

**REPORT OF THE VISITATION
PANEL TO THE NATIONAL OPEN
UNIVERSITY OF NIGERIA**

2016 – 2020



VOLUME ONE: MAIN REPORT

JUNE, 2021

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SIGNATURE PAGE

Members of the NOUN Visitation Panel



ALHAJI ISA BELLO SALI, CFR
Chairman




ARC. JOHN ALKALI, OON, FNIA



AIR CDRE GAMBO MUHAMMAD ILYASU
(Rtd), fdc, FCNA



BLDR. JUBE JEMIDE, FNIOB



PROF. EPHRAIM O. CHUKWUOCHA



ALHAJI IBRAHIM IDRIS SANKARA



DR. KAREEM OLAWALE LATEEF
Secretary (FME)

EXECUTIVE SUMMARY

1.00 Preamble

The Panel was inaugurated by the Honourable Minister of Education, Mallam Adamu Adamu on behalf of the Visitor, President Commander-in-Chief of the Armed Forces Federal Republic of Nigeria, His Excellency Muhammadu Buhari, GCFR, on 13th April, 2021. The Panel was given sixty (60) days from the date of its inauguration to complete its assignment.

2.00 Members of the Panel

- | | | |
|--|---|-----------|
| 1. Alhaji Isa Bello Sali, CFR | - | Chairman |
| 2. Bldr. Jube Jemide, FNIOB | - | Member |
| 3. Arc. John Alkali, OON, FNIA | - | Member |
| 4. Alhaji Ibrahim Idris Sankara | - | Member |
| 5. Prof. Ephraim Chukwuocha | - | Member |
| 6. Air Cdre Gambo Muhammad Ilyasu (Rtd), fdc, FCNA | - | Member |
| 7. Dr. Kareem Olawale Lateef | - | Secretary |

3.00 Methodology

The Panel was **guided** by the following activities in order to address the 10-item terms of reference:-

- i. Developed a calendar of activities to guide members on how to conduct the assignment.
- ii. **Placed** Newspaper advertisements in the **Daily Trust** and **The Sun** of 27th April 2021 calling for memoranda from stakeholders and the general public.
- iii. **Held** discussions with members of the University Governing Council and Management.

- iv. Requested** the University to submit relevant working documents and reference materials.
- v. Paid** a courtesy visit to the Hon Minister of the Federal Capital Territory, Mallam Muhammad Musa Bello.
- vi. Paid** a courtesy visit to the Chancellor, HRM Igwe Amb Lawrence Agubuzu, OON, to intimate him about its assignment.
- vii. Received** reports and had interactions with serving and retired functionaries of the NOUN.
- viii. Assembled, examined and discussed** relevant documents with appropriate line officers.
- ix. Received** inputs from all the Study Centres regarding the Panel's assignment.
- x. Received** memoranda and interacted with interested persons and the public.
- xi. Met** with and sampled the views of staff and students of some Study Centres.
- xii. Used** technical personnel from the Federal Ministry of Works and Housing to guide fact finding visits to project sites.

4.00 Summary of Recommendations

Based on the findings and observations of the Panel which were extensively discussed in the main body of the report, the following key recommendations are made for the consideration of the Visitor.

TOR 1: The NUC should enforce the approval of the Visitor in the 2011 White Paper that the University should apply and obtain approval from the National Universities Commission before any Study Centre and or Academic Unit are established as contained in the NOUN Act, 2018

TOR 2: The Federal Ministry of Education and the National Universities Commission should ensure that the guidelines established for the appointment of Vice Chancellors and other Principal Officers of Federal Universities are strictly adhered to.

TOR 3: The NOUN should explore the vast potential of some of its commercial undertakings such as the Printing Press, the Convocation Arena, and the e-Examination Halls among others, in order to boost its Internally Generated Revenue (IGR) base.

TOR 4: The University should ensure that the Paid Services Revenue (PSR)/Paid Services Fund (PSR) are strictly used for the learning needs of students in the following areas:

- Adequate supply of course materials.
- Updating the Library with more recent materials.
- Configuring website for ease of accessibility.
- Provision of larger capacity computer based test (CBT) halls.
- Provision of more computers for writing e-examinations, etc.

TOR 5: Government should direct that the University be granted waiver for the recruitment of young brilliant lecturers who are Open and Distance Learning (ODL) compliant to promote pyramidal structure for quality education delivery in all the Study Centres across the Federation.

TOR 6: The Federal Ministry of Education should conduct periodic monitoring exercises on the level of implementation of provisions of the National Policy of Education on Open and Distance Learning in the University Headquarters and the Study Centres

JAMB should impose necessary sanctions on the University if it fails to comply with the provisions of the JAMB Act 1978 as amended which stipulates that all admissions into first degree programmes be made through the Board.

TOR 7: The NOUN as an academic player should encourage freedom of association among its staff and students in line with national and international protocols.

TOR 8: The University should intensify efforts to improve its service delivery capacity in order to advance its position in the NUC's Webometric ranking of Nigerian Universities.

TOR 9: In view of the current security challenges facing the country, the University should forge a closer cooperation with the relevant security outfits in all its areas of operations.

TOR 10: The University should produce a detailed Handbook for distribution to students during Matriculation Ceremonies for effective guidance and monitoring of their conduct.

CHAPTER ONE

INTRODUCTION

1.01 Inauguration of the Panel

On 13th April 2021, the Visitation Panel to the National Open University of Nigeria (NOUN) was inaugurated by the Honourable Minister of Education, Mallam Adamu Adamu on behalf of the Visitor, President Commander-in-Chief of the Armed Forces Federal Republic of Nigeria, His Excellency Muhammadu Buhari, GCFR. The Panel was given the task of examining the affairs of the NOUN from 2016 to 2020.

1.02 Members of the Panel

Members of the Panel are as follows: -

- | | | |
|--|---|-----------|
| 1. Alhaji Isa Bello Sali, <i>CFR</i> | - | Chairman |
| 2. Bldr. Jube Jemide, <i>FNIOB</i> | - | Member |
| 3. Arc. John Alkali, <i>OON, FNIA</i> | - | Member |
| 4. Alhaji Ibrahim Idris Sankara | - | Member |
| 5. Prof. Ephraim Chukwuocha | - | Member |
| 6. Air Cdre Gambo Muhammad Ilyasu(Rtd), <i>fdc, FCNA</i> | - | Member |
| 7. Dr. Kareem Olawale Lateef | - | Secretary |

1.03 Terms of Reference

The Panel was given the following Terms of Reference:-

- i. To enquire into the level of implementation of the White Paper on the last visitation report.
- ii. To look into the leadership quality of each University in terms of the roles of Governing Council, the Vice-Chancellors and other Principal Officers.

- iii.** To look into the financial management of each institution including statutory allocations 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 of each University.
- vi.** To determine the relationship between the University and the various statutory bodies it interacts with according to its Law, for the purposes of supervision, planning, finance, discipline, guidance and any other relationship (i.e., the Governing Council, the National Universities Commission and the Federal Ministry of Education).
- vii.** To examine the Law establishing the University 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 any modifications to the Law.
- viii.** To trace the historical evolution of the University and take stock of its net achievements and problems as well its style and direction.
- ix.** To examine the general security in the University and how the University has dealt with it and recommend appropriate measures.

- x.** To examine the processes and structures of discipline of students in each University in line with due process of the Rule of Law.

CHAPTER TWO

METHODOLOGY

2.01 The Panel developed a work plan detailing a calendar of activities that guided the conduct of the assignment as follows:

S/NO.	ACTIVITIES	PERSON/BODY RESPONSIBLE
1.	PHASE I – PRELIMINARIES AND SET UP 19TH – 24TH APRIL, 2021	
a)	Take off Meeting of Panel.	Secretariat
b)	Break-up into Sub-Committees.	Panel
c)	Informing the University of the appointment of the Panel	Secretariat
d)	Call for Memoranda from Stakeholders.	Secretariat
2.	PHASE II – INTERACTION/VERIFICATION VISITS/MEETINGS 26TH 30TH APRIL, 2021	
a)	Meeting with Council and Management of the University.	Panel
b)	Meeting with Stakeholders (Past and Present Principal Officers and top functionaries of the University).	Panel
c)	Visits to Study Centres and Project Sites.	Sub-Committees
d)	Courtesy visit to the Chancellor	Sub-Committee
e)	Courtesy visit to the Hon. Minister FCT.	Panel
3.	PHASE III – DATA COLLECTION/EXAMINATION 3RD 15TH MAY, 2021	
a)	Collation of Primary Data	Panel
b)	Plenary meeting to discuss findings and observations.	Panel
4.	PHASE IV – PANELS EXAMINATION 17TH – 29TH MAY, 2021	
a)	Plenary meeting to discuss findings	Panel
5.	PHASE V – REPORT WRITING 31ST MAY – 12TH JUNE, 2021	
a)	Production of first draft of the report	Sub-Committees
b)	Consideration of the draft	Panel
c)	Production of second draft	Panel
6.	PHASE VI – PRODUCTION AND SUBMISSION OF FINAL REPORT 13TH – 30TH JUNE, 2021	
a)	Production of final report	Secretariat
b)	Signing of report by members	Panel

The Panel conducted its assignment according to the following sequence of activities:-

i. Requested the University to Submit Relevant Working Documents and Reference Materials

The NOUN authorities were written and informed about the appointment of a Visitation Panel to examine its affairs from 2016 - 2020. In addition, the Panel forwarded a tentative calendar of activities, requesting the University authorities to collate and forward to it, relevant working documents and reference materials that would assist in the assignment.

ii. Advertisements in National Dailies

On Tuesday, 27th April, 2021, Newspaper advertisements calling for memoranda from stakeholders and the general public were placed in two national dailies, the **Daily Trust** and **The Sun**. The memoranda were expected to address issues highlighted in the terms of reference.

iii. Courtesy visit to the Chancellor

The Panel paid a courtesy call on the Chancellor, HRM Igwe Ambassador Lawrence Agubuzu, OON, in his Palace in Enugu to intimate him about its assignment.

iv. Requested for Submissions from the Various Organs of the NOUN

The Panel received reports and had interactions with the following organs, serving and past functionaries of the NOUN: -

- a. The Governing Council represented by Prof Peter Okebukola, Pro-Chancellor.
- b. Senator Ameh Ebute, Pro-Chancellor from 2014 to 2018
- c. Prof. Vincent Ado Tenebe, Vice-Chancellor from 2010 to 2015
- d. Prof. Abdalla Uba Adamu, Vice-Chancellor from 2016 to 2021.

- e. Prof. Olufemi Peters, Vice-Chancellor from 2021 to date.
- f. Prof. Uduma O. Uduma, Deputy Vice-Chancellor (Academics).
- g. Mrs Josephine Olasumbo Akinyemi, Registrar from 2006 to 2016.
- h. Mr. Felix I. Idoka, Registrar from 2016 to date.
- i. Director of Information Technology and Communications.
- j. Director of Management Information Systems.
- k. Director of Learning Management Systems.
- l. Director of Learner Support Services.
- m. Director of Examinations and Assessments.
- n. Director of Regional Training and Research Institute for Open and Distance Learning.
- o. Dean of the Faculty of Law.
- p. Prof. Samaila Mande, Dean School of Post Graduate Studies.
- q. Dr. Ernest Odeigah, the Bursar.
- r. Director of Legal Services.
- s. Directorate of Security Services.
- t. Prof Abubakar Garba Suleiman, Representative of the NOUN Academic Staff.
- u. Usman Shehu, Managing Director NOUN Microfinance Bank Limited.
- v. The Head of Internal Audit.
- w. The Head of Procurement Unit.
- x. The Head of SERVICOM Unit.
- y. The Head of Anti-Corruption and Transparency Unit (ACTU).
- z. Mrs. Grace Doka, Director NOUN Centre for Human Resources Development, Kaduna.
- aa. Director of Physical Planning, Works and Services.
- bb. Prof. Stanley Naribo Ngoa, Olusegun Obasanjo Centre for African Studies.

v. Examined Relevant Documents

Relevant documents were assembled, examined and discussed at plenary sessions and in close consultation with relevant line offices and their principal officers. These, among others were: -

1. The NOUN Enabling Acts and subsequent related legislations.
2. The NOUN Academic Brief.
3. The NOUN Conditions of Service.
4. The NOUN Schemes of Service.
5. The NOUN Management Guidelines.
6. The NOUN Handbooks.
7. The NOUN Organogram.
8. The NOUN Master Plan.
9. Records of the Composition of Governing Council, Meetings and Standing Orders.
10. Minutes of Meetings of the Governing Council Held from 2016 – 2020.
11. Minutes of Senate Meetings.
12. Minutes of Meetings of Committees of Council.
13. Records of Management Meetings.
14. Records of Disciplinary Proceedings.
15. Records of Litigations.
16. Records of Advertisements and Tenders Board Meetings.
17. Records of Budget Proposals and Budgetary Appropriations.
18. Staff Capacity Building Programmes.
19. Annual Reports.
20. Work Plans.
21. Audit Reports.

22. Procurement Plans and Records.
23. Budget Performance Reports.
24. Report on 2018 Joint Council/Senate Disciplinary Committee.
25. Record of Governing Council Composition, Meetings, Standing Orders and Council Extracts.
26. Records Employment/ Recruitments.
27. Public Private Partnership Arrangements/MOUs for Specific Projects.
28. Application of Special Grants.
29. Staff Disposition List.
30. Auditors Reports for the Period under Review/Policy on Appointment of External Auditors.
31. Fixed Assets Register (vehicles, equipment)
32. Records of auctioning of assets.
33. Records of Cash advances and loans.
34. Bank Reconciliation Statements.
35. Records of financial inflows to the University.
36. Allocation of funds for - overhead and capital items.
37. Records/sources of IGR (remittance to Government on IGR).
38. List of Standing and Ad Hoc Committees.
39. Records of Disciplinary Action for Students.

vi. Received Inputs from all the Study Centres

The Panel received and perused detailed inputs from all the Directors of Study Centres regarding staffing; general administration; academic programmes implementation and standards; quality assurance measures; relationship between management, staff and students; challenges and the ways forward, among other things.

vii. Held Meetings with Relevant Stakeholders

Meetings were held with interested persons for presentation of memoranda on the operations of the University from 2016 – 2020.

viii. Visited Study Centres

Visits were made to selected Study Centres in the six geo-political zones of the country to inspect facilities and interact with the management staff and students. The Study Centres included those in Port Harcourt, Owerri, Kano, Abuja, Makurdi, Jos, Dutse, Hadejia, Benin, Enugu, Bauchi, Gombe, Yola, Lagos, and Jalingo. Data collected from these centres included:-

- a.** Record of Staff and Facilitators.
- b.** Student Enrolment.
- c.** Staff Welfare and Capacity Building.
- d.** State of ICT facilities, Libraries, Course Materials, Laboratories, Moot court, Studios and Entrepreneurship Centres.
- e.** Relationship with host Community.
- f.** Ownership of Operational Premises.
- g.** Achievements.
- h.** Challenges etc.

ix. Meetings with Staff and Students of Study Centres

The Panel met with staff and students of some Study Centres. At such meetings, the staff and students expressed their views and assessment of teaching and learning activities in the NOUN including what they considered to be the infrastructural, management and other challenges of the Study Centres. They also made suggestions on the ways forward.

x. Technical Support of Other Government Agencies

The Panel engaged technical personnel from the Federal Ministry of Works and Housing to guide fact finding visits to projects initiated between 2016 and 2020, to inspect and verify completed and commissioned projects, assess the status of on-going projects and the state of abandoned projects as well as reasons for abandonment. Details regarding the nature of the contracts, locations, dates of contract awards, names of contractors, revised contract sums and funding were also established.

xi. Courtesy Visit to the Hon. Minister of the Federal Capital Territory

A courtesy visit was paid to the Hon Minister of the Federal Capital Territory, Mallam Muhammad Musa Bello to apprise him of the assignment of the Panel and to seek his support and blessings.

CHAPTER THREE

TERM OF REFERENCE ONE

To enquire into the level of implementation of the White Paper on the last Visitation Report

3.1.0. Preamble

On 14th February 2011, the then Honourable Minister of Education, Prof. Ruqayyatu Ahmed Rufai CON, inaugurated a Visitation Panel to examine the affairs of the National Open University of Nigeria (NOUN) for the period 2004 – 2010. Members of the Panel were:-

1. Prof. Segun Oke - Chairman
2. Engr. M. Oke - Member
3. Prof. Victor Peretomode - Member
4. Mr. Yaya Ogunrinde - Member
5. Dr. Paul Adebayo - Member
6. Alhaji Shehu Usman - Member
7. Felix O. Olaniyan - Secretary

3.1.1. Terms of Reference

- i.** To enquire into the level of implementation of the White Paper on the last visitation report.
- ii.** To look into the leadership quality of the University in terms of the role of the Governing Council, the Vice-Chancellor and other Principal Officers.
- iii.** To look into the financial management of the institution including Statutory Allocations 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 determine the adequacy of staff and staff development programmes of the University.
- vi.** To determine the relationship between the University and the various statutory bodies it interacts with according to its Law, for the purposes of supervision, planning, finance, discipline, guidance and any other relationship the University may have in dealing with said bodies including the Governing Council, National Universities Commission, and the Federal Ministry of Education as well as the Visitor.
- vii.** To examine the Law establishing the University including the relationship between the various internal organs, units and offices and indicate the ways the Law has been observed by competent authorities and also suggest any modifications to the Law considered necessary or desirable to enable the University to better achieve the objectives set for it.
- viii.** To trace the historical evolution of the University and take stock of its net achievements and problems as well as its style and sense of direction and advise on what fundamental or expedient corrections are needed to enable the University to better achieve the objectives set for it.
- ix.** To examine the general security in the University, how the University has dealt with it and recommend appropriate measures to deal with it, and

- x. To examine the processes and structures of the mechanisms for the discipline of students and staff in the University in order to ascertain compliance with due process of the rule of Law.

3.1.2. Level of Implementation of the Recommendations of the White Paper

After examining the Report of the Visitation Panel, in June 2011, Government released a White Paper conveying its views. From the one hundred and six (106) recommendations made by the Visitation Panel, the Visitor accepted fifty-one (51), noted forty-nine (49) and rejected six (6).

In a joint meeting with the Pro-Chancellor, the Vice-Chancellor and other Principal Officers of the University, the Panel examined the level of implementation of the report.

In doing this, the meeting concentrated on the recommendations accepted by the Visitor on each term of reference. Table 3.1 below shows the status of implementation and the Panel's remarks.

3.1 : STATUS OF IMPLEMENTATION OF VISITOR'S APPROVAL

S/N	RECOMMENDATION ACCEPTED BY THE VISITOR	UNIVERSITY IMPLEMENTATION REPORT	PANEL'S REMARKS
1	<i>TOR 1: To enquire into the level of implementation of the White Paper on the last visitation report</i>	This term of reference was not applicable to the NOUN as the institution had not been subjected to an earlier Visitation Panel.	The Panel noted this.
2	<i>TOR 2 To look into the leadership quality of the university in terms of the roles of Governing Council, the Vice-Chancellor and other Principal Officers.</i> 4.1.1 Governing Council (b) Council should ensure that	Criteria for appointment and promotion have been	Although the University implemented the

S/N	RECOMMENDATION ACCEPTED BY THE VISITOR	UNIVERSITY IMPLEMENTATION REPORT	PANEL'S REMARKS
	young academic staff are attracted, appointed and retained in the Service of the University by reviewing the criteria for promotion to include teaching while the contracts with the retired Professors who are seventy years and above, are not renewed upon their expiration.	reviewed and younger academics with PhDs have been employed. Professors that are seventy years old and above on contracts are no more in the service of the NOUN.	Visitor's directive on the retirement of Professors who are over 70 years of age, there was no evidence that holders of Bachelors and Masters degrees were employed by the University.
	(c). University through the Council be cautioned against establishment of Study Centres without adequate planning in terms of Cost implication and spread. Furthermore, it is recommended that any state Government that makes special request for the establishment of Study Centre(s) should be ready to provide all infrastructural facilities.	The reviewed NOUN law provides that States or Communities requesting for Study Centres are to provide 80% of the requirements for the establishment of Study Centres.	The Panel noted the 80% commitments expected of States and Communities requesting for Study Centres, but also advised that in the on-going review of the requirements for the establishment of study centres, long term commitments must be added in order to guarantee stable funding and ensure the operational prospects of such supporting agencies.
	(d). Council should consolidate and no new Centres or programmes should be introduced until consolidation is completed.	Consolidation is complete and new Centres and programmes have been introduced.	The Panel noted the consolidation efforts of the University. However more centres were established within the period.
	(e). The NOUN should, henceforth, apply and obtain approval from the National Universities Commission before any Study Centre and/or academic unit are established as dictated by NOU Act No. 6 of 1983, section 3, sub-section 1(a).	All new academic units have NUC approvals.	The University has not been able to provide evidence that all Study Centres established are approved by the NUC as evidenced by the disparity in the number provided by the NOUN and the number of approved Centres by the NUC.

S/N	RECOMMENDATION ACCEPTED BY THE VISITOR	UNIVERSITY IMPLEMENTATION REPORT	PANEL'S REMARKS
	(f). Council to ensure reporting continuous absence of members of meetings for replacement.	Council members have been consistent in attending Council meetings.	Contrary to the assertion of the University, the Panel discovered a case of a member of the Governing Council from 2009 to 2013, Dr. Saidu Balarabe Sambawa who was consistently absent without replacement.
	4.1.4 Vice-Chancellor (d). The NUC should accredit all the NOUN programmes like other Universities.	The NUC accredited all the NOUN programmes like other Universities.	The Panel confirmed that all the academic programmes of the NOUN have been subjected to the NUC's accreditation.
	4.1.9 SERVICOM Office. (i). The university should retain the SERVICOM Office in the Office of the Vice-Chancellor and also be supervised directly by the Vice-Chancellor.	The SERVICOM Office is still in the office of Vice-Chancellor.	Visitor's approval implemented
	4.2.3. Nursing Programme (a). The University should place embargo on admission into the programme until it is accredited by NUC and the Nursing and the Midwifery Council of Nigeria.	Embargo was placed on admission immediately and the programme was accredited later by the NUC and Nursing and Midwifery Council.	Visitor's approval implemented
	4.2.7. (c). The Directorate of Academic Planning of the NOUN should produce a better Academic Brief for the University which must be adequate in terms of depth, coverage and direction, and be sent to the NUC for its consideration and approval.	An Academic brief has been produced and approved by the NUC.	Visitor's approval implemented
	4.3.5. The Registrar (a). The panel strongly recommends that the Governing Council should direct the University to set up a committee to evolve parameters for determination	Staff Audit was carried out immediately and employment was put on hold.	Visitor's approval implemented.

S/N	RECOMMENDATION ACCEPTED BY THE VISITOR	UNIVERSITY IMPLEMENTATION REPORT	PANEL'S REMARKS
	of staff numbers for all categories of staff.		
	(b). Furthermore, adequate provision should be made for pyramidal structure for staff positions so as to guide against stagnation of staff.	Staff Audit was carried out immediately and employment was put on hold.	Visitor's approval not fully implemented as there was no employment to address the imbalance in staff structure.
	(c). For now, it is strongly suggested that, if it is established that the staffing situation on ground is more than what the system could take as revealed by the staff ratios, the Council should carry out a staff audit exercise.	Staff Audit was carried out and number of staff discovered to be in deficit.	Visitor's approval implemented.
	(d). Panel also recommend that Anti-Corruption and Transparency Unit (ACTU) which is presently resident in the Registrar's Office be moved to, and be supervised directly by the Office of the Vice-Chancellor in line with the NUC directives to the University in 2002.	ACTU is now in the Office of the Vice-Chancellor and directly supervised by the Office of the Vice-Chancellor.	Visitor's approval implemented.
	4.3.9.(a). The University should, as a matter of priority, set up a committee to evolve equitable criteria to enable determination of required number of staff for the bursary staff department.	Staff Audit was carried out.	Visitor's approval implemented.
	(b). Furthermore, it is recommended that, all the accounting staff with university degree(s) should make efforts for, and pass professional examination in order to belong to a professional body of their choice.	Most Accounting Staff with degrees possessed professional qualifications. Appointment and promotion of Accounting staff is based on the possession of professional qualification.	Visitor's approval implemented.
	4.4.0. The University Librarian (c). In view of the uniqueness	Audit was carried out and more library staff have	Visitor's approval implemented.

S/N	RECOMMENDATION ACCEPTED BY THE VISITOR	UNIVERSITY IMPLEMENTATION REPORT	PANEL'S REMARKS
	of the Library profession, it is strongly recommended that more staff be employed to beef up the strength on ground.	been employed.	
3.	<p>TOR 3 - To look into the financial management of the institution including Statutory Allocations and Internal Generated Revenue over the recommended period and determine whether it was in compliance with appropriate regulations</p> <p>5.3. Bursary Department – (b). Council should examine the bank accounts maintained and close the accounts wherein no defined or significant activities are being operated.</p>	Most bank accounts were closed and only the ones with significant operations were maintained.	Visitor's approval implemented.
	5.7. (c) The unexplained difference of N307,928,740.00 (Three hundred and seven Million, Nine Hundred and Twenty Eight Thousand, Seven Hundred and Forty Naira) only should be critically investigated and disclosed in the Audited Financial statements as prior to the adjustment.	This involves revaluation of asset which has been taken care of in the prior year adjustment 2010.	Visitor's approval implemented.
	(d). Visitor should investigate the accounts wherein these donations were paid into; after which;	This was investigated but the money was not redeemed by the donor.	The panel observed that the cheque issued was not honoured.
	(e). The funds so recovered be recorded as part of the revenues and incomes in the audited financial statements in the relevant years they were received.	No money recovered as the donation was not redeemed by the donor.	The panel observed that the cheque issued was not honoured.
	(f). Council should direct that the breakdown of what constituted the general	The amount to the general advances have been retired.	Visitor's approval implemented.

S/N	RECOMMENDATION ACCEPTED BY THE VISITOR	UNIVERSITY IMPLEMENTATION REPORT	PANEL'S REMARKS
	advances be made and included in the audited financial statements of 2009.		
	(g). The staggering amount of N248,716,389.00 claimed to have been spent or released as general advances should be critically investigated.	The staggering amount of N248,716,389.00 was investigated and established that it was a cumulative advance given.	Visitor's approval implemented.
	(h). All cash advances must be retired and individuals who defaulted in retiring advances as at when due should be brought to book.	All advances had been retired	Visitor's approval implemented.
	(i). the current external Auditor was not thorough and did not exhibit professional competence and should not further be entrusted with the job.	The External Auditor was disengaged based on the recommendation.	Visitor's approval implemented.
	5.10(c) Council should ensure that future grants allocated by Government for approved projects are utilized without delay.	Allocated grants are being utilized without delay as none of the University fund was mopped up after 2010.	Visitor's approval implemented.
	(e). The present payment system where a third party (e-Tranzat) is used to coordinate the collection of students' fees should be audited and then terminate the contract.	The e-Tranzat payment system was audited and contract terminated.	Visitor's approval implemented.
	(f). There should be in place student's ledger to be maintained electronically and with a back-up	Student ledger is being maintained with electronic back-up.	Visitor's approval implemented.
	g). Students should pay their fees into not more than five accounts officially opened by the University.	Management has complied with CBN directives.	Visitor's approval implemented.
	(h). The banks to be used should be selected in a such a way that there is branch in all the study centres across the nation, and bank must clearly capture the particulars of	Management has complied with CBN directives.	Visitor's approval implemented.

S/N	RECOMMENDATION ACCEPTED BY THE VISITOR	UNIVERSITY IMPLEMENTATION REPORT	PANEL'S REMARKS
	students when fees are lodged		
	<p>TOR 4 <i>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</i></p> <p>6.4 Application of Funds (a-j) a. The panel strongly recommends that the financial records in respect of the payments made should be examined critically.</p>	The Accounting System and Internal Control Mechanism has been greatly strengthened and public funds have been protected.	Visitor's approval implemented.
	b. The understatement of investment by ₦2,000,000.00 (Two million naira) should be investigated.	It was recorded based on the market value	Visitor's approval not implemented.
	c. This should be investigated to ascertain the reason(s) why students were not given their course materials and to find out whether at the time of the award of contracts for the production of course materials, the NOUN have the capacity to produce a significant percentage of the contract awarded.	At this period the NOUN did not have the capacity to produce the course materials since the Publishing house had not been established.	Visitor's approval not implemented.
	d. Government should set up a committee to investigate all the financial transactions relating to contractor from inception – date.		Attention of the FME should be drawn to the need to set up the Committee as directed by the Visitor.
	e. Henceforth Council should ensure all Contractors have files for proper documentation, and the existing Contractors' files should be updated.	Contractor files are now being maintained.	Visitor's approval implemented.
	f. Council should look into this document and ensure that	The University maintains fixed assets register and it	Visitor's approval implemented.

S/N	RECOMMENDATION ACCEPTED BY THE VISITOR	UNIVERSITY IMPLEMENTATION REPORT	PANEL'S REMARKS
	fixed asset register be updated.	is fully integrated with the Accountant General of the Federation (AGF) and Computerized Fixed Asset Register (CFAR).	
	g. Bank Reconciliation Statement should be prepared on a monthly basis. Professional/Consultant should be engaged to train the accounts staff of the NOUN on how to prepare Bank Reconciliation Statements electronically. Electronic preparation of Bank Reconciliation Statements would go a long way to address the challenges of high volume of transactions peculiar to the NOUN.	The University now reconciles its accounts monthly.	Visitor's approval implemented.
	h. All payments must be supported by Payment Vouchers (PV) or documents with pre-listed numbers which must be captured while preparing the cash book. Even in the case of e-payment, beneficiaries should only be credited by the various banks when they produce a copy of a cash receipt to be issued by the University.	All the University Financial transactions are supported by payment voucher and relevant documents	Visitor's approval implemented.
	i. Spending on this overhead should be checked and controlled by Council.	This has been done.	Visitor's approval implemented.
	j. The University should maintain a Vote book henceforth and follow it religiously.	Vote book is now being maintained in expenditure unit of Bursary Department.	Visitor's approval implemented.
	TOR 5 – To determine the adequacy of staff and staff development programmes of the University. 7.3 Academic Staff	NUC parameters for the	Visitor's approval

S/N	RECOMMENDATION ACCEPTED BY THE VISITOR	UNIVERSITY IMPLEMENTATION REPORT	PANEL'S REMARKS
	(a). The Council should, as a matter of urgency, constitute a Committee which will liaise closely with the NUC to evolve parameters that will suit the peculiarities of the NOUN for determination of staff requirements and equitable distribution of internal resources.	determination of staff requirements and equitable distribution of internal resources are in use.	implemented.
	(b). The Council should make deliberate efforts to attract and retain academic staff so as to drastically reduce the number of retired senior academics in its employment. In addition, it should also make contact with the Government at the highest level in securing some of its abandoned buildings littered about in Ikoyi and Victoria Island in Lagos in order to address the problem of acute accommodation confronting the University while incentives are worked out to cushion the effects of high cost of transportation in Lagos.	Staff audit carried out in line with establishment needs. Council and Management explored BOT noting the fact the movement of NOUN Head Office to Abuja was on course.	Visitor's approval implemented.
	(c) The criteria presently in used for the promotion of academic staff in the University to be reviewed to an acceptable level in the University system.	Management adapted NUC guidelines on promotion and imbibed best practices and procedures in the University system.	Visitor's approval implemented.
	7.7 (b). The University should make deliberate efforts at ensuring that more academic staff benefit in the programme than other cadres.	Management had always ensured that more academic staff benefitted from staff development than other cadres.	Visitor's approval implemented.
6.	TOR 6 <i>To determine the relationship between the</i>		

S/N	RECOMMENDATION ACCEPTED BY THE VISITOR	UNIVERSITY IMPLEMENTATION REPORT	PANEL'S REMARKS
	<p><i>University and the various statutory bodies it interacts with according to its Law, for the purposes of supervision, planning, finance, discipline, guidance and any other relationship (i.e. the Governing Council, National Universities Commission, and the Federal Ministry of Education).</i></p> <p>8.1 Study Centres` (a). As a matter of urgency, the Panel recommends that NOUN should begin to establish a good working relationship with such statutory bodies as the NUC and other professional accreditation bodies in Nigeria.</p>	<p>The NOUN had robust working relationships with all the relevant statutory bodies especially FME, the NUC, Nursing and Midwifery Council of Nigeria, Council of Legal Education, Association of National Accountants of Nigeria (ANAN) etc.</p>	<p>Visitor's approval implemented.</p>
	<p>(b). Relate with NUC and other professional agencies to develop immediately an acceptable and workable instrument for the accreditation of NOUN programmes.</p>	<p>Workable instruments for accreditation of the NOUN programmes have been developed with NUC and Professional bodies and all programmes of the NOUN are accredited by the relevant accreditation bodies.</p>	<p>Visitor's approval implemented.</p>
	<p>(c). Ensure that all relevant accrediting bodies such as the NUC, Council of Legal Education, Nursing and Midwifery Council of Nigeria etc, pay accreditation visits to all its programmes at the earliest possible time.</p>	<p>All relevant accreditation bodies have been paying programme accreditation visits to the NOUN.</p>	<p>Visitor's approval implemented. However, the problem of the NOUN with the CLE is still lingering in view of the stoppage of law programmes by the CLE.</p>
	<p>(d). Be made to come under the ambit of the NUC for proper supervision, planning, finance, budgetary provisions</p>	<p>The University is fully under the ambit of the NUC for proper supervision, planning,</p>	<p>Visitor's approval implemented.</p>

S/N	RECOMMENDATION ACCEPTED BY THE VISITOR	UNIVERSITY IMPLEMENTATION REPORT	PANEL'S REMARKS
	and guidance like any other Federal University	finance, budgetary provisions and guidance like any other Federal University.	
	(e). Work with NUC to make analysis of admission patterns to determine which courses and programmes to run and where and how to plan for the location and development of study centres as required by law	All the NOUN programmes are fully approved by the NUC.	The Panel noted that the programmes of the NOUN were accredited by the NUC. However, the issue about admission patterns, location and development of Study Centres were not resolved between the NOUN and the NUC during the period under review.
	(f). In conjunction with the NUC, the University should work out staff ratio to enable the University keep proper track of staff strength so as to avoid heavy overhead cost	The NUC has provided Benchmark Academic Standard which contains ratios for the recruitment of staff	Visitor's approval implemented.
	(g). Work with NUC so as to know the required facilities that are needed to be put in place in each Study Centre to ensure success during NUC accreditation exercise. The resources prescribed should then serve henceforth as the minimum that must be in place for a Study Centre to begin to operate.	Checklist of the facilities that are required to be put in place in the Study Centres have been provided by the NUC for accreditation.	Visitor's approval implemented.
	(h). The pursuit of regional agency, such as ACDE-QAAA for the accreditation purposes should be discouraged while attention should focus on NUC and other professional bodies in Nigeria.	All the NOUN programmes have been accredited by the NUC and Professional bodies only.	Visitor's approval implemented.
7.	TOR 7 <i>To examine the Law establishing the University</i>		

S/N	RECOMMENDATION ACCEPTED BY THE VISITOR	UNIVERSITY IMPLEMENTATION REPORT	PANEL'S REMARKS
	<p><i>including the relationship between the various internal organs, units and offices and indicate the ways the Law has been observed by competent authorities and also suggest any modifications to the Law considered necessary or desirable to enable the University to better achieve the objectives set for it.</i></p> <p>9.1 (a). NOUN should pray through the Ministry of Justice and FME for the National Assembly to pass an Act repealing the NOU Act No. 6 of 1983 and enacting the National Open University of Nigeria Act (2011), which is the proposed Law embodying all of Council's proposed amendments and clarifications to the earlier Law.</p>	<p>This has been done with the signing into law of the National Open University (Amendment) No.19, Act 2018.</p>	<p>Visitor's approval implemented.</p>
	<p>(g). The nomenclature of Assistant Course Co-ordinator, Course Co-ordinator 1 and 2, and Programme Leader 1 and 2 are alien to the Nigerian University System in the terms of ranking of lecturers. They should therefore be discarded immediately and replaced with the title of Assistant Lecturer, Lecturer 1 and II, Senior Lecturer, Associate Professor and Professor.</p>	<p>All nomenclatures approved by the NUC for Academic Staff in the University system in Nigeria has been fully complied with by the NOUN.</p>	<p>Visitor's approval implemented.</p>
	<p>(h). The number of Directorates should be greatly reduced from eleven (11) to five by combining some Directorates i.e Directorate of Computing and Networking Services and Information Technology Support Services</p>	<p>This has been complied with as the NOUN currently has five Directorates.</p>	<p>Visitor's approval implemented.</p>

S/N	RECOMMENDATION ACCEPTED BY THE VISITOR	UNIVERSITY IMPLEMENTATION REPORT	PANEL'S REMARKS
	could be merged to be one. The Directorate of Procurement is unknown to University Setup. It is more or less a nomenclature in use in Ministries and Government parastatals. The so called Directorates of Procurement the Internal Audits, Academic Planning, and Protocol units in the Vice-Chancellor's Office should be so considered.		
8.	<p>TOR 8 <i>To trace the historical evolution of the University and take stock of its net achievements and problems as well as its style and sense of direction and advise on what fundamental or expedient corrections are needed to enable the University to better achieve the objectives set for it.</i></p>	Recommendations on this term of reference were merely noted by the Visitor and no action was directed.	The Panel noted this.
9.	<p>TOR 9 <i>To examine the general security in the University, how the University has dealt with it and recommend appropriate measures to deal with it.</i></p>	Recommendations on this term of reference were merely noted by the Visitor and no action was directed.	The Panel noted this.
10.	<p>TOR 10 <i>To examine the processes and structures of the mechanisms for the discipline of students and staff in the University in order to ascertain compliance with due process of the rule of Law.</i> RECOMMENDATIONS (a). Check into the work history of any former</p>	This is being done	The Panel noted this.

S/N	RECOMMENDATION ACCEPTED BY THE VISITOR	UNIVERSITY IMPLEMENTATION REPORT	PANEL'S REMARKS
	employee to be engaged, including Study Centre Directors, contract staff, adjunct professors etc.		
	(b). Verification of all certificates claimed by all staff (full time or part time) from the institutions they claimed to have been obtained.	This is being done	The Panel noted this.
	(c). Ensure that study centres and their staff, including the centre Directors should be closely supervised and monitored and strict financial guidelines developed and put in place for handling monies and imprest (at the Study Centres).	This is being done	The Panel noted this.
	(d). NOUN should ensure that only approved or appointed facilitators should handle tutorials or mark answer scripts at the Study Centres.	This is being done	Visitor's approval implemented.
	(e). Ensure that responsible people are used as Referees.	This is being done	Visitor's approval implemented.
	(f). Ensure that all reported cases of examination malpractice should be handled with dispatch while following due process of the law. Note; Justice delayed is justice denied.	This is being done	Visitor's approval implemented.
	(g). Should work out an establishment for the study centres to ensure that they are not overstaffed by junior non-academic staff or any other categories of staff.	This is being done	Visitor's approval implemented.
	(h). Salaries of staff that absconded or abandoned their duty post should not take more than two months to be stopped.	This is being done	Visitor's approval implemented.

S/N	RECOMMENDATION ACCEPTED BY THE VISITOR	UNIVERSITY IMPLEMENTATION REPORT	PANEL'S REMARKS
	(i). NOUN must ensure that punishment for misconduct must actually severe or appropriate to serve as deterrent. In order words; the University should avoid mild and laughable punishments for very serious cases of gross misconduct by staff.	This is being done	The Panel noted that the disciplinary measures taken against erring staff were not consistent with the approved guidelines.
	(j). NOUN should continue her good work of strictly adhering to the principles of natural justice or fair hearing or due process of the law in her staff and student discipline.	This is being done	The Panel noted this.

CHAPTER FOUR

TERM OF REFERENCE TWO

To look into the leadership quality of each University in terms of the roles of the Governing Council, the Vice-Chancellors and other Principal Officers

4.0.0. Preamble

The National Open University (Amendment) Act 2018 provides that the Governing Council shall be the highest decision making body of the University and shall be charged with the general control and superintendence of the policy, finances and property of the University, including its public relations.

4.1.0. Composition of Council

Statutorily, the members of the Governing Council of the NOUN are sixteen (16). The members of the University Council are:

- i.** Pro-Chancellor and Chairman (Appointed by the Visitor).
- ii.** Vice-Chancellor.
- iii.** Two Deputy Vice-Chancellors (Academic and Administration).
- iv.** A Representative of the Federal Ministry of Education.
- v.** Four persons representing Public Interest (appointed by the Visitor).
- vi.** Four Representatives of the Senate of the University.
- vii.** Two Representatives of Congregation.
- viii.** A Representative of Convocation.

4.1.1. Findings:

- i.** Between 2016 and 2020, the University was administered by two Governing Councils viz; The Council headed by Senator Ameh

Ebute, CON, from 2014 to 2018; and the other headed by Prof. Peter Akinsola Okebukola, OFR from 2018 to date.

- ii. The two Governing Councils had the Representative of the National Universities Commission (NUC).
- iii. The Senator Ameh Ebute led Council (2014-2018) comprised three members of the Senate and three members of Congregation as against four (4) and two (2) respectively as stipulated in the Act.
- iv. No member of the University Convocation was elected into both Councils in contravention of the Act.

4.1.2. Observations

- i. The two Governing Councils that served the University between 2016 and 2020 were not properly constituted in line with the law establishing the University.
- ii. The attendance of the NUC during Council meetings contravened the University Act.
- iii. The non-representation of the Convocation on the two Councils also contravened the University Act.
- iv. The over representation of the Congregation contravened the University Act.

4.1.3. Recommendations

- i. In view of the important regulatory role of the National Universities Commission (NUC) over Nigerian Universities, the NUC should attend the meetings of the Governing Council in advisory capacity.
- ii. The University Council should ensure that its internal members such as the Representatives of Senate, Congregation and

Convocation are properly represented in the ratio of 4:2:1 respectively as provided for in the Act.

- iii. The Federal Ministry of Education should perform its oversight function of ensuring that the University Council is always properly constituted.

4.2.0. Pro-Chancellor and External Members of Council

The University Act provides that the Pro-Chancellor and other external members of Council shall be appointed or removed by the Visitor who is the President of the Federal Republic of Nigeria. In exercising this power, the Visitor is guided by the need to appoint the Pro-Chancellor and external members of Council from among people with proven integrity and experience in administration to enhance good governance in the University system.

4.2.1. Findings:

- i. The Pro-Chancellor of the University between 2014 and 2018, Senator Ameh Ebute, CON is a Nigerian Lawyer, a former Magistrate, an astute politician and the President of the Senate of the Federal Republic of Nigeria in the Third Republic. He was adjudged to be a person of sterling qualities in public administration and governance.
- ii. Other external members of Governing Council between 2014 and 2018 such as Prof. Godwin Sogolo, Dr. Matthew Achiegbe, Mrs. Lillian Nwanko and Hon. Ibrahim Kaita were also adjudged to be people who added immense value to the governance of the University within the period under review.
- iii. The Pro-Chancellor of the University between 2018 and 2020, Prof. Peter A. Okebukola, OFR, is a distinguished Professor of Science

and Computer Education. He is currently the Chairman, Board of Trustees, Crawford University; Chairman, Board of Trustees of Caleb University; Member, Board of Trustees of Bells University of Technology and Afe Babalola University, Ado-Ekiti. He was the Executive Secretary of the National Universities Commission between 2001 and 2006. He was Director of the Virtual Institute for Higher Education Pedagogy and Co-Director of UNESCO's Virtual Institute for Higher Education in Africa. He was leader of the e-learning Programme for Federal Civil Servants in Nigeria involving over 70,000 participants.

- iv.** Prof. Okebukola was adjudged to be eminently qualified as Pro-Chancellor of a novel University such as the NOUN.
- v.** Other external members of Governing Council between 2018 to date are:
 - Prof. Emiola Olapade-Olaopa, a former Provost of College of Medicine, University of Ibadan and Chairman, Association of Medical Schools of Africa.
 - Dr. Okezie I. Abarikwu, an Associate Professor, Faculty of Engineering, Michael Okpara University of Agriculture, Umudike, a retired Permanent Secretary and Fellow Nigerian Society of Engineers.
 - Mallam Garba Sani, an Accountant and a Director of Finance, Borno State.
 - Mr. Syllvanus Igbogbo, an Economics and former Local Government Chairman, Edo State.

The Profile of the above external members of Council showed that they had capacity to add immense value to the governance of the University within the period under review.

4.2.2. Recommendations

- a)** The appointment of persons with impeccable character into the Governing Council as was done from 2018 to date should be sustained by the Visitor.
- b)** The University Community should ensure that only credible members are elected from the Senate, Congregation and Convocation to the Governing Council in order to complement the efforts of Visitor's appointees in repositioning the University for quality governance.

4.3.0. Appointment of Principal Officers

According to University Miscellaneous Act, 2003 as amended, the appointment of Principal Officers in the University system such as Vice-Chancellor, Registrar, Bursar and Librarian, is vested in the Governing Council.

In February 2016, the Visitor appointed Prof. Abdalla Uba Adamu of Bayero University, Kano to succeed Prof. Tenebe as the Vice-Chancellor of the NOUN.

4.3.1. Findings

- a)** The appointment of Prof. Adamu by the Visitor led to protests by ASUU, NANS and other interest groups who alleged that the appointment was an abuse of due process as it was the mandate of the Governing Council to appoint the Vice-Chancellor under the University Miscellaneous Act (2003) as amended.

b) The implication of the above was that the Visitor contravened the University's Act in appointing Prof. Adamu as the Vice-Chancellor.

4.3.2. Recommendation

The Federal Ministry of Education should ensure that the Visitor is always properly advised on the provisions of the Act regarding the appointment of the Vice-Chancellor.

4.4.0. Federal Character Principle and Appointment of Principal Officers

4.4.1. Findings

In 2016, the Federal Character Commission accused the University of having "unbalanced" representation of staff from the States and also raised the issue of non-advertisement of vacancies in the newspapers in line with extant rules and regulations.

In order to give all Nigerians a sense of ownership in the NOUN, the Governing Council ensured that the selection and appointment of Principal Officers during the period under review were done to allow each of the six (6) geo-political zones of Nigeria to be represented in the University management as follows:

- Vice-Chancellor, Prof. Abdalla Uba Adamu (North-West)
- Deputy Vice-Chancellor (Admin), Prof. Victor Adedipe (South-West)
- Deputy Vice-Chancellor (Academic), Prof. Patrick Eya (South-East)
- Registrar, Mr. Felix Edeka (North-Central)
- Bursar, Dr. Ernest Odeigah (South-South)
- Librarian, Dr Adamu Gambo Saleh (North-East)

4.4.2. Recommendations

- a)** The Governing Council should entrench the Federal Character principle in the appointment of Principal Officers and other

categories of Academic and Non-Academic staff in line with the Act of the Federal Character Commission.

- b)** The Governing Council should also ensure that the recruitment of staff is appropriately and widely advertised to ensure that many suitably qualified candidates apply in order to select the best hands.

4.5.0. Appointment of Vice-Chancellor in 2020

In February 2020, Prof. Abdalla Uba Adamu gave notice to the Governing Council and the Honourable Minister of Education that his tenure of five-year single term as the Vice-Chancellor would end on 10th February 2021.

4.5.1. Findings:

- a)** The Governing Council during its 59th Meeting held on 21st May 2020, directed that advertisement for the post of the Vice-Chancellor of the University due to be vacant on 11th February 2021 be placed in three National Dailies with effect from 10th August 2020.
- b)** The Council set up a 5-man Search Team headed by Prof. Oluwabunmi Olapade-Olaopa Esq., an external member of the Council, for the appointment of a new Vice-Chancellor.
- c)** The Council also approved the following sequence of proceedings for the appointment of new Vice-Chancellor of the NOUN:
 - i.** Advertisement of Vacancy.
 - ii.** Acknowledgement and documentation of the applications received.
 - iii.** Short-listing of applicants based on recruitment requirements.

- iv.** First round of screening – by the NOUN Community.
- v.** Second round of screening – Aptitude, ICT & ODL Test.
- vi.** Security Screening.
- vii.** Final short-listing for interaction with the Selection Board.
- viii.** Meeting of Council to consider and approve a candidate from the recommended list by the Selection Board;
- ix.** Notifying the Federal Government and announcement of the new Vice-Chancellor.

d) At its 61st Regular Meeting on 3rd December 2020, the Council considered the Report of the Selection Board on the appointment of a new Vice-Chancellor which recommended the following candidates for consideration:

- i.** Prof. Joy Eyisi - 71%
- ii.** Prof. Peters Olufemi - 64%
- iii.** Prof. Gregory Okagbare - 47%

e) In order to appoint one out of the three candidates on the recommended list, the Council decided to put the matter to vote with the following outcome:

- i.** Prof. Peters Olufemi - 8 votes
- ii.** Prof. Joy Eyisi - 3 votes
- iii.** Prof. Gregory Okagbare - 0 vote

f) Following the result of the election, the Council appointed Prof. Peters Olufemi as the 5th Vice-Chancellor with effect from 11th February 2021.

4.5.2. Observations

a) In spite of the rigorous selection process adopted for the appointment of the new Vice-Chancellor, the Council did not set a

minimum benchmark required for appointment of the Vice-Chancellor.

- b)** It is standard practice in Councils of Federal Universities to adopt 70% benchmark for any candidate to be considered for Principal Officers' positions by the Council.
- c)** Notwithstanding the foregoing, the Council acted within its powers in the appointment of the current Vice-Chancellor, Professor Peter Olufemi.

4.5.3. Recommendations

- a)** The Council should always establish a minimum benchmark score for candidates to be shortlisted for appointment to positions of Principal Officers.
- b)** The Governing Council should ensure gender representation in the appointment of Principal Officers and in the recruitment of various categories of staff in the University.
- c)** The Federal Ministry of Education and the National Universities Commission should ensure that the guidelines established for the appointment of Vice-Chancellors and Principal Officers of Federal Universities are strictly adhered to.
- d)** The Council should ensure that the processes outlined in the selection process including vacancy advertisement are sustained.

4.6.0. Meetings of the Governing Council

4.6.1. Findings

- a)** Statutorily, the Governing Council is required to hold at least four regular meetings in a year i.e., once every quarter. The Council can also hold emergency meetings to address pressing issues which require urgent attention. According to the Federal

Government Circular, Council meetings (regular and emergency meetings) should not exceed eight (8) in a year.

- b)** In 2020, the Council held a total of twenty-two (22) meetings comprising of four (4) Regular Meetings and eighteen (18) Emergency Meetings.

4.6.2. Observations

- a)** While the four Regular meetings held by the Council in 2020 were in line with statutory provisions, the eighteen (18) Emergency meetings held contravened the Federal Government Circular which provides for a maximum of eight (8) in a year for both regular and emergency meetings.
- b)** It should be noted that holding more than eight (8) meetings by the Governing Council is not only in contravention of the law, but not cost-effective. More importantly, the numerous Council meetings will distract the University Management from carrying out other activities required for effective day-to-day operations of the institution.

4.6.3. Recommendation

The Governing Council should ensure that its regular and emergency meetings do not exceed eight (8) in a year in line with statutory requirements for cost effectiveness and to allow the University management concentrate on the day-to-day running of the Institution.

4.7.0. The Vice-Chancellor

The Vice-Chancellor is the Chief Executive Officer of the University and responsible for directing its affairs. He is the Chairman of the Senate which is the body responsible for the formulation of academic policies

including the organization and control of all academic activities of the University.

Prof. Abdalla Uba Adamu served as the Vice-Chancellor from 2016 to 2020. He is a Professor of Science Education and a Professor of Media and Cultural Communication in Bayero University, Kano. He is a visiting Professor of University of Florida, University of Cologne, Germany and University of Basel, Switzerland.

4.7.1. Findings:

Prof. Adamu was adjudged by the Pro-Chancellor of the University, Prof. Peter Akinsola Okebukola as one of the brightest minds in University Administration in Nigeria based on his achievements between 2016 and 2020. It was during the tenure of Prof. Abdalla Uba Adamu (2016-2020) that the "battle" for the recognition of the University through the amendment of the Act to reflect ODL as its *modus operandi* was intensified and achieved.

Prof. Adamu took over at the time the future of the University was at stake based primarily on the poor public perception about the quality of products of the University and its mode of education delivery.

It was against this background that Prof. Adamu, on assumption of duty, with the support of Senate and Council embarked on the following far-reaching measures to ensure that the NOUN graduates were as competent as graduates from other Universities:-

- i. actualising the movement of the NOUN Headquarters to its permanent site in Jabi, Abuja in 2016;
- ii. changing the academic nomenclature of the University in 2016 from Schools to Faculties and Units to Departments in consonance with the tradition in Nigerian Universities;

- iii.** creating a more manageable Senate by restricting Senate membership to Deans, Professors, Directors and Heads of Departments only. This left out the Study Centre Directors;
- iv.** establishing Academic Programmes in the three major Nigerian Languages (B.A. Hausa, B.A. Igbo and B.A. Yoruba) as part of the efforts to give the University a national outlook and cement the bond of nationhood of the NOUN;
- v.** emphasizing PhD as minimum criterion for employment of academic staff in the University. This ensured that only PhD holders were recruited to lecture, supervise and examine students of the University;
- vi.** securing the approval of the NUC for Resource Verification and Accreditation of all the Academic programmes in the University;
- vii.** facilitating the establishment of the NOUN Business School (NBS) to be ran in partnership with the Office of the Accountant General of the Federation;
- viii.** commissioning new Community Study Centres in Delta, Katsina, Benue, Kogi, Enugu, Edo, Ebonyi and Kano.
- ix.** renovating the Study Centres in Makurdi, Abakaliki, Iyara, Osogbo, Enugu, Owerri, Mc Carthy (Yaba Lagos), Yola, Ibadan, Akure, Wuse II, Asaba, Kaduna, Abuja Model, Uyo, Calabar, Sobi Barracks, Awka, Kano, Mushin, Jos, Minna;
- x.** engineering the successful amendment of the NOUN Act in 2018 which enabled the NOUN Law Graduates to proceed to the Nigerian Law School for their professional certification and call to the Nigerian Bar;
- xi.** graduating over 84,418 Students to date; and

- xii.** introducing the NOUN Transformation Agenda that saw a massive training of 158 Academic Staff, 732 Senior Administrative Staff and 1,333 Junior/Intermediate Staff of the University on the essentials and practical operations of Virtual Learning Environment (VLE).

4.7.2. Observations

- a)** The former Vice-Chancellor of the University, Prof. Abdalla Uba Adamu, deserves commendation for his contributions to the repositioning of the University by strengthening the quality of the NOUN operations and its graduates.
- b)** The policy of emphasizing PhD as minimum criterion for academic engagement in the University during the tenure of Prof. Adamu was at variance with the approval of the Visitor that young academic staff should be attracted, appointed and retained in the service of the University.
- c)** The Panel discovered that the NOUN Business School (NBS) that was approved to run Executive Postgraduate Programmes and Short-term Courses in partnership with the Office of the Accountant General of the Federation could not take-off in spite of the advertisement placed in newspapers for admission of students in 2019.
- d)** The Council of Legal Education has not rescinded its decision that the NOUN should stop its Law programmes in spite of the amendment to the University enabling Act which provides that the University offers full-time study programmes. The remedial programme that CLE agreed to organize for the 1,850 NOUN Law

graduates is a one-off palliative that has not addressed the legality of the NOUN to run Law programmes.

- e) The figure of 103 Study Centres reportedly established by the NOUN throughout Nigeria does not tally with the NUC's record of 78 Study Centres as at the time of writing this report.

4.7.3. Recommendations

- a) The University should implement the decision of the Visitor in the White Paper on the last Visitation Panel Report (2004 - 2010) by recruiting young brilliant graduates with Bachelors and Masters Degrees who are proficient in ODL mode of learning.
- b) The University should deploy more full-time Academic Staff to the Study Centres across the Federation in order to provide necessary academic support to students, non-academic staff and course facilitators at the Study Centres.
- c) The University should remove all the impediments for the commencement of the NOUN Business School (NBS) since the Office of the Accountant General of the Federation had agreed to collaborate with it in running the Executive Postgraduate Programmes and Short-term Courses.
- d) The NOUN should continue to engage the Council of Legal Education to secure its approval for the running of its Law programmes and admission of its graduates into Nigerian Law School.
- e) The University should implement the decision of the Visitor in the White paper on the last Visitation Panel Report (2004 - 2010) by ensuring that all NOUN Study Centres are approved by the NUC before they commence operations.

- f) The University should develop a 10-year Strategic Plan (2021 - 2030) to tackle its challenges, consolidate on the achievements and propel the University to greater heights.

4.8.0. Deputy Vice-Chancellors

The performances of the Deputy Vice-Chancellor Administration and Deputy Vice-Chancellor Academic between 2015 and 2020 cannot be divorced from the activities of the then Vice-Chancellor, Prof. Abdalla Adamu.

Professors Patrick Eya (DVC Academic) and Victor Adedipe (DVC-Administration) served between 2016 and 2018 while Professors Uduma O. Uduma (DVC Academic) and Justus O. Sokenu (DVC Administration) served between 2018 and 2020 in Prof. Adamu's tenure. There was a good rapport and excellent working relationship between Prof. Adamu and his Deputies.

4.8.1. Findings

- a) The Deputy Vice-Chancellor Academic is responsible for overseeing the academic matters of the University and activities of the Study Centres across the Federation.
- b) It is also noteworthy that the Vice-Chancellor Academic and other Principal and Faculty Officers are majorly based in the NOUN Headquarters, Abuja.
- c) There were several complaints from the Study Centres regarding non-availability of course materials, inadequate facilities and poor attitude of staff to students' requests.

4.8.2. Recommendation

The University should create an additional office of Deputy Vice-Chancellor to oversee the Study Centres and promote the advancement and management of ICT infrastructure and ODL.

4.9.0. The Senate

In line with the Act, the Senate has the general function of organizing and controlling teaching, admission of students, their discipline and the promotion of research in the University. It is also responsible for the establishment, organization and control of the headquarters, regional offices, Study Centres, Faculties, Departments, Units and other teaching and research arms of the University.

4.9.1. Findings

- a)** At its 87th Meeting held on May 10, 2016 the Senate approved that the taxonomy of Schools be changed to Faculties and Units to Departments in line with what obtained in other Universities.
- b)** The Senate was informed of the reconstitution of the University Governing Council on Monday 12th March, 2018 by the Federal Government. The Vice-Chancellor however, complained to the Senate about the inability of the new Council to convene a meeting due to the absence of the Representatives of Senate on Council. The Senate later elected its Representatives to the Governing Council.
- c)** The Senate streamlined its membership to exclude Study Centre Directors who were not Professors to reduce the cost of hosting Senate meetings.
- d)** Between 2016 and 2020, Senate held a total of twenty (20) regular meetings which indicated an average of four per year.

The number of the meetings fell short of the Senate resolution in 2013 that its regular meetings should be held once in two months to allow for proper and extensive deliberations on matters affecting the University.

- e)** It was also the practice in the Senate to applaud the Reports of accreditation programmes by the NUC without necessarily deliberating extensively on the grey areas specified for amendments. These included:
- inadequate skills of academic staff on ODL;
 - inadequate e-tutors and training facilitators;
 - shortage of academic staff in Study Centres;
 - outdated self-learning materials;
 - inadequate Guidance Counsellors, and
 - disproportionate Tutor/Learner ratio that did not meet NUC BMAS, among others.

4.9.2. Recommendations

- a)** The Senate should conduct elections for the appointment of its Representatives into the Governing Council of the University as soon as it is inaugurated by the Visitor.
- b)** The Senate should adhere strictly to holding its regular meetings of at least a minimum of six times in a year excluding extraordinary meetings.
- c)** The Senate should endeavour to discuss exhaustively the various challenges confronting the University especially those arising from the deficiencies observed by the regulating agencies on the academic programmes and laxities in the Study Centres.
- d)** The Senate should draw up a contingency plan for the running of Paralegal Certificate programmes pending the time the Council of

Legal Education (CLE) will allow the University to resume Law Programmes.

4.10.0. The Registrar

The Registrar is the Chief Administrative Officer and responsible to the Vice-Chancellor for keeping the University records and providing support services for the discharge of his day-to-day activities. The Registrar is also the Secretary to the Governing Council, the Senate, Management and all Statutory Committees of the Council.

4.10.1. Findings

- a)** The Registrar, Mr. Felix Idakwo Edoke was a recipient of the prestigious Council Award of Excellence for exemplary performance in 2020.
- b)** The Registrar initiated the process of promoting eighteen (18) Administrative Staff who had been stagnated since 2012 to the rank of Deputy Registrar in 2016.
- c)** In order to maintain proper staff and students' records, the Human Resource and Academic Registry were digitalized in 2017 to allow for safe keeping and easy retrieval of records.

4.10.2 Observations

- a)** It was to the credit of Mr. Edoke that the students and staff records were digitalized and senior administrative staff were promoted.
- b)** The Panel discovered that the University's major challenge is that of overstaffing at the Headquarters which had rendered the various Study Centres across the country under staffed.

4.10.3. Recommendations

- a)** The exemplary leadership of the Registrar, Mr. Felix Edoka should be noted and the officer urged to continue to serve as a model worthy of emulation by his subordinates.
- b)** The University should adopt a policy of rotating its staff to various Study Centres for the benefit of experience sharing, equity, fairness and quality service delivery.
- c)** Extracts of the minutes of all the Council and Management meetings should be produced by indicating summary of the decisions reached, the stakeholder(s) responsible for action, the timeline for action and any other remarks, which would be forwarded to various members of the Council, ahead of the next meeting.

4.11.0 The Bursar

The Bursar is the Chief Finance Officer of the University and reports to the Vice-Chancellor on the day-to-day financial matters. The University Bursar during the period under review is Dr. Ernest Odeigah. He has a PhD in Finance and is a Fellow Certified National Accountant (FCNA).

4.11.1. Findings

- a)** The following Units are under the supervision of the Bursar:
 - i.** Budget.
 - ii.** Student's Accounts.
 - iii.** Expenditure.
 - iv.** Treasury Management.
 - v.** Final Accounts.
 - vi.** Payrolls.
 - vii.** Business and Auxiliary Services Unit.
 - viii.** Store/Warehouse.

4.11.2. Observations

- a)** During the period 2016 – 2020, the University recorded the following:
- i.** Increase in Personnel Cost Appropriation from ₦2.4billion to ₦5.5billion.
 - ii.** Increase in Capital Expenditure from ₦84million to ₦1billion.
 - iii.** Timely payment of Salaries.
 - iv.** Proper handling of IPPIS shortcomings due to a cordial relationship with the Office of the Accountant General of the Federation.
 - v.** Keeping proper accounting records.
- b)** The University encountered the following challenges during the period under review:
- i.** Shortfall in Personnel cost which impacted negatively on staff welfare.
 - ii.** Inadequate overhead cost leading to the University's inability to meet its obligations.

4.11.3. Recommendations

- a)** The University should intensify efforts to improve its IGR in order to augment its funding.
- b)** The University should embrace and explore Public Private Partnership (PPP) in addressing its infrastructural deficits.
- c)** The University should work assiduously with the appropriate authorities such as the National Assembly, the Federal Ministry of Education, the Ministry of Finance, Budget and National Planning and the Office of the Accountant General of the Federation to improve its yearly statutory allocations.

- d)** The University should explore other avenues of attracting funds through endowments, donations, grants and interventions to meet some of its obligations.
- e)** The University should revamp its investment drive by resuscitating some of its commercial ventures, such as the Guest House, Transport business, and the Microfinance Bank.
- f)** The University Printing Press should be fully commercialized to increase its IGR.

4.12.0. The University Librarian

The Librarian is responsible to the Vice-Chancellor for the administration of the University's Library System. The Chief Librarian for the period under review is Dr. Adam Gambo Saleh.

Dr. Saleh is an experienced Librarian with a history of research and working experience in the e-learning industry. He is a Chartered Librarian of Nigeria (CLN), an active member of Nigeria Library Association (NLA) and several other professional bodies.

The University Library structure is as follows:

- a.** New Central Library which serves as a hub to Zonal Libraries, State Model Libraries, LGA Model Libraries and Faculty Libraries across the country.
- b.** Zonal Libraries in Lagos, Benin, Enugu, Maiduguri, Kano and Abuja.
- c.** State Model Libraries in Kaduna, Maiduguri, Mushin, Jalingo, Damaturu, Masari, Ilorin.
- d.** Ten (10) LGA Model Libraries established in the North Central Zone.
- e.** Faculty Libraries.

4.12.1. Findings

- a)** The University main library at the headquarters had been digitalized and over 20,000 volumes of books in various disciplines were procured and distributed to the Study Centres across the country.
- b)** The NOUN Virtual library was established at the headquarters and some Study Centres such as Abeokuta, Enugu, Benin, Abuja, Asaba, Jos and Kaduna. In all, about 80 new computers and accessories were mobilized to the libraries.
- c)** The University Library is laying the foundation to become a digital library responding to the changing needs of teaching, learning, research and developing new ways of optimizing the digital revolution in information dissemination.
- d)** The library also has a well-developed collection of online research databases and full-text journals that complement its print resources.
- e)** The major challenges of the library include:
 - i.** Single funding source from the TETFund which is always difficult to access.
 - ii.** Lack of adequate qualified Librarians to man the Study Centres libraries across the country.
 - iii.** Lack of infrastructures in the Study Centre Libraries.

4.12.2. Recommendations

- a)** The 10% statutory grant for the library should be provided directly to the library.
- b)** The University should employ more qualified Librarians for deployment to the Study Centres.

- c)** University should seek the support of the appropriate agencies such as the Ministry of Communications and Digital Economy, the National Information Technology Development Agency (NITDA), and the National Communications Commission (NCC) to improve ICT infrastructure especially at the Study Centres.

CHAPTER FIVE

TERM OF REFERENCE THREE

To look into the Financial Management of each Institution including statutory allocations and internally generated revenue over the recommended period and determine whether it was in compliance with appropriate regulations.

5.0.0. Preamble

The National Open University Amendment Act No. 19, 2018 provides for the Finance and General Purposes Committee to exercise control over the finances, expenditures, accounts and the general financial management of the University. The members of the Committee are:

- a)** Pro-Chancellor - Chairman
- b)** Vice-Chancellor
- c)** Deputy Vice-Chancellor (Academic)
- d)** Deputy Vice-Chancellor (Administration)
- e)** Representative of the Federal Ministry of Education
- f)** Four External Members of Council
- g)** Registrar – Secretary

The Council is the highest authority for the general financial management of the University. However, the day-to-day financial management of the NOUN rests with the University Management with the Vice-Chancellor as the Chief Accounting Officer and the Bursar as the Chief Finance Officer.

5.1.1. Financial Management of the Noun

5.1.2. Findings

The financial year of the National Open University of Nigeria (NOUN) is from 1st January to 31st December of each year. The Bursary Department

of the NOUN is charged with the responsibility of ensuring prudent financial management of the University's financial resources.

5.1.3. Bursary Department

The Bursary Department is structured into eight units as follows:

- a.** Budget.
- b.** Student's Accounts.
- c.** Expenditure.
- d.** Treasury Management.
- e.** Final Accounts.
- f.** Payrolls.
- g.** Business and Auxiliary Services Unit.
- h.** Store/Warehouse.

The Department coordinates the annual budget preparations of the University by receiving inputs from the various Departments for collation and submission to the Management for onward transmission to the Council for consideration. The Bursary Department is manned mainly by the Bursar and other competent Accountants. All the Accountants on Grade Level 13 and above in the Bursary Department are members of the recognized professional accounting bodies in Nigeria.

5.1.4. Internal Audit

The Internal Audit Unit is under the Office of the Vice-Chancellor. The Unit provides independent and objective assessment of the University's assets through risk-based auditing techniques. It also guides the Management on how to improve the University's financial operations. This is done by ensuring adherence to internal control processes, Government financial regulations, circulars and procedures. The Unit is structured to perform the following:

- a)** Pre-payment audit, review of Staff salary, claims and all other payment vouchers.
- b)** Retirement of staff advances and departmental and Study Centre financial imprests.
- c)** Review of the authorization of transactions to ensure they have the necessary documentations and approvals.
- d)** Review of printed course materials supplied to the University's Warehouse.
- e)** Examination of purchases made through Procurement, Stores, Departments and Study Centres.
- f)** Inspection of diesel purchases/stocks, assets and disposal of written-off assets.

5.1.5. Observations:

- a)** There is a gap in the relationship between the Bursary Department at the NOUN Headquarters and the Finance Offices at the Various Study Centres. Consequently, there is little interface between the Bursary Department and Finance Offices at the various Study Centres.
- b)** The NOUN is fully integrated into the Accountant General's Computerised Fixed Assets Register (CFAR).
- c)** The Audited Accounts of the NOUN which have been prepared in line with the International Public Sector Accounting Standards (IPSAS) are up to date including the year 2020. The University has no foreign account.
- d)** The NOUN has fully migrated to the Treasury Single Account (TSA) of the Federal Government.

- e) Currently, the Internal Audit Unit is manned by only 25 staff in both the NOUN Headquarters and the various Study Centres. This number is inadequate for effective internal control in the NOUN Headquarters and its Study Centres.
- f) The Bursary Department and the Internal Audit of the NOUN are well structured and the staff are qualified professionals.

5.1.6. Recommendations:

- a) The Management should establish a Unit under the Bursary Department to handle all financial issues pertaining to the Study Centres.
- b) The University should consider increasing the staff strength of the Internal Audit Unit to effectively discharge its functions at both the NOUN Headquarters and the Study Centres.
- c) The NOUN should expand the financial management of the University to integrate all the Study Centres by establishing the offices of Deputy Bursars at the Zonal Centres.
- d) The Management should sustain the regular and timely submission of the audited accounts.

5.2.0 Statutory Allocations

5.2.1. Findings

Since the establishment of the NOUN, it has been funded by the through its annual Statutory allocations, special grants and interventions.

The Statutory Allocations of the University are:

- a) Recurrent.
- b) Capital.

The Special Grants and Interventions are:

- a) TETFund.
- b) Needs Assessment.

Other Sources are:

- a) Internally Generated Revenue (IGR)
- b) Paid Services Fund (PSF)/Paid Services Revenue (PSR)

The inflows of funds to the NOUN between 2016 and 2020 are as given in Table 5.1 below:

TABLE 5.1: SUMMARY OF INFLOWS 2016 -2020

Sources	2016	2017	2018	2019	2020
Bal b/f	58,215,231	739,811,321	4,181,553,126	4,212,979,431	1,087,458,415
Personnel	2,396,454,884	2,782,067,422	4,777,219,028	5,616,995,990	5,509,978,907
Overhead	291,911,449	233,700,568	259,774,272	279,625,695	254,921,458
Capital	84,545,997	138,279,311	498,985,626	2,860,991,478	1,078,376,966
IGR	520,000	-	6,173,954	8,758,700	-
PSF	11,341,819,596	10,794,771,801	10,845,230,326	10,475,030,356	8,670,529,233
Dividends	-	-	9,381,997	8,268,593	-
TETFund	-	-	608,705,000	289,609,589	1,983,929,533
Needs Assessments	-	1,021,684,844	-	104,017,380	-
Total	14,173,467,157	15,710,315,267	21,187,023,329	23,856,277,212	18,585,194,513

Analysis of the figures indicate that the NOUN received the highest and lowest allocations across all subheads to the tune of Twenty Three Billion, Eight Hundred and Fifty Six Million, Two Hundred and Seventy Seven Thousand, Two Hundred and Twelve Naira (**₦23,856,277,212**) and Fourteen Billion, One Hundred and Seventy Three Million, Four Hundred and Sixty Seven Thousand, One Hundred and Fifty Seven Naira (**₦14,173,467,157**) in years **2019** and **2016** respectively.

5.2.2. Recurrent

The Recurrent Allocation is made up of Personnel and Overhead Costs. Personnel Cost is for the payment of emoluments of the Staff of the NOUN while the Overhead is for operating costs and maintenance that are not capital in nature. Between 2016 and 2020, the NOUN experienced a sharp increase in its Personnel costs from Fifty Eight Million, Two Hundred and Fifteen Naira, Two Hundred and Thirty One Naira (**₦58,215,231**) in 2016 to One Billion, Eighty Seven Million, Four Hundred and Fifty Eight Thousand, Four Hundred and Fifteen Naira (**₦1,087,458,415**) in 2020 as shown in Table 5.1. This was the period that the NOUN expanded its Staff strength, number of students as well as Study Centres. Conversely, the Overhead cost decreased from Two Hundred and Ninety One Million, Nine Hundred and Eleven Thousand, Four Hundred and Forty Nine Naira (**₦291,911,449**) to Two Hundred and Fifty Four Million, Nine Hundred and Fifty One Thousand, Four Hundred and Fifty Eight Naira (**₦254,951,458**) as a result of the dwindling resources of Government owing to economic recession, Covid-19 Pandemic and other competing needs. This decrease in the Overhead Cost of the NOUN has adversely affected the quality of services provided by the University.

5.2.3. Observations

- a)** The University had generally enjoyed a robust inflow of funds from its Statutory Allocations.
- b)** The advent of COVID-19 has affected the inflows during part of the period under review thereby reducing the institution's ability to meet some of its financial obligations.

5.2.4. Recommendation:

The Federal Government should increase the overhead allocation to the University to enable it meet all its financial obligations.

5.2.5. Capital

It should be noted that the NOUN received the highest annual Capital allocation of Two Billion, Eight Hundred and Sixty Million, Nine Hundred and Ninety One Thousand, Four Hundred and Seventy Eight Naira (**₦2,860,991,478**) in 2019. Details are contained in Table 5.1. The increase in the Capital allocations to the NOUN facilitated the completion of its Headquarters in the Federal Capital Territory.

5.3.0. Interventions

5.3.1. TETFund.

The TETFund is one of the major sources of funding for capital projects of the NOUN. Funds are allocated based on the submission of the University and the Fund's valuation. All amounts allocated to the University during the period under review have been received and fully utilized. For instance, in 2020 as shown in Table 5.1, the NOUN received the sum of One Billion, Nine Hundred and Eighty One Million, Nine Hundred and Twenty Nine Thousand, Five Hundred and Thirty Three Naira, Twenty Kobo (**₦1,981,929,533.20**) which had been fully utilized.

5.3.2. Observation

Grants from the TETFund have been the major source of funding of capital projects for the University.

5.3.3. Recommendations

- a) The University should sustain its cordial relationship with the TETFund in order to ensure unfettered access to its grants for infrastructural and staff development.
- b) The University should ensure proper utilization of funds received from the TETFund.

5.3.0. Needs Assessments

5.3.1. Findings

- a) The Needs Assessment is another major source of funding for capital and other projects for the NOUN. The essence of the Needs Assessment funding is to bridge identifiable gaps in the infrastructural development and capacity building of staff. The projects for the Needs Assessment cover both capital and non-capital items.
- b) During the period under review, the NOUN received the sums of One Billion, Twenty One Million, Six Hundred and Eighty Four Thousand, Eight Hundred and Forty Naira (**₦1,021,684,840**) and One hundred and Four Million, Seventeen Thousand, Three Hundred and Eighty Naira (**₦104,017,380**) in **2017** and **2019** respectively for Needs Assessment as contained in Table 5.1.

5.3.2. Observations

- a) Like the other organs of the Federal Government of Nigeria, the NOUN has always been funded by its annual Statutory allocations.
- b) The University also receives funds for capital projects from the TETFund and Needs Assessment.
- c) During the period under review, the Needs Assessment allocation to the NOUN was inadequate.

5.3.3. Recommendations

- a) The University should set up a mechanism that will enable it attract more Needs Assessment intervention for infrastructural and staff development.
- b) The Management should explore working relations with agencies like NITDA with a view to attracting funding and technical assistance for its projects.

5.4.0 Internally Generated and Paid Services Revenue

5.4.1. Internally Generated Revenues (IGR)

The sources of IGR for the NOUN are from: -

- Contractors' registration,
- Bidding fees.
- Disposal of Assets.
- The NOUN Investments, (Printing Press, Guest House, Water Bottling Company, Orchard, etc.).

Table 5.1 shows that the University generated the sums of:

- **₦520,000 - 2016.**
- **₦6,173,954 - 2018.**
- **₦8,758,700 - 2019.**

5.4.2. Findings

The NOUN has great potentials in the following areas for IGR:

- **The University Printing Press.** This could generate huge returns into the University coffers if properly managed. The areas of focus in this regard will be mass production of all University documents and publications including course materials, answer booklets and even certificates. Furthermore, these services could

be extended to other educational institutions around the University Headquarters.

- **The Convocation Arena.** This can be rented out for public functions that require outdoor sheltered spaces. Events such as conventions and public lectures are ideal. The sitting capacity of the arena is 9,000.
- **e-Examination Halls.** The e-Examination halls in Study Centres nationwide could be marketed to Computer Based Test (CBT) bodies like JAMB, WAEC, ICAN, banks and even the Civil Service, for use in their various CBT examinations. The e-Examination halls are fully ICT compliant with competent staff to complement the services.
- **Virtual Facilitation Laboratory.** This is a large hall of about 500 raked sitting capacity, with internet services, a restaurant and breakout rooms. This is conducive for international conferences, seminars and workshops. It can also host public lectures that require enclosed spaces.
- **Media Centre/NOUN FM Radio.** The Media centre has a 72 raked sitting capacity, a podium with automatic projector screen and other audio-visual equipment. This can be marketed for high calibre business engagements and meetings for top executives in various organisations. The FM radio station can also be used for public advertisements and jingles, while the virtual facilitation halls can be used for creating, visual online educative content, which has become very marketable especially in this period of Covid-19 Pandemic.

- **The University Bookshop.** This can be used as an outlet to sell publications from the University Printing Press, including those from outside sources and other NOUN branded paraphernalia such as face caps, flash drives, bags, key holders, stickers, badges and lapel pins. This will go a long way to complement the advocacy drive and public enlightenment about the University and its activities.
- **Recreational Centre and Gymnasium.** This can be opened to the public as a way of socialising and extending Corporate Social Responsibility (CSR) and at the same time, generating income. This should however be restricted to registered members only.
- **Sports Facilities.** The sports facilities in Abuja and Kaduna could be used for CSR and possible revenue generation.
- **University Farm House.** The University Farm House located in Kaduna, can be expanded and linked to a water/irrigation project for higher output in order to give it a business focus.
- **The NOUN Microfinance Bank Limited.** This could serve a revenue generating venture if properly managed.
- **The University Medical Centre.** The University Medical Centre could be partially commercialized to generate revenue.
- **The NOUN Consult and Investment Limited.** The NOUN Consult and Investment Limited is at the moment in a comatose state. However, some subsidiaries like water factory and the Guest House are partially operational and should be sustained to enhance the IGR of the University.

5.4.2. Observations

- a) The IGR of the NOUN is very unsteady and insignificant considering its size, spread and great potentials.
- b) The University has great prospects for IGR.

5.4.3. Recommendations

- a) The NOUN should explore the vast potentials of some of its commercial undertakings such as the Printing Press, the Convocation Arena, the e-Examination halls etc. in order to boost its IGR base.
- b) The University should be encouraged to pursue its plans of rehabilitating the Guest House in Kaduna and developing a Hotel in Abuja in order and improve its IGR.

5.5.0. Paid Services Revenue or Paid Services Funds

5.5.1. Findings

Paid Services Revenue (PSR) or Paid Services Funds (PSF) is a major source of funding for the NOUN. The PSR or PSF is money paid by students for specific services which the University is obliged to render to the students through a third party arrangement. Some sources of the PSR/PSF are: -

- Library fees.
- Students ID cards.
- Tuition fees.
- ICT admin fees.
- JAMB registration fees.
- Results verification fees.
- Application enrollment.
- Course materials.

- Late course registration.
- Examination/matriculations.
- Caution and e-facilitation fees.

During the period under review, the University generated an average sum of Ten Billion Naira (**₦10,000,000,000**) per annum as indicated in Table 5.1.

5.5.2. Observations

- The University is enjoying a robust PSR/PSF.
- It appears that the Council of the NOUN is not fully involved in the appropriation and management of the IGR/PSR/PSF.

5.5.3. Recommendations

- Arising from the huge revenue accruing to the University from the PSR/PSF, the NOUN should put in place adequate control measures to ensure accountability.
- The Governing Council should ensure regular oversight in the management of the funds accruing from PSR/PSF to the University.

5.6.0. Outflows

The summary of the outflows of the NOUN is as indicated in Table 5.2.

TABLE 5.2: SUMMARY OF OUTFLOWS 2016 -2020

Sources	2016	2017	2018	2019	2020
Personnel	3,849,732,720	4,328,734,311	4,920,272,113	5,617,146,349	5,520,606,181
Overhead	291,911,449	233,700,568	259,774.272	279,625,695	254,921,458
Capital	84,545,997	138,279,311	498,985,626	2,845,204,625	1,080,300,083
IGR/PSF	6,037,205,381	5,456,854,610	8,611,752,835	8,815,901,502	8,562,954,359
Capital Expenditures from PSF	55,163,079	346,508,497	2,074,554,051	4,817,313,656	1,009,648,964
Dividends	-	-	9,381,997	8,268,593	-

Sources	2016	2017	2018	2019	2020
TETFund	3,115,097,211	-	608,705,000	289,609,589	1,983,929,533
Needs Assessment	-	1,021,684,844	-	104,017,380	-
Total	13,433,655,837	11,525,762,141	16,983,425,894	22,777,087,389	18,412,360,578

5.6.1. Observations:

5.6.2. Personnel Cost. Table 5.2 indicates that the NOUN had consistently augmented its personnel costs from other sources since the outflows appeared to be greater than the inflows for all the years during the period under review. This is clearly outside the statutory allocations of the University.

5.6.3. Auditor General for the Federation Report 2019

Based on the robust nature of the PSR/PSF enjoyed by the NOUN, the University indulged in some infractions and unlawful activities as contained in the Auditor General for the Federation Reports. In 2019 reports for instance, the NOUN committed the following infractions and unlawful activities contrary to the Federal Government Financial and extant regulations:

- a) Augmentation of the Personnel costs from the IGR/PSR/PSF including the 13th month payment to the tune of One Hundred and Fifty Six Million, Seven Hundred and Seven Thousand, One Hundred and Ninety Three Naira, Sixty Seven Kobo (**₦156,707,193.67**) without the statutory budgetary provisions or even the NOUN Council's Appropriation.
- b) Unlawful monetization of the accumulated/unutilized leave in the sum of Four Million, One Hundred and Sixty Three Naira, Seven Hundred and Thirty Four Naira (**₦4,163,734**) paid to Prof. Victor

Adedipe. That practice had been outlawed by Federal Government extant regulations.

- c) Payment of the sum of Forty Five Million, Three Hundred and Ninety Five Thousand, Seven Hundred and Twenty Naira (**₦45,395,720**) as sitting allowances to the internal members of the Council in the same manner like the external members which is contrary to Federal Government Circular referenced **SWC/S/04/ S.310/T/65** dated 8th April 2016 issued by the National Salaries, Income and Wages Commission. The Circular stated among others that "*Chief Executive Officers and Other Public Servants on monthly salary who are Board members of their own establishments are not entitled to sitting allowances*".
- d) Indiscriminate payment of the sum of Five Million, Seven Hundred and Seventy Six Thousand Naira **₦5,776,000** as upkeep allowance to Prof Rotimi Ogidan on secondment to African Council for Distance Education (ACDE) Secretariat based in Kenya. Such payment was the responsibility of the ACDE to which the staff was on secondment.

5.6.4. Recommendations

Though, the Management attempted to respond to most of the audit queries, the Panel viewed some of the responses as unsatisfactory and consequently recommends as follows:

- a) The University should endeavour to operate within the budgetary provisions for personnel costs in line with extant rules.
- b) The NOUN should desist from monetization of accumulated/unutilised leave and fully comply with this extant regulation to avoid a repeat of such infraction.

- c)** The Management should stop the payment of sitting allowances to the internal Council Members of the NOUN.
- d)** The NOUN should stop the payment of upkeep allowance to staff on secondment to other Agencies.
- e)** The Visitor is invited to note the 2019 Auditor General for the Federation's Report on the NOUN as contained in the Appendix (Vol. 2).

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.

6.0.0. Preamble

The National Open University of Nigeria (NOUN) like other public institutions is funded through budgetary allocations from the Federal Government. The University is also funded by the Tertiary Education Trust Fund (TETFund) and the Federal Government Special Needs Assessment Intervention.

The allocations and grants from the TETFund and the Needs Assessment are special interventions to fund key priority projects. The NOUN in addition to the external inflows has Internally Generated Revenue (IGR) and Paid Services Revenue (PSR)/Paid Service Funds (PSF). *"Funds generated through PSR/PSF are specifically meant for expenses and services rendered to students' in the course of learning facilitation".*

The sources of IGR for the University are mostly from Contractors' registration, bidding fees and disposal of assets. Money so generated is used to fund projects and services identified and approved by the University Governing Council. Funds generated through PSR/PSF are specifically meant for expenses and services rendered to students in the course of learning facilitation.

6.1.1. Findings

6.1.2. Funds Inflow to the NOUN

The summary of funds released to the University between 2016 and 2020 is as indicated in Table 1.

TABLE 6.1: SUMMARY OF FUNDS RECEIVED 2016 – 2020

Sources	2016	2017	2018	2019	2020	TOTAL
Capital	84,545,997	138,279,311	498,985,626	2,860,991,478	1,078,376,966	4,661,183,378
TETFund	-	-	608,705,000	289,609,589	1,983,929,533	2,882,244,122
Needs Assessment	-	1,021,684,844	-	104,017,380	-	1,125,705,224
IGR	520,000	-	6,173,954	8,758,700	-	15,452,654
PSR/PSF	11,341,819,596	10,794,771,801	10,845,230,326	10,475,030,356	8,670,529,233	52,127,381,312

An analysis of Table 6:1 reveals that:

- The NOUN enjoyed a steady increase in capital allocation up to 2019.
- The TETFund allocations to the NOUN increased significantly in 2020.
- The Needs Assessment decreased considerably in 2019.
- The IGR recorded some improvement, though not stable.
- The PSR/PSF had continued to remain robust.

6.1.3. Observations.

- a) The Capital releases from the Federal Government budgetary allocation to the NOUN need improvement.
- b) The NOUN enjoyed a steady grant from the TETFund and a fair intervention from the Needs Assessment.
- c) The IGR of NOUN is insignificant.
- d) The NOUN has a robust PSR/PSF.

6.1.4. Recommendations

- a) The Federal Government should improve the capital allocation of the NOUN.

- b) The University should devise better strategies to attract more grants and interventions from the TETFund and Needs Assessment.
- c) The NOUN should ensure that the PSR/PSF are judiciously utilized to serve student needs in order to achieve the objectives of the ODL Scheme.

6.2.0. APPLICATION OF FUNDS BY THE NOUN

6.2.1. Findings

The summary of application of funds by the University between 2016 and 2020 is as indicated in Table 6.2.

TABLE 6.2 – SUMMARY OF EXPENDITURE 2016 – 2020

Sources	2016	2017	2018	2019	2020	TOTAL
Capital	84,545,997	138,279,311	498,985,626	2,845,204,625	1,080,300,083	4,647,315,642
IGR/PSR/PSF	6,037,205,381	5,456,854,610	8,611,752,835	8,815,901,502	8,562,954,359	37,474,668,687
Capital Expenditures from PSF	55,163,079	346,508,497	2,074,554,051	4,817,313,656	1,009,648,964	8,303,188,247
TETFund	3,115,097,211	-	608,705,000	289,609,589	1,983,929,533	5,997,321,333
Needs Assessment	-	1,021,684,844	-	104,017,380	-	1,125,702,224

An analysis of Table 6.2 reveals that:

- Appropriations for Capital projects for the period between 2016 and 2020 were fully utilized.
- The NOUN funded a number of capital projects and services from the IGR/PSR/PSF.
- The TETFund and Needs Assessment were equally fully utilized.

6.2.2. SUMMARY OF PROJECTS

6.2.3. Findings

Table 6.3 gives a summary of projects embarked upon during the period under review.

TABLE 6.3: SUMMARY OF PROJECTS

S/N	FUNDING SOURCE	NO. OF PROJECTS	LOCATION	STATUS		REMARK
				COMPLETED	UNCOMPLETED	
1.	Budgetary Provision (Capital Appropriation)	34	Spread across the Country	17	17	There is need to provide further funding for the uncompleted projects, as they are quite necessary and relevant to the University.
2.	TETFund	15	Spread across the Country	7	8	Funding for these projects is fully covered by the TETFund to completion.
3.	Needs Assessment	3	Spread across the Country	3	Nil	The NOUN needs to request for more NEEDS intervention projects.

The summary of the projects are:

- Capital Appropriation - 17 completed and 17 ongoing.
- TETFund sponsored projects - 7 completed and 8 ongoing.
- The Needs Assessment - 3 completed and none ongoing.

6.2.4. Abandoned Projects

6.2.5. Findings

- a) A building project at the Model Study Centre, Kubwa awarded to Messrs. CCECC in 2003 has remained abandoned at 30% completion. This project is meant to be a Model Centre to serve as a prototype for the NOUN Study Centres nationwide but was not funded and the contractor abandoned site.
- b) The alternative access road project by ATD Resource Limited into the NOUN Headquarters Complex at Jabi, Abuja is still ongoing.

TABLE 6.4: ABANDONED/ONGOING PROJECTS

S/NO	PROJECT	DESCRIPTION	LOCATION	STATUS	REMARKS
1.	Kubwa Study Centre (Messrs. CCECC)	Model Study Centre	Kubwa, Abuja	Abandoned	Project was funded by the TETFund and awarded to Messrs. CCECC in 2003 under the Federal Ministry of Education and has reached 30% level of completion and has since been abandoned.
2.	Alternative Access Road with Bridge. (ATD Resources Ltd)	Additional Access to the Jabi Headquarters of the NOUN.	Jabi, Abuja	Ongoing	The project was at 30% completion due to lack of funds but the NOUN has received some funds to continue the project.

6.3.0. Other Capital Projects

6.3.1. Findings

The records submitted to the Panel indicate that some Capital Projects were executed with funds sourced from PSR/PSF.

TABLE 6.5 – SUMMARY OF PROJECTS EXECUTED WITH FUNDS FROM PSR/PSF

S/N.	PROJECT DESCRIPTION	LOCATION	STATUS	REMARK
1.	Renovation of offices	Spread across the country	Completed	There is need for the Directorate of Physical Planning to closely monitor and carry out effective supervision of the projects to ensure standards are adhered to.
2.	Renovation of Study Centres	Spread across the country	Completed	Same as above
3.	Construction of Examination Hall	Kaduna, Lokoja, Owerri and Yenagoa	Completed	Same as above
4.	Construction of Warehouse	Kano, Yola and Jabi-Abuja	Completed	Same as above
5.	Construction of Office Block	Yenagoa, Damaturu, Kano, Uyo, and Kaduna	Completed	Same as above
6.	Rebranding with NOUN colours	Some selected Study Centres spread across the six geo-political zones,	Completed	Same as above
7.	Injection Sub-station	Jabi, Abuja	Ongoing	Same as above
8.	Construction of Retaining Wall.	Jabi, Abuja	Ongoing	Same as above

6.3.2. Observations

- a)** The report of the 2020 Students' Needs Assessment Survey conducted by the University shows that the students are in dire needs of the following for effective learning:
- Adequate supply of course materials.
 - Updating the library with more recent materials.
 - Improvement of the quality of video and audio materials.
 - Configuring websites for easy accessibility.
 - Provision of larger capacity CBT halls.
 - Provision of more computers for writing e-examinations.
- b)** Some capital projects not directly related to the students' needs were executed using the PSR/PSF funds. This amounts to misapplication of funds.

6.3.3. Recommendations

- a)** The University should use the PSR/PSF funds for the needs of students as revealed in the report of 2020 Students' Needs Assessment Survey conducted by the Institution.
- b)** The University should investigate the misapplication of the funds used for purposes other than the ones the PSR/PSF were meant to address.
- c)** Arising from the national spread of the University, it is recommended that the Directorate of Physical Planning, Works and Services be restructured into two (2) Directorates, viz:
- d)** Physical Planning and Infrastructure.
- e)** Works and Maintenance.

6.4.0. Status of Physical Infrastructure and Disposition of Technical Staff

The Panel carried out physical site inspections and assessments of some selected Study Centres across the country in collaboration with staff of the University and those of the Federal Ministry of Works and Housing in the various States.

6.4.1. Findings

- a)** All infrastructural developments of the Study Centres are controlled and managed at the University Headquarters.
- b)** The development of Study Centres is not evenly spread across the Country.
- c)** The quality and standard of facilities and infrastructure provided in some of the Study Centres do not befit a Tertiary Institution of learning.

6.4.2. Observations

- a)** The Panel observed a serious deficiency in the funding and supervision of the much needed projects.
- b)** Some of the existing Study Centres are improvised facilities, donated by communities and the Federal Government. They were not initially designed to serve as Study Centres.
- c)** The NOUN has not documented its landed properties with the appropriate government authorities.
- d)** The nominal roll submitted by the University indicates the shortage of requisite professionals required for the effective supervision of projects.
- e)** Some of the Senior Technical staff of the Directorate of Physical Planning, Works and Services are not registered with their relevant Professional bodies.

- f)** All the VSATs installed for the purpose of providing ODL services to students across the country are no longer functioning. The University is left with using routers and mifi for internet access, while the students use GSM service providers which is not economical.
- g)** The NOUN Headquarters does not have the required ICT infrastructure for an ODL Institution. Instead of a fibre optics line, cabled local area network (LAN) and wireless, it is served by routers and MiFi's which are quite expensive, slow and ineffective.
- h)** Facilities meant for the physically challenged are inadequate.

Table 6.6 shows disposition of the technical staff of the University by professions and affiliations.

TABLE 6.6: DISPOSITION OF TECHNICAL STAFF AND PROFESSIONAL AFFILIATION

S/NO.	PROFESSION	QUALIFICATION	NUMBER	PROFESSIONAL AFFILIATION	TOTAL STAFF	REMARKS
1.	Architect	M Sc. Architecture B Sc. Architecture M Tech. Architecture B Tech Architecture PGD Landscape Architecture HND Architecture	8 1 1 2 1 1	6 0 0 1 0 0	14	There is need to encourage all the Technical Staff to register with their professional bodies.
2.	Builder	B. Tech. HND Building	1 4	0 0	5	"
3.	Electrical	B. Engr. Elect. HND Elect. OND Elect. National Diploma Elect. Certificate Trade Test Elect.	5 7 3 2 3 2	3 1 0 0 0 0	22	"
4.	Mechanical	B. Eng. Mechanical HND Mechanical	2 5	2 0	7	"
5.	Structural	-	-	-	0	"
6.	Civil	M. Sc. Construction Management B. Engr. Civil Engineering HND Civil Engineering	1 7 2	0 3 1	10	"

S/NO.	PROFESSION	QUALIFICATION	NUMBER	PROFESSIONAL AFFILIATION	TOTAL STAFF	REMARKS
7.	Quantity Surveyor	M. Sc. Construction Management B. Sc. Quantity Survey B. Tech. Quantity Survey HND Quantity Survey	1 1 2 2	1 0 0 1	6	"
9.	Estate Management	B. Sc. Estate Management B. Tech. Estate Management HND Estate Management Diploma	5 5 2 2	0 1 0 0	14	"
10.	Technical Officers	Certificates	6	0	6	
11.	Artisans and craftsmen	Certificates	14	0	14	"

6.4.3. Recommendations

- a) The University should explore other sources of revenue to fund its capital projects in view of the lessons learnt from the COVID-19 Pandemic which has made ODL the new normal in education delivery.
- b) Considering the need, climatic and environmental factors, the NOUN should redesign its prospective Study Centre across the Country into five (5) categories:
 - Zonal
 - State Capitals
 - Local Government Headquarters
 - Communities
 - Special Centres
- c) The Zonal Offices should be properly manned by duly registered professionals in built environment.
- d) The University should embark on intensive advocacy in collaboration with its Alumni, Philanthropists, Development Partners, Corporate

organizations and other stakeholders to raise funds for special projects and programmes.

- e)** The NOUN should update and upgrade its asset register in line with International Public Sector Accounting Standards (IPSAS).
- f)** The NOUN should comply with the Federal Government directive that all Public Buildings must have facilities for the physically challenged.
- g)** The ICT Department of the University should improve its service delivery capacity by deploying the latest technology and training of its personnel for effective deployment.
- h)** The University should develop a Strategic Plan for infrastructural development at the Zonal and other Study Centres for better access to lifelong learning.
- i)** The University should ensure that the next phase of infrastructural development is for States that do not have befitting Study Centres.
- j)** The Federal Ministry of Education should direct the National Universities Commission to declare a period of moratorium on the establishment of new Study Centres to allow for the existing Centres attain a desirable level of functionality.
- k)** The University should ensure that facilities for teaching and learning are upgraded to a standard that puts the graduates of the University the same pedestal with their counterparts in the conventional Universities.
- l)** The NOUN should interface with ICT infrastructure service providers such as NITDA, GLO, Starlink, Phase3, BCN among others and negotiate a discounted educational package for the University Headquarters and the Study Centres.

CHAPTER SEVEN

TERM OF REFERENCE FIVE

To examine the adequacy of the staff and Staff Development Programmes of each University.

7.0.0. Preamble

The adequacy of staff of any University is determined largely by the extent to which student/staff ratio, qualifications, experience and staff mix meet the Benchmark Minimum Academic Standards (BMAS). It is on this premise that the National Universities Commission established standards on staffing for various cadres of academic and non-academic staff for Universities in Nigeria.

7.1.1. Academic Staff

7.1.2. Findings

a) The academic staff mix stipulated by the National Universities Commission for Professorial, Senior lecturer, Lecturer 1 and below are 20%, 35% and 45% respectively.

b). In 2020, the NOUN had:

i.	Number of academic staff	-	382
ii.	Number of Facilitators	-	4,908
iii.	Number of Active students	-	100,748
iv.	Academic staff:student ratio	-	1:263
v.	Tutor (Facilitator):student ratio	-	1:21

c) The NOUN has eight (8) Faculties with thirty-three (33) Departments running fifty-five (55) degree programmes.

Table 7.1: Staff/Students Ratio for each Faculty

S/N	Faculty	Students Enrolment	Active Current registration	No. of Academic Staff	Staff/Students Ratio	Staff/Students Ratio by NUC
1.	Agriculture	4,854	449	24	19:1	15:1
2.	Arts	11,050	1,310	32	41:1	30:1
3.	Education	66,865	7,603	31	245:1	30:1
4.	Law	28,921	1121	16	70:1	30:1
5.	Management	171,048	19,719	39	506:1	30:1
6.	Science	117,879	11,474	41	280:1	20:1
7.	Social Sciences	150,265	20,465	53	386:1	30:1
8.	Health Sciences	39,976	14,174	21	674:1	10:1

d) The University had put in place the following academic practices which enabled the teaching staff and facilitators to meet the academic needs of students:

- i.** Online facilitation.
- ii.** e-examination.
- iii.** Pen-on-paper examination.
- iv.** Student's project moderation.
- v.** Supervision of students' projects.
- vi.** Writing of course materials.
- vii.** Marking Pen-on-Paper scripts (POP).
- viii.** Learner support.
- ix.** Tutor Marked Assignments (TMA).

7.1.3. Observations

a) The data in Table 7.1 shows a shortfall in the academic staffing of the NOUN. The distribution of academic staff of the NOUN with the present number of students is inadequate.

- b)** The NOUN has few Senior Lecturers in its system which is clearly inadequate. The number of middle level academic staff (Lecturer I and II) in the system is also inadequate.

7.1.4. Recommendations

- a)** The Government should grant the University a Special Waiver for the recruitment of young lecturers who are ODL compliant to promote pyramidal structure in its staffing.
- b)** The University should provide all the facilities needed by the academic staff for teaching and research for quality academic delivery in all the Study Centres.
- c)** The NOUN should strive to comply with the NUC's BMAS with regard to staff mix in all its academic programmes.
- d)** The University should deploy more academic staff to Study Centres.

7.2.0. NON-ACADEMIC STAFF

7.2.1. Findings

- a)** During the period under review (2016 - 2020), the total number of non-academic staff stood at 4,009 which is 91.3% of the total staff strength broken down as follows:-
- Administrative - 506
 - Professional - 443
 - Counsellors - 58
 - Technical - 1,222
 - Junior - 1,780
- b)** In spite of the high percentage (91.3%) of non-teaching staff in comparison to the academic staff, the number is still inadequate to meet the needs of the Study Centres.

- c) Based on submissions to the Panel, there are fifty eight (58) Counsellors that are engaged by the University. This implies that more than 40% of the Study Centres do not have Counsellors.

7.2.2. Observations

- a) In view of the role of Counsellors in providing students with social, psychological support and direction especially in the absence of physical teachers, their absence/inadequacy at the Study Centres is not desirable for effective teaching and learning.
- b) The breakdown of the number of non-teaching staff shows a preponderance of junior staff over the technical, professional and administrative staff. This makes the situation irregular as the services of junior staff are usually outsourced for cost-effectiveness.

7.2.3. Recommendations

- a) The University should engage more Counsellors to ensure that all the Study Centres are provided for.
- b) The University should give more priority to the engagement of technical, administrative and professional staff while the services of most junior staff could be outsourced.

7.3.0. Staff Development

Staff development is an integral part of capacity building. It enables a University attain a level of excellence in service delivery. The viability of the National Open University of Nigeria will depend largely on the extent of its staff development especially on Open and Distance Learning pedagogy.

7.3.1. Findings

- a) During the period under review (2016-2020), the National Open University of Nigeria introduced consistent and innovative staff

training programmes to develop skills and capacity for both teaching and non-teaching staff. The programmes include:

- Conferences, Workshops and seminars
- Higher degree programmes.
- Mandatory Continuous Professional Development (MCPD) programmes.
- TETFund sponsored conferences.
- TETFund sponsored online training and development programmes.
- TETFund sponsored institution-based research.

b) In 2020, the Governing Council of the University dedicated its staff development fund to train both academic and non-academic staff in ODL as listed below:

- Academic staff - 874
- Junior staff - 1,333

7.3.2. Observations

- a.** A large number of University staff is yet to be properly trained on ODL.
- b.** The Panel discovered during visits to selected Study Centres in the six geopolitical zones that ODL training is skewed towards staff at the Headquarters.
- c.** The training of staff on ODL has not been upgraded to the level of certification.

7.3.3. Recommendations

- a)** The University should lay more emphasis on the training of staff on ODL system.

- b) The NOUN should ensure that the TETFund and Needs Assessment grants are utilized in training and equipping staff to adequately meet the academic needs of students.
- c) The University should structure its ODL and other training programmes to various levels of certification depending on the cadre of staff involved.

7.4.0. Memoranda from the Staff

7.4.1. Re-Wrongful termination of Appointment

Mr. Felix Nivazu a staff of Abuja Model Centre forwarded a petition to the Panel on alleged unjust termination of appointment as a Data Base Administrator I. According to him, he received a letter of termination of his appointment on 18th June, 2019 from the Governing Council of the University. The termination was based on act of misconduct.

Based on the comment of the Vice Chancellor, the case of Mr. Felix Nivazu had been tried twice by the Governing Council. The Council followed due process in terminating the appointment of Mr. Nivazu and in also dismissing his appeal against the termination of his appointment. Council found out that his appeal lacked merit as he didn't adduce any fresh facts to warrant a reversal of the earlier decision.

7.4.2 Finding

The Panel noted the decision of the Governing Council on the termination of of Mr. Felix Nivazu's appointment since he did not make available any fresh facts apart from what was decided by Council.

7.4.3. Re: Petition against Mr. John Ubaji over serial acts of abuse of office, long term in one position and the Registrar for poor administration among other vices.

The Panel received a petition from Dr. Atuma Okpara of Gusau Study Centre, Zamfara State. The major complaint of Dr. Okpara is that his

Tenured Appointment was converted to Contract Appointment on discovery that he was over fifty years of age when he was employed in the service of the University.

Dr. Okpara has however approached the National Industrial Court of Nigeria, Abuja Judicial Division and the matter is before His Lordship, Hon. Justice O.Y. Anuwe.

7.4.4. Recommendation

Since the case of Dr. Atuma Okpara is before the National Industrial Court of Nigeria, it would be subjudice for the Panel to treat the matter.

7.4.5. Memorandum from Representation NOUN Academic Staff

Prof. Abubakar Garba Suleiman forwarded a memorandum to the Panel on behalf of NOUN Academic Staff. In his memoranda, he complained about the following:

- a)** Unavailability of staff union in the University which did not give room for appropriate expression of problems and challenges being faced by staff.
- b)** That staff are not being trained and developed internally like other Universities.
- c)** Appointment of only doctorate degree holders for academic position which does not allow for proper grooming and development of academic staff internally.
- d)** The imposition of the immediate past Vice Chancellor, Prof. Abdalla Uba Adamu by the Federal Government which was against the rules and statutes of the Nigerian University system.

- e) Because the University does not have a staff academic union, the NOUN staff are always excluded from any benefit accruing from negotiations between Federal Government and ASUU.

7.4.6. Recommendation

The Panel addressed all the issues raised by Prof. Suleiman in its recommendations to the Visitor.

7.4.7 Re: Unlawful, Malicious and Unjust Termination of Appointment

The Panel received a memorandum from Mr. Edwin Adobe who was employed as a Principal Hardware Engineer II on GL. CONTIS 7 step 4 on 22nd October, 2007. According to Mr. Adobe, his appointment was terminated by the University on 18th June, 2019 for illegal activities on the University portal.

7.4.8. Observations

- a) The Panel discovered from the report of the Governing Council that Mr. Adobe was found guilty of illegal attempt to reset password of some members of staff.
- b) It was also discovered that Mr. Adobe has sought redress on his case at the National Industrial Court of Nigeria, Abuja Division in the suit No. NICN/ABJ/259/2019

7.4.9. Recommendation

Since the case of Mr. Edwin Adobe is before the National Industrial Court of Nigeria, it would be subjudice for the Panel to treat the matter.

CHAPTER EIGHT

TERM OF REFERENCE SIX

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

8.0.0. Preamble

The University during the period under review related with the following statutory bodies amongst others:

- i.** Federal Ministry of Education (FME).
- ii.** National Universities Commission (NUC).
- iii.** Governing Council.
- iv.** Joint Admissions and Matriculation Board (JAMB).
- v.** Tertiary Education Trust Fund (TETFund).

8.1.0. Relationship between the University and the Federal Ministry of Education

The Federal Ministry of Education is responsible for:

- a)** the provision of a National Policy on Education in collaboration with States and relevant stakeholders;
- b)** harmonizing educational policies and procedures of all the States of the Federation through the instrumentality of the National Council on Education;
- c)** collecting and collating data for purposes of educational planning and financing;
- d)** maintaining uniform standards of education throughout the country.

- e)** developing curricula and syllabuses at the national level in conjunction with other bodies; ·
- f)** coordinating non-formal education including adult education, vocational improvement centres, correspondence courses etc;
- g)** instituting a process for a periodic review and alignment of manpower produced by the educational system with the national manpower need; and
- h)** providing appropriate education laws and ensuring their enforcement.

8.1.1. Findings

- a)** The National Open University Act provides that the Federal Ministry of Education is represented on the Council by the Permanent Secretary of the Ministry or his Representative. During the period under review, the Ministry was appropriately represented at Council meetings by high ranking officers to ensure that it was properly guided in its deliberations.
- b)** The Ministry played a crucial role in coordinating the successful amendment of the NOU ACT in 2018 during the public hearings, the passage of the Bill by the National Assembly and final assent by Mr. President.
- c)** The University fully complied with the circulars from the Ministry, one of which stated that its representative should be a member of Statutory Committees such as Finance and General Purposes, Appointments and Promotions and Senior Staff Disciplinary Committees. This was evident in the minutes and decisions of Councils made available to the Panel.

- d)** The Federal Ministry of Education organized a National Advocacy and Sensitization Programme on Open and Distance Learning in collaboration with the NOUN on 29th April – 3rd May 2019. The Programme was held in the North Central (Abuja) and South East (Enugu) geo-political zones. One of the papers presented at the Seminar for the programme titled “**Overcoming the JAMB Obstacles for University Education through the Open and Distance Learning**” was delivered by the Director, Academic Planning, National Open University of Nigeria (NOUN), Prof. Nebath Tanglang.
- e)** The Ministry presented a memorandum on the need for national advocacy to strengthen ODL mode for achieving education 2030 agenda in Nigeria to the Joint Consultative Committee on Education (JCCE) Reference Committee on Tertiary Education for the approval of the National Council on Education at its 2021 Ministerial Session.
- f)** In the Ministerial Strategic Plan (2018 - 2022) of the Federal Ministry of Education, the NOUN is considered a flagship institution for breaking the barriers to constrained access of eligible Nigerians to quality University education. It is on this premise that the University conducted a Needs Assessment Survey of all students and staff to reposition the NOUN to become a model Open University in Africa.
- g)** The University also participated in the yearly meetings of Federal Tertiary Institutions on budget preparations and defence which were coordinated by the Ministry.

8.1.2. Observations

- a)** The University's partnership with the Federal Ministry of Education in organizing National Advocacy on ODL is a demonstration of the zeal of the institution to promote education delivery using technology as a new normal.
- b)** The University's effort in exploring Public Private Partnership (PPP) in establishing its Guest House in Abuja and development of the University Village for Staff Quarters is in harmony with the Strategic Plan of the Federal Ministry of Education for educational institutions to be proactive in their infrastructural development.
- c)** The University has not been participating in the meetings of the Joint Consultative Committee on Education (JCCE) Reference Committee on Tertiary Education which serves as the clearing house for policies to be approved by the National Council on Education.

8.1.3. Recommendations

- a)** The University should sustain the cordial relationship existing between it and the Federal Ministry of Education for the effective implementation of ODL in Nigeria.
- b)** The NOUN should always ensure its participation at the JCCE Reference Committee meetings on Tertiary Education in order to make professional inputs on policy matters that border on strengthening the ODL in Nigeria.
- c)** The Federal Ministry of Education should conduct periodic monitoring exercises on the level of implementation of provisions of the National Policy on Education on ODL in the University Headquarters and its Study Centres.

- d)** The University should continue to explore PPP as a veritable tool for addressing its infrastructural deficits as provided for in the FME Ministerial Strategic Plan (2018-2022).

8.2.0. Relationship between the University and the National Universities Commission (NUC)

The NUC is a Parastatal under the Federal Ministry of Education that is saddled with the mandate of accrediting degree awarding institutions and their academic programmes. The main functions of the Commission include:

- a)** granting approval for all academic programmes in Nigerian Universities;
- b)** granting approval for the establishment of all higher educational institutions offering degree programmes;
- c)** ensuring quality assurance of all academic programmes offered in Nigerian Universities; and
- d)** serving as channel for all external support to the Nigerian Universities.

The above functions are performed in conjunction with designated professional bodies and agencies such as the Nigerian Medical and Dental Council (NMDC), the Institute of Chartered Accountants of Nigeria (ICAN), Association of National Accountants of Nigeria (ANAN), the Council of Legal Education (CLE), Architects Registration Council of Nigeria (ARCON) and the Council for Registration of Engineering in Nigeria (COREN), among others.

8.2.1. Findings

- a)** Following series of meetings between the Vice-Chancellor and the NUC officials, a Joint Committee of the NOUN and the NUC was constituted to address matters relating to Resource Verification; Programme Audit; and Accreditation of Programmes.
- b)** During the period under review, the NOUN sought the NUC's approval before new programmes were mounted in compliance with extant rules. The University also set up the necessary processes for introduction of new programmes through resource verification by the NUC.
- c)** In a bid to meet up with the NUC's requirements for accreditation, the University invited Mock Accreditation Team and the external assessors who visited all the Study Centres to ensure that all the problems relating to the accreditation were addressed.
- d)** In 2017, the NUC conducted resource verification for the running of the NOUN Business School (NBS) for Executive Postgraduate Programmes. In 2018, NUC the released the report of due approval for the establishment and running of the NBS.
- e)** In March 2016 the NOUN relocated to its permanent campus in Jabi, Abuja in compliance with the NUC's policy that Federal Universities operating on temporary sites had fifteen (15) years to commence movement to their permanent sites.
- f)** During the period under review, the NUC was represented on the NOUN Governing Council by senior officers not below the rank of

Director. This provided for proper guidance during deliberations at Council meetings.

- g)** The NUC played a crucial role in the successful amendment of the NOU Act in 2018 during the public hearings, the passage of the Bill by the National Assembly and final assent by Mr. President.
- h)** The NOUN staff participated actively in the NUC's accreditation and other quality assurance activities and have been reported to be dutiful and efficient.

8.2.2. Observations

- a)** The involvement of NUC in the meetings of the Governing Council of the NOUN is contrary to the provision of the University Act.
- b)** Assessment of the implementation of the White Paper on Visitation Panel recommendations on the University 2004 - 2010 showed that the NOUN did not comply with the Visitor's approval that it should apply and obtain approval of the NUC before any new Study Centre and Academic Unit are established.

8.2.3. Recommendations

- a)** The University should sustain its cordial relationship with the NUC for the production of graduates that are globally competitive.
- b)** The University should not establish any new Study Centre or commence academic activities in any Study Centre until the NUC grants approval through necessary resource verification.
- c)** The University should urgently put machinery in motion for deployment of its Academic staff to the Zonal/State Study Centres in line with the NUC's position.
- d)** The NUC should be represented in the meetings of the Governing

Council of the University in advisory capacity to guide the Council appropriately in its deliberations.

- e) The NUC should conduct a nationwide survey of all Study Centres to establish their viability among other requirements.
- f) The NOUN should seek NUC's ratification for all the Study Centres established without its approval.

8.3.0 Relationship between the University and the Governing Council

The Governing Council is the body charged with the general control of the policy, finances and property of the University. The functions of the Council include:

- a) to govern, manage and regulate the finances and accounts of the University;
- b) to oversee the investments, property and business of the University;
- c) to make sound policies for effective running of the University;
- d) to provide for the welfare of all persons employed by the University;
- e) to ensure Management follows due process in the award of contracts;
- f) to perform oversight functions on the activities of the Management;
- g) to appoint the Principal Officers of the University; and
- h) to exercise powers of removal from office and other disciplinary control on the staff.

8.3.1. Findings

- a) Between 2016 and 2020, the University was administered by two

Governing Councils viz; the Council headed by Senator Ameh Ebute, CON, from 2014 to 2017; and the other one headed by Prof. Peter Okebukola, OFR from 2018 to date;

- b)** The roles of the two Governing Councils during the period under review with regards to finance, appointments, promotions, discipline and academics in conjunction with the management, demonstrated cordiality between the University and the Governing Councils;
- c)** Council worked in harmony with the Management for the development of University Campus in Jabi, Abuja through a high impact TETFund's Special Intervention and the subsequent relocation of the University Headquarters from Lagos to Abuja in March 2016;
- d)** Between 2018 and 2020, the Council ensured that staff of the University were filtered through a rigorous process of appointment and promotion using the revised policy on appointment and promotion for all categories of staff in order to have comparable quality with those in the first generation Universities.
- e)** The Governing Councils during the period under review appeared to be unaware of the investments and business ventures of the University especially the activities of the NOUN Microfinance Bank and the NOUN Consult Investment Limited (NOUNCIL).

8.3.2. Recommendations

- a)** The cordial relationship between the Governing Council and the University Management should be sustained.
- b)** The Council should always ensure proper control over the investments, property and business ventures of the University to

improve its IGR base.

- c) The Governing Council should institute an Audit Panel to investigate the activities of the NOUN Microfinance Bank and NOUNCIL for possible resuscitation or liquidation.

8.4.0 Relationship Between the University and The Joint Admissions and Matriculation Board (JAMB)

The Joint Admissions and Matriculation Board (JAMB) was established in 1978 with the responsibility of ensuring a uniform standard for the conduct of matriculation examinations and placement of suitable candidates into the nation's Universities. The law was later amended to include the conduct of Monotechnics, Polytechnics and Colleges of Education Matriculation Examination so as to tackle issues of lack of standards and uniformity in admission processes and multiple applications by students.

8.4.1. The functions of JAMB are:

- a) Conducting Unified Tertiary Matriculation Examination (UTME) which acts as a requirement for gaining admission into all tertiary institutions in Nigeria.
- b) Ensuring that candidates seeking admission into tertiary institutions are eligible by specifying the qualifications for participation in the UTME examinations and also to gain admission into tertiary institutions.
- c) Fixing the venue and date of the UTME examination, its frequency, the mode of the test (CBT or paper based), the duration and general subjects for all candidates.

- d)** Working alongside other academic bodies to create requirements such as five/four credits in the relevant subjects and cut off marks to distinguish students suitable for universities from others.
- e)** Developing and reviewing the syllabus for UTME in conjunction with the Nigerian Educational Research Development Council (NERDC) and other stakeholders to ensure the syllabus remains relevant and meets the current educational needs.
- f)** Involving tertiary institutions in the preparation of brochure which contains necessary information on all courses run by tertiary institutions in Nigeria.
- g)** Visiting tertiary institutions to ensure compliance with the decisions made by JAMB, National Universities Commission (NUC), National Commission for Colleges of Education (NCCE) and National Board for Technical Education (NBTE) regarding admissions.
- h)** Carrying out placement of direct entry admissions for certain categories of candidates who do not need to go through UTME.

8.4.2. Observations

- a)** During the period under review, the Officials of the NOUN met with the Registrar of JAMB over the regularization of the admission of the NOUN students. The University thereafter wrote back to accept the terms and conditions given.
- b)** In a letter addressed to the Chairman of the Panel the JAMB Registrar informed that the Board recently deepened its interaction with the University with a view to obtaining and

providing accurate records and statistics of students admitted into the University for data capture and other national purposes.

- c) A direct link was therefore, created for the University in the JAMB's portal for unrestricted access to register suitably qualified applicants into the University. However, the special facility is yet to be adequately utilized by the University.
- d) For the 2020 admission exercise for instance, a provision of 109,105 admission spaces were made for the NOUN in the JAMB's portal. However, this provision has not been significantly utilized. Only 150 of the 109,105 spaces have been utilized for 2020/2021 academic session. This, according to JAMB, is not a representation of the reality.
- e) The implication of the above is that the University is yet to properly comply with the provisions of the Law (JAMB Act 1978, as amended) which mandate that all admissions into first degree programmes be made through JAMB.
- f) The Panel equally discovered from the report of accreditation of the University by NUC, that some of the candidates admitted by the NOUN did not meet the National minimum requirement of five (5) credits for admission into first degree programmes.

8.4.3. Recommendations

- a) The University should utilize the JAMB online customized facility for the registration of its candidates on the Central Admission Processing System (CAPS) which is a system that has transformed and harmonized the entire admission process into all the tertiary institutions in Nigeria;

- b)** JAMB should impose necessary sanctions if the University fails to comply with the provisions of JAMB Act (1978) as amended.

8.5.0 Relationship between the University and the Tertiary Education Trust Fund (TETFund)

The Tertiary Education Trust Fund (TETFund) is an intervention agency set up to provide supplementary financial support to all public tertiary institutions for the rehabilitation, restoration and consolidation of Tertiary Education in Nigeria. Funds are disbursed for the general improvement of education in the Federal and State tertiary institutions for the provision or maintenance of:

- a)** essential physical infrastructure for teaching and learning;
- b)** instructional material and equipment;
- c)** research and publications;
- d)** academic staff training and development; and
- e)** any other need which, in the opinion of the Board of Trustees, is critical and essential for the improvement and maintenance of standards in the higher educational institutions.

8.5.1. Observations

- a)** Between 2016 and 2020, the NOUN was one of the beneficiaries of the TETFund grants noted for accountability and transparency in the utilization of such funds. This has translated in the NOUN receiving special grants outside the normal statutory disbursements.
- b)** The Centre of Excellence in Migration and Global Studies (CEMGS) which was established in the University in 2019 with funding from the TETFund is a milestone in the history of the institution. The

Centre serves as a fulcrum of research about migrations, both internal and external.

- c)** Following the resolution of issues on fund disbursement and utilization, the cordial relationship between the TETFund and the University, projects involving renovation and building of halls were executed through the TETFund intervention in Abeokuta, Benin, Enugu, Jos, Kano and Maiduguri Study Centres.
- d)** A new campus for the University was commissioned on 15th January 2016 through high impact TETFund's Special Intervention for the development of its Headquarters in Jabi, Abuja.

8.5.2. Recommendations

- a)** The University should sustain its cordial relationships with the TETFund for the execution of capital projects and capacity building of staff for quality education delivery.
- b)** The NOUN should redouble its efforts to develop the capacity of its academic staff to be able to forward winning research proposals to the TETFund especially on how to address national issues such as traffic control, housing and conversion of waste to wealth etc especially in Abuja and its environs.
- c)** In view of the volume of procurement activities and processes in the NOUN, especially the projects funded through budgetary allocations, TETFund grants and the Special Needs Interventions, the Procurement Unit should be upgraded to a Directorate.

CHAPTER NINE

TERMS OF REFERENCE SEVEN

To examine the Law establishing the University 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 any modifications to the law.

9.0.0. Preamble

The National Open University of Nigeria (NOUN) was established pursuant to the National Open University Act, No. 6, 1983. The University continued to be known as the National Open University up to when its operations were suspended in 1984.

The University was resuscitated in 2002 and its name changed to the National Open University of Nigeria (NOUN) albeit without a legal backing. However, the operations of the University are being guided by the following statutes:

- i.** Universities (Miscellaneous Provisions) Amendment Act, 1993.
- ii.** Universities (Miscellaneous Provisions) Amendment Act, 1996.
- iii.** Universities (Miscellaneous Provisions) Amendment Act, 2003.
- iv.** Universities (Miscellaneous Provisions) Amendment Act, 2012.
- v.** National Open University (Amendment Act, No. 19, 2018).

The statutes listed above have been extensively used by the University in its operations. The internal organs of the University such as the Council, the Senate, the Vice-Chancellor and other units have been relying on the provisions of the said statutes in carrying out their statutory functions.

Based on the presentation of the Legal Unit of the University to the Panel, the combined provisions of the statutes applicable to the

University seem to be adequate for its smooth operation. There is however, the need for a re-examination of some provisions in the reviewed/modified Act of the National Open University Act 2018 statutes for effective governance and management of the University.

9.1.0. Guidelines and Conditions for Establishment of Study Centres

Section 3 of the Principal Act was amended by inserting new subsections (1A) and (1B) as follows:

“(1A) Any community requesting for the establishment of a community study centre shall be required to provide 80% of both the infrastructural and instructional material needs, while the University shall provide manpower and the remaining 20% of both the needs.

“(1B) In case of Special Study Centres, the bodies requesting for the Study Centre shall provide 100% facilities in terms of building, roads and other infrastructure.

9.1.1. Findings

- a)** Based on the finding of the Panel during the visits to selected Study Centres across the country, the University has not been able to provide sufficient manpower need and the infrastructure in the Community Study Centres for effective operations;
- b)** The University’s current statutory allocation and IGR base is not sufficient enough to reverse the infrastructural and manpower deficits in many NOUN Community Study Centres across the country. For instance, in Sokoto there is a Community Study Centre where a yearly rent is being paid on the buildings used for the Community Study Centre. This is contrary to the provisions of the Act that proponents of a Community Study Centre are to hand over

landed property including the buildings and the Certificate of Occupancy to the University.

- c) The Amended Act 2018 does not specify the responsibility of the University in term of manpower needs for Special Study Centres.

9.1.2. Recommendations

- a) In order to address the issues raised above, Section 3 (1A) and (1B) of the Principal Act should be amended as follows:

“(1A) Any community requesting for the establishment of a Community Study Centre shall be required to provide 100% of the building(s), infrastructural and instructional material needs, while the University shall provide the manpower need for the operation of the Centre”.

“(1B) In the case of Special Study Centres, the bodies requesting for the Study Centre shall provide 100% facilities in terms of building(s), roads and other infrastructure, while the University shall provide the manpower needs for the operation of the Centre”.

- b) The NOUN should insist that Communities requesting for the establishment of a Study Centre provide 100% of both the infrastructural and instructional material needs to enable the University deliver optimally on its mandate.

9.1.3. Process for Admission of Students

Section 6.1 of the NOU Act 1983 provides that *“it shall be the general function of the Senate to organize and control the teaching by the University; the admission (where no other enactment provides to the contrary) of students...”*

9.1.4. Findings

- a)** According to the National Policy on Education (FGN, 2013), the goals of Tertiary Education shall be to contribute to high manpower training through:
 - i.** quality intake of students;
 - ii.** an all inclusive credible admissions policy for national unity; and
 - iii.** maintenance of minimum educational standards through appropriate regulatory agencies.
- b)** The University Act provides that the Senate should give consideration to other extant laws on admission. A major Act on admission of students into undergraduate programmes of the University is the provisions of JAMB Act 1978 (as amended) which mandates that all admissions into first degree programmes be made through the JAMB.

9.1.5. Observations

- a)** The Panel discovered from the report of accreditation of the University by the NUC, that some of the candidates admitted by the NOUN did not meet the National minimum requirement of five (5) credits in the relevant subjects for admission into first degree programmes. This is a contravention of the extant law.
- b)** The Panel noted that provision of 109,105 admission spaces were made for the NOUN by the JAMB which was not significantly utilized for the 2020/2021 admission exercise. Only 150 of the 109,105 spaces were utilized for the 2020/2021 academic session. This, according to the JAMB, is not a representation of the reality.

- c) The implication of the above is that the University is yet to properly comply with the provisions of the Law (JAMB Act 1978, as amended) which mandates that all admission into first degree programmes be made through JAMB.

9.1.6. Recommendations

- a) The University should comply with the extant law by utilizing the JAMB online customized facility for the registration of its candidates on the Central Admission Processing System (CAPS) which is a system that has transformed and harmonized the entire admission process into all the tertiary institutions in Nigeria;
- b) JAMB should be allowed to impose necessary sanctions if the University fails to comply with the provisions of the JAMB Act (1978) as amended which makes it mandatory that all admission into first degree programmes be made through JAMB.
- c) The University should interface with JAMB for the regularization of admission of its students to enable them qualify for NYSC mobilization, academic and career progression.

9.2.0. Students Participation in Governance

The Universities (Miscellaneous Provisions) Amendment Act, 2003 provides in Section 7 that students shall:

- i. be represented in the University Student Welfare Board and other committees that deal with the affairs of students;
- ii. participate in the process of assessing academic staff in respect of teaching; and
- iii. be encouraged to be self-assured as part of the national development process.

9.2.1. Observations

- a)** The University has not established a Students' Welfare Board as stipulated in the University Miscellaneous Act 2003.
- b)** Students Forum/Platform in tertiary institutions are created for the purpose of promoting and guarding the interest of their members to promote justice, good governance and the rule of law. The Forum also promotes effective and efficient communication between the University authority and the students.
- c)** As the youths account for over 70% of the present crop of students in the University, there is the need to create platforms for them to effectively participate in governance of the University and to prepare them for leadership roles at the national level.
- d)** The ivory tower culture provides for freedom of speech and association. It should therefore not be a burden on the University authority to allow its Staff Welfare fora to be at the forefront of promoting and protecting the interest of its members.
- e)** The practice of banning Staff and Student unionism in the University is an anathema to effective teaching, learning and research. Furthermore, the practice restricts students of the NOUN from interacting with those in other Universities at students union and course association levels.

9.2.2. Recommendations

- a)** The NOUN should comply with the provision of the University Act 2003 by establishing Students' Welfare Board for effective participation of students in the governance of the University.
- b)** The University should make concerted efforts to create student leadership fora at the Study Centres and across the various Faculties and academic programmes for them to participate in the University governance.
- c)** The NOUN should organize leadership training for the students in order to inculcate in them the virtues of team work and team spirit through social and sporting activities, cultural events and provision of selfless services to the community.
- d)** The NOUN as an academic player should encourage freedom of association among its staff and students in line with national and international protocols.

CHAPTER TEN

TERM OF REFERENCE EIGHT

To trace the historical evolution of the University and take stock of its net achievements and problems as well as its style and direction

10.0.0. Preamble

Documentary evidence reveals that for a long time, Nigerians have had access to distance learning programmes. This mode of learning was through correspondences by which non-resident learners prepared for external examinations such as General Certificate of Education (GCE), Pitman Examinations and the City and Guilds. Nigerians sought admissions into tertiary institutions in the United Kingdom as students of Correspondence Colleges. The English by Radio distance learning programme by the Nigeria Broadcasting Corporation, the Schools Educational Broadcast by Radio Nigeria, the extra mural classes and correspondence courses offered by the Nigerian Universities and the National Teachers' Institute provided the bedrock for part-time and distance-based learning.

10.1.0. Establishment of the National Open University of Nigeria

The National Open University of Nigeria (NOUN) was first established as the National Open University on 22nd July, 1983 by the former President of the Federal Republic of Nigeria, Alhaji Shehu Usman Aliyu Shagari GCFR, following the enactment of the National Open University Act (No. 6, 1983) CAP N63). Prof Gabriel Afolabi Ojo was appointed the first Vice-Chancellor. The operations of the University were however, suspended on 25th April, 1984 by the then Military Head of State, Major General Muhammadu Buhari, GCFR. It was the decision of Buhari's government

that the infrastructure needed to make the University successful was inadequate.

Efforts to resuscitate the University during the regime of General Ibrahim Badamasi Babangida GCFR, Nigeria's Military President from 1985 to 1993, did not materialise. The University was resuscitated in 2002 by the regime of the then President of the Federal Republic of Nigeria, Chief Olusegun Obasanjo, GCFR. Prof. Olugbemiro Jegede was appointed the National Coordinator and Chief Executive of the National Open and Distance Learning Programme in October, 2001.

The idea of reviving the National Open University was given firmer rooting during a summit on Higher Education held from 11th – 16th March, 2002. The Federal Ministry of Education, under Professor Abraham Babalola Borishade set up a high-powered Committee to revisit the resuscitation of the University under the Chairmanship of Prof. Olugbemiro Jegede.

The Committee took a strong position that the name of the University should be National Open University of Nigeria in keeping with best global practices and also to properly identify with the Open University of the United Kingdom, Open University of Hong Kong, etc. The Government bought the idea and started recognizing the University as the National Open University of Nigeria with the hope of getting the National Assembly to effect the proposed amendment for the change in the name of the University accordingly. Consequently, Prof. Jegede's status was changed from National Coordinator to Vice-Chancellor and the University renamed National Open University of Nigeria (NOUN) with effect from October, 2003.

The University commenced full operations in 2004 with 9,700 students in 23 Study Centres spread across Nigeria. Prof. Jegede held office as Vice-Chancellor of the NOUN up to 2010 when he was succeeded by Prof. Vincent Ado Tenebe.

10.1.1. Growth and Development of the NOUN from 2011 – 2015

The Panel discovered that by the year 2011, the National Open University of Nigeria (NOUN) had gained appreciable success for onward progress. However, the institution was still confronted with the challenges of providing high quality programmes to match the standards in the existing conventional campus-based Universities. The challenges include:-

- i.** need to re-vitalise the political will that informed the establishment of the National Open University of Nigeria;
- ii.** need to reverse the negative public perception about assumed inadequacies in the quality assurance measures and acceptability of open and distance learning;
- iii.** need to adequately communicate the relevance of the ODL mode of education to Nigerians;
- iv.** need to reverse the apathy of conventional Universities, policy makers, professional bodies and the general public towards the standards and quality of an ODL institution;
- v.** need to dispel the perceived doubtful capacity of the NOUN to attract, train and retain quality academic and non-academic staff;
- vi.** doubts about the prospects of securing accreditation for courses offered through open and distance learning;
- vii.** the proliferation of satellite and outreach campuses of existing conventional Nigerian Universities compounded the dwindling

prospects of an Open University since the link to a conventional University was considered more attractive;

- viii.** limited, unsteady and dwindling funding slowed down the growth and development of the University;
- ix.** inadequate physical infrastructure especially in the Study Centres; and
- x.** inadequate staffing (academic and non-teaching) to match the NOUN's expanding academic programmes and students' enrolment.

Prof. Vincent Ado Tenebe was appointed Vice-Chancellor of the NOUN in October, 2010. From documentary evidence available to the Panel, the NOUN appeared to have gotten out of its pioneer take-off challenges and was consolidating on its achievements during Prof. Tenebe's tenure (2010 – 2015). The achievements recorded ranged from expanded academic structures and programmes, administrative reforms, improved working conditions, expanded physical and ICT infrastructure as well as staff welfare.

Through deliberate liaison and collaboration with the Federal Ministry of Education (FME), the National Universities Commission (NUC) and the Tertiary Education Trust Fund (TETFund), the NOUN authorities were able to secure government's renewed political will to safeguard the growth and development of the institution. The restoration of cordial relations with the NUC and the TETFund facilitated the goodwill and special project grants that followed. The NOUN authorities embarked on public sensitisation to communicate the relevance and advantages of the ODL mode of education to Nigerians.

The Panel discovered that the NOUN expanded in physical infrastructure, ICT, student population, academic programmes and staff

strength during the tenure of Prof. Vincent Ado Tenebe. This was evident in the following achievements:-

i. Physical Infrastructure

Through the TETFund Special Intervention Projects, the Permanent site of the University was constructed at Plot 91, Cadastral Zone, Nnamdi Azikiwe Express Way, Jabi, Abuja. The NOUN therefore, relocated from its temporary headquarters at the Federal Ministry of Education Building, 14/16 Ahmadu Bello Way, Victoria Island, Lagos to Abuja. The former temporary headquarters became the NOUN Lagos Liaison Office and provided accommodation for two (2) Study Centres in Lagos. This development was apt not just for operational convenience but for status and a re-assurance that the University had come to stay.

The structure that housed the National Educational Technology Centre, Kaduna, was transferred to the NOUN and became the official premises of Human Resources Development.

ii. Academic Structures

After the resuscitation of the NOUN in 2002, Faculties were named as Schools and Departments named as Units. This was sustained until April 2016 when, in line with the practice in conventional Universities, the nomenclatures were changed from Schools to Faculties, Units to Departments, and the headships were by elections and not by appointments.

iii. Academic Programmes

For the period 2011 – 2015, the NOUN ran forty five (45) undergraduate degree programmes in eight (8) Faculties as listed below.

- Agricultural Sciences (6)
- Arts (3)
- Education (12)
- Health Sciences (2)
- Law (1)
- Management Sciences (7)
- Science (8)
- Social Sciences (6)

The University offered forty two (42) post graduate programmes at Postgraduate Diploma, Masters' and Doctoral levels as listed below:

- Agricultural Sciences (1)
- Arts (3)
- Education (10)
- Management Sciences (7)
- Science (2)
- Social Sciences (5)
- NOUN Business School (14).

An audit of academic programmes up to 2015 showed that the NOUN was running 58 academic programmes, out of which only 31 had NUC accreditation. At the Postgraduate level, the University was running 40 programmes with only 22 having met the NUC's accreditation.

iv. Students Enrolment

The students' enrollments increased from 5,035 in 2004 to 593,303 by 2020. From this number, 354,936 actually registered and were active learners by 2020. Graphic details on students'

enrollment from inception in 2004 to 2020 are shown in the table below.

TABLE 10.1 - RECORDS OF STUDENT ENROLMENT, ACTIVE AND GRADUATION FROM 2004 TO DATE

S/N	Year	Number of Enrolment		Number of Registered /Active Students		Graduation Statistics		
		Under Graduate	Post graduate	Under graduate	Post Graduate	Pre-Degree	Under graduate	Post graduate
1.	2004	4,308	727	2,525	472	-	-	-
2.	2005	-	-	-	-	-	-	-
3.	2006	8,919	1,656	5,228	1,076	-	-	-
4.	2007	11,511	1,395	6,748	906	-	-	-
5.	2008	-	-	-	-	13	-	72
6.	2009	9,634	1,346	5,647	874	-	-	-
7.	2010	6,522	963	3,823	626	-	-	-
8.	2011	41,658	9,288	23,047	6,033	-	-	-
9.	2012	30,383	5,910	16,809	3,839	-	-	-
10.	2013	65,334	11,552	36,145	7,504	77	3,483	5,052
11.	2014	90,783	16,556	50,224	10,754	-	2,712	1,577
12.	2015	60,920	14,158	33,703	9,197	21	3,783	3,607
13.	2016	35,865	10,475	19,842	6,804	20	4,521	5,648
14.	2017	33,569	7,505	19,678	4,875	90	6,876	5,159
15.	2018	28,228	8,570	19,839	6,343	207	8,182	6,380
16.	2019	30,830	11,136	19,069	9,145	-	15,639	5,160
17.	2020	27,193	6,409	19,676	4,485	-	18,794	5,506
	Total	502,675	115,411	295,049	79,275	428	70,219	40,357
	Grand Total	618,086		374,324		111,004		

Total Enrolment - 618.086

Total Registered/Active - 374,324

Total Number of Graduated Student - 111,004

N.B.: Please note that there were no enrolments in years 2005 and 2008 sessions.

v. ICT Infrastructure

The ODL mode in the NOUN involved the use of self-learning materials (course materials), face-to-face and online facilitation and radio facilitation. The self learning materials were made available in print, CDs, and online formats. Up to 2015, ICT services were outsourced to two private ICT companies. **Messrs**

CyberSpace was responsible for admissions, examinations and processing of results with a profit sharing formula for the services at 75:25 in their favour. **Messrs Emerging Platforms** was responsible for Learning Management System (LMS) and video facilitation with a profit sharing formula for the services at 85:15 in their favour. With such unfavourable sharing formula, the NOUN opted out of the agreement. This paved way for an internal solution through the establishment of the Directorate of Management Information Systems.

The NOUN deployed information technology for instructional delivery through online facilitation. Provision of multimedia support to Units, Directorates and Departments during workshops, seminars, conferences, University Senate meetings, and University Examination Committee. Other services included e-Portal Registration; e-Wallet; Semester Registration System; Course Registration System; Examination Registration System; Project Registration System; Online Continuous Assessment System; Script Submission System; Examination Processing and Display System; Credentials Upload System; Secure TMA Quiz Engine; Transcript Upload and Management System; Inmates Admission and Verification System; POP Script Management System; and Reporting System.

vi. Staffing 2011 - 2015

By December 2015, the NOUN had a total of 2,289 permanent staff comprising of teaching, non-teaching, Library and Junior staff. From this number, 216 were teaching staff who developed learning materials, set test items, graded students, and provided the bulk of the online facilitation of the University. The teaching staff were supported by 41

Library staff who provided critical information services. Senior non-teaching staff were 1,252 and Junior non-teaching staff were 780.

vii. Staff Capacity Development

In view of the requirement for critical skills and competencies, the University sustained a policy of staff development by which staff were sponsored to attend conferences and workshops. The academic staff were sponsored for higher degrees in Universities within and outside Nigeria. Between 2011 to 2015, 539 staff were sponsored for workshops and conferences. From this number, 277 were academic staff and 262 were non-teaching. A total of 133 staff were sponsored for higher degrees from which 123 were academic staff and 10 were non-teaching.

10.1.2. Achievements within the Period 2011 – 2015

From 2011 to 2015, the NOUN recorded remarkable achievements in physical and ICT infrastructure, academic programmes and improved working conditions. Some of the achievements were as follows: -

- i.** From 2011 to 2015, the Study Centres increased from 32 to 70.
- ii.** Two more Schools (Faculties), Health Sciences and Agricultural Sciences, were established within the same period.
- iii.** Four demonstration laboratories in the School of Science and Technology were equipped and inaugurated.
- iv.** The NOUN Virtual Libraries were established at the Headquarters and some Study Centres such as Abeokuta, Enugu, Benin, Abuja, Asaba, Jos and Kaduna. Eighty computers and accessories were mobilised to these Libraries.
- v.** The University Main Library at the Headquarters was digitized and 20,000 volumes of books procured in various disciplines and distributed to the different Study Centres.

- vi.** Three demonstration laboratories and diagnostic centres were established for Physics, Chemistry and Biology.
- vii.** Administration of examinations was transmuted from manual to e-Examination.
- viii.** Accreditation was secured for all the academic programmes offered from 2011 to 2015.
- ix.** The NOUN Law students emerged the best as National Champions of Moot Court Competition in their very first outing and represented Nigeria in international competitions in 2012 and 2013.
- x.** 539 staff were sponsored for workshops and conferences out of which 277 were academic and 262 were non-teaching staff. During the same period, 133 were sponsored for higher degrees out of which 123 were academic staff and 10 were non-teaching.
- xi.** For peer review and the benefit of best practices, the NOUN maintained affiliations, linkages, collaboration and partnership with the following:
 - the National Teachers Institute, Kaduna;
 - the African Council for Open and Distance Learning, Nairobi, Kenya;
 - the International Council on Distance Education, Oslo, Norway;
 - the Commonwealth of Learning, Burnaby, Canada;
 - the United Nations Educational Scientific and Cultural Organisation (UNESCO);
 - the Association of African Universities;
 - the African Network of Scientific and Technological Institutions;
 - and

- the Association of West African Universities.

10.1.3. Achievements within the Period 2016 – 2020

Prof. Abdalla Uba Adamu was appointed Vice-Chancellor in 2016. During his tenure, he consolidated the successes recorded by his predecessor, Prof. Vincent Ado Tenebe, and moved the NOUN to a higher level. Some of the achievements recorded during his period included:-

- i.** Commissioning and relocation of the NOUN Headquarters from Lagos to its permanent site at Plot 91, Cadastral Zone, Nnamdi Azikiwe Express Way, Jabi, Abuja.
- ii.** From its eight (8) Directorates, eight (8) Faculties and thirty-three (33) Departments, the NOUN secured the full accreditation of one hundred and eighteen (118) programmes.
- iii.** More Study Centres were established across the six geo political zones of the country. The number rose from 70 by 2015 to 103 by 2020. However, some of the Centres were not approved by the NUC.
- iv.** The Directorates of Examinations and Assessment (DEA); Management Information Systems (MIS); Academic Planning (DAP); and Information and Communication Technology (DICT) were restructured to enhance academic performance and service delivery.
- v.** In line with the practice in conventional Universities, the nomenclatures of some academic structures were changed. The schools were re-named Faculties and the Units re-named Departments. The appointment of Deans and Heads of Departments was no longer by appointment but by elections.

- vi.** Entrepreneurship Incubation Centres were established across the six geo political Zones of the country.
- vii.** The NOUN course materials were for the first time, deployed to the Open Educational Resource (OER) for global utilisation.
- viii.** Admission of students for all courses ranging from Certificates, Diplomas, Degrees and Doctorate Degrees were done by electronic means.
- ix.** A modern Printing Press capable of handling printing of course materials and other documents such as Brochure, University Magazine, University Calendar, University Yearly Diary, Office Files etc. was established.
- x.** To safeguard the integrity of its academic assessments, on-line examinations were introduced to ensure that standards and quality assurance were maintained in the administration of examinations and assessments.
- xi.** The NOUN successfully organised ten Convocation ceremonies from 2008 to 2020. A total of 111,004 former students graduated in the 7th, 8th, 9th and 10th Convocation ceremonies. However, the 2019 and 2020 Convocations were done virtually due to the COVID-19 Pandemic.
- xii.** The University pursued and secured resolution of the pending admission of its backlog of one thousand eight hundred and eighty-three (1,883) Law graduates who were earlier denied admission into the Nigerian Law School. They were admitted into a Special Remedial Programme by the Council of Legal Education.
- xiii.** Online facilitation was introduced for Postgraduate School, Faculties and Directorate of Learning Content Management

System (DLCMS). This served as a medium where students could be reached, irrespective of the distance, time and location.

10.1.4. Findings

- a)** The Panel acknowledged the achievements of the University on the increase in the number of Study Centres from 24 at inception to 103 in 2020. However, records from the NUC showed that some of the Study Centres have not been resource-verified for subsequent approval.
- b)** The visit of the Panel to selected the Study Centres across the six geo political zones revealed significant infrastructural and manpower deficits which were not good enough for effective ODL delivery.
- c)** The report of the assessment carried out by the officials of the Federal Ministry of Works & Housing, who were engaged by the Panel, revealed a lot of infrastructural deficits and poor conditions of the existing facilities in the Study Centres across the six geopolitical zones is as contained in the Appendix (Vol. 2).
- d)** The Panel discovered that most of the Study Centres had inadequate full time Academic Staff and Part time Facilitators to match the huge student enrolment and the tasks of facilitating learning, marking examination scripts, supervising students' projects and seminars.
- e)** The poor internet infrastructure in the Headquarters and the various Study Centres, impact negatively on the delivery of instruction through an ODL mode.
- f)** The large number of students, especially the active students, ought to be an advantage to the University in terms of economies

of scale to address some of its challenges such as internet connectivity, advocacy and revenue drive.

- g)** The students' enrollment increased from 5,035 in 2015 to 593,303 by 2020. From this number, 354,936 were actually registered and active learners by 2020.
- h)** In the Webometric rating of Nigerian Universities by the NUC, NOUN was ranked 20th out of 132 Universities in Nigeria and 172nd out of 1,306 Universities in Africa in July, 2014. In the 2020 rating, the University was ranked 47th among the Nigerian Universities, and was not among the best 200 in Africa.
- i)** The inadequacy and absence of functional laboratories, workshops, and studios among others are militating against the acquisition of relevant skills and competencies required for practical oriented courses, such as sciences, entrepreneurial programmes etc.

10.1.5. Recommendations

- a)** The University should embark on intensive advocacy and improve its service delivery in order to attract and retain more students in its enrolment.
- b)** The NOUN should put in place strategic plans to augment the available laboratories, workshops and studios for practical oriented courses by providing multimedia training simulations for students in these fields.
- c)** The University should collaborate with relevant MDAs and tertiary institutions to undertake regular appraisal and maintenance of its structures to avert deterioration and wastage.

CHAPTER ELEVEN

TERM OF REFERENCE NINE

To examine the general security in the University and how the University has dealt with it and recommend appropriate measures.

11.0.0. Preamble

The Security Directorate is charged with the responsibility of protecting lives and property. The Directorate was formerly a Unit before it was upgraded to a Directorate in 2019 and is currently headed by an Acting Director. The Directorate has subsidiaries in all the Study Centres of the NOUN located in the thirty-six (36) States of the Federation and the FCT as well as Special and Community Study Centres. It is one of the Directorates under the office of the Vice-Chancellor.

The Security Directorate is subdivided into the following offices:

- Investigation.
- Intelligence & Information.
- Operations.
- Fire & Safety.
- Administration.

11.1.0. Functions of the Directorate

- i.** Acting as complainant of cases on behalf of the University.
- ii.** Identification and closure of illegal NOUN Centres.
- iii.** Ensuring proper access control.
- iv.** Issuing periodic intelligence and security tips to all staff.
- v.** Provision of kits and accoutrements to all Security staff.
- vi.** Gathering intelligence through monitoring of news on the different media platforms.

- vii.** Conducting training for all the security personnel in the University Headquarters and the Study Centres.
- viii.** Liaising with the Federal Fire Service to ensure that the University Headquarters has relevant firefighting equipment in case of any emergency.
- ix.** Interfacing with external security agencies such as the Police, DSS, FRSC, VIO, Federal and State Fire Services, NSCDC and the Nigerian Armed Forces in situations that need external interventions.
- x.** Provision of Police protection during examinations at some strategic centres, and during University programmes like convocation and special occasions.
- xi.** Assisting in crowd and traffic control and ensuring students are orderly.
- xii.** Tackling fraudsters and online hackers who attempt to defraud students through the University website by liaising with the DSS to help in tracking and prosecution of culprits.
- xiii.** Any other duties assigned by the Vice-Chancellor.

11.1.2. Findings

- a)** The NOUN is surrounded by important institutions such as the Economic and Financial Crimes Commission (EFCC), the Federal Medical Centre, the Baze and Nile Universities.
- b)** The number of security staff in the Headquarters, Lagos Liaison Office and across all the Centres of the Federation is 866 as at the end of 2020.
- c)** The Security Directorate is grossly under-staffed considering the size of the University and the spread of its Study Centres.

- d)** The Security architecture of the University is organised under a tripartite arrangement; in-house, outsourced and armed Police Personnel.
- e)** The access road leading to both the NOUN and the EFCC is manned by armed Police personnel and Civil Defense staff who are also equipped with metal scanners and batons.
- f)** The main entrance to the University is also manned by armed Police personnel in conjunction with the in-house security staff.
- g)** The nooks and crannies of the University premises are manned by armed Police personnel.
- h)** The security arrangement in the University is decentralised because of the presence of multiple Study Centres in different States of the Federation. At each Centre, there are in-house Security personnel who report directly to the Centre Director.
- i)** Apart from the in-house security personnel at each Centre, there are some Centres that have armed Police personnel stationed due to the following reasons:
 - Size of Centre.
 - Proximity to volatile areas.
 - Equipment installed.
 - Student population of the Centres.

11.1.3. Observations

- a)** The upgrading of the Unit to a Directorate is a welcome development.
- b)** There is no evidence of collaboration between the University and its neighbours such as the EFCC, Federal Medical Centre, the Nile and Baze Universities.

- c) The Directorate lacks basic security equipment such as scanners, walkie-talkies etc to enable it perform optimally.
- d) There is no fire service station and firefighting truck at the Headquarters. Some basic equipment like functioning fire alarm system, identified muster point, risers and portable fire extinguishers etc are also lacking.
- e) Firefighting equipment is either non-existent or inadequate at the Study Centres.
- f) The inadequacy or non-existence of perimeter fences at some of the Study Centres gives room for trespassing, burglary and break-ins.
- g) The Security outposts in some of the Centres are still not conducive and lack basic amenities like water and electricity.
- h) The lighting situation in the premises at the Headquarters and some Study Centres is very poor in the night.
- i) The deployment of some armed Police Personnel at the NOUN Headquarters is commendable since the in-house and outsourced Personnel do not bear or carry arms.

11.1.4. Recommendations

- a) The University should ensure that the Security Directorate is properly equipped with modern surveillance technologies to perform optimally.
- b) The NOUN should increase the number of in-house personnel of the Security Directorate.
- c) The University should intensify the regular training and re-training of all security personnel on firefighting techniques.

- d)** The University should pay special attention to the construction of adequate perimeter fences in all the Study Centres.
- e)** The NOUN should provide the Directorate with adequate office space and amenities to enable it function optimally.
- f)** The University should provide an identifiable Fire Assembly Point (Muster Point) at the Headquarters and the Study Centres.
- g)** The University should forge a closer cooperation with its immediate neighbours such as the EFCC, Federal Medical Centre (FMC), Baze and Nile Universities and its host communities in view of the security challenges facing the country.
- h)** The University should ensure that the main entrance gate is always manned by armed Police personnel in conjunction with the in-house security staff.
- i)** The use of armed personnel in the Study Centres should be minimized especially in times that the students are available in the Centres in the interest of peace and security.

CHAPTER TWELVE

TERM OF REFERENCE TEN

To examine the processes and structures of discipline of students in each University in line with the process of the rule of law

12.0.0. Preamble

The National Open University (Amendment Act No. 19, 2018) has made elaborate provisions for the discipline of students. The Act vests disciplinary powers on the Vice-Chancellor. It also empowers him to delegate his powers to a Disciplinary Board consisting of such members of the University as he may nominate.

12.1.0. Findings

- a)** The NOUN has complied with the provision of the law by instituting a ten-member Disciplinary Committee named Examination Misconduct Committee (EMC).
- b)** The EMC has Sub-Committees domiciled in the Faculties which liaise with the Study Centres to ensure that all cases of examination misconduct are presented for deliberations.
- c)** The EMC from the minutes of its reports has met regularly to consider submissions from the various Study Centres after Semester examinations. The Committee also ensured that the recommendations were forwarded to the Senate for consideration before the subsequent Semester.
- d)** The decisions of Senate are communicated to students before the next Semester registration.
- e)** In one of the Semesters, the EMC considered a total of 787 examination misconduct cases as outlined below:
 - 732 students caught with incriminating materials
 - 32 cases of impersonation

- 1 case of opening closed portal
- 17 cases of threatening of staff/display of unruly behavior
- 5 cases of students caught with live questions.

12.1.1. Observations

- a) The NOUN puts at the back of each answer booklet Student's Examination Guidelines and Regulations. However, this document is an inadequate substitute for a Student Handbook.
- b) The Procedures of the EMC of the NOUN are in tandem with the provisions guiding the students conduct during examinations.
- c) The Panel observed delays in the consideration of disciplinary cases from the Study Centres thus leading to avoidable delays in the completion of academic programmes by affected students.

12.1.2. Recommendations

- a) The NOUN should ensure that all members of the University community involved in examination misconduct are sanctioned in line with the provision of the guidelines.
- b) The University should ensure that CCTV cameras are available at all the Study Centres to capture incidents of examinations misconduct.
- c) The University should ensure adequate installation and maintenance of ICT equipment at the Study Centres to create conducive atmosphere for students during their examinations.
- d) The NOUN should institute an effective monitoring and inspection mechanism to promptly identify and deal with malpractices because they are capable of undermining the integrity of the University and the quality of its graduates.
- e) The University should ensure that all cases of misconduct are expeditiously dealt with to facilitate quick dispensation of justice.