

FEDERAL MINISTRY OF EDUCATION

Nigeria Arabic Language Village,
Ngala, Borno State.

Presidential Visitation Panel Report
(2016 - 2020)

Main
Report

Volume 1

June, 2021

FEDERAL MINISTRY OF EDUCATION.

VISITATION PANEL TO THE
NIGERIA ARABIC LANGUAGE VILLAGE, NGALA, BORNO STATE

June 2021.

The Honourable Minister of Education,
Federal Ministry of Education
Abuja.

Dear Honourable Minister,

**RE: SUBMISSION OF THE 2011 - 2015 VISITATION PANEL REPORT ON THE
NIGERIA ARABIC LANGUAGE VILLAGE, NGALA, BORNO STATE.**

The Honourable Minister may recall that on Tuesday April 13, 2021, the Permanent Secretary, Federal Ministry of Education, representing the Honourable Minister of Education, inaugurated Visitation Panels to the thirty-nine (39) Federal Universities, and four (4) Inter-University Centers, one of which is the Nigeria Arabic Language Village, Ngala, Borno State.

2. The Panel was given **sixty (60) days** to review the activities of the NALV on ten (10) Terms of Reference (ToR's), and to submit **two (2) reports covering 2011 – 2015 and 2016 – 2020** periods.

3. On behalf of the Panel, I am happy to report the completion of the assignment and submission of the report at the end of the approved sixty-day (60) period. The report covering each period is contained in two (2) volumes, namely the **summary of findings/observations and recommendation therefrom, and the Annextures.**

4. Members of the Panel hereby express deep appreciation, through the Honourable Minister, to the President, Commander-in-Chief of the Armed Forces, Federal Republic of Nigeria, His Excellency, Alhaji Muhammadu Buhari, GCFR, Visitor, Nigeria Arabic Language Village, Ngala, for the opportunity to serve the nation on this assignment.

5. Thank you, sir.

Professor Bawa Hassan Gusau,
Chairman.

Acknowledgements

We, the Panel members, acknowledge, with gratitude, the confidence and trust reposed in us by Mr. President, Commander-in-Chief of the Armed Forces, Federal Republic of Nigeria, Alhaji Muhammadu Buhari, GCFR, the Honorable Minister of Education, Malam Adamu Adamu, the Honorable Minister of State for Education, Dr. Chukwuemeka Nwajuiba, the Permanent Secretary, Ministry of Education, Arc. Sonny O. Ochonno, FNIA, and the Director, Tertiary Education, Hajiya Rakiya Iliyasu.

The Panel equally sincerely thanks the Executive Secretary, National universities Commission, Professor Abubakar Adamu Rashid, for his continuous confidence, support and encouragement. We extend our appreciation for the assistance extended to us by many groups, individuals, the communities and well-wishers.

On arrival, and through the period of the Panel's stay in Borno State for the assignment, the Panel particularly acknowledges, with appreciation, the followings:

1. His Excellency, the Executive Governor of Borno State, Professor Babagana Umara Zulum, on whose behalf the Panel was slated for a courtesy call but had to be unavoidably unavailable to receive the Panel;
2. His Royal Highness, The Shehu of Borno, Alhaji Abubakar Ibn Umar Garbai El-Kanemi, CFR; His Royal Highness, The Shehu of Dikwa, Alhaji Ibrahim Ibn Umar Ibrahim Al-Amin El-Kanemi, in whose domain is the Nigeria Arabic language Village is based, both of whom enthusiastically supported, and prayed for the success of, the Panel on its assignment;
3. The past Chairman of the Governing Council of the Village, Alhaji Sani Idris El-Bulature for his response to the Panel's invitation by being present through a lengthy interactive session, and the current Acting Chairman, Chief Okechukwu Christian Omeche, who sent in excuse for being unavoidably absent but, nonetheless, e-mailed a written memoranda to the Panel;
4. Past Acting Directors/CEO's Dr. Muhammad Usman and Dr. Muhammad Abba Umar, past substantive Director/CEO, Professor Muhammad Mua'zu Nguru, as well as the current Director of the Village, Professor Ibrahim Muhammad, all of them for their contributions, both in written memoranda and interactions with the Panel, to shed more light on a number of issues;
5. The Principal Officers of the Village, Tahir Musa, the Registrar and Usman Yakuba Garba, the Bursar, who served during the two periods covered by the Panel's assignment, for their memoranda and the interactions with the Panel;
6. The individuals and groups who responded to the Panel's calls by presenting written memoranda, either on their own behalf, or representing communities, and/or presented themselves for interactive sessions with the Panel, for their various contributions that led to the success of the Panel.

7. Mr. Augustine Ndulim, a very hard-working, punctual, alert and patient secretary/typist who meticulously and enthusiastically assisted in the secretarial component of the Panel's report.

Lastly, the Panel expresses deep appreciation to their contributions for baring their minds, sharing their experiences and offering valuable insights into the issues that made the Panel's assignment a wonderful and rewarding experience.

Members of the Presidential Visitation Panel

1. Professor Bawa Hassan Gusau,
Professor of Political Science, Bayero University, Kano; Former Chairman Governing Council, Abdu Gusau Polytechnic, Talata Mafara, Zamfara State; Former Chief of Staff To H.E. The xecutive Governor of Zamfara State, Alhaji Ahmad Sani, Yariman Bakura.
2. Professor Bagoni Alhaji Bukar,
Professor and Dean, Faculty of Law, University of Maiduguri, Chairman, Tax Appeal Tribunal, North- East Zone, Former Member, Governing Council, Federal Polytechnic, Bauchi, Member, Presidential Legal Team (PLT 2019) to the All-Progressives' Congress (APC)'s Presidential Candidate in the 2019 Presidential Elections, Alhaji Muhammadu Buhari
3. Professor Umar Dahiru,
Professor of Arabic, University of Maiduguri.
4. Tpl. Attahiru, Edmund Sule
Retired Director of Town Planning, Ministry of Lands & Town Planning, Jos, Plateau State.
5. Mr. Johnson O Ogbeche,
Retired Assistant Chief Finance Officer, National Universities Commission (NUC), Abuja. (Deceased)
6. Professor Abdulfatah Awoyinwola,
Professor of Arabic,
University of Maiduguri.
7. Alhaji Shehu Ahmad Rufa'I,
Deputy Director, Students' Support, National Universities Commission, Abuja.

Signature Page

Ser. No.	Name	Status	Signature
1.	Professor Bawa Hassan Gusau	Chairman	
2.	Professor Bagoni Alhaji Bukar	Member	
3.	Professor Umar Dahiru	Member	
4.	Tpl. Attahiru, Edmund Sule	Member	
5.	Mr. Johnson O. Ogboche (Deceased).	Member	
6.	Professor Abdulfatah Awoyinwola (Died since 2015)	Member	
7.	Alhaji Shehu Ahmad Rufa'I	Secretary	

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ACHRONYMS AND TERMS

A&PC	-	Appointments and Promotions Committee
BPSR	-	Bureau for Public Service
CBN	-	Central Bank of Nigeria
CEO	-	Chief Executive Officer
CMS	-	Coordinator of Municipal Services
DTA	-	Duty Tour Allowance
ETF	-	Education Trust Fund
FCC	-	Federal Character Commission
F&GPC	-	Finance and General Purposes Committee
FME	-	Federal Ministry of Education
FMI	-	Federal Ministry of Finance
IGR	-	Internally Generated Revenue
NALV	-	Nigeria Arabic Language Village
NASU	-	Non-Academic Staff Union
NCCE	-	National Commission for Colleges of Education
NCE	-	National Certificate of Education
NHIS	-	National Health Insurance Scheme
NUC	-	National universities Commission
TETFFUND	-	Tertiary Education Trust Fund
TOR	-	Term of Reference
TSA	-	Treasury Single Account
VAT	-	Value Added Tax

EXECUTIVE SUMMARY

(2016 – 2020)

On Tuesday April 13, 2021, the Hon. Minister of Education, Malam Adamu Adamu, represented by the Permanent Secretary of the Ministry, Arc. Sonny O. Ochonno, FNIA, inaugurated the Presidential Visitation Panels to the Thirty-Nine (39) Federal Universities, and the Four (4) Inter-University Centres (IUC's), at the Idris Abdulkadir Auditorium, National Universities Commission, Abuja.

The Panels were given **sixty (60) days** from the day of the inauguration to review the activities of the universities and the centers during the 2011 – 2015 and 2016 – 2020 periods, under ten (10) Terms of Reference (ToR's). This Panel arrived Maiduguri on April 24, 2021 for its assignment at one of the IUC's, the Nigeria Arabic Language Village, Ngala, Borno State, now domiciled in the liaison office, Lagos Street, Maiduguri.

In carrying out its assignment, the Panel interacted with, and enlightened, the Management and staff of the Village on the panel's assignment, and solicited for their understanding and cooperation, as well as requested for memoranda. Courtesy calls were made to HRH the Shehu of Borno, and HRH the Shehu of Dikwa, the host to the Village. Publicity was sufficiently given through the media, as well as inviting the general public to submit to the Panel.

The panel received sixteen (16) memoranda in all, including petitions. The memoranda mostly were from staff of the Village, while a few consisted of 'petitions' or 'appeals' on some of the recommendations or directives of the White Paper of the 2004 – 2010 Presidential Visitation Panel. Those 'appeals' found by the Panel to be inconsistent with its ToR's were referred to the Village management to treat.

(2016 – 2020)

Term of Reference II

On Leadership Quality of Governing Councils, Director/CEO and other Principal Officers, the Panel notes that the same occupants of the offices of the Director, Registrar and Bursar during the preceding period continued to serve up to 2020 and some even beyond. The principal officers (Registrar & Bursar) still lacked the requisite qualifications and necessary cognate experience in financial and human resource management. In spite of this, the Council found it convenient to extend the tenure of the Registrar and Bursar by one year. In the case of the substantive Director/CEO, Professor Muhammad Mu'azu Nguru, from 2014 through 2019, his leadership style and quality were carried over into the 2016 – 2020 period. Although he took over the leadership after the Village relocated to Maiduguri, Professor Mu'azu did not bring with him any new initiatives for the development of the Village.

Term of Reference III

The sources of revenue for the Village during the 2016 - 2020 period included Statutory Allocations and Internally Generated Revenue. A total sum of Two Hundred and Eighty-Three Million, Eight Hundred and Thirty-Three Thousand, and Eleven naira (**₦283,833,011.00**) was appropriated. Out of this amount, Two Hundred and Forty-Three Million, Nine hundred and Eighty Thousand, Six Hundred and Fifty-Six (**₦243,980,656.00**) was released and utilized for 24 capital projects. On the other hand, IGR realized for the same period was One hundred and Seventy-Five Million, Two Hundred and Ninety-Five Thousand, Five Hundred and Five (**₦175,295,505.00**) Naira. The IGR was mainly from students' registration fees.

Term of Reference IV

During the period under review, the Panel gathered from information available that the Village applied for a special intervention fund to the tune of One and a half billion naira **₦1.5 billion**, even though the exact projects which the funds were meant for was not made available to the Panel, despite repeated requests for that information. The Panel was also informed that a sum of Two Hundred and Fifty Million naira (**₦250,000,000.00**) was released. But again, no evidence of projects utilized with the fund.

Term of Reference V

The total number of academic staff employed by the Village increased to Fifty-Seven (57) from its 2011 – 2015 period. This number handled the teaching of 11,570 students undergoing the immersion, acculturation, summer and proficiency programmes of the Village. This number comprised Graduate Assistants, holders of Masters and Doctorate degrees. The village lacked any Staff development programme that would have financially assisted them to pursue the higher qualifications.

Term of Reference VI

During the period under review, the Village interacted with all the relevant regulatory bodies such NUC, FME, NCCE, and the FMF for the purposes of planning, preparation of Master Plan and Academic Brief, guidance and finance.

Term of Reference VII

There was, and still is, no law establishing the Village. However, a Bill for an Act to Establish the Nigeria Arabic Language Village in Borno State went through First and Second and up to Third readings in the National Assembly. In the interim, the internal and external relationships continue to be guided by policy directions set up by Council, guidance from the FME and NCCE, adoption of regulations from universities and Civil Service Rules.

Term of Reference VIII

The Village was established in 1992, and started academic activities at the then Government Secondary School, Ngala, in 1995. During the period under review, the

Village experienced serious setbacks due the activities of insurgents. This necessitated its relocation to the Liaison office, Lagos Street, Maiduguri where it has continued to operate.

Term of Reference IX

The Village is relatively secure in its present location, namely the liaison office on Lagos Street, Maiduguri.

Term of Reference X

During this period, the Village has continued with its activities without any structure for students' discipline.

INTRODUCTION

2016- 2020 Presidential Visitation Panel Report

This report represents the second five (5) year period (2016-2020) of the Panel's review of the activities of Nigeria Arabic Language Village (Village), Ngala, Borno State. The Terms of Reference (ToR) for the period are the same as those of the preceding period. In carrying out its assignment, the Panel referred to the same Memoranda and petitions (oral and written), as well as records of interaction with past Chairmen of Governing Councils, Directors/CEO's, Principal Officers of the Village. Issues and allegations raised in the various submissions which fall within the Panel's ToR were referred to persons directly affected for their responses. In order to avoid repetition, cross references were made to those of the preceding period of the Panel's findings/observations and recommendations to the extent necessary. The findings/observations and recommendations are presented in chapters II-X of this report.

CHAPTER TWO

METHODOLOGY

The chapter deals with the method adopted by the panel to carry out the activities. The panel adopted a number of techniques of collecting data or information which are as follows:

- (i) The panel held its maiden meeting in the Nigeria Arabic Language Village liaison office along Lagos Street on the 24th April, 2021
- (ii) The Committee interacted with the Centre management
- (iii) Undertook courtesy calls on the Shehu of Borno and Shehu of Dikwa
- (iv) Sent out publicity to the public via the Center's P.R.O to inform of our presence
- (v) Outline ground rules of engagement with serious stakeholders:
 - (a) Management
 - (b) Former Council Chairman
 - (c) Former Directors
 - (d) Staff Unions
 - (e) Interest groups
 - (f) Host communities
 - (g) Members of general public
- (vi) Inspections of projects sites in Maiduguri
- (vii) Examination of relevant documents
 - (a) Accounting records
 - (b) Contractual agreements
 - (c) Records from the Registry
 - (d) Records from Works Department
- (viii) Strategic session by the Panel:
 - (a) Review and appraises the working modalities
 - (b) Examine our time-line
 - (c) Review and accommodated short-comings and consolidated our new timelines

**PRESIDENTIAL VISITATION PANEL TO THE NIGERIA ARABIC
LANGUAGE VILLAGE, NGALA, BORNO STATE, 2021.
WEEKLY ACTIVITIES OF THE PANEL DURING THE EXERCISE**

WEEK	WEEKLY ACTIVITIES OF THE PANEL
1. 13 – 16 April 2021	Meeting between Chairman, Secretary and one member immediately after the inauguration to strategize on the Panel’s plan of activities: establishing contacts with other Panel members, dispatch of their appointment letters and fixed the departure date to Maiduguri.
2. 24 th April 2021	Arrival of Panel members to the Nigeria Arabic Language Village Liaison Office, Maiduguri; first maiden meeting with Director and other Principal officers of the Village. Meeting with staff of the Centre (introductory meeting).
3. 26 April to May 1 2021.	The Committee commenced sitting, began writing publicity letters announcing it’s sitting in which public and other relevant stakeholders were invited to submit memoranda as well as the staff of the Centre; letters of request for courtesy call to the Shehu of Borno, and Shehu of Dikwa and the host community in whose domain the Village is domiciled drafted and sent; panel paid a courtesy call on these respected leaders, where their prayers, guidance and blessing were sought. Also, a letter was drafted requesting for relevant documents required for the exercise to the Village (see attached)
4. 3 rd – 6 th May 2021	Checking the documents, that is the records, files, and collecting memos submitted by various interest groups and other relevant stakeholders.
7 – 21 MAY	SALLAH BREAK
5. 22 – 29 th May, 2021	Drafted letters to the former Directors, Communities to the allegation emanating from the memos submitted to the panel – to three (3) past Directors for their responses. Letters were also drafted inviting the Congress, stakeholders and the general public for interactions. Similarly, letters were drafted and sent to all principal officers over the allegations emanating from the memos so far received, where the responses were sought. Letters inviting all head of Units to submit their memos on the activities covering the period under review. Letters to the Council Chairmen inviting them for interaction in order to harvest firsthand information on the affairs of the Centre during their tenures.
6 31 May – 5 th June	Project inspection were undertaken to the annex and within the liaison office to ascertain the progress made. Receiving responses from, and interactions with, 2 former Directors and some Principal Officers.
7. 6 th June -	Drafting the report of the panel findings for the period under review – 2011 – 2015 and 2016 – 2020 based on the recommendations of the white paper for implementation.

CHAPTER THREE

Term of Reference II

To look into the leadership quality of Nigeria Arabic Language Village in terms of the roles of the Governing Council, the Director/CEO and other Principal officers

There were no remarkable changes in the leadership quality of the Village during this period. The Registrar and Bursar exhausted their five (5) year terms of office, in addition to a one-year extension during this period. These officers carried over the same leadership styles and qualities into the 2016-2020 period. Consequently, this Panel examined the quality of leadership of the Directors and Principal officers in terms of their ability to carry out the mandates of the Village for the period under review vis a vis their qualifications and experience.

In 2015, the Federal Government dissolved the Governing Council, led by Alhaji Sani Idris Al-Bulature. A new Governing Council was inaugurated on the 18th March 2018, where Chief Okechukwu Christian Omeche was appointed acting Chairman. In his Memo to the Panel (Annexure A), the acting Chairman lamented over the absence of teaching and learning facilities in Maiduguri which, he said, had greatly affected the enrolment of students for all programmes, more especially, the immersion programme.

THE DIRECTOR/CEO

The five (5) year tenure of Professor Muhammed Muazu Nguru, which commenced on 18/04/2014, coincided with the time when the Village relocated to its liaison office in Maiduguri following the attack and destruction on its facilities in Ngala. The relocation of the Village to Maiduguri adversely affected academic and other activities during the period under review. The Village is now temporarily sited at its liaison office on Lagos Street, Maiduguri. The liaison office lacks facilities for students and staff as it was not meant to be a place for teaching. All the same, the management converted some of the facilities into offices, in order to accommodate staff and students. Even at that, the

facilities are grossly inadequate, hence, the Village purchased a 6000 sq.m land along Bama road where a 200 bed capacity hostel, and a 500 seat capacity lecture hall, are being constructed. (See ToR 3 &4 for details of capital projects).

During Professor Muhammad Muazu's tenure, substantive Registrar and Bursar were appointed for the Village (treated in 2011-2015). Professor Muhammad Muazu listed his achievements to include introduction of minutes book, acquisition of vehicles for the Village, employment of staff, purchase of a plot of land (Report of achievement presented to the Panel as Annexure B).The Panel is not impressed with some of these achievements as they are mostly matters relating to day-to-day management, which should not be considered as achievements in the real sense.

Professor Muhammad Muazu's five (5) year term ended in 2019, and he was succeeded by Dr Musa Kalim Alkali (29th April 2019 to October 2020) as an acting Director. The Acting Director listed his achievements to include renting and furnishing of a flat for the Village at Abuja, FCT at a cost of N31,000,000.00 (thirty-one million Naira), established pure water factory, initiated the construction of a student Hostel at the Bama Road annex, Maiduguri. In late 2020, a substantive Director in the person of Professor Muhammed Sani Abdulmumini was appointed. He only served for about five months as the Director/CEO of the Village. The Panel did not interact with him because he did not respond to the Panel's invitation and no record was made available to the Panel to assess his achievement, leadership style and quality during his brief term in office.

PRINCIPAL OFFICERS

The Registrar and Bursar were both appointed by Council on 27 May 2015 following interviews that took place on the 6th and 7th May 2015. The Advertisement for the posts of Bursar and Registrar required prospective candidates to hold a good university degree and at least 15 years post qualification experience with a minimum of five years as Deputy Registrar in the University System respectively (see Annexure D in 2011-2015 Report). None of these officers had the qualifications and experience required for the two exalted positions. All the same, Council went ahead and conducted interviews

following which Usman Y. Garba and Tahir Musa were appointed Bursar and Registrar respectively.

LIBRARIAN

The Village had a library in Ngala which was and in fact is still headed by Muhammad Zannah-Bukar Badia with a BLS degree from the University of Maiduguri who has been in acting capacity since 2010. The library had over ten thousand volumes of books up to 2013. However, because of the insurgency, which affected the Ngala Campus, a substantial number of books were destroyed/ stolen. About 7000 volumes were later recovered and salvaged, and are being sorted out at the time of writing this report. The findings/observations and recommendation in ToR II(d) sub-paragraphs B, C,D, F&I of the 2011-2015 period are hereby adopted)

CHAPTER IV

Term of Reference III

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

The income of the Village is derived from statutory allocations, internally generated revenue, and other sources. The utilization of these funds during the 2016 – 2020 period are presented below:

Statutory Allocations:

Statutory Allocation for 2016:

The sum of Forty-three Million, six hundred and Sixty-Nine Thousand, One Hundred and Seventy-eight Naira (**₦43,669,178.00**) only was appropriated for the village for the year 2016. Twenty-One Million, Eight Hundred and -Forty-three Thousand, Five hundred and Seventy-Three Naira (**₦21,843, 573.00**) was actually released, and the same amount, was utilized for only one (1) capital project which was a roll-over from 2014. (See Annexures C, C i-v).

Findings/Observations

The Panel found that

- a. all the procurement processes leading to the award of the contracts were complied with by management.
- b. the project was a roll-over from 2014 appropriation;
- c. in Management Letter of 2nd August, 2018 for the period ended 31st December, 2016, External Auditors had observed lapses in the accounting system, procedures, internal controls and financial guidelines and regulations (Annexure D).

Recommendations

- a) Council should ensure that management complies with financial guidelines and regulations at all times;

Statutory Allocation for 2017:

The sum of Eighty-Nine Million, One Hundred and Seventy-Five Thousand, Four Hundred and Ninety-Eight Naira (**₦89,175,498.00**) only was appropriated for capital projects for the village for 2017. Forty-Nine Million, One Hundred and Ninety-Eight Thousand, Five hundred and Thirty-Nine naira (**₦49,198,539.00**) only was actually released and utilized for three (3) capital projects (See Annexures C (ii)).

Findings/Observations

The Panel found that

- a) all the procurement processes leading to the award of the contracts were complied with management.
- b) physically confirmed the purchase of two Jeep Toyota Highlanders, 2011/2012 model which are currently being used by the Registrar and Bursar;
- a) stores receipt acknowledging the two vehicles also confirmed by the Stores officer;
- b) some transactions, such as the purchase of land in Maiduguri by the Village, was not documented;
- c) in transactions b) and c) above, the Director/CEO exceeded his spending threshold without Council's approval;
- d) the legal unit of the Village was not involved in the whole process of the land purchase.

Recommendations

- a) Council should ensure that the legal unit is involved in any future transactions on land matters for the Village;

- b) Council should ensure that proper documentation is made on the land purchased by the Village in Maiduguri;
- c) Council should further ensure that the Director/CEO complies with extant regulations on spending limit for goods and services.

Statutory Allocation for 2018.

The sum of Seventy-Nine Million, One Hundred and Seventy-Five Thousand, Four Hundred and Ninety-Eight Naira (**₦79,175,498.00**) only was appropriated for the village for the year 2018. Seventy-Eight Million, Three Hundred and Fifty-Two Thousand, Nine hundred and Forty-One naira (**₦78,352,941.00**) only was actually released and utilized for six(6) capital Projects, out of which five were awarded in 2018, to be executed with 2018 capital allocation. The Only completed project was No.2 for Teaching & Research Phase II (Furnishing of 1No. 500 seat lecture hall was completed under the appropriation. (See Annexures C(iii)

Findings/Observations

The panel found that

- a) As in 2017 (a) above;
- b) the External Auditors observed in the 2017 Management Letter report that the Village did not implement the Auditors' 2016 recommendation to acquire and install accounting software package for the processing of accounting and payroll activities

Recommendations

- a) The Council should ensure the release of funds to contractors based on actual work carried out;
- b) As a matter of urgency, Council should direct management to implement External Auditors' recommendation on accounting software without delay.

Statutory Allocation for 2019.

The sum of Seventy-One Million, Eight Hundred and Twelve Thousand, Eight Hundred and Thirty-Seven Naira (**₦71,812,837.00**) only was appropriated for the village for the year 2019. Twenty-Eight Million, Seven Hundred and Twenty-Four Thousand, seven hundred- and Fifteen-naira (**₦28,724,715.00**) only was actually released, and the same amount only was 100% utilized for Five (5) capital projects. Out of these, acquisition and supply of furniture for Principal Officers was 100% executed, while the remaining were captured in the 2020 appropriation (See Annexures C (iv))

Findings/Observations

The Panel found that

- a) All the 5 No. contracts were awarded in January 2019, except for that of supply of furniture for the Principal Officers, which was awarded in September 2019.
- b) The releases for the year under review were low, which could have accounted for the remaining four contracts being captured in the 2020 budget appropriation for completion;

Statutory Allocation for 2020.

The sum of Seventy Million, Seven Hundred and Fifty-Eight Thousand, Six hundred and Twenty-Six Naira (**₦70,758,626.00**) only was appropriated for the village for the year 2020. Sixty-Five Million, Eight Hundred and Sixty-Nine Thousand, Eight Hundred- and Eighty-Eight-naira (**₦65,869,888.00**) only was actually released, and the same amount was 100% utilized for four (4) capital projects, all awarded in January 2019 (See Annexures C(v)).

Findings/Observations

- a) The Panel found that the capital appropriation to the Village was utilized fully. No project was completed in 2020;

b) The four projects awarded in 2019 were captured in 2021 budget.

Internally Generated Revenue. –

IGR Generated in 2016:

The Village generated the sum of Thirty-Nine Million, Seven Hundred and Forty-Two Thousand, Three Hundred and Eighty-One naira only (**₦39,742,381.00**) as IGR for all the programmes offered by the Village in 2016. Figures for expenditure for the same period were not presented to the Panel. (Annexure E)

IGR Generated in 2017:

During the year 2017, the Village generated a total sum of Forty-One Million, Nine Hundred and Thirteen Thousand, Eight Hundred Naira only (**₦41,913,800.00**). Out of the revenue realized, the Village expended the same amount as it generated during the year. This figure includes the remittance of Twenty-Five percent (25%) to the federation account, now Treasury Single Account (TSA) (Annexure F).

Findings/Observations

The Panel found that

- a) The expenditure was mostly incurred on
 - i. unnecessary expenses, such as feeding allowances and hotel accommodation, as a result of payments made to ineligible staff of the Village (non-academic);
 - ii. allowances for security of the facilities used as outreach centers;
 - iii. payment of percentage to the schools hosting the outreach programme;
 - iv. Duty Tour Allowance (DTA) to visiting supervisors (a duplication of a(i). above;
- a. The expenditure as in above rendered the programme somewhat costly to the Village;
- c) The IGR was generated from only eight outreach centers operated by the Village.

Recommendations

- a) As in recommendation a) for the year 2017 above;
- b) The size of staff involved in supervising the programmes should be limited to academic staff who teach the courses under the programmes only;
- c) Council should direct management to step up efforts to increase the numbers of students' intake and explore other avenues for the outreach programmes.

IGR Generated in 2018

In 2018, the Village generated Forty-One Million, Seven Hundred and Sixty-Four Thousand, Three Hundred and Thirty-One Naira only (**N41,764,331.00**) and exactly the same amount was expended. (Annexure G,)

Findings/Observations

The Panel found that

- a) the IGR source followed the same pattern as that of the preceding year.
- b) the bulk of the revenue during this period accrued from sub-degree registrations.

Recommendations

- a) management should endeavor to expand the sources of internally generated revenue beyond registration fees for sub-degree courses.

IGR Generated in 2019

The Village generated Forty-Six Million, Eight Hundred and Thirty-Six Thousand, Nine Hundred and Ninety-Three Naira only (**N46,836,993.00**) in 2019. Exactly the same was expended amount by the Village. (Annexure H)

Findings/Observations

The Panel found that

- a) the Village did not tighten up loose ends, such that the entire meagre IGR was expended as in 2017(a) above.

Recommendations

- a) Governing Council should direct management to devise practicable cost-cutting measures in order for the Village to utilize the IGR to augment shortfalls in statutory allocations.

IGR Generated in 2020

In the year 2020, the Village generated Five Million, and Thirty- Eight Thousand Naira Only **(5,038,000.00)**, and exactly the same amount was expended by the Village. (Annexure I).

Findings/Observations

The Panel found that

- a) the already meagre IGR realized by the Village plummeted, perhaps the deepest in the Village's history;
- b) this was attributed to the on-set of Corona-Virus Pandemic that prevented all activities throughout the country;
- c) all admissions for 2020 were limited to NCE and Diploma programmes.

Recommendations

- a) As in 2018(a) above.

CHAPTER V

Term of Reference IV

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

The Bursar orally informed the Panel that the Village applied for the sum of N1.5 billion as special intervention from the Federal Government. He did not disclose what the amount was meant for. He however, confirmed that the sum of Two Hundred and Fifty Million Naira (**₦250,000,000.00**) was released in 2019. Details of the expenditure on this amount were not made available to the Panel. On the 25th June 2021 at about 3:00 pm when the Panel was winding down its activities, the Bursar in company of the Ag. Coordinator, Works and Physical Planning, Mohammed Yusuf Mohammed came with a hand written, unsigned and undated summary of special intervention projects allegedly executed with the Special grant. (Annexure I(1))

Findings/Observations

- a) During the period under review, the Village received the sum of **(₦250,000,000.00)** as special intervention from the Federal government.
- b) The Panel was not availed with any records of what the money was expended on.

Recommendations

- a) the Visitor should cause an investigation into the utilization of **(₦250,000,000.00)** special intervention fund.

CHAPTER VI

Term of Reference V

To examine the adequacy of staff and staff development programmes of the Nigeria Arabic Language Village, Ngala.

As a result of the recommendation of Ministerial Planning Committee set up in 1989, the Nigeria Arabic Language Village, Ngala, Borno State, was established as one of the four (4) Inter-University Centres in 1992. The Village was intended to serve as replacement for the one-year abroad training in Arabic language proficiency for:

- 300- level students of Nigerian Universities studying towards B. A. Arabic. B.Edu. Degree with education as the teaching subject, B.Ed. Degree with Arabic as minor, through an immersion programmes;
- acculturation programme for Nigerian Certificate in Education (NCE) students specializing in Arabic language;
- self-sufficiency in Arabic teachers in Nigeria;
- summer programmes for secondary schools' students aspiring to study B.A. Arabic and NCE;
- personnel in certain public and private institutions to acquire proficiency in Arabic language in order to enhance their performance. These include the Nigerian Custom Services (NCS), office of the Foreign Affairs Ministry, Armed Forces and Para military officers, etc.

The Village is organized into units and departments to enable it carry out both academic and day-to-day administrative activities. Below is the Village's Organogram (See Annexure I).

Students' Admissions

During the 2016-2020 period, the Village admitted 11,570 students. A breakdown of the student enrolment is presented in the table below.

SN.	Institution Type	2016	2017	2018	2019	2020
1	University	0	34	0	23	0
2	Colleges of Education (Summer Course)	1871	1693	2462	1793	0
3	Diploma Colleges	90	98	59	65	79
4	Summer (MOGCOLIS)	0	0	0	0	0
5	Proficiency (Beg., Int., Adv.)	953	918	764	372	296
6	TOTAL	2914	2743	3285	2253	375

(Data Computed from same sources as for ToR V 2011-2015)

The table above shows that the number of enrolment especially from Colleges of Education increased during the 2016 to 2020 period with overall total of 11,570 out of which 7819 were for the acculturation programme.

It is equally worth noting that participation of students in the three categories of the proficiency programme began on positive note, although it declined gradually by 2020, which might be due to lack of sustained campaign on the part of management to attract more participants.

Adequacy of Academic Staff for the Programmes

As in ToR V (2011-2015), during this period too, in order to gauge the adequacy of the number academic staff for the purposes of the programmes of the Village during the 2016-2020 period, it is necessary to calculate the staff-student ratios. Below is the staff /student ratio for the period under review.

Category	Years				
	2016	2017	2018	2019	2020
Academic Staff	39	46	46	47	57
Students	2914	2743	3285	2253	375
Staff-Student Ratios	1:75	1:60	1:71	1:48	1:6

(See Annexure J)

It is clear that the number of academic staff teaching the programmes of the Village fluctuated between 39 in 2016 and 57 in 2020. Looked at against the backdrop of students' admissions in the same period that ranged between 2914 in 2016 and 3285 in 2019, the number of academic staff was generally inadequate, in spite of the decline in enrolment for 2020. Thus, the academic staff teaching the programmes were inadequate, in the face of NUC's benchmark minimum academic standards (BMAS) of 1:50 staff-student ratio pertaining to undergraduate programmes in arts subjects (including Languages) for Nigerian Universities.

Staff Development Programmes

Staff development programmes for academics is an important aspect of career progression. As a universal culture, and as a matter of policy in the Nigerian university system, staff development through acquisition of higher degrees is mandatory. Although the Village is an inter-University Centre it, nonetheless, lacks any form of staff development scheme, besides promotion. The Director/CEO Professor Muhammad Mu'azu Nguru (April 2014 – 2019), disturbed by prolonged stagnation of staff, both academic and non-academic, treated promotion cases with the assistance of High-Powered Committees. He did not, however, place any emphasis on staff development just as was the case with his predecessors.

In addition to academic staff, the Village possessed a large reservoir of non-academic staff spread across administrative, technical, financial, library and other departments/divisions.

Findings/Observations

- a) The Village still lacked a well-defined and articulate academic staff development programme, outside promotion, that can guarantee retention and stability of quality academic staff during the period under review;
- b) Continued absence of an enabling law has hampered staff development of the Village.
- c) The staff-student ratio was high and inconsistent with NUC (BMAS) for Arts (including Language studies) in Nigerian universities, leading to inadequacy of the staff teaching the programmes;
- d) Although the promotions of the six (6) Senior Lecturers to the Professorial Cadre, as Readers, in 2019 were based on alleged guidelines from the University of Maiduguri, yet there was clear absence of procedures used to apply the guidelines in the promotions.

Recommendations

- a) The Governing Council should push for the passage of the Bill pending before the National Assembly to guide the operations of the Village;
- b) Efforts should be adopted and intensified to recruit more academic staff in order to narrow the wild gap between academic and non-academic staff, and ensure the Village's effective delivery of its mandate.

CHAPTER VII

Term of Reference VI

To determine the relationship between Nigeria Arabic Language Village 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 Village may have in dealing with the said bodies including the Village Governing Council, the National Universities Commission and the Federal Ministry of Education as well as the Visitor.

The Village was established by the Federal government as an Inter-University Centre. As a Federally funded institution, it is expected to liaise with Ministries, Departments and Agencies of Government (MDAs) for planning, finance, discipline, guidance etc., although it has no enabling law guiding or regulating its relationship with these bodies. Consequently, in its day to day and other activities, the Village follows and is bound to apply the Civil Service Rules, government circulars and relevant laws that affect its operations. It also adopts policies and practices of similar institutions in regulating its activities where necessary.

Governing Council.

Between 2016 and 18th March 2018, there was no Governing Council for the Village. As a result, the management directly interacted with Federal Ministry of Education, National Universities Commission, the Federal Ministry of Finance and the National Commission for Colleges of Education, among others for guidance, policy direction, execution and implementation of policies pertaining to management and programmes of the Village. With the reconstitution and subsequent inauguration of the Governing Council in March 2018, the Village experienced changes in policy direction.

Federal Ministry of Education

The Federal Ministry of Education is the supervisory body that provides guidance and directions to the Village. In this regard, the Village interacted with the Ministry in the appointment of Acting Directors/CEO's in the absence of a Governing Council,

inauguration of Governing Council, and other related activities. The Village also cooperated with the Ministries of Finance and Education in monitoring and evaluation of Capital projects. In the area of discipline, the Governing Council through the Federal Ministry of Education recommends to the Visitor, disciplinary measures to be taken in case misconduct by the Director/CEO.

Federal Ministry of Finance

All monies appropriated for the Village, including loans and grants, where available, are routed through the Federal Ministry of Finance. The Village also liaises with the Ministry on issues bordering on personnel and other costs.

National Universities Commission

The Village interacts with the National Universities Commission, albeit not regularly. In the only instance when such interaction took place, it was limited to:

- (a) Provision of guidelines for the preparation of Physical Master Plan and Academic Brief.

The National Commission for Colleges of Education (NCCE)

The Village also interacts with the NCCE in carrying out the mandatory acculturation programme for 200 level NCE students in Nigerian Colleges of Education and other Arabic oriented Diploma awarding institutions.

Findings/Observations

a) during the period under review, the Village interacted with various statutory bodies in accordance with the laws establishing those bodies for the purposes of policy guidance, direction, etc.

Recommendations

- a) The Village should continue interacting with regulatory bodies for guidance and direction

b) Efforts should be made to ensure that the regulatory agencies, NUC, NCCE and FME issue directives mandating Universities that offer B.A. Arabic to patronize Immersion programme and acculturation programmes being of the Village.

CHAPTER VIII

Term of Reference VII

To examine the "Law" establishing the Nigeria Arabic Language Village including the relationship between the various Internal Organs, Units and indicate the ways the law has been observed by the competent authorities and also suggest any modifications to the law considered necessary or desirable to enable the Village to better achieve its objectives.

The Nigeria Arabic Language Village was established in 1992 as an Inter-Universities Centre for the study of Arabic. The Centre commenced academic activities in 1995 and has since then been admitting students, recruiting staff and entering into sundry contracts and other relationships, including relationships between the various units and internal organs without legal backing. As an Inter-University Center, the Village Governing Council and management are, to some extent, guided by extant laws applicable to the University of Maiduguri, Civil Service Rules, policy directions and guidance from the National Universities Commission, Federal Ministry of Education and sometimes at the pleasure of the Director/CEO.

Records from the Village reveal that the Bill for an Act to establish the Nigeria Arabic Language Village, Ngala, Borno State, was initiated and sent to the National Assembly as (SB.386) during the period under review. The Bill went through first reading on Wednesday 30th November 2016, Second reading on Thursday 11th April 2017 and third reading and passage on 19th December 2017. Unfortunately, it did not receive the assent of the President of the Federal Republic of Nigeria before the expiration of term of the 8th Assembly.

Currently, the Village is still operating without an enabling law. Consequently, the Panel found it difficult to gauge the relationship between the various organs, units and indeed the general public, in particular, the Village's legal personality vis a vis its employment and contractual relationships, among others. Although there are few court cases involving the Village, the issue of its capacity to sue and be sued, own and dispose of

property has not been raised so far. Thus, the Village is considered a legal person, albeit wrongly.

Findings/observations

- a) The Village claims to be guided by the Civil Service Rules, University of Maiduguri Act, rules and regulations;
- b) The absence of an enabling law has made it difficult for the Village to coordinate its activities and properly relate with private and public bodies, and organisations with a view to realizing the objectives for which it was established,

Recommendations

- a) The Governing Council should step up efforts at ensuring that the Bill for an Act to establish the Nigerian Arabic Language Village currently before the National Assembly is passed into law;
- b) In the interim, the Governing Council should adopt and apply *mutatis mutandis* relevant provisions of the University of Maiduguri Act and regulations, especially in matters of staff appointments, promotion and discipline.

CHAPTER IX

Term of Reference VIII

To trace the historical evolution of the Nigeria Arabic Language Village and take stock of its net achievements and problems as well as its style and direction.

The economic downturn of the mid-80's and early 90's and the corresponding depreciation of the Naira made it difficult for 300 -level students of Arabic in Nigerian Universities and governments to continue sponsorship of the study abroad overseas immersion programmes. Hitherto, students in Nigerian Universities offering B.A Arabic were required to spend a year in an Arabic speaking country for the immersion programme.

It is against this background that the Federal Military Government under the leadership of President Ibrahim B. Babangida set up a Ministerial Planning Committee in the late 1980's to look into the possibility of establishing Arabic and French Language Villages in Nigeria. At the end of the Committees sittings, Ngala in Borno State was recommended as the permanent site for the Village. The choice of Ngala as an Arabic Village was informed by a number of factors, the major one being that, the town is a confluence of Shuwa-Arab and other Arabic speaking communities of Chad, South-Eastern part of Niger Republic and the Sudan. Thus, Ngala provided the perfect setting for the one year immersion and other programmes in Arabic Language.

NET ACHIEVEMENTS

Owing to the its relocation to Maiduguri, the Village did not record much achievement due to the circumstances in which it found itself as an Internally Displaced Agency (IDA). This notwithstanding, the Village recorded a few achievement in the following areas:

i) Establishment of Outreach Centres for the acculturation programme

The Village established outreach centres in Kano, Jigawa, Katsina and Bauchi states to cater for the NCE acculturation and the Arabic oriented Diploma awarding institutions.

The Village has continued to provide immersion course for B.A Arabic students of the University of Maiduguri.

ii) Academic Staff

In the area of staffing, the Village maintained a good number of academic staff, both in quantity and quality for all programmes. The morale of staff was boosted by the promotion of both academic and non-academic staff of the Village. However, while the promotion of deserving staff to the next rank is desirable and indeed encouraged, the promotions in this case were not based on established and approved criteria. Regrettably, the Panel observed that the Committees established by management of the Village to assess staff for promotion was not approved by the Council.

PROBLEMS

i.) Lack of access road.

The situation of the road linking Maiduguri to Ngala is worse during the period under review, the distance between Maiduguri and Ngala still remains at about 135 kilometers, yet, it takes four (4) hours to reach Ngala due to the bad nature of the road and presence of security check points.

ii) Lack of Power

Ngala is still not linked to the national grid. The Village is now a government approved IDP Camp.

iii) Absence of an enabling law

The Village has no enabling law. Consequently, Council and management are guided by policies and to some extent, practices of the University of Maiduguri.

iv) Academic staff/non-academic staff ratio

The ratio of academic to non-academic staff is 1:10, there are thus far more non-academic staff in the system.

v) STYLE AND DIRECTION

The style and direction adopted by the Acting Directors of the Village is still non-participatory. The Director/CEO, together with the PO's conducted the affairs of the Village without regard to extant rules. In many cases, senior officers who are supposed to be in the know are left in the dark even with regard to matters that affect their schedules. For example, the Deputy -Registrar (Legal) consistently claimed he was not consulted over the purchase of a plot by the Director/CEO, nor was he consulted when a property was rented by the Village in Abuja.

RECOMMENDATION

- (a) The Village Governing Council and Management should liaise with relevant authorities to facilitate the passage of the enabling law pending at the National Assembly.
- (b) The leadership should be open and carry everyone along in running the affairs of the Village.
- (c) Though the Village has relocated to the liaison office in Maiduguri, efforts should be made to link up the Village with National grid.
- (d) The Village should collaborate with the relevant government agencies to facilitate the construction of the access road from the State capital to the Village at Ngala.
- (e) Promotion of deserving staff should be based on criteria for appointment and promotion as approved by the Governing Council.
- (f) The Village should fashion out a comprehensive strategy that will enhance the enrollment drives for all the programmes.

CHAPTER X

Terms of Reference IX

To examine the general security in the Nigeria Arabic Language Village Ngala and how it has dealt with it and recommend appropriate measures.

In any human setting, the issue of security of life and property is always paramount. It is, in fact, among the determining factors in the choice of a location.

The Maiduguri liaison Office of the Village, as the name suggests, was originally acquired to be a liaison office. However, with the relocation of the Village to Maiduguri in 2014, the liaison office was turned into a temporary school providing very limited, teaching and administrative services.

Security of the Village

The Liaison Office is located along Lagos Street, Maiduguri, within the GRA. It is a low-density residential area, and is less than fifty (50) metres from the Government House, and ten (10) metres from the Brigade Commander's residence. Being a non-residential school environment, and owing to the nature of the neighborhoods, the threat to life and property is minimal. This notwithstanding, the Village operates a Security Unit under the office of the Registrar. (see Annexure I ToR V)

Functions of the Security Unit

The Security Unit as currently constituted performs the following functions:

- (i) Maintenance of peace, law and order in the Village
- (ii) Making adequate report on security lapses
- (iii) Checking inflow and outflow of vehicles and materials
- (iv) Protection of life and properties
- (v) Compiling of intelligence, situation reports on security matters and forwarding same to the Director/Chief Executive Officer
- (vi) issuance of security alerts to the Village Community or to the management as the situation demand

- (vii) Issuance of security alerts to the Village community or to the management as the situation demand
- (viii) Regulating the inflow and outflow of persons and parking of vehicles within the Village
- (ix) Performing crowd control in the Village during social activities

Since the relocation of the Village from Ngala to the Liaison Office at Maiduguri, the entire security apparatus has been restructured. The Village now has twenty-four (24) Security personnel with the Principal Assistant Registrar as Head. Others include:

- (i) Senior Executive Officer
- (ii) Assistant Executive Officer
- (iii) Admin. Officers (3)
- (iv) Seventeen (17) operatives.

These officers and operatives oversee the activities of the Village in six different units, namely:

- (i) Administrative Section
- (ii) Surveillance Section
- (iii) Intelligence Section
- (iv) Investigative Section
- (v) General Patrol Section
- (vi) Guard Section

The Liaison office at Maiduguri, now considered to be an Internally Displaced Agency (IDA), has not had any incidence of criminality, except for the few cases (three) of theft which were ably handled by the Security Unit.

Unlike the situation in 2011-2015, the Security Unit did not establish working relationship with other security agencies.

CHALLENGES

The challenges facing the security unit include the following:

1. lack of communication gadgets
2. poor funding, particularly for the day-to-day operations
3. lack of staff training
4. lack of CCTV cameras for surveillance
5. lack of vehicles for ease of movement and metal detectors

Findings/Observation

- (a) The current number of the Security personnel in the Liaison office is less than the number of those engaged in Ngala. This is understandable, considering the size and location of the Liaison Office.
- (b) Personnel in the Security Unit, including the head, have no military or para-military training hence, their ability to effectively manage crime is limited.
- (c) Most of the operatives in securing the Village are more of "Guardsmen".

Recommendation

- (a) The Head of the Security Unit should be a retired military or Police Officer, not below the rank of Major or DCP respectively,
- (b) Security Operatives should have a minimum qualification of ND
- (c) The Security Unit should be under the Office of the Director/CEO.

CHAPTER XI

Term of Reference X

To examine the processes and structures of discipline of students in each university in line with due process

The Village was established as an Inter-University Centre for teaching and learning Arabic Language with core objects of providing 300 Level Arabic Language students from Nigerian universities with compulsory immersion course and also acculturation programmes for Arabic language students of Nigerian Colleges of Education. This is in addition to the Diploma and proficiency certificate courses organized by the Village from time to time. The total number of students admitted between 2016-2020 was 11,570. Notwithstanding this number, the Village did not establish any structure for the discipline of students. The Panel was informed by the Registrar that there were few cases of disrespect/ indiscipline by students during the period under review. However, those cases were resolved amicably.

Findings/observations

- a) The Village did not establish any structure for student discipline
- b) The few cases that came up were not escalated to management levels.

Recommendation

- a) The Governing Council should ensure that a Student Disciplinary Committee is established under the office of the Director/CEO and all records of the activities of the committee be kept securely for record purposes.