

**REPORT OF VISITATION PANEL TO THE NATIONAL INSTITUTE FOR
NIGERIAN LANGUAGES (NINLAN), ABA**

2016 -2020

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ACKNOWLEDGEMENT

Members of the Presidential Visitation Panel to the National Institute for Nigerian Languages (NINLAN), Aba, do express appreciation to the Visitor, President and Commander-in-Chief of the Armed Forces of the Federal Republic of Nigeria, General Muhammadu Buhari GCFR for the opportunity given to us to serve the nation through this very important assignment.

Our immense gratitude equally goes to the Honourable Minister of Education, Mallam Adamu Adamu for not only granting approval to our nomination but also for his inaugural speech which, among others spelt out the terms of reference in very clear terms and which, therefore, provided the compass for our navigation through the ten year period covered by the exercise. We equally appreciate the Permanent Secretary of in the Ministry of Education, Arc Sunday Echono as well as the Director of Tertiary Education in the Ministry, Hajiya Rakiya Ilyasu and her very dynamic team for their role in coordinating the exercise.

Our thanks go to the Executive Secretary of National Universities Commission (NUC), Prof. Ababakar Adamu Rasheed, mni, MFR, FNAL for all the support he provided in the whole process of visitation to all the Federal Universities and Inter-University Centres under his purview.

We want to specially thank the Chairman of the Governing Board of NINLAN, Aba, Chief (Hon) Nkwo Nnabuchi, who at short notice came not just to welcome us but who also spoke passionately in taking the Panel through the challenges facing NINLAN and Council's desires for the Centre. We equally appreciate the Executive Director of NINLAN, Prof. Obiajulu Emejulu, his management team and entire staff as well as the Unions for their cooperation and support by facilitating a seamless exercise. They provided all that was requested in documents and were ready to attend to the call of the Panel for discussions and clarification on all matters. Also, the management team piloted the Panel in visits to the community as well as sensitized the general public on the Visitation to NINLAN through jingles over the State Radio Stations. In short, a safe and enabling environment was created for the Panel to conduct its business.

We are very grateful to the Ezes of the two Autonomous Communities within which the two campuses of NINLAN are located: Eze O.J. Ananaba, Okahia 1 of Okahia Kingdom and Chairman, Obingwa Traditional Rulers Advisory Council, Abia State; and Eze W. A. Onwunali, Eze Di Oha Nma II, Akumaimo Ancient Kingdom, Obingwa LGA, Abia State. Worthy of mention are the Chairman and Counsellors of Obingwa LGA. We do appreciate all for receiving us very warmly during the courtesy visits and for sharing their thoughts with us on the NINLAN project through their memoranda.

To the DPO, Azuka Police Station, Ogbor Hill, Obingwa Local Government Area, Abia State, SP Udu Gabriel Udu, who assured the Panel of safety in the course of its duty in Aba, we are grateful for the assurances and for a promise kept.

We say a big thank you to all others who facilitated the exercise that are not here named.

Above all, the Panel returns all the glory to the Almighty God for His protection and guidance for a successful completion of the assignment.

Chairman

EXECUTIVE SUMMARY

- 1.0 In line with the Laws of the Federal Republic of Nigeria guiding the establishment of Federal Universities and Inter-University Centres the Visitation Panel to the National Institute for Nigerian Languages (NINLAN) was constituted by the Visitor, President and Commander-in-Chief of the Armed Forces, General Muhammadu Buhari GCFR. The Panel was inaugurated alongside others to the Federal Universities and Inter-University Centres by the Honourable Minister of Education, Mallam Adamu Adamu, on Tuesday 13th April, 2021 at the Abdulkadir Auditorium of the National Universities Commission, Maitama, Abuja.
- 2.0 The main objective of the visitations as captured in the address of the Hon. Minister of Education, Mallam Adamu Adamu, at the inauguration of the Visitation Panels is to appraise the performance of the institutions in terms of the leadership qualities, in our case, the Executive Director, Principal Officers, and the Governing Councils to ascertain the extent to which they have fulfilled their mandate for public good during the periods under review. Achieving this thus, entails looking closely at the financial management, administration and the overall conditions for teaching, learning and research in the institution. The visitation exercise was to be accomplished within 60 days of the inauguration of the Panels.
- 3.0 The Panel to NINLAN is chaired by a retired University Professor. Other members are two eminent Professors, and Academic Technologists and a Director in a State's Ministry of Education while the Secretary is a Deputy Director in the NUC all of not only familiar with the country's tertiary education terrain but are also mindful of the trust to conduct the exercise in the most competent, transparent and professional way as reputable and good citizens of our great country, Nigeria.
- 4.0 In order to achieve the objectives of the visitation, the Panel adopted mixed methods including: courtesy visits, meeting with the Management, interactive sessions with other key stakeholders, inspection tour of facilities, written memoranda, reference documents, key informant interviews, and in-group Panel discussions.
- 5.0 In this Executive Summary, the synthesized recommendations are presented in order of the Ten Terms of Reference while details of the facts and observations on which the recommendations are based are contained in the full report.

- 6.0 To serve as guide to the Panel's deliberations and report presentations, the Terms of Reference for the Visitation are as follows:
- i. To inquire into the level of implementation of the white paper on the last visitation report
 - ii. To look into the leadership quality of the university/Inter-University Centre, in terms of the roles of the governing council, the vice-chancellors/executive directors and other principal officers
 - iii. To look into the financial management of the institution, including statutory allocation and internally generated revenue over the recommended period and determine whether it was in compliance with appropriate regulations
 - iv. To investigate the application of funds, particularly the special grants and loans meant for specific projects in order to determine the status of such projects and their relevance for further funding
 - v. To examine the adequacy of the staff and staff development programmes
 - vi. To determine the relationship between the Inter-University Centre and the various statutory bodies it interacts with according to its law for purposes of supervision, planning, finance, discipline, guidance and any other relationship (i.e., Governing Council, NUC and Federal Ministry of Education (FME))
 - vii. To examine the law establishing the Inter-University Centre including the relationship between the various internal organs, units, and offices and indicate the ways the law has been observed by the competent authorities, and also suggest modifications to the law
 - viii. To trace the historical evolution of the Inter-University Centre and take stock of its net achievements and problems as well as its style and direction
 - ix. To examine the general security in the Inter-University Centre and how the centre has dealt with it and recommended appropriate measures

- x. To examine the processes and structures of discipline of students in the Inter-University Centre in line with due process of the rule of law.

7.0 In order to achieve the objectives of the visitation, the Panel combined different approaches and procedures in gathering information, viz: courtesy visits, interactive sessions with the Management and other key stakeholders, inspection tour of facilities, written memoranda, reference documents, oral interviews with key informants, and in-group Panel discussions.

8.0 Term of Reference Number One

To inquire into the level of implementation of the White Paper on the last Visitation Report (2006 – 2010)

Recommendation

The last Presidential Visitation to the National Institute for Nigerian Languages (NINLAN), Aba was in the 2000. There was no Visitation to the Institute in 2006-2010. And there was an unsuccessful effort by the Panel in the search for the White Paper for the year 2000 visitation, both at the Institute and the Federal Ministry of Education Headquarters, Abuja. Consequently, the Panel had no information to report on the level of implementation of the White Paper. It is, therefore, recommended that Government should ensure that Visitation Panels Reports and White Papers are kept safely in the archives and, in the current dispensation, electronically for proper documentation and easy access.

9.0 Term of Reference Number Two

To look into the leadership quality of the University/Inter-University centre, in terms of the roles of the Governing Council, the Vice-Chancellors/Executive Directors and other Principal Officers

Recommendations

- i. While commending the Governing Council for its leadership role and sacrifice, adequate funding should be made available through annual budgetary allocation to facilitate regular meeting of Council as stipulated in the law.

- ii. Similarly, the Management of the Institute should be commended for the team spirit and working with the Council in initiating and adopting innovative ways in raising the IGR for the Institute.
- iii. The Council should ensure that Federal Government Policy on Federal Character is subscribed to in the employment of principal officers bearing in mind the peculiarity of the Institute – Nigerian languages.
- iv. Government should back up the considerable efforts of the Governing Council towards achieving the longed-for transformation of the Institute and thus address the discontent and uncertainty amongst staff and the host community arising from the previous ceding of NINLAN to UNN and the neglect of the Institute as manifested in poor infrastructural facilities – classrooms, laboratory space and equipment, poorly maintained building, poor access roads and the physical landscape.
- v. The Executive Director should be commended for growing and nurturing cordial relationship with the neighbouring communities.
- vi. The Librarian should be commended for developing a clear vision and mission towards the transformation of, and making the library to eventually serve the teaching and research purpose of the Institute.

10.0 Term of Reference Number Three

To look into the financial management of the institution, including statutory allocation and internally generated revenue over the recommended period and determine whether it was in compliance with appropriate regulations

Recommendations

- i. Government should increase the statutory allocation especially the Overhead and Capital allocations as well as facilitate access to Special Intervention Fund or a Take-off

grant in view of the high level of infrastructural deficit and decay which exist in the Institute.

- ii. While commending the efforts of the Management for the IGR initiatives, and the management of it, it should further expand the scope by investing on the wide expanse of land with very high agricultural potentials.
- iii. The Institute should ensure that it implements all observations in the Internal and External Auditors reports aimed at improving their record of accountability and prudence in the management of its finances.
- iv. Designated Signatories should always ensure that all payment vouchers are duly signed.

11. Term of Reference Number Four

To investigate the application of funds, particularly the special grants and loans meant for specific projects in order to determine the status of such projects and their relevance for further funding

Recommendations

- i. One project, Rehabilitation and Asphalt Overlay of 1.45km Internal Roads, (2019 Federal Ministry of Works and Housing Intervention) has been completed and commissioned. Four on-going projects were those being funded from capital allocations and the rate of work on them is slow. Government should therefore release funds as at when due to ensure that the projects are completed expeditiously.
- ii. Government should increase the capital allocation to the Institute to enable it improve on the quality and quantity of infrastructure and facilities to create an enabling environment for teaching, learning and research.
- iii. The Institute has not benefitted from any special grants, loans, etc, since the cessation of ETF. Therefore NINLAN should be positioned to access special grants that Federal and State Universities in Nigeria enjoy including TETFund grants.

12. Term of Reference Number Five

To examine the adequacy of the staff and staff development programmes

Recommendations

- i. The staff-student ratio was quite low. Thus, the Institute has capacity to enrol greater number of students when it is enabled to admit students according to the Act establishing it.
- ii. The staff mix was extremely bottom heavy, so future staff employment should target the senior cadre as this is the only way to attend to effective teaching and research.
- iii. Future academic staff recruitment should be skewed towards Linguistics and Nigerian Languages.
- iv. There was no record of staff benefitting from financial support to attend conferences, workshops or training from the Institute and those who did went on self-sponsorship; while commending staff for holding on even without support to build their capacities, the staff should be sponsored to attend conferences to sustain the achievement of the goal of promoting the teaching of Nigerian Languages.
- v. As a very large proportion of academic staff need further training to acquire higher degrees, the Federal Government should provide as well as facilitate NINLAN's access to special grants to attend to the training and other related staff development needs. One possibility is the TETFUND resources.
- vi. Given that the number of non-academic staff is twice the number of the academic; the Institute should ensure that further recruitment of the non-academic staff is tailored to the need of the Institute.
- vii. The training needs of non-academic staff and technologists should be addressed to enhance their skill and competence, and, thus, efficiency and effectiveness in the discharge of their duties.
- viii. The Institute should develop a staff training Plan and conduct staff training audit to set priorities for training need in the future.

13.0 Term of Reference Number Six

To determine the relationship between the Inter-University Centre and the various statutory bodies it interacts with according to its law for purposes of supervision, planning, finance, discipline, guidance and any other relationship (i.e., Governing Council, NUC and Federal Ministry of Education (FME))

Recommendations

- i. If the Council is to discharge its role of supervising the planning, finance and guidance, it has to hold meetings quarterly as due. This calls for increase in the overhead allocations.
- ii. The desire of the Council for running degree programme should be addressed.
- iii. NINLAN has been unable to run degree programme in Linguistics and Nigerian Languages as the Institute and the NUC have not been able to find a common ground on the award of degree. Therefore, the Act establishing NINLAN should be amended to fulfil the conditions set by NUC, NINLAN being an Inter-University Centre.
- iv. NUC and FME should be actively involved in the amendment of the Act in order to ensure that the Centre runs as an Inter-University Centre.
- v. The provisional approval given by NCCE to NINLAN to run NCE programme has implication for the supervision of one of the academic programmes of NINLAN; NINLAN as an Inter-University Centre should rather pursue degree rather than the NCE.
- vi. NBTE has not given approval for the diploma programme of NINLAN possibly because Universities are not to run National Diploma and Higher National Diploma programmes as the Polytechnics. The offering of National Diploma programme in NINLAN should be reconsidered as it falls outside the purview of universities and, therefore, inter-university centres.

14.0 Term of Reference Number Seven

To examine the law establishing the Inter-University centre including the relationship between the various internal organs, units, and offices and indicate the ways the law has been observed by the competent authorities, and also suggest modifications to the law

Recommendations on the Act

Part I Section 2 Objectives of the Institute and Part II Section 7 Functions of the Institute

Learning and borrowing from international Institutes of repute:

- i. The Institute should start where the polytechnics and colleges of education stopped. Thus, it should be positioned in the areas of teaching and training to offer refresher courses, short courses etc to teachers and learners of Nigerian languages. Participants are to be awarded testimonials, certificates and diplomas (not OND/HND) - 7 (e).
- ii. Being a Centre for an active teaching, learning and research in Nigerian languages, the centre should concentrate on degrees of Bachelor, Postgraduate Diploma, MA and PhD programmes to facilitate both focused research and production of high-level manpower to work in the tertiary institutions that will feed the primary and secondary schools.
- iii. The form of diploma course offerings should target the needs of young and mid-career professionals who wish to deepen their knowledge in particular Nigerian languages, but not the equivalent of National Diploma desired for proceeding to the Level 2 in the university or HND in the polytechnic.
- iv. Running of Bachelors, Masters and PhD Degrees programmes should be duly approved for NINLAN and clearly incorporated in the amended Act and subsequently accredited by the NUC and, thus, duly recognised internationally through appropriate legislation.
- v. The degree of Bachelors that has been long awaited by the Institute should be confined purely to Nigerian languages in which case subject combinations at the lower levels will combine selected Nigerian language with linguistics and communication studies. This will rule out the need for

ancillary subjects such as from other areas of humanities, social sciences and sciences.

- vi. As regards the PGDE, the Centre should design a unique curriculum in collaboration with the NTI which will capture the teaching of Nigerian languages.
- vii. As the objective is to provide scholarly education and practical training, NINLAN should be able to partner with Nigerian universities where teaching and research in HIYA have notched up. This will create avenue for joint teaching and supervision, exchange of staff and students to promote students spending some of the time away in the partnering institutions. It will also address the controversy that has shrouded the issue of Academic Board rather than Senate in the award of diplomas and degrees.
- viii. In order to make award of higher degrees in particular feasible, an enabling environment should be created to attract renowned scholars/professors either on sabbatical or short compressed visit to participate in the teaching, research and supervision of students at these higher levels without their being on the permanent payroll of the Institute.
- ix. The very first key function of the Institute as outlined in the Act 7(a) is to: "encourage the learning of Nigerian languages in an environment which shall prepare the students in the Institute to "speak Nigerian languages fluently." This should not be limited to teaching teachers but rather all users of Nigerian languages (Nigerians and non-Nigerians) in their daily interactions, businesses and communications as aptly captured in the Act's objective 7(b) of "holding out to all persons ... the opportunity of acquiring proficiency in the learning and pragmatic use of the Nigerian languages as a means of communication among different language groups in Nigeria."
- x. Section 24 sub-section 1 provides for the establishment for the Institute, an Academic Board which according to Section 25 subsection (2) shall ensure that, where the Institute wishes to provide programmes aimed at specific categories of students from certain institutions, the particulars of those programmes are first sent for example NBTE, NCCE etc. This implies that NINLAN, an Inter-University centre, is under several regulatory bodies and not just the NUC. In this way, the centre is thus *arm string/muzzled*.

The Act should be amended to exclude National Diploma, Higher National Diploma, and National Certificate of Education to make NINLAN to be truly an Inter-University Centre and, therefore, strictly under the ambit of the NUC doing what the universities are doing.

- xi. **Part 1 Section 2**, of the Act should be amended to capture Directorates and Programmes and not just **Schools and Departments**.

In this regard Directorate of Teaching and Training; Directorate of Research and Documentation; and Directorate of Academic Planning are recommended.

Programmes should include the following:

- (a) Certificates – proficiency course of varying durations
- (b) Diplomas (Not ND and HND – reserved for Polytechnics)
- (c) Postgraduate Diplomas;
- (d) Bachelors ;
- (e) Masters;
- (f) PhD; and
- (g) Acculturations.

This proposal and suggested amendment will naturally change the composition of the Academic Board.

- xii. **Included in Section 32 of the Expenditure of the Institute, sub-section (1) (d)** is payment of pensions and gratuities. This section should be amended in view of current policy of contributory pension in the federal service.

xiii. General Recommendations

In order to ensure optimal operation and improve on the efficiency and effectiveness of the Institute as an Inter-University centre, it is recommended that the FME in collaboration with the NUC should set up a powerful committee to undertake a comprehensive review of sections of the Act identified in this report and others that may be deemed necessary to make the Institute truly one for Nigerian languages;

15.0 Term of Reference Number Eight

To trace the historical evolution of the Inter-University centre and take stock of its net

achievements and problems as well as its style and direction (1991 – 2020)

Recommendations

- i. The Management of the Institute should be commended for various achievements particularly the flourishing acculturation programme, the active NINLAN Press, the laudable initiatives to broaden the IGR base, new establishments and revamping of existing Ones and professional and intellectual engagements.
- ii. The array of problems bedevilling the Institute: land encroachment, erosion problem, poor infrastructural deficits, poor ratio of academic to non-academic staff, lack of vehicles, and indebtedness to contractors, government agencies, suppliers, and staff should be addressed.
- iii. The lingering and unresolved case between Mr. Onojo Edache Precious and NINLAN which has resulted in arrests and counter arrest and draining the very lean resources of NINLAN in shuttling between Aba and Abuja should be resolved through the Amicable Dispute Resolution Chanel.
- iv. In the light of what was on ground, the Institute should, as a matter of urgency, be considered for NEEDS Assessment and special grants for its repositioning. This will quell the justified agitation of the communities who filled pained for parting with their wide expanse of land without the joy of any visible development on it.
- v. As the style and direction of the Institute appeared to be one of being needlessly hydra headed – with College of Education, Polytechnic and University, the style and direction should be changed to make the Institute do what universities are authorized to do.

16.0 Term of Reference Number Nine

To examine the general security in the Inter-University centre and how the centre has dealt with it and recommended appropriate measures

Recommendations

- i. NINLAN should develop and implement a master plan that would give the Institute a secure and safe learning environment.
- ii. The Federal Government should give the Institute a special intervention fund following NEEDS assessment to build a perimeter fence and to procure security equipment to secure the campus.
- iii. The Institute should be empowered to employ, train and equip more security personnel.

16.0 Term of Reference Number Ten

To examine the processes and structures of discipline of students in the Inter-University Centre in line with due process of the rule of law

Recommendations

- i. Institutional leadership should be proactive and pre-empt the problems of student indiscipline and should also plan to handle such problems should they occur. This can be achieved through the setting up of Student Disciplinary Committee to investigate cases of indiscipline by students and make necessary recommendation to the Management/Academic Board.
- ii. Students Handbook should be published with clear guidelines on students conduct and behaviour on campus as well as disciplinary measures on acts of misbehaviour and other forms of indiscipline.
- iii. Students and staff should be commended for the good working relationship among them.
- iv. Students should be commended for maintaining peace on the campus.
- v. The campus should be made more secure to encourage students to live on campus.
- vi. A students' Welfare Committee should be put in place to create a forum where students' complaints can be handled promptly.

CHAPTER ONE

INTRODUCTION

1.1 Preamble

The Laws of the Federal Republic of Nigeria guiding the establishment of federal universities and Inter-University centres in the country require that, from time to time, stock taking on the activities of those institutions be carried out by Panels of knowledgeable individuals for the purposes of improving their efficiency and effectiveness. For this purpose, the laws therefore confer on the President and Commander-in-Chief of the Armed Forces and Visitor to all the institutions, the mandate to constitute Visitation Panels to the institutions.

The main objective of the visitations as captured in the address of the Hon. Minister of Education, Mallam Adamu Adamu, at the inauguration of the Visitation Panels is to appraise the performance of the institutions in terms of the leadership qualities, in our case, the Executive Director, Principal Officers, and the Governing Councils to ascertain the extent to which they have fulfilled their mandate for public good during the periods under review. Achieving this, thus, entails looking closely at the financial management, administration and the overall conditions for teaching, learning and research in the institution.

While as provided by law, the visitations are conducted every five years, the last visitation to National Institute for Nigerian Languages, Aba was in the year 2000, that is, twenty-one (21) years ago. The present visitation covers a ten-year period split into two as 2011 – 2015 and 2016 – 2021. The visitation exercise was to be accomplished within 60 days of the inauguration of the Panels.

1.2 The Inauguration of the Visitation Panel

The inauguration of the Visitation Panel to National Institute of Nigerian Languages, Aba being an Inter-University Centre was part of a collective ceremony for all the visitation Panels to the 38 federal universities and four Inter-University centres. It was presided over by the Honourable Minister of Education (HME), Mallam Adamu Adamu, on Tuesday 13th April, 2021 at the Abdulkadir Auditorium of the National Universities Commission, Abuja.

The Honourable Minister noted that the Panels have been rigorously and painstakingly constituted to include only credible, knowledgeable and serious individuals, who are trusted to conduct the exercise in the most competent, transparent and professional way as reputable and good citizens of our great country, Nigeria.

1.3 Composition of the Panel

The Panel was composed as follows:

1. Prof. Julius Afolabi Falola	-	Chairman
2. Prof. Kevin Nwogu	-	Member
3. Mrs. Rachel Hassan – Olajokun	-	Member
4. Prof. Patricia Lar	-	Member
5. Dr. Comfort Oko	-	Member
6. Mrs. Ifeoma Uzokwe	-	Member
7. Mr. Theophilus Ogbor	-	Secretary

1.4 Terms of Reference

To serve as guide to the Panel's deliberations and report presentations, the Terms of Reference for the Visitation are as follows:

- i. To inquire into the level of implementation of the White Paper on the last visitation report
- ii. To look into the leadership quality of the university/Inter-University centre, in terms of the roles of the governing council, the vice-chancellors/executive directors and other principal officers
- iii. To look into the financial management of the institution, including statutory allocation and internally generated revenue over the recommended period and determine whether it was in compliance with appropriate regulations
- iv. To investigate the application of funds, particularly the special grants and loans meant for specific projects in order to determine the status of such projects and their relevance for further funding
- v. To examine the adequacy of the staff and staff development programmes
- vi. To determine the relationship between the University/Inter-University Centre and the various statutory bodies it interacts with according to its law for purposes of supervision, planning, finance, discipline, guidance and any other relationship (i.e., Governing Council, NUC and Federal Ministry of Education (FME))
- vii. To examine the law establishing the Inter-University centre including the relationship between the various internal organs, units, and offices and indicate the ways the law has been observed by the competent authorities, and also suggest modifications to the law

- viii. To trace the historical evolution of the Inter-University centre and take stock of its net achievements and problems as well as its style and direction
- ix. To examine the general security in the Inter-University centre and how the centre has dealt with it and recommend appropriate measures
- x. To examine the processes and structures of discipline of students in the Inter-University centre in line with due process of the rule of law.

CHAPTER TWO

METHODOLOGY

2.1 Commencement Preliminaries

Members of the Visitation Panel to NINLAN arrived at Aba on Sunday 2nd May, 2021 for the commencement of the exercise. However, prior to this, a Call for Memoranda detailing the Terms of Reference (ToR) had been sent to the Management of the Institute for circulation to stakeholders. The Management took a step further to publicise the visit on two state radio stations in order to create awareness and sensitize members of the public on the visitation to NINLAN.

Initial discussions were subsequently held on the logistics and approach of the visitation assignment. A work-plan for the period of Visitation was drawn up and periodically reviewed to guide the Panel's activities for the period of visitation. Basically, the Panel had a twenty-eight days work schedule at NINLAN which commenced from the day of arrival, 2nd May, 2021 and ended 30th May, 2021. The Panel later converged in Abuja on 6th June, 2021 to collate, vet and print report of the Visitation. (Copies of the schedules are attached in the appendix).

In order to achieve the objectives of the visitation, the Panel combined different approaches and procedures in gathering information, namely:

- Courtesy visits/meeting the Management
- Initial sessions with other key stakeholders
- Inspection tour of facilities
- Written memoranda
- Reference documents
- Oral Interviews
- In-group Panel discussions

2.2 Courtesy Visits/ Meeting with the Management

The visitation commenced on Monday, 3rd May with a courtesy call on the Executive Director and the Management team of the Institute at the Permanent Site of the Institute for preliminary discussions. Interactive sessions were held with members of Academic Staff Union and members of the Non-Academic Staff Union of the Institutions.

There was visitation to the Ezes of two Autonomous Communities within which the two campuses of NINLAN are located. They are: Eze O.J. Ananaba, Okahia 1 of Okahia Kingdom and Chairman, Obingwa Traditional Rulers Advisory Council, Abia State; and Eze W. A. Onwunali, Eze Di Oha Nma II, Akumaimo Ancient Kingdom, Obingwa LGA, Abia State. Given the centrality of security, courtesy visit

was also paid to the DPO, Azuka Police Station, Ogbor Hill, Obingwa Local Government Area, Abia State. The visits facilitated interactive sessions and afforded the Chairman of the Panel opportunity to expound on the purpose and importance of the visitation exercise.

Briefs articulated on key points including views and opinions expressed at the interactive sessions contributed immensely to reference materials used in addressing some of the terms of reference.

2.3 Inspection of Facilities and Projects

The Panel undertook an inspection tour of various facilities in the two campuses of the Institute: the City Campus and the Permanent Site. These facilities included the Administrative Block, Lecture Hall, Hostels, Library, Language laboratory, and facilities housing NINLAN demonstration schools (the Nursery and Primary School and NINLAN Secondary School) as well as NINLAN Consult. The observations made on the visits and the views expressed by various stakeholders in the process of the inspection served as useful information for the Panel's assignment.

2.4 Written Memoranda

Prior to the Panel's arrival at the Institute a call for memoranda containing the Terms of Reference for the visitation and deadline was issued and aired on the State's Radio stations. Official memoranda were received from various groups and individuals like traditional rulers, unions and operational units. In all, a total of twelve memoranda were received by the Panel (Annexed).

2.5 Reference Documents

The Visitation Panel made reference to a variety of documents in carrying out its assignment. Most of the documents were already packaged ready for the Panel by relevant Departments and Units of the Institute while some others were provided on request by the Panel according to need. These documents (annexed) included the following:

- Circulars and Minutes of Meeting of Council
- Minutes of Meetings of Management
- Bursary Payment Vouchers
- Internal Audit Department Reports
- External Auditors Report
- Documents from Works and Physical Planning Department
- Staff Condition of Service

- Staff Nominal Rolls
- Student Enrolment on Programmes
- File on Court Cases
- Security reports and others.

2.6 Oral Interviews

Following a close scrutiny of the reference documents and submitted memoranda, and having carried out an assessment of the state of teaching and learning facilities as well as listened to opinion and views expressed by various categories of stakeholders on issues related to the terms of reference for the visitation, the Panel subsequently commenced oral interviews with the Executive Director, Deputy Executive Director, Chairman of Governing Council, the Registrar, Bursar, Librarian, Chief Legal Officer, Chief Security Officer, Union leaders, staff and students of the Institute. The facts gathered from the interviews provided further clarification of various issues addressed. It should be underlined that interview with the Management team in particular was not a one off. It was rather a continuous one as the needs arose.

2.7 In-Panel Discussions

The Panel held several discussion sessions in the course of its assignment. The discussions centred on issues such as the planning of the logistics for the assignment, assignment of responsibilities, assessment of progress made as well as to review the Panel's draft reports.

2.8 Writing of Report

Armed with facts and figures, the task of writing the draft reports was assigned to members of the Panel and the drafts were submitted for close scrutiny by all members. The exercise of writing was commenced in Aba in the second week through the fourth week. The final reports were put together at Abuja in the month of June first from 7-11 and later from 23-26.

CHAPTER THREE

TERM OF REFERENCE ONE

To inquire into the level of implementation of the White Paper on the last visitation report

3.1 Introduction

The Institute for Nigerian Languages, Aba was established in 1992 as an Inter-University Centre for teaching, research and development of Nigerian languages. As an Inter-University centre, it was last visited by a Presidential Visitation Panel in the year 2000.

3.2 Observations

- i. The Visitation Panel is to report that the National Institute for Nigerian Languages (NINLAN), Aba was last visited by a Presidential Visitation Panel in the year 2000, that is, twenty-one years ago. Thus, the Institute was not visited in the last visitation covering 2006-2010.
- ii. Efforts of the Panel to find the White Paper to the year 2000 Visitation report both at the Institute and the Federal Ministry of Education Headquarters, Abuja did not yield any result. Consequently, the Panel had no information to report on concerning the level of implementation of the White Paper.

3.3 Recommendation

- i. Government should ensure that records of all visitation Panels are kept safely in the archives and, in the current dispensation, electronically for proper documentation and easy access.

CHAPTER FOUR

TERM OF REFERENCE TWO

To look into the leadership quality of the University/Inter-University centre, in terms of the roles of the Governing Council, the Vice-Chancellors/Executive Directors and other Principal Officers

4.0 Introduction

The leadership in the context of NINLAN include: the Governing Council, the Executive Director, the Deputy Executive Director, the Registrar, the Bursar, the Director of Works, the Librarian and such other Officers as may be required from time to time to be appointed by the Governing Council as enshrined in the enabling Law.

4.1 The Governing Council

Prior to the inauguration of the Chief (Hon) Nkwo Nwabuchi led Council; there was no Council in NINLAN. The Council has managed the affairs of the Institute with great competence and commitment even in the face of lean resources.

The Honourable Nkwo Nwabuchi led Governing Council met only twice in 2018 (18th July and 31st – 1st November, 2018 respectively) due to paucity of funds. And despite the indebtedness of the Institute in running its affairs, the Chairman dissuaded the Management from borrowing money in order to finance members' attendance at meetings; instead, he offered to give support.

At the first meeting of Council, Professor Obiajulu A. Emejulu, the Deputy Executive Director, in the absence of the Executive Director welcomed the Council members and enumerated the issues being grappled with by the Institute as:

- i. Poor funding from inception/dearth of infrastructure
- ii. Exclusion from TETFund
- iii. Degree Awarding Status
- iv. Vehicles/Cars for quick and qualitative delivery
- v. Academic Research outlook of NINLAN
- vi. Administrative issues and staff matter among others.

As the tenure of the Deputy Executive Director was to expire on the 24th July, 2018, the Council then decided and extended the tenure by three (3) months till October 31st, 2018.

Following the death of the Executive Director, Professor Gladys Chinyere Ohiri-Anichie, on September 1, 2018 Council approved the appointment of the Deputy Executive Director as Acting Executive Director pending the appointment of the Executive Director by the Visitor. The Council at its sitting of 27th March, 2019 was

informed that the late Executive Director, Professor Gladys Chinyere Ohiri-Anichie donated her entire library to the Institute. The Council appreciated the gesture and directed that Professor Gladys Chinyere Ohiri-Anichie be immortalised by naming a building in the Institute after her, in view of her services to the Institute and the nation.

The Panel was also informed that, Dr. Mrs. Nkechi Ohaike attracted a grant from UNICEF to the Institute to translate the Child's Right Act, into Hausa, Igbo and Yoruba and she was well commended by the Council.

The Council led by Chief Honourable Nkwo Nnabuchi successfully reviewed and adopted the new Staff Conditions and Scheme of Service for the Institute and promoted and upgraded members who were long overdue for promotion. In general, the Council suggested new ways of increasing both internally and externally generated revenue and adopted measures that ensured prudent management of the little funds derivable from sources such as leasing out of the Institute's Guest House, NINLAN Consult, the NINLAN Demonstration Secondary School amongst others. The Internally Generated Revenue (IGR) from the aforementioned sources was used in the rehabilitation of some dilapidated buildings.

Report on the Institutes finances were considered at every Council meeting through its Finance and General-Purpose Committee (FGP&C). The Project Committee was set up to consider the award of contracts in accordance with the statute of the Institute.

The staff of the Audit and Bursary Departments were encouraged and supported to pursue part-time academic and progression programmes to enhance their productivity. The initiatives of Council yielded considerable benefit to staff members as most of them were promoted, converted or upgraded after completion of their programmes.

The Bursar of the Institute though a member of the Finance, General Purpose Tenders Committee, he was not a member of the current Tenders Committee.

4.1.1 Observations

- i. The Governing Council had six meetings instead of twelve due to the lean resources at the disposal of the Institute.
- ii. New approaches were evolved and adopted to increase the IGR of NINLAN.
- iii. The considerable efforts mounted by the Governing Council through quality leadership notwithstanding, the desired developments have not been achieved due to inadequate funding as manifested in poor infrastructural facilities – classrooms, laboratory space and equipment, poorly maintained building, poor access roads and the physical landscape, among others.

- iv. There also existed discontent and uncertainty amongst staff and the host community arising from the previous ceding of NINLAN to UNN and the neglect of the Institute had suffered as a result of monumental underfunding.

4.1.2 Recommendations

- i. The Governing Council should be commended for its leadership role and sacrifice.
- ii. The Management of the Institute should be commended for working with the Council in initiating and adopting innovative ways in raising the IGR for the Institute.
- iii. The Governing Council of the Institute should ensure that policies and decisions concerning the Institute are taken according to strict provision of the law.
- iv. The Council should ensure that Federal Government Policy on Federal Character is subscribed to in the employment of principal officers bearing in mind the peculiarity of the Institute – Nigerian languages.
- v. Adequate funding should be made available through annual budgetary allocation to facilitate regular meeting of Council as stipulated in the law.
- vi. Government should back up the considerable efforts of the Governing Council towards achieving the longed-for transformation of the Institute through provision of special grants.

4.2 The Principal Officers

(a) The Executive Director

Following the death of Prof. Gladys Chinyere Ohiri-Anichie, Professor Obiajulu A. Emejulu was appointed Executive Director of NINLAN as already noted. From the Panel's interaction with staff and the community representatives, it was clear that the Executive Director has full understanding of the problems of the Institute. He has also been firm and consistent in his approach to bring stabilisation and development to the Institute. He secured the cooperation of not only the Principal Officers but also of his colleagues on the Academic Board towards achieving the development of the Institute. Also, his relationship with traditional rulers of the host Community showed respect and cordiality.

(b) The Registrar

The Registrar, Mrs. K. A. Iwuchukwu, discharged her role as Secretary of Council and administrative head of the Registry efficiently. The relationship between the Registry and the other arms of the Institute was cordial.

(c) The Bursar

The Bursar, Dr. A. O. Unegbu, as the chief financial officer of the Institute has been working closely with the Executive Director for the day-to-day administration and control of the financial affairs of the Institute. First appointed in acting capacity in August 2015, he was confirmed as the substantive Bursar in August 2016. The Bursar gave financial report to Council and Management as due.

(d) The Librarian

NINLAN as a Centre for the exchange of information in the study of Nigerian languages and a Research Centre is expected to produce Nigerian language teachers at various levels. Thus, the library of the Institute should hold books in all areas of theoretical linguistics, African and Nigerian linguistics and languages. However, the Institute's library has suffered a great setback especially during the period it was ceded to UNN as new materials were not acquired and existing furniture and important library-based equipment were damaged for lack of care. And, apart from inadequacy of library collections, there is also the serious issue of their outdatedness and obsolescence. Also, of the eight-existing staff, five were non-professional while three were para-professional. All this were problems the Librarian, Dr. Cyprian I. Ugwu, had to contend with. And, he has succeeded in:

- (i) reorganization of the shelf order of books in the library;
- (ii) clearing of cataloguing arrearages;
- (iii) creation of signages in the library;
- (iv) training of professional staff on cataloguing and the non-professional staff on shelving and shelf reading;
- (v) introducing a new charging system in the library;
- (vi) attracting book donations from the UNN; over 100 titles of books of multiple copies were donated to the NINLAN Library; so far, library acquisition under the librarian increased: whereas 88 books were fresh acquisition in 2011-2015, 988 books were acquired in 2016-2020. Similarly, for journals acquisition was 51 and 128 respectively during same periods; and
- (vii) submission of a proposal through the Executive Director to NITDA, Abuja for the development of e-library in NINLAN.

The Librarian also has clear Vision and Mission for the Library as outlined below:

Vision:

To make the Institute's Library ICT-driven and provide services based on global best practices and standards.

Mission:

- (i) To expand the resource base of the library;
- (ii) To develop the ICT infrastructure including an e-library and a dynamic library website for the open transformation of the library;
- (ii) To ensure the constant provision of ICT-based services to the user community;
- (iii) To automate the library for efficient performance of the routine duties of the library such as acquisition, organisation, preservation and dissemination of information sources; and
- (iv) To develop training programmes that will impact on learning, teaching and research in NINLAN.

4.2.1 Observations

- i. There was very good working relationship among the Management team and between the Management team and the Council.
- ii. Each member of the Management team attended to the demand of his or her office effectively and efficiently with all efforts being geared towards the growth and development of NINLAN.
- iii. The Executive Secretary and Deputy Executive Secretary were quite passionate about seeing that NINLAN achieved its mandate.
- iv. The Executive Secretary had good relationship with the host communities.
- v. The library infrastructure and acquisition fall below the requirement for a specialised centre like NINLAN.
- vi. The Librarian from 2019 has made and, is making concrete efforts to bring improvement to the library through new acquisitions, restructuring of the library, training of professionals and non-professionals and developed a clear vision and mission for the library which can only be achieved through development of e-library and implementation of library automation among others.

- vii. As the library in its current form looked like a Departmental library, this does not create room for expansion and innovative services because of space problem.

4.2.2 Recommendations

- i. The Management Team should be commended for their team spirit.
- ii. The Executive Director should be commended for growing and nurturing cordial relationship with the neighbouring communities.
- iii. The Librarian should be commended for developing a clear vision and mission towards the transformation of, and making the library to eventually serve the teaching and research purpose of the Institute.
- iv. An Ultra-Modern E-Library Complex fully airconditioned should be built in NINLAN for effective Library Information Services based on global best practices and standard.
- v. There should be acquisition of current books in Nigerian languages, current reference books, state-of-the-art ICT facilities (including development of ubiquitous and broadband wireless internet connectivity) and e-library-based equipment and constant subscription to both local and foreign journals in linguistics and languages.
- vi. In order to achieve (iv) and (v) above, the Federal government should go beyond statutory allocation and facilitate access to special grants which is currently lacking in the Institute.

CHAPTER FIVE

TERM OF REFERENCE THREE

To look into the financial management of the institution, including statutory allocation and internally generated revenue over the recommended period and determine whether it was in compliance with appropriate regulations

5.1 State of the Institute's Finances

(a) Statutory Allocation

By the period 2016-2020, the Institute had regained its autonomy from UNN and operating an independent financial records system. The Institute's main source of funding during the period was the Federal Government through its recurrent and capital allocations.

The Panel noted that government's total subvention for Personnel, Overhead and Capital for the period 2016 – 2020 was **N2, 521, 870, 807.94 (Two Billion, Five Hundred and Twenty-One Million, Eight Hundred and Seventy Thousand, Eight Hundred and Seven Naira, Ninety-Four Kobo Only)** which translated into an average of **N504, 374,161.59 (Five Hundred and Four Million, Three Hundred and Seventy-Four Thousand, One Hundred and Sixty-one Naira and Fifty-Nine Kobo)** per annum. Considering the huge infrastructural deficit in the Institute and the fact that personnel cost alone gulped a total sum of **N2, 095, 544, 732.14, (Two Billion, Ninety-Five Million, Five Hundred and Forty-Four Thousand, Seven Hundred and Thirty-Two Naira and Fourteen Kobo Only)** which represents 83.09% of total allocation, leaving 5.68% and 11.23% for Overhead and Capital respectively, (Table 1), the Panel was not left in doubt that the Overhead and Capital allocations were grossly inadequate during the period under review.

(b) Internally Generated Revenue (IGR)

The total amount generated as IGR during the period was **N11,540,374.00 (Eleven Million, Five Hundred and Forty Thousand, Three Hundred and Seventy-Four Naira Only)** giving an average of **N2, 308,074.80 (Two Million, Three Hundred and Eight Thousand, and Seventy Four Naira and Eighty Kobo Only)** per annum. The Institute's Demonstration Secondary School was the main source of IGR during the period. The IGR provided ready funds for urgent rehabilitations, repairs, and the purchase of basic teaching and learning materials as well as the payment of the salaries of the Secondary School teachers until the mainstreaming was achieved by June 2020.

The total amount remittable of the IGR was **N2,885,093.50 (Two Million, Eight Hundred and Eighty Five Thousand and Ninety Three Naira, Fifty Kobo Only)** out of which **N1,632,163.61 (One Million, Six Hundred and thirty Two thousand, One Hundred and Sixty-Three Naira and Sixty-One Kobo Only)** was remitted leaving an outstanding of **N1,252,929.89 (One Million, Two Hundred and Fifty Two Thousand, Nine Hundred and Twenty Nine Naira, Eighty-Nine Kobo Only)** yet to be remitted to Federal Government coffers.

The Panel noted that the nature of the programme run by the Institute had a debilitating effect on the ability of the Institute to attract the right population of students whose fees would serve as a veritable source of Internally Generated Revenue (IGR). For instance, during the period, the Institute obtained permission to run National Certificate of Education (NCE) programmes. However, admission into the programme was low and contributed very little to the IGR.

Panel, however, noted the efforts being made by the Institute's Management to improve on the state of its finances by the establishment of a Consultancy Outfit and an Agriculture or Farming Unit. These initiatives are yet to yield dividends to provide the much-needed financial support for the Institute as they are in gestation stages.

5.1.1 Observations

- i. That statutory allocation was the main source of fund to NINLAN.
- ii. That the capital allocations to the Institute was grossly inadequate.
- iii. That despite the efforts made by the Management to improve on its IGR base, funds generated from IGR were not enough to cope with the financial needs of the Institute.
- iv. The Institution has an outstanding N3,484,088.14 of its IGR to remit to the Federal Government.

5.1.2 Recommendations

- i. Government should increase the statutory allocation especially the Overhead and Capital allocations.
- ii. The Institute should be provided with a Special Intervention Fund or a Take-off grant in view of the high level of infrastructural deficit and decay which exist in the Institute.
- iii. While commending the efforts of the Management for the IGR initiatives, it should further expand the scope by investing on the wide expanse of land with very high agricultural potentials.

5.2 Audit Reports

(a) Report of Internal Audit

The Internal Audit Report for the year 2020 states that the Capital Grants allocated to the Institute were applied as realised and that the accounts and records were properly kept in Overhead and IGR. It, however, observed that there was a serious disregard for control signatures in all the payment vouchers as they were not duly signed by the authorising officer. The Panel expressed serious concern at this observation. However, the report also pointed out that the Overhead Account in the year 2020 had a deficit **N93, 846.16 (Ninety Three Thousand, Eight Hundred and Forty Six Naira and Sixteen Kobo Only)**, but observed that the deficit was financed from the excess income recorded in the IGR classification. The Panel observed this as evidence of efficient application of available scarce resources. The Internal Auditors also reported that the NINLAN Demonstration Secondary School was run in an orderly manner with effective supervision as evidenced from the records kept.

(b) External Audit Report

The External Auditors Financial Reports for the years 2016 – 2020 revealed that the Institute kept proper accounting records, with the financial statement being in agreement with the records in all material respect. The reports emphasised that the financial statements gave a true and fair view of the state of affairs National Institute for Nigerian Languages in the years under review. However, the financial statement for 2017 revealed that the scale of research activity at the Institute was not substantial and advised that in the future, the Institute would need to collaborate with other academic institutions at the National level. The Panel expressed concern at this observation, but noted that staff of the Institute does not enjoy any kind of funding for research either from TETFund or the Federal Government.

The Management letter on the Audit of the financial records for the year 2016 – 2020 observed as follows:

- i. The Accounting Manual in use did not comply with the requirements of International Public Sector Management. In its response, Management of the Institute stated that the Accounting System would be changed in line with the Auditors observation.
- ii. Most records keeping and processing are done manually. Management responded that they were working on the computerisation of the Bursary Departments.
- iii. Banks reconciliation statements were not prepared; Management responded that the Institute's transactions were made through CBN/TSA via GIFM modules;

- iv. All incomes generated by the Institute as IGR were received in care instead of being paid directly to the bank accounts by the students, Companies and Individuals. Management responded that the Institute had begun to pay its IGR into CBN/TSA accounts via Remita platform.

5.2.1 Observations

- i. The Panel noted the observation of the Internal and External Auditors that the Institute was to prudent in the management of the resources at its disposal.
- ii. It also noted the observation by the two external auditors that the Institute should improve on its accounting system through the use of Computerised Accounting Soft wares.
- iii. Panel notes, in particular, the External Auditor's report that the scale of research activity at the Institute was not substantial, even though it also noted the fact that the Institute was not funded by TETFund.
- iv. The Panel observed in line with the Internal Audit report that there was serious disregard for control signature in Payment Vouchers.

5.2.2 Recommendations

- i. The Institute should ensure that it implements all observations in the Internal and External Auditors reports aimed at improving their record of accountability and prudence in the management of its finances.
- ii. The Institute should ensure that all payment vouchers are duly signed by the authorising officers.

5.3 Management of Financial Resources

The Panel noted that contract for eight Capital Projects were awarded by the Institute through official procurement procedures between 2016 and 2020. The projects were for the construction of a 200 capacity students' hostel building, construction of Micro-teaching Laboratory, construction of Language Laboratory, provision of Security Surveillance and Power Back-up renovation of former NINLAN Works Department Building at the City Campus, renovation of Male Acculturation Hostel, rehabilitation and expansion of second security building at the permanent site, rehabilitation and asphalt overlay of 1.4 km internal road.

These projects were awarded at a total cost of **N499, 219, 190.88 (Four Hundred and Ninety Nine Million, Two Hundred and Nineteen Thousand, One Hundred and Ninety Naira and Eighty Eight Kobo Only)**. Panel noted that four of the projects have been completed while four were still on-going.

5.3.1 Observations

Following are the Observations of the Panel.

- i. Contracts for the construction of the Micro-teaching Laboratory and the construction of Language Laboratory which were awarded in 2020 were at 35% and 28% levels of completion with the release of the sum of **N20, 000,000.00 (Twenty Million Only)** for each of the projects.
- ii. The Institute did not receive any special grant from the Federal Government, and did not receive donations, grants or any loan from State Governments, Corporate Organisations or individuals during this period. However, it generated the sum of **N1, 440, 000.00 (One Million Four Hundred and Forty Thousand Naira Only)** from the lease of its Guest House.
- iii. The Institute was not funded adequately during the period 2016 – 2020 to enable it achieve the goals for which it was established.
- iv. The Institute's financial situation during the period was precarious and not capable of sustaining meaningful academic and administrative functions of an Institution of the stature of NINLAN.
- v. The Management of the Institute was very prudent with the management of available resources during the period 2016 -2020. For instance, the Executive Director and the Deputy Executive Director share a flat of building as their official quarters to save cost. In addition, the official vehicle of the Executive Director is a 2005 Toyota Corolla which is not befitting. None of the Principal Officers of the Institute has an official vehicle.

5.3.2 Recommendations

- i. The Institute's Act should be amended to grant it the same recognition as other tertiary Institutions to enable it access TETFUND grants for the development of its ailing infrastructure.
- ii. The federal Government should increase the Institute's annual subvention, especially for Overheads and Capital to enable it meet up with the challenges of its day-to-day needs.
- iii. The Institute should be brought under the sole supervision of the National Universities Commission (NUC) so that it can run degree programmes in Nigerian Languages as contained in the act establishing it. This will enable the Institute attract more students, generate more IGR and be less dependent of government for funding.

- iv. The Executive Director and the Deputy Executive Director and all other Principal Officers of the Institute be provided with befitting official vehicles.

CHAPTER SIX

TERM OF REFERENCE FOUR

To investigate the application of funds, particularly the special grants and loans meant for specific projects in order to determine the status of such projects and their relevance for further funding

6.0 Introduction

This chapter reports on the extent to which the National Institute for Nigerian Languages (NINLAN) utilized the funds that accrued to it through Statutory Allocations, Special Grants and loans meant for special projects as well as funds from donations, investments and interests during the period 2016-2020. The chapter, therefore, presents the state of the Institute's finances during the period under review and how the finances were utilized. The task was accomplished using the financial instruments made available by the Management of the Institute following a template provided by the Panel. All relevant documents were provided by the Management as stipulated in the template. Personal interactions were also held with the Bursar and the Director of Works and Physical Planning among others to clarify grey areas.

6.1 Application of Funds: Statutory Allocations

Funds allocated to the Institute were mainly for Capital Project execution, overhead and personnel costs (see appendix for table on schedule for statutory allocation from 2016-2020). Projects for which contracts were awarded in 2016-2020 were for the Construction of 200 Capacity Students Hostel, Rehabilitation and Asphalt Overlay of 1.45km Internal Roads, Construction of Language Laboratory, Construction of a Micro-Teaching Laboratory and Provision of Security Surveillance and Power Back-up (see appendix for the table on list of capital and donations by Government Agencies (2016-2020)).

6.1.1 Observations

- i. One of the projects (i.e., Rehabilitation and Asphalt Overlay of 1.45km Internal Roads, (2019 Federal Ministry of Works and Housing Intervention) has been completed while the remaining four are on-going.
- ii. The on-going projects were those being funded from capital allocations and that the rate of work on them is slow. It expressed concern that a project awarded in 2017 for the Construction of Students' Hostel was yet to be completed in 2020-2021.
- iii. All the students, except for two male PGD students live off-campus due partly to lack of proper accommodation on campus and the problem of

insecurity, Panel in of the view that had the hostel been completed, more students would have been encouraged to live on campus.

- iv. The capital allocation of **N283,157,276.80 (Two hundred and Eighty-Three Million, One Hundred and Fifty-Seven Thousand, Two Hundred and Seventy-Six Naira and Eighty Kobo Only)** for the period 2016-2020 was grossly inadequate for a tertiary institution of the magnitude of NINLAN, particularly with the level of decay and deterioration of infrastructure and facilities at the Institute.

6.1.2 Recommendations

- (i) Government should increase the capital allocation to the Institute to enable it improve on the quality and quantity of infrastructure and facilities to create an enabling environment for teaching, learning and research.
- (ii) Government should release funds as at when due to ensure that projects are completed expeditiously.
- (iii) Government should open opportunity for NINLAN to access special grants which are currently lacking.

6.2 Application of Funds: Internally Generated Revenue (IGR)

Funds realized from Internally Generated Revenue during the period totaled **N11, 540, 374.00 (Eleven million, five hundred and forty thousand, three hundred and seventy-four naira only).**

With the Works and Physical Planning Department as Consultant three projects were executed using the IGR. All executed in 2016, and 100% completed, they are : Renovation of former NINLAN Works Department Building of City Campus, Renovation of Male Acculturation Hostel at City Campus, Rehabilitation, Renovation and Expansion of Second Security Building at Permanent Site.

6.2.1 Observations

- i. In line with its observation in term of reference three, the Panel notes that the main source of the Institute's IGR was from student fees and "Business Transactions" which includes fees collected from its Demonstration Secondary School, NINLAN Consult and leasing of its Guest House.
- ii. The Institute is making efforts at expanding its IGR base through the establishment consultancy services, agro-businesses – crops, and livestock. The agro-business particularly the ranch is at the experimental stage during the period under review.

- iii. The Institute occasionally borrowed money from the Secondary School account to augment its statutory allocation.

6.2.2 Recommendations

- i. The Institute should be commended for the ongoing efforts at improving on its IGR base.
- ii. The Institute should put in more efforts at increasing its IGR as this remains a veritable means of generating funds to mitigate its challenges.

6.3 Application of Funds: Special Grants and Loans and others

Special grants, loans, investments, donations and money realized from interests are very important sources for funding projects and engendering growth and development in organizations and institutions. As an Inter-University Centre, NINLAN is expected to benefit from these sources of funding to supplement the statutory budgetary allocation it receives from the Federal Government. However, NINLAN has not been fortunate enough to benefit from the varied sources of funding outlined above. This might be due partly to the chequered history of the Institute and the confusions inherent in the Act establishing the Institute which makes it difficult for organizations such as the NUC and TET fund to intervene directly in the Institute through Grants, Donations and Loans.

6.3.1 Observations

- i. The Institute benefitted from the intervention of the Federal Ministry of Works through the rehabilitation and asphalt overlay of 1.45km Internal Roads in 2019.
- ii. The Institute has not benefitted from any special grants, loans, etc, since the cessation of ETF.
- iii. Despite the low resources and the lack of support from the Special Grants and loans, the Management of the Institute did the best it could to give a face-lift to the Institute's landscape, particularly in its City Campus.

6.3.2 Recommendation

- i. As an Inter-University Centre for teaching, learning and research in Nigerian Languages, NINLAN should be positioned to access special

grants that Federal and State Universities in Nigeria enjoy including TETfund grants.

CHAPTER SEVEN

TERMS OF REFERENCE FIVE

To examine the adequacy of the staff and staff development programmes

7.0 Introduction

In assessing adequacy of staffing and staff development programmes of the Institute, the first section of this chapter examined the academic programmes, the student enrollment and graduation profile as it relates to the mandate of the Institute. The Staff Nominal Roll was then examined and their distribution across the units of the Institute during the period of review.

7.1 Assessment of the Academic Programmes

There are three Schools in the Institute, namely, Linguistics and Nigerian Languages, Translation & Communication Studies, and Education & Ancillary Studies, General Studies and the Library. During the period of 2016-2020 the Institute had four programmes namely: Diploma, Acculturation, Nigeria Certificate of Education (NCE), and Postgraduate Diploma. The total enrolment for all the programmes was 639 students while 460 students graduated.

The status of the Institute's academic programmes is enumerated under the specific programmes in what follows.

(a) Diploma in Linguistics and Nigerian Languages

NINLAN offered National Diploma in linguistics and Nigerian languages. Only 18 students were enrolled on the programme. The reason advanced was that the products were not able to forward their education using the certificate as it was not certified by the NBTE.

(b) Acculturation Programme

The Institute offered Igbo acculturation for 12 weeks to L2 (students with Ibo as a second language). Students from all over the country, drawn largely from Colleges of Education participated in the programme. It also catered for the students of elite secondary schools outside the South East who needed Igbo acculturation. In all, about 392 students were enrolled on the programme over the period (Table 5.1).

(c) Postgraduate Diploma

Postgraduate diploma in Nigerian Languages and Education programme commenced in 2014 with 27 students enrolled for the programme. However,

within the period under review, the enrollment for this twelve-month programme increased to 184 with 59 students graduating as due.

(d) Nigeria Certificate of Education (NCE)

The NCCE gave provisional approval to the Institute to mount NCE programmes in 19 subject as conveyed in a letter dated 1st July 2019. The subjects are as listed below:

- i. General Education
- ii. Primary Education
- iii. Early Childhood education
- iv. English Language
- v. French
- vi. Hausa
- vii. Igbo
- viii. Yoruba
- ix. Efik
- x. Fulfude
- xi. Tiv
- xii. Mathematics
- xiii. Biology
- xiv. Computer Science
- xv. Agricultural Science
- xvi. Business education
- xvii. Social Studies
- xviii. Christian Religious Knowledge

The programme commenced in 2019 with an enrolment of 25 students. In 2020, another 20 students were enrolled bringing total enrolment to 45. As the programme is to run for three years, no student has graduated.

7.2.1 Observations

- i. The student enrolment for the diploma programme in various Nigerian Languages was low, with only 18 students during the period.
- ii. The acculturation programme was the most subscribed programme in the Institute over the years.
- iii. Enrolments in the PGDE programme have improved over the period. However, only 59 students out of 184 students graduated from the programme. This represents only 32 percent of intake during the period.
- iv. The NCCE has been given provisional approval to the institute run , However, like the Diploma programme, the enrolment was low – 45 in two years averaging 23 students in a year.
- v. The NCE offerings encapsulated Education, Humanities, Social Sciences and Life and Physical Sciences. For the sciences, there was no laboratory back-up!
- vi. It was observed that language laboratory that was installed in 2005 with 16 work stations was not functional being quite obsolete.

7.2.2 Recommendations

- i. The low enrolment in the diploma programme draws attention to the issue of appropriateness of the type of diploma being run at the Institute. Knowing that National Diploma has been outside the purview of universities, and by implication, Inter-University centre, there is the need to re-examine the intent of the programme offering before students can be attracted to enrol in it.
- ii. The acculturation programme should be sustained and extended to include other Nigerian languages as it accords with the mandate of the Institute.
- iii. In view of the value of acculturation to national unity, Acculturation Centres can be established in other communities for the purpose across the country. The Institute can partner with various universities in Nigeria to achieve the goals of acculturation.
- iv. NINLAN should seek to improve not only enrolment for its PGDE and related programmes, but also address the low completion rate as the rate of completion is the real measure of the impact of the Centre.
- v. The provisional approval to mount NCE programmes while it may appear attractive however, the Institute should count the cost of the row of subject offerings. The Institute should not replicate the Colleges of Education.

- vi. While the Panel noted that a new Language Laboratory is under construction, the laboratory should be equipped with State-of-the-Art ICT infrastructure for effective teaching and training of the students and participants in the proficiency and other courses that NINLAN may deem fit to introduce.

7.3 Adequacy of Staffing of the Institute: Academic Staff

The adequacy of staff in any Nigerian institution of higher learning is determined by the extent to which the staffing satisfies approved staff-student ratio for the specific disciplines and the staff mix. According to the NUC the staff mix for the academic staff are Professors (20%); Senior Lecturers (35%); and Lecturers 1 and below (45%). Also, the staff qualifications and staff structure for senior non-teaching Staff as approved by the NUC were considered. For proper evaluation, the Panel obtained the Nominal Roll for Academic, Senior Non-Academic and even Junior Staff for the Institution from 2016 - 2020.

The nominal roll showed that between 2016 -2020, the number of academic staff grew from 36 in 2016 to 92 in 2020. Using the year 2020, the staff mix showed the following: Professor (6.5%), Senior Lecturer (2.2%) and Lecturer 1 and below (91%). This mix indicates that the academic staff was extremely bottom heavy. Indeed, assistant lecturers were 26 (28%) while Graduate Assistants were 47 (51%). While the two Professors were the Executive Director and Deputy Executive Director, there were four Readers. Distributed according to the School and Units, 38.8% were in School of Linguistics and Nigerian Languages; 24.7% in School of Education and Ancillary Studies; 7% in School of Translation and Communication Studies; and 29.4% in General Studies Department. Given the highest annual enrolment of 186 (2019) and a staff strength of 92, the student-staff ratio was 2 students to one academic staff.

7.3.1 Observations

- i. The staff mix was extreme bottom heavy as the numbers of graduate Assistants and Assistant Lecturers are disproportionately high.
- ii. The Schools of Education and Ancillary Studies as well as Department of General Studies appeared to have very high number of staff judged against Linguistics and Nigerian Languages when one considered that the School should cover HIYA.
- iii. The staff-student ratio was quite low. Thus, the Institute has capacity to enrol greater number of students when it is enabled to admit students according to the Act establishing it.

7.3.2 Recommendations

- i. Future staff employment should target the senior cadre as this is the only way to attend to effective teaching and research.

- ii. The holders of Bachelors and Masters degrees should be funded to acquire PhD degrees.
- iii. Future staff recruitment should be skewed towards Linguistics and Nigerian Languages.
- iv. More staff should be sponsored to attend conferences to sustain the achievement of the goal of promoting the teaching of Nigerian Languages.

7.4 Quality of Academic Staff and Staff Training/Development Programmes

Staff training underlies quality in service delivery. Staff should update their competencies through attendance in conferences, seminars, workshops, obtaining higher degrees, and participation in exchange programmes.

The records of academic staff revealed that thirteen (13) out of the 92 staff had PhD degrees while the rest had degrees of Masters and Bachelors. The Bachelors category was more than half of the total number of staff.

7.4.1 Observations

- i. A very large proportion of academic staff need further training to acquire higher degrees.
- ii. There was no record of staff benefitting from financial support to attend conferences, workshops or training from the institution. Those who did went on self-sponsorship. This was explained by Management that NINLAN did not receive any special grant to attend to this essential need.
- iii. There was no document on a staff Development Plan.

7.4.2 Recommendations

- i. Staff should be commended for holding on even without support to build their capacities.
- ii. The Institute should develop a staff training Plan and conduct staff training audit to set priorities for training need in the future.
- iii. The Federal Government should provide as well as facilitate NINLAN's access to special grants to attend to the training and other related staff development needs. One possibility is the TETFUND resources.

7.5 Non –Academic Staff and Staff of NINLAN Demonstration Schools

The non-academic staff in the year 2020 numbered 179 distributed follows:

Non-Academic Senior Staff (159) and Non-academic junior staff **(20)**. Apart from this, the NINLAN Demonstration Schools – teaching and non-teaching staff numbered (102).

7.5.1 Observation

- i. As it is in Nigerian tertiary institutions, the ratio of academic to non-academic staff was 1:2 (94 against 179)

7.5.2 Recommendations

- i. Given the number of non-academic staff, the Institute should ensure that further recruitment of this category of staff should be tailored to the need of the Institute.
- ii. The training needs of non-academic staff, the technologists and administrators should be addressed to enhance their skill and competence, and, thus, efficiency and effectiveness in the discharge of their duties.

CHAPTER EIGHT

TERM OF REFERENCE SIX

To determine the relationship between the Inter-University centre and the various statutory bodies it interacts with according to its law for purposes of supervision, planning, finance, discipline, guidance and any other relationship (i.e., Governing Council, NUC and Federal Ministry of Education (FME))

8.0 Introduction

In addressing this term of reference, The Panel scrutinized the minutes of Council meetings and decisions taken. It also considered the form of interaction between the Institute and the NUC as well as FME. Facts were also gleaned from interaction with the Chairman of Council and the Management of the Centre.

8.1 Relationship between NINLAN and the Governing Council

The current Governing Council which came into existence in May 2018 have had six (6) meetings. It has not been able to achieve the annual quarterly meeting not because the Institute was not desirous of having the Council meet, but owing to paucity of fund and the Council appeared to have a full understanding of this and other challenges of the Institute. Indeed, Council members were being owed traveling and siting allowances.

The Council has been passionate about seeking ways by which NINLAN will be able to achieve the objective of running degree programmes. Also, often discussed was how NINLAN will be able to overcome the challenges posed by low level of funding and the attendant infrastructural decay which has not created an enabling environment for teaching, learning and even research.

8.1.1 Observations

- i. The Council has not been able to meet quarterly owing to limitations of fund.
- ii. The Council is desirous of seeing NINLAN run degree programme.

8.1.2 Recommendations

- i. If the Council is to discharge its role of supervising the planning, finance and guidance, it has to hold meetings quarterly as due. This calls for increase in the overhead allocations.
- ii. A Special Revitalisation fund should be given to revive the Institute.

- iii. The desire of the Council for running degree programme should be addressed.

8.2 Relationship With The National Universities Commission (NUC)

NINLAN being an Inter-University centre is under the ambit of the NUC. The NUC has tried to provide guidance and direction especially in the area of programme offerings especially the award of degrees. It was gathered that given that NINLAN does not have a Senate but an Academic Board, it needed to seek affiliation with universities offering Nigerian languages for the degree programme to be accredited. NINLAN's effort at affiliation with the University of Uyo did not meet NUC requirements as the University was not offering the specified languages, HIY. Thus, NINLAN has not been able to run degree programmes even though the Act that established it provided for NINLAN to do so. It was, thus, argued that NINLAN Act needed to be amended for the regularization of the anomalies.

8.2.1 Observation

- i. NINLAN has been unable to run degree programme in Linguistics and Nigerian Languages as the Institute and the NUC have not been able to find a common ground on the award of degree.

8.3.1 Recommendations

- i. The Act establishing NINLAN should be amended to fulfil the conditions set by NUC being an Inter-University Centre.
- ii. The NUC should be actively involved in the amendment of the Act in order to ensure that the Centre runs as an Inter-University Centre.

8.4 Relationship with The Federal Ministry Of Education (FME)

The Institute has had regular interaction with the FME, Abuja. It was gathered that the Centre wrote the Federal Ministry of Education to assist with the amendment of the NINLAN Act. The FME hosted a Round Table in connection with this in 2019 alongside two other Institutions. However, NINLAN and the two others were advised to pursue the amendments themselves at the National Assembly. This was not achievable for NINLAN due to the cost implications.

8.4.1 Observation

- i. The ACT CAP 50 establishing the Institute appears to be quite nebulous to allow for focused policy direction, and thus, needing a very close scrutiny.
- ii. The FME cannot distance itself from the amendment of the Act as it should not be the sole responsibility of NINLAN to carry out the required amendment for passage to the National Assembly.

8.4.2 Recommendations

- i. The FME representative on the Council of NINLAN should give update on the status of the Centre to the Hon Minister of Education following the quarterly meetings
- ii. The FME in collaboration with the NUC should ensure the necessary amendment of NINLAN Act.

8.5 Relationship with National Commission for Colleges of Education (NCCE)

National Commission for Colleges of Education (NCCE) gave provisional approval to mount NCE programmes.

8.5.1 Observation

- i. The provisional approval to mount NCE programmes by NCCE has implications for the supervision of one of the academic programmes of NINLAN.

8.5.2 Recommendation

- i. The degree programme should be pursued rather than the NCE at NINLAN.

8.5 Relationship with National Board for Technical Education (NBTE)

There has been no special relationship between NINLAN and NBTE other than NBTE having representation on the Governing Council of NINLAN. The attempt by NINLAN at running a Diploma programme has not because the past products of the programme did not succeed with using the certificate to further their education. There was no evidence that the Institute requested for approval of the programme by NBTE.

8.6.1 Observations

- i. NBTE has not approved the mounting of Diploma programmes in the Institute possibly because there has been no request for it and particularly as Universities are not to run National Diploma and Higher National Diploma programmes and NINLAN is an Inter-University Centre.

8.6.2 Recommendation

- i. The offering of Diploma programme in NINLAN should be reviewed as addressed under the Term of Reference Seven (7).

CHAPTER NINE

TERM OF REFERENCE SEVEN

To examine the law establishing the Inter-University centre including the relationship between the various internal organs, units, and offices and indicate the ways the law has been observed by the competent authorities, and also suggest modifications to the law

9.1 Introduction

Part I Section 2 Objectives of the Institute and Part II Section 7: Functions of the Institute

Part I Section 2 states that "The objects of the Institute shall be to:

- (a) Promote the study of and use of Nigerian languages;
- (b) Explore all relevant and available avenues, potential and resources to make the Institute:
 - (i) an active teaching and learning Centre for the study of Nigerian languages;
 - (ii) a resource Centre for specialized professional services to the public and private sectors of the Nigerian economy;
 - (iii) a Nigerian Centre for research into Nigerian languages.

Part II Section 7 outlines the Functions of the Institute as

- (a) encourage the learning of Nigerian languages in an environment which shall prepare the students in the Institute to:
 - (i) speak Nigerian languages fluently;
 - (ii) acquire competence in research on problems of teaching Nigerian languages at all levels of education in Nigeria;
 - (iii) adapt the theories and practice of using Nigerian languages into classroom practices especially for secondary schools, colleges and the teaching and learning for non-native speakers of the Nigerian languages; and
 - (iv) stimulate general concepts, practices and interests in communicating in Nigerian languages;
- (b) hold out to all persons without distinction, race, creed, sex or political conviction, the opportunity of acquiring proficiency in the learning and pragmatic use of the Nigerian languages as a means of communication among different language groups in Nigeria;
- (c) provide course of instruction and other facilities for the pursuit of learning of Nigerian languages;
- (d) develop appropriate curricula to suit the needs of the various users of the Institute;

- (e) award testimonials, certificates, diplomas and degrees to persons who complete the course of study at the Institute;
- (f) operate for the benefit of;
 - (i) primary and secondary school teachers of Nigerian languages;
 - (ii) tertiary education educational institution teachers of Nigerian languages;
 - (iii) government and non-governmental personnel interested in acquiring communication skills in Nigerian languages;
 - (iv) diplomats, foreigners, business associates, etc., willing to learn Nigerian languages; and such other persons interested in research into Nigerian languages;
- (g) serve as a centre for the exchange of information in the study of Nigerian languages; and research centre in teaching and learning of Nigerian languages;
- (h) encourage research into learning and teaching of Nigerian languages, with a view to carrying out research into those problems and finding solutions to them;
- (i) compile, assemble and publish the results of researches into Nigerian language studies and make popular those findings where their general recognition, in the opinion of the Institute, is of importance to Nigerian languages; and
- (j) carry out other activities which are necessary for the performance of its functions under this Act.

Research occurs seven times in the outlined objectives and functions of NINLAN, learning occurs seven times, while teaching occurs six times.

9.1.1 Observations

The Panel observed that, the law establishing the Institute mandates it to "operate for the benefit of among others;

- (i) primary and secondary school teachers of Nigerian languages;
- (ii) tertiary educational institution teachers of Nigerian languages;

It is the view of the Panel that addressing this purpose does not necessarily imply admitting NCE and undergraduate candidates for three- and four-year programmes in the same institution. This interpretation of wanting to teach and train students for the award of Diploma, NCE in particular with all kinds of ancillary subjects and at the same time hoping to run degree programme warranted looking for accreditation from various bodies. Thus, the Institute appears to be missing the point about the intent of what is meant by an Institute being under the ambit of the NUC. The NUC is the supervising agency for the Universities while Diploma and NCE programmes are supervised by NBTE and NCCE respectively. The Panel notes that all three supervising agencies cannot be supervising the performance of one institution at the same time. Also running Diploma and NCE require ancillary disciplines and, therefore, more staff. The questions that will arise are:

- (a) How many students can the Institute take for various subject areas for which approval has been granted?
- (b) What will be the calibre and staff strength for each subject area?
- (c) How will the Institute handle the several ancillary disciplines as regards staffing Education, Humanities, Life and Physical Sciences, and Social Sciences?
- (d) For the Sciences, what about the need for laboratories?

It is the Panel's view that NINLAN is not set up to replicate the Polytechnics, Colleges of Education or even the Universities and be subservient to any. Rather, it is a Centre that is unique and should exist to complement those institutions.

9.1.2 Recommendations

Learning and borrowing from international Institutes of repute we are forwarding the following recommendations

- i. The Institute should start where the polytechnics and colleges of education stopped. Thus, it should be positioned in the areas of teaching and training to offer refresher courses, short courses etc to teachers of Nigerian languages and learners. Participants are to be awarded testimonials, certificates and diplomas (not OND/HND) - 7 (e).
- ii. Being a Centre for an active teaching, learning and research in Nigerian languages, the centre should concentrate on degrees of Bachelor, Postgraduate Diploma, MA and PhD programmes to facilitate both focused research and production of high-level manpower to work in the tertiary institutions that will feed the primary and secondary schools.
- iii. The diploma courses should target the needs of young and mid-career professionals who wish to deepen their knowledge in particular Nigerian languages, but not the equivalent of National Diploma desired for proceeding to the Level 2 in the university or HND in the polytechnic.
- iv. It is recommended that the BA, MA and PhD Degrees should be duly accredited by the NUC and, thus, duly recognised internationally through appropriate legislation.
- v. The degree of Bachelors that has been long awaited by the Institute, it should be confined purely to Nigerian languages in which case subject combinations at the lower levels will combine selected Nigerian language with linguistics and communication studies. This will rule out the need for ancillary subjects such as from other areas of humanities, social sciences and sciences.

- vi. As regards the PGDE, the Centre should design a unique curriculum in collaboration with the NTI which will capture the teaching of Nigerian languages.
- vii. As the objective in (b) is to provide scholarly education and practical training, NINLAN should be able to partner with Nigerian universities where teaching and research in HIYA have notched up. This will create avenue for joint teaching and supervision, exchange of staff and students to promote students spending some of the time away in the partnering institutions. It will also address the controversy that have shrouded the issue of Academic Board rather than Senate in the award of Diplomas and degrees.
- viii. Focusing the second recommendation will mean creating an enabling environment to attract renowned scholars/professors either on sabbatical or short compressed visit to participate in the teaching, research and supervision of students at these higher levels without their being on the permanent payroll of the Institute.
- ix. The very first key function of the Institute as outlined in the Act 7(a) is to: "encourage the learning of Nigerian languages in an environment which shall prepare the students in the Institute to "speak Nigerian languages fluently." This should not be limited to teaching teachers but rather all users of Nigerian languages (Nigerians and non-Nigerians) in their daily interactions, businesses and communications as aptly captured in objective 7(b) of "holding out to all persons ... the opportunity of acquiring proficiency in the learning and pragmatic use of the Nigerian languages as a means of communication among different language groups in Nigeria."

9.3 The Academic Board

Section 24 sub-section 1 provides for the establishment for the Institute, an Academic Board which shall consist of:

- (a) the Executive Director of the Institute as Chairman;
- (b) the Deputy Director;
- (c) all Deans of Schools;
- (d) all Heads of Departments;
- (e) All Heads of Academic Units;
- (f) two members elected by Congregation;
- (g) the Librarian; and
- (h) the Registrar of the Institute who shall be the secretary of the Academic

Furthermore Section 24. Section 25 subsection (2) provides that:

The Academic Board shall ensure that, where the Institute wishes to provide programmes aimed at specific categories of students from certain institutions, the particulars of those programmes are first sent –

- (a) in the case of National Diploma and Higher national Diploma programmes, to the National Board of Technical Education;
- (b) in the case of National Certificate of Education programmes, to the National Commission for Colleges of Education;
- (c) in case of professional programmes, to the relevant professional body;
- (d) in the case of any other programme, to the recognized body responsible for supervising the programme, for information input and output.

9.3.1 Observation

- i. This Section implies that NINLAN, an Inter-University centre, is under several regulatory bodies (NBTE, NCCE and etc.) and not just the NUC. In this way, the centre is thus *arm string/muzzled*.

9.3.2 Recommendations

- i. The Act should be reviewed to exclude (a) to (d). Running programmes for awards of National Diploma, Higher National Diploma, and National Certificate of Education should not be the preoccupation of NINLAN.
- ii. The Act should be amended to make NINLAN to be truly an Inter-University Centre and, therefore, strictly under the ambit of the NUC.

9.4 Part 1 Section 2.

According to Part 1 Section 2, the Institute has the two-fold objectives of:

- (a) Promoting the study of and use of Nigerian languages; and
- (b) Exploring all relevant and available avenues, potential and resources to make the Institute:
 - (i) an *active teaching and learning* Centre for the study of Nigerian languages;
 - (ii) a *resource Centre for specialized professional services* to the public and private sectors of the Nigerian economy;
 - (iii) a *Nigerian Centre for research* into Nigerian languages;

9.4.1 Observations

- i. The Panel observed that in order for the Institute to achieve the stated objectives and for the Institute to function optimally, and attract renowned scholars in the field of Nigerian languages, the Act needs to be amended to capture Directorates and Programmes and not just **Schools and Departments**.

9.4.2 Recommendations

- i. Directorates: It is recommended that there be the following Directorates

(a) Directorate of Teaching and Training – The Directorate will accommodate Linguistics and Nigerian Languages without the ancillary disciplines; Translations and Communication; and Education and General Studies.

(b) Directorate of Research and Documentation – where collaborative (participants to be drawn from within and outside of NINLAN) and truly innovative research in Nigerian languages will be vigorously pursued.

(c) Directorate of Academic Planning

iii. Programmes (to be headed by Coordinators)

(a) Certificates – proficiency course of varying durations

(b) Diplomas (Not ND and HND – reserved for Polytechnics)

(c) Postgraduate Diplomas;

(d) Bachelors ;

(e) Masters;

(f) PhD; and

(g) Acculturations.

This proposal and suggested amendment will naturally change the composition of the Academic Board.

9.5 Section 32: Expenditure of the Institute, sub-section (1) (d)

9.5.1 Observation

i. Included here is payment of pensions and gratuities.

9.5.2 Recommendation

i. This section should be amended in view of current policy of contributory pension in the federal service.

9.6 Section 34 Annual Report of Council to the President

The section stipulates that the Council shall, not later than 31 July in each year, submit to the President a report, in such form as the President may, from time to time, direct on the activities of the Institute during the preceding year and shall include in the report the audited accounts of the Institute.

9.6.1 Observation

- i. There was no evidence that the Councils have ever complied with this section by sending in annual report to the President. However, the Panel was aware of a letter written by the Chairman of the 4th Council (2018 – 2021) to the President. The content did not come out as annual report.

9.6.2 Recommendation

- i. Being a requirement, the Council should comply by sending annual report to the President.

9.7 General Recommendations

In order to ensure optimal operation and improve on the efficiency and effectiveness of the Institute as an Inter-University centre, it is recommended that:

- i. The FME in collaboration with the NUC should set up a powerful committee to undertake a comprehensive review of sections of the Act identified in this report and others that may be deemed necessary to make the Institute truly one for Nigerian languages.
- ii. An enabling environment should be created to revitalize the Centre to achieve the set objectives will require adequate funding. And, as an Inter-University centre, NINLAN should be reenlisted and incorporated as beneficiaries of TETFund as it was under ETF.
- iii. In the light of the infrastructural deficits and decay, the Institute should, as a matter of urgency, be considered for NEEDS Assessment and special grants for its repositioning. This will quell the justified agitation of the communities who were pained for parting with their wide expanse of their land without the joy of any visible development on it.

CHAPTER TEN

TERMS OF REFERENCE EIGHT

To trace the historical evolution of the Inter-University centre and take stock of its net achievements and problems as well as its style and direction (1991 – 2020)

10.1 In the Beginning

The genesis of the Institute dated back to 1991 during the regime of Nigeria's Military Head of State, General Sani Abacha when in October of that year the then Federal Minister of Education, Professor Babs Fafunwa commissioned an eleven-man Working Committee under the chairmanship of Professor Ayo Bamgbose. The Committee was to, among other things; examine the need for the National Institute of Nigerian Languages to produce appropriate manpower for the teaching of Nigerian languages in order to address the perennial problem of shortage of language teachers. Upon submission of its report, the Institute took off in 1992 with Professor Emmanuel Nolue Emenanjo as the first Executive Director and a pioneer Ag, Registrar, Dr. Sam Anugwelen who was seconded from the FME. Together with other members of the administration, they worked toward the enactment of an enabling law for the Institute. This effort produced the legal backing for the take-off the Institute in Decree 117 of December 31, 1993, now Act Cap No 50, Laws of the Federal Republic of Nigeria (LFN) 2004. As an Institution for research and documentation on one hand and teaching and coordination of the studies in Nigerian languages on the other hand, it was established as an Inter-University centre operating under the ambit of the National Universities Commission (NUC).

10.2 The Take Off of the Institute

The Institute was established at a time when the Federal Government was phasing out the Federal Schools of Arts and Science (FSAS) in the country. The facilities of FSAS were inspected by the Bamgbose Committee and found suitable for the Institute's take-off. Thus, the Institute took off in 1992 at the facilities now referred to as City Campus on New Umuahia Road, Ogbor Hill and later in 2008 to the 209.5 hectares Permanent Site in Ovom along Opobo/Azumini Road. The two sites were inherited by NINLAN from FSAS. The infrastructure of the City Campus had since served NINLAN demonstration schools: the Nursery & Primary School and NINLAN Secondary School.

10.3 The Management and Governing Council of the Institute

8.3.1 The Management

The Management of the Institute has been led by four Executive Directors with one in both Acting and Substantive positions.

The pioneer Executive Director, Professor Nolie Emenanjo resumed office on October 13, 1992 and exited December 31, 2003. He had with him Dr. Sam Anugwelem seconded from the FME as the Ag Registrar while the rest of the staff were largely those whose services were transferred from FSAS to NINLAN.

The second Executive Director was Professor Ben Elugbe (January 2, 2004 – 2007 and December 1 2014 – August 8, 2016). The two periods were separated by the ceding of NINLAN to UNN as the Aba Campus of the University which was administered by Professor Clara Ikekeonwu.

The third was Professor Chinyere Ohiri-Aniche (August 2016 – September, 2018) who died in active service upon which Professor Obiajulu Emejulu was appointed in Acting Position (October 2018 – June 2019).

The fourth is Professor Obiajulu Emejulu (July 2019 – Date)

10.3.2 The Governing Council

The Institute had the first ever Governing Council in 2001 – 2003 chaired by Dr. Samuel D. Gani. The second Council was 2005 -2006 under the chairmanship of Chief Edet Nkpubre. The third chaired by Dr. Tosin Awolalu (2014 – 2015) was crises ridden and was not able to achieve much before the dissolution of all Boards of federal parastatals. The fourth Council, led by Chief Nkwo Nnabuchi was inaugurated in 2018. It is worthy of note that the fourth Council has been working in the last three years towards the actualisation of the mandate of the Institute.

10.4 The Period of Under University of Nigeria Nsukka (UNN) (2005 - March 2014)

In the year 2005, UNN took over NINLAN in response to a directive from the then Permanent Secretary, FME acting on an order from the Presidency to wind down the Inter-University centres. NINLAN then became the Aba Campus of UNN administered by Professor Clara Ikekonwu. Under this arrangement, the campus ran a Department of Linguistics and admitted undergraduates who received the degree of UNN. It was during this period that there was movement to the heavily forested and underdeveloped Permanent Site in 2008, a site that has several abandoned structures. With funding through the now defunct Education Trust Fund (ETF), two of the numerous (53) abandoned buildings got completed.

The ceding of NINLAN to UNN was challenged at the Federal High Court, Umuahia by Professor Ben Elugbe and some staff. Justice F. A. Olubanjo gave a ruling on the suit on May 14, 2013 restoring the autonomy of NINLAN from UNN. UNN

eventually moved out of NINLAN in March 2014 and the undergraduates on Aba Campus were taken to Nsukka. The implication was that NINLAN had to begin from the beginning again!

10.5 The Restoration of NINLAN Autonomy (2014 - 2015)

At the departure of UNN, an interim Coordinator, Dr. Ikediashi Azubuike was appointed to take over from Professor Clara Ekekonwu. When a new Council was inaugurated under the chairmanship of Dr. Tosin Awolalu, the interim Coordinator was then mandated to handover to Professor Ben Elugbe on November 30, 2014. It is to be noted that the Council was marred by disagreement, among others, over the purported appointment/nonappointment of one Mr. Onojo Edache as Liaison Officer and Acting Executive Director of NINLAN. The ensuing legal problem has continued into the present. And, as the case is still pending in court, no issues can be raised here.

10.6 Net Achievements of NINLAN (2016-2020)

10.6.1 The Acculturation Programme

The Acculturation programme has been the key success of NINLAN. The Acculturation Unit was revamped under the directorship of Dr. Zebulon Iwuala in 2019 to handle the Igbo acculturation programme involving students from colleges of education in Nigeria with Igbo as second language (L2). In the period 2016-2020, 392 students enrolled in the programme. The students were drawn from various Federal Colleges of Education, including Osun State College of Education, College of Education Pankshin, FCE Okene, FCE Obudu, FCE Zaria, FCE Kano, Adeniran Ogunsanya, Lagos FCE Yola, FCE Abeokuta, FCE Ikere-Ekiti, FCE Katsina, and Adeyemi College of Education.

10.6.2 NINLAN Press and Bookshop

The NINLAN Press has been active in academic publishing as evident in the following:

- (1) NINLAN Nigerian Languages Studies, A Journal of the National Institute of Nigerian Languages, Volumes 1-4 (from 2017)
- (2) Itoro, Michael and Ekpe, Mfon Brownson (2019) ANAAN Metalanguage: A Specialized Register on Linguistics, Language and Literature (ANAAN Text Series 002, NINLAN Press & Bookshop, NINLAN, Aba.
- (3) Itoro, Michael and Ijioma, Patricia Ngosi (2019) ANAAN Pronouncing Dictionary: A Trilingual Dictionary of ANAAN – English – French, English – Anaan – French, French – Anaan – English, NINLAN Press & Bookshop, NINLAN, Aba.
- (4) Itoro, Michael (2018) Mbed Usem Anaan 1, Anaan Standard Orthography: Issues on Spelling Rules and Tone-marking, NINLAN Press & Bookshop, NINLAN, Aba.

10.6.3 NINLAN Investments

The Institute has embarked on laudable initiatives to broaden the IGR base. Apart from the Nursery & Primary School and NINLAN Secondary School, the NINLAN Consult Limited was established to create viable internal revenue generation sources and to create value to the Institute through publicity, asset acquisition and attraction of revenue yielding projects. The Consult has been managing the ten thousand Palm and the old Palm Plantation within the Permanent Site at Ovom from 2017 – April 2020; rehabilitation and reorganising of NINLAN Guest House; rental services; translation consultancies for UNICEF (including the translation of: the Convention on the Rights of the Child into Hausa, Igbo, Yoruba and Pidgin, The Child Rights Act (HIY&P; A handbook on Corona Virus – COVID-19 into HIY, Nupe and Pidgin and a 15page ECE Promotion Document into HIY) are significant achievements of NINLAN. Others are NINLAN Farm Initiative for vegetables with new boreholes sunk to support dry season farming; NINLAN Ranch with focus on the West African dwarf cow known as Ehi Igbo, an endangered species adopting the Igbo animal husbandry practice of *Ilugbe*. The ranch has ten (10) cows placed by NINLAN Agro-Allied Investment and Multipurpose Cooperative Society Ltd.

Mainstreaming of staff of NINLAN Primary and Secondary Schools was achieved in June 2020.

10.6.4 New Establishments and Revamping of Existing Ones

The NINLAN Acculturation Unit, one of the most successful in the Institute, was revamped under the directorship of Dr. Zebulun Iwuala in 2019. We note here that it is the Unit that handles the Igbo acculturation programme involving students from colleges of education in Nigeria offering Igbo as L2.

NINLAN Press and Bookshop which has been active in publication as listed earlier had a new management led by Dr. Umefien Epepe in 2019. Under the guidance of the Executive Director, it is completing a grant proposal document for funding agencies to make it a world class publishing centre for Nigerian languages materials.

Centre for Continuing Education designed as an outreach tool and a source of IGR was set up in 2019 to run short courses and some other programmes. With Dr. Ugochi Ikonne as Director, the Centre is located on the City Campus. The Centre has commenced evening, weekend and sandwich programmes.

Office for Institute Development headed by Mr. Chris Ogbonna was set up in 2019 to help harness the natural resources of the Institute. Thus, it has been assigned the management of the Institute's palm plantation hitherto under the NINLAN Consult Ltd.

The Institutes' Procurement Unit was set up in 2018. Three of the seven staff trained and certified as procurement officers (Mrs Theresa Ekwemalor, the Head

of the Unit was certified in 2019, and two others in 2020). Two others are still being trained at the Federal university of Technology, Owerri to make them eligible for the conversion training and examination later.

10.6.5 Professional and Intellectual Engagements

These included, Participation of the Executive Director, Professor Obiajulu Emejulu in the Nigerian Academy of Letters in August 2019; Attendance at the 2019 LAN Conference which opened up the opportunity for NINLAN to get involved in the USAID/NEI Plus project for the development of readers in Igbo and Yoruba. This opened up the avenue for Dr. Nkechi Ohaike of Igbo Linguistics Department and the Deputy Executive Director, Professor Solomon Oyetade to make significant contributions to the Igbo version, Ka Anyi Guo and Yoruba version Je Ka Ka Iwe for primaries 1 – 3 with the teachers' handbook respectively.

10.7 Problems

The Institute is facing numerous problems and some of them are highlighted here.

(a) The problem of security

The 209.5 hectares of heavily forested permanent site strewn with 53 uncompleted and abandoned building projects and without perimeter fencing constitute a major source of insecurity. The insecurity was such that the Diploma and NCE students on ground opted for off campus accommodation. Only two (2) postgraduate diploma students live on the permanent site facility that normally will house 200 male and female students.

(b) Land encroachment.

The forested land of the permanent site has been, and is being encroached upon by some members of the immediate communities.

(c) Erosion problem

A serious problem of erosion exists, mainly at the southern flank of the Permanent site by Ogbor River. Officials of the Ecological Fund Agency were brought in on 30th December, 2019 to assess the situation. The erosion control measure proposed was to construct tarred paved roads and drainages in the affected areas. Survey, design and technical drawing have been done but facilitation for the project contract to start has been an obstacle.

(d) Infrastructural deficits

The infrastructural deficits include the following:

- (i) Very poor, unpaved road networks, 1.5 km of which was recently tarred as a donation from the Federal Ministry of Works;

- (ii) Improvised and inadequate library facility;
- (iii) a miniature language and phonetics laboratory that has become non-operational;
- (iv) absence of auditorium;
- (v) absence of sporting facilities and sporting complex;
- (vi) extremely limited and poorly equipped offices for academic and non-academic staff; and
- (vii) Several abandoned projects both in the City Campus (a large auditorium) and on the Permanent Site (53 structures). The latter are overgrown by trees and shrubs.

(e) Poor ratio of academic to non-academic staff

There is a poor ratio of Academic to Non-Academic staff (94:179). Also there has been no sponsorship for staff development since 2015 and no sponsorship of staff to conferences since 2018.

(f) Lack of vehicles

There are no vehicles for quick service delivery and ease of inter-campus mobility. It is to be noted that only Coaster bus owned by the NINLAN Secondary School serve the needs of the Institute for large group movement of staff and students. Even the official vehicles of the Management staff are very old. Indeed, since the Registrar's car was stolen, there has been no resources for its replacement.

(g) Paucity of overhead and capital allocations and indebtedness

Overhead and Capital allocations have been paltry from inception and appeared not to have improved considerably since the restoration of NINLAN's autonomy in 2014. Also there has been no special grants and no replacement for ETF. Related to this is the challenge of indebtedness to contractors, government agencies, suppliers, and staff.

(h) Lingering Legal Case

There has been a lingering and unresolved case between Mr. Onojo Edache Precious and NINLAN which has resulted in arrests and counter arrest and draining the very lean resources of NINLAN in shuttling between Aba and Abuja.

10.8 The Style and Direction

The style of the Institute appeared to be one of combining the focus of Colleges of Education, Polytechnics and University. This is evident from the programme offerings as listed below:

- (i) Diploma in Nigerian Languages – Hausa, Igbo and Yoruba;
- (ii) Diploma in Education and Nigerian Languages;
- (iii) Diploma in Linguistics;
- (iv) Diploma in Communication and Nigerian Languages;
- (v) Diploma in Translation Studies and Nigerian Languages;
- (vi) Diploma in French and Nigerian Languages;
- (vii) Diploma in Library and Information science and Nigerian Languages;
- (viii) Postgraduate Diploma in Translation;
- (ix) Postgraduate Diploma in Education;
- (x) Postgraduate Diploma – Conversion programme (PGDNL);
- (xi) Postgraduate Diploma in Communication Studies and Nigerian Languages; and lately
- (xii) Nigerian Certificate of Education necessitating employment of ancillary staff to take subjects disciplines like the Humanities, Social Sciences and Sciences.

All of these have been facilitated through the certification by NCCE (in June 2019) and NTI. It is worthy of note that, as observed by the current Chairman of Council, Chief Nkwo Nnabuchi, the programmes, especially the Diploma programmes have not attracted large number of students because past products of the programme have encountered difficulty securing admission into the universities.

The direction is equally captured by the quest to secure approval to run Bachelors' degree programmes in the following:

- (i) Linguistics/Hausa (L1, L2); Linguistics/Igbo (L1, L2); Linguistics/Yoruba L1, L2)
- (ii) Education/Hausa, Education/Igbo, Education/Yoruba
- (iii) Communication and Nigerian Languages (Hausa, Igbo, Yoruba)
- (iv) Translation/Terminology Studies and Nigerian Languages
- (v) All these also in the context of other Nigerian languages – Fulfude, Tiv, Efik/Ibibio, Kanuri, Urhobo, Ijaw, Edo, Nupe, Gbagyi etc.

10.9 Conclusion

A good number of these issues have been addressed and appropriate recommendations forwarded under the different terms of reference.

CHAPTER ELEVEN

TERM OF REFERENCE NINE

To examine the general security in the Inter-University centre and how the centre has dealt with it and recommended appropriate measures

11.0 Introduction

Security has become a very crucial issue not only at the national level but globally. This is as a result of the myriads of security threats to lives and properties ranging from armed robbery to banditry, rape, murder, kidnapping, cultism and the likes. Institutions of higher learning have not been exempted from this odium.

Consequently, campus security is an essential service to create an enabling environment for staff and students of an institution to participate in academic and extra-curricular activities on campus. Having a secure and conducive learning environment requires the use of existing data to identify and evaluate potential threats. Knowing the risks of each particular campus is essential to developing the right strategy, making a long –term impact with community and communication.

The security architecture of an institution begins from the conceptualisation of the Master plan and its careful interpretation and actualization. In order to assess the security situation in NINLAN, the Panel raised questions as to whether there was an existing Master plan that was being implemented.

A thorough inspection of the two campuses of the Institution and the facilities therein was also done, interviews were conducted and interactive sessions were held with staff and students of the Institute, the Police and community leaders who shed light on the issue and freely expressed their opinions on the security situation in the Institution.

11.1 The Security Situation on the Campuses

It would appear that since the inception of NINLAN in 1993, up till the period under review (2016 -2020), no approved master plan was put in place to ensure and guarantee a conducive environment with security architecture that is in compliance with federal laws.

NINLAN took off from a campus facility inherited from the defunct Federal School of Arts and Science (FSAS) currently called the City Campus. There is also a permanent campus on a vast largely, under-developed expanse of 209.5 hectares of land. Comparatively the city campus was more secure than the permanent site which stands on a wide expanse of land without any perimeter fencing. The Chief Security Officer of the Institute and the DPO of Azuka Police Division which oversees the area were of the view that the campus was porous and had serious security challenges as it had more than fourteen access roads/routes in and out of

the campus making staff and students vulnerable. The Chief Security Officer of the Institute also attested the series of attacks by hoodlums through the various illegal access roads, and cases of occasional thefts. The resultant effect of this situation had made majority of the students to shun the hostel facility on campus, which, in any case, was hardly habitable due to the poor state of the facility, including electricity supply.

The campus was weedy and surrounded by thick forests and abandoned building projects to the extent that the executives of the Non-Academic Staff Association interviewed, described the campus derogatively as an "Institute of Forestry", a description which appeared very apt given that the vast expanse of land acquired for the permanent site was so thickly forested with uncompleted buildings numbering 53 probably occupied by dangerous reptiles and may provide hideout for criminals. Indeed, the security situation in the permanent campus of the Institute was so eerie to the point that students and staff went about their business in palpable fear and moved around in groups and wound down activities in the early evening. The Panel was informed that there were incessant cases of robbery and attempted kidnapping on campus.

The City Campus which houses the NINLAN Demonstration Schools and NINLAN Consult was more secure being sandwiched in the heart of the city also has little security presence to guarantee safety.

11.2 Observations

- (i) The security situation particularly on the permanent site is precarious.
- (ii) The permanent site is heavily forested with no perimeter fencing.
- (iii) Of the few students of the Institute, only two (2) postgraduate diploma students lived on campus; the rest lived off campus.
- (iv) There were reported cases of theft and harassment.
- (vi) Insecurity made staff to vacate the campus before or at sunset.
- (vii) The number of security staff was grossly inadequate to cover the wide expanse of land for effective surveillance.
- (vii) The security staff were not sufficiently trained and equipped to be able to competently secure the two campuses and especially the permanent site.

11.3 Recommendation

- i. NINLAN should develop and implement a master plan that would give the Institute a secure and safe learning environment.

- ii. That the Federal Government should give the Institute a special intervention fund following NEEDS assessment to build a perimeter fence and to procure security equipment to secure the campus.
- iii. That the Institute be empowered to employ, train and equip more security personnel.

CHAPTER TWELVE

TERMS OF REFERENCE TEN

To examine the processes and structures of discipline of students in the Inter-University centre in line with due process of the rule of law

12.0 Introduction

The process and structures of discipline of students are put in place in tertiary institutions in order to ensure maintenance of personal integrity and adherence to regulations for students to be found worthy of good character and learning on graduation. Such established rules and regulations and code of conduct facilitate compliance and makes the institution to be at liberty to enforce discipline among students.

12.1 The Legal Structure for Discipline of Students

The Act establishing NINLAN is silent on student discipline, but it highlighted the discipline of staff. Discussions held with NINLAN staff and students by the Panel showed that there was no documented case of indiscipline among students during the period under review. None of the various documents presented to the Panel including:

- Information Handbook on Undergraduate programmes (2017);
- A Working Copy of the Brochure (General Regulations on First Degrees)
- A Working Copy of the Students Handbook which highlighted some guidelines on Student Dress Code and the enforcement to prevent indecent dressing.
- An undated but recent document (Students' Handbook) with Guidelines on Examination Misconduct.

12.1.1 Observations

- i. There was no documented evidence of student indiscipline and cases of student unrest.
- ii. The student hand book is still at the draft stage and yet to be published officially and given to the students.
- iii. The Brochures also lacked information on the process and structures for maintaining discipline of students.

12.1.2 Recommendations

- i. Institutional leadership should be proactive and pre-empt the problems of student indiscipline and should also plan to handle such problems should they occur. This can be achieved through the setting up of Student Disciplinary Committee to investigate cases of indiscipline by students and make necessary recommendation to the Management/Academic Board.
- ii. Students Handbook should be published with clear guidelines on students conduct and behaviour on campus as well as disciplinary measures on acts of misbehaviour and other forms of indiscipline.

12.2 Students' Welfare/Association

The Panel interacted with the Dean of Students and a cross section of the NCE Postgraduate students to establish their satisfaction with the Institute's position on their welfare on Campus, student-staff communications, and issues of discipline and examination misconduct. It was found that there was very cordial relationship between the staff and the students. Indeed, the students were encouraged to organise themselves into unions as found in other tertiary institutions in Nigeria.

12.2.1 Observations

- i. There is a Students' Affairs Department and a Dean of Student Affairs which responded to students' enquiries.
- ii. There was a good working relationship between staff and students.
- iii. There were no documented cases of student related crisis.
- iv. Most students lived off campus as a result of the unsecured hostel environment.
- v. There was a newly formed Postgraduate Students association while another one for other categories of students was in the pipeline.

12.2.2 Recommendations

- i. **S**tudents and staff should be commended for the good working relationship among them.
- ii. Students should be commended for maintaining peace on the campus.
- iii. The campus should be made more secure to encourage student to live on campus.
- iv. A students' Welfare Committee should be put in place to create a forum where students' complaints can be handled promptly.