



FEDERAL MINISTRY OF EDUCATION

**REPORT OF THE PRESIDENTIAL
VISITATION PANEL**

TO

**The University of Calabar,
Calabar, Cross River State
(2011-2015)**

**Main Report
(Vol. 1 of 2)**

June 2021



FEDERAL MINISTRY OF EDUCATION VISITATION PANEL TO THE UNIVERSITY OF CALABAR

Ref: VP/UNICAL/21/VOL.1/

June, 2021

The President, Commander-In-Chief
of the Federal Republic of Nigeria,

Through:
The Honourable Minister of Education
Federal Secretariat, Shehu Shagari Way,
Abuja

Your Excellency,

Report of the Visitation Panel to the University of Calabar, Calabar, Cross River State (2011-2015)

We refer to your letter Ref FME/PS/606/C.1/III/183 of 29th March 2021 on our appointment as members of a Visitation Panel to University of Calabar, Calabar, Cross River state.

You may wish to recall that the Panel was given a ten-item Terms of Reference as its working guideline. The Panel was to complete its assignment in a period of 60 days.

The Panel, having completed its assignment within the allocated time-frame wishes to submit the report to you.

The report is in three volumes namely:

- ❖ Volume 1: The Main Report
- ❖ Volume 2: The Appendices

The Chairman and members of the Panel wish to express their profound gratitude to the Honourable Minister of Education, for the opportunity and honour given to us to serve the nation in these capacities.

Please accept the assurances of our greatest respect and consideration.

Professor Olufemi BAMIRO
Chairman

Acknowledgements

The members of the Visitation Panel acknowledge with appreciation, the confidence reposed in us by the President, Commander-In-Chief of the Armed Forces, Federal Republic of Nigeria, Alh. Muhammadu Buhari GCFR, the Honourable Minister of Education, Mallam Adamu Adamu, the Honourable Minister of Education for State, Hon. Chukwuemeka Nwajiuba, the Permanent Secretary, FME, Arc. Sonny Echono, Director Tertiary Education, FME, Hajia Rakiya Iliyasu and the Executive Secretary NUC, Prof. Rasheed A. Abubakar to undertake this important assignment in the service of our university system and, by extension, our nation state.

We also wish to sincerely thank the Vice-Chancellor, University of Calabar, Prof. Florence Banku Obi, the Management Staff, Members of the University Senate and Congregation, Deans of Faculties, Directors of Institutes, Heads of Departments and Units, Staff and Students' Unions for their cooperation in providing information and support towards the execution of this important assignment.

We also thank particularly:

- ❖ The Governor, Cross River State, His Excellency Prof. Ben Ayade ably represented by the Deputy Governor, His Excellency Prof. Ivara E. Esu;
- ❖ His Eminence Edidem Ekpo Okon Abasi Otu V, The Obong of Calabar;
- ❖ The Council of Cross River State Traditional Rulers ably represented by:
 - Etinyin (Dr) Etim Okon Edet, the Chairman of Council of Traditional Rulers;
 - HRM the Munene of Efut, Prof Ham Hogan Ham and
 - HRM the Ndidem of the Quas, Ndidem Efa Bassey Etata III
- ❖ The former Pro-Chancellors, Chief Dr Emmanuel Iwuanyanwu and Senator Nkechi J. Nwaogu
- ❖ The former Vice-Chancellor, Prof. Zana Akpagu, and others too numerous to mention, who made this assignment possible.

Finally, we are grateful to all other stakeholders who contributed to the realisation of the objectives of this assignment by providing information through the various memoranda submitted

Membership of The Visitation Panel

- | | | |
|---|---|------------------|
| (i) Professor Olufemi Bamiro
Emeritus Professor of Mechanical Engineering,
Former Vice Chancellor,
University of Ibadan, Ibadan.
Tel: 08023151513
e-mail: obamiro@yahoo.com | - | <i>Chairman</i> |
| (ii) Engr. Prof. Samuel O. Onyegegbu
Emeritus Professor of Mechanical Engineering,
University of Nigeria, Nsukka.
Tel: 08033949542
e-mail: samuel.onyegegbu@unn.edu.ng | - | <i>Member</i> |
| (iii) Professor Yomi Dinakin
Professor of Law,
Adekunle Ajasin University,
Akungba-Akoko.
Tel: 08052633982
e-mail: ydinakin@gmail.com | - | <i>Member</i> |
| (iv) Professor Oforegbunam Thaddeus Ebiringa
Professor of Finance and Project Management,
Federal University of Technology Owerri,
Owerri, Imo State.
Tel: 08034046780
e-mail: profotebiringa@gmail.com | - | <i>Member</i> |
| (v) Umar Inuwa
Former General Manager,
Bauchi State Television,
Bauchi.
Tel: 08036625037
e-mail: umarinuwa2424@gmail.com | - | <i>Member</i> |
| (vi) Barrister Umar Mohammed Gummi
Ex-Attorney-General and Commissioner for Justice, Sokoto State,
Ex-Chairman, Local Government Councils Tribunals in Sokoto
and Zamfara States
Ex-Secretary Law Reform Commission, Sokoto
Tel: 08060322272
e-mail: umgummi01@gmail.com | - | <i>Member</i> |
| (vii) Mrs. Alissabatu Balogun
Deputy Director,
National Universities Commission,
Abuja
Tel: 07034788562
e-mail: balolissa2@gmail.com | - | <i>Secretary</i> |

Signature Page

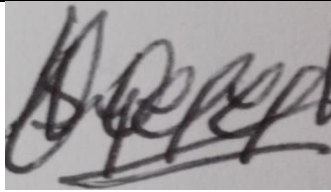
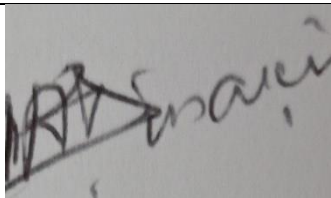
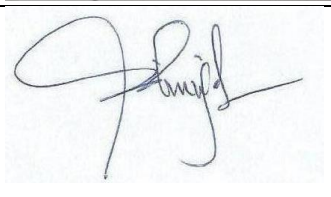
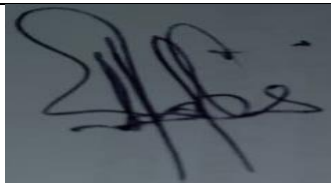
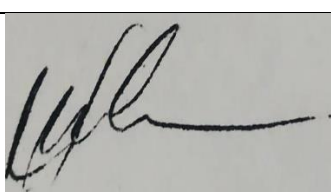
S/N	Name	Status	Signature
1	Professor Olufemi Bamiro	Chairman	
2	Engr. Prof. Samuel O. Onyegegbu	Member	
3	Professor 'Yomi Dinakin	Member	
4	Professor Oforegbunam Thaddeus Ebiringa	Member	
5	Umar Inuwa	Member	
6	Barrister Umar Mohammed Gummi	Member	
7	Mrs. Alissabatu Balogun	Secretary	

Table of Contents	Page
Letter of Presentation	ii
Acknowledgements	iv
Members of Visitation Panel	v
Signature Page	vi
List of Tables	viii
List of Figures	ix
Acronyms and Terms	x
List of Appendices	xi
Executive Summary	1
Chapter 1 Introduction	38
Chapter 2 Methodology	41
Chapter 3 Historical Background	43
Chapter 4 Term of Reference I	48
Chapter 5 Term of Reference II	56
Chapter 6 Term of Reference III	66
Chapter 7 Term of Reference IV	90
Chapter 8 Term of Reference V	102
Chapter 9 Term of Reference VI	125
Chapter 10 Term of Reference VII	131
Chapter 11 Term of Reference VIII	134
Chapter 12 Term of Reference IX	144
Chapter 13 Term of Reference X	147

List of Tables

TABLE	TITLE	PAGE
6.1	Profile of Statutory Deductions not Remitted to Appropriate Authorities	71
6.2	Profile of Public Funds Capital and Recurrent Subventions /Allocations	80
6.3	Profile of other Public Funds Interventions	82
6.4	Profile of Internally Generated Revenue (IGR) (2011-2015)	82
6.5	Budget Performance Profile (2011-2015)	83
6.6	Summary of external Audit 2011-2015 and Panel's Findings/ Observations	85
7.1	Profile of Capital Appropriation Received & Capital Projects (2011-2015)	90
7.2	Profile of Capital Projects Contracts Payment Status (2011-2015)	91
7.3	Profile of NEEDS Assessment Funds Received & Projects Contracts (2011-2015)	93
7.4	Profile of NEEDS Assessment Projects Contract Payments (2011-2015)	94
7.5	Profile of TETFund Interventions Received and Projects (2011-2015)	98
7.6	Profile of TETFund Intervention Projects Contracts Payments (2011-2015)	98
8.1a	Staff Profile of the Nigerian University System (2008/2009 session)	103
8.1b	Profile of Proposals handled by NRF from 2012 to 2015	104
8.2	University Level Staff : Students Ratio	114
8.3	Profile of Staff : Students Ratio on Faculty Basis as 2011-2015	115

LIST OF FIGURES

FIGURE NO.	TITLE	PAGE
3.1	Logo of UNICAL	44
5.1	Organogram of Principal Officers	56
6.1	Trend of Public Subventions / Allocations	80
8.1	Profile of Establishment of Universities in Nigeria (1991-2020)	102
8.2	Profile of Full-Time Undergraduate Students' Enrolments (2011-2015)	108
8.3	Profile of Total Postgraduate Students Enrolments (2011-2015)	111
8.4	Profile of Students Enrolments for Part-Time Degree Programmes (2011-2015)	112
8.5	Profile of Academic Staff (2011-2015)	114
8.6	Profile of Non-Teaching Staff in the Faculties (2011-2015)	117
8.7	Profile of Senior Technical Staff (2011-2015)	119
8.8a	Amount Released by TETFund (N'Millions) for Staff Development (2011-2015)	121
8.8b	Beneficiaries of TETFund Staff Development Fund (2011-2015)	121
8.9a	Amount Released (N'Millions) under TETFund IBR	122
8.9b	No. of Beneficiaries of the IBR Grant (2011-2015)	122
8.10a	Amount Released (N'Millions) for Conference Attendance (2011-2015)	123
8.10b	Profile of Beneficiaries of Conference Fund (2011-2015)	123

Acronyms and Terms

EFCC	-	Economic and Financial Crimes Commission
TETFund	-	Tertiary Education Trust Fund
FAR	-	Fixed Assets Register
F&GPC	-	Finance and General Purpose Committee
FME	-	Federal Ministry of Education
HME	-	Honourable Minister of Education
IBR	-	Institution Based Research Grant
ICT	-	Information and Communication Technology
IGR	-	Internally Generated Revenue
MOU	-	Memorandum of Understanding
ASUU	-	Academic Staff Union of Nigerian Universities
SSANU	-	Senior Staff Association of Nigerian Universities
NAAT	-	National Association of Academic Technologists
NASU	-	Non-Academic Staff Union
NUC	-	National Universities Commission
PPA	-	Public Procurement Act
PPC	-	Procurement Planning Committee
PV	-	Payment Voucher
VAT	-	Value Added Tax
UNICAL	-	University of Calabar
ACU	-	Association of Commonwealth Universities
NRF	-	National Research Fund
WARIMA	-	West African Research and Innovation Management Association
VC	-	Vice-Chancellor
DVC	-	Deputy Vice-Chancellor
IPC	-	Interim Payment Certificate
ToR	-	Term of Reference
FTE	-	Full Time Equivalent

LIST OF APPENDICES

S/N	TITLE	PAGE
1.1	Inauguration Address of the Honourable Minister of Education,	1-3
2.1	Panel's Correspondences with the University	4-23
6.1	Memo of Vice-Chancellor to Governing Council - Collection of School Charges: Request to Migrate from Inter-Switch to e-transact	24-25
6.2	EFCC letter of Invitation	26
6.3	Vice-Chancellor's Memo to Bursar on Illegal Engagement of Zelligence Nig. Ltd	27
6.4	Peter Agi's Report Alleging Diversion of Collected Fees by Gucci-Chris	28-30
6.5	IGR Sources (2011-2015)	31
6.8	Budget Performance Analysis (2011-2015)	32
7.1	Capital Projects Contract	33
7.2	a) Profile of NEEDS Assessment Projects Contracts b) Profile of NEEDS Assessment Completed Projects (2011-2015) c) profile of NEEDS Assessment Uncompleted Projects (2011-2015)	34-35
7.3	Profile of Individual TETFund Intervention Projects Contracts (2011-2015)	36-44
8.1	Profile of Programmes run in UNICAL	45
8.2	Profile of Full-Time Undergraduate Students and Staff on Ground on Faculty Basis in UNICAL (2011-2015)	46-48
8.3	Profile of Postgraduate Students' Enrolments on Faculty Basis (2011-2015)	49
8.4	Profile of Students Enrolments in Part-Time Undergraduate Degree Programme (2011-2015)	50
8.5	Profile of Staff : Students Ratio Based on Full-Time and Postgraduate Enrolments (2011-2015)	51-53
8.6a	Level of Implementation of TETFUND Staff Development	54-56
8.6b	Progress Report of UNICAL Staff Development	57-65
10.1a	Memorandum of ASUU submitted to the Visitation Panel	66-73
10.1b	Memorandum of SSANU submitted to the Visitation Panel	74-76
10.1c	Memorandum of NASU submitted to the Visitation Panel	77-82
10.1d	Memorandum of NAAT submitted to the Visitation Panel	83-84
10.2	University of Calabar Act	85-96
10.3	Universities (Miscellaneous Provisions Decree 1993) Decree No.11	97-104
10.4	The Universities Miscellaneous Provisions (Amendment) Act, 2003	105-111

10.5	The Universities Miscellaneous Provisions (Amendment) Act, 2012	112-115
10.6	Summary of Pending Cases of the University of Calabar	116-126
11.1	Hostels in UNICAL	127-129

EXECUTIVE SUMMARY

TOR (I)

Inquire into the level of implementation of the white paper on the last visitation report

Findings

Presented herein are the levels of implementation of the white paper in respect of the Vice-Chancellor, Registry, Bursary, Financial Management, Application of Funds, Staffing, and Relationship with Statutory Bodies and Security.

VICE-CHANCELLOR

The University be directed to:

- i. Source money from IGR and provide the Internet and ICT facilities for which the CBN donation had been made.*
- One 14 seater bus was purchased and a resource room built for the Department of Economics. This was confirmed by the Head of the Department of Economics.

THE REGISTRY

- i. The Visitor directs the Council to take steps towards computerizing the Registry and other Units of the University within budgetary provisions*
- The Registry is yet to be computerized due, according to the University, lack of funds to provide adequate hardware and software, power supply and internet connectivity.
- ii. The University to ensure optimal Utilization of the Administrative building complex*

- The Registry still has its different divisions scattered in different administrative blocks in the campus.

THE BURSARY

- i. The University should complete the relevant wing of the Administrative building complex to house Bursary staff in closer proximity to the Bursar's office.*
- The Administrative building has been completed with a section assigned to the Bursary. Archival materials are however still housed in the old Bursary building for lack of space.

THE LIBRARY

- i. The visitor directs Council to expedite action towards the completion of the University Library and provision of e-Library services within budgetary provisions.*
- The library has now been completed to about 95%. The only major issue left was installation of the lift for which provision was made. The cost and availability of power has made that part of the project to resemble a white elephant. There was an impressive e-library and large computer centres housing more than one thousand pieces of computers within bookless areas of the library which assists the University in Computer-based examinations.

FINANCIAL MANAGEMENT

- i. The University should make concrete efforts to increase revenue generation to meet and surpass the NUC target of 10% of total statutory recurrent receipts.*
- Revenue generation has been greatly increased by the use of ICT in collection of school charges. However, with the paucity of approved school charges by the Federal government, it is still a herculean task to meet 10% of recurrent and surpass the NUC target.
- ii. The University should reflect the purpose of each transaction and effect daily balances in its cash book.*
 - The University still operates monthly and not daily balances.
- iii. The University should update its fixed asset register up to December, 2010.*

- The Fixed Asset Register has not been kept up to date by the University even as at 2021 when the Panel visited the University.
- iv. *DTLC should be disbursed to and utilized by the Departments in line with directives of government to meet the objectives of the fund.*
- DTLC last disbursement was in 2015

APPLICATION OF FUNDS

The Panel recommends that Government considers and provide the sum of ₦779.73m as a special grant to enable the University complete its abandoned and on-going projects. In the interim, Management should liaise with NDDC to complete the abandoned students' hostel.

- The University benefitted from a special grant of ₦3.0bn as well as ₦4.2bn from NEEDS assessments. These were used for the execution of very essential projects. Numerous efforts were made including visitation to get NDDC to complete their abandoned project but all proved abortive until the imbroglio witnessed in the Commission. According to the University, they are looking forward to favourable response from NDDC when the whole dust settles down.

STAFFING

- i. *The University should engage additional academics in the relevant specializations to meet the NUC Teachers/Students Ratios for Basic and Allied Medical Sciences. The University should also redress apparent over staffing in the Faculty of Arts.*
- Recruitments were made however the ratios had not been achieved.
- ii. *The University should take necessary measures, including attrition, to reduce apparent over staffing among the Non-Academics, especially in, but not limited to, the Works Department.*
- The ratio of teaching staff to non-teaching staff is still skewed in favour of the non-teaching staff
- iii. *The University should strive to improve its number of Technologists through recruitment and staff development.*

- Additional technologists have been employed but more hands are still needed due to programmes expansion.
- iv. *The University should augment its financial commitment to staff development from its IGR.*
- Provision of power and numerous sundry expenses needed to run the system has, according to the University, made this extra burden on IGR not feasible.

RELATIONSHIP WITH STATUTORY BODIES

- i. *The Panel recommends that the University should appeal to the State Governor to assist in reclaiming its encroached lands.*
- Status still the same while the matter is still in court.

SECURITY

- i. *The University should extend its perimeter wall to all of its boundaries.*
- This has not been achieved due to the huge capital involvement and also stiff resistance and hostility by the host communities that have encroached into University's land.
- ii. *The University should provide reliable radio-based walkie-talkies for security communications in the Institutions.*
- Radio-based walkie-talkie was introduced in 2012 to 2015 but could not be sustained because the mast was destroyed by rain storm and it is still to be replaced.

TOR (II)

Examine the leadership quality of the University in terms of roles of Governing Council, Vice-Chancellor, other Principal Officers as well as organs of the Institution.

This term of reference was dealt with through the examination of the following key offices in the administration and management of the University: Chancellor, Pro-Chancellor, Vice-Chancellor, Deputy Vice-Chancellor (Administration), Deputy Vice-

Chancellor (Academic), Registrar, Bursar, Librarian, Director of Physical Planning, Director of Works and Maintenance, Director of Academic Planning, Director of Research and Development, Director of Entrepreneurship Development Centre, and Director of Centre for Educational Services.

The findings/observations and recommendations are presented briefly below in respect of each of the above positions, while details are to be found in the Main Report.

CHANCELLOR

The University has been without a Chancellor since the death of the last Chancellor, HRH Dr Alfred Torkula, the Tor Tiv the 4th, who was appointed in June 2015 but died before his investiture, planned for the 2016 convocation.

Information garnered by the Panel from the University was to the effect that the University had written several letters, through the NUC and Federal Ministry of Education to the Visitor requesting for a replacement and this has so far not been done.

Recommendation

The Federal Government should appoint a new Chancellor to the University of Calabar to enable the University enjoy the benefits of such position, most especially during convocation ceremonies of the University.

PRO-CHANCELLOR AND CHAIRMAN OF COUNCIL

There were two Councils during the period under review. Dr Roland Ehigiamusoe (2009 – 2013) and Dr Emmanuel Iwuanyanwu (2013 – 2017). The Pro-Chancellors were reported to have had cordial working relationship with the management team of the University. They both upheld due process in all their transactions. From the records presented, they held Council meetings regularly and the minutes of meetings were duly signed. The Council was well organised and there were evidences of various committees in place.

VICE-CHANCELLOR

There were two Vice-Chancellors during the period under review: Prof. James Epoke (2010 – 2015) and Prof.ZanaAkpagu (2015 – 2020). The Vice-Chancellor Prof. James Epoke was described by all as a gentleman. He ran an open administration. His tenure was a peaceful one aside the student protest on the increase on school fees.

A major achievement identified by the Panel was the development of the Strategic Plan (2011-2015) by the Epoke administration. According to him, “...*This was necessitated by the challenges on ground and the need to chart a course for the University in the next five years*”.

Prof.ZanaAkpagu succeeded Prof.Epoke in December, 2015. He happened to be the first Alumnus of the University to be appointed as Vice-Chancellor so his appointment was greeted with a lot of enthusiasm and optimism. The details of his achievements are covered in our 2016-2020 Visitation Panel Report.

DEPUTY VICE-CHANCELLORS

The following two professors served as DVC Admin under Prof Epoke:

- Prof. BasseyIgriOkon
- Prof. Simon J. Utsalo

There was cordial relationship between the DVCs and the VC.

The following served as DVC(Academic) under Prof Epoke:

- Prof. Austin Obiekezie
- Prof ZanaAkpagu

There was also cordial relationship between the DVCs and the VC.

REGISTRAR

Dr (Mrs) Julia D. Omang (2008 – 2014) and Mr Moses O. Abang (2014 – 2019) served as Registrars during the period under review.

The Panel interacted with the registrars and found that they both had cordial relationships with the Governing Council where they served as Secretaries. Their relationships with the Vice-Chancellor were also smooth. They reported that they were given free hand to run the Registry.

The only concern they shared was the issue of office accommodation and computerization of the registry with negative impact on their productivity. The University has not done much about it despite the issue being raised in the 2004-2010 Presidential Visitation Panel Report.

Recommendations

- i. The University should endeavour to provide adequate accommodation to enhance the productivity of staff of the Registry.
- ii. The computerization of the Registry should be given priority towards the efficient performance of their salient duties as the custodian of data and information pertaining to the university. This will enhance institutional memory in line with global best practices.

BURSAR

Two Bursars Mr. O.M. Nsebot (2011 – 2014) and Mr. Peter Agi (2014 – 2017) worked with Prof.Epoke. The Panel interacted with only Mr.Agi because Mr Nsebot had died.

However, the late Mr. O.M. Nsebot, who was the Bursar for the greater part of the period under review, was adjudged to be very professional and maintained a cordial relationship with the Vice-Chancellor and the entire staff of the University. Mr Peter Agi who became the substantive Bursar after Mr.Nsebot started well and was also professional in discharging his duties. However, towards the end of the tenure of the Vice-Chancellor, Prof.Epoke, there were allegations of insubordination which led to the apparent strained relationship between the Vice-Chancellor and the Bursar.

LIBRARIAN

The University Librarian during the period of review was Dr. Ruth Simon Bassey (2011-2015). She had a wealth of experience and ran the place well. She enjoyed the full cooperation of the management. There were no reported hitches experienced during her tenure.

DIRECTOR OF PHYSICAL PLANNING UNIT

Engr. EtangEyo served as the Director of PPU from 2001 to 2016.

According to the Vice-Chancellor, the PPU did quite well in handling projects while following due process in the awards of contracts.

DIRECTOR OF WORKS AND MAINTENANCE

The Works Department takes responsibility for the maintenance of the diverse physical facilities of the University – power and water supply systems, road network, buildings, motor vehicles, etc. This is undoubtedly a lot of responsibility bearing in mind the extensive infrastructural facilities of the University.

The Department was headed by Sir (Bldr) AldertonEwaEwa from 2002 to 2016.

DIRECTOR OF ACADEMIC PLANNING

The Academic Planning Unit is responsible for, among others, the preparation of Academic Brief for the University to the satisfaction of the NUC.

Prof. Patrick N. Asuquo served as the Director of Academic Planning (DAP) from 2008-2013. He was succeeded by Dr. Patrick Egaga (2013-2016). The Unit did not prepare any Academic Brief. It is pertinent to note that academic planning requires some level of professionalism that is often beyond the capacity of professors being transferred from various academic departments to serve as directors from time to time.

Recommendation

The University should build the capacity of staff in the Unit while ensuring some degree of professionalism of anybody to be chosen as DAP.

DIRECTORATE OF RESEARCH AND DEVELOPMENT

Research management at the level of an institution is very much related to funding and conduct of research, most especially, contract research. One of the greatest problems militating against the conduct of research and the attraction of grants by most institutions in Nigeria is the lack of institutional framework for the management of research and innovation as witnessed in most successful research universities in the world. Most Nigerian universities are being encouraged by the Association of Commonwealth Universities (ACU) and TETFund to establish such units. ACU has been instrumental to the establishment of the West African Research and Innovation Management Association (WARIMA) with headquarters at the University of Ibadan to promote research and innovation management in the West African sub-region.

UNICAL established the Directorate of Research and Development early 2009 charged with some of the functions of a full-fledged Research Management Office, as indicated above. The pioneer Director was Prof. Emmanuel Ezednachi of the Department of Internal Medicine in the College of Medicine. Under his leadership, UNICAL won a number of grants including the World Bank STEP-B project funded to the tune of US\$5.0 million.

The critical role of R & D for national development and the relevance of a university as an agent of development is such that UNICAL must take the development of this unit seriously towards ensuring the performance of the functions indicated above.

Recommendations

- i. UNICAL must strengthen the Directorate of R & D through the provision of necessary facilities and trained manpower to enable the institution play its role in the Triple Helix development model, involving government-academia-industry partnership.
- ii. The Director of R & D should seize the opportunities being offered by TETFund and WARIMA for capacity development.

ENTREPRENEURSHIP DEVELOPMENT CENTRE (EDC)

Entrepreneurship program is an interdisciplinary course designed to teach students how to think and act entrepreneurially. At UNICAL, EDC was established in 2011, following the directive of National Universities Commission (NUC) to build a centre for training undergraduates (youths), to be creative, innovative and job creators as against being job seekers. Prof. Usang U. Bassey was appointed as the pioneer Director from 2011 to 2016.

The Panel visited the Centre and was impressed by the vocational skills acquisition component of the programme involving practical exposure to fish, snail and mushroom farming, shoemaking, barbing, bread making, etc. by EDC certified Venture Training Partners.

Recommendations

- i. The University should increase its commitment to the expansion of the activities of the Centre to enable it cope with its course and vocational skills offerings to the students.
- ii. The Centre should not ignore the commercialization of a number of its products and services.

CENTRE FOR EDUCATIONAL SERVICES (CES)

The Centre for Educational Services (CES) was established in 1997, as an offshoot of the Continuing Educational Centre under the Educational Consultancy Programmes with mandate to operate what the University referred to as 'non-NUC' and Part-Time (PT) degree programmes. The objectives of the Centre are to, among others:

- Operate as a business centre and as a major source of internally generated revenue for the university
- Organize, initiate and coordinate short-term courses or programmes, workshops, seminars, symposium etc. for capacity building and academic training for staff and non-staff alike.

The CES has been coordinating and regulating PT programmes run by departments and institutes ranging from Diploma to degree programmes while operating as a semi-autonomous centre. The PT degree programmes have not been accredited by NUC. According to the data provided, CES ran close to 12 PT degree programmes with a total of 11,396 students' enrolments over the 5-year period (2011-2015) with the Centre generating revenue directly from payments of tuition fees by successfully admitted students. Staff from the various departments shouldered the responsibility of teaching the PT students on the platform of which they were paid honoraria.

Recommendation

The University should set in motion the process of getting NUC to undergo resource verification, preparatory to the accreditation of the PT degree programmes

TOR (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.

The major findings and recommendations are as follows:

SOURCES OF FUNDS

Findings / Observations

The five (5) main sources of funds available to the University during the 2011-2015 period included:

	AMOUNT (₦)
i Government Personnel Cost Subvention	40,493,610,455.00 (75.57%)

ii	Government Overheads Cost Subvention	769,148,146.00	(1.44%)
iii	Government Capital Cost Subvention	876,902,908.00	(1.64%)
iv	Projects Interventions (NEEDS + TETFund) Grant	5,950,878,975.58	(11.11%)
v	IGR	5,493,424,340.00	(10.25%)
	Total	53,583,964,825	(100%)

ACCOUNTING MANUALS AND CHARTS OF ACCOUNT

Findings / Observations

The University does not have an Accounting Manual to guide the operations of the Bursary Unit. The none availability of this all important document may explain the difficulty the Panel had with data collection from the Bursary for its assignment as well as the observed lack of uniformity and consistency in accounting and financial management operations of the University. This has led to the following recommendations.

Recommendations

- i. The University should take urgent steps to document and publish an Accounting Manual that provides a guide to all accounting and financial management operations of the University. This should be made readily available in all sections of the Bursary as well as to all staff of the Bursary Unit as one of the basic tools for doing their work.
- ii. The University Management should take urgent actions to restructure and consolidate the current 5,769 Charts of Accounts being used in the Bursary, as it is currently too many and unwieldy.

BANKING

Findings / Observations

The University maintained multiples of accounts with commercial banks, Microfinance bank, non-bank financial institutions and the Central Bank of Nigeria (CBN) as follows: Commercial banks (76), UNICAL Microfinance Bank Ltd (23), Unbanked Cash/Fund (UBC) Deposits (5), and Treasury Single Account (TSA) with CBN (1).

Recommendation

The University Management should take urgent steps to restructure and consolidate her Banking Accounts as it is currently too many and unwieldy.

PAYMENT OF TAXES

Findings / Observations

The University had the responsibility of making direct statutory deductions and remittance of the following taxes to the appropriate tax authorities: Withholding Tax (IFRS); Withholding Tax (IRS); Income Tax PAYE; and Value Added Tax (VAT) (IFRS).

For the periods that the External Audit reported on cases of statutory tax deductions made, a total of ~~₦~~**₦1,260,956,661.00** was deducted at source by the University without remittance to the appropriate tax authorities.

Recommendation

The University Management should be made to observe the standard practice of remitting all statutory tax deductions made by her at source without delay to relevant tax authorities to avoid the legal issues that might lead to criminal charges.

INSURANCE POLICIES

Findings / Observations

The University is required by law to have insurance policy on her movable and fixed assets as well as on health and life of her staff and students. The Panel observed that the University did not have any insurance policy during the 2011-2015 period.

Recommendation

The Governing Council should take urgent steps to formulate an insurance policy for implementation by the Management, in line with the National insurance policy guidelines for Nigeria public universities.

FIXED ASSET REGISTER

Findings / Observations

The Panel observed that for the period 2011-2015, the University did not maintain a proper Fixed Asset Register. What was presented to the Panel was just a shortlist of a few assets of the University without the basic financial information on the listed fixed assets that is expected to be contained in an authentic Fixed Asset Register. It is pertinent to note that the White Paper on the last Visitation Panel Report of 2010 clearly stated that "*the University should urgently update her Fixed Asset Register*". Surprisingly, only the external audit report for the year ending on December 31, 2014, observed that the University did not have Fixed Asset Register.

Recommendations

- i. The Governing Council should, as a matter of urgency, institute an enquiry into the disappearance of the Fixed Asset Register of the University last seen by the 2010 Presidential Visitation Panel with recommendation for its update.
- ii. Management should urgently commission a Fixed Asset Audit of the University's assets, especially the movable assets to cover the period 2010 to date.

NATIONAL HEALTH INSURANCE SCHEME (NHIS)

Findings / Observations

Though the University is statutorily required to operate the NHIS Scheme for its staff and students, a cursory look into the accounts of the University for the period 2011-2015 did not show any indication that the schemes were operated by the University, especially as it relates to the students who pay for the service as part of the school fees. Interactions with management of the University Health Centre further confirmed the none operation of the NHIS for students of the University as the University has not entered into any agreement with any of the accredited Health Management Organisations (HMOs).

Recommendation

The Governing Council should take urgent steps to put in place Health insurance policy for the University as well as cause Management to implement same without failure especially as it relates to her students, in line with the provisions of the law for health insurance for all students in Nigerian tertiary institutions of learning.

PERFORMANCE OF THE BURSARY

Findings / Observations

The Panel observed during the period 2011-2015 that the performance of the Bursary unit of the University was generally poor. This view was influenced by sufficient evidences of:

- poor record keeping (omission of entries, incorrect entries, duplication of entries:
- inability to respond to audit queries from the Internal Audit Directorate etc.;
- ledgers not being kept up to date;
- bank reconciliations not being done timely;
- payment vouchers not being properly written, checked, controlled and filed;
- none maintenance of a Fixed Asset Register;
- absence of a manual of accounts; and
- not having the University of Calabar Financial Rules and Regulations of 2000 updated in line with the Federal Government of Nigeria and Financial Rules and Regulations (Revised January, 2009).

The Panel observed some alleged cases of criminality and financial impropriety levelled against GUCCI-Chis Ltd (the undergraduate fee collection Consultant) by the University Management. This ranged from alleged forgery of signatures of Prof. J. Okojie (NUC) and Prof. B.O. Asuquo and superimposing of same on the agreement that empowers GUCCI-Chris to collect students' fees for the University in perpetuity as well as use of hidden accounts to divert collected fees away from University authorized accounts (See Appendix 6.1).

The Panel sighted some documents indicating that the Economic and Financial Crimes Commission (EFCC) commenced investigation of the alleged crimes but no evidence existed suggesting the alleged infractions were satisfactorily disposed of by the anti-graft agency (See Appendix 6.2).

Recommendations

- i. The University Management should take urgent steps to fully computerize, automate and fully integrate all sections and accounting and treasury operations of the Bursary unit to improve performance, productivity and overall accounting and financial management efficiency of the University.
- ii. In line with the above, management should take urgent steps to build the technical and managerial capacities of staff of the bursary with emphasis on Information Communication Technology (ICT) applications to accounting and financial management.
- iii. Governing Council should revisit the alleged cases of forgery and diversion of collected fees by the fees collecting Consultant (GUCCI-Chris Ltd), with the objective of establishing veracity or otherwise of the allegations and the magnitude of fee diversions.

THE PROCUREMENT UNIT

Findings / Observations

The Panel observed that during the period under review, the University seemed to have misinterpreted the provisions of the Public Procurement Act, (2007) that required her to set up a Procurement Unit for effective procurement management in converting the Stores and Supplies Section of the Bursary to become the Procurement Unit of the university. The Panel further observed that academic and professional qualifications and skills of most staff of the Stores and Supplies section of the bursary that were saddled with the new role of procurement were in the areas of Accounting, Public Administration and Purchasing and Supply; which are not adequate for proper handling of procurement processes and management, especially as it relates to the technical issues of physical infrastructure like buildings, laboratory equipment and plant & machineries.

Evidences of roles conflicts between the Procurement Unit, the Physical Planning and Development Unit and the Bursary were observed; which no doubt led to generally poor observance of the provisions of the Public Procurement Act (2007), in procurement of goods, services and projects by the University during the period under review.

Recommendations

- i. Governing Council should carry out comprehensive audit of contracts awarded and management of same by the Procurement Unit for the period 2011-2015.
- ii. The University Management should urgently professionalise the Procurement Unit of the University with career paths. To this extent, only staff having requisite academic, certified professional qualifications and evidence of continuous professional trainings in relevant areas of procurement management should be posted to the Procurement Unit.
- iii. The Management of the University should urgently streamline the roles of the Procurement Unit, the physical planning and development Unit, and the Bursary in the University procurement process. This will ensure that the existing roles conflicts among the three units that have generally compromised procurement activities of the University will be eliminated.

INTERNAL AUDIT (INTERNAL CONTROL)

Findings / Observations

For the period under review, the internal control function of the financial operations of the University was performed through the Directorate of Internal Audit. Within 2011-2015, this Directorate was led by Bar. U. J. Ineme as Director of Audit. The Panel observed excellent performance of the auditing functions. However, the Panel observed that there was no Audit Sub-Committee of the Governing Council during the 2011-2015 period.

Recommendations

- i. The Governing Council should improve the level of independence of the Directorate of Internal Audit towards reducing the possible over bearing influence of Management on the performance of the internal control functions;
- ii. Management should take steps to ensure the Bursary always respond to audit queries timely and ensure satisfactory resolution thereof;
- iii. Governing Council should take steps to put in place Audit Sub-Committee of Council and ensure that the Committee receives quarterly Internal Audit reports on financial management activities of the University for Council's Review, observations and directives to management.

STATUTORY PUBLIC FUNDS CAPITAL AND RECURRENT ALLOCATIONS

Findings / Observations

During the period 2011-2015, the University of Calabar received a total of ~~N~~42,139,661,510.00 as capital and recurrent subventions/allocations from the Federal Government. However, the subventions for capital projects increased from 2011 to 2013, before decreasing up to 2015. This may not be unconnected with the policy of the Federal government to strategically address infrastructure deficits of Nigerian public universities through intervention agencies such as TETFund and NEEDS Assessment funded project.

Recommendation

The Federal government needs to find ways of increasing her capital and overheads subventions to the University for Effective and Quality teaching and research to be sustained in the University.

OTHER PUBLIC FUNDS INTERVENTIONS

Findings / Observations

From 2011-2015, the University received a total of ₦5,950,878,975.58 comprising ₦2,933,703,703.61 billion from NEEDS Assessment and ₦3,017,175,271.97billion from TETFund. As will be discussed in subsequent sections, the funds were not properly utilised.

Recommendations

- i. The Panel recommends that the Intervention agencies (NEEDS Assessment Projects office and TETFund) must intensify their monitoring and evaluation (M&E) mechanisms to ensure that intervention funds sent to the University are prudently used and value-for-money observed by management of the University.
- ii. Council should activate her Budget/Projects Supervision and Monitoring Committee to ensure that due process is followed by Management in carrying out the budget and project financial management functions.

INTERNALLY GENERATED REVENUE (IGR)

Findings / Observations

The University generated a total of ₦5,493,424,340.00 from 2011-2015 only. The Panel equally found that the above IGR figure is 13.31% of the total periods recurrent expenditure ₦41,262,758,601.00 comprising Personnel Cost of ₦40,493,610,455.00 and Overheads of ₦769,148,146.00. Hence, the Panel observed that for the period 2011-2015, the University surpassed the NUC's benchmark of 10% for Nigerian public universities as measured by IGR to recurrent expenditure ratio.

Recommendations

- i. Management of the University should, as a matter of urgency, institute mechanisms to optimally harness the IGR potential of the University through increased transparency and accountability in the management of IGR.
- ii. The Council, as a matter of urgency, should ensure that Management presents comprehensive quarterly report to her on IGR performance of the University.

BUDGET PERFORMANCE

Findings / Observations

The Panel observed that within the period 2011-2015, the University made a total budget appropriation of ₦52.10billion, while total released to her was ₦47.46billion.

This translates to a budget deficit/shortfall of ₦4.64billion. The Panel equally observed that the University did not provide information as regards her budgeted and actually collected internally generated revenue (IGR) for the period for a holistic budget performance analysis. It must be realised that IGR is part of budget income.

Recommendations

- i. The Federal government should make efforts to ensure that approved budgeted cost for Personnel, Overhead and Capital are released as at when due to avoid the incidence of budgets' shortfalls and the associated negative effects on efficient and effective running of the University.
- ii. The University management should, as a matter of standard practice, include anticipated/projected annually internally generated revenue (IGR) alongside budgeted appropriations from public sources in order to have a holistic budget for the University as well as track and report actual IGR inflows to enable an all-inclusive budget performance analysis at periodic intervals.

EXTERNAL AUDIT AND FINAL ACCOUNTS

Findings / Observations

For the period 2011-2015, three (3) external auditors were engaged by Council to perform this financial operation. The External Auditors qualified financial management of the University as sufficiently adequate while, in the opinion of the Panel, the accounts and financial statements did not give a fair view of the state of affairs of the University. Leading thereby to the following recommendations.

Recommendations

- i. The Panel recommends that in the future, Council should ensure that External Auditors are engaged early enough to carry out the external audit of the accounting and financial management of the University.
- ii. Management must, as a matter of policy, ensure that the bursary unit update all books and ledgers at the end of the accounting and financial years to ensure the external audit is done immediately and presented to Council for approval.
- iii. Council must, as a matter of policy, establish a standing Audit Sub-Committee of Council for the purpose of receiving and evaluating the report of the external auditors and make recommendations to Council thereof.

TOR (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.

The Panel assessed the University's application to projects funding from the following sources:

- Capital Appropriation
- TETFund Interventions
- NEEDS ASSESSMENT

The applications of the above sources to projects during the 2011-2015 period were assessed towards the determination of their implementation status. Also addressed are the financial implications of completing the identified priority abandoned projects.

CAPITAL APPROPRIATION FUNDED PROJECTS

The University received a total of ₦876,902,908.39 out of which ₦889,073,117.00 was spent in the execution of 9 projects out of the 11 contracts awarded. The amount paid was in excess of the total receipt by ₦12,170,208.61.

One of the uncompleted projects was awarded with contract sum ₦349,368,820.50 in 24/10/2012 with a valid contract period of 40 weeks. The payments to date to the contractor was ₦310,890,755.17. This was wrongly classified by the University management as an on-going project despite the fact that no evidence of contract period extension was provided.

The contract for the second uncompleted project was reported as determined, while the details of the re-awarded project's contract were not provided

Recommendations

- i. The University management must, as a matter of law, urgently establish a Procurement Planning Committee for the purpose of preparation of Annual Procurement Plan (APP) of the University, which must be mainstreamed into annual budgetary provisions of the University.
- ii. The University's Tenders Board as a matter of observance of the provisions of extant law should only approve capital appropriation projects contracts to the

maximum of the budgetary provisions in the University's annual approved budget

- iii. The University Management should operate a system of matching capital projects contracts IPC payments strictly to capital budgetary provisions to avoid the possibility of funds misapplication.

NEEDS ASSESSMENT INTERVENTION FUND

- i. During the period under review, the University received a total of ₦2,933,703,703.61.
- ii. A total of seventeen (17) projects contracts were awarded by the University's Tenders Board on 19/11/2015, at total contracts sum of ₦1,263,426,182.75.
- iii. As at the time of visitation to the University in May 2021, twelve (12) of these NEEDS Assessment Intervention Funds projects contracts, whose total contract sum was ₦679,416,743.90 were fully completed and in use by staff and students; though most of the buildings have deteriorated and need some rehabilitation.
- iv. A total sum of ₦662,406,221.00 had been paid to the 12 contractors of the completed projects, leaving a total of ₦17,010,522.90 outstanding. Whether the outstanding amount is IPC unpaid or retention was not disclosed.
- v. The remaining 5 Projects whose contracts were awarded on 19/11/2015 at a cumulative total contracts sum of ₦584,009,438.85 remained uncompleted and abandoned after a total sum of ₦303,376,623.34, about 51.95% of the total contracts sum had been paid to the contractors, leaving a total balance of ₦280,632,815.51 or 48.05% as outstanding. This amount is grossly inadequate to complete the projects given the current highly inflated prices of construction materials and labour inputs.
- vi. The University did not have a Procurement Plan for 2015 that contained all the Seventeen (17) NEEDS Assessment Projects, whose contracts were awarded on the 19/11/2015.
- vii. The Panel considered the awards of seventeen (17) projects contracts in just one (1) meeting of the University Tenders Board of 19/11/2015 to be on the high side because it could not have allowed for proper and adequate professional attention to be given to the evaluation of bids and selection of contractors, based on objective criteria.
- viii. The non-payment of IPC which led to the abandonment of most of the NEEDS Assessment projects contracts cannot be justified given that the University had above ₦1,967,920,859.27 remaining out of the total NEEDS Assessment intervention Projects fund received in 2014 financial year. Hence, lack of funds cannot be the reason for not honouring the certified IPCs validly issued to contractors.

- ix. There was some likelihood of misapplication of NEEDS Assessment intervention funds for projects given that contractors were denied access to payments for certified works they did for the University management as IPCs remained unpaid as at the time of this Visitation in 2021.
- x. The Procurement Unit of the University was obviously not properly structured in line with the provisions of the PPA and was staffed with manpower lacking in requisite knowledge, technical skills and experiences needed for effective and efficient management of public procurement processes.
- xi. The level of projects supervision and monitoring by the Governing Council Budget/Projects Monitoring and Implementation Committee was obviously weak.

Recommendations

- i. The University Management must, as a matter of fact, have in place a Procurement Planning Committee in line with the guidelines of the Public Procurement Act 2007, for the purpose of structuring annual procurement plans that will guide procurement management in the University.
- ii. The University Management must take urgent steps to restructure and professionalize the Procurement Unit of the University and staff it with appropriate human capital that possess requisite technical knowledge, skills and experiences to manage procurement processes of projects contracts. In this regard, the need for continuous procurement management professional trainings cannot be overemphasized.
- iii. The University Management must set up mechanisms that ensure that progress made by contractors as it relates to projects' scope is tracked and documented at least every month to ensure percentages of projects completion are easily determined.
- iv. The University Management must be discouraged from misapplying NEEDS Assessment intervention funds dedicated to specific projects to other activities of the University other than projects such funds are meant for.
- v. The Governing Council, as it relates to its budget and projects implementation supervision and monitoring role, must demand for the submission of quarterly performance reports on all projects contracts to be compiled by the University Management with the critical evaluation and analysis carried out by her F&GPC.
- vi. The NEEDS Assessment Office should intensify her onsite and offsite supervision, monitoring and evaluation of intervention projects being funded in universities.

TETFUND INTERVENTION PROJECTS

- i. There was no evidence of annual procurement plans that indicated all the twenty (20) projects that the University applied TETFund intervention funds to by way of contracts awards and payments to contractors thereof.
- ii. A total of twenty (20) TETFund Intervention projects contracts were awarded. By the end of 2015, seventeen (17) projects were completed, while three (3) projects remained uncompleted.
- iii. The total sum of the 20 projects contracts awarded was ₦3,098,380,808.77.
- iv. The total contract sum of the Seventeen (17) projects that were completed was ₦1,094,058,246.26 out which a total sum of ₦1,083,750,513.44 had been paid to contractors, leaving an outstanding balance of ₦10,307,732.82.
- v. Contracts for the three (3) projects that were uncompleted and abandoned were worth ₦2,004,322,562.51 out of which a total sum of ₦1,462,241,711.90 had been paid out to contractors, leaving an outstanding balance of ₦542,080,850.61 for payments on the projects.
- vi. The university received 82.17% of her TETFund intervention projects fund allocation while 17.87% was outstanding with TETFund.
- vii. There seems to exist some contradictions in the high percentage of receipts of TETFund intervention projects fund allocations and the high value of projects contracts sums not yet paid to contractors, which tends to suggest the likelihood of misapplication of TETFund intervention fund for projects.
- viii. Information as to what the outstanding balance of ₦10,307,732.82 is for was not made available.
- ix. No evidence exists in the University to suggest that any action has been taken by the University Management to determine any of the three (3) abandoned projects contracts, given the fact that the contract periods had elapsed.
- x. The three (3) uncompleted and abandoned TETFund intervention projects contracts are actually priority projects that need to be completed to solve the acute space problem being faced by the University.
- xi. The outstanding total contract sum of ₦542,080,850.61 for the three (3) uncompleted and abandoned projects will be inadequate to complete those projects, hence there is a need to re-assess the projects to establish the realistic cost of completing them.
- xii. The Procurement Unit and the Physical Planning Unit seem not to have been working in harmony to achieve optimal projects handling in all its ramifications; hence, the need to look critically into the statutory relationships between the two units-

Recommendations

- i. There is a need for Governing Council to commission a forensic auditing of the management of TETFund Intervention Fund application to projects from

inception as the accounting and financial management of the university seems compromised.

- ii. The University Management should set up mechanisms that ensure that progress made by contractors as it relates to projects' contracts scope of work is progressively and continuously tracked and documented to ensure percentage completion of projects contracts are easily measured and determined.
- iii. The University Management should be discouraged from misapplying TETFund intervention projects funds, and any other fund, from the specific projects the funds are meant for.
- iv. The TETFund Office needs to intensify its on-site and off-site supervision, monitoring and evaluation of intervention projects being funded in the University and apply early warning signals of potential projects contract abandonment.

TOR (V)

To Examine the Adequacy of the Staff and Staff Development Programmes of the University

The Panel analysed the data and information provided by the University in respect of the following:

- Academic Programmes
- Students Enrolments
- Staffing
- Staff Development

ACADEMIC PROGRAMMES

- i. The academic programmes being run in the university are in 3 categories: Full-Time Undergraduate degree programmes, Part-Time (PT) Undergraduate degree programmes, and Postgraduate degree programmes.
- ii. There were a total of 101 Undergraduate and 67 postgraduate programmes spread over 10 faculties, with details up to 2020 as presented in Appendix 8.1.
- iii. The University has conventionally been referring to the Full-Time undergraduate programmes as "NUC programmes" while the PT degree programmes, which are coordinated by the specially created Centre for Educational Services (CES), are referred to as "Non-NUC" programmes. This

dichotomy has arisen from the fact that admissions into the FT programmes are through JAMB while the university handles the admissions into the PT programmes without going through JAMB. Furthermore, graduates of the PT programmes have been granted exemption by NYSC.

- iv. The Panel made the University to appreciate the erroneous classification of the IGR-driven PT degree programmes as “Non-NUC”, since, statutorily, all degree programmes being run in the Nigerian tertiary education system are regulated by NUC.
- v. While the FT programmes have been subjected to NUC accreditation over the years, the PT degree programmes have not yet been subjected to NUC accreditation, despite NUC having established guidelines for PT programmes in selected universities, including UNICAL.
- vi. The PT programmes, as operated in UNICAL, only attract an additional one year to the course duration of the FT programmes. Thus, a 4-year FT programme is run for 5 years under the PT for the same FT degree of the university. This is contrary to the NUC guideline which stipulates a duration of 6 years for PT for a 4-year FT degree programme; in other words, a 50% increase in the course duration.
- vii. The Panel has reasons to believe that the establishment of PT programmes is driven by the desire to increase internally generated revenue (IGR), unfortunately without due regard for quality delivery of the programmes – FT and PT.
- viii. There was no credible Academic Brief covering the period 2011-2015 which could have been utilized to do proper planning of academic patterns of programme development, students’ enrolments and staffing to achieve quality delivery. An Academic Brief is expected to contain the critical elements of Full-Time Equivalent (FTE) students calculation which is used to determine the required staff on programme basis.

Recommendations

- i. The University has been running the PT programmes over the years without accreditation. UNICAL must expedite action towards getting the NUC accreditation of its PT programmes.
- ii. The University must develop credible Academic Brief to guide its operations over any specified period of time.

STUDENTS ENROLMENTS

The response to the requests by the Panel for detailed data on programme/departmental basis of student enrolments was rather poor due to the poor

response by Heads of Department. Recourse was therefore made to the aggregated data provided on faculty basis.

Full-Time Undergraduate Degree Programmes

- i. Full-Time undergraduate degree programmes were run in 10 faculties.
- ii. The total enrolments of 90,913 during the period translates to an average of 18,182, with the highest enrolments of 19,907 in 2014 and the lowest of 15,353 in 2015.

Enrolments in Postgraduate programmes

- i. As at 2011-2015 the University mounted programmes leading to the award of Postgraduate Diploma, Masters and Ph.D degrees in Departments spread over 12 faculties and 3 institutes. Most of the undergraduate programmes in the university have matured to the level of offering postgraduate programmes approved by NUC.
- ii. The postgraduate students' enrolments decreased in the level of enrolment from 1,691 in 2013 to 157 in 2015.

Recommendations

- i. The University should ensure the continued operation of the PG school in line with the best practice of according it some degree of autonomy to enable it perform the traditional oversight function of the various postgraduate programmes being run in the university.
- ii. The University must take due cognizance of the available academic human capital in mounting postgraduate programmes bearing in mind that only lecturers at Lecturer Grade I level and above with PhDs are recognized as postgraduate teachers.

Enrolments in Part-Time Undergraduate Degree Programmes

The Centre for Educational Services (CES) shoulders the responsibility of coordinating the PT programmes. The Director of the CES initially gave the Panel a total students' enrolments of 6,635 spread over the ten years from 2011 to 2020, of interest to the Panel. Upon formal complaints to the Vice-Chancellor about the non-acceptability of the figure, the Director finally submitted the figure of 17,942 enrolled students in 15 programmes from 2011-2020 out of which 11,396 students enrolled from 2011 to 2015. The Panel is of the opinion that this has been under-reported as there were indications of much higher figures in some other publications.

Recommendations

- i. The University must obtain authentic figures of students' enrolments from all the departments involved in PT programmes.
- ii. In calculating the FTE Students for the PT programmes, the University must take due cognizance of the courses in the FT and the PT programmes in determining staffing requirements.
- iii. NUC has already developed guidelines for the approval of PT programmes in the NUS. The University should pursue the process for the accreditation of the PT programmes before such programmes are sanctioned by NUC with consequent problems for their graduate

STAFFING

The issue of staffing is handled on the basis of the two categories of staff in the system – Academic or Teaching category and the Non-Teaching Staff category- based on the NUC norms for determining adequacy

Academic Staff

- i. Analysis of the data provided by the university in Appendix 8.2 shows the growth of academic staff from 1,055 in 2011 to 1,377 in 2015.
- ii. The academic Staff:Students ratio was disparate according to faculties. Some faculties were within the NUC norms, Faculties of Agric., Arts, Education, Medicine and Social Sciences were overstaffed during the period while only Basic Sciences were understaffed.
- iii. Teaching staff distribution in many Departments was not spread across all specialization areas with a number of departments reporting gaps to be filled in the various sub-specialties.
- iv. The staff mix in many departments was bottom heavy, with most of the staff at the Lecturer cadre being without Ph.D. qualification. The Panel has observed that this will have implications for the planning of the beneficiaries of staff development funds.

Non-Teaching Staff

The University has not provided details of non-teaching staff beyond those employed in the faculties. Non-teaching staff are in two main categories – Administrative and Technical. Administrative staff members support University Management in top organisational, clerical, financial, secretarial duties and other allied functions within the University. This is where the heaviest concentration of staff is found in the University. Technical staff members are posted to departments or faculties that have technical components attached to their academic programmes. The presence of competent technical staff is one of the prerequisites for accreditation in those

departments. Technicians are also posted to Works Department, Medical Centre, Printing Press and other subsidiaries that require their services within the University. The highlights of findings in respect of this category are as follows:

- i. The schedule of work did not appear to be enough to engage the teaming number of administrative staff where they have been posted to serve. The result was that many have either become redundant or absentee workers.
- ii. Inadequate ICT-compliant secretarial staff.
- iii. While there were technical personnel on ground, there was a shortage of skilled manpower. Unfortunately, many technicians lacked the capacity to perform their duties. Some lab technicians were not conversant with current equipment or machines used in their specialties. Some technicians posted to the power house, for instance, were reported to be unable to operate the power plants.

Overall Recommendations on Staffing

- i. There is a dire need for staff auditing – academic and non-teaching – to bring sanity to the present chaos in the staffing of the University. This is to establish the actual numbers required in the different sectors – academic, administrative and technical. The audit should be professionally handled, possibly it should be outsourced to competent professionals while the leadership of the University must be prepared to take the emergent hard decisions in implementing the outcome of such a difficult task.
- ii. There is a need for the development of an authentic academic brief for the university as a planning tool for staffing and other supporting activities. The Brief must also shake hand with the University Master Plan through the planners in the Physical Planning Unit addressing the space requirement by faculties and other units in line with the stipulated NUC guidelines for space determination. The present disorganized space usage must give way to an orderly development taking due cognizance of the needed functionalities and connectivity.
- iii. Staff development incentives, as presented below, should be intensified and properly planned from the point of view of identifying those who need them towards enhancing their optimal performance on the job – teaching and non-teaching.
- iv. The University may wish to consider out-sourcing, for example, cleaning services, based on the successes recorded by several universities that have adopted such scheme with great success.

STAFF DEVELOPMENT

Staff development in the NUS, as presented in Chapter 8 of the Main Report (Volume 2), was dominated by TETFund through the following windows of interventions: Staff Development Award; Institution-Based Research (IBR) Grant Award; and Support for Conference Attendance by staff.

- i. Under Staff Development Intervention, the University received a total sum of ₦534,439,515 to support a total of 47 beneficiaries from 2011-2015.
- ii. The beneficiaries were supported for Masters' Degree and Ph.D. Degree mainly in institutions located in Nigeria, United Kingdom and China.
- iii. As at the time of the visitation to the University, all the beneficiaries have completed their studies while two of them were asked to refund the money spent on them due to their changing programme or location of study without approval by UNICAL and TETFund, as expected

Overall Recommendations on Staff Development

- i. The University must take seriously the operation of the TETFund fund for staff capacity building through the selection of beneficiaries on merit, after identifying and prioritizing the critical areas of need in the system.
- ii. The University should collaborate with TETFund in monitoring staff sponsored under staff development study, no matter the location of their study posts.
- iii. In view of the present bottom heavy distribution of academic staff with the attendant need for support for higher degrees, the University should also explore other sources of funding support in addition to the TETFund allocation.
- iv. The university should explore the establishment of partnerships with other institutions for staff and students exchange.
- v. TETFund should explore the need to increase the present maximum ceiling of ₦2.0 million for IBR grant to enhance the quality of the research to be conducted. This is in addition to possible increase in the quantum of grant under IBR to institutions.
- vi. UNICAL should intensify efforts at developing the capacity of staff to write grant-winning proposals to access funds from local and foreign agencies. The Directorate of R & D should be developed to provide the wide range of support and training of staff in this respect. The University should seize the opportunity being offered by TETFund for the training of Directors of R & D in the NUS.

TOR (VI)

Determine the relationship between the University of Calabar 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 with the said bodies including the University Governing Council, the National Universities Commission (NUC) and the Federal Ministry of Education as well as the Visitor.

The Panel looked into the relationships between the University and the following identified statutory bodies:

- Governing Council
- The Federal Ministry of Education
- The National Universities Commission (NUC)
- The Visitor
- The Joint Admissions and Matriculations Board (JAMB)
- The Tertiary Education Trust Fund (TETFund)
- The host communities
- The State Governor

GOVERNING COUNCIL

During the period 2011 to 2015, the University had two Governing Councils. From 2011 to 2013, Dr Roland Ehiagiemusoe was the Pro-Chancellor and Chairman of the Governing Council and from 2013 to 2015 Chief (Dr) Emmanuel Iwuanyanwu was the Pro-Chancellor and Chairman of the Governing Council. The two Councils worked with Professor James Epoke, as the Vice-Chancellor.

Recommendation

The two Councils should be commended for working well with the Administration and managing the resources of the University by following due process in their transactions. The peaceful atmosphere made possible the giant strides achieved in academic growth during the period.

FEDERAL MINISTRY OF EDUCATION

The University is supervised by the Federal Ministry of Education which has a representative in the Governing Council. The Ministry's representative in the Governing Council is a statutory member of some very important Committees of Council. Within the period 2011 to 2015, the representative of the Federal Ministry of Education attended every Council meeting and made very valuable contributions to the deliberations of Council. The relationship between the University and the Federal Ministry of Education can be said to be very healthy and beneficial to the University.

The University had on several occasions approached the Ministry for interventions in critical areas of need and these have always been granted.

NATIONAL UNIVERSITIES COMMISSION (NUC)

The National Universities Commission (NUC) is the statutory body that regulates the curricula of programmes offered by all Nigerian universities and also sets the Benchmark Minimum Academic Standards (BMAS) to ensure uniformity of programmes standards within the system. This is done through resource verification exercise for proposed programmes, five yearly accreditation exercise for matured old programmes, quality assurance and control, curriculum development etc. During the period 2011-2015, no programme in the University was denied accreditation, an indication of a good working relationship between the University and NUC. The NUC also serves as the clearing house between the Universities and the Federal Ministry of Education.

THE VISITOR

Statutorily, there is no direct contact between the University and the Visitor. All channels of communication with the Visitor are through the National Universities Commission or through the Federal Ministry of Education. The Visitor is invited to every Convocation ceremony of the University but in the period 2011 to 2015, the Visitor was not able to attend any, however he was ably represented.

JOINT ADMISSIONS AND MATRICULATIONS BOARD (JAMB)

All full time undergraduate students are admitted into the Nigerian University System through the Joint Admissions and Matriculations Board (JAMB). The University of Calabar ensures compliance with basic entry requirements contained in the JAMB brochure and the departmental student handbook, for the various academic programmes. Strict compliance with JAMB admissions quota was observed during the period.

TERTIARY EDUCATION TRUST FUND (TETFUND)

TETFund is the major funding agency for Nigerian universities of which the University of Calabar is a major beneficiary. The University has benefited enormously from the TETFUND interventions for infrastructural development and staff development, as

presented in Section 5. In the period 2011-2015, TETFUND funded of 20 projects out of which 17 were completed. Many staff also benefited from the staff development window through postgraduate (PhD, MA, MSc) training in both local and foreign institutions. Three hundred and Eighty-six (386) members of staff were supported to attend conferences – local and foreign.

The University is also the headquarters of the South-South TETFund Academic Publishing Centre, being one of the six (6) such Academic Publishing Centres in the country. The Centre is doing fairly well, judging by the quality of outputs as witnessed by the Panel.

TRADITIONAL RULERS AND THE HOST COMMUNITIES

The Panel met with three (3) traditional rulers: Etinyin (Dr) EtimOkonEdet, the Chairman of the Council of Traditional Rulers; HRM the Munene of Efut, Prof Ham Hogan Ham and HRM the Ndidem of the Quas, NdidemEfaBasseyEtata III. The Panel also met with the Obong of Calabar, and Grand Patriarch of EfikEburutu Kingdom, His Eminence, EdidemEkpoOkonAbasiOtu V. The traditional rulers and Obong confirmed that the University is in very good terms with the host communities. The traditional rulers said that they were always available to assist the University and have always been involved in settling land disputes between the University and the communities. The few disputes that are yet to be resolved are so because the cases are at the Supreme Court. The traditional rulers said that there is a joint committee of University/Traditional Rulers/Host Communities on standby to settle the matters as soon as the University withdraws cases from Court.

Recommendations

- i. The University should explore the possibility of out-of-court settlement and take advantage of the Reconciliation Committee set up by the traditional rulers.
- ii. The University should strive to sustain the existing cordial relations between it and the host communities

THE STATE GOVERNOR

The Panel paid a courtesy call on the State Governor at Government House to solicit the support of the State in solving the problem of land encroachment and campus security.

The Deputy Governor, Prof. Ivara Ejemot Esu, who received us on behalf of the Governor was fortunately a one-time Vice Chancellor of the University of Calabar. He was appreciative of the role of Visitation Panels in the good governance of Universities and recalled that at one time in the country, seven seating Vice Chancellors were removed from office, as a result of adverse Visitation Panel reports. He noted that the

university system in Nigeria must never be allowed to fail because if that happens, our nation can never be salvaged. On the problem of encroachment on the University land, he directed the State Honourable Commissioner for Lands to take up the matter and see how it can be quickly resolved. He pledged the support of the Government in any other areas where their help may be needed.

Recommendation

The University should take advantage of the offer by the State Government to help settle all land disputes and other University/Host Communities problems.

TOR (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 necessary modifications to the Law in order to enable the University to better achieve its objectives.

Findings

- i. The fact that the main legislation on the University is the 'University of Calabar Act' Cap U5 Laws of the Federal Republic of Nigeria 2004. (See Appendix 10.2)
- ii. There were other legislations that were related to the University, which were made within the period under review. These are:
 - The Universities (Miscellaneous Provisions) Act, 1993 (Appendix 10.3)
 - The Universities (Miscellaneous Provisions) (Amendment) Act, 2003 (Appendix 10.4)
 - The Universities (Miscellaneous Provisions) (Amendment) Act, 2012 (Appendix 10.5)
- iii. These three legislations made changes in the composition of the Council; the appointment and tenure of office of the Vice-Chancellor; the number of Deputy Vice-Chancellors; the office and tenure of office of the Registrar, the Bursar and the Librarian.
- iv. The 2012 Act also dealt with a new retirement age for Professors. It also made provision for Council to extend by one year the tenure of the Registrar, Bursar and the Librarian if any of them has render satisfactory performance, thereafter the Principal officer shall relinquish his post and be assigned to other duties in the University.

- v. The changes were implemented by the University within the period under review, that is, 2011-2015. The changes effectively amended the provisions as they relate to these matters in the University of Calabar Act 2004’.
- vi. The Panel noted the composition of Senate as provided in the Statute of the University - in particular the provision of the Third Schedule- University of Calabar Statute No. 1 as it relates to the Senate. It provides that all professors are automatic members of Senate. The Panel observed that as the University grows, the number of professors will keep increasing and the Senate will become more and more unwieldy.
- vii. The Panel noted that the provisions of the Public Procurement Act 2007 are being observed by the University.
- viii. It was proposed that the University of Calabar Act should be reworked to have a comprehensive consolidated Act that incorporated the subsequent amendments after 2004.
- ix. On Students Discipline, there is compliance with the principle of fair hearing and natural justice. There is in place Students’ Disciplinary Committee to advise the Vice-Chancellor in the exercise of his powers with respect to Students’ discipline. During this period there was no court case challenging the University with respect to discipline of students.
- x. The composition of the Governing Council during this period was in conformity with the University of Calabar Act and subsequent amendment thereto as they affected composition of Council. The Council met regularly and performed its functions in accordance with the University Act.
- xi. The Panel noted that the Principal Officers of the University worked harmoniously during this period.
- xii. The Panel noted that there were some cases in court (Appendix 10.6). There is in particular case number HC/278/2012 *Unical & 2 Ors v. MuriOkonEffiong & 9 Ors* which is at time of writing this report is before the Supreme Court of Nigeria.

Recommendations

- (I) Government may wish to re-enact the University of Calabar Act to have a consolidated enactment incorporating all amendment up to 2015.
- (II) Government may wish to redefine the composition of Senate in the proposed new legislation for the University.
- (III) The University should be directed to adopt Alternative Dispute Resolution (ADR) mechanism to reduce cases in court and to save costs. This will also promote goodwill and cordial relationship with all stakeholders and the host communities.
- (IV) The Legal Unit should be more involved in the activities of the University, especially those that require legal input in formulation and implementation.

TOR (VIII)

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

The University has been growing in terms of establishment of diverse programmes, as presented in the Main Report. Suffice it to say that as at 2015 the University of Calabar had 62 Departments, 12 Faculties and 3 Institutes and had moved up in ranking from 56th position in Nigeria in 2010 to an impressive 9th position by 2015. Worthy of note was the development of the Strategic Plan 2011-2015 that guided the academic and infrastructural development of the University.

Challenges

The University has since the period 2011-2015 been facing the following identified challenges which would have to be addressed in addition to those already dealt with in the previous sections:

- i. Poor power and water supply.
- ii. Very weak internet connectivity on campus and inadequate ICT facilities.
- iii. Inadequate number of academic and technical staff to match the desirable growth in the number of Faculties, Departments and Programmes.
- iv. Inadequate teaching and research facilities.
- v. Non -Completion of projects.
- vi. Increase of internally generated revenue (IGR).
- vii. High level of insecurity on campus.
- viii. Porous borders of the University.
- ix. A holistic and emergency renovation of halls of residence.
- x. Encroachment of University land

Achievements

- i. Improvement in the ranking of the University from 56th position in Nigeria in 2010 to an impressive 9th position in 2015.
- ii. Production of a strategic plan for 2011-2015 to guide the academic and infrastructural growth of the University.
- iii. Refurbishment of the Vice Chancellor's Lodge that was abandoned for 13 years, hence saving the University from paying unnecessary rent.
- iv. Upgrade of ICT Committee to a Directorate.

- v. Establishment of student's database and Internet connectivity and browsing facilities of 3 hours per day.
- vi. Construction of a 3-storey multi-purpose classroom edifice for the Centre for Educational Services (CES) with internally generated revenue (IGR).
- vii. Established a Directorate of Research which attracted two World Bank grants that brought a lot of research equipment to the University.
- viii. Two innovations got patents for the University. One of them, from the Department of Biochemistry, was on the use of Artemisinin impregnated plaster on the back of children for the treatment of malaria.

TOR (IX)

Examine the General Security in the University and how the University has dealt with it and Recommend Appropriate Measures"

The Panel interacted with the Chief Security Officer, Vice-Chancellor, Director of Physical Planning, Staff and Students' Unions and some students on the state of security, challenges and possible solutions.

The University has over the years being having porous borders, ranging from its boundaries with its host communities to the stretch of the great Qua river, its creeks and the deep mangrove swamps. The latter has posed serious threats, as hoodlums, kidnappers and gun men, who were haboured by the river creeks, unleashed unrelenting terror on the staff and students of the University.

Findings / Observations

The highlights of the Security architecture and operations are presented below.

- i. The Security unit was subdivided into zones/ beats (both off campus and on campus) to cover identified vulnerable areas.
- ii. The Security Unit had support from the Nigeria Police Force, Nigeria Navy, undercover security (both from the Department of State Services and Nigeria Police Force).
- iii. A joint armed police / internal security vehicular patrol teams were in place, on a 24 hours policing.
- iv. Some plain clothes officers were deployed round the campus for covert duties.
- v. The University had started the perimeter fencing round the school but not completed due to the paucity of funds and hostility from the host communities.
- vi. The security officers were not well equipped and kitted.

- vii. Poor illuminations within the Campus.
- viii. Initially, the relationship between the Security Unit and the students was not cordial. In order to gain the confidence of the students and maintain a good relationship, the Security Unit created a platform for interactions with some selected student groups like Man 'O' War, Joint Christian Fellowship, Students' Union etc. This has indeed achieved the purpose.

Recommendations

- i. Land encroachments: There is a need for total perimeter fencing to avoid further land encroachment and also stop the illegal entry into the University.
- ii. The State Government should assist the University to stop or reduce the encroachment and also on security issues.
- iii. The University should purchase additional patrol vehicles to aid the Unit in carrying out its patrol activities
- iv. The Security Unit should be provided with modern communication gadgets to aid the Unit in carrying out its duties.
- v. The University should upgrade the lighting system on campus, in order to give proper illumination, especially at strategic places.
- vi. The University should purchase protective security materials for the security personnel.
- vii. The University should provide training on security matters to the security officers.

TOR (X)

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

Findings / Observations

- i. The fact that Section 17 of the University of Calabar Act Cap U5 LFN 2004 confers power to discipline students for misconduct on the Vice-Chancellor and this was regularly enforced as the need arose.

- ii. There was no publication detailing the types of misconduct and the penalty provided for infractions.
- iii. There were no challenges of the exercise of this power by the Vice-chancellor during this period.

Recommendations

- i. That there should be a Students' Handbook containing, among other things, the types of misconduct and the punishment for each misconduct;
- ii. In view of the likelihood of examination misconduct going on the increase, the University should set up Examinations Misconduct Committees differently from others dealing with general misconduct;
- iii. The University should not use criminal terminologies to describe students misconduct. Whenever criminal allegations are made, they should be referred to the police to investigate. The University can only conduct investigations on matters of student misconduct as they relate to their Matriculation oath; and
- iv. The Legal Unit should always participate in the conduct of investigation of misconduct and interrogation of students before the Disciplinary Committee.

CHAPTER ONE

INTRODUCTION

1.1 SETTING UP THE PANEL

The President and the Commander-in-Chief of the Armed Forces of the Federal Republic of Nigeria, Alh. MuhammaduBuhari, as the Visitor to all Federal Universities and Inter–University Centres has the Constitutional power to set

up a panel to undertake a Visitation to each Federal University and Inter – University Centre once every five years.

Consequently, on the 13th April, 2021, Visitation Panels to thirty-eight (38) Federal Universities and four (4) Inter–Universities Centre were inaugurated by the Visitor ably represented by the Permanent Secretary, Federal Ministry of Education, Arc. Sonny Echono.

The purpose of the Visitation Exercise is as follows:

To review the performance of the Institutions in the areas of governance, academic standards, quality assurance, management of finances, the relationship between management on the one hand, staff and students on the other, the conditions of physical infrastructure as well as instructional facilities and thereafter advise Government accordingly.

The visitation is to cover a total period of 10 years (2011–2020), comprising the two outstanding normal 5-year visitation cycles of 2011-2015 and 2016-2020. Consequently, the Panel is expected to present two separate Visitation Reports, one for each cycle.

The Panel was given 60 days to complete the exercise, starting from the date of the inauguration, and are to submit its report not later than 13th June, 2021. (See Appendix 1.1)

1.2 COMPOSITION OF PANEL

- | | | |
|----------------------------|---|-----------|
| 1. Prof.Olufemi Bamiro | - | Chairman |
| 2. Prof. Sam Onyegegbu | - | Member |
| 3. Prof.Yomi Dinakin | - | Member |
| 4. Prof. Thaddeus Ebiringa | - | Member |
| 5. Alh. Umar Inuwa | - | Member |
| 6. Barr.Umar. M. Gummi | - | Member |
| 7. Mrs.Alissabatu Balogun | - | Secretary |

1.3 TERMS OF REFERENCE

The Panel’s Terms of Reference were to:

- I. To inquire into the level of implementation of the White Paper on the last Visitation report;

- II. Examine the leadership quality of the University in terms of roles of Governing Council with Vice Chancellor, other Principal Officers as well as organs of the Institution;
- 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 examine adequacy of the staff and staff development programs of the university;
- VI. 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, Federal Ministry of Education);
- VII. 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 as its style and direction.
- IX. Examine the general security in the university and how the university has dealt with it and recommend appropriate measures; and
- X. To examine the processes and structures of discipline of students in the university in line with due process of the rule of law.

CHAPTER TWO
METHODOLOGY

2.1 APPROACH TO THE ASSIGNMENT

The Panel, at its inaugural first meeting, reached a consensus on the mode of operation for the envisaged scope of work. The approach adopted included the elements presented below: (See Appendix 2.1)

- i. Call for memoranda (both soft and hard copies) from the university community and other stakeholders with interest in University education.
- ii. Soliciting from the University Management, the Panel's identified data and information in relation to the ToRs, with details as presented in Appendix 2.1.
- iii. Courtesy calls to the Governor of the State, Obong of Calabar and the Council of Traditional Rulers, intimating them of the Visitation Panel to the University of Calabar.
- iv. Formal interviews, consultations and interactive sessions with the various groups of the University Community including the present and past Vice-Chancellors, Principal Officers, Council members, key officers and other stakeholders including contractors.
- v. Inspection of physical facilities led by the Director of Physical Planning.
- vi. In-depth analysis of the submitted data and information followed by the preliminary virtual discussion of issues arising from there.
- vii. In-depth analysis of data and information as they relate to the ToRs on financial management, corporate governance, administration, leadership style, staffing, general security, processes and mechanisms for discipline, relationship of the University with statutory bodies, communities, the historical evolution and achievement of the University within the period under review.
- viii. In-depth analysis of the laws of the University with a view to identifying gaps in the laws that might be inherent in the University Law as well as in other matters.
- ix. Analysis of the memoranda received, coupled with interactive sessions with their authors.
- x. Physical and virtual meetings by Panel members.
- xi. Assignment of ToRs to members to work on and report to the Panel.

2.2 THE REPORT

The report of the Panel is submitted in two volumes.

These are:

Volume 1: The Main Report

Volume 2: Appendices

CHAPTER THREE

HISTORICAL BACKGROUND

The University of Calabar (UNICAL) is located in Calabar, an ancient city with long traditional culture and contact with western civilization, precisely along a busy street known as Etta Agbo. The already developed area of the University occupies a 222 hectare site on the eastern side of the town, between the Great Qua River and the Calabar River. Additional land had been acquired on both sides of the Great Qua River

for the development of the University. By the time the University land is fully developed, it would present a most picturesque physical environment.

The University of Calabar grew out of the Calabar Campus of the University of Nigeria, Nsukka which began functioning during the 1973 academic session with 154 students and a small cadre of academic, administrative and professional staff.

In April 1975, the Federal Military Government of Nigeria announced that as part of the National Development Plan, seven new Universities were to be established at various locations in the country. The University of Calabar was one of the seven universities set up under this initiative. Thus the University of Calabar was one of the second generation universities to be set up by Government as announced in 1975 as part of the Third National Development Plan. The establishment of the University was backed up by Decree No.80 of 28th September, 1979.

Academic activities actually commenced in the 1973/74 session, in what was then a Campus of the University of Nigeria (UNN), Nsukka. However, the new autonomous Institution started academic work with the Faculties of Arts, Science and Social Sciences in October 1976 with an initial enrolment of 896 students. Of this number, 406 students were carried over from UNN. The teaching, administrative and Technical staff either transferred from the UNN or newly recruited, numbered about 156. At the beginning of the 1977/78 academic year, the Department of Education, formerly a part of Faculty of Arts was upgraded to the Faculty of Education. In 1978/79 academic year, the College of Medical Sciences was added, while the Faculty of Law established during the 1979/80 academic year began offering courses in October 1980. The Faculty of Agriculture was established during the 1980/81 academic year. Since then the University has been experiencing impressive growth.

From its inception in 1975, the University of Calabar has been guided by certain fundamental considerations in its academic and other activities. Established at the peak of the national outcry against corruption, nepotism, indiscipline and indolence, the University sought to develop a citizenry imbued with high sense of duty and conscious of its responsibilities to the Nigerian nation. Thus, good character formation has been receiving emphasis in the training of students at all levels. The University is perhaps the first in the country to establish an Annual Pro-Chancellor's Prize for the best behaved student of the graduating class. This is certainly a cause that is worthy of emulation

Furthermore, the University of Calabar has a tenacity for using local materials for instructional purpose as part of a sincere effort to make her programmes relevant to the needs of Nigeria. Although the University of Calabar is a Federal institution, it has always strived to be responsive to the genuine aspirations of the immediate community in line with the statutory functions of a University – teaching, research and community service.

The LOGO of the University of Calabar carries a message for any careful beholder. The following three basic elements/features of her LOGO defines the University:

- The base of the LOGO – is the manila i.e. a traditional currency;
- There are the three-fold inserts, namely; the cowry (which is another traditional local currency); the palm fruit bunch (one of the major products of the area) and the book (which is an indication of the significance of knowledge);
- The colours of the LOGO – the green colour stands for the potential of the area for agricultural revolution and the blue colour represents the abundance of water and its resources.



Fig 3.1 Logo of UNICAL

By interpretation, therefore, the University's LOGO depicts that the University of Calabar shall strive for investment in knowledge towards the development of the national aquaria and forest resources of the region. Hence, the University's motto: **KNOWLEDGE IS SERVICE.**

With the present status of the University of Calabar, the Institution is set to fulfil its historical aspirations if current efforts of positive leadership are sustained into the foreseeable future.

Objects of the University

Section 1 (3) of the University of Calabar Act provides that the objects of the University shall be:

- i. To encourage the advancement of learning and to hold out to all persons without distinction of race, creed, sex or political conviction, the opportunity of acquiring a higher and liberal education;
- ii. To provide courses of instruction and other facilities for the pursuit of learning in all its branches and to make those facilities available on proper terms to such persons as are equipped to benefit from them;
- iii. To encourage and promote scholarship and conduct research in all fields of learning and human endeavour;
- iv. To relate its activities to the social, cultural and economic needs of the people of Nigeria; and
- v. To undertake any other activities, appropriate for a University of the highest standard.

A striking feature of the University at inception was that it was born as a full grown baby, having inherited a full complement of degree students in the penultimate year, in the Faculties of Arts, Social Sciences and Sciences as well as staff and faculties from the University of Nigeria, Nsukka. The University successfully resisted the agitation from students of the then East Central State origin to be moved to Nsukka as well as that of their then South Eastern State origin counterparts to be moved from Nsukka to Calabar and so it was able, in its third year, to produce 359 made-in Calabar graduates of the University of Nigeria, Nsukka. Put differently, the University of Calabar never had the opportunity of crawling before it was forced to run. According to the University, that the institution successfully weathered the problems inherent in its peculiar beginnings was due mainly to the "apostolically dedicated staff and students" of those pioneering years.

ACADEMIC PROGRAMMES

At inception, the University inherited the Faculties of Arts, Science and Social Sciences from the University of Nigeria, Nsukka. By 1981, three new Faculties, namely Education, Law and College of Medical Sciences, then known as the Medical School, were added. The Department of Management Studies was added to the Faculty of Social Sciences in 1978 while the Faculty of Agriculture admitted its first set of students in October 1981. In the same year, the B.Ed. programmes in Adult and Continuing Education, the B.A Programme in Educational Foundations and Administration and a B.Sc. programme in Radiography, the first of its kind in the history of Medical Education in Nigeria, were added. Higher Degree programmes, which had been pioneered by the Department of History, Biological Sciences and Chemistry in the 1977/78 academic session, were started in the Department of Anatomy, Adult Education, Educational Management and Planning, Languages and Linguistics, English and Literary Studies, Geology, Public Administration, Political Science and International Relations in the 1981/82 academic year.

Also, in the 1981/82 academic session, NUC's approval was obtained to establish the Institutes of Oceanography and Public Policy and Administration to provide foci for organised research into these two important areas of our national life. The Institute of Education and a proposed Centre for Cultural Studies were to follow later, the last being the only one not functioning up to now in the University, thus, by the 1983/84 academic session, virtually all the existing academic units and departments in the University had been established. As at 2015, University of Calabar had ten (10) Faculties, sixty-four (64) Departments and three (3) Institutes.

STAFFING

The staffing position has been growing correspondingly as the number of faculties and programmes increases.

The pioneer Vice-Chancellor, Professor Emmanuel Ayandele, laid a solid foundation for the institution. Subsequent Vice-Chancellors have continued to build on this foundation. The Registry, Bursary, Works Department, Library and Medical Centre have been working according to the mandate of the university. The University Library has continued to make steady progress and been meeting the academic needs of the institution.

The first Chancellor of the University was His Royal Highness, Alhaji Haruna Rashid, CFR, Emir of Gwandu, who was installed on October 31, 1980. He was succeeded on Saturday, December 1, 1984 by His Royal Highness Alhaji Umar Ibrahim El-Kanemi, CON, CBE, the Shehu of Dikwa. The third Chancellor of the University installed on December 15, 1990 was His Royal Highness, Alhaji Abali Ibn Mohammadu, CON., Emir of Fika, Borno State, who was succeeded in 2002 by His Royal Highness, Alhaji Mahammadu Kabir Umar, Emir of Katagum. His Royal Highness Late Dr Alfred Torkula, the Tor Tiv was appointed in 2015 before his untimely death later

that year and ever since then the office of the Chancellor for the university has been vacant.

Equally distinguished, experienced and dedicated were Pro-Chancellors and Chairmen of the University's Governing Councils and their members over the past years. The first Council (Provisional) appointment in 1976 had as Pro-Chancellor and Chairman of Council, a former Minister in the First Republic and distinguished public servant, Shetima Ali Monguno. In 1980, a new Council, headed by the administrative guru of the United African Company (UAC) fame, Dr. C.E. Abebe, OFR, was appointed. It was during the tenure of this Council that many of the definitive physical structures on campus were planned and started.

The third Council constituted in 1984 had as Pro-Chancellor and Chairman – Chief R.O. Coker. Following closely, was the Council headed by the former Nigerian Minister of Education and distinguished educationist, Professor BabsFafunwa who was appointed Pro-Chancellor and Chairman of the Governing Council in 1987.

In 1989, Professor F.O. Dosekun, a distinguished scholar of the Medical Sciences was appointed Pro-Chancellor. Lady D.O. Jibowu, OON., MBE., JP., was Pro-Chancellor and Chairman of the Governing Council appointed in 1995. Otunba (Mrs.) C.O. Ajayi-Okunuga, JP., SAN took over the headship of Council in 1998, while the next Council Chairman was the very seasoned retired Civil Servant, His Royal Highness, Igwe (Apostle) Kingsley Chime, CFR, MFR. He was succeeded by Alhaji Isiaka Adeleke in 2005, Alh. Madu Mustapha in 2007, Chief. Dr. Roland Ehiagiemusoe in 2009 and Chief Dr. Emmanuel Iwuanyanwu in 2013. These Councils, taken together, have provided the general supervising framework and direction for the growth and development of the University.

CHAPTER FOUR TERM OF REFERENCE (I)

To inquire into the level of implementation of the white paper on the last visitation report

4.1 PREAMBLE

The last visitation panel looked into the various activities of the University between the period 2004 and 2010 and came up with recommendations for the University to Federal Government. These recommendations were looked into by the Federal Government and directed their implementations via the white paper published in June 2011.

The purpose of ToR (I) is to determine the extent to which the recommendations contained in the white paper based on the immediate past Visitation Report had been implemented by the University.

The Visitation Panel inquired from the University the extent to which the 2004 – 2010 white paper has been implemented. The findings are presented below:

4.2 Findings / Observations

The Panel found that the University had implemented about 50% of the directives of the white Paper.

1. THE GOVERNING COUNCIL

- i. The 2009–2010 Governing Council be commended for being visionary, focused and proactive in the performance of its duties
 - The University notes this recommendation.
- ii. Government, as a matter of urgency should appoint other persons to fill the two vacancies on the 2009 – 2010 Governing Council
 - The tenure of the Council in question ended within a year while Government appointed full Council in the following year.

2. VICE-CHANCELLOR

The University be directed to:

- ii. Source money from IGR and provide the Internet and ICT facilities for which the CBN donation had been made;
 - One 14 seater bus was purchased and a resource room built for the Department of Economics. This was confirmed by the Head of the Department of Economics.

- iii. In future, always deploy donations and other special funds to purposes for which they were designated;
- The advice of the Panel was noted by the Administration

3. THE REGISTRY

- i. The Visitor directs the Council to take steps towards computerizing the Registry and other Units of the University within budgetary provisions
 - The Registry is yet to be computerized due to lack of funds to provide adequate hardware and software, power and internet connectivity.
- ii. The University to ensure optimal Utilization of the Administrative building complex
 - The Registry is yet to be centralized. Different divisions are still scattered in different administrative blocks.

4. THE BURSARY

- i. The University should complete the relevant wing of the Administrative building complex to house Bursary staff in closer proximity to the Bursar's office;
 - The Administrative building has been completed with a section assigned to the Bursary. Archival materials are however still housed in the old bursary building for lack of space.

5. THE LIBRARY

- i. The visitor directs Council to expedite action towards the completion of the University Library and provision of e-Library services within budgetary provisions.
 - The library has now been completed to about 95%. The only major issue left was installation of the lift for which provision was made. The cost and availability of power has made that part of the project to resemble a white elephant. There was an impressive e-library and large computer centres housing more than one thousand pieces of

computers within bookless areas of the library which assists the University in Computer-based examinations.

6. FINANCIAL MANAGEMENT

- i. The University should make concrete efforts to increase revenue generation to meet and surpass the NUC target of 10% of total statutory recurrent receipts
 - Revenue generation has been greatly increased by the use of ICT in collection of school charges. However, with the paucity of approved school charges by the Federal government, it is still a Herculean task to meet the NUC target of 10% of recurrent, not to talk of surpassing it.
- ii. The University should standardize the classification of its sources of revenue for consistency and comparability of its IGR categories from year to year
 - Sources of revenue have been duly categorized. This enables the University to determine viable and non-viable projects.
- iii. The University should reflect the purpose of each transaction and effect daily balances in its cash book.
 - The University operates monthly and not daily balances.
- iv. The University should conduct External Audit of its account for 2009 to 2010 to bring its audited financial statement up to date.
 - This was achieved and financial statement brought up to date
- v. The University should prepare monthly bank reconciliation statement for personnel costs from December 2009 to December 2010
 - Monthly bank reconciliation of personal cost from December 2009 to December 2010 was done and continued thereafter.
- vi. The University should update its fixed asset register up to December, 2010.

- By 2011, the fixed asset register was updated in line with the Panel's recommendation.
- vii. DTLC should be disbursed to and utilized by the Departments in line with directives of government to meet the objectives of the fund.
- The last disbursement of DTLC was in 2015.
- viii. The University should ensure that officers retire their outstanding cash advances as a matter of urgency.
- Retirements were rigorously pursued even with threat of deduction of unretired advances from salaries of defaulters.
- ix. The Governing Council should ensure that the University no longer accumulate unretired cash advances.
- Fresh advances remained unapproved if previous advances were not retired. That policy has been sustained.
- x. The University should recover the sum of N19,550,000.00 from its IGR and duly utilize the money to provide the ICT facilities and services to the Department of Economics as intended by the CBN donor of the fund.
- The amount has been recovered from IGR and used to purchase a brand new 14-seater bus and provision of a resource room for the Department of Economics.

7. APPLICATION OF FUNDS

- i. The panel recommends that Government considers and provide the sum of ₦779.73m as a special grant to enable the University complete its abandoned and on-going projects. In the interim, Management should liaise with NDDC to complete the abandoned students' hostel.
- The University benefitted from a special grant of ₦3.0b as well as ₦4.2b from the NEEDS Assessments. These were used for the execution of very essential projects.
 - Numerous efforts were made including visitation to get NDDC to complete their abandoned project but all proved abortive.

8. STAFFING

- i. The University should engage additional academics in the relevant specializations to meet the NUC Teachers/Students Ratios for Basic and Allied Medical Sciences. The University should also redress apparent over staffing in the Faculty of Arts.
 - Recruitments were made, however the ratios had not been achieved.
- ii. The University should take necessary measures, including attrition, to reduce apparent over staffing among the Non-Academics, especially in, but not limited to, the Works Department.
 - The ratio of teaching staff to non-teaching staff still remained skewed in favour of the non-teaching staff
- iii. The University should strive to improve its number of Technologists through recruitment and staff development.
 - Additional technologists have been employed but more hands are still needed due to additional programmes requiring technologists.
- iv. The University should augment its financial commitment to staff development from its IGR
 - Provision of power and numerous sundry expenses needed to run the system make this extra burden on IGR not feasible.
- v. Management should explore the use of the ETF Grant to supplement capacity building programs.
 - TETFund grant has been used for this purpose over the years.

9. RELATIONSHIP WITH STATUTORY BODIES

- i. The Panel recommends that the University should appeal to the State Governor to assist in reclaiming its encroached lands.
 - The status has worsened and the University is still in court with some parties over encroached lands.

10. ENABLING LAWS

- i. Council should abide by the provision of the Public Procurement Act 2007.
 - Procurements have not been significantly done in accordance with the provisions of the Public Procurement Act.
- ii. On the matter of Principal Officers, the University law as amended should be retained.
 - Principal officers were appointed through due process to serve their terms in accordance to the amended laws.

11. HISTORICAL EVOLUTION

- i. Proprietor Capital funding, preferably as special grant, should be given to the University to enable the Institution complete on-going and abandoned infrastructure and facilities and put them to use.
 - The University accessed two major funds grants from TETFund and NEEDS Assessment between 2011 and 2015 totalling ₦7.2b.
- ii. The University should take necessary measures for adequate devolutions of powers to the departments and units.
 - Heads of Departments have the authority to query any erring staff. They also chair all departmental meetings and assign duties as they deem fit.
- iii. The University's future infrastructure and facilities should be made handicap friendly by design and old ones modified accordingly.
 - Slabs have been provided in all buildings and constructed for older buildings to make them physically challenged friendly.
- iv. The University' should repair its 800KVA Generator to further improve power and water supply.
 - Two other 1000KVA generators were purchased to augment the 800 KVA generator. This however concomitantly increased the diesel demand of the University.
- v. Council was directed to prioritize projects in line with budgetary provisions.

- The projects embarked upon were mainly for expansion to accommodate increasing student population and initiation of new faculties
- vi. Council to ensure that Committee system was effectively utilized in running the University affairs.
- The Committee system was to some reasonable extent utilized to run the various organs of the University.

12. SECURITY

- i. The University should extend its perimeter wall to all of its boundaries.
- This has not been achieved due to the huge capital involvement and also stiff resistance and hostility by the host communities that have encroached into the University's land.
- ii. The University should provide adequate and complete uniforms to its security staff.
- The security staff were now well kitted. The security on special occasions mounts ceremonial guard of honour.
- iii. The University should provide reliable radio-based-walkie-talkies for security communications in the Institutions.
- Radio-based walkie talkies were introduced from 2012 but could not be sustained because the mast was destroyed by the recent rainstorm and yet to be replaced.

13. STUDENTS DISCIPLINE

- i. The University should continue to strengthen and sustain its organs in order to maintain discipline, good conduct and order in the Institution.
- Students disciplinary committee as well as staff disciplinary committee were fully in place to discipline erring staff and students

CHAPTER FIVE

TERMS OF REFERENCE (II)

Examine the leadership quality of the University in terms of roles of Governing Council, Vice-Chancellor, other Principal Officers as well as organs of the Institution.

5.1 PREAMBLE

The Panel studied all the relevant documents, the organogram, and interacted with all the Principal Officers, and Directors of some of the key directorates of the University from which the following findings/observations and recommendations have emanated. The organogram shown in Fig. 5.1 shows the structural relationships and responsibility levels of the officers concerned.

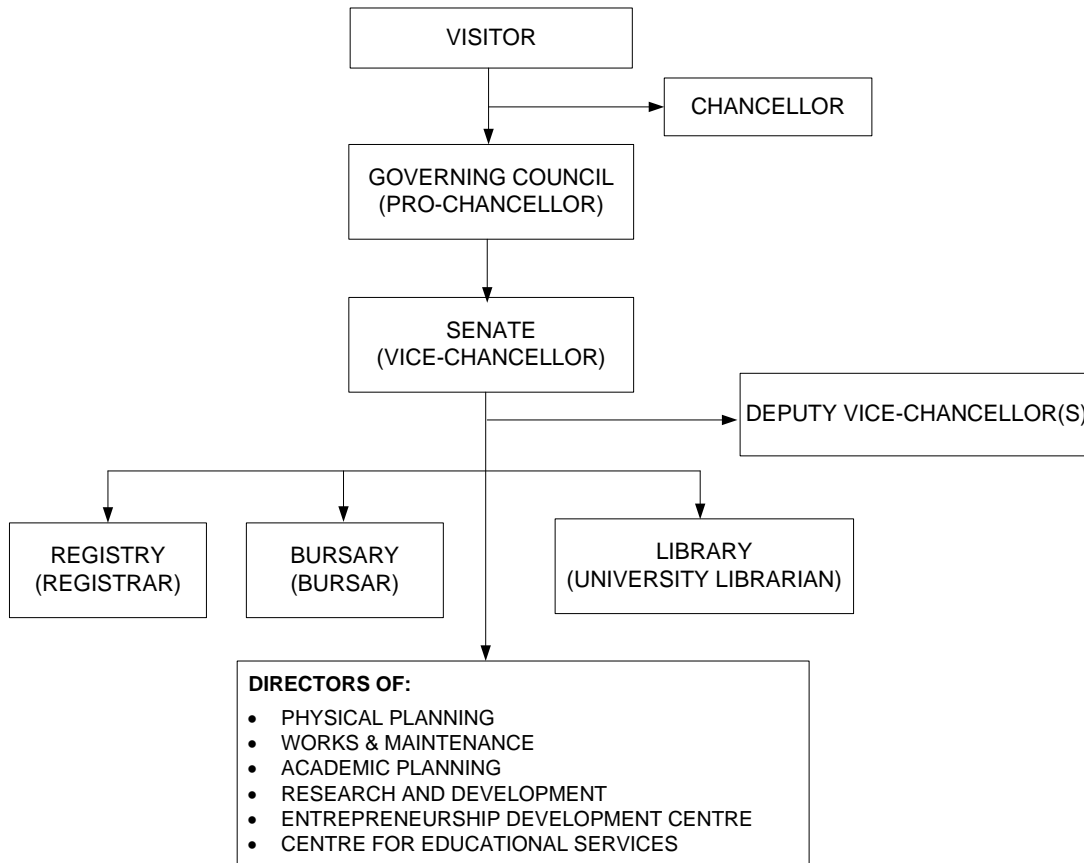


Figure 5.1: Organogram of Principal Officers

5.2 CHANCELLOR

In line with the Law of the University of Calabar, as well as other federal institutions, the Chancellor is appointed by the Visitor with his term of office as specified in the University Law. In appointing the Chancellor, preference is usually given to persons of eminence who are in a position to provide social support and play effective role in the fund-raising effort of the University. When present, he presides at meetings of the Convocation held for the conferment of degrees, diplomas, certificates and other awards of the University. In other words, the Chancellor is the ceremonial head of the University. Thus, no governance duties, responsibilities or powers are assigned to him. The Vice-Chancellor acts for the Chancellor when he is absent during Convocation.

5.2.1 Findings and Observations

- i. During the period under review, the University had two Chancellors namely HRH Alh. Muhammadu Kabir Umar, CON, Emir of Katagum (2002 – 2015) and HRH Dr Alfred Torkula, the Tor Tiv (2015 – 2015).
- ii. Alh Muhammadu Katagum has so far been the longest serving Chancellor of the University. He maintained a good relationship with the University. He was always in attendance of the convocation ceremonies as the ceremonial head of these events during his time.
- iii. HRH Dr Alfred Torkula, the Tor Tiv the 4th, was appointed in June 2015 but died before his investiture, planned for the 2016 convocation, without any replacement ever since then.

5.2.2 Recommendation

- i. The Federal Government should appoint a new Chancellor to the University of Calabar to enable the University enjoy the benefits of such position, most especially during convocation ceremonies of the University.

5.3 THE PRO-CHANCELLOR AND CHAIRMAN OF COUNCIL

There were two Councils during the period under review. Dr Roland Ehigiamusoe (2009 – 2013) and Chief Dr Emmanuel Iwuanyanwu (2013 – 2017). The Pro-Chancellors were reported to have had cordial working relationship with the management team of the University. They both upheld due process in all their transactions. From the records presented, they held Council meetings regularly and the minutes of meetings were duly signed. The Council was well organised and there were evidences of various committees in place.

All projects to be executed were duly advertised in the Nigeria Tenders journals.

It was heartwarming during the interaction of the Panel with Chief Iwuanyanwu to note his commitment to the development of UNICAL even after leaving the position of Chairman of Council. He is committed to the development of the Faculty of Medicine through the Iwuanyanwu Foundation.

5.4 VICE-CHANCELLOR

Two Vice-Chancellors headed the University during the period under review:

Prof. James Epoke (2010 – November 2015) and Prof. Zana Akpagu (December 2015 – November 2020)

Prof. James Epoke

The Vice-Chancellor Prof. James Epoke was described by all as a gentleman. He ran an open administration. His tenure was a peaceful one aside the student protest on the increase on school fees.

According to the University, the following were his achievements during the period under review:

- a) Construction of CES Office/Lectures Block
- b) Construction of Central Laboratory
- c) External Works of Senator Bassey Ewa Henshaw Indigenous Studies Building, The Law Library, and Entrepreneurship Development Centre
- d) Creation of Access Road to a Female Hostel and Central Advanced Laboratory
- e) Supply of 500 No. 8-spring double bunk beds with 3000 No. 8-spring mattresses
- f) Restructuring and renovation of the Vice Chancellor's lodge
- g) Implementation of the Revised Conditions of Service
- h) Restructuring and strengthening of the legal unit
- i) Abolition of casualization of workers
- j) ICT committee because a full-fledged Directorate

A major achievement identified by the Panel was the development of the Strategic Plan (2011-2015) by the Epoke administration. According to him, *"...This was necessitated by the challenges on ground and the need to chart a course for the University in the next five years"*.

Prof. Zana Akpagu succeeded Prof. Epoke in December, 2015. He happened to be the first Alumnus of the University to be appointed as Vice-Chancellor so his

appointment was greeted with a lot of enthusiasm and optimism. The details of his achievements are covered in our 2016-2020 Visitation Panel Report.

5.5 DEPUTY VICE-CHANCELLOR (ADMINISTRATION)

At UNICAL, the Deputy Vice-Chancellor (Administration) stands in for the VC when he is absent from the campus and at events. The DVC Administration handles the following assigned statutory functions:

- Security
- General Administration
- Discipline (Chairs Staff Disciplinary Committee)
- Campus Business Premises
- Students Sport activities
- Staff accommodation (Chairs Housing Allocation Committee)

The above is in addition to any other issues assigned by the VC. The tenure is for two years but renewable once.

The following two professors served as DVC Admin under Prof Epoke:

- Prof. Basse Igri Okon
- Prof. Simon J. Utsalo

There was cordial relationship between the DVCs and the VC.

5.6 DEPUTY VICE-CHANCELLOR (ACADEMIC)

At UNICAL the Deputy Vice-Chancellor (Academic) handles the following assigned statutory functions:

- Receives vetted results and approves executively on behalf of the VC.
- Ensures prompt release of results
- Examines cases of academic malpractice
- Assesses publications of staff seeking sabbatical positions to determine their feasibility and recommend to VC
- Maintains and supervises the result processing offices (Data Room)
- Plays a key role in assessing visibility during Academic Staff A & PC
- Supervises the use of the UNICAL International Conference Centre, keeps account of the receipts and ensures the maintenance of the Centre.

The following served as DVC(Academic) under Prof Epoke:

- Prof. Austin Obiekezie
- Prof Zana Akpagu

There was cordial relationship between the DVCs and the VC.

5.7 REGISTRAR

Dr (Mrs) Julia D. Omang (2008 – 2014) and Mr Moses O. Abang (2014 – 2019) served as Registrars during the period under review.

The Panel interacted with the Registrars and found that they both had cordial relationships with the Governing Council where they served as Secretaries. Their relationships with the Vice-Chancellor were also smooth. They reported that they were given free hand to run the Registry.

The only concern they shared was the issue of office accommodation and computerization of the registry with negative impact on their productivity. The University has not done much about it, despite the issue being raised in the 2004-2010 Presidential Visitation Panel Report.

5.7.1 Recommendations

- i. The University should endeavour to provide adequate accommodation to enhance the productivity of staff of the Registry.
- ii. The computerization of the Registry should be given priority for the efficient performance of their salient duties as the custodian of data and information pertaining to the university. This will enhance institutional memory in line with global best practices.

5.8 THE UNIVERSITY BURSAR

There were two (2) Bursars who served during the period under review and worked with Prof. Epoke - Mr. O.M. Nsebot (2011 – 2014) and Mr. Peter Agi (2014 – 2017)

The Panel interacted with only Mr. Agi because Mr Nsebot had died.

5.8.1 Findings/Observations

- i. The late Mr. O.M. Nsebot who was the Bursar for the greater part of the period under review was adjudged to be very professional and maintained a cordial relationship with the Vice-Chancellor and the entire staff of the University.
- ii. Mr Peter Agi who became the substantive Bursar after Mr. Nsebot started well and was also professional in discharging his duties. However, towards

the end of the tenure of the Vice-Chancellor, Prof. Epoke, there were allegations of insubordination which led to the apparent strained relationship between the Vice-Chancellor and the Bursar.

5.9 THE UNIVERSITY LIBRARIAN

The University Librarian during the period under review was Dr. Ruth Simon Basse (2011-2015). She had a wealth of experience and ran the place well. She enjoyed the full cooperation of the management. There were no reported hitches experienced during her tenure.

5.10 DIRECTOR OF PHYSICAL PLANNING UNIT

The Physical Planning Unit (PPU), which is under the Vice-Chancellor's office, performs the following critical functions:

- a. Coordinating, monitoring and supervising capital projects;
- b. Preparing of briefs and design drawings
- c. Handling all aspects of projects from tendering stage until completion and handing over of the projects to the University
- d. Receiving all regular reports from the Consultants and submitting to the Vice-Chancellor
- e. Verifying all Interim Payment Certificates (IPC) submitted for payment by the Consultants
- f. Organising the installation of services and commissioning of all new projects
- g. Arranging and attending site meetings of on-going projects and keeping records of such meetings;
- h. Short-listing applications for registration of Consultants and contractors for submission to the Procurement Planning Committee

5.10.1 Findings/Observations

- i. Engr. Etang Eyo served as the Director of PPU from 2001 to 2016.
- ii. According to the Vice-Chancellor, the PPU did quite well in handling projects while following due process in the awards of contracts.

5.11 WORKS AND MAINTENANCE DEPARTMENT

The Works Department takes responsibility for the maintenance of the diverse physical facilities of the University – power and water supply systems, road network, buildings, motor vehicles, etc. This is undoubtedly a lot of responsibility bearing in mind the extensive infrastructural facilities of the University.

The Department was headed by Sir (Bldr) Alderton Ewa Ewa from 2002 to 2016.

5.11.1 Recommendation

- i. The University should strengthen the Works Department to achieve greater productivity and effectiveness.

5.12 ACADEMIC PLANNING UNIT

The Academic Planning Unit is responsible for, among others, the preparation of Academic Brief for the University to the satisfaction of the NUC.

5.12.1 Findings/Observations

- i. Prof. Patrick N. Asuquo served as the Director of Academic Planning (DAP) from 2008-2013. He was succeeded by Dr. Patrick Egaga (2013-2016).
- ii. The Unit did not prepare any Academic Brief.
- iii. It is pertinent to note that academic planning requires some level of professionalism that is often beyond the capacity of Professors being transferred from various academic departments to serve as directors from time to time.

5.12.2 Recommendation

- i. The University should build the capacity of staff in the Unit while ensuring some degree of professionalism of anybody to be chosen as DAP.

5.13 DIRECTORATE OF RESEARCH AND DEVELOPMENT

Research management at the level of an institution is another issue that is very much related to funding and conduct of research, most especially, contract research. One of the greatest problems militating against the conduct of research and the attraction of funding by most institutions in Nigeria is the lack of institutional framework for the management of research and innovation as

witnessed in most successful research universities in the world. Research management is now a highly professionalised function. It typically involves the establishment of research management units staffed by professionals who do not only scan the local and international sources for research funds, but, also, help researchers to package research proposals to attract funding, as well as manage the conduct of funded research to ensure compliance with the stipulations by the funding agencies. Typically, such outfits are involved in:

- Packaging of proposals
- Contracts & grants management
- Financial management
- Intellectual property management
- Regulatory compliance
- Ethics and responsible conduct of research
- Information services

Most Nigerian universities are being encouraged by the Association of Commonwealth Universities (ACU) and TETFund to establish such units. ACU has been instrumental to the establishment of the West African Research and Innovation Management Association (WARIMA) with headquarters at the University of Ibadan to promote research and innovation management in the West African sub-region.

UNICAL established the Directorate of Research and Development early 2009 charged with some of the functions of a full-fledged Research Management Office, as indicated above. The pioneer Director was Prof. Emmanuel Ezednachi of the Department of Internal Medicine in the College of Medicine. Under his leadership, UNICAL won a number of grants including the World Bank STEP-B project funded to the tune of US\$5.0 million.

The critical role of R & D for national development and the relevance of a university as an agent of development is such that UNICAL must take the development of this unit seriously towards ensuring the performance of the functions indicated above.

5.13.1 Recommendations

- i. UNICAL must strengthen the Directorate of R & D through the provision of necessary facilities and trained manpower to enable the institution play its role in the Triple Helix development model, involving government-academia-industry partnership.
- ii. The Director of R & D should seize the opportunities being offered by TETFund and WARIMA for capacity development.

5.14 ENTREPRENEURSHIP DEVELOPMENT CENTRE

Entrepreneurship program is an interdisciplinary course designed to teach students how to think and act entrepreneurially. At UNICAL, EDC was established in 2011, following the directive of National Universities Commission(NUC) to build a centre for training undergraduates(youths), to be creative, innovative and job creators as against being job seekers. Prof. Usang U. Bassey was appointed as the pioneer Director from 2011 to 2016.

5.14.1 Findings/Observations

- i. At UNICAL the entrepreneurship courses are offered under the General Studies group of courses for 100 Level, 200 Level and 300 Level students spread over all the faculties. Thus, it is a multidisciplinary programme.
- ii. The Panel visited the Centre and was impressed by the vocational skills acquisition component of the programme involving practical exposure to fishery, snail and mushroom farming, shoemaking, barbing, bread making, etc. by EDC certified Venture Training Partners.

5.14.2 Recommendations

- i. The University should increase its commitment to the expansion of the activities of the Centre to enable it cope with its course and vocational skills offerings to the students.
- ii. The Centre should not ignore the commercialization of a number of its products and services.

5.15 CENTRE FOR EDUCATIONAL SERVICES (CES)

The Centre for Educational Services (CES) was established in 1997, as an offshoot of the Continuing Educational Centre under the Educational Consultancy Programmes with mandate to operate what the University referred to as 'non-NUC' and Part-Time (PT) degree programmes. The objectives of the Centre are to, among others:

- Operate as a business outfit and as a major source of internally generated revenue for the university
- Organize, initiate and coordinate short-term courses or programmes, workshops, seminars, symposium etc. for capacity building and academic training for staff and non-staff alike.

5.15.1 Findings/Observations

- i. The CES principally coordinates MY and regulates programmes that are run by departments and institutes ranging from Diploma to degree programmes while operating as a semi-autonomous centre.
- ii. The PT degree programmes have not been accredited by NUC.
- iii. According to the data provided, CES ran close to 12 PT degree programmes with a total of 11,396 students' enrolments over the 5-year period (2011-2015), as discussed further in Section 8.3 of Chapter 8.
- iv. The Centre generated revenue directly from payments of tuition fees by successfully admitted students.
- v. Staff from the various departments shouldered the responsibility of teaching the PT students on the platform of which they were paid honoraria.

5.15.2 Recommendation

- i. The University, as also advised in Chapter 8, should set in motion the process of getting NUC to undergo resource verification, preparatory to the accreditation of the PT degree programmes.

CHAPTER SIX

TERM OF REFERENCE (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.

6.1 PREAMBLE

The objective of this ToR is to assess the extent to which the University has managed financial resources available to it within the provisions of extant rules, regulations, guidelines, established due processes and procedures during the period 2011-2015.

Based on the examination of the documents made available by the Bursary Unit of the University and from other sources, as well as interactions with relevant stakeholders in the Financial Management processes and activities of the University, the Panel made the following findings/observations in respect of:

- i. Sources of funds
- ii. Financial Regulations and Instructions
- iii. Financial Operations
- iv. Accounting Manuals and Charts of Account
- v. Banking
- vi. Payment of Taxes
- vii. Insurance Policies
- viii. Fixed Asset Register
- ix. National Health Insurance Scheme (NHIS)
- x. Performance of the Bursary
- xi. Relationship of the Bursary with the Vice Chancellor and University Community
- xii. The Procurement Unit
- xiii. Internal Audit (Internal Control)
- xiv. Other Public Funds Interventions
- xv. Internally Generated Revenue (IGR)
- xvi. Budget Performance
- xvii. External Audit and Final Accounts

6.2 SOURCES OF FUNDS

6.2.1 Findings/Observations

The four (4) main sources of funds available to the University during the 2011-2015 period were as follows:

- i. Federal Government: Capital Grants, Subventions for Personnel Cost and Overheads;
- ii. Funds for Projects by Federal Government Intervention Agencies: NEEDS Assessment and Tertiary Education Trust Fund (TETFund);
- iii. Endowments/Donations from individuals, Organisations and Corporate bodies;
- iv. Internally generated revenue (IGR).

6.3 FINANCIAL REGULATIONS AND INSTRUCTIONS

6.3.1 Findings/Observations

During the period 2011-2015, the financial management operation ought to be guided by the following financial regulations:

- The University of Calabar Decree 80 of 1979 now Act as amended
- The Public Procurement Act, 2007
- The Federal Republic of Nigeria, Financial Regulations (2009)
- The University of Calabar, Financial Rules and Regulars (2000).
- Nigerian Accounting and Financial Reporting Standards.
- The Manual of Uniform Internal Audit System for Nigerian Universities (UIASNU).

Also Financial Circulars, Directives and Memos periodically issued by:

- Office of the Accountant General of the Federation, such as Treasury Single Account (TSA)
- Office of the Head of Service of the Federation
- Central Bank of Nigeria (CBN)
- The Presidency

- The National Assembly
- Federal Ministry of Education through the National Universities Commission (NUC)
- Tertiary Education Trust Fund (TETFund)
- Independent Corrupt Practices Commission (ICPC)
- Code of Conduct Bureau (CCB)
- Economic and Financial Crimes Commission (EFCC)
- The Federal Inland Revenue Service (IFRS)
- Cross River State Board of Internal Revenue Services (IRS) and other relevant bodies of government with roles related to financial matters.

6.4 FINANCIAL OPERATIONS

6.4.1 Findings/Observations

Financial operations of the University could be summarized into the following financial accounting and management activities:

- i. Financial planning (yearly budgeting of incomes and expenditures estimations and projections);
- ii. Budget Implementation (record keeping, accounting system, objectivity in budget performance reporting);
- iii. Funds/treasury management (reconciliation of bank and cash book balances);
- iv. Internal control and accounting process quality assurance;
- v. External auditing and publishing of final accounts;
- vi. Overall financial management;
- vii. Financial policy formulation, monitoring and enforcement.

It must be noted that going by the financial regulations of the University, financial operations (i), (ii) and (iii) above were statutory roles performed by the Bursary unit; financial operation (iv) was performed by the Internal Audit Directorate. On the other hand, operation (v) was performed by External Auditors appointed by Council, while (vi) and (vii) were performed by the Vice Chancellor and Governing Council respectively.

6.5 ACCOUNTING MANUALS AND CHARTS OF ACCOUNT

6.5.1 Findings/Observations

The Panel made the following observations:

- i. The University does not have an Accounting Manual to guide the operations of the Bursary Unit. It was said that the Unit had one in the past, copies of which could not be located for sighting.
- ii. The none availability of this all important document may explain the difficulty the Panel had with data collection from the Bursary for its assignment as well as the observed lack of uniformity and consistency in accounting and financial management operations of the University.
- iii. The lack of Manual of Accounts must have led to the low level of familiarity of most staff of the Bursary with the accounting and treasury information management system of the University, as they had serious difficulty retrieving specific financial information, when requested.

On the other hand, the Bursary has Charts of Account, categorized as follows:

Category of Accounts	No. of Accounts
Revenue	88
Administrative Expenses	5,319
Other Current Assets	56
Cash and Cash Equivalents	122
Other Current Liabilities	114
Retained Earnings	1
Property, Plant and Equipment	39
Non-Current Liability	14
Other Non-Current Assets	9
Other Non-Current Liabilities	7
Total	5,769

6.5.2 Recommendations

- i. The University should take urgent steps to document and publish an Accounting Manual that provides a guide to all accounting and financial management operations of the University. This should be made readily available in all sections of the Bursary as well as to all staff of the Bursary Unit as one of the basic tools for doing their work.

- ii. The University Management should take urgent actions to restructure and consolidate the Charts of Accounts being used in the Bursary, as it is currently too many and unwieldy.

6.6 BANKING

6.6.1 Findings/Observations

- i. The University maintained multiples of accounts with commercial banks, Microfinance bank, non-bank financial institutions and the Central Bank of Nigeria (CBN) as follows:

Commercial banks	76
UNICAL Microfinance Bank Ltd	23
Unbanked Cash/Fund (UBC) deposits	5
Treasury Single Account (TSA) with CBN	1

6.6.2 Recommendation

- i. The Panel recommends that the University Management should take urgent steps to restructure and consolidate her Banking Accounts as it is currently too many and unwieldy.

6.7 PAYMENT OF TAXES

6.7.1 Findings/Observations

The University had the responsibility of making direct statutory deductions and remittance of the following taxes to the appropriate tax authorities:

- Withholding Tax (IFRS)
- Withholding Tax (IRS)
- Income Tax PAYE
- Value Added Tax (VAT) (IFRS)

Table 6.1: Profile of Statutory Deductions not remitted to Appropriate Authorities

Tax Heads	June 30 2011 (₦)	June 30 2012 (₦)	June 30 2013 (₦)	Dec 31 2013 (₦)	Dec 31 2014 (₦)	Dec 31 2015 (₦)
With-holding tax (IRS)	Not Reported	100,103,486	96,169,373	49,140,919	21,762,262	Not Reported
Income Tax (PAYE)	Not Reported	319,284,579	218,121,412	-	-	Not Reported
VAT Account	Not Reported	60,070,088	40,336,359	50,377,341	43,108,259	Not Reported
With-holding Tax (FIRS)	Not Reported	100,110,124	117,971,612	19,034,215	25,366,632	Not Reported
Total	Not Reported	579,568,277.	472,598,756.	118,552,475.	90,237,153.	Not Reported

Source: Management Letters Sequel to External Audit of Accounts of University of Calabar

The Panel made the following observations:

- i. The External audit reports of the University Accounts for the period June 30, 2011 and December 31, 2015 were all silent in reporting cases of statutory tax deductions made without remittance to the appropriate tax authorities;
- ii. For the periods that the External Audit reported on cases of statutory tax deductions made, a total of **One Billion, Two Hundred and Sixty Million, Nine Hundred and Fifty-Six Thousand, Six Hundred and Sixty-one Naira (₦1,260,956,661.00)** was deducted at source by the University without remittance to the appropriate tax authorities;
- iii. The Panel further observed that a breakdown of the above shows that:
 - ₦267,176,040.00 was total with-holding tax (IRS);
 - ₦537,405,991.00 was Total Income Tax (PAYE);
 - ₦193,892,047 was Total Value Added Tax (VAT);
 - ₦262,482,583 was Total with-holding tax (FIRS);

6.7.2 Recommendation

- i. The University Management should be made to observe the standard practice of remitting all statutory tax deductions made by her at source without delay

to appropriate tax authorities to avoid the legal issues that might lead to criminal charges.

6.8 INSURANCE POLICIES

6.8.1 Findings/Observations

- i. The University is required by law to have insurance policy on her movable and fixed assets as well as on the health and life of her staff and students. The Panel observed that the University did not have any insurance policy during the 2011-2015 period.

6.8.2 Recommendation

- i. The Governing Council should take urgent steps to formulate an insurance policy for implementation by the Management, in line with the National insurance policy guidelines for Nigeria public universities.

6.9 FIXED ASSET REGISTER

6.9.1 Findings/Observations

- i. The Panel observed that for the period 2011-2015, the University did not maintain a proper Fixed Asset Register. What was presented to the Panel was just a shortlist of a few assets of the University without the basic financial information on the listed fixed assets that is expected to be contained in an authentic Fixed Asset Register.
- ii. It is pertinent to note that the White Paper on the last Visitation Panel Report of 2010 clearly stated that *"the University should urgently update her Fixed Asset Register"*.
- iii. The Panel equally drew the attention of the University Management to the codes inscribed on the bodies of some movable assets sighted in the University such as air conditioners, office tables, electric fan as well as some immovable assets like buildings, implying there must have been an existing Fixed Asset Register.
- iv. Surprisingly, only the external audit report for the year ending on December 31, 2014, observed that the University did not have Fixed Asset Register. This raised doubts as to whether the value of assets used in preparing the accounts can be relied upon. It can only be natural that an investigation is instituted to unravel the circumstance surrounding the disappearance of the

Fixed Asset Register seen by the 2010 Presidential Visitation Panel in the University.

6.9.2 Recommendations

- i. The Governing Council should, as a matter of urgency, institute an enquiry into the disappearance of the Fixed Asset Register of the University last seen by the 2010 Presidential Visitation Panel with recommendation for its update.
- ii. Management should urgently commission a Fixed Asset Audit of the University's assets, especially the movable assets to cover the period 2010 to date.

6.10 NATIONAL HEALTH INSURANCE SCHEME (NHIS)

6.10.1 Findings/Observations

- i. Though the University is statutorily required to operate the NHIS Scheme for its staff and students, but a cursory look into the accounts of the University for the period 2011-2015 did not show any indication that the schemes were operated by the University, especially as it relates to the students who pay for the service as part of their school fees.
- ii. Interactions with management of the University Health Centre further confirmed the none operation of the NHIS for students of the University as the University has not entered into any agreement with any of the accredited Health Management Organisations (HMOs).

6.10.2 Recommendation

- i. The Council should take urgent steps to put in place Health insurance policy for the University as well as cause Management to implement same without failure especially as it relates to her students, in line with the provisions of the law for health insurance for all students in Nigerian tertiary institutions of learning.

6.11 PERFORMANCE OF THE BURSARY

6.11.1 Findings/Observations

The Panel observed during the period 2011-2015 that the performance of the Bursary unit of the University was generally poor. This view was based on the following findings:

- i. Management Letters sequel to the External Audit Reports of 2011, 2012, 2013, 2014 and 2015 that made the following observations:
 - poor record keeping (omission of entries, incorrect entries, duplication of entries);
 - cases of illegal revenue collection
 - cases of diversion of revenue collected
 - inability to respond to audit queries from the Internal Audit Directorate etc.;
 - ledgers not being kept up to date;
 - bank reconciliations not being done timely;
 - payment vouchers not being properly written, checked, controlled and filed;
 - non maintenance of a Fixed Asset Register;
 - absence of a manual of accounts; and
 - not having the University of Calabar Financial Rules and Regulations of 2000 updated in line with the Federal Government of Nigeria and Financial Rules and Regulations (Revised January, 2009).
- ii. The Panel observed some alleged cases of criminality and financial impropriety levelled against GUCCI-Chis Ltd (the undergraduate fee collection Consultant) by the University Management. This ranged from alleged forgery of signatures of Prof. J. Okojie (NUC) and Prof. B. O. Asuquo and superimposing of same on the agreement that empowers GUCCI-Chis to collect students' fees for the University in perpetuity as well as use of hidden accounts to divert collected fees away from University authorized accounts (See Appendix 6.1)
- iii. The Panel sighted some documents indicating that the Economic and Financial Crimes Commission (EFCC) commenced investigation of the alleged crimes but no evidence existed suggesting the alleged infractions were satisfactorily disposed of by the anti-graft agency (See Appendix 6.2).

6.11.2 Recommendations

- i. The University Management should take urgent steps to fully computerize, automate and fully integrate all sections and accounting and treasury operations of the Bursary unit to improve performance, productivity and overall accounting and financial management efficiency of the University.
- ii. In line with the above, management should take urgent steps to build the technical and managerial capacities of staff of the bursary with emphasis on Information Communication Technology (ICT) applications to accounting and financial management.
- iii. The Governing Council should revisit the alleged cases of forgery and diversion of collected fees by the fees collecting Consultant (GUCCI-Chris Ltd), with the objective of establishing veracity or otherwise of the allegations and the magnitude of fee diversions.

6.12 RELATIONSHIP OF THE BURSARY WITH THE VICE CHANCELLOR AND UNIVERSITY COMMUNITY

6.12.1 Findings/Observations

The Panel made the following findings/observations as regards the relationship between the Bursary, the Vice Chancellor and the University community:

Mr. O. M. Nsebot

- i. Mr. O. M. Nsebot was appointed substantive Bursar by Council, for a five (5) year tenure period, part of which is January 1, 2011 to April 6, 2014. He served for three (3) years and three (3 months), of the five (5) years (2011-2015) Visitation cycle covered by this Panel report.
- ii. The Panel observed that Mr. O. M. Nsebot, to a large extent, provided adequate accounting and financial management professional advice to the Vice Chancellor that enabled the Vice Chancellor perform his function of Chief Accounting Officer of the University to some reasonable extent.
- iii. Though retired and late at the time of this visitation; almost everyone (the Vice Chancellor, other management staff as well as the staff of the bursary unit that worked with him) that the Panel interacted with, expressed positive opinion about his personality.

Mr. Peter Agi

- i. Mr. Peter Agi was appointed substantive Bursar on April 7, 2014 by Council for a tenure period of five (5) years. He coordinated the financial operations of the University up to December 31, 2015. Hence, completing the remaining one (1) year and seven (7) months of the five (5) years Visitation cycle (2011-2015) covered by this report.
- ii. The Panel is of the view that Mr. Peter Agi, came into the University at the top level of a Principal Accountant, with some level of industry experiences but with little or no experience of the internal workings of the University system. Not long after, he became the Substantive Bursar.
- iii. The Panel observed that, though Mr. Peter Agi may have intended to improve the efficiency and effectiveness of the accounting and financial management of the system of the University, based on what he may have observed as infractions that may have led to leakages and theft; but he seemed to have lacked adequate understanding of the fact that while the Bursar is the Finance Officer of the University, the Vice Chancellor remains the Chief Accounting Officer who takes full responsibility of all Financial Management decisions of the University, though with advice from the Bursar. This, no doubt, may have been a major source of conflict between him and the Vice Chancellor, Prof James Epoke, while they worked together.
- iv. One evidence of the above strained relationship between the two principal officers, was the memorandum of the Vice Chancellor to Council, where he alleged that Mr. Peter Agi illegally engaged Zellence Nigeria Limited to collect undergraduate fees for the University, and collected fees amounting to over Two Hundred and Fifty Million Naira (N250,000,000.00) not remitted to the University (See Appendix 6.3).
- v. Furthermore, Mr. Peter Agi's report to Council alleging his discovery of infractions in the students' fees collection by the authorized consultant-Gucci Chris Ltd, based on his independent investigation (See Appendix 6.4).
- vi. The Panel observed that no evidence suggesting that the allegations of illegal engagement of Zellence Nigeria Limited as undergraduate Fees Collection Consultant, illegal fee collection and non-remittance of over Two Hundred and Fifty Million Naira (N250,000,000.00) by the Vice Chancellor against Mr Peter Agi (Bursar) as well as an earlier allegation by Mr Peter Agi (Bursar) of diversion of students' fees collections by Gucci Chis Ltd using hidden accounts were conclusively investigated and disposed of by the Governing Council.

- vii. As regards relationship between the Bursary and the University community, though one of the principles of prudent financial management is conservatism in use of available funds; but evidences from interactions with key stakeholders suggest that the bursary was more favourably disposed to attending to legitimate and approved funds request of members of the University community during Mr. O. M. Nsebot than Mr. Peter Agi's era as Bursars. The above perception of the two regimes may have been influenced by differences in levels of funds availability and possibly differences in personalities and leadership styles.

6.12.2 Recommendations

- i. The Governing Council of the University should always be alive to her statutory responsibilities of ensuring that timely actions are taken to respond to cases of conflict among principal officers of the University.
- ii. The Governing Council should investigate the two alleged cases of financial impropriety of fees diversions and illegal fees collection without remittance to the University accounts.

6.13 THE PROCUREMENT UNIT

6.13.1 Findings/Observations

- i. The Panel observed that during the period of 2011-2015, the University seemed to have misinterpreted the provisions of the Public Procurement Act, (2007) that required her to set up a Procurement Unit for effective procurement management in converting the Stores and Supplies Section of the Bursary to become the Procurement Unit of the university.
- ii. The Panel further observed that academic and professional qualifications and skills of most staff of the Stores and Supplies section of the bursary that were saddled with the new role of procurement were in the areas of Accounting, Public Administration and Purchasing and Supply; which are not adequate for proper handling of procurement processes and management, especially as it relates to the technical issues of physical infrastructure like buildings, laboratory equipment and plant & machineries.

- iii. It equally observed that staff of the Stores Section of the bursary who were charged with the Procurement responsibilities were not exposed to standard Procurement Management professional trainings, which is a necessary requirement by Bureau of Public Procurement (BPP) for adequate and effective implementation of the provisions of the Public Procurement Act (2007) by all procurement officers in Federal government ministries, departments and agencies (MDAs).
- iv. That the above capacity gaps in the Procurement Unit of the University, no doubt have affected the quality of procurement process and management in the University.
- v. Evidences of roles conflicts between the Procurement Unit, the Physical Planning and Development Unit and the Bursary were observed; which no doubt led to generally poor observance of the provisions of the Public Procurement Act (2007), in procurement of goods, services and projects by the University during the period under review.

6.13.2 Recommendations

- i. The Governing Council should carry out comprehensive audit of contracts awarded and management of same by the Procurement Unit for the period 2011-2015.
- ii. The University Management should urgently professionalise the Procurement Unit of the University with career paths. To this extent, only staff having requisite academic, certified professional qualifications and evidence of continuous professional trainings in relevant areas of procurement management should be posted to the Procurement Unit.
- iii. The Management of the University should urgently streamline the roles of the Procurement Unit, the physical planning and development Unit, and the Bursary in the University procurement process. This will ensure that the existing roles conflicts among the three units that have generally compromised procurement activities of the University will be eliminated.

6.14 INTERNAL AUDIT (INTERNAL CONTROL)

6.14.1 Findings/Observations

For the period under review, the internal control function of the financial operations of the University was performed through the Directorate of Internal Audit. Within 2011-2015, this Directorate was led by Bar. U. J. Ineme as Director of Audit. The Panel observed as follows:

- i. That concerted efforts were made during this period towards ensuring that fraud was kept to the barest minimum and maintained maximum control on expenditure. Also, Information Communication Technology (ICT) facilities were deployed to guarantee effective pay roll analysis and staff list update;
- ii. Almost all the audit queries issued to the Bursary were responded to and satisfactorily resolved;
- iii. The Panel observed that there was no Audit Sub-Committee of the Governing Council during the 2011-2015 period.

6.14.2 Recommendations

- i. The Governing Council should improve the level of independence of the Directorate of Internal Audit towards reducing the possible over bearing influence of Management on the performance of the internal control functions;
- ii. The Management should take steps to ensure the Bursary always respond to audit queries timely and ensure satisfactory resolution thereof;
- iii. The Governing Council should take steps to put in place Audit Sub-Committee of Council and ensure that the Committee receives quarterly Internal Audit reports on financial management activities of the University for Council's Review, observations and directives to management.

6.15 STATUTORY PUBLIC FUNDS CAPITAL AND RECURRENT ALLOCATIONS

6.15.1 Findings/Observations

Table 6.2 shows that during the period of 2011-2015, the University of Calabar received a total of Forty-two Billion, One Hundred and thirty-nine Million, Six Hundred and Sixty one Thousand, Five hundred and Ten Naira only, Thirty-

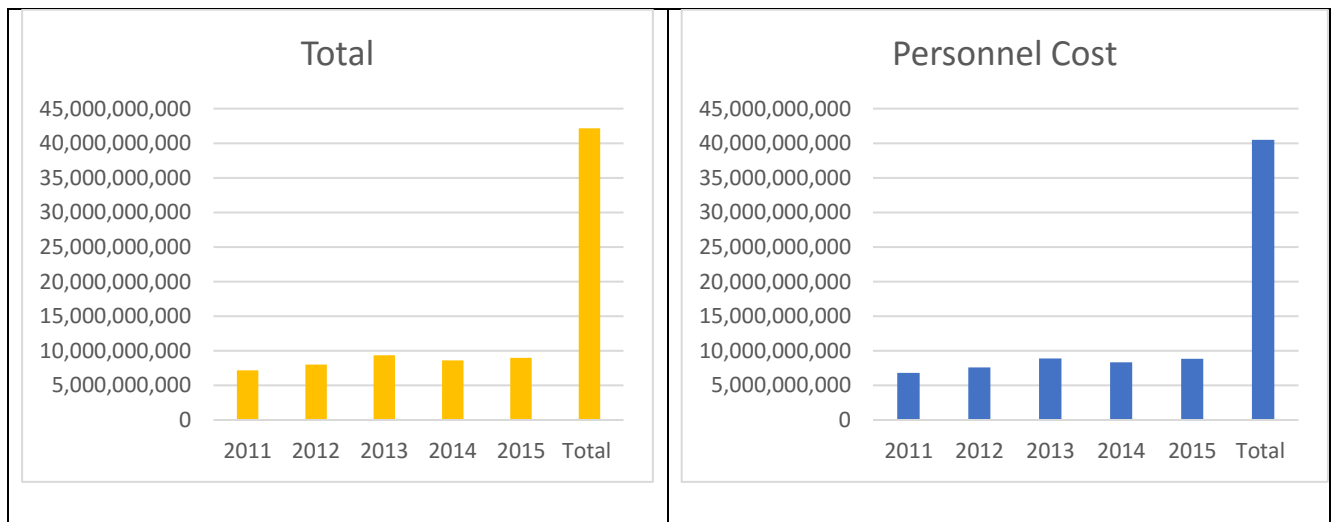
Four Kobo (₦42,139,661,510.00) as capital and recurrent subventions/allocations from the Federal Government.

Table 6.2: Profile of Public Funds Capital and Recurrent Subvention/Allocations

	2011 (₦)	2012 (₦)	2013 (₦)	2014 (₦)	2015 (₦)	Total (2011- 2015) (₦)
Personnel Cost	6,829,973,518	7,579,326,111	8,871,694,687	8,350,123,681	8,862,492,457	40,493,610,455.
Overheads	201,065,581.	186,473,920.	177,740,522.	95,616,510.	108,251,613.	769,148,146.
Capital	145,687,622.	251,620,103.	294,448,536	158,300,073.	26,846,574.	876,902,908.
Total	7,176,726,721	8,017,420,135	9,343,883,745	8,604,040,264	8,997,590,644	42,139,661,510.

Source: University of Calabar Bursary Unit (2021)

96.09% of the above subventions was for Personnel cost, 1.83% was for Overheads, while 2.08% was for Capital projects.



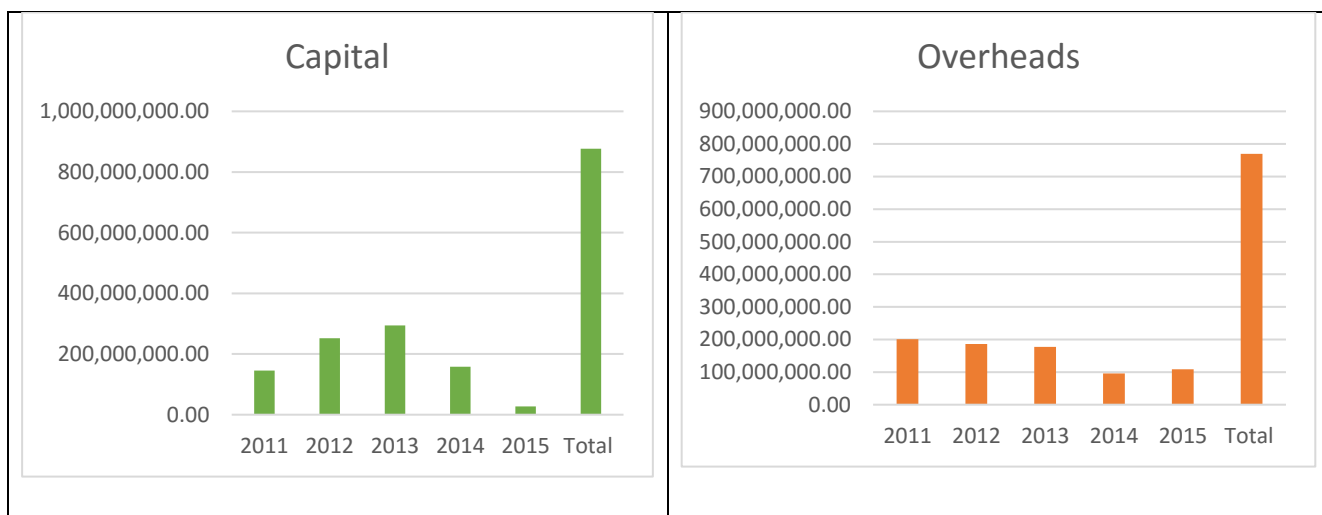


Fig 6.1: Trend of Public Fund Subvention/Allocations

Fig 6.1 shows that the trend of Federal government’s funding of the University through subventions for Personnel cost and Overheads between the period of 2011 to 2015 was relatively stable. On the other hand, subventions for capital projects were on increasing trend between 2011 to 2013, before decreasing up to 2015. The reason for the above trend may be the effect of the policy of Federal government to strategically address infrastructure deficits of Nigerian public universities through intervention agencies such as TETFund and NEEDS Assessment funded projects.

6.15.2 Recommendation

- i. The Federal government needs to find ways of increasing her capital and overheads subventions to the University for effective and quality teaching and research to be sustained in the University.

6.16 OTHER PUBLIC FUNDS INTERVENTIONS

6.16.1 Findings/Observations

The Panel found that for the period 2011-2015, the University received public funds interventions for NEEDS Assessment and TETFund as presented in Table 6.3.

Table 6.3: Profile of Other Public Funds Interventions

	2011 (₦)	2012 (₦)	2013 (₦)	2014 (₦)	2015 (₦)	Total (₦)
NEEDS Assessment	-	-	-	2,933,703,703.61	-	2,933,703,703.61
TETFund	698,426,259.00	699,525,121.00	25,640,910.00	1,593,582,981.97	-	3,017,175,271.97
Total	698,426,259.00	699,525,121.00	25,640,910.00	4,527,286,685.58		5,950,878,975.58

Source: University of Calabar Bursary Unit (2021)

As summarized in Table 6.3, The Panel observed that for the period 2011-2015, University of Calabar received a total of Five Billion, Nine Hundred and Fifty Million, Eight Hundred and Seventy-Eight Thousand, and Fifty-Eight Kobo (**₦5,950,878,975.58**) as public fund interventions. 49.30% of the above fund interventions came from NEEDS Assessment, while 51.70% came from TETFund.

6.16.2 Recommendations

- i. The Intervention agencies (NEEDS Assessment Projects office and TETFund) must intensify their monitoring and evaluation (M&E) mechanisms to ensure that intervention funds sent to the University are prudently used and value-for-money observed by management of the University.
- ii. The Governing Council should activate her Budget/Projects Supervision and Monitoring Committee to ensure that due process is followed by Management in carrying out the budget implementation and project financial management functions.

6.17 INTERNALLY GENERATED REVENUE (IGR)

Table 6.4: Profile of Internally Generated Revenue (IGR)(2011-2015)

	2011 (₦)	2012 (₦)	2013 (₦)	2014 (₦)	2015 (₦)	Total (₦)
Total IGR	527,133,489.00	467,971,191.00	735,455,127.00	1,742,515,173.00	2,020,349,360.00	5,493,424,340.00

Source: University of Calabar Bursary Unit (2021)

(See Appendix 6.5)

6.17.1 Findings / Observations

The Panel observed as follows, based on the data presented in Table 6.4:

- i. That, the University generated a total of **Five Billion, Four Hundred and Ninety-Three Million, Four Hundred and Twenty-Four Thousand, Three Hundred and Forty Naira (N5,493,424,340.00) only** as IGR during the period 2011-2015;
- ii. That the above IGR of the University is 13.31% of the total recurrent expenditure of ~~N~~41,262,758,601.00 comprising Personnel Cost of ~~N~~40,493,610,455.00 and Overheads of ~~N~~769,148,146.00;
- iii. That for the period 2011-2015, the University surpassed the NUC's benchmark of 10% for Nigerian public universities as measured by the percentage of IGR to recurrent expenditure.

6.17.2 Recommendations

- i. Management of the University should, as a matter of urgency, institute mechanisms to optimally harness the IGR potential of the University through increased transparency and accountability in the management of IGR.
- ii. The Governing Council, as a matter of urgency, should ensure that Management presents comprehensive quarterly report to her on IGR performance of the University.

6.18 BUDGET PERFORMANCE

The summary of budget performance of the University as regards government statutory subventions for the period 2011-2015 is shown in Table 6.5.

Table 6.5: Budget Performance Profile (2011-2015)

	Budget Appropriation (N' Million)	Actual Releases (N' Million)	Budget Variance (N' Million)
2011	8,853.50	6,863.50	(1,990.00)
2012	9,860.70	7,328.00	(2,532.70)
2013	11,132.60	14,226.40	3,084.80
2014	11,388.30	10,030.30	(1,358.00)
2015	10,865.70	9,011.10	(1,854.60)

Total	52,100.80	47,459.30	(4,650.50)
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Source: University of Calabar Bursary Unit, 2021

(See Appendix 6.6)

6.18.1 Findings/Observations

- i. That within the period 2011-2015, the University had a total budget appropriation of N52.10Billion;
- ii. Total budgetary appropriation actually received by the University was ~~N~~47.46Billion;
- iii. Total Budgetary appropriation not received/shortfall was ~~N~~4.64Billion;
- iv. That the University did not provide information as regards her budgeted and actual collected internally generated revenue (IGR) for the period for a holistic budget performance analysis.

6.18.2 Recommendations

- i. That in the future, Federal government should make efforts to ensure that approved budgeted cost for personnel, Overhead and Capital are released as at when due to avoid the incidence of budget shortfalls and the associated negative effects on efficient and effective running of the University.
- ii. The University management should, as a matter of standard practice, include anticipated/projected annually internally generated revenue (IGR) alongside budgeted appropriations from public sources in order to have a holistic budget for the University as well as track and report actual IGR inflows to enable an all-inclusive budget performance analysis at periodic intervals.

6.19 EXTERNAL AUDIT AND FINAL ACCOUNTS.

For the period 2011-2015, three (3) external auditors were engaged by Council to perform this financial operation and the summary and Panel's findings/observations are presented in Table 6.6.

Table 6.6: Summary of External Audit 2011-2015 and Panel Findings/Observations

External Audit Details	Findings based on External Audit Observations	Panel's General Observations
Oyo AsangaNyong& Co. <ul style="list-style-type: none"> • For Year ended June 30, 2011; • Submitted March 31, 2014 	<ul style="list-style-type: none"> i. Errors in Staff Housing Loan, Car Refurbishing Loan, and Creditor Accounts. ii. Cases of Unsigned Vouchers; iii. 3 Bank accounts not reconciled with cash book balances. iv. N436,396,396.00 unretired balance outstanding 	External Audit qualified financial management of the University as sufficiently adequate; the Panel is of a contrary opinion that it was fairly adequate.
Davis, Offiong&Ukah <ul style="list-style-type: none"> • For Year ended June 30, 2012; • Submitted March 18, 2015. 	<ul style="list-style-type: none"> i. 37 bank accounts balances were not reconciled with Cash book balance; ii. N1,718,091.41 balance as staff car refurbishing loans; iii. Over deduction of Staff Housing loans; iv. N566Million unretired balance outstanding; v. N579,568,279.01 unremitted tax deductions. 	External Audit qualified financial management of the University as sufficiently adequate; the Panel is of a contrary opinion that it was fairly adequate.
Davis, Offiong&Ukah <ul style="list-style-type: none"> • For year ended June 30, 2013 and • For 6months ended December 31, 2013. • Submitted March 30, 2016. 	<ul style="list-style-type: none"> i. Bank balances not reconciled with Cash Book balances; ii. N616,444,765.00 Provision made for bad debts; iii. N472,598,756.00 taxes deductions not remitted; iv. List of stock items and values not made available. 	External Audit qualified financial management of the University as sufficiently adequate; the Panel is of a contrary opinion that it was fairly adequate.
MEF Professional Services <ul style="list-style-type: none"> • Year ended December 31, 2014; • Submitted April, 2017 	<ul style="list-style-type: none"> i. Observed the University does not have a Fixed Asset Register; ii. N90,237,153.00 axes deductionsunremitted iii. Request made to banks for bank balances were not responded to. 	External Audit qualified financial management of the University as sufficiently adequate; the Panel is of the opinion that it was inadequate.
MEF Professional Services <ul style="list-style-type: none"> • Year ended December 31, 2015; • Submitted March 2, 2018 	<ol style="list-style-type: none"> 1. Some expenditure transactions not clearly described for easy identification; 2. Some payments were omitted in Cash Book; 3. Accounts payable Ledgers not properly kept; 4. Accommodation Account with UNICAL Microfinance Bank Ltd not properly reconciled; 5. 106 payments made on REMITA platform not verified as corresponding Vouchers were not seen; 6. Closing balance of Accounts payable of two (2) Contractors, overstated by 89,102,427.94; 7. Bloated Provision for Bad debt; 8. N42,885,230.24 set aside to meet a court judgement against the University (evidence of judgement not provided); 9. N3.0Million outstanding as Special Advances to Contractor since 2013. 	External Auditor qualified financial management of the University as sufficiently adequate; the Panel is of view that it was grossly inadequate.

Source: External Audit Reports of UniCal 2011-2015

6.19.2 Recommendations

- i. That in the future, Governing Council should ensure that External Auditors are engaged early enough to carry out the external audit of the accounting and financial management of the University.
- ii. Management should, as a matter of policy, ensure that the Bursary unit update all books and ledgers at the end of the accounting and financial years to ensure the external audit is done immediately and presented to Governing Council for approval.
- iii. Governing Council should, as a matter of policy, have a standing Audit Sub-Committee of Council for the purpose of receiving and evaluating the report of the external auditors and make recommendations to Governing Council thereof.

6.20 OVERVIEW OF THE FINANCIAL MANAGEMENT SYSTEM OF THE UNIVERSITY

6.20.1 Summary of Findings/Observations

Based on evaluation of some documents cited and summary of interactions with key stakeholders (Deans of Faculties, Heads of Academic Units and Directors of Centres and Institutes), the Panel made the following findings as to the performance of the financial management in the University during the period:

- i. There is an alleged case of forgery and diversion of fees collected by the Fee Collection Consultant (GUCCI-Chris Ltd), using hidden accounts, which evidences available showed that the EFCC commenced investigation on. However, no evidence exists suggesting that the allegations have been satisfactorily investigated by the Governing Council and disposed of.
- ii. There is an alleged case of illegal engagement of Zellence Nigeria Ltd by the Bursar, Mr Peter Agi and illegal collection of fees amounting to about ₦250million without remittance to the University's authorized accounts by Zellence Nigeria Ltd. The Panel did not see any evidence that this allegation was adequately investigated by the Governing Council and disposed of.
- iii. There existed the practice and system for realistic financial planning and budgeting that involved Faculties, Institutes, Departments and

Centres. Also, the financial planning and budgeting process was guided by the provisions of the University of Calabar Financial Rules and Regulations (2000), though not yet revised and updated in line with the revisions of some sections in the Federal Government of Nigeria Financial Regulations (2009).

- iv. Faculties, Institutes, Centres, Departments and Units, to some extent, had access to their budgetary provisions in the approved budget of the university. In their opinion, if not for anything, they knew what was budgeted annually for them while receiving monthly imprests to finance routine activities. They also received funds early enough to prepare their programmes for accreditation by NUC.
- v. Of particular attention is the view expressed by most staff that during this period, there was openness in the accounting of revenue accruing from what they referred to as "Non-NUC programmes" coordinated by the Centre for Educational Services (CES). They equally reported that those that taught in such programmes received payments of honoraria for teaching as at when due; while Departments received profits shared according to the agreed formula. The above constituted extra incomes to staff and Departments, which constituted source for increased staff motivation and productivity.
- vi. The system for financial budgeting and budget implementation was highly manually operated with insufficient automation. The above no doubt must have exposed the University to some forms of financial inefficiency and ineffectiveness in record keeping, accounting, fund management, internal controls and banking transactions reconciliations. The likelihood of financial leakages and frauds passing through the system undetected and unreported was reasonably high.
- vii. For the period 2011-2015, one Vice Chancellor, Prof. James Epoke served as the Chief Accounting Officer of the University. The Panel found that within tolerable omissions or commissions, he satisfactorily performed the function of Chief Accounting Officer of the University within the period.
- viii. The manual system of Record Keeping, Accounting and treasury management was weak and prone to manipulations and abuses, especially as it relates to internally generated revenue (IGR).

- ix. The University did not maintain a Fixed Asset Register.
- x. Though evidences exist of inclusive budgeting system but the aspect that had to do with annual financial budget approval and implementation monitoring through the Finance and General Purposes Committee (F&GPC) of the Governing Council was weak.
- xi. The University maintained multiple banks' accounts with many commercial banks as well as the UNICAL Microfinance Bank Limited, with a weak system for monthly reconciliation of banks' balances with Cash Book balances;
- xii. The Directorate of Internal Audit lacked significant level of independence to strictly perform the function of financial control, financial process quality assurance and surveillance, especially as it relates to financial transactions of the office of the Vice Chancellor.
- xiii. Audited Final accounts were prepared, three (3) years in arrears. Unfortunately, evidence of the existence of Audit Sub-Committee of the Governing Council was not found by the Panel.

6.20.2 Summary of Recommendations

- i. Governing Council should commission a forensic investigation (analysis of the engagement agreement document as well as audit of the fees collection and remittance accounts used by GUCCI-Chris Ltd) for the total period the firm rendered the services to the University.
- ii. Governing Council should commission a forensic audit of the fees collection and remittance accounts used by Zellence Nigeria Ltd, for the alleged period the firm was allegedly illegally engaged to collect undergraduate fees.
- iii. Management needs to urgently fully computerize and integrate the accounting and financial management system of the University.
- iv. Management needs to urgently address the observed skill gaps and technical knowledge deficits observed among bursary staff by developing and implementing high impact staff training and development programme in collaboration with relevant governmental agencies and the private sector.

- v. Governing Council should urgently intensify efforts towards strengthening the technical capacity of her F&GPC and Audit Sub-Committee with members that possess the technical capacity and experience to oversee the way and manner Management performs the Financial Management functions of the University.

- vi. Governing Council should urgently enquire into the disappearance of the Fixed Asset Register of the University.

CHAPTER SEVEN
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 such projects and their relevance for further funding.

The objective is to assess University's application of funds Capital Appropriation and Intervention Funds (TETFund and NEEDS Assessment) to projects during the 2011-2015 period, as well as the implementation status of all projects funded from the above sources and financial implications of completing priority abandoned projects, if any.

7.1 CAPITAL APPROPRIATION FUNDED PROJECTS

The profile of capital funds applications to projects by the University is summarized in Tables 7.1 and 7.2. Table 7.1 is a summary of the annual capital appropriations received by the University, number of capital projects contracts awarded and completion status of the projects.

Table 7.1: Profile of Capital Appropriation Received & Capital Projects (2011-2015)

Year	No. of Projects Contracts Awarded	No. of Projects Contracts Completed	No. of Projects Contracts Uncompleted	Annual Capital Appropriation Received (₦)
2011	3	3	-	145,687,622.00
2012	3	2	1	251,620,103.00
2013			-	294,448,536.00
2014	5	4	1	158,300,073.39
2015	-	-	-	26,846,574.00
Total	11	9	2	876,902,908.39

Source: University of Calabar PP&D and Bursary Units (2021)

**Table 7.2: Profile of Capital Projects Contracts Payments Status
(2011-2015)**

PROJECTS	No	Total Contract Sum (₦)	Contract Sum Paid (₦)	Contract Sum Outstanding (₦)
Projects Completed	9	497,895,614.00	497,895,614.00	-
Projects Uncompleted	2	448,946,453.00	391,177,503.00	57,768,950.00
Total Projects Funded	11	946,842,066.00	889,073,117.00	57,768,950.00

Source: University of Calabar PP&D and Bursary Units (2021)

(See Appendix 7.1)

7.1.1 Findings/Observations

The Panel made the following findings/observations as regards University's application of Capital appropriations received for projects during the period 2011-2015:

- i. A total sum of Eight Hundred and Seventy Six Million, Nine Hundred and two Thousand, Nine Hundred and Eight Naira Thirty-nine kobo (~~₦876,902,908.39~~) only was received;
- ii. A total of eleven (11) Capital projects contracts were awarded, nine (9) completed and two (2) uncompleted;
- iii. The total contracts sum for the eleven capital project awarded was Nine Hundred and Forty-Six Million, Eight Hundred and Forty-two Thousand, Sixty-six Naira (~~₦946,842,066.00~~);
- iv. The total sum of capital projects contracts awarded paid was ~~₦889,073,117.00~~ which is in excess of total capital budgetary releases of ~~₦876,902,908.39~~ by ~~₦12,170,208.61~~;
- v. Of the two (2) Capital projects uncompleted, with total contract sum of Four Hundred and Forty-eight Million, Nine Hundred and Forty Six Thousand, Four Hundred and Fifty three Naira (~~₦448,946,453.00~~); Three Hundred and Ninety one Million, One Hundred and Seventy-seven Thousand, Five Hundred and three Naira (N391,177,503.00) only was paid to date, with total outstanding balance of ₦57,768,950.00.
- vi. The nature of the total outstanding balance of ₦57,768,950.00 from the two uncompleted capital projects could not be established whether as

debt owed to former contractors or the current ones, as detailed information was not provided.

- vii. The contract for one of the uncompleted projects was reported as determined, while the details of the re-awarded project's contract were not provided.
- viii. The University made payments for capital projects in excess of her capital appropriations received to the tune of ₦12,170,208.61, implying a likelihood of funds misapplication by the University Management.
- ix. The second uncompleted project was awarded in 24/10/2012 with contract sum ₦349,368,820.50; valid contract period of 40 weeks; and total payments to date to contractor of ₦310,890,755.17. This was wrongly classified by the University management as an on-going project despite the fact that no evidence of contract period extension was provided.

7.1.2 Recommendations

Based on the findings/observations as regards capital funds application to projects, the Panel recommends as follows.

- i. The University management should as a matter of law urgently establish a Procurement Planning Committee for the purpose of preparation of Annual Procurement Plan (APP) of the University, which must be mainstreamed into annual budgetary provisions of the University.
- ii. The University's Tenders Board as a matter of observance of the provisions of extant law should only approve capital appropriation projects contracts to the maximum of the budgetary provisions in the University's annual approved budget.
- iii. The University Management should operate a system of matching capital projects contracts IPC payments strictly to capital budgetary provisions to avoid the possibility of funds misapplication;
- iv. The University Management should observe the relevant provisions of the Public Procurement Act 2007, for procurement of projects by following established due processes for projects contracts awards, project implementation, contract management and determination of contracts, if need be.

- v. The University Management should, as a matter of urgency, restructure her Procurement Unit, staff it with manpower that possess requisite technical and managerial knowledge, skills and experiences in procurement management, in line with the provisions of Public Procurement Act 2007.
- vi. The Governing Council should strengthen the Project/Budget Supervision and Monitoring function by insisting on submission of quarterly reports by University Management on project contracts implementation status.
- vii. Above all, the University management should ensure that they observe the provisions of the Fiscal Responsibility Act in funds applications to capital projects at all times.

7.2 NEEDS ASSESSMENT INTERVENTION FUND

The profile of application of NEEDS Assessment project intervention fund by the University is summarized in Tables 7.3 and 7.4.

Table 7.3: Profile of NEEDS Assessment Funds Received & Projects Contracts Awarded (2011-2015)

Allocations (N)	Year Awarded	No. of Projects Contracts Awarded	No of Projects Contracts Completed	No. of Projects Contracts Uncompleted
	2011	-	-	-
	2012	-	-	-
	2013	-	-	-
2,933,703,703.61	2014	-	-	-
	2015	17	12	5

Source: University of Calabar PP&D and Bursary Units (2021)

**Table 7.4: Profile of NEEDS Assessment Projects' Contract Payments
(2011-2015)**

Projects' Status	Number	Total Sum Contracts Awarded (₦)	Total Payments to Date for All Contracts Awarded (₦)	Total Payments Outstanding for All Contracts Awarded (₦)
Completed Projects	12	679,416,743.90	662,406,221.00	17,010,522.90
Uncompleted Projects	5	584,009,438.85	303,376,623.34	280,632,815.51
× Total	17	1,263,426,182.75	965,782,844.34	297,643,338.41

Source: University of Calabar PP&D and Bursary Units (2021)

(See Appendix 7.2).

7.2.1 Findings/Observations

The Panel made the following findings/observations as regards University's application of NEEDS Assessment Intervention funds to projects during the period 2011-2015.

- i. Specifically, in the 2014 financial year, the University received the sum of Two Billion, Nine Hundred and Thirty-Three Million, Seven Hundred and Three Thousand, Seven Hundred and Three Naira, Sixty-One kobo (₦2,933,703,703.61) only as NEEDS Assessment Intervention Funds for projects.
- ii. A total of seventeen (17) projects contracts were awarded by the University's Tenders Board on 19/11/2015, at total contracts sum of One Billion, Two Hundred and Sixty-three Million, Four Hundred and Twenty-Six Thousand, One Hundred and Eighty-two Naira, Seventy-Five Kobo (₦1,263,426,182.75);
- iii. As at the time of visitation to the University in May 2021, twelve (12) of these NEEDS Assessment Intervention Funds projects contracts, whose total contract sum was Six Hundred and Seventy-Nine Million, Four Hundred and Sixteen Thousand, Seven Hundred and Forty-Three Naira, Ninety Kobo (₦679,416,743.90) were fully completed and in use by staff and students; though most of the buildings have deteriorated and need some rehabilitation.

- iv. Of the above completed projects total contracts' sum, a total sum of Six Hundred and Sixty-two Million, Four Hundred and Six Thousand, Two Hundred and Twenty-one Naira only (~~₦~~662,406,221.00) had been paid to the contractors, with a total sum of Seventeen Million, Ten Thousand, Five Hundred and Twenty-Two Naira, Ninety Kobo only (~~₦~~17,010,522.90) outstanding. Whether the outstanding amount is IPC unpaid or retention was not disclosed.
- v. Five (5) of the Seventeen (17) NEEDS Assessment Projects whose contracts were awarded on 19/11/2015 at a cumulative total contracts sum of Five Hundred and Eighty Four Million, Nine Thousand, Four Hundred and Thirty-Eight Naira, Eighty-five kobo only (~~₦~~584,009,438.85) remained uncompleted and abandoned after a total sum of Three Hundred and Three Million, Three Hundred and Seventy-Six Thousand, Six Hundred and Twenty-Three Naira, Thirty four kobo (~~₦~~303,376,623.34), about 51.95% of the total contracts sum had been paid to the contractors; leaving a total balance contracts sum of Two Hundred and Eighty Million, Six Hundred and Thirty-two Thousand, Eight Hundred and Fifteen Naira, Fifty-one Kobo (~~₦~~280,632,815.51) or 48.05% as outstanding;
- vi. The University's Physical Planning and Development Unit did not have documented evidences of percentage completion levels based on certified projects' scope of works completed, for each of the five (5) abandoned NEEDS Assessment projects;
- vii. On the average, the abandoned NEEDS Assessment projects are about 40% completed based on observational assessments during the visits to each of the abandoned projects sites as well as opinions expressed by key stakeholders, especially professionals from the contracting firms and the Physical Planning and Development unit of the University during interactions.
- viii. The abandoned NEEDS Assessment Projects are critical projects that need to be completed, however, the outstanding amount on the total contracts sum of ~~₦~~280,632,815.51, surely is grossly insufficient to complete the projects, given the current highly inflated prices of construction materials and labour inputs.
- ix. The University did not have a Procurement Plan for 2015 that contained all the Seventeen (17) NEEDS Assessment Projects, whose contracts were awarded on the 19/11/2015.

- x. The Panel considered the awards of seventeen (17) projects contracts in just one (1) meeting of the University Tenders Board of 19/11/2015 to be on the high side because it could not have allowed for proper and adequate professional attention to be given to the evaluation of bids and selection of contractors, based on objective criteria.
- xi. The non-payment of IPC which led to the abandonment of most of the NEEDS Assessment projects contracts cannot be justified given that the University had above ₦1,967,920,859.27 remaining out of the total NEEDS Assessment intervention Projects fund received in 2014 financial year. Hence, lack of funds cannot be the reason for not honouring the certified IPCs validly issued to contractors.
- xii. There was some likelihood of misapplication of NEEDS Assessment intervention funds for projects given that contractors were denied access to payments for certified works they did for the University management as IPCs remained unpaid as at the time of this Visitation in 2021.
- xiii. The Procurement Unit of the University was obviously not properly structured in line with the provisions of the PPA and was staffed with manpower lacking in requisite knowledge, technical skills and experiences needed for effective and efficient management of public procurement processes.
- xiv. The level of projects supervision and monitoring by the Governing Council Budget/Projects Monitoring and Implementation Committee was obviously weak.

7.2.2 Recommendations

In view of the above findings/observations as regards NEEDS ASSESSMENT Intervention funds application to projects, the Panel recommends as follows.

- i. The University Management must, as a matter of fact, have in place a Procurement Planning Committee in line with the guidelines of the Public Procurement Act 2007, for the purpose of structuring annual procurement plans that will guide procurement management in the University.
- ii. The University Management must take urgent steps to restructure and professionalize the Procurement Unit of the University and staff it with appropriate human capital that possess requisite technical knowledge, skills and experiences to manage procurement processes of projects

- contracts. In this regard, the need for continuous procurement management professional trainings cannot be overemphasized.
- iii. The University Management must setup mechanisms that ensure that progress made by contractors as it relates to projects' scope is tracked and documented at least every month to ensure percentages of projects completion are easily determined.
 - iv. The University Management must be discouraged from misapplying NEEDS Assessment intervention funds dedicated to specific projects to other activities of the University other than projects such funds are meant for.
 - v. The Governing Council, as it relates to its budget and projects implementation supervision and monitoring role, must demand for the submission of quarterly performance reports on all projects contracts to be compiled by the University Management with the critical evaluation and analysis carried out by her F&GPC.
 - vi. The NEEDS Assessment Office should intensify her onsite and offsite supervision, monitoring and evaluation of intervention projects being funded in universities.

7.3 TETFUND INTERVENTION PROJECTS

The profile of application of TETFund intervention funds for projects by the University is summarized in Tables 7.5 and 7.6.

Table 7.5: Profile of TETFund Interventions Received and Projects (2011-2015)

Year	No. of Projects Contracts Awarded	No of Projects Contracts Completed	No. of Projects Contracts Uncompleted
2011	1	1	-
2012	5	5	-
2013	-	-	-
2014	14	11	3
2015	-	-	-
Total	20	17	3

Source: University of Calabar PP&D Units (2021)

Table 7.6: Profile of TETFund Intervention Projects' Contracts Payments (2011-2015)

	No	Total Contract Sum (₦)	Contract Sum Paid to date (₦)	Contract Sum Outstanding (₦)
Completed Projects	17	1,094,058,246.26	1,083,750,513.44	10,307,732.82
Uncompleted Projects	3	2,004,322,562.51	1,462,241,711.90	542,080,850.61
Total Projects Funded	20	3,098,380,808.77	2,545,992,225.34	552,388,583.43

Source: University of Calabar PP&D and Bursary Units (2021)

(See Appendix 7.3).

7.3.1 Findings/Observations

The Panel made the following findings/observations as regards University's application of TETFund Intervention funds to projects during the period 2011-2015.

- i. sThere was no evidence of annual procurement plans that indicated all the twenty (20) projects that the University applied TETFund intervention funds to by way of contracts awards and payments to contractors thereof.
- ii. A total of twenty (20) TETFund Intervention projects contracts were awarded. By the end of 2015, seventeen (17) projects were completed, while three (3) projects remained uncompleted.

- iii. The total sum of the 20 projects contracts awarded was Three Billion, Ninety-Eight Million, Three Hundred and Eighty Thousand, Eight Hundred and Eight Hundred Naira, Seventy-seven kobo (₦3,098,380,808.77);
- iv. The total contract sum of the Seventeen (17) projects that were completed was One Billion, Ninety-four Million, Fifty-eight Thousand, Two Hundred and Forty-six Naira, Twenty-six kobo (₦1,094,058,246.26); out which a total sum of One Billion, Eight-three Million, Seven Hundred and Fifty Thousand, Five Hundred and thirteen Naira, Forty-four kobo (₦1,083,750,513.44) had been paid to contractors, leaving an outstanding balance of Ten Million, Three Hundred and seven Thousand, Seven Hundred and Thirty-two Naira, Eighty-two kobo (₦10,307,732.82);
- v. Contracts for the three (3) projects that were uncompleted and abandoned were worth Two Billion, Four Million, Three Hundred and Twenty-two Thousand, Five Hundred and Sixty-two Naira, Fifty-one kobo (₦2,004,322,562.51), out of which a total sum of One Billion, Four Hundred and Sixty-two Million, Two Hundred and Forty-one Thousand, Seven Hundred and Eleven Naira, Ninety kobo (₦1,462,241,711.90) had been paid out to contractors, leaving an outstanding balance of Five Hundred and Forty-two Million, Eighty Thousand, Eight Hundred and Fifty Naira, Sixty-one kobo (₦542,080,850.61) for payments on the projects.
- vi. The university received 82.17% of her TETFund intervention projects fund allocation while 17.87% was outstanding with TETFund.
- vii. There seems to exist some contradictions in the high percentage of receipts of TETFund intervention projects fund allocations and the high value of projects contracts sums not yet paid to contractors, which tends to suggest the likelihood of misapplication of TETFund intervention fund for projects.
- viii. Information as to what the outstanding balance of ₦10,307,732.82 (0.94% of total contract sum of the 17 completed projects is for was not made available.
- ix. The Physical Planning and Development Unit of the University did not have any documented information on the percentage completion levels of each of the three uncompleted TETFund projects that have remained abandoned.
- x. No evidence exists in the University to suggest that any action has been taken by the University Management to determine any of the three (3) abandoned projects contracts, given the fact that the contract periods had elapsed.
- xi. The three (3) uncompleted and abandoned TETFund intervention projects contracts are actually priority projects that need to be completed to solve the acute space problem being faced by the University.

- xii. The outstanding total contract sum of ₦542,080,850.61 for the three (3) uncompleted and abandoned projects will be inadequate to complete those projects, hence there is a need to re-assess the projects to establish the realistic cost of completing them.
- xiii. The Procurement Unit and the Physical Planning Unit seem not to have been working in harmony to achieve optimal projects handling in all its ramifications; hence, the need to look critically into the statutory relationships between the two units.
- xiv. The Procurement Unit is not properly structured and is staffed with manpower that seems not to have adequate knowledge and technical skills required to effectively drive projects contracts procurement processes of the University

7.3.2 Recommendations

In view of the above findings/observations as regards TETFund Intervention funds application to projects, the Panel recommends as follows:

- i. The University Management should have a Procurement Planning Committee for the purpose of preparing annual procurement plans that will guide TETFund interventions projects request as well as the contract procurement process and management in the University.
- ii. There is a need for Governing Council to commission a forensic auditing of the management of TETFund Intervention Fund application to projects from inception as the accounting and financial management of the university seems compromised.
- iii. The University Management needs to professionalize the Procurement Unit of the University and staff it with manpower with requisite knowledge, technical skills and experiences relevant to procurement management of projects contracts.
- iv. The University Management should set up mechanisms that ensure that progress made by contractors as it relates to projects' contracts scope of work is progressively and continuously tracked and documented to ensure percentage completion of projects contracts are easily measured and determined.
- v. The University Management should be discouraged from misapplying TETFund intervention projects funds, and any other fund, from the specific projects the funds are meant for.
- vi. Governing Council should strengthen her Budget and Projects Implementation Supervision and Monitoring Committee, while enforcing submission of quarterly performance reports of all TETFund intervention

projects contracts by the Committee to the University Management and the F&GPC of Council for in-depth evaluation and analysis for onward transmission to the Council.

- vii. The TETFund Office needs to intensify its on-site and off-site supervision, monitoring and evaluation of intervention projects being funded in the University and apply early warning signals of potential projects contract abandonment.

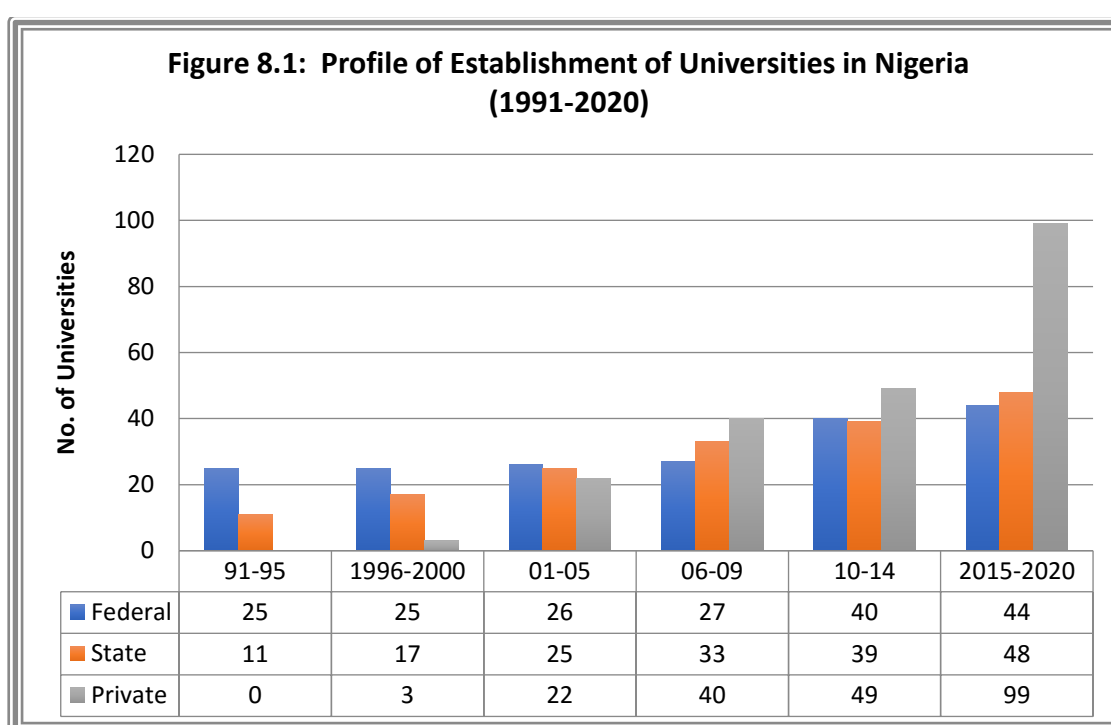
CHAPTER 8

TERM OF REFERENCE (V)

To Examine the Adequacy of the Staff and Staff Development Programmes of the University

8.1 PREAMBLE

One of the greatest problems facing the entire Nigerian university system (NUS) is the general inadequacy of academic staff in quality and quantity to handle the close to 4,000 degree programmes being run in the rapidly increasing number of universities as illustrated in Fig. 8.1. The total number of universities increased from 100 as at 2010 to a total of 191 (44 Federal, 48 State and 99 Private) by 2020.



An important dimension to the issue of staff in the Nigerian university system (NUS) is the quantum of available staff as well as the mix based on the following categories - Professorial cadre (Professors and Reader/Associate Professor), Senior Lecturer Cadre, and Lecturer cadre. As shown in Table 8.1a, there were 25,065 full-time academic staff in the NUS in 2008/2009 academic session, comprising Federal-15,569(62.1%), State -7,019 (28.0%) and Private -2,477(9.9%). Professorial cadre (Professors and Reader/Associate Professor) constituted 18.2%, Senior Lecturer Cadre 21.8%, while Lecturer cadre was 60.0%.

Based on the NUC-stipulated student-teacher ratio for the different programmes run in the system (varying from 10 to 15 for science-based

programmes and 30 for programmes in humanities and social sciences), the Commission estimated that the Nigerian University System had a shortfall of close to 5,000 academic staff in 2008/2009; a situation that has called to question the continual approval of new universities – public or private. The continuous poaching of staff is to be expected in addition to moonlighting by staff.

Table 8.1a: Staff Profile of the Nigerian University System (2008/2009 session)

ITEM	Federal	State	Private	Total
No. of Institutions Covered	24	25	31	80
Level of Employment				
Professors	2,097	663	278	3,038
Reader/Associate Professor	1,007	400	129	1,536
Senior Lecturer	3,563	1,415	496	5,474
Lecturer II & I	8,902	4,541	1,574	15,017
TOTAL FULL-TIME STAFF	15,569	7,019	2,477	25,065
Foreign Staff	206	75	290	571
Visiting Professors/Sabbaticals	456	336	147	939

Source: Analysis of data obtained from the National Universities Commission (NUC) of Nigeria.

Another dimension to staffing in the Nigerian University System is staff quality, which is unarguably one of the major determinants of excellence in a university. The general tendency in the NUS, as championed by the NUC, is the adoption of the possession of Ph.D as a pseudo-measure of staff quality. The reason for this is not far-fetched as it stems from the fact that research is central to the functions of a university. Ph.D degree is thus seen more as an avenue for inculcating research culture in our graduates as well as training in research – defining the problem, employing relevant tools of analysis, and handling the dynamics of problem solution. This cannot be overemphasized with the emerging knowledge-driven 4th industrial revolution. As at 2008/2009 academic session, only about 40% of the close to 25,000 academic staff in the NUS had Ph.Ds with the science-based programmes having the highest percentage. Most universities are now exploring several platforms, including linkages with local and foreign institutions for staff development. Funding agencies and foundations such as the MacArthur Foundation, Carnegie, etc. are also helping institutions in this regard. The Tertiary Education Trust Fund (TETFUND) now

allocates to public higher education institutions funds for staff development in the form of sponsorship for higher degrees, Institution Based Research (IBR) grants, conference attendance – both local and foreign. Added to this is the National Research Fund (NRF) being sponsored as a competitive grant for researchers in the NUS. The intensity of competition is illustrated in Table 8.1b showing the number of proposals received under NRF and the number of proposals recommended for funding between 2012 and 2015.

Table 8.1b: Profile of Proposals handled by NRF from 2012 to 2015

Batch No.	Year of Call-for-Proposals	No. of Proposals Received	No. of Proposals Approved for Funding
#1	2012	119	13
#2	2013	51	20
#3	2014	58	8
#4	2015	876	33
TOTAL		1,104	74

It can be seen from the above, the increasing commitment of our higher education institutions, particularly universities, to research.

In order to handle the various challenges of university management and administration in the performance of the key functions of teaching, research and community service, universities are expected to develop two important documents to guide their operations; one, Academic Brief which serves to guide the academic patterns of growth, the level of students enrolments in programmes and the required facilities to support quality programme delivery; and two, a vision-driven Strategic Plan to guide the operations of the university over a planned period.

It is against the environment in which universities are expected to be managed, and not just being merely administered, in the country, guided in some areas by the established operational standards by NUC, that the Panel has examined the adequacy of staff and staff development programmes at UNICAL with emphasis on the period 2011-2015 in this submission. Data and information for analysis were sought in respect of the following:

- i. Academic Programmes
- ii. Students Enrollments
- iii. Staffing
- iv. Staff Development

8.2 ACADEMIC PROGRAMMES

8.2.1 Findings and Observations

- i. The academic programmes being run in the university are in 3 categories: Full-Time Undergraduate degree programmes, Part-Time (PT) Undergraduate degree programmes, and Postgraduate degree programmes.
- ii. There were a total of 101 Undergraduate and 67 postgraduate programmes spread over 10 faculties, with details up to 2020 as presented in Appendix 8.1.
- iii. The University has conventionally been referring to the Full-Time undergraduate programmes as “NUC programmes” while the PT degree programmes, which are coordinated by the specially created Centre for Educational Services (CES), are referred to as “Non-NUC” programmes. This dichotomy has arisen from the fact that admissions into the FT programmes are through JAMB while the university handles the admissions into the PT programmes without going through JAMB. Furthermore, graduates of the PT programmes have been granted exemption by NYSC.
- iv. The close to 15 PT programmes are run in three faculties – Education, Social Sciences, and Management Sciences - with details presented in Section 8.3.3 below.
- v. While the FT programmes have been subjected to NUC accreditation over the years, the PT degree programmes have not yet been subjected to NUC accreditation, despite NUC having established guidelines for PT programmes in selected universities, including UNICAL.
- vi. The PT programmes, as operated in UNICAL, only attract an additional one year to the course duration of the FT programmes. Thus, a 4-year FT programme is run for 5 years under the PT for the same FT degree of the university. This is contrary to the NUC guideline which stipulates a duration of 6 years for PT for a 4-year FT degree programme; in other words, a 50% increase in the course duration.
- vii. PT courses are by design expected to be run from 4.00pm to accommodate the mainly targeted workers who will be attending after the closing hours. However, in view of the fact that most of the students enrolled in the PT programmes are young applicants who could not gain admission into the FT programmes through JAMB, they are therefore available for the whole day, leading to some of their lectures being delivered earlier than 4.00pm and, possibly, with combined class of PT and FT, where space allows. This, of course, leads to an increase in the teaching load of the lecturers in the departments offering both FT and PT programmes.
- viii. The Panel has reasons to believe that the establishment of PT programmes is driven by the desire to increase internally generated revenue (IGR),

unfortunately without due regard for quality delivery of the programmes – FT and PT.

- ix. There was no credible Academic Brief covering the period 2011-2015 which could have been utilized to do proper planning of academic patterns of programme development, students' enrolments and staffing to achieve quality delivery. An Academic Brief is expected to contain the critical elements of Full-Time Equivalent (FTE) students calculation which is used to determine the required staff on programme basis.

8.2.2 Recommendations

- i. The University has been running the PT programmes over the years without accreditation. UNICAL must expedite action towards getting the NUC accreditation of its PT programmes.
- ii. The University must develop credible Academic Brief to guide its operations over any specified period of time.

8.3 STUDENTS ENROLMENTS

The Panel made a request, on programme basis for: data of students' enrolments; academic staff on ground in terms of professorial cadre, senior lecturer cadre and lecturer cadre; non-teaching staff in terms of senior technical, senior administrative and junior staff. Unfortunately, such data could not be provided due, according to the Director of Academic Planning, to some departments not acceding to the request of the Director of Academic Planning (DAP) leading thereby to incomplete data for meaningful analysis. We dare say that the issue of departments and units not providing critical operational data was not experienced only by the DAP, some deans and even members of the Needs Assessment Committee set up by the current Vice-Chancellor also lamented such laxity.

It is pertinent to note that the issue of staffing, particularly the quality and adequacy, can only be operationally determined at the level of each department/programme through utilizing the students enrolments, courses being offered by the department and the level of enrolment for such courses to arrive at the Full-Time Equivalent students and the required staff based on the NUC norm for Staff:Students ratio for the programme.

The Panel had no alternative but to make do with the so-called data on faculty basis given for Full-Time Undergraduate degree programmes, Postgraduate degree programmes and Part-Time Undergraduate degree programmes.

Presented below are the analyses of the data provided for 2011-2020 from which the Panel has extracted appropriate data for 2011-2015.

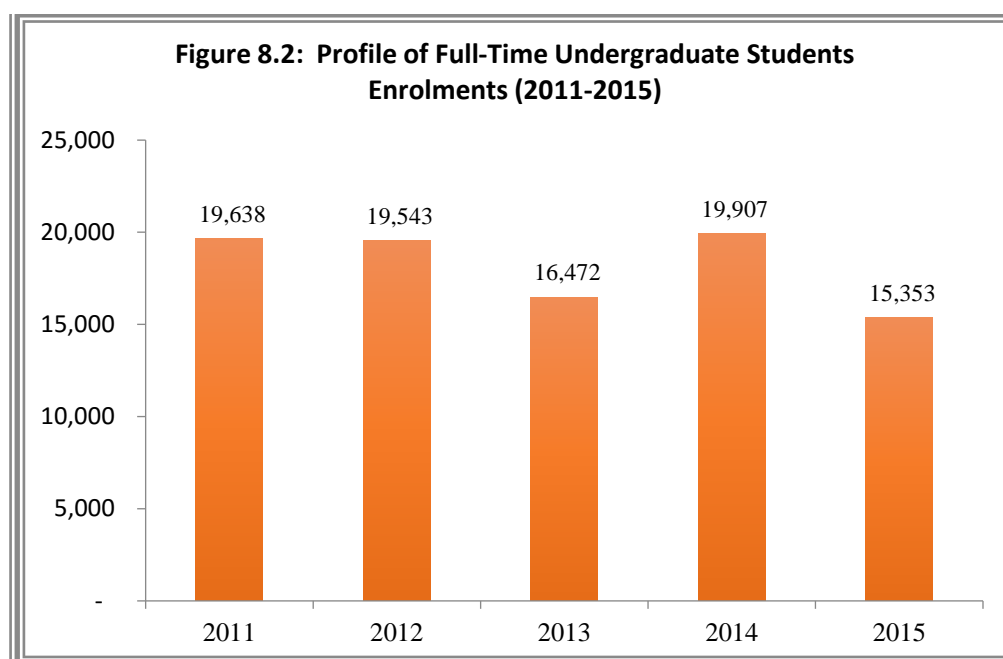
8.3.1 Enrolments in Full Time Undergraduate programmes

Appendix 8.2 contains the data presented by the DAP in respect of the FT programmes from 2011-2015 for the following 10 faculties:

1. Agriculture
2. Allied Medical Science
3. Arts
4. Basic Medical Science
5. Education
6. Law
7. Management Sciences
8. Medicine and Dentistry
9. Sciences
10. Social Sciences

8.3.1.1 Findings and Observations

- i. The total students' enrolments in the university for FT undergraduate programmes, as presented graphically in Fig. 8.2, varied from the highest average of about 19,500 between 2011 and 2014 to the lowest enrolment of 15,353 in 2015.



8.3.1.2 Recommendations

- i. The University must strengthen the capacity of the Directorate of Academic Planning to do proper academic plan following the NUC guidelines in respect of the determination of staff requirements at the programme level after taking due cognizance of the courses being offered by the department.

8.3.2 Enrolments in Postgraduate programmes

Graduate studies began in the 1978/79 session when the Board of Postgraduate Studies was set up to organize graduate-level courses and research and admit students. The History department blazed the trail that session by enrolling 7 students. Between 1979 and 1981/1992, a total of 66 students had enrolled in various graduate programmes in all the existing faculties, except law and agriculture. According to the current Dean of Postgraduate School, the Postgraduate School runs the following programmes:

1.	Postgraduate Diploma	-	50
2.	Masters Degree	-	353
3.	MBA	-	1
4.	MPAS	-	1
5.	M.Sc/Ph.D	-	131
6.	Ph.D	-	330

As at 2011-2015 the University mounted programmes leading to the award of Postgraduate Diploma, Masters and Ph.D degrees in the underlisted Departments:

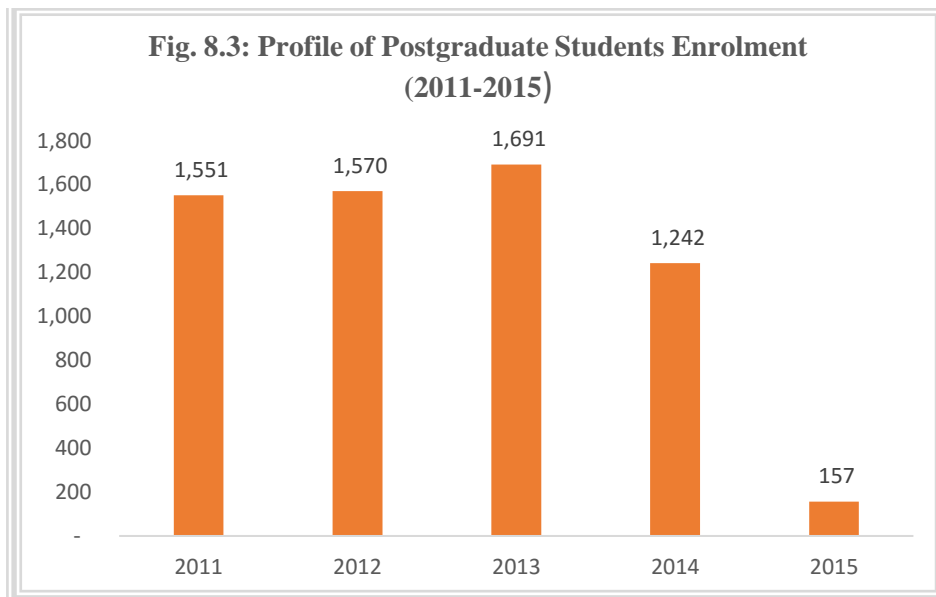
1. Faculty of Agriculture
Agricultural Economics, Agricultural Extension and Rural Sociology, Animal Science, Crop Science, Soil Science, Forestry and Wildlife Resource Management.
2. Faculty of Allied Medical Sciences
Medical Laboratory Science (Medical Microbiology/Parasitology Unit, Chemical Pathology Unit, Histopathology Unit and Haematology Unit), Radiography and Radiological Sciences, Nursing Sciences.
3. Faculty of Arts
English and Literary Studies, History and International Studies, Linguistics and Communication Studies, Religious and Cultural Studies, Philosophy, Theatre and Media Studies, Modern Languages and Translation Studies.

4. Faculty of Basic Medical Sciences
Anatomy, Biochemistry, Pharmacology, Physiology.
5. Faculty of Biological Sciences
Botany, Genetics and Biotechnology, Microbiology, Zoology and Environmental Biology.
6. Faculty of Education
Arts Education, Business Education, Continuing Education and Development Studies, Curriculum and Teaching, Educational Administration and Planning, Educational Foundations, Guidance and Counselling, Environmental Education, Library and Information Science, Science Education, Social Science Education, Special Education.
7. Faculty of Law
8. Faculty of Management Sciences
Accounting, Banking and Finance, Business Management, Marketing.
9. Faculty of Medicine and Dentistry
Medicine and Dentistry, Community Medicine.
10. Faculty of Physical Sciences
Geology, Mathematics, Statistics, Computer Science, Physics, Pure and Applied Chemistry.
11. Faculty of Social Sciences
Economics, Geography and Environmental Science, Political Science, Sociology, Public Administration.
12. Faculty of Environmental Sciences
13. Institute of Education
PGD Education, PGD Environmental Education, PGD Special Education, PGD Vocational Education, PGD Human Kinetics and Health Education.
14. Institute of Oceanography
Fisheries and Aquaculture, Physical Oceanography, Biological Oceanography.
15. Institute of Public Policy and Administration

The statistics of students' enrolments are presented in Appendix 8.3

8.3.2.1 Findings and Observations

- i. The profile of postgraduate students' enrolments is shown in Fig. 8.3 with a significant decrease in the level of enrolment from 1,691 in 2013 to 157 in 2015.
- ii. Most of the undergraduate programmes in the university have matured to the level of offering postgraduate programmes approved by NUC.



8.3.2.2 Recommendations

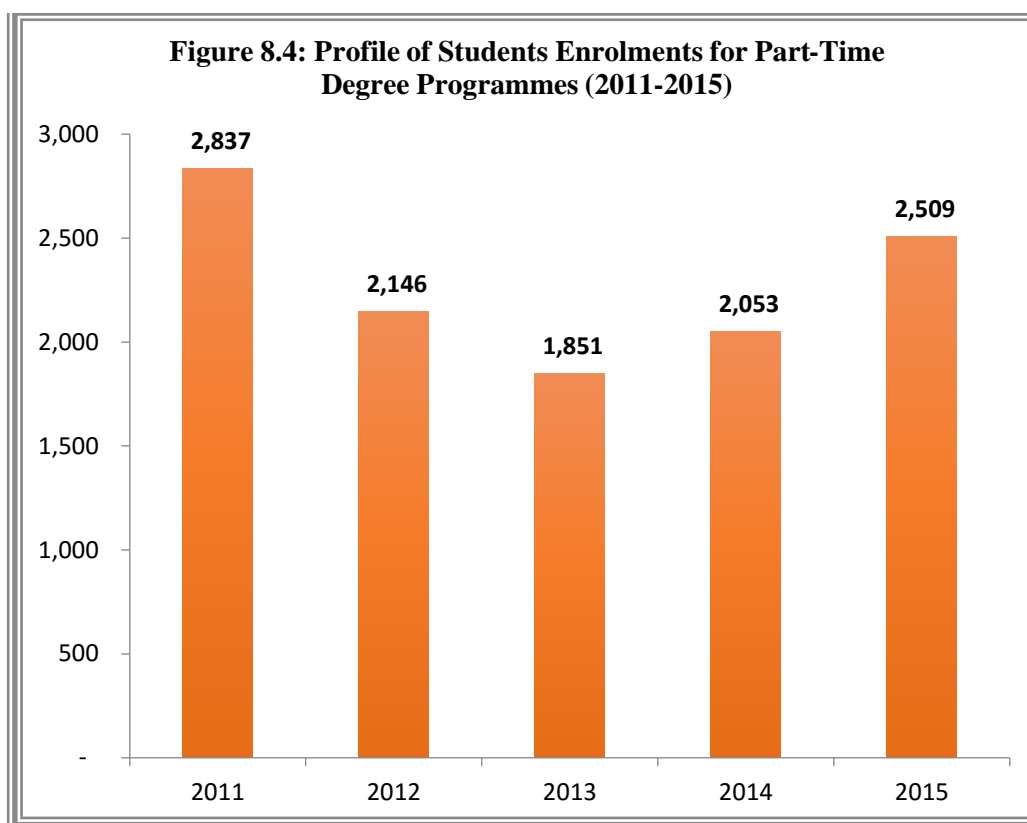
- i. The University should ensure the continued operation of the PG school in line with the best practice of according it some degree of autonomy to enable it perform the traditional oversight function of the various postgraduate programmes being run in the university.
- ii. The University must take due cognizance of the available academic human capital in mounting postgraduate programmes bearing in mind that only lecturers at Lecturer Grade I level and above with PhDs are recognized as postgraduate teachers.

8.3.3 Enrolments in Part-Time Undergraduate Degree Programmes

As earlier indicated, the PT programmes were still to be accredited by NUC. It has been a major source of IGR for the university. It has unfortunately not been easy getting credible data of the level of enrolments in the PT programmes for reasons best known to the university. The Director of the CES initially gave the Panel a total students' enrolments of 6,635 spread over the 2011-2020 of interest to the Panel. Upon formal complaints to the Vice-Chancellor, the Director finally submitted the data presented in Appendix 8.4 for 2011-2015, which formed the basis of analysis by the Panel.

8.3.3.1 Findings and Observation

- i. Twelve departments were involved in the offering of PT programmes as presented in Appendix 8.4.
- ii. The profile of the 11,396 students enrolled over the 5-year period (2011-2015) is shown in Fig. 8.4. The Panel is of the opinion that this has been under-reported as there were indications of much higher figures even as early as 2011-2015 in some other publications. We had no alternative but to do business with what has been provided and thereafter draw our conclusions and recommendations.
- iii. The academic staff of each department were involved in the delivery of courses for the PT programmes. This was in addition to their responsibilities for course delivery to the FT students. The University has a sharing formula that accommodates honoraria payments to such staff in order to encourage them to participate in running the PT programmes.
- iv. Operationally, the University has apparently not been factoring in the fact that the 15 departments have registered students for both PT and FT in the determination of the FTE students leading to the determination of the FTE staff. Consequently, the staff in such departments are loaded with serious implication for programme quality.



8.3.3.2 Recommendations

- i. The University must obtain authentic figures of students' enrolments from all the departments involved in PT programmes.
- ii. In calculating the FTE Students for the PT programmes, the University must take due cognizance of the courses in the FT and the PT programmes in determining staffing requirements.
- iii. NUC has already developed guidelines for the approval of PT programmes in the NUS. The University should pursue the process for the accreditation of the PT programmes before such programmes are sanctioned by NUC with consequent problems for their graduates.

8.4 STAFFING

The issue of staffing is handled on the basis of the two categories of staff in the system – Academic or Teaching category and the Non-Teaching Staff category- based on the NUC norms for determining adequacy.

8.4.1 Academic Staff

Analysis of the data provided by the university in Appendix 8.2 shows the growth of academic staff from 1,055 in 2011 to 1,377 in 2015 as illustrated in Fig. 8.5.

The data of students' enrolments are aggregated for the three different programmes in Table 8.2 to obtain the overall data on university basis over the period. The total enrolment is taken against the academic staff presented in Appendix 2 to arrive at the global Staff:Students ratio presented in the table. This is of course inadequate for answering the question of adequacy or non-adequacy of staff for the different programmes/departments at any particular period.

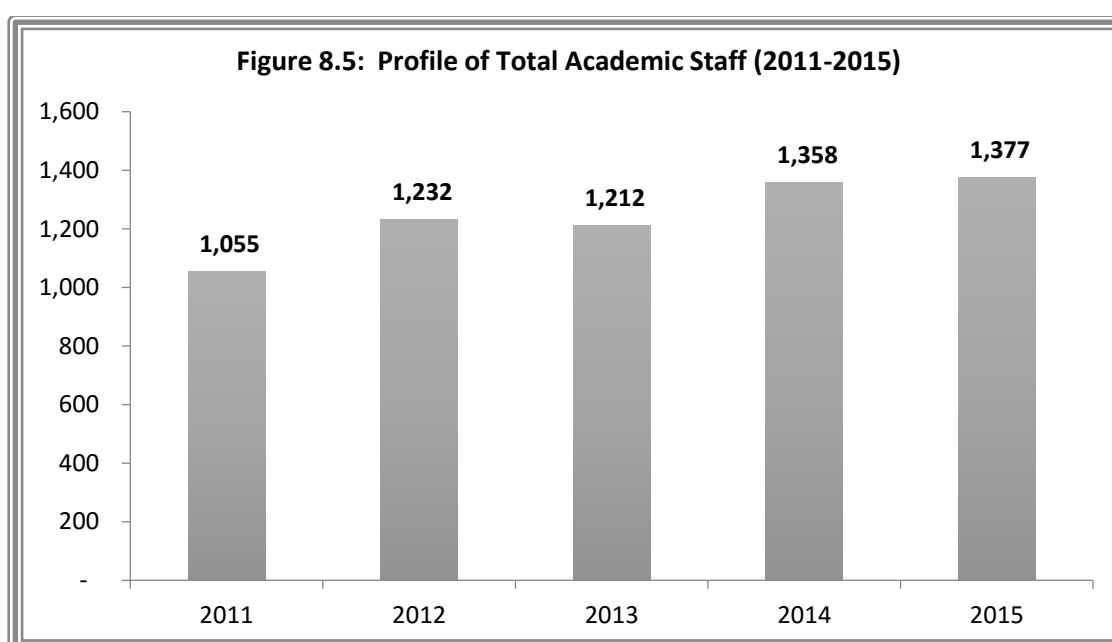


Table 8.2: University Level Staff:Students Ratio

Year	FT Undergraduate	Postgraduate	PT Undergraduate	Total Enrolment	Academic Staff	Staff:Students Ratio
2011	19,638	1,551	2,837	24,026	1,055	1:23
2012	19,543	1,570	2,146	23,259	1,232	1:19
2013	16,472	1,691	1,851	20,014	1,212	1:17
2014	19,907	1,242	2,053	23,202	1,358	1:17
2015	15,353	157	2,509	18,019	1,377	1:13

To gain an insight into the issue of adequacy of staff for the different programmes, the Panel had no alternative but to make a recourse to the combination of the students' enrolments for FT and postgraduate programmes since data for the PT programmes were incomplete. The calculated average Staff:Students ratio over the period 2011-2015 is presented in Table 8.3 for comparison with the NUC norm.

**Table 8.3: Profile of Average Staff:Students Ratio on Faculty Basis
(2011-2015)**

S/N	FACULTY	TOTAL STUDENTS ENROLMENTS (2011-2015)	AVERAGE STAFF:STUDENTS RATIO	NUC NORM
1	Agric, Forestry And Wildlife Resources Management	4,864	1:9	1:15
2	Allied Medical Sciences	7,649	1:22	1:20
3	Arts	8,650	1:10	1:30
4	Basic Medical Sciences	5,838	1: 19	1:15
5	Education	16,157	1:14	1:30
6	Law	3,595	1:23	1:30
7	Management Sciences	9,688	1:26	1:30
8	Medicine	4,099	1:6	1:10
9	Physical Sciences	24,750	1:23	1:20

10	Social Sciences	10,128	1:15	1:30
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8.4.1.1 Findings and Observations

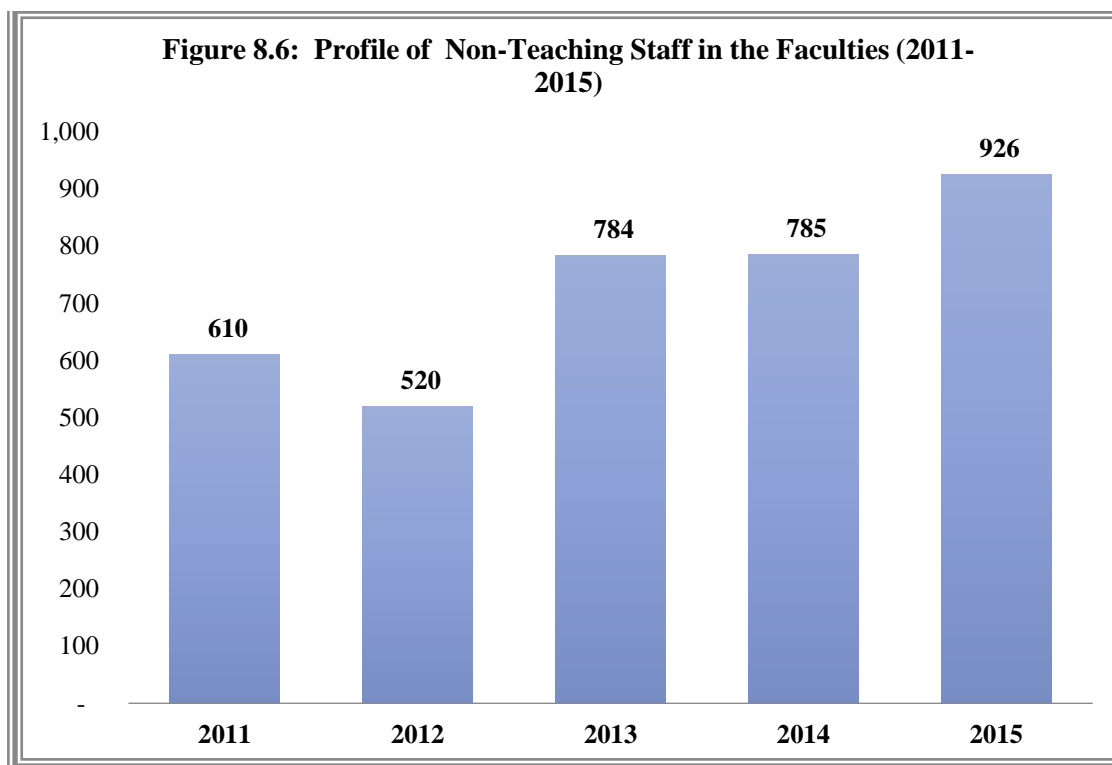
- i. The academic Staff:Students ratio is disparate according to faculties as shown in Table 8.3 above. While some are within the range of the stipulations of NUC for accreditation, others do not conform. Specifically, Faculties of Agriculture, Arts, Education, Medicine and Social Sciences were overstaffed during the period while only Basic Sciences were understaffed.
- ii. Teaching staff distribution in many Departments was not spread across all specialization areas with a number of departments reporting gaps to be filled in the various sub-specialties.
- iii. The staff mix in many departments was bottom heavy, with most of the Staff at the Lecturer cadre being without Ph.D. qualification. The Panel has observed that this will have implications for the planning of the beneficiaries of staff development funds.

8.4.1.2 Recommendations

- i. There is no doubt that the university has been facing since 2015 the serious problem of disparate distribution of academic staff requiring attention. The Panel hereby emphasizes, yet again, the need for the development of proper academic brief aimed at determining the staffing requirements by the various programmes based on proper calculation of the FTE students and staff. The calculated FTE staff when compared to the actual staff on ground will help determine the staffing gap to be addressed per programme. It is a programme-based exercise.
- ii. To achieve (i) above, the university will have to revisit the staffing of the Directorate of Academic Planning (DAP) to ensure that it is staffed with professionals with requisite experience and expertise, most especially, at the level of the Director. The present practice of appointing a professor from an academic department to serve as Director may not serve the purpose due to lack of requisite expertise and also the problem of frequent changes.

8.4.2 Non-Teaching Staff

The University has not provided details of non-teaching staff beyond those employed in the faculties, as presented in Appendix 8.2 and graphically illustrated in Fig. 8.6.



In view of the paucity of data on the state of the non-teaching staff in other areas such as the Registry, Bursary, Works and Maintenance etc. the Panel had no alternative than to draw attention to the findings of the Needs Assessment Report, as summarised below. This is based on the assumption that such characteristics must have been exhibited to some degree in 2011-2015.

8.4.2.1 Administrative Staff

8.4.2.1.1 Findings and Observations

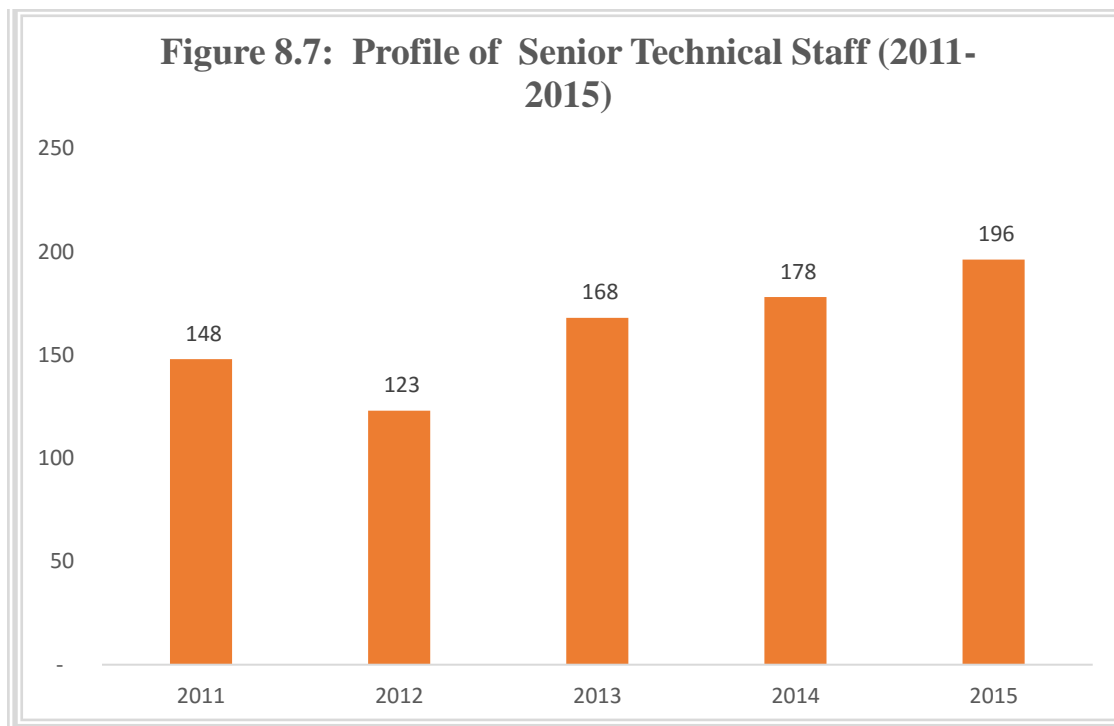
- i. Administrative staff members support University Management in top organisational, clerical, financial, secretarial duties and other allied functions within the University. This is where the heaviest concentration of staff is found in the University.
- ii. There are more staff members in the lower administrative cadre between Clerical Assistants in the junior cadre and Administrative Officers. The situation is such that there is no office space to accommodate administrative staff in most departments and administrative offices.
- iii. The schedule of work does not appear to be enough to engage the teaming number of administrative staff where they have been posted to

serve. The result is that many have either become redundant or have become absentee workers.

- iv. Some staff members who were originally engaged as cleaners or caretakers are reported to have converted to the administrative cadre after obtaining higher qualifications. This leads to a situation where very few cleaners/caretakers oversee many academic and administrative offices and classrooms.
- v. Regarding secretarial staff, most of the departments in the University do not have confidential secretaries. The request for competent confidential secretaries was recurrent in many submissions to the Committee. Where secretaries are available, many of them are either not ICT compliant or outrightly lack the skills to do the basic duties. Consequently, younger lecturers are made to perform secretarial duties for departmental boards.

8.4.2.2 Technical Staff:

Fig. 8.7 shows the profile of the Senior Technical Staff over the period, based on the data provided by the DAP in Appendix 8.2. As for the state of the technical staff, the Panel has relied on the following findings in the Needs Assessment Report.



8.4.2.2.1 Findings and Observations

- i. Technical staff members are posted to departments or faculties that have technical components attached to their academic programmes. The presence of competent technical staff is one of the prerequisites for accreditation in those departments. Technicians are also posted to Works Department, Medical Centre, Printing Press and other subsidiaries that require their services within the University.
- ii. While there are technical personnel on ground, there is shortage of skilled manpower. Unfortunately, many technicians lack the capacity to perform their duties. Some lab technicians are not conversant with current equipment or machines used in their specialties. Some technicians posted to the power house, for instance, are reported to be unable to operate the power plants.
- iii. It is noteworthy that computer operators are also classified as Technical Staff, hence the request for technical staff by some faculties and departments that do not have direct technical components in their curricular.
- iv. Many departments have designated computer operators, but few of them know how to operate basic computer applications.

8.4.3 Overall Recommendations on Staffing

- i. There is a dire need for staff auditing – academic and non-teaching – to establish the actual numbers required in the different sectors – academic, administrative and technical.
- ii. There is a need for the development of an authentic academic brief for the university as a planning tool for staffing and other supporting activities. The Brief must also shake hand with the University Master Plan through the planners in the Physical Planning Unit addressing the space requirement by faculties and other units in line with the stipulated NUC guidelines for space determination.
- iii. Staff development incentives, as presented in the next section, should be intensified and properly planned from the point of view of identifying those who need them towards enhancing their optimal performance on the job – teaching and non-teaching.
- iv. The University may wish to consider out-sourcing, for example, cleaning services, based on the successes recorded by several universities that have adopted such scheme with great success.

8.5 STAFF DEVELOPMENT

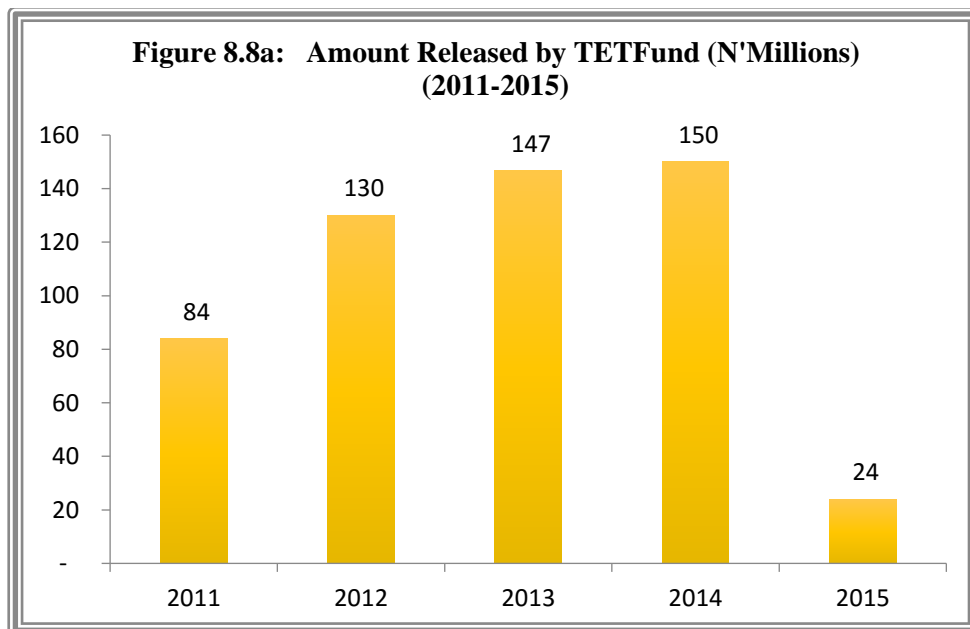
The details of TETFund staff development interventions under Staff Development, Award of Institution-Based Research (IBR) Grant and Support for Conference Attendance by staff are presented in Appendices 8.5a&b for 2011- 2020 from which data for the 2011-2015 have been extracted. The analysis of the data supplied is presented below.

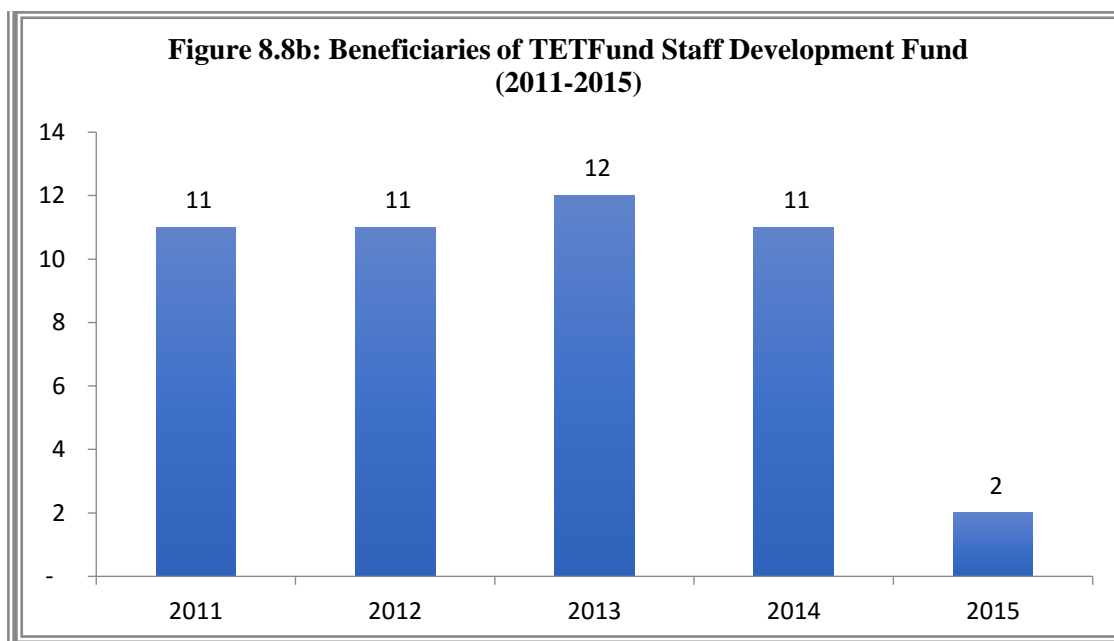
8.5.1 Staff Development Intervention

8.5.1.1 Findings and Observations

The University received a total sum of ₦534,439,515 to support a total of 47 beneficiaries from 2011-2015 with distribution as shown graphically in Figs. 8.8a&b for the releases and the number of beneficiaries respectively. The beneficiaries were supported for Masters' Degree and Ph.D. Degree mainly in institutions located in Nigeria, United Kingdom and China.

As at the time of the visitation to the University, all the beneficiaries have completed their studies while two of them were asked to refund the money spent on them due to their changing programme or location of study without approval by UNICAL and TETFund, as expected.

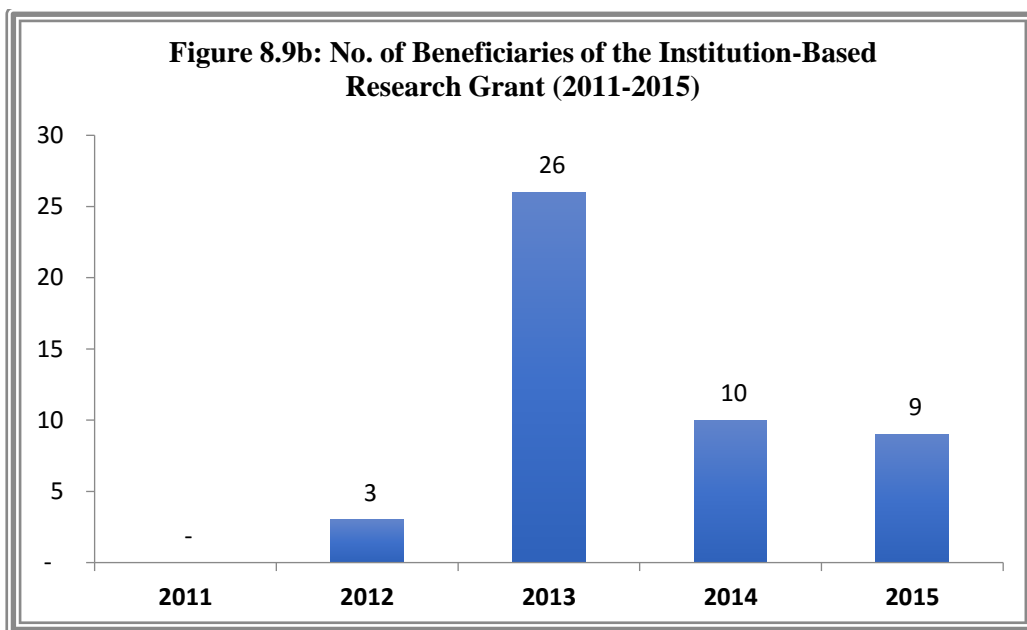
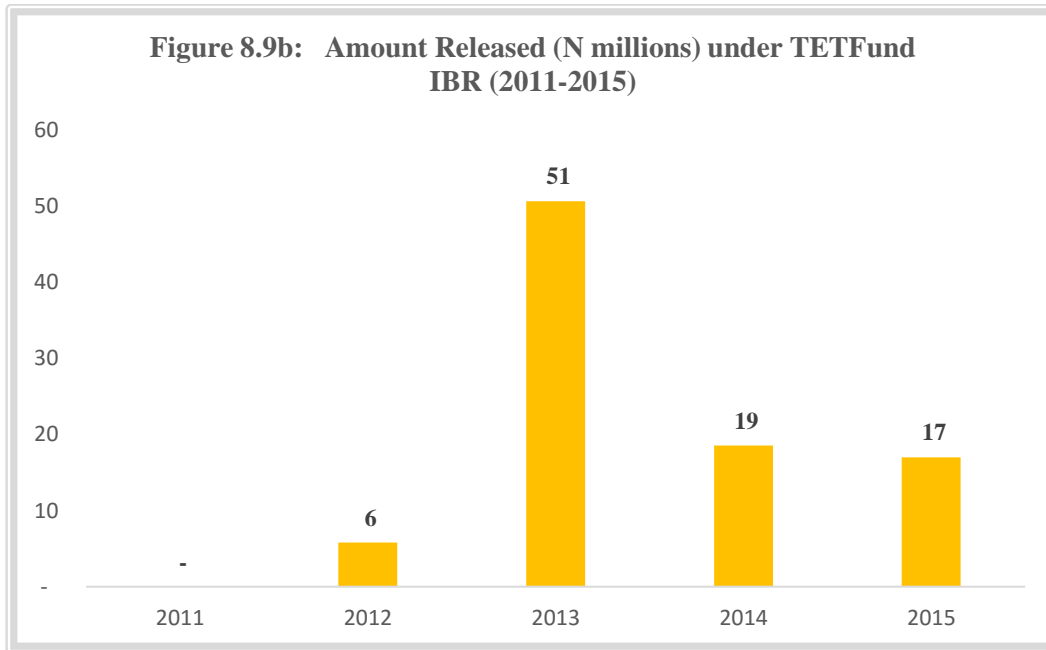




8.5.2 Institution-Based Research (IBR) Grant

8.5.2.1 Findings and Observations

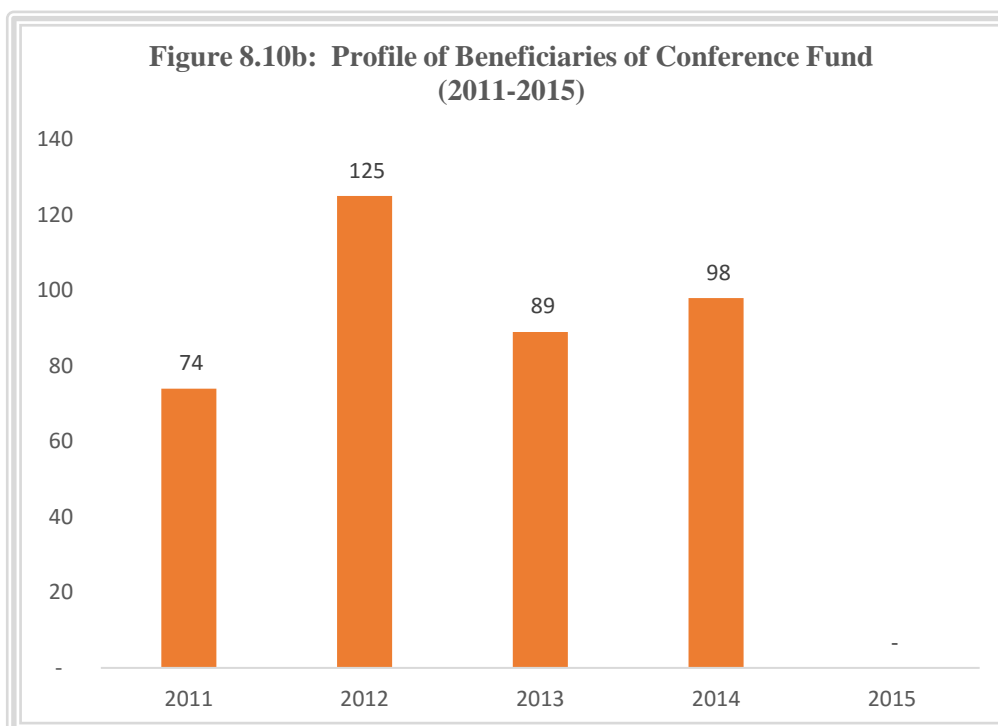
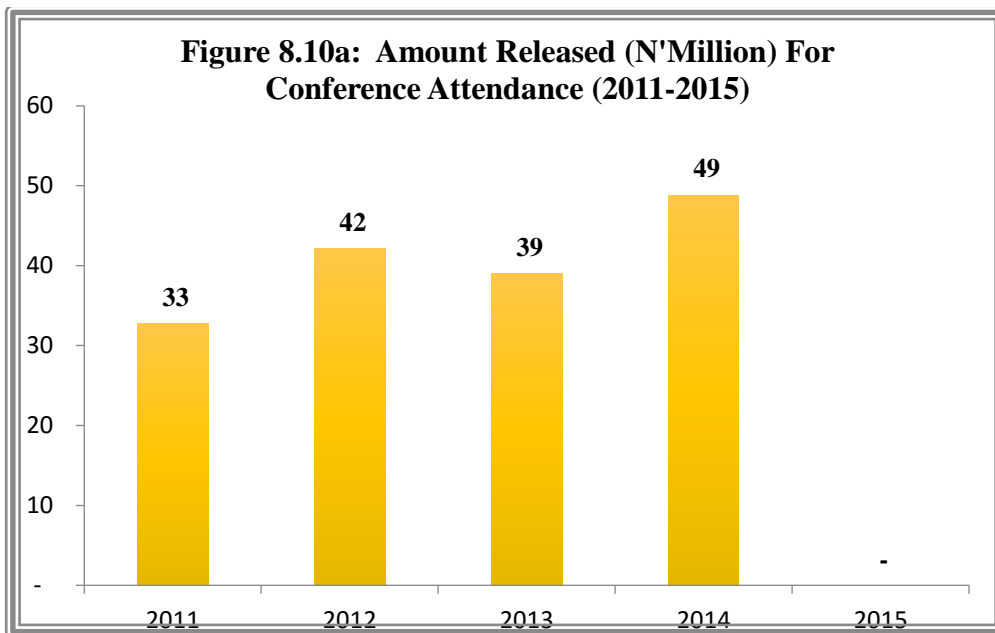
- i. TETFund has been allocating funds to universities annually under the institution-based research (IBR) grant scheme to support junior researchers in building their research capacity. A total of ₦91,998,045 was released 2011-2015 to support 48 beneficiaries with breakdown on annual basis as shown in Figs. 8.9a & b. As can be seen from the figures, the amount released translated to an average of ₦2.0 million per beneficiary. This is aimed at augmenting, where it is operated, the traditional Senate Research Grant which has unfortunately become non-operational in many universities due to scarcity of fund.
- ii. The Director of R & D at UNICAL, in line with other directors of R & D in our universities, advocated an increase in the quantum of IBR grant to universities while also increasing the maximum allocation from the present ₦2.0 million to ₦5.0 million per individual grant in view of the general inflation in the economy.



8.5.3 Support for Conference Attendance

8.5.3.1 Findings and Observations

- i. TETFund released a total sum of ₦163 million to support conference attendance by 386 beneficiaries from 2011-2015 with distribution as shown in Figs. 8.10a & b respectively.



8.5.4 Award of National Research Fund to Staff

8.5.4.1 Findings and Observations

- i. As earlier indicated, TETFund is also operating the National Research Fund (NRF) as a platform for providing grants to support its mission-oriented projects to be competed for by researchers in the NUS. From the data

supplied to the Panel, only about 2 to 3 research teams benefited from NRF grants up to the 2015 NRF Grant cycle. The Directorate of R & D at UNICAL will have to intensify efforts at training staff on grant proposals writing to enable them compete favourably for local and foreign grants.

8.5.5 Overall Recommendations on Staff Development

- i. The University must take seriously the operation of the TETFund fund for staff capacity building through the selection of beneficiaries on merit, after identifying and prioritizing the critical areas of need in the system.
- ii. The University should collaborate with TETFund in monitoring staff sponsored under staff development study, no matter the location of their study posts.
- iii. In view of the present bottom heavy distribution of academic staff with the attendant need for support for higher degrees, the University should also explore other sources of funding support in addition to the TETFund allocation.
- iv. The university should explore the establishment of partnerships with other institutions for staff and students exchange.
- v. TETFund should explore the need to increase the present maximum ceiling of ₦2.0 million for IBR grant to enhance the quality of the research to be conducted. This is in addition to possible increase in the quantum of grant under IBR to institutions.
- vi. UNICAL should intensify efforts at developing the capacity of staff to write grant-winning proposals to access funds from local and foreign agencies. The Directorate of R & D should be developed to provide the wide range of support and training of staff in this respect. The University should seize the opportunity being offered by TETFund for the training of Directors of R & D in the NUS.

CHAPTER NINE

TERM OF REFERENCE (VI)

Determine the relationship between the University of Calabar 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 with the said bodies including the University Governing

Council, the National Universities Commission (NUC) and the Federal Ministry of Education as well as the Visitor.

9.1 PREAMBLE

The law establishing the University of Calabar makes provision for organs such as Governing Council, Senate, Congregation, Convocation, etc. in the management of the institution. The Council is responsible for the overall management of the finances of the University while the Senate is responsible for the regulation/management of the academic standards of the University. The global (universal) parameters for measuring the performance of universities include the quality of the graduates, the quality of the research output and the quality of the impact made on the communities outside the walls of the university, particularly the localities in which they are situated.

The quality of graduates (output) is a function of variables like the quality of students admitted (input), the quality of the facilities provided for training and the quality of teachers employed to teach. In this regard, the University of Calabar must properly interface with statutory bodies like the Joint Admissions and Matriculations Board (JAMB), which is responsible for admissions, regulatory agencies like the National Universities Commission (NUC) and funding agencies like the Tertiary Education Trust Fund (TETFund).

The quality of research output is a function of laboratory facilities on ground as well as the ability of the institution to forge viable network of linkages to enable staff carry out research in affiliated overseas institutions. Here, funding is the critical factor and interface with funding agencies is very critical. Lastly, the impact a university makes in its local environment will depend on the kind of interaction the University has with the host communities. It therefore becomes necessary that a Visitation Panel such as this, should look into the relationships between the University and the following identified statutory bodies:

- Governing Council
- The Federal Ministry of Education
- The National Universities Commission (NUC)
- The Visitor
- The Joint Admissions and Matriculations Board (JAMB)
- The Tertiary Education Trust Fund (TETFund)
- The host communities
- The State Governor

9.2 Findings

9.2.1 GOVERNING COUNCIL

- i. During the period 2011 to 2015, the University had two Governing Councils. From 2011 to 2013, Dr Roland Ehiagiemusoe was the Pro-Chancellor and Chairman of the Governing Council and from 2013 to 2015 Chief (Dr) Emmanuel Iwuanyanwu was the Pro-Chancellor and Chairman of the Governing Council. The two Councils worked with Professor James Epoke, as the Vice-Chancellor.
- ii. The Panel held a ZOOM meeting with Chief (Dr) Emmanuel Iwuanyanwu and oral interviews with the then Vice-Chancellor, Professor Epoke and with the two registrars, who all served during the period.
- iii. From properly kept minutes of the meetings of Council, the Panel noted that the Council met quite regularly, at least once every quarter, and that the Committees of Council functioned properly in their oversight role of control and superintendence of the policies, finances and property of the University. The minutes of Council meetings were dutifully bound and signed by the Chairman and the Secretary.
- iv. Professor Epoke and Chief (Dr) Emmanuel Iwuanyanwu, in their separate presentations to the Panel, noted that Council had very good relationship with the key officers of the University. Professor Epoke stated that the two Councils he worked with upheld due process in all their transactions and that all projects executed were duly advertised in the Nigerian Tenders journals.
- v. During the period under review, the University received a substantial amount of funds for infrastructural development. TETFund funded 20 projects, NEEDS assessment projects for the period were 17 while 11 projects were funded from capital allocation (Reference Chapter 7).

9.2.1.1 Recommendation

- i. The two Councils should be commended for working well with the Administration and managing the resources of the University by following due process in their transactions. The peaceful atmosphere made possible the giant strides achieved in academics during the period.

9.2.2 FEDERAL MINISTRY OF EDUCATION

The University is supervised by the Federal Ministry of Education which has a representative in the Governing Council. The Ministry's representative in the Governing Council is a statutory member of some very important Committees of Council. Within the period 2011 to 2015, the representative of the Federal Ministry of Education attended every Council meeting and made very valuable contributions to the deliberations of Council. The relationship between the

University and the Federal Ministry of Education can be said to be very healthy and beneficial to the University. The University had on several occasions approached the Ministry for interventions in critical areas of need and these have always been granted.

9.2.3 NATIONAL UNIVERSITIES COMMISSION (NUC)

The National Universities Commission (NUC) is the statutory body that regulates the curricula of programmes offered by all Nigerian universities and also sets the Benchmark Minimum Academic Standards (BMAS) to ensure uniformity of programmes standards within the system. This is done through resource verification exercise for proposed programmes, five yearly accreditation exercise for matured old programmes, quality assurance and control, curriculum development etc. During the period 2011-2015, no programme in the University was denied accreditation, an indication of a good working relationship between the University and NUC. The NUC also serves as the clearing house between the Universities and the Federal Ministry of Education.

9.2.4 VISITOR

The President of the Federal Republic of Nigeria is the Visitor to the University of Calabar. The Visitor shall as often as the circumstances may require, not being less than once every five years, conduct a visitation of the University or direct that such a visitation be conducted by such persons as the Visitor may deem fit and in respect of any of the affairs of the University. There is no direct contact between the University and the Visitor. All channels of communication with the Visitor are through the National Universities Commission or through the Federal Ministry of Education. The Visitor is invited to every Convocation ceremony of the University but in the period 2011 to 2015, the Visitor was not able to attend any, however he was ably represented.

9.2.5 JOINT ADMISSIONS AND MATRICULATIONS BOARD (JAMB)

All full time undergraduate students are admitted into the Nigerian University System through the Joint Admissions and Matriculations Board (JAMB). The University of Calabar ensures compliance with basic entry requirements contained in the JAMB brochure and the departmental student handbook, for the various academic programmes. Strict compliance with JAMB admissions quota was observed during the period.

9.2.6 TERTIARY EDUCATION TRUST FUND (TETFUND)

The Tertiary Education Trust Fund (TETFund) was established as an intervention agency under the TETFund ACT 2011, charged with the responsibility of managing, disbursing and monitoring Education tax to Public Tertiary Institutions in Nigeria. The disbursements are specifically for the provision of the following:

- i. Essential physical infrastructure for teaching and learning
- ii. Instructional materials and equipment
- iii. National research project
- iv. Manuscript Journal Publication
- v. Research and Publications
- vi. Academic staff training and development
- vii. Conference attendance

TETFund is the major funding agency for Nigerian Universities of which the University of Calabar is a major beneficiary. The University within the period benefited enormously from the TETFund intervention for infrastructural development through the funding of 20 projects out of which 17 were completed, as presented in Chapter 7.

As presented in Chapter 8:

- i. Forty seven (47) members of staff benefited from the staff development window, through sponsorship for postgraduate (Ph.D, MA, M.Sc) training in both local and foreign universities. This is a very much welcome intervention towards reducing the bottom heaviness of the academic staff in the various departments;
- ii. Forty eight (48) members of staff benefited from the Institution-Based Research (IBR) Grant; and
- iii. Three hundred and Eighty six (386) members of staff were supported to attend conferences – local and foreign.

Furthermore, the University is the headquarters of the South-South TETFund Academic Publishing Centre, being one of the six (6) such Academic Publishing Centres in the country.

9.2.7 TRADITIONAL RULERS AND THE HOST COMMUNITIES

The Panel met with three (3) traditional rulers: Etinyin (Dr) Etim Okon Edet, the Chairman of the traditional rulers council; HRM the Munene of Efut, Prof Ham Hogan Ham and HRM the Ndidem of the Quas, Ndidem Efa Bassey Etata III. The traditional rulers affirmed that the University is in very good terms with the host community, so much so that during the ENDSARS protests, the youths from the host community prevented the hoodlums from looting and destroying University property. The traditional rulers said that they were always available to assist the University and have always been involved in settling land disputes between the University and the community. The few disputes that are yet to be resolved are so because the cases are at the Supreme Court. The traditional rulers said that there is a joint committee of University/traditional rulers/host community on standby to settle the matters as soon as the University withdraws the cases from Court.

The Panel also met with the Obong of Calabar, and grand patriarch of Efik Eburutu Kingdom, His Eminence Edidem Ekpo Okon Abasi Otu V. The Obong expressed appreciation to the Federal Government for constituting the Visitation Panel. Being a Chancellor of a Federal University himself, he was fully aware of the purpose of Visitation Panels and their importance. The Obong noted that the relationship between the University and the host communities was very cordial but that there was room for improvement. He stated that he is happy with the recent appointment of the first female Vice-Chancellor of the University of Calabar, and prayed that she would bring a lot of positive changes and developments to the University. The University within the period under review has continued to render invaluable community services to its immediate catchment area. A few of these are listed below.

- The Institute of Public Policy and Administration undertook the training and retraining of civil servants in Cross River and Akwa Ibom States.
- The University farm was a Centre for the supply of feeds, poultry and related products to local communities.
- The Centre for Educational Services (CES) served as a major outlet for offering part-time educational opportunities to the local population.
- The University of Calabar Medical Centre provided free HIV/AIDS testing and counselling services to the local communities within Calabar and its environs.

9.2.7.1 Recommendations

- i. The Panel recommends that the University should withdraw the land cases at the Supreme Court so as to give the reconciliation Committee set up by the traditional rulers the opportunity to settle the cases.

- ii. The Panel recommends that the University should strive to sustain the existing cordial relationship between it and the host communities.

9.2.8 THE STATE GOVERNOR

The Panel paid a courtesy call on the State Governor at Government House, Calabar and was received by the Deputy Governor, as the Governor was indisposed. Present at the meeting were the Secretary to the State Government, the Honourable Commissioner for Education, the Honourable Commissioner for Lands amongst many other Cross River State Government functionaries. The Chairman of the Panel explained, to the Governor, the Mission of the Panel at University of Calabar and at the Government House. The mission at Government House is to seek the intervention of the State Governor in some problems the University is having with the host community, mainly the problem of encroachment on University land. The Deputy Governor, a one-time Vice Chancellor of the University of Calabar, was very sympathetic with the University over the problems. He was appreciative of the role of Visitation Panels in the good governance of Universities and recalled that at one time, seven seating Vice-Chancellors were removed from office, as a result of adverse Visitation Panel reports. On the problem of encroachment on the University land, he directed the Honourable Commissioner for Lands to take up the matter and see how it can be quickly resolved. He pledged the support of the Government in any other areas where their help may be needed.

9.2.8.1 Recommendation

The University should take advantage of the offer by the State Government to help settle all land disputes and other University/Host Communities problems.

CHAPTER TEN

TERMS OF REFERENCE (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 necessary modifications to the Law in order to enable the University to better achieve its objectives.

10.1 PREAMBLE.

In order to address this Term of Reference, the Panel interacted with the Vice-Chancellor, Principal Officers and the Legal Officer on the application and adequacy of the 'Law' of the University. They were also asked if they consider any of the provisions necessary to be amended.

There were interactions with the various labour and students' unions - ASUU, JAC III and the SUG (See Appendix 10.1a-d). The Panel deliberated painstakingly on this term of reference and concluded that its intendment was to see whether the institution had, within the period, been consistently moving in the direction of achieving its over-all objectives of the following specific desires:

- The quality of the University's administration/governance and Council composition;
- The quality of the University Administration/Council relationship;
- The quality of its service delivery in terms of teaching, research and community service;
- The extent of adherence to regulations and statutory provisions; and
- The extent of adherence to the mandate given to the University.
- Running the University in a crisis-free manner within the period
- The exercise of the University's power to discipline staff and students
- The quality of the relationship between the Principal Officers and the Senate; the Council; and the students

10.2 Findings/Observations

- i. The Panel took note of the fact that the main legislation on the University is the 'University of Calabar Act' Cap U5 Laws of the Federal Republic of Nigeria 2004. (See Appendix 10.2)
- ii. There were other legislations that were related to the University, which were made within the period under review. These are:
 - The Universities (Miscellaneous Provisions) Act, 1993 (Appendix 10.3)
 - The Universities (Miscellaneous Provisions) (Amendment) Act, 2003 (Appendix 10.4)
 - The Universities (Miscellaneous Provisions) (Amendment) Act, 2012 (Appendix 10.5)
- iii. These three legislations made changes in the composition of the Council; the appointment and tenure of office of the Vice-Chancellor; the number of Deputy

- Vice-Chancellors; the office and tenure of office of the Registrar, the Bursar and the Librarian.
- iv. The 2012 Act also dealt with a new retirement age for Professors. It also made provision for Council to extend by one year the tenure of the Registrar, Bursar and the Librarian if any of them has rendered satisfactory performance, thereafter the Principal officer shall relinquish his post and be assigned to other duties in the University.
 - v. The changes were implemented by the University within the period under review, that is, 2011-2015. The changes effectively amended the provisions as they relate to these matters in the University of Calabar Act 2004’.
 - vi. The Panel noted the composition of Senate as provided in the Statute of the University- in particular the provision of the Third Schedule- University of Calabar Statute No. 1 as it relates to the Senate. It provides that all professors are automatic members of Senate. The Panel observed that as the University grows, the number of professors will keep increasing and the Senate will become more and more unwieldy. The Vice-Chancellor agreed with the observation of the Panel on the composition of Senate.
 - vii. The Panel noted that the provisions of the Public Procurement Act 2007 are being observed by the University.
 - viii. It was proposed that the University of Calabar Act should be reworked to have a comprehensive consolidated Act that incorporated the subsequent amendments after 2004.
 - ix. On Students Discipline, there is compliance with the principle of fair hearing and natural justice. There is in place Students’ Disciplinary Committee to advise the Vice-Chancellor in the exercise of his powers with respect to Students’ discipline. During this period there was no court case challenging the University with respect to discipline of students.
 - x. The composition of the Governing Council during this period was in conformity with the University of Calabar Act and subsequent amendment thereto as they affected composition of Council. The Council met regularly and performed its functions in accordance with the University Act.
 - xi. The Panel noted that the Principal Officers of the University worked harmoniously during this period.
 - xii. The Panel noted that there were some cases in court (Appendix 10.6). There is in particular case number HC/278/2012 *Unical & 2 Ors v. Muri Okon Effiong & 9 Ors* which is at time of writing this report is before the Supreme Court of Nigeria.

10.3. Recommendations

The Panel recommends as follows:

- (I) Government may wish to re-enact the University of Calabar Act to have a consolidated enactment incorporating all amendment up to 2015.
- (II) Government may wish to redefine the composition of Senate in the proposed new legislation for the University.
- (III) The University should be directed to adopt Alternative Dispute Resolution (ADR) mechanism to reduce cases in court and to save costs. This will also promote goodwill and cordial relationship with all stakeholders and the host communities.
- (IV) The Legal Unit should be more involved in the activities of the University, especially those that require legal input in formulation and implementation.

CHAPTER ELEVEN

TERM OF REFERENCE (VIII)

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

11.1 PREAMBLE

This chapter deals with the academic and physical development of the University since inception.

11.2 HISTORICAL EVOLUTION

Based on the historical background of the development of the University as presented in Chapter 3, of this Report, the University has made developments/landmarks in the following areas:

- i. Academic programmes development
- ii. Academic support units
- iii. Non-academic support units

11.3 ACADEMIC DEVELOPMENT PLAN

At the beginning of the 1977/78 academic year, the Department of Education, formerly a part of the Faculty of Arts was upgraded to the Faculty of Education. In the 1978/79 academic year, the Medical School, offering courses in the Faculty of Medicine and Surgery and in the Faculty of Basic Medical Sciences, was added. The Faculty of Medicine and Surgery offered courses leading to the MB.BCh degree while the Faculty of Basic Medical Sciences offered courses in Anatomy, Biochemistry and Physiology. The Faculty of Law was established during the 1979/80 academic year and began offering courses in October 1980. This was followed in 1980/81 session by the establishment of the Faculty of Agriculture while the Institute of Oceanography, set up to undertake research and training in ocean sciences, the first of its kind in Nigeria, came on board in the 1982/83 session. The Institute of Public Policy and Administration (IPPA) was established in 1986 to run non-degree, short term and in-service training courses. The Institute of Education was set up by statute in 1987, to run sandwich programmes (long vacation) courses in non-degree, short term and in service training courses.

The Faculty of Management Sciences started off as the Department of Management Studies in 1977, where degrees were awarded in Management Studies with specializations in Accounting, Banking and Finance, Management, and Marketing. Following recommendations of an NUC accreditation panel, and in line with the professional requirements of the Institute of Chartered Accountants of Nigeria (ICAN) and the CIBN, which requested separate Departments for Accounting and Banking and Finance, Senate in 1987

approved the creation of four Departments of Banking and Finance, Accounting, Management and Marketing in a Faculty of Management Sciences.

In total, as at 2015, the University of Calabar had 62 Departments, 12 Faculties and 3 Institutes and had moved up in ranking from 56th position in Nigeria in 2010 to an impressive 9th position by 2015.

Going forward, the prospects of the University for academic and infrastructure growth are anchored on the implementation of global best practices and meeting global academic standards. Within the university system worldwide, research, development and innovation remain the most acceptable measurement indices for the assessment of the global status any tertiary academic institution. Universities and research institutes all over the world are also recognized and distinguished by their array of scholars in all facets of human endeavours. The University must therefore not only recruit and continue to attract qualified research personnel to its fold, but must also provide standard teaching facilities and well equipped laboratories to support teaching and research to international standards.

11.4 STYLE AND DIRECTION OF THE UNIVERSITY

11.4.1 The style of administration

The period under review was described as a period of peace and stability. The style of administration was said to be very accommodating.

11.4.2 Direction

The direction of the University was driven by its Vision and Mission. The Vision, which is *to be a Centre of excellence producing globally competitive graduates and contributing significantly to development through research*, was achieved through the expansion of academic programmes and growth in infrastructural development coupled with the establishment of linkages and collaborations for world class research. A high academic standard is required to have all of the programmes of the University to be accredited by the NUC. In addition, the University of Calabar has a robust Entrepreneurial Development Centre which offers compulsory courses in vocational training to students. All these go to achieve the Mission of the University which *is to produce high quality graduates and scholars in focal areas of learning with theoretical, practical and entrepreneurial skills for the world of work in a conducive environment through*

quality research and teaching. Programmes of the University therefore aims to produce graduates who are job creators.

11.5 ACADEMIC AND NON-ACADEMIC SUPPORT UNITS.

11.5.1 Library

The University of Calabar Library was established in October 1973 as a Library of the Calabar campus of the University of Nigeria, Nsukka. Since its inception, it has moved from a temporary site to a 5-floor high Library complex built in 1985. Although not yet completed, the available space has been put to good use for academic services.

By August 2010, the University of Calabar Library had acquired over 40,000 volumes of books and 11,000 volumes of bound journals. The growth of the Library acquisition was greatly influenced by the increase in the number of programmes in the University. The Library holdings to date include 191,121 volumes of books, 9,166 volumes of academic journals, 300 current title of journals, 37,000 pamphlets and newspapers. The total space available for books is 27,000 square meters and 23,000 square meters is available for reading, with a seating capacity of 3,000.

The Library has e-library facilities with 100 fully networked functional computer systems and accessories donated by Deep Offshore Community Group (DOCAG) in 2011. This was later expanded by the University Management with an additional 150 computer systems to accommodate the increasing number of library users. The Library has established access to several electronic resources including Ebscohost, Nigerian Virtual Library (NiVilib), Hinari, Oare, Agora and Teeal, Jstor and Ajol etc.

The Visitation Panel visited the Library and held discussions with the University Librarian, Professor (Mrs.) Nkoyo Basse Edem. The organization and cleanliness of the Library is very commendable. The Library provides a very good environment for effective learning. Designated areas carved out for use by students, for small group discussions, is commendable. There are collections also in Faculty Libraries which complement the main Library.

The challenge for the Library is lack of power supply and weak Wi-Fi network for the e-Library.

11.5.1.1 Recommendations

- i. The university should provide an Internet facility that is readily available and easily accessible to staff and students so as to be able to maximize use of the e-resources available in the Library
- ii. The generator dedicated to the Library should be properly maintained.

11.5.2 Registry

The Registry is the centre around which all University activities revolve. It is a major support unit that facilitates teaching, research and community services. The Registry, initially called the Central Registry, was established in 1973/74 for the administration of the non-teaching affairs of the University. As the University grew, new divisions were created to complement the work of the central Registry. The new Registry divisions and their functions are listed below:

- i. Central Registry division
- ii. Committee division
- iii. Establishment division
- iv. Academic division

Central Registry:

The central Registry provides secretarial services to the University Governing Council and some of its core Committees such as F&GPC, Tenders Board and Staff Disciplinary Committee. It also oversees and supervises the functions of all divisions within the Registry. A legal unit has been added to it as an ancillary.

Committee Division

This Division serves as a secretariat for the Council and the Senate and provides support services for the physical, structural and academic development of the University. It services the stores committee of the University which procures equipment, furniture and other materials for various units in the University.

Establishment Division:

This division was created to handle the recruitment of staff, both senior and junior. In 1988 pension matters were added as part of its responsibility. The unit therefore serves as a liaison between the University and the Pension Managers/Bodies for the purpose of catering for the needs and welfare of retired staff of the University.

Academic Division:

This division was created to handle all academic matters including: Admissions, examinations, students' records and students' disciplinary matters. The division was split into two major units, Admissions and Examinations/Records. The Admissions unit liaises with the Joint Admissions and Matriculations Board for the purpose of undergraduate admissions while the Examinations/Records unit is the custodian of all Senate approved results, and processes all requests for transcripts from graduates of the University. The Examinations/Records unit also documents and executes all decisions taken by the Senate of the University under the direct supervision of the Secretary to Senate (Registrar) and finally it processes and prints all certificates of students who have successfully graduated from the University.

Overall, the Registry is the depository of all University records, however it was very difficult to obtain information about various organs of the University from the Registry. This is partly due to the fact that information retrieval in the Registry is still done manually, even when directives were given by the Visitor, after the last visitation, for digitalization of the Registry. In addition, the various units of the Registry are all scattered in different buildings, making co-ordination difficult.

11.5.2.1 Recommendations

- i. The University should digitalize the Registry urgently.
- ii. For greater effectiveness, the University should construct a Registry Building to house all units of the Registry

11.5.3 Works and Maintenance Department

Works and maintenance department is charged with the responsibility of general and routine maintenance of infrastructural facilities in the University, and therefore is a very important unit. The details of the duties, responsibilities and services provided by the Works Department include:

- i. Water production at the boreholes, distribution and maintenance.
- ii. Power generation, distribution and maintenance
- iii. Roads and drainage construction/maintenance
- iv. Maintenance of University buildings (Public and residential)
- v. Air conditioning and refrigeration services
- vi. Automobile maintenance services

vii. General workshops (Electrical, Mechanical and Wood)

viii. Transport services

ix. Consultancy services (Electrical Engineering, Mechanical Engineering, Civil/Structural Engineering)

The Department is headed by a Director and under him are 3 Deputy Directors in the specialist areas of Civil/Building, Electrical and Mechanical. There are also, Engineers, Technologists, Technicians and Craftsmen at various levels. The current staff strength is three hundred and eighty (380), most of whom are non-technical personnel.

Unfortunately, the performance of this Department in the discharge of its duties is rated very low by both students and staff. The Director complained of poor funding of the Department and lack of competent technical personnel. He informed the Panel that since the beginning of the year, he has only been able to access an imprest of five hundred thousand Naira once. Works Department is key to the functionality and survival of physical infrastructure of the University and deserves greater attention from the Management. There is no Works Store for safe keeping of materials frequently used for maintenance purposes. Rather, materials are purchased from the open market as needed, a process that can be time consuming and therefore very inefficient. Works Department should have a functional store where materials for routine maintenance are kept for use when needed, and at the same time the Department should have a statutory allocation to be operated by the Director. This way funds will be made readily available for urgent purchase of maintenance materials instead of having to wait for approvals from the Vice Chancellor or Bursar before maintenance materials can be procured.

11.5.3.1 Recommendations

- i. The Department should have a functional store where materials for routine maintenance are to be kept for use when needed.
- ii. The Department should have a statutory allocation or budget to be operated by the Director. This way urgent and routine maintenance materials can be procured and kept safely for use when needed carried.
- iii. The University should engage only the services of competent technical personnel in the Department.

11.5.4 Health Services Department (Medical Centre)

The Health Services Department was established in 1975, starting with a few staff posted from UNN, and who rendered skeletal services using the facilities

of a private medical practitioner in town. The Medical Centre building was erected in 1978, with two medical officers and a Director, to render a range of primary and secondary health care. The Centre is a 20-bed facility which is grossly inadequate to cater for the health needs of an ever growing population of students, staff and the families of staff members, as well as to the host community as corporate social responsibility and to outsiders for revenue generation. The current staff strength stands at 175 of which there are ten (10) doctors and Forty six (46) nurses, Pharmacists, Laboratory Technologists and other paramedical personnel.

The Department was accredited in 2006 to render services to staff under the National Health Insurance Scheme (NHIS). A majority of staff are enrolled and are benefitting from the scheme. The Centre has a surgical theatre, laboratory facilities and an out-patient section. The maternity unit is a very good facility but it has no incubator. The Centre collaborates with the University of Calabar Teaching Hospital (UCTH) such that clinical cases beyond the scope of the facilities at the Centre are referred to UCTH and also, Consultants from UCTH perform some surgeries at the Centre's surgical theatre. The laboratories need funds to make them functional. There are no consulting rooms, no sleeping rooms for doctors on night shift. Power and water supplies remains one of the major problems.

11.5.4.1 Recommendations

- i. The University should buy a new silent generator dedicated to the Medical Centre.
- ii. The University should provide the maternity unit of the Medical Centre with incubators

11.6 STUDENT MATTERS (HALLS OF RESIDENCE)

The University has an office of Students Affairs which manages the halls of residence, promotes intellectual, social and psychological welfare of students. The University admits residential and non-residential students. All residential students live in rooms usually furnished with wardrobes, writing tables, chairs, bookshelves and mattresses.

Although the period under review in this report is 2011-2015, it is considered more beneficial to present the present situation of things in the hall of residence rather dwelling on the past which has been drastically overtaken by the growth in students' population.

There is a total of 3,222 available hostel bed spaces for a student population of over 40,000. That is an average of one bed space for 12.5 students. This puts a lot of pressure on the Dean of Students' Affairs who has to allocate these spaces. This situation is particularly worrisome considering the fact that for security reasons, most female students would want to live in the halls of residence. The new University's administration in late 2020 carried out a Need Assessment for the University and the detailed report on the availability of bed spaces and state of disrepair of the physical structures of the hostels are presented in Appendix 11.1

The Panel visited 4 halls of residence, the students' canteen and the famous Malabo Square. The Panel was received and shown round by the Vice-President of the SUG, the President of the Students' Senate and the Hall Chairperson of the hall being visited. The environment was generally very filthy and not conducive to healthy living. The cleaners did not come to work because it was Saturday. In one of the female hostels however, the students organize a weekly clean up on Saturdays and their environment was noticeably different. The hostels were generally in an unacceptable state of disrepair. There were cases of leaking water taps all over and other minor problems that ought to be attended to routinely by the Works Department. The hostel rooms are crowded and facilities in the rooms like wardrobes, tables, chairs and mattresses are not sufficient and some rooms did not have any. The provision of games rooms for recreational purposes and reading rooms for students who desire some quiet is very commendable. The idea of scholarship hostels for the best and exceptional students is innovative and also commendable. This kind of recognition of scholarship will go a long way in motivating the generality of students to strive for excellence.

There were no safety devices such as fire extinguishers, first aid boxes and sand buckets in any of the hostels. The safety of students in the hostels should be paramount and these safety devices should be provided.

11.6.1 Recommendations

- i. The University should rehabilitate all the students' hostels.
- ii. The uncompleted as well as the abandoned students' hostel buildings under construction should be completed to ease the pressure on the demand for accommodation.
- iii. The University should out-source cleaning services.
- iv. The University should provide safety equipment for the hostels and these should be strategically placed

11.7 CHALLENGES

The challenges facing The University of Calabar are enormous and listed below are some of them.

- i. Poor power and water supply.
- ii. Very weak internet connectivity on campus and inadequate ICT facilities.
- iii. Inadequate number of academic and technical staff to match the desirable growth in the number of Faculties, Departments and Programmes.
- iv. Inadequate teaching and research facilities.
- v. Non -Completion of projects.
- vi. Increase of internally generated revenue (IGR).
- vii. High level of insecurity on campus
- viii. Porous borders of the University.
- ix. A holistic and emergency renovation of halls of residence.
- x. Encroachment of University land

11.8 ACHIEVEMENTS

- i. Improvement in the ranking of the University from 56th position in Nigeria in 2010 to an impressive 9th position in 2015.
- ii. Production of a strategic plan for 2011-2015 to guide the academic and infrastructural growth of the University.
- iii. Refurbishment of the Vice Chancellor's Lodge that was abandoned for 13 years, hence saving the University from paying unnecessary rent.
- iv. Upgrade of ICT Committee to a Directorate.
- v. Establishment of student's database and Internet connectivity and browsing facilities of 3 hours per day.
- vi. Construction of a 3-storey multi-purpose classroom edifice for the Centre for Educational Services (CES) with internally generated revenue (IGR).
- vii. Established a Directorate of Research which attracted two World Bank grants that brought a lot of research equipment to the University.
- viii. Two innovations got patents for the University. One of them, from the Department of Biochemistry, was on the use of Artemisinin impregnated plaster on the back of children for the treatment of malaria.

CHAPTER TWELVE

TERMS OF REFERENCE (IX)

Examine the General Security in the University and how the University has dealt with the it and Recommend Appropriate Measures.

12.1 PREAMBLE

Today with the increasing rate of crime, the need to have an enhanced and actualized safe, secure and peaceful environment is absolutely necessary.

This chapter deals with the general security in the University. The threat to lives and property of people, Security personnel and its operations, encroachment and ways of proffering solutions were all looked into.

The Panel interacted with the Chief Security Officer, the Vice-Chancellor, Director, Physical Planning, Staff and Students' Unions and some students on security challenges and possible solutions.

12.2 SECURITY SITUATION IN THE UNIVERSITY

12.2.1 Findings

- i. The University was enjoying relative peace until August 2011 when there was a students' led protest on fees increase.
- ii. Property were destroyed and the University was closed down for 3 months.
- iii. The protest made the University to beef up and increase its Security personnel from about 200 to 400.
- iv. The Security Unit was headed by a Chief Security Officer (CSO) who was an experienced officer (retired from the Nigeria Police).
- v. The CSO reports directly to the Vice-Chancellor and keeps him abreast of every security situation.
- vi. One of the unique features of the University of Calabar is the Qua river at the extreme west end, which borders the University and the Akpabuyo Local Government Area. This has posed a big challenge to the University because it has led to infiltration and encroachment by the host communities and all efforts to reclaim the encroached land have always ended in chaos and crises.
- vii. There has been relative calmness since the last students protest. This was made possible by carrying the students along in some vital decisions that had direct bearing on the student cases.

- viii. The security Unit had only one patrol vehicle attached to it, this was considered inadequate as it made patrol activities very difficult to achieved.
- ix. There were 7 official entry points to the University, however there were other illegal entry points thereby making the University very vulnerable to criminal acts.

12.3 SECURITY STRATEGIES

12.3.1 Findings/Observations

- i. For effective administration, operational control / supervision, the unit was subdivided into zones/ beats (both off campus and on campus) to cover identified vulnerable areas.
- ii. The Security Unit had support from the Nigeria Police Force, Nigeria Navy, undercover security (both from the Department of State Services and Nigeria Police Force).
- iii. A joint armed police / internal security vehicular patrol teams were in place, on a 24 hours policing.
- iv. Some plain clothes officers were deployed round the campus for covert duties.
- v. The University had started the perimeter fencing round the school but not completed due to the paucity of funds and hostility from the host communities.
- vi. The security officers were not well equipped and kitted.
- vii. Poor illuminations within the Campus.
- viii. Initially, the relationship between the Security Unit and the students was not cordial. In order to gain the confidence of the students and maintain a good relationship, the Security Unit created a platform for interactions with some selected student groups like Man 'O' War, Joint Christian Fellowship, Students' Union etc. This has indeed achieved the purpose.

12.3.2 Recommendations

- i. Land encroachments: There is a need for total perimeter fencing to avoid further land encroachment and also stop the illegal entry into the University.
- ii. The State Government should assist the University to stop or reduce the encroachment and also on security issues.
- iii. The University should purchase additional patrol vehicles to aid the Unit in carrying out its patrol activities
- iv. The Security Unit should be provided with modern communication gadgets to aid the Unit in carrying out its duties.
- v. The University should upgrade the lighting system on campus, in order to give proper illumination, especially at strategic places.

- vi. The University should purchase protective security materials for the security personnel.
- vii. The University should provide training on security matters to the security officers.

CHAPTER THIRTEEN

TERM OF REFERENCE (X)

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

13. 1 PREAMBLE

The Panel considered this Term of Reference as demanding especial interest. This because the students form a core segment of the stakeholders and they are the first direct beneficiary of the university mandate. In maintaining discipline, issues of fundamental rights and due process in accordance with the law are involved.

The Panel reflected deeply on this Term of Reference and was of the view that students discipline is of core value in the operations of the University. There is the power granted the Vice-Chancellor to discipline students for misconduct.

However, in exercising the power the Vice-Chancellor normally makes use of the Students Disciplinary Committee to advise him on the matter. This was relied on during the period. The panel considered adherence to due process and the rule of law as fundamental to this ToR. It sought to see whether:

- there was put in place a Committee to investigate allegations of students' misconduct;
- the students were allowed due access and representation before the committee;
- there were objections by way of appeals to Council and to the courts;
- there was publication to inform the students of the types and punishment for misconducts.

The Panel interacted with the following:

- Students Union executive and representatives of both the undergraduate and postgraduate students.
- The sitting Vice-Chancellor who also made a presentation to the Panel on the general administration of the University and alluded to the cordial relationship between the students and the university authorities during this period.
- The Legal Officer of the University.

13.2 Findings/Observations

- i. The Panel took note of the fact that Section 17 of the University of Calabar Act Cap U5 LFN 2004 confers power to discipline students for misconduct on the Vice-Chancellor and this was regularly enforced as the need arose.
- ii. There was no publication detailing the types of misconduct and the penalty provided for infractions.
- iii. There were no challenges of the exercise of this power by the Vice-chancellor during this period.

13.3 Recommendations

The Panel recommends as follows:

- i. That there should be a Students' Handbook containing, among other things, the types of misconduct and the punishment for each misconduct;
- ii. In view of the likelihood of examination misconduct going on the increase, the University should set up Examinations Misconduct Committees differently from others dealing with general misconduct;
- iii. The University should not use criminal terminologies to describe students misconduct. Whenever criminal allegations are made, they should be

referred to the police to investigate. The University can only conduct investigations on matters of student misconduct as they relate to their Matriculation oath;

- iv. The Legal Unit should always participate in the conduct of investigation of misconduct and interrogation of students before the Disciplinary Committee.