of men and of a very complex University. Thus apart from his contributions to the intellectual growth and physical development of the University, he is also regarded as an excellent Administrator who relied extensively on tact and diplomacy to achieve his goals. The fact that the University of Benin has almost caught up with the other first generation Universities is testimony to his leadership abilities.

The University of Ilorin: Conception and Foundation

The University of Ilorin started off as a campus of the University of Ibadan in September 1975 with Professor Tekena Tamuno as its first principal. Following the appointment of Tamuno as the Vice-Chancellor of the University of Ibadan in November of the same year, Professor O.O. Akinkugbe replaced him and served between December 1975 and September 1977 as the institution's second principal.

In 1977, the institution became a full-fledged and autonomous University along with six other institutions which were created under the imperatives of the third

National Development Plan which aimed at providing more opportunities to acquire University education and generating high level manpower for the rapidly expanding economy. Collectively the Universities established during this period are now referred to as the Second Generation Nigerian Universities or the Seven sisters.

Professor O.O. Akinkugbe, the erstwhile Principal thus became the first Vice-Chancellor of the University. The institution which had started operations with just 200 students when it was still affiliated to Ibadan, had by October 1977 when it attained full autonomous status, enough students to operate a three faculty system. These were Arts, Science and Education. The pioneering efforts of Akinkugbe which included starting work at the permanent site, were however cut short as a result of his posting to Ahmadu Bello University Zaria under the controversial and ill-fated experiment of the then military regime of posting Vice-Chancellors to institutions outside their places of origin.

Akinkugbe was therefore replaced by Professor Akin Adesola of the University of Lagos. Under the tenure of Adesola which covered less than three years (October 1978 - April 1981) considerable achievements were attained in the areas of curriculum expansion as well

as physical development. For instance, he ensured that the permanent site was developed quickly to at least make it habitable. But Adesola was not to witness the movement of part of the University to the Main Campus as a result of his appointment as Vice-Chancellor of the University of Lagos where he initially came from. Adesola was succeeded by Professor S.A. Toye whose tenure stretched from 1981 to 1985. Professor Toye who had served as Deputy Vice-Chancellor at Ibadan insisted on serving for only one term. It was during his tenure that movement to the permanent site commenced. Despite the fact that he served for only four years, Professor Toye is generally seen as a competent Vice-Chancellor. He was succeeded by Professor A. Adeniyi who is the incumbent.

The growth of the University was phenomenal. For instance by 1985, student population had reached 5,411 with a combined staff strength of 1,914. Earlier on by 1982, the Faculties of Arts, Science, Education, Engineering and Technology and the Pre-Clinical components of the Health Sciences had been consolidated at the Mini Campus. The completion of the Faculty buildings for Natural Science and Engineering as well as eight blocks of student hostels by December 1981 made it possible for the movement of over 1,000 Science oriented students to the Main Campus by January 1982.

Currently more than 3,000 students are resident at the main campus while a large number commute between the mini campus and the main campus for lectures.¹

The main campus currently houses the Faculties of Science, Engineering and Technology, Agriculture, the Pre-Clinical arms of the Faculty of Health Sciences, the Unilorin Sugar Research Institute, the Postgraduate School, the Central Administration Building, Works Yard, Conference Centre, Staff Canteen, two students canteens, a "Bukateria" centre, a branch of the bookshop and a semi-permanent convocation arena.

The mini campus now houses only the Library, the Africa Hall, Students Union Building, a student canteen, the faculties of Arts, Education, Business and Social Sciences, and the Clinical aspects of the Health Sciences. Also still at the mini campus are revenue yielding projects such as the Bookshop, the Bakery, the Printing Press, the Petrol Station, and the University Guest Houses. Each of the campuses has a Health Centre, a Senior Staff Club, a Post Office and Banking facilities.²

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1. For details, see D.S. Adegobyega; The Bureaucratisation of the Nigerian University System: The University of Ilorin Experience. M.P.A. Field Attachment Report, Department of Public Administration, University of Ife, Ile - Ife. March, 1987.
 2. University of Ilorin Calender, 1985 - 86.

By 1986, there were seven faculties; viz Arts, Science, Education, Health Sciences, Engineering and Technology, Business and Social Sciences and Agriculture. The aborted eighth Faculty, that of Law is currently being operated as a department in the Faculty of Business and Social Sciences. In all, there are about forty-six academic departments in the existing seven faculties. The University started work with the three term system but has now adopted the two semester system along with the course unit system.¹

The Postgraduate School was inaugurated on 8th November, 1983. Prior to that time, matters relating to Postgraduate Programmes were handled by the board of postgraduate studies. Postgraduate Studies initially commenced in the Faculty of Science when in 1977, two candidates were enrolled for the M.Sc. Degree in the Department of Biological Sciences. Since then, higher degree programmes including doctorate programmes have commenced in other Faculties and the Postgraduate Diploma in Education had also been introduced.

Through teaching, research and postgraduate programmes, the University has continued to maintain high standards of scholarship in the various academic disciplines. In 1982, the University converted its

1. Ibid

service oriented ventures into profit-oriented revenue-yielding projects. The university also established its consultancy services in that year. Another instance of self reliant operation is that of the direct approach to executing physical projects. Through this approach the University had by 1984 successfully accomplished the following developments on the main campus: University Staff School Phase II and III, Unilorin Secondary School Phase I and II, Central Administration building, Unilorin Mini Dam; Unilorin "Bukateria" centre, Unilorin Secondary School Laboratory Complex and a semi-permanent convocation arena.¹

The University of Ilorin, despite the strains and stresses of its early years can be said to have stabilized and with proper leadership, is capable of fulfilling its potentials in the not too distant future. The university has however suffered from a number of scandals relating to academic corruption which to a large extent dented its reputation. One is hopeful however that with the decisive action taken by the authorities of the university, the university will quickly put the setbacks in a proper perspective and forge ahead in performing the roles for which it was established. One cannot help but by concluding with

1. Ibid

the observation that compared to the University of Benin, the University of Ilorin appears rather underdeveloped. A possible explanatory factor would be the very short tenure of her Vice-Chancellors prior to the appointment of the incumbent, Professor A. Adeniyi.

Bendel State University, Ekpoma:

Conception and Foundation

The need for a Bendel State University arose because of the rapid educational development in the Bendel State of Nigeria; the politics of the Second Republic and the discriminatory admissions policy in Federal Universities. In our discussion of the University of Benin we alluded to the fact that Bendel State is a state where the thirst for education is very acute. Secondly, the Unity Party of Nigeria (UPN) which first governed the state during the second republic had as one of its cardinal policies, "free education at all levels". Qualified Bendel State candidates were already finding it difficult to gain admission into Federal Universities as a result of national policies governing admissions to federal Universities. The free education policy was therefore bound to exacerbate the situation in the not-too-distant future. Moreover, the free education policy could not be sustained at the University level as all Universities were then federally owned and the party controlling the

Centre was not disposed to helping its rival party in pursuing its party programmes.

Fortunately however, the establishment of Universities had been transferred from the federal exclusive legislative list to the concurrent list in the constitution of 1979. The only way out for the state government then, was the establishment of its own university. Indeed as the then State Governor, Professor F. Alli rationalized it in 1981;

The Bendel State University was established as a concrete demonstration of our efforts to liberalise and widen educational opportunities for all those with the potentialities.[1]

The crystallization of the idea of a Bendel State University began with the Constitution of a committee on the Establishment of Bendel State University and other tertiary institutions on January 15, 1981. The Committee had the following terms of reference:

- (a) To explore the possibility of establishing different categories of institutions of higher learning in the state to absorb the products of the increasing number of secondary schools in the state, such as additional polytechnics and colleges of industrial technologies;

1. See; Bendel State University, Ekpoma Calender, 1983-87 p. 21.

- (b) To examine:
- (i) the faculties or colleges in the proposed Bendel State University,
 - (ii) the structure of the university; and
 - (iii) the curricula of the various faculties or colleges;
- (c) To examine such other relevant matters, location, etc., and make appropriate recommendations.¹

Somehow, the last term of reference was later deleted from the Committee's assignment on February 20, 1981. With the benefit of hindsight, the deletion of this crucial term of reference resulted in a host of

1. Ibid.

problems which still afflict the university.¹ The committee was headed by Professor M.I. Ogbeide, a Professor of Paediatrics and Director of Child Health at the University of Benin. He later became the first Vice-Chancellor of the University.

Upon the submission of the recommendations of the Committee, a bill to make provisions for the establishment of a University for Bendel State was sent to the State House of Assembly for consideration. After a prolonged debate in the State House of Assembly over the question of location for the university, the bill was passed into law with significant amendments on July 14 1981 although it took retrospective effect from January 1, 1981. When the Military came to power in

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1. The removal of the last term of reference was to forestall the possibility of the committee recommending another location other than Ekpoma, the Governor's Home Town. Thus when the Bill got to the House of Assembly, there was serious opposition regarding the location. As a compromise, the University had to adopt a collegiate system within a Multi-campus structure reflecting the then senatorial zones. The university was therefore destined to be a very expensive one. In addition, Polytechnics, Colleges of Education and Agriculture were created for parts of the state that had no campuses of the University. The politics of location therefore imposed on the state a system of higher education it could ill afford. Despite the fact that these developments were reversed by the successor civilian administration and the Military in 1984, the University still suffers from the politics of 'State Character'

1983/84, the law was repealed and a new law promulgated in the form of Bendel State University, Ekpoma Edict of 1984 which is currently the operative law.

Transient Administrations

The Bendel State University perhaps has the distinction of having the most rapid turnover rate of its principal officers. The first Vice-Chancellor of the University was Professor M.I. Ogbeide with Mr. S.A. Kakulu as his first Registrar. However when the University formally took off on January 15, 1982, both the Vice-Chancellor and the Registrar were removed from office ostensibly for their slow pace in the practical implementation of government decision that the University should open to students during the 1981/82 session. The only Professorial member of staff at that time, Professor Vincent Aimakhu, first Rector of the University's College of Medical Sciences was appointed Acting Vice-Chancellor. He later became substantive Vice-Chancellor as from 29th June 1982 till 1st March 1984 when as a result of a Visitation Panel report he was removed from office. Mr. S.O. Okodugha who served as the Acting Registrar was similarly removed on 12th March 1984.

Between 1st May, 1984 and 15th January 1985, Professor D.O. Aihie, erstwhile Rector of the College

of Legal Studies acted as Vice-Chancellor when Professor Kuale was appointed the substantive Vice-Chancellor. The current Registrar Mr. E.A. Omobude was appointed with effect from 15th September 1984, having previously acted as Registrar between March 13, and September 14, 1984. Professor Kuale managed to complete his first term in office but was not re-appointed. Instead Professor Awele Maduemezia was appointed Vice-Chancellor in January 1989 and he is the current Vice-Chancellor.

Unstable Academic Structure

The University opened in 1982 with Eight Colleges namely;

- (1) College of Arts and Social Sciences
- (2) College of Agriculture and Natural Resources
- (3) College of Education
- (4) College of Engineering and Technology
- (5) College of Natural Sciences
- (6) College of Legal Studies
- (7) College of Environmental Design and
- (8) College of Medical Sciences.

But as a result of the recommendations of a Visitation Panel instituted at the beginning of the 1983/84 session by the then State Governor and Visitor,

Dr. S.O. Ogbemudia, some of the Colleges were closed down. These were the Colleges of Medical Sciences, Agriculture and Natural Resources, and Education. Also, the collegiate system gave way to the traditional Faculty system. Up to the end of the 1984/85 session, the following faculties existed in the University: Arts and Social Sciences, Engineering and Technology, Environmental Design, Law and Natural Sciences.

In 1985, as a result of the state Government's rationalization of higher education in the state, the College of Education at Abraka became a campus of the University and thus became the sixth Faculty.

Student Population: - Rapid Growth

In 1982, the University opened with 408 students but rose to 1,073 by the end of the 1982/83 session. By 1983/84 session, 1,638 students were enrolled with the University. This figure rose to 1,810 in 1984/85. With the integration of the College of Education at Abraka as a campus of the University, the total student population in 1985/86 session jumped to 4,516.¹ It should be mentioned however that the College of Education at Abraka had been in existence for a long

1. The enrolment figure for the 1985/86 session cited above was provided by the University. But the NUC records show an enrolment figure of 4,424 students for the session. It has not been possible to ascertain the cause of the discrepancy.

time and had normally prepared students for the National Certificate in Education (NCE). Moreover, Ekpoma had introduced a pre-degree Science programme which started in the 1984/85 Session. The programme was designed to prepare deficient students for the Science degree courses in order to meet the manpower requirements of the National Policy on Education.

Staff Population

The staff situation at the opening of the University was precarious. In 1981, when the university opened, there were only two full time academic members of staff, four senior non-academic staff and twenty-six junior staff. The university had to do with the services of part-time lecturers drawn from other universities notably Benin, Ife, Ibadan and Lagos. But the rise in staff population has since been phenomenal.

In 1982, the staff population rose to 713; made up of 93 academic staff, 87 senior non-academic staff and 533 junior staff. In 1984, the staff population was 1,123. During the 1985/86 session, the population had risen to 1,637 made up of 346 academic staff, 291 senior non-academic staff and 1,000 junior staff.

Facilities

When the University took off in January 1982, it had no building of its own. The University Administration for example had to make do with a block of offices at the Okpebho Local Government Secretariat. For students accommodation and classrooms, it had to utilize the facilities of some nearby secondary schools. Private houses were also rented to accommodate female students as well as part-time lecturers.

It was as a result of this inadequate situation that a task force was set up in January 1982 to ensure the rapid provision of physical facilities. By November 1982, 70 blocks of residential prefabricated structures of 91 units of 4 bedroom, 3 bedroom and 2 bedroom flats had been completed and were ready for occupation by staff. At the academic core section of the then permanent site, 64 out of 96 units of all purpose prefabricated structures had been completed. To solve the problem of lack of electricity in a university located in a rural setting, two giant generating plants were purchased to supply light to both the residential and academic core areas. In the absence of pipe-borne water, a number of water tankers were bought to supply water to over head tanks mounted behind each flat.

Funding

In 1981, the university received a capital grant of N6 million, while a recurrent grant of N2,500,000 was made available. In the 1981/82 session, the recurrent grant rose to N6,600,000 while capital grant rose to N11,300,000. In the 1982/83 session, recurrent grant was N8,705,433 while capital grant was N2,324,750. In the 1983/84 session, there was no capital grant at all. With the economic depression in the country, funding has consistently being on the low side. For example, in the 1984/85 session, the recurrent grant to the University was N6,600,000. While the capital grant was N3,856,885.82. With the setting up of commercial projects, and the launching of development and endowment funds, the University expects to yield additional revenue to supplement government's efforts. This has however made very limited impact on the financial situation of the University which remains precarious.

Problem of Site

Bendel State University also has the distinction of having up to three permanent sites at the last count. The first permanent site of the university was considered unmanageable. The terrain was erosion prone which the university did not have the funds to check.

As a result, another permanent site was acquired but this has also been discovered difficult to develop. As such a third permanent site has now been acquired along the Ekpoma - Auchu road which it is hoped will be the last permanent site. The university therefore has a long way to go in providing a campus befitting a university.

The problems of the University have really been legion principally as a result of the politics that surrounded its foundation and which still endures. However, the University has graduated several batches of graduates who seem to be as good as those of other universities. This has been evident at least in Law where graduates of Ekpoma have often topped the list of the Nigerian Law School Graduates.

It is hoped that with the relative stability of the leadership at least since 1984, the university should be able to overcome the problems that currently afflict it and enter fully into the league of Nigerian Universities.

The Federal University of Technology, Akure

Conception and Foundation:

The Federal University of Technology, Akure is one of the three Universities of Technology (initially seven) that the Federal Government established during

the 2nd republic as a means of realizing the technological drive of the country which the conventional universities were perceived not to be pursuing. The University formally came into existence in September 1981 with the appointment of a Chancellor and a Governing Board.

On November 19, 1981, Professor T.I. Francis was appointed the first Vice-Chancellor. Professor Francis had earlier served as Professor of Medicine at the University of Ibadan, and Provost of the Institute of Health Sciences at the University of Port-Harcourt. Professor Francis assumed duties in Akure on January 11, 1982. Working from a single office the Vice-Chancellor and his pioneer staff began the planning of the University. Utilizing the services of academics from various universities constituted into "Academic Planning Task Forces", the university was able to produce within a short time the 'briefs' of the three schools that were initially established.

The other Principal Officers of the University were appointed by Council in July, 1982 and most of them assumed duties in the following month. The recruitment of experienced academic and other staff has been a continuing affair because academics of the right calibre have been reluctant to leave their various establishments for a variety of reasons. In the

1985/86 session for instance, the University had only sixty-seven academic staff.

In compliance with the provision of the Federal Universities of Technology Decree of 1986, the University appointed in February 1987, its first Registrar, Dr. J.A. Osanyibi, who had been until his appointment the Academic Registrar of the Institution.

According to the directive of the Federal Military Government, the University was to use, as its temporary campus, the site of the Federal Polytechnic at Akure, while the Federal Polytechnic was to move in stages to Ado-Ekiti and finally hand over the site to the University. Owing to certain constraints, this arrangement did not materialize as quickly and smoothly as anticipated, with the result that very few buildings were initially released to the University. Nonetheless, the University quickly modified the released buildings to serve as laboratories, classrooms, offices, library and drawing rooms/staff offices.

At the same time, it started the construction of a storey building to serve as the Physics Laboratory and provide additional staff offices. Also, Duplex bungalows, adjacent to the academic areas and which were inherited from the Federal Polytechnic at different stages of completion, were completed and put to use as administrative blocks and accommodation for other

supporting services. The movement of the Polytechnic was completed in February, 1986 and the University has since then taken full possession of the entire 'emergency campus' of the Polytechnic which has an area of 640 hectares. This area is now known as the 'Mini Campus' of the University.¹

At an early stage in the life of the University, efforts were initiated towards the acquisition of a permanent site, since the Polytechnic site could serve at best, only as a temporary site and ultimately as an extension of the main campus. The University has however been able to acquire a permanent site of about 10,000 hectares on the Akure-Owo Road although the size was subsequently reduced to 6,567 hectares. Efforts are currently being made to develop the site in stages with available resources.

The first set of students reported in the University on Monday, November 22, 1982 and academic activities began on November 29, 1982. Out of a total of 269 students who were offered admission to various disciplines in the three foundation schools of Agriculture and Agricultural Technology, Earth and Mineral Sciences and Pure and Applied Sciences, only 149 eventually matriculated during the first

1. Federal University of Technology, Akure Calender 1985-86.

matriculation ceremony of the University which took place on Saturday, January 22, 1983. This first set of students graduated at the University's first convocation ceremony in 1987. In its fifth year, 1986/87, the University had a student population of 1,000.¹

The Federal University of Technology, Akure has continued to make steady progress towards becoming a full-grown university with a sound tradition of academic excellence. Besides a student population of 1,000, the University has a staff population (academic and non-academic) of 479. Despite the initial teething problems, the University has adequately renovated and modified the structures handed over by the Polytechnic to meet the needs (academic and otherwise) of the University. Facilities on the mini-campus now include an administrative block for the registry and bursary, the Senate/Council Building Complex which also houses the Vice-Chancellor's Office, the Library, Students cafeteria, staff school, the computer centre and the Health Centre.²

In addition to its normal curricular activities, the University has been running, successfully, an extra-mural programme and a Science Laboratory

1. Ibid

2. Ibid

Technology Training Scheme for the benefit of its staff and the immediate community. The University has also established a staff school which admits pupils from within and outside the University.

In spite of the problem of attracting and retaining high quality academic staff, it is reasonable to suggest that Professor Francis as foundation Vice-Chancellor has succeeded in laying a solid foundation for his successors. This is not a mean achievement especially when the University is compared with Bendel State University. In addition, the ease with which his deputy, Professor A. Ilemobade emerged as his successor is perhaps indicative of the extent to which a culture of cooperation prevails in the institution.

In this chapter, we have attempted to chronicle the development of south-western Nigerian universities, and in the process, highlighting the roles of successive Vice-Chancellors in the process. In the next chapter, we proceed to assess the performance of each of the Vice-Chancellors already mentioned in this chapter.

CHAPTER SEVEN

PERFORMANCE APPRAISAL OF VICE-CHANCELLORS

In the introductory chapter, we indicated that the effectiveness or performance of the Vic-Chancellors under this study will be determined through responses to our oral interviews and written questionnaire. Table 1.1 in chapter one is a summary of questionnaire administration and retrieval. The retrieved questionnaires were then analyzed utilizing the procedure that follows:

Analysis of Responses

For the purposes of this chapter, responses to seven items on the questionnaire were analyzed. These are: items 3.3, 3.5, 3.7(a), 3.7(b), 3.8, 7.2, and 7.3. Under item 3.3, respondents were asked to rate the Vice-Chancellors who have presided over their institutions on the basis of the following criteria; intellectual ability, administrative competence, and positive relations with colleagues. They were to use the high, average and low rating scale. Similarly, under item 3.5, respondents were asked to characterize the leadership style of the Vice-Chancellors rated in 3.3, using the autocratic, democratic and laissez faire categories.

Under item 3.7(a), respondents were also asked to assess the contribution of each of the Vice-Chancellors to the academic development of their respective institutions using the high, average and low rating scale. Similarly, under item 3.7(b), respondents were asked to rate the contribution of each of the Vice-Chancellors to the physical development of their respective institutions using the high, average and low rating scale.

Item 3.8 sought the opinion of respondents regarding the Vice-Chancellors who provided the best, average and worst working environment for them. Under item 7.2, respondents were asked to assess the overall performance of their institutions as regards reputation, quality of graduates, output of staff and public service using the very high, high, average and low rating scale. As a follow up, item 7.3 asked respondents to rate their Vice-Chancellors according to their contributions to the reputation, quality of graduates, output of staff and public service using very high, high, average and low rating scales.

A summary of responses to these items is provided in Tables 7.1 to 7.16.

TABLE 7.1

Performance Assessment Scores in Respect of Professor O. Ajose

	Score	%	Score	%	Score	%	Score	%	Total %		
a) Intellectual ability	High	70	Average	20	Low	0	NR	10	100		
b) Administrative Competence	High	30	Average	10	Low	20	NR	40	100		
c) Positive Relations with Colleagues	High	30	Average	20	Low	10	NR	40	100		
d) Leadership Style	Autocratic	20	Democratic	42	Laissez Faire	20	NR	18	100		
e) Academic Development	High	40	Average	30	Low	10	NR	20	100		
f) Physical Development	High	20	Average	10	Low	30	NR	40	100		
g) Working Environment	Best	10	Average	10	Worst	5	NR	75	100		
h) Institutional Reputation	VH	2	High	4	Average	10	Low	6	NR	78	Total % 100
i) Quality of Graduates	VH	20	High	15	Average	15	Low	10	NR	35	100
j) Output of Staff	VH	5	High	20	Average	15	Low	12	NR	48	100
k) Public Service	VH	5	High	10	Average	20	Low	6	NR	59	100

Note: The abbreviation; NR stands for No-Response meaning that the Respondent(s) did not respond to the question asked while VH stands for Very High.

TABLE 7.2

Performance Assessment Scores in Respect of Professor H.A. Oluwasanmi

	Score	%	Score	%	Score	%	Score	%	Total %		
a) Intellectual ability	High	60	Average	18	Low	2	NR	20	100		
b) Administrative Competence	High	70	Average	10	Low	5	NR	15	100		
c) Positive Relations with Colleagues	High	50	Average	20	Low	20	NR	10	100		
d) Leadership Style	Autocratic	20	Democratic	50	Laissez Faire	25	NR	8	100		
e) Academic Development	High	80	Average	4	Low	0	NR	16	100		
f) Physical Development	High	90	Average	0	Low	0	NR	10	100		
g) Working Environment	Best	10	Average	20	Worst	5	NR	65	100		
h) Institutional Reputation	VH	10	High	8	Average	10	Low	4	NR	68	Total % 100
i) Quality of Graduates	VH	20	High	15	Average	12	Low	10	NR	43	Total % 100
j) Output of Staff	VH	25	High	20	Average	12	Low	6	NR	37	Total % 100
k) Public Service	VH	6	High	30	Average	20	Low	4	NR	40	Total % 100

Note: The abbreviation; NR stands for No-Response meaning that the Respondent(s) did not respond to the question asked while VH stands for Very High.

TABLE 7.3

Performance Assessment Scores in Respect of Professor O. Aboyade

	Score	%	Score	%	Score	%	Score	%	Total %		
a) Intellectual ability	High	75	Average	20	Low	0	NR	5	100		
b) Administrative Competence	High	60	Average	16	Low	5	NR	11	100		
c) Positive Relations with Colleagues	High	40	Average	10	Low	20	NR	30	100		
d) Leadership Style	Autocratic	40	Democratic	60	Laissez Faire	0	NR	0	100		
e) Academic Development	High	80	Average	10	Low	2	NR	8	100		
f) Physical Development	High	60	Average	20	Low	15	NR	5	100		
g) Working Environment	Best	20	Average	30	Worst	7	NR	43	100		
h) Institutional Reputation	VH	15	High	10	Average	15	Low	5	NR	50	Total % 100
i) Quality of Graduates	VH	20	High	20	Average	15	Low	7	NR	38	100
j) Output of Staff	VH	20	High	15	Average	16	Low	10	NR	39	100
k) Public Service	VH	10	High	20	Average	10	Low	6	NR	56	100

Note: The abbreviation; NR stands for No-Response meaning that the Respondent(s) did not respond to the question asked while VH stands for Very High.

TABLE 7.4

Performance Assessment Scores in Respect of Professor C.A. Onwumechili

	Score	%	Score	%	Score	%	Score	%	Total %		
a) Intellectual ability	High	80	Average	10	Low	0	NR	10	100		
b) Administrative Competence	High	50	Average	20	Low	25	NR	5	100		
c) Positive Relations with Colleagues	High	25	Average	25	Low	40	NR	10	100		
d) Leadership Style	Autocratic	20	Democratic	60	Laissez Faire	20	NR	0	100		
e) Academic Development	High	30	Average	40	Low	22	NR	8	100		
f) Physical Development	High	10	Average	10	Low	50	NR	30	100		
g) Working Environment	Best	50	Average	30	Worst	20	NR	0	100		
h) Institutional Reputation	VH	5	High	40	Average	15	Low	25	NR	55	100
i) Quality of Graduates	VH	20	High	40	Average	10	Low	10	NR	20	100
j) Output of Staff	VH	20	High	50	Average	5	Low	0	NR	25	100
k) Public Service	VH	20	High	30	Average	10	Low	25	NR	15	100

Note: The abbreviation; NR stands for No-Response meaning that the Respondent(s) did not respond to the question asked while VH stands for Very High.

TABLE 7.5

Performance Assessment Scores in Respect of Professor 'Wande Abimbola

	Score	%	Score	%	Score	%	Score	%	Total %		
a) Intellectual ability	High	70	Average	30	Low	0	NR	0	100		
b) Administrative Competence	High	70	Average	20	Low	10	NR	0	100		
c) Positive Relations with Colleagues	High	60	Average	20	Low	20	NR	0	100		
d) Leadership Style	Autocratic	20	Democratic	50	Laissez Faire	25	NR	5	100		
e) Academic Development	High	50	Average	30	Low	20	NR	0	100		
f) Physical Development	High	10	Average	10	Low	50	NR	30	100		
g) Working Environment	Best	40	Average	20	Worst	10	NR	30	100		
h) Institutional Reputation	VH	6	High	30	Average	40	Low	20	NR	4	100
i) Quality of Graduates	VH	10	High	40	Average	40	Low	10	NR	0	100
j) Output of Staff	VH	20	High	40	Average	30	Low	5	NR	5	100
k) Public Service	VH	30	High	10	Average	40	Low	10	NR	10	100

Note: The abbreviation; NR stands for No-Response meaning that the Respondent(s) did not respond to the question asked while VH stands for Very High.

TABLE 7.6

Performance Assessment Scores in Respect of Professor E. Njoku

	Score	%	Score	%	Score	%	Score	%	Total %		
a) Intellectual ability	High	73.3	Average	13.3	Low	0	NR	13.3	99.9		
b) Administrative Competence	High	60	Average	13.3	Low	6.6	NR	20	99.9		
c) Positive Relations with Colleagues	High	13.3	Average	20	Low	6.6	NR	60	99.9		
d) Leadership Style	Autocratic	60	Democratic	30.6	Laissez Faire	0	NR	9.3	99.9		
e) Academic Development	High	13.3	Average	26.6	Low	2.6	NR	57.3	99.9		
f) Physical Development	High	6.6	Average	8	Low	13.3	NR	72	99.9		
g) Working Environment	Best	13.3	Average	2.6	Worst	0	NR	84	99.9		
h) Institutional Reputation	VH	26.6	High	18.6	Average	10.6	Low	16	NR	28	99.8
i) Quality of Graduates	VH	0	High	1.3	Average	4	Low	0	NR	94.6	99.9
j) Output of Staff	VH	20	High	2.6	Average	1.3	Low	0	NR	76	99.9
k) Public Service	VH	6.6	High	2.6	Average	1.3	Low	1.3	NR	88	99.8

Note: The abbreviation; NR stands for No-Response meaning that the Respondent(s) did not respond to the question asked while VH stands for Very High.

TABLE 7.7

Performance Assessment Scores in Respect of Professor S. Biobaku

	Score	%	Score	%	Score	%	Score	%	Total %		
a) Intellectual ability	High	80	Average	2.6	Low	4	NR	13.3	99.9		
b) Administrative Competence	High	86.6	Average	8	Low	1.3	NR	4	99.9		
c) Positive Relations with Colleagues	High	53.3	Average	6.6	Low	9.3	NR	30.6	99.8		
d) Leadership Style	Autocratic	66.6	Democratic	33.3	Laissez Faire	0	NR	0	99.9		
e) Academic Development	High	66.6	Average	26.6	Low	6.6	NR	0	99.8		
f) Physical Development	High	66.6	Average	13.3	Low	6.6	NR	13.3	99.8		
g) Working Environment	Best	53.3	Average	33.3	Worst	9.3	NR	4	99.9		
h) Institutional Reputation	VH	40	High	26.6	Average	24	Low	2.6	NR	6.6	Total % 99.8
i) Quality of Graduates	VH	60	High	13.3	Average	26.6	Low	0	NR	0	99.9
j) Output of Staff	VH	81.3	High	13.3	Average	0	Low	0	NR	5.3	99.9
k) Public Service	VH	33.3	High	16	Average	40	Low	6.6	NR	4	99.9

Note: The abbreviation; NR stands for No-Response meaning that the Respondent(s) did not respond to the question asked while VH stands for Very High.

TABLE 7.8

Performance Assessment Scores in Respect of Professor J.F. Ade-Ajayi

	Score	%	Score	%	Score	%	Score	%	Total %		
a) Intellectual ability	High	80	Average	6.6	Low	2.6	NR	10.6	99.8		
b) Administrative Competence	High	53.3	Average	16	Low	17.3	NR	13.3	99.9		
c) Positive Relations with Colleagues	High	26.6	Average	33.3	Low	40	NR	0	99.9		
d) Leadership Style	Autocratic	45.3	Democratic	50.6	Laissez Faire	1.3	NR	2.6	99.8		
e) Academic Development	High	42.6	Average	26.6	Low	24	NR	6.6	99.8		
f) Physical Development	High	40	Average	13.3	Low	33.3	NR	13.3	99.9		
g) Working Environment	Best	66.6	Average	33.3	Worst	0	NR	0	99.9		
h) Institutional Reputation	VH	66.6	High	16	Average	0	Low	13.3	NR	4	99.9
i) Quality of Graduates	VH	66.6	High	16	Average	6.6	Low	0	NR	10.6	99.8
j) Output of Staff	VH	60	High	29.3	Average	8	Low	0	NR	2.6	99.9
k) Public Service	VH	40	High	26.6	Average	13.3	Low	13.3	NR	6.6	99.8

Note: The abbreviation; NR stands for No-Response meaning that the Respondent(s) did not respond to the question asked while VH stands for Very High.

TABLE 7.9

Performance Assessment Scores in Respect of Professor K. Adedevoh

	Score	%	Score	%	Score	%	Score	%	Total %		
a) Intellectual ability	High	74.6	Average	13.3	Low	2.6	NR	9.3	99.8		
b) Administrative Competence	High	26.6	Average	40	Low	20	NR	13.3	99.9		
c) Positive Relations with Colleagues	High	20	Average	33.3	Low	36	NR	10.6	99.9		
d) Leadership Style	Autocratic	46.6	Democratic	40	Laissez Faire	6.6	NR	6.6	99.8		
e) Academic Development	High	14.6	Average	9.3	Low	33.3	NR	42.6	99.8		
f) Physical Development	High	2.6	Average	10.6	Low	46.6	NR	40	99.8		
g) Working Environment	Best	14.6	Average	29.3	Worst	29.3	NR	26.6	99.8		
h) Institutional Reputation	VH	10.6	High	33.3	Average	16	Low	40	NR	0	99.9
i) Quality of Graduates	VH	26.6	High	56	Average	8	Low	9.3	NR	0	99.9
j) Output of Staff	VH	42.6	High	33.3	Average	24	Low	0	NR	0	99.9
k) Public Service	VH	18.6	High	25.3	Average	26.6	Low	22.6	NR	6.6	99.7

Note: The abbreviation; NR stands for No-Response meaning that the Respondent(s) did not respond to the question asked while VH stands for Very High.

TABLE 7:10

Performance Assessment Scores in Respect of Professor A. Adesola

	Score	%	Score	%	Score	%	Score	%	Total %		
a) Intellectual ability	High	80	Average	18.6	Low	0	NR	1.3	99.9		
b) Administrative Competence	High	82.6	Average	14.6	Low	2.6	NR	0	99.8		
c) Positive Relations with Colleagues	High	53.3	Average	33.3	Low	9.3	NR	4	99.9		
d) Leadership Style	Autocratic	46.6	Democratic	46.6	Laissez Faire	0	NR	6.6	99.8		
e) Academic Development	High	62.6	Average	16	Low	21.3	NR	0	99.9		
f) Physical Development	High	66.6	Average	26.6	Low	6.6	NR	0	99.8		
g) Working Environment	Best	40	Average	46.6	Worst	6.6	NR	6.6	99.8		
h) Institutional Reputation	VH	26.6	High	40	Average	13.3	Low	6.6	NR	13.3	99.8
i) Quality of Graduates	VH	33.3	High	40	Average	26.6	Low	0	NR	0	99.9
j) Output of Staff	VH	40	High	33.3	Average	13.3	Low	0	NR	13.3	99.9
k) Public Service	VH	13.3	High	32	Average	21.3	Low	8	NR	25.3	99.9

Note: The abbreviation; NR stands for No-Response meaning that the Respondent(s) did not respond to the question asked while VH stands for Very High.

TABLE 7.11

Performance Assessment Scores in Respect of Professor T.M. Yesufu

	Score	%	Score	%	Score	%	Score	%	Total %		
a) Intellectual ability	High	61.4	Average	21	Low	0	NR	17.5	99.9		
b) Administrative Competence	High	47.3	Average	35	Low	0	NR	17.5	99.8		
c) Positive Relations with Colleagues	High	35	Average	29.8	Low	17.5	NR	17.5	99.8		
d) Leadership Style	Autocratic	35	Democratic	52.6	Laissez Faire	7.0	NR	5.2	99.8		
e) Academic Development	High	43.8	Average	38.5	Low	0	NR	17.5	99.8		
f) Physical Development	High	42.1	Average	17.5	Low	21	NR	19.2	99.8		
g) Working Environment	Best	38.5	Average	35	Worst	3.5	NR	22.8	99.8		
h) Institutional Reputation	VH	17.5	High	17.5	Average	26.3	Low	5.2	NR	33.3	99.8
i) Quality of Graduates	VH	26.3	High	26.3	Average	15.7	Low	3.5	NR	28	99.8
j) Output of Staff	VH	43.8	High	14.5	Average	12.2	Low	5.2	NR	21	99.7
k) Public Service	VH	36.8	High	35	Average	10.5	Low	0	NR	17.5	99.8

Note: The abbreviation; NR stands for No-Response meaning that the Respondent(s) did not respond to the question asked while VH stands for Very High.

TABLE 7.12

Performance Assessment Scores in Respect of Professor A. Baikie

	Score	%	Score	%	Score	%	Score	%	Total %		
a) Intellectual ability	High	63.1	Average	36.8	Low	0	NR	0	99.9		
b) Administrative Competence	High	61.4	Average	26.3	Low	12.2	NR	0	99.8		
c) Positive Relations with Colleagues	High	64.9	Average	35.0	Low	0	NR	0	99.9		
d) Leadership Style	Autocratic	40.3	Democratic	59.6	Laissez Faire	0	NR	0	99.9		
e) Academic Development	High	70.1	Average	28	Low	1.7	NR	0	99.8		
f) Physical Development	High	64.9	Average	17.5	Low	17.5	NR	0	99.9		
g) Working Environment	Best	52.6	Average	47.3	Worst	0	NR	0	99.9		
h) Institutional Reputation	VH	52.6	High	17.5	Average	8.7	Low	3.5	NR	17.5	99.8
i) Quality of Graduates	VH	52.6	High	38.5	Average	5.2	Low	3.5	NR	0	99.8
j) Output of Staff	VH	70.1	High	29.8	Average	0	Low	0	NR	0	99.9
k) Public Service	VH	35.0	High	21.0	Average	17.5	Low	17.5	NR	8.7	99.7

Note: The abbreviation; NR stands for No-Response meaning that the Respondent(s) did not respond to the question asked while VH stands for Very High.

TABLE 7.13

Performance Assessment Scores in Respect of Professor A. Toye

	Score	%	Score	%	Score	%	Score	%	Total %		
a) Intellectual ability	High	74	Average	12.9	Low	0	NR	12.9	99.8		
b) Administrative Competence	High	77.9	Average	9	Low	6.4	NR	6.4	99.7		
c) Positive Relations with Colleagues	High	64.9	Average	12.9	Low	9	NR	12.9	99.7		
d) Leadership Style	Autocratic	38.9	Democratic	51.9	Laissez Faire	0	NR	9	99.8		
e) Academic Development	High	51.9	Average	25.9	Low	6.4	NR	15.5	99.7		
f) Physical Development	High	38.9	Average	38.9	Low	11.6	NR	10.3	99.7		
g) Working Environment	Best	51.9	Average	25.9	Worst	6.4	NR	15.5	99.7		
h) Institutional Reputation	VH	18.1	High	29.8	Average	22	Low	9	NR	20.7	99.6
i) Quality of Graduates	VH	38.9	High	28.5	Average	12.9	Low	2.5	NR	16.8	99.6
j) Output of Staff	VH	38.9	High	32.4	Average	25.9	Low	0	NR	2.5	99.7
k) Public Service	VH	19.4	High	7.7	Average	12.9	Low	19.4	NR	40.2	99.6

Note: The abbreviation; NR stands for No-Response meaning that the Respondent(s) did not respond to the question asked while VH stands for Very High.

TABLE 7.14

Performance Assessment Scores in Respect of Professor T.I. Francis

	Score	%	Score	%	Score	%	Score	%	Total %		
a) Intellectual ability	High	74	Average	25.9	Low	0	NR	0	99.9		
b) Administrative Competence	High	66.6	Average	22.2	Low	11.1	NR	0	99.9		
c) Positive Relations with Colleagues	High	44.4	Average	37	Low	18.5	NR	0	99.9		
d) Leadership Style	Autocratic	44.4	Democratic	46.2	Laissez Faire	5.5	NR	3.7	99.8		
e) Academic Development	High	62.9	Average	37	Low	0	NR	0	99.9		
f) Physical Development	High	62.9	Average	27.7	Low	9.2	NR	0	99.8		
g) Working Environment	Best	62.9	Average	37	Worst	0	NR	0	99.9		
h) Institutional Reputation	VH	25.9	High	37	Average	18.5	Low	9.2	NR	9.2	99.8
i) Quality of Graduates	VH	37	High	37	Average	7.4	Low	0	NR	18.5	99.9
j) Output of Staff	VH	44.4	High	18.5	Average	18.5	Low	9.2	NR	9.2	99.8
k) Public Service	VH	18.5	High	35.1	Average	18.5	Low	9.2	NR	18.5	99.8

Note: The abbreviation; NR stands for No-Response meaning that the Respondent(s) did not respond to the question asked while VH stands for Very High.

TABLE 7.15

Performance Assessment Scores in Respect of Professor V. Aimakhu

	Score	%	Score	%	Score	%	Score	%	Total %		
a) Intellectual ability	High	47.3	Average	13.1	Low	6.5	NR	32.8	99.7		
b) Administrative Competence	High	34.2	Average	26.3	Low	26.3	NR	13.1	99.9		
c) Positive Relations with Colleagues	High	39.4	Average	13.1	Low	13.1	NR	34.2	99.8		
d) Leadership Style	Autocratic	13.1	Democratic	28.9	Laissez Faire	6.5	NR	51.3	99.8		
e) Academic Development	High	13.1	Average	13.1	Low	32.8	NR	40.7	99.7		
f) Physical Development	High	13.1	Average	6.5	Low	13.1	NR	67.1	99.8		
g) Working Environment	Best	13.1	Average	26.3	Worst	6.5	NR	53.9	99.8		
h) Institutional Reputation	VH	6.5	High	13.1	Average	13.1	Low	13.1	NR	53.9	Total % 99.7
i) Quality of Graduates	VH	9.2	High	15.7	Average	26.3	Low	19.1	NR	28.9	99.8
j) Output of Staff	VH	9.8	High	26.3	Average	13.1	Low	13.1	NR	39.4	99.7
k) Public Service	VH	6.5	High	9.2	Average	19.7	Low	13.1	NR	51.3	99.8

Note: The abbreviation; NR stands for No-Response meaning that the Respondent(s) did not respond to the question asked while VH stands for Very High.

TABLE 7.16

Performance Assessment Scores in Respect of Professor P.A. Kuale

	Score	%	Score	%	Score	%	Score	%	Total %		
a) Intellectual ability	High	63.2	Average	13.1	Low	10.5	NR	13.1	99.8		
b) Administrative Competence	High	56.6	Average	23.6	Low	13.1	NR	10.8	99.8		
c) Positive Relations with Colleagues	High	53.9	Average	23.6	Low	11.8	NR	10.5	99.8		
d) Leadership Style	Autocratic	39.4	Democratic	47.3	Laissez Faire	5.2	NR	7.8	99.7		
e) Academic Development	High	42.1	Average	23.6	Low	26.3	NR	7.8	99.8		
f) Physical Development	High	46	Average	13.1	Low	39.4	NR	1.3	99.8		
g) Working Environment	Best	39.4	Average	32.8	Worst	19.7	NR	7.8	99.7		
h) Institutional Reputation	VH	13.1	High	19.7	Average	13.1	Low	13.1	NR	40.7	99.7
i) Quality of Graduates	VH	19.7	High	26.3	Average	13.1	Low	26.3	NR	14.4	99.8
j) Output of Staff	VH	26.3	High	19.7	Average	26.3	Low	13.1	NR	14.4	99.8
k) Public Service	VH	13.1	High	6.5	Average	26.3	Low	9.2	NR	44.7	99.8

Note: The abbreviation; NR stands for No-Response meaning that the Respondent(s) did not respond to the question asked while VH stands for Very High.

Interpretation of Responses

In drawing up the questionnaire for this study, two factors were identified as crucial to effective performance of the leadership role by Vice-Chancellors. These are: intellectual ability and administrative competence. Moreover it was assumed that a Vice-Chancellor possessing the above attributes to a high degree would perform well as regards the academic and physical development of his institution. It therefore follows that a Vice-Chancellor who performed well should easily be recognised by his constituents.

Thus for the purposes of interpretation, it was proposed that for a Vice-Chancellor to be considered as a high achiever, at least 60% of the sampled constituents must score him high in the two attribute factors; intellectual ability and administrative competence as well as in the two performance indicators; academic development and physical development. Also, for a Vice-Chancellor to be judged as a moderate achiever, he must be scored high by at least 40% of the sampled constituents. Consequently any Vice-Chancellor who is scored high by less than 40% of the sampled constituents will be judged as a low achiever.

Applying the above criteria for our subjects, the following classification emerges.

A. High Achievers

- (1) Professor H. A. Oluwasanmi (O.A.U., Ile-Ife)
- (2) Professor O. Aboyade (O.A.U., Ile-Ife)
- (3) Professor S. O. Biobaku (University of Lagos)
- (4) Professor A. Adesola (University of Lagos)
- (5) Professor A. Baikie (University of Benin)
- (6) Professor T. I. Francis (F.U.T., Akure)

B. Moderate Achievers

- (1) Professor 'Wande Abimbola (O.A.U., Ile-Ife)
- (2) Professor J. F. Ade Ajayi (University of Lagos)
- (3) Professor T. M. Yesufu (University of Benin)
- (4) Professor S. A. Toye (University of Ilorin)
- (5) Professor P. A. Kuale (Bendel State University,
Ekpoma)

C. Low Achievers

- (1) Professor O. Ajose (O. A. U., Ile-Ife)
- (2) Professor C. Onwumechili (O. A. U., Ile-Ife)
- (3) Professor E. Njoku (University of Lagos)
- (4) Professor B. K. Adedevoh (University of Lagos)
- (5) Professor V. Aimakhu (Bendel State University,
Ekpoma)

Factors used in the Performance Rating of the
Vice-Chancellors

(a) Intellectual Ability

It seems reasonably certain that the intellectual ability of Vice-Chancecellors has much to do with leadership effectiveness and the performance of South-Western Nigerian Universities. Of all our cases, there is no Vice-Chancellor who had not previously made his mark no matter how modest in the world of academia. Apart from a few cases, our respondents seem to share this view. (See Tables 7.1-7.16). However, there appears to be a subtle difference between intellectual ability and the ability to actively pursue academic excellence as part of the leadership role of a Vice-Chancellor.

In this study, the assumption seems to have validity given the perception of our respondents regarding the intellectual ability of their Vice-Chancellors. There is evidence that the Vice-Chancellors who are scored as high achievers actively encouraged the pursuit of academic excellence as part of their leadership role. This was done principally by providing an environment that is favourable to the cultivation of scholarship. However, there is need to stress

that for much of the period under consideration, Vice-Chancellors have had to operate within the confines of a very unfavourable external environment.

An inference that can be drawn therefore is that while the intellectual ability of a Vice-Chancellor is necessary for the performance of the leadership role, it is definitely not a sufficient condition.

(b) Administrative Competence

Of the two factors assumed as contributing most in the performance of Vice-Chancellors, administrative competence appears to be very important as our data above would suggest. This finding therefore tends to support the imperatives of the bureaucratic model as discussed in chapter three. Other than that however, it indicates that to be a good administrator, a Vice-Chancellor needs to possess a large degree of political ability. This entails the political sub-set of the pluralistic model also discussed in chapter three. Politics in the university setting entails the building of a coalition of interests by the Vice-Chancellor out of the numerous sub-cultures and interest groups in the Universities. In other words, to make the organizational structure

efficient and effective the Vice-Chancellor must have partisans in various and strategic offices of the university to get things done.

Another device which successful Vice-Chancellors found useful is the much maligned 'mafia' concept. Virtually every Vice-Chancellor in this study had one form of a 'Kitchen cabinet' or another but it was most marked in the careers of the successful Vice-Chancellors. The 'mafia' or 'Kitchen cabinet' in essence is a small body of academics and administrators who operate outside the framework of the formal organization and who meet regularly at the Vice-Chancellor's lodge or another member's house to discuss policy issues as well as providing alternative advisory options to those rendered by official advisers or bodies like the Registrar and Committee of Deans. It is also the duty of this group to drum up support for such policy initiatives in the open. Mention must also be made of the use of a good information gathering system which cuts across the university. This is other than 'boot lickers' who go about collecting and at times contriving information in order to seek the favour of the Chief Executive. It is rather a highly structured informal group of persons often unknown to one another. They include Professors, sundry lecturers, administrative staff, junior staff,

students, and even casual labourers. Not everybody takes note of cleaners dusting their offices when they are busy discussing strategies with which to deal with the Chief Executive. It is common wisdom in Ife for instance not to use the phone when discussing a serious issue with a colleague.

Although a lot of what informants pass on to the Vice-Chancellor may be inaccurate, it is not difficult for an able Vice-Chancellor to have a fair idea of what is going on in his domain.

In the light of the above, and in the older Universities, it is easier for a home-grown Vice-Chancellor to put in place his informal network than an imported one. However, most of the imported Vice-Chancellors appearing as success stories on encountering blockade in the system hit on the idea of adopting the existing opposition as their constituency (if the opposition is unified) until they succeed in building their own. However, there are imported Vice-Chancellors who do not succeed, much as they try, in building a constituency. This can be attributed to a number of reasons:

- (1) They may not have the ability to play administrative politics
- (2) They have the ability but the opposition is unified or

(3) They recruit just opportunists.

The Ife case is instructive. When Ajose was Vice-chancellor, he created a large pool of disaffection. Thus it was not too difficult for Oluwasanmi to have a large constituency. But as his administration matured and his 'mafia' assumed a position of primacy and arrogance, defections to the opposition ensued which succeeded in attracting a visitation panel in 1974 - but did their damage after the Vice-Chancellor left office. His successor, Professor Aboyade at first attempted co-opting the Oluwasanmi network. He was allegedly rebuffed and so went for Oluwasanmi's opposition instead. But it was an alliance of convenience since he was able to build his own team within his short but remarkable tenure.

When he was succeeded by Onwumechili, the university was obviously fed up with importees. Thus he found it difficult to break into existing alliances. The few allies he recruited, used him without being used. Thus he gradually started relying more on the formal system and seeking solace through frequent travels. The role played by the ethnic factor cannot be under-estimated. In spite of having schooled and taught at Ibadan, and despite his participation in the Visitation of 1974, he was essentially unable to understand the culture of the Yoruba ethnic group. Despite

the steps he took in rehabilitating Oluwasanmi, the expected dividends were not forthcoming. And so he did not bother to seek a second term and his impact on Ife was minimal.

The selection and appointment of Abimbola was a welcome relief for most Ife old hands who initially supported him. Perhaps of all Ife Vice-Chancellors, Abimbola can be described as the politician par excellence. Until his tenure expired nobody actually knew where he stood. He was regarded as an NPN partisan largely because he was appointed by the Visitor and President of the Federal Republic who was elected on the platform of the NPN, from the bottom of the list sent by the University Council. Yet he was hand-in-gloves with UPN Chieftains. He was in the inner circles of the Ife Palace and at the same time an Oyo man who wined and dined with the Alaafin. He was a grand manipulator of men and often played the godfather. Students adored him yet he was in the good books of Lagos. He mesmerized so effectively that it was late in the day before a few persons saw that the University was being undermined due to non-attention or little attention by the Chief executive. To crown his career, Abimbola patiently reconciled the University to the fact that Awolowo and Oluwasanmi were not the only 'greats' of Ife. He did what none of his predecessors

could have attempted. He gave Akintola and Ajose a place in the sun of Ife. Perhaps the best word in his favour is the lesson that a leader should not allow the prejudices of the past to blind him to the realities of the present and the possibilities of the future. Thus apparently using Ife as a pilot study, he tried to reconcile the bickering 'House of Oduduwa'. Whether he succeeded, only time will tell.

On the negative side however, the work of the university suffered. Physical development came to a halt, the academic climate grew dull, scandals proliferated and accountability was low. As an observer has put it, "the founding fathers will weep if they see what has been done to their university."

We have noted above that administrative competence is very important in the successful performance of the leadership role. Most of the other factors normally cited and which we shall discuss presently, fall under the rubric of administration. But a word of caution is in order-administrative competence in a broad sense has both positive and negative sides to it as we have seen from the Ife example. This point will be further elaborated as the discussion progresses.

(c) Relations with Colleagues

This factor refers to the manner in which a Vice-Chancellor relates with his academic

colleagues. In this sense, it is an administrative attribute. The initial assumption of the study was that high achieving or effective Vice-Chancellors will have very positive relations with their colleagues. Moderate achievers will also have moderately positive relations with colleagues. While the low achievers will have very poor relations with their colleagues. The findings of the study did not sustain these assumptions.

The findings reveal that only one Vice-Chancellor judged as high achieving, was considered by respondents to have had very positive relations with colleagues. The other five were considered by respondents to have had only moderately positive relations with colleagues. In contrast, of the five Vice-Chancellors judged as moderate achievers, two were judged by respondents to have had very positive relations with colleagues. Only one was judged to have had only moderately positive relations with colleagues, while the remaining two were judged to have had very low relations with colleagues.

With regard to the Vice-Chancellors judged as low achievers, all were equally judged by respondents as having very low relations with colleagues. In other words, what our findings indicate is that positive relations with colleagues is useful but not a necessary

factor in the Vice-Chancellor's performance of his leadership role. However, this tends to support our assumptions regarding leadership styles that is, there is no one best way of exercising leadership in the University setting.

(d) Leadership styles

One of the basic assumptions in leadership studies as we indicated earlier is that there is no one best leadership style. Our respondents seem to share the same view. For although there is broad agreement that there exists a relationship between leadership styles and the performance of Vice-Chancellors, the nature of the relationship did not suggest a one best leadership style. The findings of the study indicate that of the Vice-Chancellors seen as high achievers, only one was considered autocratic. Three were seen as democrats while opinion was equally divided as regards two. As regards the moderate achievers, four were seen as democrats while there was divided opinion as regards one. Of the low achievers, three were seen as democrats, one was seen as an autocrat, while opinion was divided as regards one. It is therefore reasonable to infer that one cannot attribute performance to either autocratic or democratic leadership styles. In

fact a closer look at the distribution of the responses shows that none of the Vice-Chancellors is overwhelmingly seen as either an autocrat or a democrat.

What this seems to suggest is that rigidly maintaining one leadership style is not an attribute of effective leadership. The fact that a majority of the Vice-Chancellors in this study are not too closely associated with one leadership style lends some degree of credence to the theoretical position taken earlier in the study that leadership styles constitute a points on a continuum along which a leader skates depending on the situation. In fact, identifying a Vice-Chancellor with a fixed way of doing things is not a sign of good leadership because the situation may demand another way. A flexible Vice-Chancellor stands a better chance of succeeding in his leadership role since he has room to and is able to manoeuvre. Also, a Vice-Chancellor who cannot easily be categorised is more difficult to trap and is thus able to confound opponents as well as sycophants. It should be recognised however that the zone of freedom within which a Vice-Chancellor can actually manoeuvre is shrinking rapidly given the realities of the Nigerian situation.

(c) Political Connections

Virtually all the Vice-Chancellors considered in this study had one form of connection or another with the wielders of state power. There are two broad categories. The first refers to connections that derive from either a condition of rough equality or superiority on the part of the Vice-Chancellor. The second refers to connections that are of the nature of Patron-Client relations. This would apply to Vice-Chancellors who used their political connections in getting into office principally through lobbying. This is unlike the first category in which a Vice-Chancellor is picked and in some cases begged to accept the post, and who therefore is in a position to dictate his terms.¹ The case of the second category is of course the reverse. Often unknown outside the confines of their institutions and disciplines, they lobby their way to the top and accept the job on the basis of the terms and conditions dictated to them by the appointing authorities.

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1. Other than cases already mentioned, Professor S.A. Toye is known to have reluctantly accepted his appointment as the Vice-Chancellor of the University of Ilorin on the condition that he would serve for only four years and without undue interference. His conditions were accepted by the authorities.

Thus a Vice-Chancellor who belongs to the first category is a relatively independent official whose sole interest is the interest of his institution. Such Vice-Chancellors are often in a strong position to get whatever they want (within the limits of realism) for their institutions. Professor Jibril Aminu once had cause to complain (when he was the executive secretary of the NUC) about this group of Vice-Chancellors who routinely bypassed him and his office in dealings with the supreme political authorities.¹

Professor A. B. Fafunwa has also related how he, as a mere acting Vice-Chancellor during Oluwasanmi's tenure at Ife, forced a Military Governor to reverse his decision regarding some issues connected with award of contracts.² These cases are illustrative of Vice-Chancellors dealing with the political authorities from positions of independent power. Professor Ajayi's action and position in Lagos during the 'Ali must go' crisis which led to his removal is also instructive.

On the other hand, there are Vice-Chancellors who are very quick at implementing even the most obnoxious instructions from Lagos. This is the domain of Vice-

1. Jubril Aminu; Quality and Stress ... op. cit.

2. A.B. Fafunwa; Interview 21/11/89.

Chancellors operating from a position of weakness having compromised their integrity before political office holders.

In essence then, while it is desirable and in fact necessary for Vice-Chancellors to have connections with the political authorities, such connection can only be beneficial when Vice-Chancellors are not compromised.

To summarize, this chapter has attempted to appraise the performance of Vice-Chancellors who have presided over the institutions which constitute the cases for this study. In essence, six were scored as high achievers, five as moderate achievers, and five as low achievers.

Central to our findings is the fact that academic ability must be matched with administrative competence for a Vice-Chancellor to perform well. We also discovered that while the manner in which Vice-Chancellors relate with academic colleagues is of importance, it has little direct bearing on performance. As regards leadership styles, it was seen that there is no one best leadership style. Regarding political connections, we saw that while it may be necessary for successful performance, such performance would depend upon the manner in which the Vice-Chancellor is appointed. We saw that Vice-Chancellors appointed on merit are in a stronger position to relate

with the political authorities, and are therefore likely to be more successful than those who lobbied to secure their appointment.

In the concluding chapter, we proceed to summarize our findings, observations and recommendations.

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CHAPTER EIGHT

SUMMARY OF FINDINGS, CONCLUDING OBSERVATIONS
AND RECOMMENDATIONS

In this study, we set out to examine the role of leadership in the performance of Nigerian Universities. This need arose from the observation that while the relationship between leadership and organizational performance is taken for granted in management texts, and while considerable amount of work has been done linking leadership with the development and performance of outstanding Universities in the metropolitan countries, virtually nothing exists regarding the Nigerian situation. This we saw as a challenge that must be met using six south-western Nigerian Universities as cases.

In the search for a conceptual framework for the study, we devoted two chapters (Chapters two and three) to theoretical issues. Chapter two for instance focused on theories of leadership with emphasis on definitions and approaches. We eventually settled on an operational definition of leadership as a process or group of processes by which a designated individual influences other individuals towards achieving the goals of the group. Furthermore, out of the competing approaches to the study of leadership, we saw the situational/contingency approach as most suitable for

the study.

To recapitulate, the situational/contingency approach to leadership studies posits that there is no one best way of leading since the situation or the contingencies of the situation or setting, would actually determine the leadership style or a combination of styles most appropriate. But given the fact that most of the findings on leadership were derived from and for private sector organizations, and given the fact that Nigerian Universities are public institutions, and the additional fact that Universities worldwide are peculiar institutions, demanded that the nature of the university organization be made clear if the findings from theories of leadership are to make sense in the study.

This led us in chapter three to explore the literature on universities - as - organizations. Using the models framework, and drawing out the leadership implications of each of the models examined, we came to the conclusion that the complex organization model of universities is the most appropriate for the purposes of the study. Essentially, and in its favour, the model incorporates all the other models examined in its construct with the obvious implications that a priori judgements would be out of place. Thus, preliminary assumptions based on the model must be validated a posteriori.

The complex organization model thus provides a linkage with the situational/contingency approach, since neither of them postulates a 'one best way' orthodoxy. It is on this point of agreement that the work's framework is anchored. That is, utilizing the situational approach to leadership within the context of the complex organization model of universities.

The aim of the fourth chapter then, was to examine the actual organizational structure and decision making processes in Nigerian Universities. A significant finding of the chapter is that while in form, Nigerian Universities are structured in such a way that power and authority is decentralised, and thus provides for collegiality in the decision making process, the reality is different. This is as a result of the role of the state in the development of the Universities, and continued state intervention in the day-to-day administration of the universities indicating that Nigerian Universities are indeed becoming more and more bureaucratized. And in such a bureaucratic setting, it is obvious that more and more powers tend to gravitate to the office and person of the Vice-Chancellor.

The point made above is then examined further in chapter five where we explored the impact of politics and culture on the Nigerian State and its University system. In essence, the discussion centers around the

way the Nigerian political system (both during civilian and military regimes) has been characterized by a strong streak of authoritarianism in which opposition is not tolerated. Translated to structural arrangements, it can be seen that despite the fact that Nigeria is a federation, developments have been towards the building of a centralized state with state powers concentrated in one or a few hands, and the standardization of sub-units for ease of control.¹

Moreover, the cultures of the Nigerian peoples (with some few and remarkable examples)² support a scheme of things in which a leader is seen largely as embodiment of the collective will of the people and as such worthy of veneration.

Since Nigerian Universities developed alongside the state system, developments within the universities have tended to mirror closely the general trend in society. This reality as detailed in the study tends to support the first hypothesis of the study which posits

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1. Dele Olowu; "Centralization, Self-Governance and Development in Nigeria" in J.S. Wunsch and D. Olowu (eds); The Failure of the Centralised State: Institutions and Self-Governance in Africa. Boulder, Colorado, Westview Press Inc. 1990, Chapter Nine.
 2. The few and remarkable exceptions would include the acephalous societies of the Old Eastern Region and the Middle Belt: See I.M. Okonjo; British Administration in Nigeria New York, NOK Publishers, 1974. pp. 16 - 17.

that: the centrality of the Vice-Chancellor in Nigerian University administration is a reflection of the general trend towards centralization and concentration of powers in individuals and positions in the Nigerian environment.

In the sixth chapter of the study, we proceeded to examine the development of the six south-western Nigerian Universities selected as cases. In doing this, attempts were made to highlight the contributions of individual Vice-Chancellors in their developmental process. Of course each of the Vice-Chancellors contributed his own bit to the growth of the institutions. But some contributions "were more equal than others". A recurring decimal which makes absolute judgements difficult is the very early introduction of external politics into the system - a trend that still endures. The Universities in this study have been affected by politics to different degrees and this has impacted strongly on the leadership of the Universities. A supreme illustration of the corroding influence of politics is the case of one of the youngest universities - the Bendel State University at Ekpoma - which apart from other problems, has had such a rapid turnover of Vice-Chancellors, that she currently has her fourth Vice-Chancellor whereas the Federal University of Technology at Akure which is of the same age as Ekpoma has just its second Vice-

Chancellor.

In the seventh chapter, we proceeded to appraise the performance of each one of the Vice-Chancellors in this study. Relying mainly on responses to our questionnaire, six of the Vice-Chancellors were rated as high achievers, five as moderate achievers, and five as low achievers. Other important findings in the chapter are to the effect that only two factors were considered by respondents to be attributes of effective leadership. These are intellectual ability and administrative competence. The study also indicated that only two measures; academic and physical development are the most visible indices of performance. The study also confirmed prevailing views that while the leadership style of a Vice-Chancellor is related to performance, there is no best leadership style. The study also debunked our assumption that positive relations with colleagues has positive effects on the performance of Vice-Chancellors.

The study further revealed that the manner in which a Vice-Chancellor got into office seems to affect his performance. Vice-Chancellors go about seeking the job. Vice-Chancellors for instance who were appointed purely on grounds of merit have more freedom in running their universities. This is unlike the case with those

who got to the office through lobbying since they invariably sacrificed their integrity in the process. As such, they become clients to their patrons in political office. As such, they are unable to act independently in most cases - since they have to obey the instructions of their patrons no matter how unpalatable. We however observed that it is even getting difficult for a Vice-Chancellor with integrity to act independently since very little remains for a Vice-Chancellor to do as leader other than implementing policies already made in higher quarters. But even this is not an easy task.

In the light of the above discussion, it is clear that the second hypothesis of the study cannot be sustained. The hypothesis stated that; the ability of a Vice-Chancellor to effectively perform his leadership role is a function of his professional integrity, his ability to relate positively with colleagues and his relationship with the Government.

This hypothesis can be recast to read:
The ability of a Vice-Chancellor to effectively perform his leadership role is a function of his academic ability, his administrative competence, and his relationship with the Government.

In this form, the hypothesis is sustained by the findings of the study.

In all then, we can say that our study of south-western Nigerian Universities has yielded mixed results. Although, the Universities have achieved a lot since their foundation, it is clear that they could have done more but for the debilitating effects of politics on the institutions with specific reference to the leadership. Regarding the contributions of individual Vice-Chancellors to the performance of their institutions, it is disturbing that only six representing 37.5% of all the Vice-Chancellors in the study were considered as effective leaders. This is definitely a poor reflection on the leadership of South-Western Nigerian Universities and indeed Nigerian Universities in general.

Two questions then arise from the study. First, how can the performance of Nigerian Universities be improved? Secondly, how can the performance of Nigerian Vice-Chancellors be improved? Regarding the first question, the answer is bound to be controversial but basic. It revolves around what the Nigerian governments expect of their Universities. Reciting the trinitarian functions of teaching, research and public service is clearly not enough. Government practice of underfunding, excessive interference in the internal affairs of the institutions, and absence of long range planning, cannot create first class Universities.

Infact the reverse is the case. If the governments insist on sole ownership of Universities, and even if private Universities are allowed to compete, the various governments have to think seriously about improving the financial health of her Universities. Also, the various governments need to accord the Universities the necessary freedom and autonomy to conduct their affairs up to and including the appointment of Vice-Chancellors. Also, there is need to prepare in collaboration with the Universities long-term plans which of course must be reviewed at the end of the period planned for. In fact the problems of Nigerian Universities can be traced largely to the absence of any plan for educational development since Ashby's report expired in 1970. The current review under Gray Longe is twenty years over due.¹ In addition, the federal government may also consider designating the first generation Universities as centres of excellence with special grants, well-paid and quality staff, good libraries and laboratories. These Universities should then be made to concentrate exclusively on research and postgraduate studies. The remaining Universities could then devote attention to

1. The Commission on Review of Higher Education in was set up in 1990 under the Chairmanship of Chief Gray Longe, a former Secretary to the Federal Government and Head of the Federal Civil Service.

undergraduate studies alone. The present situation in which all the Universities are treated as equals is counter-productive.

If proper policies and strategies can be formulated regarding these crucial areas, it is possible that the deterioration of the Nigerian University system can be arrested and improved upon.

Regarding the second question, the answer would appear obvious going by the above recommendations. Each university should be responsible for the selection and appointment of its Vice-Chancellor. As has always been suggested, under proper guidelines, a joint committee of Senate and Council of a university should be able to select a Vice-Chancellor for ratification by council. Government only needs to be notified. To guide search committees in this regard, the following suggestions are preferred. First, Vice-Chancellorial vacancies should be widely advertized; and in scrutinizing applicants the following factors should be stressed. These are:

- (a) academic excellence
- (b) administrative/managerial experience, and
- (c) personality.

Second, the remuneration of the Vice-Chancellor should be made to compare favourably with what obtains in the organized private sector or comparable positions in international organizations. This would not only

prove an incentive to qualified but reluctant candidates, but would limit the temptation to misappropriate University funds.

Third and finally, the Vice-Chancellor should be allowed to nominate for approval by Council, the Deputy Vice-Chancellor(s) as well as the Registrar. Of course, their tenure would be tied to that of the Vice-Chancellor.

In conclusion, it must be admitted that this study has raised more questions than it has been able to answer. But its purpose would have been accomplished if in reaction to its shortcomings, further research efforts are set in motion to fill in gaps, answer unanswered questions, and even through criticism of the whole work, more light is shed on the issue of leadership and performance in Nigerian Universities.

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GLOSSARY

ABU	-	Ahmadu Bello University.
AG	-	Action Group.
ASUU	-	Academic Staff Union of Universities.
BENSU	-	Bendel State University.
CERD	-	Centre for Energy Research and Development.
CMS	-	Church Missionary Society.
CODESRIA	-	Council for the Development of Economic and Social Research in Africa.
CORNU	-	Committee of Registrars of Nigerian Universities.
CUS	-	Course Unit System.
CVC	-	Committee of Vice-Chancellors.
DSC	-	Doctor of Science.
DVC	-	Deputy Vice-Chancellor.
FUT	-	Federal University of Technology.
IMF	-	International Monetary Fund.
JAMB	-	Joint Admissions and Matriculation Board.
JME	-	Joint Matriculation Examination.
NANS	-	National Association of Nigerian Students.
NASU	-	Non-Academic Staff Union.
NCNC	-	National Council of Nigerian Citizens.
NERC	-	National Educational Research Council.
NNA	-	Nigerian National Alliance.

NNDP	-	Nigerian National Democratic Party.
NPC	-	Northern People's Congress.
NPN	-	National Party of Nigeria.
NUC	-	National Universities Commission.
NUNS	-	National Union of Nigerian Students.
NYSC	-	National Youth Service Corps.
OAU	-	Obafemi Awolowo University.
SSATHURAI	-	Senior Staff Association of Universities, Teaching Hospitals, Research Institutes and Associated Institutions.
UCI	-	University College, Ibadan.
UI	-	University of Ibadan.
UNESCO	-	United Nations Educational, Scientific and Cultural Organisation.
UNIBEN	-	University of Benin.
UNILAG	-	University of Lagos.
UNILORIN	-	University of Ilorin.
UNN	-	University of Nigeria, Nsukka.
UPC	-	University Planning Committee.
UPGA	-	United Progressive Grand Alliance.
UPN	-	Unity Party of Nigeria.
USAID	-	United States Agency for International Development.
SAP	-	Structural Adjustment Programme.
VC	-	Vice-Chancellor.

APPENDIX: A

QUESTIONNAIRE

1.0 PERSONAL DATA

(Please tick as appropriate)

1.1 Name (Optional):

1.2 Nationality:

1.3 Age : (a) Below 30 [] (b) 30-39 []
(c) 40 - 49 [] (d) 50 and above []

1.4 Marital Status: (a) Single [] (b) Married []

1.5 Faculty/Department/School/Institute/Unit, etc:
.....

1.6 Present Rank or Designation:

1.7 Educational Qualifications:
1st Degree :
2nd Degree :
3rd Degree :
Any Others :

1.8 Post on entry to University service:

1.9 Number of Children and their ages:

2.0 SECTION I

2.1 For how long have you served in this
University?

2.2 Have you worked in any other University
before? Yes [] No []

2.3 If Yes, please indicate the institution and
position held:

2.4 Are you satisfied with the work environment of your present institution? Yes [] No []

2.5 If Yes/No (delete as appropriate), what reasons are responsible for the opinion expressed in 2.4 above?

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2.6 Please indicate any administrative office you have held in your institution, e.g. Dean, Head of Department, etc.

- (1)
- (2)
- (3)
- (4)

2.7 Below are listed a number of positions and groups. In each case, please indicate how much influence you believe persons in those positions have in the affairs of your institution: (Please Tick)

No. Position	A great deal	Quite a bit	Very little	None
a. Visitor				
b. Chancellor				
c. Pro-Chancellor				
d. Vice-Chancellor				
e. Registrar				
f. Deans				
g. Heads of Departments				
h. Lecturers				
i. Administrators				
j. Students				
k. Government				
l. N. U. C.				
m. Council				
n. Senate				
o. Faculty Boards				
p. Departments				
q. A. S. U. U.				
r. S.S.A.T.H.U.R.A.I.				
s. N. A. S. U.				
t. Alumni Association				
u. Host Community				

- 2.8 Given the opportunity, would you prefer to work elsewhere? Yes [] No []
- 2.9 If your answer is yes, where else would you like to work?
- (a) Another Nigerian University
 - (b) A foreign University
 - (c) An International Organization
 - (d) The Civil Service
 - (e) Research Institute
 - (f) The Organized Private Sector
 - (g) Private Business
 - (h) Any Other (please indicate)

SECTION II

- 3.0 Leadership Role of Vice-Chancellors
- 3.1 Would you agree that Nigerian Vice-Chancellors are:
- (a) Too powerful []
 - (b) Have adequate power []
 - (c) Not given adequate powers []
- 3.2 If you agree with (a) above, which of the following factors do you consider responsible?
- (a) The general trends towards centralization and concentration of powers in individuals and positions in the Nigerian environment []
 - (b) The Laws of the Universities []
 - (c) The weakness of internal controls []

3.3 Of the Vice-Chancellors who have presided over your institution, please rate, using the following criteria:

(a) High (b) Average (c) Low

S/N	Name of Vice-Chancellor	Intellectual Ability	Administrative Competence	Positive Relations with Colleagues
1.				
2.				
3.				
4.				
5.				
6.				

3.4 Do you agree that a combination of the factors indicated in 3.3 above affects the performance of the leadership role of a Vice-Chancellor?

(a) Very much [] (b) Much []

(c) A little [] (d) Not at all []

3.5 How would you characterize the leadership style of the Vice-Chancellors you have scored in 3.3?

S/N	Name of Vice-Chancellor	Autocratic	Democ- ratic	Laissez Fair
1.				
2.				
3.				
4.				
5.				
6.				

3.6 If you do not agree with the characterization above, please provide an alternative scheme and rate the Vice-Chancellors accordingly.

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3.7 Of the Vice-Chancellors scored in 3.3, rate according to your perception of their contribution to the development of your institution using the following criteria;

- (a) High (b) Average (c) Low

(A) Academic Development

S/N	Name of Vice-Chancellor	High	Average	Low
1.				
2.				
3.				
4.				
5.				
6.				

(B) Physical Development

S/N	Name of Vice-Chancellor	High	Average	Low
1.				
2.				
3.				
4.				
5.				
6.				

3.8 Of the Vice-Chancellors you have scored in 3.3, please indicate the one or ones you believe provided the (a) Best (b) Average and (c) the Worst working environment for you.

S/N	Name of Vice-Chancellor	Best	Average	Worst
1.				
2.				
3.				
4.				
5.				
6.				

3.9 Do you agree that the type of Vice-Chancellor a university has can significantly influence the way its officers perform their duties? Yes [] No []

4.0 Are you in favour of the present mode of appointing Vice-Chancellors? Yes [] No []

If No, what other ways would you suggest?

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4.1 Do you agree that your current Vice-Chancellor condones mediocrity in your university? Yes [] No []

If Yes, in what ways (please tick):

(a) By appointing mediocres/supporters into strategic offices and committees []

- (b) By antagonising critical but 'sound' intellectuals []
- (c) By encouraging rapid promotion of unqualified supporters []
- (d) By covering up 'academic corruption' []
- (e) Any others (please indicate)
-
-

4.2 Did any of your former Vice-Chancellors exhibit the indices listed above? Yes [] No []

If Yes, please name:

- (1)
- (2)
- (3)
- (4)
- (5)
- (6)

4.3 Do you see your Vice-Chancellor as capable of standing up in defence of the values of the university when such values are assaulted by agents of Government? Yes [] No []

4.4 How accessible is your Vice-Chancellor? (Please tick)

- (a) Not accessible []
- (b) Reasonably accessible []
- (c) Very accessible []

4.5 Does your Vice-Chancellor consult other principal officers of the university before taking major decisions and making appointments which are discretionary in nature?

(a) Yes [] (b) No [] (c) Do not know []

4.6 Are you aware of an informal advisory group which influences your Vice-Chancellor? Yes [] No []
If there is such a group, in what way is it constituted?

- (a) Ethnic
- (b) Knowledge and expertise
- (c) Supporters
- (d) Friends
- (e) Any other (please indicate)

4.7 Would you describe your Vice-Chancellor as corrupt?
Yes [] No []

SECTION III

5.0 UNIVERSITY - GOVERNMENT RELATIONS

5.1 Do you agree that Government interference in the internal affairs of the Universities is excessive?
Yes [] No []

If you say it is excessive, inadequate or just about right, what forces do you consider possible?

- (a) Absence of effective leadership
- (b) The centralizing tendency in Nigerian Government and Politics
- (c) To make Universities more responsive to National needs
- (d) To curb 'extremism'
- (e) To solve problems which Universities cannot solve

5.2 Of the various governments Nigeria has had since independence, assess with regards to their degree of interference in University affairs.

S/N	Name of the Head of Govt.	None	Very Little	Reasonable	Much	Excessive
1.	Balewa					
2.	Ironsi					
3.	Gowon					
4.	Murtala/Obasanjo					
5.	Shagari					
6.	Buhari					
7.	Babangida					

5.3 Do you agree that the effectiveness of a Vice-Chancellor depends on his relationship with those

who wield political power? Yes [] No []

5.4 Does the professional integrity of a Vice-Chancellor affect his performance? Yes [] No []

If yes, please indicate whether (a) Little [] (b) Marginal [] (c) Very Much []

5.5 What other characteristics do you think a Nigerian Vice-Chancellor ought to have in order to perform effectively?

- (a)
- (b)
- (c)
- (d)
- (e)
- (f)
- (g)

5.6 In some countries, University Chief Executives serve a much longer term than is the case in Nigeria. Do you think such a system is good for Nigeria? Yes [] No []

5.7 In contrast to the above, it has been suggested that Nigerian Vice-Chancellors should serve for one term only. Do you support this suggestion?

Yes [] No []

5.8 Do you see the National Universities Commission as an honest broker between the Universities and

Government? Yes [] No []

5.9 Drawing from the 1988 Civil Service Reforms, would you support the suggestion that Vice-Chancellors and Registrars be openly designated political appointees? Yes [] No []

6.1 Do you agree with the view that the process of appointing Vice-Chancellors should terminate at the level of the University Council? Yes [] No []

6.2 Would you agree to the suggestion that Vice-Chancellors who are non-performers be subject to impeachment? Yes [] No []

6.3 Do you have any suggestions for improving University - Government Relations? (Please comment freely)

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SECTION IV

7.0 VICE-CHANCELLORS AND UNIVERSITY PERFORMANCE

7.1 The following indices are usually used in measuring the performance of a University: (a) Reputation (b) Quality of graduates (c) Output of Staff (d) Public Service. If you agree with this view,

which of the indices do you think is most easily affected by the Vice-Chancellor? (a) [] (b) [] (c) [] (d) [] (e) All [] (f) None []

If you do not agree, please provide alternative indices for measuring performance and indicate the one or those most easily affected by a Vice-Chancellor.

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7.2 How would you assess the overall performance of your institution in respect of each of the four indices mentioned in 7.1? (Please Tick)

	Very High	High	Average	Low
a) Reputation				
b) Quality of graduates				
c) Output of Staff				
d) Public Service				

7.3 Of the Vice-Chancellors who have presided over your institution, please rate according to their relative contributions to the performance of your institution using VH for 'Very High', H for 'High'

A for 'Average' and L for 'Low'.

Name of Vice-Chancellor	Reputation	Quality of Graduates	Output of Staff	Public Service
1.				
2.				
3.				
4.				
5.				
6.				

7.4 Do you agree that a University can still perform creditably well in the absence of effective leadership? Yes [] No []

7.5 If you agree, which of the following factors do you consider as contributory? (Please Tick)

(a) Quality of Staff []

(b) Dedication of Students []

(c) The calibre of the Vice-chancellors, Principal Officers and other staff occupying leadership positions within the institution []

(d) The felt need to safeguard the image of the institution []

(e) Others (comment freely)

.....

.....

7.6 Do you agree that Nigerian Universities are declining? (a) Yes [] (b) No []

(c) I do not know []

7.7 If Yes to 7.6, which of these factors would you consider responsible? (Please Tick)

(a) Poor Institutional leadership []

(b) Governmental policies []

(c) Poor quality of undergraduates []

(d) Poor quality of Staff []

(e) Poor learning and teaching resources []

(f) Poor incentives to perform []

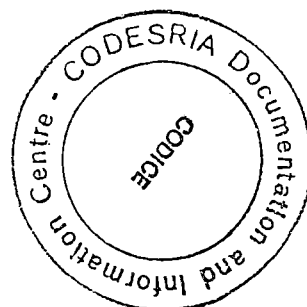
7.8 Do you agree that the Committee of Vice-Chancellors (C.V.C.) is not serving any useful purpose?

Yes [] No []

7.9 Do you think that a strengthened C.V.C could improve the environment of Nigerian Universities?

Yes [] No []

8.1 Do you think such a strengthened C.V.C. could help in improving the performance of Nigerian Universities? Yes [] No []



8.2 What other changes would you suggest for improving the performance of Nigerian Universities? (Comment freely)

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8.3 We would appreciate any further comments you may wish to make regarding the subject of this questionnaire and Nigerian Universities in general.

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