



STATS & DEPT. OF
REGISTRATION
SECTION

Government Views and Decisions
on the Report of the
Administrative Committee of Inquiry
into the
Institute of Continuing Education

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(b) in the light of (a) above, to review relevant provisions of the Edict establishing the Institute of Continuing Education in terms of their relevance to the proper role of a Continuing Education Centre within the context of the State's educational system; and

(c) to review the scope and structure of the courses being run by the Institute, bearing in mind the proper role of a Continuing Education Centre or an Institute of Continuing Education within the context of the State's educational system.

(2) In the light of the existing facilities for Sixth Form work in the State, to look into the advisability of establishing a School of Basic Studies in the State either as a separate institution or as part of an existing post-secondary institution other than a University;

(3) In the event of a School of Basic Studies being found necessary or advisable, to look into:

(a) the type and level of academic and administrative staff required and suitable conditions of service of staff;

(b) the manner of financing the School;

(c) a suitable accounting system for the School; and

(4) to submit recommendations in the light of the foregoing.

5. (a) The Continuing Education Centre was established in November 1972. Its objectives arising from a variety of needs were to provide courses for:

(i) drop-outs from the school system;

(ii) failures at the School Certificate and Higher School Certificate Examinations;

(iii) adults who had no opportunity for secondary education;

(iv) school leavers who desire G.C.E. A/L Certificates to meet the requirements of admissions into universities; and

(v) working adults who desire continuing education.

(b) The Centre, when fully developed, was supposed to offer courses for the G.C.E. (O/L) and (A/L) in Arts, Science and Commercial subjects. There were to be television programmes backed by correspondence courses. In May 1972, Mr G. N. I. Enobakhare, Permanent Secretary, was posted to be in charge of the running of the Centre and he subsequently became the Director of the institution from January 1973 to date. Because of concern for School Certificate failures who were increasing in number, the Ministry of Education had organised afternoon and evening classes for them in a few secondary schools two years before the Continuing Education Centre was established. These remedial classes were later handed over to the Continuing Education Centre. The running of classes for School Certificate failures was at that time regarded as a temporary feature which would fade out later in the Centre as academic standards improved in the secondary grammar schools in the State. When the Continuing Education Centre commenced operation, it also took over the running of the evening G.C.E. classes which were formerly run by the Ministry of Education in Benin City and various other centres in the State. However, after January 1973 the Centre experienced an uncontrolled growth in the student population which increased to an unmanageable size by the admission of limitless numbers of School Certificate Examination failures who wished to repeat classes. Discussion on the future of the Centre resulted in constituting it into an autonomous institution by an edict establishing the Institute of Continuing Education promulgated as Edict No. 4 of 1975.

The stated objectives of the Institute are:

(i) to offer courses of instruction on full-time and part-time basis leading to degrees, diplomas, certificates and such other distinctions as may, from time to time, be approved by the Council;

(ii) to organise and provide training courses whether leading to University qualifications and distinctions or not, for such persons as may, from time to time, be determined by the Council;

(iii) to arrange and organise conferences, seminars, study groups and such-like activities;

(iv) to conduct and promote research in all facets of education;

(v) to perform such other functions as in the view of the Council may be conducive to the attainment of the above objectives or any of them.

(c) The Institute has been running day and evening courses of one, two or three years duration for those originally catered for in the Continuing Education Centre. In addition, the Institute has been organising full-time and part-time lectures in legal studies, professional accountancy, and for external degrees in economics, history and English. Proficiency courses in languages are also provided.

6. From the inception of the Continuing Education Centre in November 1972, till September 1975, there had been no open protests or demonstrations by the students, although they made representations to the authority of the Centre for the provision of facilities that were lacking. Therefore, apart from the demonstration referred to in paragraph 1 above, it may be said that the institution had a rather peaceful history. The Committee of Inquiry appointed after the October 1975 demonstration has now submitted its report, and Government has come to certain conclusions on the findings and recommendations of the Committee as set out below

(A) The Committee's Observations and Recommendations Regarding the Objectives and Functions of the Institute of Continuing Education

7. The Committee noted that in order to achieve the broad objectives as provided by the Edict, the Institute of Continuing Education has been running a great variety of courses and programmes. These include:

(a) *'O' Level Courses*: There are three different programmes lasting one year, two years and three years in both morning and evening sessions in various subject combinations, three in science and four in Arts, with one combination in commercial studies.

(b) *G.C.E. 'A' Level Courses*: There are two courses lasting one year and two years, respectively, in both morning and evening sessions in four subject combinations for science and five subject combinations for Arts.

(c) *General, Vocational and Professional Studies*: These are of varying lengths and are offered for legal studies, professional accountancy and company administration.

(d) *Courses leading to External Degrees*: These are also provided in Economics, History, English and Divinity.

(e) *Teacher Education*: A two-year programme is offered.

(f) *Proficiency Courses in Languages*: There are proficiency courses in both indigenous and foreign languages.

(g) *Research Projects*: There is also a research project programme.

8. After reviewing these courses the Committee came to the following conclusions:

(i) that the Institute has introduced far more courses than it has facilities and administrative capacity to handle;

(ii) that the Institute claims to run courses e.g. surveying, for which there is no staff;

(iii) that the staff employed to teach accountancy are not qualified so to do;

(iv) that the Institute is not in a position, and should not be allowed, to offer courses in Teacher Education;

(v) that a majority of their part-time lecturers in physics are mechanical engineers; and

(vi) that none of the staff teaching English is qualified to teach English up to degree level.

9. The Committee nevertheless believes that the Institute has provided, and continues to provide, a useful opportunity for failures in the School Certificate and Higher School Certificate Examinations and working adults to prepare themselves for the G.C.E. O/L and A/L examinations as well as for some professional and degree courses. Furthermore, it was felt that since the problem of adequate staffing and the provision of physical facilities in secondary schools cannot be solved over-night, failures will continue to exist and are likely to increase with introduction of the U.P.E. Accordingly, the Committee has recommended that the objectives of the Institute be re-defined as follows:

(a) to provide for working and other adults instructional courses leading to the G.C.E. 'O' and 'A' levels, professional and degree qualifications;

(b) to provide vocational and enrichment courses for adults designed for the improvement of skills and performance of their jobs;

(c) to arrange seminars, workshops and short intensive training courses as may, from time to time, be approved by Council;

(d) to offer remedial courses for the West African School Certificate and Higher School Certificate drop-outs;

(e) to offer extra-mural courses to up-grade adult literacy.

10. In order to achieve the above objectives the Committee has recommended that the courses to be run by the Institute should include:

(i) one year full-time intensive remedial courses leading to G.C.E. 'O' and 'A' levels for secondary and Sixth Form drop-outs respectively, who are likely to benefit from such courses;

(ii) courses of instruction on part-time basis for adults preparing for G.C.E. 'O' and 'A' levels in the Arts and the Sciences;

- (iii) extra-mural courses to up-grade adult literacy;
- (iv) courses of instructions in modern languages, fine art, music and other enrichment courses;
- (v) Vocational courses, workshops and seminars in subject areas such as Home Economics, Plumbing, Cookery, Carpentry, etc. in response to public demand;
- (vi) part-time courses for working adults to prepare them for degrees and diplomas of universities and professional bodies inside or outside the country, with courses limited for a start to Law, Economics and the Arts.

11. In addition the Committee recommends:

- (i) the transfer of Teacher Education to the College of Education, Abraka;
- (ii) the transfer of full-time professional courses in Banking, Accountancy and Secretarial Studies to Auchu Polytechnic; and
- (iii) that Government should as a matter of urgency consider the establishment of secondary commercial schools in some urban centres in the State since Auchu Polytechnic offers opportunities for Secretarial Studies only to post-secondary students.

GOVERNMENT'S VIEWS:

12. Government accepts the implied rejection by the Committee of paragraph (d) of section 4 of the Edict establishing the Institute, namely, "to conduct and promote research in all facets of education", and the restriction of the objectives of the Institute and the courses run by it to those reflected in paragraphs 9 and 10 above. The Institute is to concentrate on providing remedial courses on full-time basis for failures in the School Certificate and Higher School Certificate examinations, and courses on part-time basis for working and other adults preparing for G.C.E. 'O' and 'A' levels in Arts and Sciences and other examinations. The course in teacher education and full-time professional courses in Banking, Accountancy and Secretarial Studies, should be discontinued at the end of the 1975/76 academic year. Government does not consider it necessary to establish secondary commercial schools as a separate category of schools, but it will explore the possibility of introducing courses in commercial subjects in more secondary schools in the state.

(B) The Committee's Observations and Recommendations on Admission of Studies

13. The Committee observes that the general policy of the Continuing Education Centre by which admission is open to all candidates who apply and satisfy the minimum requirements was taken over and retained by the Institute of Continuing Education. This means in effect that any failure at the School Certificate or Higher School Certificate examination, no matter the degree of the failure, could apply and be admitted to the Institute. The Committee described this as the "open door" policy which revealed no real pattern of admission of students, since anyone, whatever his basic qualifications or motivation, may be admitted at any time of the year. In defence of this open door policy the Institute stated in its memorandum to the Committee that it served as the last hope of many candidates and workers, and that it would be unwise to erect any unnecessary barrier that would have the effect of preventing most of them from utilising this last chance. The Committee is not satisfied with this defence. It spelt out its objection to this policy and the way it is being operated by noting in greater detail:

(i) that the admissions office does not maintain a proper record of the students admitted to the Institute. The lack of adequate records of admission was confirmed in the oral evidence of Mr J. O. Asemota;

(ii) that admission records are not kept even at the branches of the Institute. The Committee's request for such records from Branches was not met. In the admission exercise of the students consideration was not given to the question of availability of staff;

(iii) that there is over-crowding at the Institute which has made effective control and supervision of students impossible, so that a situation of near anarchy prevails. During the period of the inquiry an incident of stabbing of one student by another was reported (Daily Times of 12th December, 1975);

(iv) that the open-door policy of admission at the Institute and the lack of a well defined minimum admission qualification have led to a phenomenal rise in student numbers far in excess of the available physical facilities at the Institute; and

(v) that although the Institute envisages an optimum strength of 6,000 students, it has virtually attained this target after barely three years of existence, its total enrolment having risen steeply from 1,339 to 5,541. The Committee feels that this kind of growth is too rapid to allow for efficient instruction and administration. The available staff, as contained in the Institute's records, is grossly inadequate for such a student population;

(vi) that there was no effective administrative machinery for the admission of students at the Institute.

14. In the light of the foregoing, the Committee recommends as follows:

(a) that the open-door policy on admission pursued hitherto should be discontinued and an adequate system of selection be employed in the admission exercise so that control on the intake is provided and only persons who are likely to gain from the courses of instruction are offered admission;

(b) that the growth in student population be regulated in such a way that the administration, academic staff, teaching and physical facilities can be expanded to keep pace with student numbers;

(c) that the admission exercise into the Institute be limited to a specific period of time during each academic year to enable proper processing of applications and early announcement of offers of admission to be made; and

(d) that the growth rate of the Institute should be reviewed in such a way that the target figure of 6,000 students should be attained by 1982.

GOVERNMENT'S VIEW:

15. Government accepts these recommendations and directs that the details should be worked out by the Governing Council.

**(C) The Committee's Observations and Recommendations on the staffing
of the Institute**

16. The Committee observes that the Edict requires that the Principal Officers should be appointed by the Council "provided that the first incumbents of any of the offices shall, if appointed before the first meeting of the Council is held, be appointed by the appropriate authority after consultation with the Military Governor". Accordingly, the first set of Principal Officers was appointed by the Commissioner for Education, Major A. A. Balogun, on the recommendation of Mr Enobakhare and after consultation with the former Military Governor, now Mr Osaigbovo Ogbemudia. Only three of the Principal Officers were at their posts by December 1975 as clearance was still being sought by the Ministry of Education for the transfer of the others to the Institute. The Committee is of the view that the method adopted by the Director to select the Principal Officers is not one which would make for the best qualified persons to be selected. In this connection the Committee condemns the up-grading of Mr John Asemota from level 9 to level 14 on being appointed, as unjustified and unreasonable. His unsatisfactory performance made this all the more unreasonable.

17. According to the Committee, the Director ignored the provisions of the Edict by using *ad hoc* panels in appointing senior administrative and academic staff as well as intermediate and junior staff and, as a result, salaries were awarded arbitrarily which in most cases bore no relation to the qualifications and experience of the staff or even the responsibilities of the office. One of such cases is the appointment of one Miss D. A. Afejuku (LL.B. 1968, B.L. 1970, LL.M. 1971) as lecturer Grade I on a salary of ₦6,613 (level 11 step 5). She lectures for only *two* hours a week to part-time law students in the evening. It is the view of the Committee that this appointment which allows her only two contact hours a week with the students at a salary of ₦6,613 is *scandalous* and totally *indefensible*.

18. An allegation of ethnicity in the appointment of the headquarters staff was mentioned to the Committee. The Director, on demand, supplied the list of such administrative staff and the allegation, which was found to be true, could not be satisfactorily explained by the Director.

19. Having regard to the finding that most staff appointments are irregular in so far as they were not made in the manner specified by the Edict and carry salaries disproportionate to the job contents and approved salary gradings, the Committee recommends:

- (i) that all the staff of the Institute should be re-interviewed and given their proper appointments on the basis of—
 - (a) suitability with regard to the needs of the Institute; and
 - (b) relevant experience in the job to be performed.
- (ii) staff found unsuitable for the needs of the Institute should be relieved of their posts and, the appointment of Miss D. A. Afejuku, Lecturer Grade I, be terminated;
- (iii) all staff found suitable should convert to any new salary scales they may be offered after the new interview exercise with *no* refund of whatever excess they may have earned;
- (iv) as a matter of urgency the Council should draw up conditions of service for all grades of staff of the Institute;
- (v) part-time lecturers should be allowed not more than six hours of lectures per week.

20. The Committee believes, however, that the salary of the Head of an Institution such as the Institute should be such that would attract a knowledgeable, experienced and highly qualified person to occupy the position. The Director will be in charge of the administration and over-all co-ordination of the activities of the Institute and its branches throughout the State. A zonal co-ordinator will supervise the programmes and activities of all the branches of the Institute in its zone and will be accountable to the Director. The Committee therefore recommends a salary scale/grade of level 15 for the Director, and grade level 13 for the zonal co-ordinators, the secretary and the librarian.

GOVERNMENT'S VIEWS:

21. Government accepts these recommendations but has decided that the review of appointments should be made by a Governing Council which Government has appointed, and that Miss D. A. Afejuku's appointment should not be terminated as her under-employment was a result of maladministration at the institute, which was not due to her fault. Her case should be reviewed during the general re-interview.

22. Government also accepts the recommended salary gradings for the Director, the zonal co-ordinators and the secretary, but not for the librarian, in view of the workload and responsibilities of the posts.

(D) The Observations and Recommendations of the Committee on the Working of the Institute of Continuing Education

23. Much of the work of the Committee in this respect is dealt with in the sections on admissions, staffing and financial management. Certain other features of the working of the Institution which do not find specific mention in these sections are taken up in scattered references throughout the report, and no particular chapter is specifically devoted to the working of the Institute.

24. The Committee deals with the organisation of the Institute in its recommendations without elaborating on it in the main report, by observing that there is no organisational pattern on which the Institute operates and that there is no clear-cut division of labour so that a situation of near anarchy prevails. The Committee discovered, during its surprise visit to the Institute one night when no member of the administrative staff of the Institute was around to do supervision, that students were free to behave as they wanted. Unregistered persons attend lectures at the Institute while others registered for one session only (i.e. morning or evening) attend both morning and evening lectures without let or hindrance. Also, according to the Committee's information, students registered for Ordinary level courses attend Advanced level lectures from which they are unlikely to derive any benefit. Since no essential records exist to show the students admitted and the revenue collected from them, the Institute is a free place for all comers.

25. Libertinage seems not to have been an exclusive privilege of the students. During the night visit of the Committee, students complained about not receiving lectures in a number of subjects, as some lecturers were in the habit of not turning up at lecture hours. Just as the Institute was a centre for free lectures to those who cared, so it was a place of booty for lecturers who wanted to claim any type of treatment or salary. Control and effective supervision were near impossible because of the sheer number of students as against the number of lecturers available. Lack of accommodation and essential facilities have led to classes being packed full with students as some of these sit on the windows and cluster near the doors and windows to receive lectures. In fact, the substance of the report in this connection is summed up in one of its sentences—"To say the least, the situation was quite chaotic." To restore order to the Institute the Committee recommends the organisational chart in pages 90 and 91 of the report.

26. One other aspect which the Committee includes in its summary without developing it in the main report is the number and location of the branches, and their relationship to the headquarters. The Committee recommends that there should be three zones, namely:

ZONE A—comprising Benin City and its environs;

ZONE B—comprising Auchi, Agbor, Asaba, Uromi and Ubiaja branches;

ZONE C—comprising Warri, Sapele, Ughelli and Ashaka.

GOVERNMENT'S VIEWS:

27. Government deplors the chaotic conditions under which the Institute has been functioning all these years but rejects the organisational chart recommended by the Committee as not altogether comprehensible. It however directs that the Governing Council should work out a suitable organisational chart for the Institute. Government does not accept the recommendation that there should be only three zones of the Institute. It directs instead that there should be five zones for efficient administration and even development of the State as follows:

ZONE A—Benin City zone comprising Benin City, and Eastern and Western Benin Divisions;

ZONE B—Auchi zone comprising Etsako, Owan, Akoko-Edo and Ishan Divisions;

ZONE C—Agbor zone comprising Ika and Aniocha Divisions;

ZONE D—Warri zone comprising Warri and Western Ijaw Divisions;

ZONE E—Ughelli zone comprising Isoko, Aboh, Eastern and Western Urhobo Divisions.

(E) The Committee's Comments and Recommendations about the Financial Management of the Institute

28. The Committee finds that there is utter lack of system and control in the management of public funds in the Institute. It established financial mismanagement and lack of proper accounting procedure and records, which made the Committee unable to reach a decision on the total amount of revenue derivable from the Development and Registration Fees during the 1973/74 and 1974/75 sessions. Collection of Development and Registration Fees are not properly covered by receipts. Absence of properly kept admission records and failure to issue receipts for registration and development fees would obviously encourage fraudulent practices. There were no properly qualified financial officers in the Institute and so several officials, Messrs Asemota, Elite, Arumala, Broderick and even daily-paid workers became involved in the collection of revenue at the Centre or Institute. The involvement of so many people in revenue collection gave room for financial mismanagement and dishonest practice. The Government on establishing the Continuing Education Centre made no financial provision for the Capital Development of the Centre and as a result diverted part of the funds granted by the Federal Government for other educational projects in the State to the Continuing Education Centre; *vide* 1972/73 supplementary Capital Estimates, Head 977 Sub-head 25. Principal offenders in the financial irregularities are, according to the Committee, the Director Mr G. N. I. Enobakhare whose control of financial affairs is passed by the Committee as ineffective, Messrs. J. O. Asemota, Secretary; S. A. Arumala and S. O. Elite who are found to have misappropriated funds. The Committee goes into specific details by observing with dismay that:

(a) *in respect of Mr G. N. I. Enobakhare,*

(i) unauthorised registration, development and summer school fees were collected by the Centre and paid to an account No. 7289 with the New Nigeria Bank, Ring Road, Benin City;

(ii) the opening and operation of the account by the Director of the Centre was not authorised either by the Accountant-General of the State or by the Executive Council;

(iii) no bank reconciliation in respect of this account has ever been effected since its operation and Mr G. N. I. Enobakhare, the Director, is the sole signatory to the Account, which is an unusual way to operate a public account.

(iv) during this period the machinery for revenue collection at the Centre was unsatisfactory and therefore susceptible to fraud;

(v) essential records such as admission registers, revenue receipts, cash books and registration form registers were either not kept or were haphazardly maintained;

(vi) from the private account No. 7289, Mr G. N. I. Enobakhare granted loans of ₦3,000, ₦3,000 and ₦4,000 to contractors, Messrs D. O. Emovon, W. Airhiomohe and W. E. Omoruyi respectively, without any signed agreement. Although a new contract was awarded to Mr Emovon for which payments were made, the Director did not deduct the ₦3,000 given as loan so that the loan remained unpaid;

(vii) the Director paid touring advances totalling ₦1,340 from the same account No. 7289;

(viii) although the Ministry of Education was responsible for expenditure in respect of the Centre and the Director, Mr Enobakhare, had an imprest of ₦2,000, he, without authority, authorised and incurred a total expenditure of ₦115,057.19 out of a total revenue of ₦128,553.00 paid to account No. 7289 with the New Nigeria Bank, Ring Road, Benin City;

(ix) the Director caused payment to be made in respect of work not supported by completion certificates. Berty-Tony was paid ₦19,530.00 for construction of the science storage block, as against ₦10,530 certified as value of work done;

(x) completed jobs on building contracts were not inspected and certified by competent technical officers before payments were made;

(xi) no printed and serially-numbered Local Purchase Order Forms were used to effect purchases, and as such, no vouchers were raised, thereby giving room for fraudulent practices;

(xii) no proper records of fees collected at the various branch offices of the Institute were maintained. Fees were collected by representatives at the Branches and remitted to headquarters by means of bank drafts without giving the necessary details of payments, such as names of students, types of fees and courses for which fees were collected. As at 31st October 1975, a total sum of ₦86,610.48 was received from the branches through bank drafts, postal orders and cash, and because the necessary details were not furnished, the students who paid the amounts and the relevant types of fees could not be ascertained;

(xiii) neither the Director nor any of the accounting staff of the Institute carried out a single check on the accounts of the branches, thereby leaving room for sharp practices;

(xiv) as a result of the indecision of the Director, the accounts department of the Institute had no departmental head, notwithstanding the fact that Mr S. O. Odia, an accountant on G.L. 09, had been recruited;

(xv) there has been no restriction on the number of lecture hours that part-time lecturers can give per week. This resulted in full-time staff earning unusually high fees from part-time teaching and this has caused a drop in their efficiency in their normal duties;

(xvi) the Committee has this general remark to make as regards the pattern of expenditure under the directorship of Mr Enobakhare:

"As a result of the unauthorised operation of Bank Account No. 7289 in the New Nigeria Bank, prior to the establishment of the Institute, the Director of the Centre Mr G. N. I. Enobakhare had enough money to spend without recourse to Ministerial directives. As mentioned earlier, Mr Enobakhare was a Permanent Secretary (Special Duties) in the Ministry of Education with direct responsibility to the Commissioner for Education at the time of his deployment to the Continuing Education Centre. There was no evidence before the Committee to indicate that powers had been delegated to the Director of the Centre to spend public funds at the Centre without at least the Commissioner's approval. Furthermore, when Mr G. N. I. Enobakhare retired from the Civil Service on the 1st of January, 1973, and became a contract officer under the Ministry of Education, it should have occurred to him, as an experienced administrator, that financial dealings at the Centre should be channelled through and approved by the Permanent Secretary, Ministry of Education. It would appear that all the routine checks imposed on the operation of public funds through relevant financial regulations were intensionally ignored, hence the control and prudence required in public spending became an illusion to the Continuing Education Centre. Some of these irregular financial dealings were high-lighted in an audit report on the accounts of the Continuing Education Centre dated 31st March, 1974. The Director of the Institute, instead of complying with financial regulations, addressed a letter to the Permanent Secretary, Ministry of Finance, Ref. No. CEC.CONF.46/47 of 29th August, 1974 seeking financial autonomy for the Centre. Although this request was not granted, no attempt was made to regularise the anomalies spotlighted in the audit report."

To summarise, the Committee observes "that apart from the collection of fees, the Institute has taken no steps to maintain essential books of accounts."

(b) *as regards Mr J. O. Asemota,*

(i) in the course of interviews held with the staff of the Institute, it was observed that a number of valuable records had only recently been destroyed by Mr J. O. Asemota. This made it difficult for the Committee to assess in great detail, the extent of fraudulent practices at the Centre and/or Institute;

(ii) various amounts, in one case totalling ₦7,916.73 (the difference between ₦118,808.40 collected from students and ₦110,891.67 remitted to the Council), could not be accounted for by Mr J. O. Asemota. This amount (₦7,916.73) was never remitted to the Council. A good number of students who paid for the West African Examinations Council's examinations were therefore, according to the evidence before the Committee, unable to write their papers;

(iii) various amounts in respect of other collections could not be accounted for by Mr J. O. Asemota. In the period between September 1972 to March 1973, a total sum of ₦58,408 was expected as tuition fees, but only ₦20,494.17 was paid to the Government Treasury, leaving an outstanding sum of ₦37,914.83, possibly collected, but not paid into the Treasury. There are no records to show the names of defaulting students.

In the 1973/74 financial year, available records show that a total sum of ₦1,570 payable to government revenue by the Centre has remained outstanding as arrears of fees from thirty-three Law students since September 1973. No effort had been made to collect this amount from the faulty students;

(iv) a total sum of ₦1,428.83 collected in respect of registration, deposits and summer school fees was neither accounted for nor paid into the Institute's bank account. This amount is traceable to Messrs J. O. Asemota and S. E. Elite. The two officers also have not accounted for ₦1,816.90 collected from students as registration fees, development fees and summer school fees in the 1974/75 financial year;

(v) Messrs J. O. Asemota and S. Arumala are cited as examples of members of the Institute who keep its money in their possession for unreasonably long period before paying it into the account of the Institute, a practice which is in complete violation of the normal principles of financial accountability;

(vi) up to 31st October, 1975, the sum of ₦47,091.54 stood unpaid to the bank out of the revenue collected as tuition fees, registration fees, development fees, summer school fees and fees for hiring out typewriters.

29. The Committee recommends therefore that:

(i) Mr G. N. I. Enobakhare be advised to terminate his contract because he has exhibited a high degree of administrative and managerial incompetence in his handling of the affairs of the Centre/Institute;

(ii) Mr J. O. Asemota's case be referred to the Public Service Commission for proper disciplinary action since he is still a civil servant and has shown by his performance in his job that he is not a fit and proper person to hold the place of Secretary to the Institute. That is without prejudice to the recovery of monies traceable to him;

(iii) Mr S. A. Arumala's case be referred to the Public Service Commission for necessary disciplinary action without prejudice to the recovery of all monies traceable to him, in view of his involvement in the financial mismanagement of the Institute;

(iv) the case of Mr S. O. Elite who was similarly involved in the financial mismanagement of the Institute should be referred to the Public Service Commission for proper disciplinary action;

(v) the accounts of the Institute and of its branches should be up-dated and made available for audit inspection without further delay;

(vi) Mr S. O. Odia (Accountant) has neither the capacity nor the experience for the grade and scope of duties for which he is employed. He should accordingly be re-deployed to a lesser accounting grade with commensurate duties to allow him a mature growth on the job;

(vii) an income and expenditure account based on the "double entry" system be introduced and an experienced accountant knowledgeable in school finance and accounting should be recruited to implement this system of accounting; and

(viii) the collection of any form of revenue by any section of the Institute other than the Accounts Department should cease henceforth, and the recruitment of daily-rated staff for the collection and custody of public funds should be discontinued;

30. Government accepts the recommendations, excepting that it has decided to terminate its contract of appointment with Mr G. N. I. Enobakhare, the Director of the Institute, with immediate effect, to invite the Nigeria Economic Welfare Services Limited, Benin City, to carry out a detailed audit of the financial management of the Centre/Institute, to suspend from duty without pay Messrs J. O. Asemota, S. A. Arumala and S. O. Elite, pending the outcome of the audit investigation, and to refer the case of burning official documents against Mr J. O. Asemota to the Police for investigation.

(F) The Committee's Observations and Recommendations on the School of Basic Studies

31. The Committee observes that in spite of the reduction in the number of Higher School Certificate Schools to four in the State, the results have not improved, both qualitatively and quantitatively. In the last four years, from 1972 to 1975, the percentage of students qualifying for direct university admission from these four Higher School Certificate Schools has been on the decline, as follows: 46 per cent, 37 per cent, 28 per cent and 21 per cent, respectively. The Committee believes that the mere reduction of the number to four without attending to the factors identified by the Committee which cause low standards will not improve the results.

32. The Committee observes further that Schools of Basic Studies are not likely to be financially sponsored in future by the Federal Government, since the National Universities Commission (N.U.C.) appears to be prepared to support the one-year preliminary course which is an integral part of each of the universities. The Committee notes however, that the lack of space and the unwillingness of the universities to deploy highly qualified staff for preliminary courses would limit the scope of expansion of these courses in the universities. Besides, the Committee feels that a smooth and slow transition from the normal school teaching technique to that of the university is desirable for students just leaving secondary schools, and therefore that a School of Basic Studies is necessary.

33. The Committee also notes that to establish a School of Basic Studies on its own, Government would be involved in finding the large sum of money of the order of ₦10 million necessary to acquire a site, erect all the necessary administrative and teaching blocks and provide laboratories and other physical facilities. It is the Committee's view that the Federal Government will bear part or all of the cost of the school if the School of Basic Studies is established as part of the Auchi Polytechnic since the Federal Government will at least meet part of the running cost of the Polytechnic. According to the Committee it is likely that the Federal Government will soon take over the full running of all Polytechnics.

34. The Committee further observes that if the School of Basic Studies is established as part of the Polytechnic many of the existing physical structures will serve the needs of the School of Basic Studies. It will be necessary however, for Government to provide a biology laboratory catering for at least hundred students at a time, additional physics and chemistry laboratories to increase their total capacity to hundred and fifty students and additional staff whose total personal emoluments per annum are of the order of ₦670,000.

35. The Committee therefore concludes that the establishment of the school as part of the Auchi Polytechnic will result in a saving of a large sum of money on the part of Government on capital development and on salaries of administrative staff.

The Committee, therefore, recommends:

(i) the gradual phasing out of the present Sixth Form Schools in the State since most of them are under-staffed even if they are well-equipped; and

(ii) the establishment of a School of Basic Studies as part of Auchu Polytechnic to cater for:

- (a) Arts subjects;
- (b) the Social Sciences; and
- (c) Science subjects.

GOVERNMENT'S VIEWS:

36. Government does not acknowledge the need for the establishment of a School or Schools of Basic Studies in the State, particularly as the universities have adopted the four-year degree programme into which qualified West African School Certificate holders or holders of the Ordinary Level of the General Certificate of Education could be admitted. However, Government will examine the need to expand existing Higher School Certificate Courses to meet the growing need for the flow of secondary school leavers into the universities. Government does not accept that there should be a School of Basic Studies located at Auchu, because adding a School of Basic Studies to that institution will further complicate the situation there; it will change its technical bias to a more academic one and will further necessitate the provision of about 100 per cent accommodation for the students. Government is already taking steps to ensure that standards in secondary schools improve and that the flow of secondary school leavers into the universities is encouraged in other ways. The phasing out of Sixth Form Schools recommended will not be undertaken now if government decides on their expansion.

(G) The Committee's Recommendations as to Amendments to the Institute of Continuing Education Edict No. 4 of 1975

37. In the light of the Committee's recommendation in the body of the report, the Committee proposes a number of amendments which are listed in Chapter 9, pages 97 to 100 and embodied in a revised draft amendment edict set out in pages 101 to 111.

GOVERNMENT'S VIEWS :

38. Government accepts all the proposed amendments which are in consonance with those portions of the report which government accepts. Government does not accept the proposed amendments which are intended to give effect to such recommendations in the report as have not been accepted by Government. Since the Institute had abused its autonomy which meant little more than freedom to mismanage, government will effect such amendments to the edict as would impose some limitations on the autonomy of the institute, so that the Ministry of Education could exercise a measure of supervision over its activities.

(H) The Committee's Comments and Recommendations on other Related Matters

39. The Committee examined the issue of low standards in the secondary schools which have resulted in the incidence of large numbers of failures at the School Certificate Examination, leading to the flooding of the Institute of Continuing Education with such failures. It makes a number of recommendations on the improvement of performance of secondary grammar schools in the West African School Certificate Examinations in the State. Among the factors identified by the Committee as the cause of the progressive decline in standards are:

- (i) the rapid and unplanned growth in the number of secondary schools due to the high demand, which exceeded by far the limited resources in staff, funds and physical facilities;

(ii) lack of motivation among teachers resulting in instability of staff;

(iii) the impact of the Education Edict 1972 resulting in the dearth of Inspectors, the absence of routine inspection and the lowering effect on academic standards and discipline; and

(iv) recruitment of expatriate staff, mostly Asians, whose usefulness and effectiveness are doubtful in some cases.

40. Although the Committee recommends that a separate panel be set up to examine the management and administration of secondary schools and the provision and distribution of facilities since these affect standards, it makes a number of recommendations, the most important of which are:

(i) that conditions of service for teachers should be further improved to attract and retain the services of teachers, through the payment of new fringe benefits;

(ii) that the Inspectorate Division should be revitalised and enlarged with men who can command respect for teachers;

(iii) that the membership of the State Board should be limited to persons who have genuine interest in education and have been involved in the profession;

(iv) that as a long term solution to teachers' problems a teachers' service commission should be established.

41. The Committee also recommends that if it is true that State corporations are in difficulty about paying the pension and gratuity benefits of their staff, Government as a matter of urgency should examine the full financial implication of incorporation (including pension and gratuity rights) and review the establishment of educational and other institutions as corporate bodies, in order that no employee suffers any hardship after retirement.

GOVERNMENT'S VIEWS :

42. Government is aware of the declining standards in the State's secondary schools and is already taking steps to ensure that standards improve. Since the institute is retaining a measure of its autonomy, the answer for the problem of retiring benefits is not incorporation but the introduction of a contributory superannuation scheme for its staff, the only way of solving the problem of relative mobility among members of academic staff.

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