REFLECTING THE PAST AND SPECULATING THE FUTURE IN THE AUTONOMY OF NIGERIAN UNIVERSITIES EDUCATION

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Abstract

This paper examines the issues concerning the University autonomy act and the emerging crisis in the university education. it further analysed the philosophies of Nigerian universities education policies, including issues of appointments of Governing council and Vice Chancellor, funding, recruitment, and clarifies some misunderstandings and ambiguities about what it means to University Autonomy by assessing the policy's strengths and weaknesses as a whole and inconsistent with the laws and statutes of the University and should not apply to the Universities. The philosophical tools of analytic, speculative and descriptive in describing the condition of university education policies in Nigeria will be used. The paper recommends that Government should be committed to revitalizing the country's education system and making it more responsive and globally competitive. No country can achieve economic, social, political and cultural prospecting without a sound and functional education system and Governments need to understand the significance of autonomy: policy autonomy results in comparatively good educational achievement, while management autonomy is crucial for research productivity and attractiveness. Governments have to give serious thought to whether the current autonomy of their institutions and the amount of public funding for each student is really enhancing the skills of their graduates and the calibre and volume of their research output.

Introduction

The question of how much autonomy the universities should have has continued to be a recurrent issue in all European and African higher education system particularly where the former communist and colonialist regimes had drastically limited university autonomy and academic freedom through ideological and political control. Nigeria in particular has adopted radical reforms strategies for university education to washed out academic freedom and autonomy in Nigerian universities education and also facing a period of crisis in and reappraisal of university education to an unstable equilibrium as the universities seek to optimize their autonomy, while society frequently seeks to control it. Consequently, autonomy unavoidably

depends on the political climate of society as a whole. It is particularly susceptible to broad political developments and conflicts between the recognised rights of society and the institution.

The country's philosophy of education places an extreme value on the need to: mould each person into a good and useful citizen; integrate each person into the community; and provide equal access to educational opportunities for all citizens of the nation, both inside and outside the formal school system. Using the aforementioned concept as a basis, Nigerian universities attempt to transform the Nigerian individual into a complete person capable of adjusting to his environment in order to promote and increase growth. Successive Nigerian administrations must make sure that university education specifically cultivates and retains employees capable of advancing science and technology, as this is the cornerstone of a successful economic system that underpins much of what is feasible in Nigeria. University education is also crucial for enacting desired change in any nation. The analysed and critically examine to bridge the gap between past, present and future challenges of Nigerian universities education system.

Concept of University Autonomy

Despite widespread adoption, little effort has been put into developing and elucidating the concept of autonomy. There is only "autonomy," "independence," and "self-government," yet No guidance is provided with regard to how to assess these synonyms. University autonomy allows universities to select students and staff, shape curriculum, and allocate funds. However, government influence can be exerted through legislative authority and executive suasion. University autonomy is meaningful only in research and teaching functions where it is allowed to govern itself, secure from state interference and political interplay. University management involves the day-to-day administrative management of university affairs, including the Vice-Chancellor, his deputy, the Provost, the Registrar, the Bursar, the University Librarian, and other administrative staff. This includes the Deans of faculties and students, heads of departments, and sub-deans, all of whom are involved in various forms of administration within the university. The erosion of university autonomy in Nigeria is becoming a significant concern. Government interference in the appointment of important university managers, like Chancellors and Pro-Chancellors, is impacting university affairs and promoting a more democratic and efficient university system.

Academic freedom is crucial in higher institutions to promote critical thinking, analysis, curiosity, and communication skills. Universities should foster a climate conducive to knowledge pursuit and the application of free will and creativity in the development and expression of thought. This freedom allows students to showcase their skills and contribute to the universally accepted tenets of scientific and intellectual exchanges. This according to Udoji Commission Report cited in Akinwumi and Olaniyan¹, Academic freedom involves "freedom to teach and examine students undisturbed, freedom on what to teach and how to teach it, freedom of research, freedom to select students. Academic freedom refers to the pursuit of academic truth in institutions, allowing for equity and polemical controversy. It allows teachers

¹ Akinwumi, F. S and Olaniyan D. A. Analysis of University Autonomy in Nigeria. African Journal of Educational Management (AJEM). 9(2), 2020.

and students to investigate and discuss subject problems, express conclusions in publications, and learn without coercion.

According to Ross², defines university autonomy as the freedom of the institution to function without undue control or influence by external forces or agencies. It is important to note that there is a new government policy on autonomy for universities in Nigeria. The policy empowers universities to govern themselves, appoint key officers, control staff conditions, student admissions, academic curricula, finance, and regulate themselves as independent legal entities without Federal and States Government interference. Do have university autonomy in Nigeria? What do we mean by University Autonomy?

The new policy for Nigerian universities outlines three aspects of autonomy: academic, administrative, and financial. The degree of autonomy depends on administrative controls and financial dependency. It's important to note that school autonomy is not the same as local financing or administrative decentralization, as autonomous institutions have authority to allocate resources. Successful reform in public higher education requires greater autonomy, particularly in resource diversification. Academic autonomy grants universities the right to appoint and promote members, determine course content, award degrees, select research projects, publish results, and enjoy constitutional rights. A was pointed out by Papahagi and Stromholm³

... the debates ... focused on a through analysis of academic freedom and University Autonomy as viewed from various perspective. Including the management of higher education institutions, the penetration of market rules into universities, and the role of higher education in a pluralistic society.

The government controls academic programming at higher education institutions through organisations like JAMB, NUC, and NBTE. The university senate has legislative authority to oversee academic standards and research output, but these organisations ought to suspend and fold powers to ensure every educational institution can choose its own enrolment, admissions criteria, and procedures. The policy for university-level education should prioritize autonomy, academic standards, and international competition. This includes strengthening institutional autonomy, system differentiation, governance, and quality assurance systems. Restoring autonomy in university management can foster national growth, innovation, productivity, and economic growth. While the government focuses on financial autonomy, university autonomy is crucial for university restructuring and reform, agreed upon by both parties. The stringent erosion of university autonomy in government-owned universities, particularly in Nigeria, is affecting their quality and effectiveness. This erosion leads to falling standards, deteriorating infrastructure, and poor human resource development, resulting in a loss of quality resources to private or foreign universities, ultimately affecting the overall education quality in Nigeria.

² Ross, M. G. The University-The Anatomy of Academic" New York, McGraw - Hill Books. 1976

³ Papahagi, M. and Stromholm, S. Academic Freedom and University Autonomy: Two perspectives. Bucharest, 1995.

University Autonomy and the Quest or Quality Education in Nigeria: a Critical Analysis. Chukwu, Stephen Onyekachi, Agusi, Eucharia Akudo and Prof. Noah Daku Jimba

Universities of Autonomy and Assessment

The preamble of this amendment act emphasises the independence of universities as the primary focus of the act. It is titled "An Act to Amend the Universities (Miscellaneous Provisions) Act No. 11 of 1993 and Provide for the Autonomy of Universities and other related matters". The autonomy and independence of the universities are explicitly set forth in two new provisions encompassed by this Act: The powers of the Council shall be exercised, as in the Law and Statutes of each University and to this extent establishment circulars that are inconsistent with the Laws and Statutes of the University shall not apply to the Universities." and the Governing Council of a University shall be free in the discharge of its functions and exercise of its responsibilities for the good management, growth and development of the university⁴." The Universities (Miscellaneous Provisions) (Amendment) Act 2003, also known as the Universities Autonomy Act No. 1, 2007, was passed by the National Assembly and became law on July 10, 2003. It was officially published in the Federal Republic of Nigerian Official Gazette No. 10, Volume 94, on January 12, 2007, as Act No. 1 of 2000. As such ASUU's commitment is the frustration among Nigerians and overarching ideology and illusions erected by Nigeria's irresponsible ruling circle. There is systematic programme of blackmail against the public university system. Some of the reasons why ASUU struggled to save Nigerian Universities were recently call off strike are the implementation of 2019 Memorandum of Action (MOA); Revitalization Funds as agreed in the 2013 Memorandum of Understanding (MOU); Earned Academic Allowance (EEA); renegotiation of 2009 agreement and issue of payment salary system. How can you claim to be autonomous when you are funded by Federal Government and the university system needs to be shielded from external political influence and interference?

Reflecting in the Past

In the past, the Nigerian university education system has encountered several difficulties. These difficulties comprised a lack of financial support from the government, which resulted in insufficient facilities and inadequate learning materials. Furthermore, universities had limited freedom to make decisions that could enhance the quality of education they provided. As a consequence, the curriculum became disconnected from industry needs, and graduates received inadequate training. There is systematic programme of blackmail against the public university system. Some of the reasons why ASUU struggled to save Nigerian Universities were recently call off strike are the implementation of 2019 Memorandum of Action (MOA); Revitalization Funds as agreed in the 2013 Memorandum of Understanding (MOU); Earned Academic Allowance (EEA); renegotiation of 2009 agreement and issue of payment salary system. Additionally, universities struggled with problems such as the loss of talented individuals, low salaries, and insufficient funding for research, making it extremely difficult to retain experienced and skilled staff. Nigerian universities facing the academic corruption everywhere in the universities because of government intervention into university manages activities. The university must hold standards both ethical, moral and academical standard. As at 2021,

⁴ Oshio, P. E. Autonomy and Management of Federal Universities Under the Universities Autonomy Act. National Universities Commission

Nigeria had a total of 202 universities made up of 49 federal universities, 54 state owned universities and 99 privately owned universities⁵. This is in addition to another 80 universities that the immediate past National Assembly members works to establish former President Muhammadu Buhari assent some into the law.

The picture of the distribution of Nigerian universities across the six Geo political zone shows that there are 79 universities in the 19 Northern states viz 33 in the North central Geo political zone, 16 in the North East Geo political and 30 in the North west Geo political zone. Comparatively, the 17 Southern states have 123 universities, distributed in the 27 in the South East Geo political zone. 33 in the South South zone and 63 in the South West Geo political zone. As at 2021, there were 29 private universities in the entire 19 Northern states with 19 in the North East zone and eight in the North West Geo political zone. In the 17 Southern states there were 70 private universities.

Speculating the Future

Nigerian universities have the ability to make decisions independently without constantly seeking approval from the government. This autonomy allows them to respond more effectively to the needs of both industry and society. By having more control over their own affairs, universities can encourage research, establish stronger connections with industries, and promote innovation. These factors are crucial for Nigeria's economic growth. Moreover, universities can benefit from industry expertise, research facilities, and funding opportunities, leading to mutual growth and development in various sectors. Additionally, autonomous universities can offer career advancement opportunities for their teaching staff and improve the compensation for lecturers. This will help retain qualified academics within the educational system.

Industrial unrest in Nigerian public Universities has become a regular occurrence and a reality to urgently deal with. Abdelmalik⁶ buttressed on his book Nigeria's Public University Industrial Unrest and Poverty of Sincerity: the struggle for the survival of Nigerian public Universities. There is wide misinformation and ignorance on why the Academic Staff Union of Universities (ASUU) is always on strike to educate the Nigerian society who have little knowledge or no idea of the state of Nigerian public universities and the operating principles. Additionally, some academics who purposefully participate in the ignorance are supposed to be educated. It focuses on ASUU strikes, the rationale behind ASUU's opposition to IPPIS, the federal government's central salary payment platform for civil servants, which is being imposed on public universities, the idea of university autonomy, the decline of Nigerian universities and the risk of accepting the manage it that way culture, and the necessity of significant revitalization to prevent the institutions from collapsing completely. Most State Government Universities. Without these categories of Lecturers, the celebrated new universities will not be qualified to award any degree in most of the course they are offering. For individuals

 ⁵ National Universities Commission. Nigerian Universities retrieved from <u>http://www.sunnewsonline.com</u> 2021
⁶ Abdelmalik, A. A. Nigeria's Public University Industrial Unrest and Poverty of Sincerity: the struggle for the survival of Nigerian public Universities. Zaria: Ahmadu Bello University Press Limited. 2021.

who are questioning if academics have the right to sue their employer, keep in mind that we work for the people who are chosen to run Nigeria. For example, there are instances when the Federal Government committed to provide 74 Federal and state institutions with a revitalisation money of 20 billion Naira in January 2021, but there are no records pertaining to that. A practical plan has been devised regarding the procurement and distribution of the 1.1 trillion Naira revitalisation fund. The branch congresses should not accept anything less than the delayed 40 billion Naira in Earned Academic Allowance (EAA). The government team revealed that the Renegotiating team will be reconstituted on or before 31st October, 2020 and renegotiation will be concluded on or before 31st December, 2020. On the payment of the withheld salaries and subsequent salaries before UTAS or IPPIS is ready for implementation should not be a problem.

Even though IPPIS seems to have taken the centre stage of the struggle, some of the reasons why ASUU is always on strike as follows:

- the implementation of the 2019 Memorandum of Action (MOA);
- The release of the 1.1 trillion Naira Revitalisation funds as agreed in the 2013 Memorandum of Understanding (MoU);
- The release of Earned Academic Allowance (EAA);
- Renegotiation of 2009 agreement. This renegotiation includes the salary of lecturers and
- The added distraction called IPPIS and the payment of the withheld salaries but recent President Bola Ahmad Tinubu approved the payment half withheld salaries.

There are a lot of questions on the "University Autonomy" and the funding of public Universities. There was a question that "How can you claim to be autonomous when you are funded by Federal or states Governments? It is called a "Public University" because it is funded with public funds, and it is autonomous because the university system needs to be shielded from external political influence and interference.

Effects of University Autonomy and Fundings

Public university education is supposed to serve purely academic education, public research, and social service. Funding policy and government "control" imposed through legislation (here captured as the degree of university autonomy inherent in government policy) represent the means of achieving public university goals. For instance, the impact of autonomy on university performance has been analysed for public research universities in the United States⁷. Universities with a greater degree of autonomy were only found to perform better on endowment and gifts per student, but not on other quality variables such as faculty quality, undergraduate quality, or the levels of government grants per full-time equivalent staff member. "Those campuses which have the most freedom from constraints on their academic programs, and which are funded generously by the state, are most successful in raising funds from alumni". In this study, state support for universities (i.e. funding) significantly explained

⁷ University autonomy: Improving educational output Universities deliver more competent graduates and higher quality research if they are more autonomous and well-funded. Jo Ritzen Maastricht University, the Netherlands, and IZA, Germany. March 2016.

university performance (i.e. more funding resulted in better performance). However, reverse causality whether better performance resulted in more funding was not analysed. Furthermore, the imprecise measurement of autonomy could explain why it did not appear to have an impact on university performance.

Problems and Dimensions of Autonomy University System

Public policies play an important role in enhancing the research outputs and quality of university education. Two sets of public policies can be distinguished: financial instruments and legal instruments, which determine the delivery of university education, and are mostly captured by the term "autonomy". Consequently, the law gives enough leverage to the system for effective institutional management. The problem, therefore, is not the lack of provisions, with implications for institutional autonomy, but rather government decrees (in the case of military government), laws, acts and circular letters and any relevant prescriptions in the constitution. The Decree No.1 of 1974 and Decree No. 49 of 1988 now both Acts, amending Decree (Act) No. 16 of 1985, Decree (Act) No. 9 of 1993, Decree (Act) No. 11 of 1993, Decree (Act) No. 25 of 1996, and many government decrees (acts)⁸, circulars and statutes of councils of universities need to be reviewed as a result of the existing conflicts and confusion. They all undermine the degree of university autonomy. Too much government interference does not guarantee the level of autonomy and academic freedom required in the Ivory Tower. University autonomy may be classified as follows: academic autonomy; administrative autonomy; financial autonomy; and institutional autonomy:

Academic Autonomy (deciding on degree supply, curricula, and methods of teaching; deciding on areas, scope, aims, and methods of research); Academic autonomy allows universities to define their curriculum, syllabus, teaching methods, research methods, and student evaluation. This autonomy allows lecturers to formulate academic policies, programs, and profiles without state interference, allowing universities to achieve their individual mission and vision.

University autonomy holds potentials to make universities accountable and refocus for better. When properly utilized, it can make universities accountable, enabling them to achieve their mission in the best possible ways. The Council manages financial and administrative management, while the Senate handles academic issues, including student discipline. No specific legal provisions have been made for academic freedom, and no evidence of government sanctions or repressive actions. The Senate is responsible for admitting students, teaching courses, assessing degrees, and creating new programs and faculties.

Financial Autonomy (acquiring and allocating funding, deciding on tuition fees, accumulating surplus). The Federal Government is a major financier of federal universities, while stage governments only partake in funding state-owned universities. The proliferation of mushroom satellite study centres in Nigeria limits university autonomy, hindering the allocation of funds for administration, research, and staff development. Financial autonomy allows institutions to

⁸ Uteli, T. I. An Assessment of Autonomy and Freedom in Nigerian Universities. Journal of Public Administration, Finance and Law. Accessed on August 22, https://doi.org/10.47743/jopafl-2021-22-08

determine spending without internal restrictions, promoting quality improvement and avoiding management rigidities. The empty concept of autonomy in universities hinders their ability to control tuition and fees.

Financially autonomous institutions should be able to set admission requirements, assess tuition, and establish eligibility criteria for financial assistance, ensuring a balanced student population and faculty recruitment. For instance, a breakdown of the Nigerian Budget 2017, National budget N7. 30 trillion where as N448.01 billion allocated to Education (6.00%), In 2018 N8.30 budget allocated to education was N605.80 (7.04%). The National budget 2019 were N8.83 trillion and Education N620.94 billion equivalent to 7.05%. 2020 budget were N10.50 trillion only N652.94 (6.90%) allocation to Education sector and 2021 Nation budget were N17.40 trillion and Education N1.218 trillion (7.0%)⁹. Does Nigerian Government have full implementation of amount injected to educational sector? Some African countries like Egypt, Ghana, South Africa have never budgeted less than 20% for education in the last 10 years.

Administrative autonomy: (setting university structures and statutes, making contracts, electing decision-making bodies and persons). The administration of education is weak administrators appointed to head educational institutions in Nigeria. The Governing Council has statutory authority to determine school dates, year durations, and instruction language, while also ensuring teachers adhere to a national curriculum and manage university finances, appointment, promotion, and discipline.

Administrative autonomy permits flexibility in the combination in inputs and hence improves quality. In its broadest sense, university management encompasses the art of implementing any plan, strategy, or initiative. The phrase as it is used in this study is limited to the category of officers who oversee the daily administrative operations of the institution. Those in one capacity or another in university administration, such as the vice-chancellor and his deputy, the provost and his deputy, the registrar, the bursar, the university librarian, the administrative staff, the deans of faculties and students, the various heads of departments, sub-deans, and all others

Staffing autonomy: (responsibility for recruitment, salaries, and promotions). However, Organizational autonomy and financial autonomy are often combined to form "managerial autonomy. A university's autonomy, particularly in terms of staffing autonomy, is crucial in ensuring the right calibre of staff is recruited, as it directly impacts the university's financial and academic stability. The remarks highlight the prospects of university autonomy, which could significantly enhance the university's productivity and efficiency.

Internal Problem: The paper focuses on the actions of the Academic Staff Union of University (ASUU) and the Non-Academic Staff Union (NASU), which are considered detrimental to the autonomy of the university system. ASUU, the largest university association, significantly influences university operations. With one university autonomy, the Federal Government has

⁹ Bagudo, A. A. Educational Administration and planning: The Experience of Nigerian Universities

less funding. ASUU's constant demand for improved service could burden management, while NASU may exert pressure.

External Problem: The Federal Government empowered the NUC to maintain and enhance the national relevance of Nigerian University degrees, preventing a situation where international recognition would be lacking.

Lay down minimum standard for all universities in the federation to accredit their degrees and other academic awards after obtaining priory approval... provided that the accreditation of degree and other academic awards shall be in accordance with such guidelines as may be laid down and approved by the commission from time to time¹⁰.

The NUC holds financial and developmental control over universities, with the Chief Executive having access to records and requisition information. They provide guidelines for streamlined programs and categorize courses into core, mandatory, and elective categories. However, the CCMACS is criticized for re-arrangement, leaving the maximum for each university to determine.

Institutional Problem: Despite Nigeria's anti-corruption campaign, the report released by Transparency International in 2019¹¹ shows that Nigeria was ranked 146 out the 180 countries compared with Botswana 34th, Rwanda 51th and Mauritania 56th among African countries. The Institutional corruption is one of the critical factors frustrating effective administration and planning in the country. This is worsened by diversion, mismanagement, lack of transparency and accountability. Nigeria was ranked 142 out of 144 countries in the index of official corruption, Bagudo.

Philosophy, Policy, and Virtue Ethics

Nigerian universities face challenges in consistently implementing government policy on education due to lack of ideology and policy option. Policy options are developed to address problems faced by individuals, society, and organizations, serving as a guide or plan of action. Sharkansky¹² and Jenkins¹³ both emphasize the importance of policy in decision-making, referring to it as a set of inter-related decisions by political actors to achieve goals within a specified situation, ensuring they are within their power. Ideological beliefs are organized for a specific purpose and form the basis of a political movement, regardless of approval or endorsement. The great question of philosophy revolves around the relation between thinking and being, with philosophers regarded as either idealists or materialisms. Idealism asserts thinking's primacy to nature, while materialism views it as primary. Karl Marx criticized the

¹⁰ Akinwumi, S. F. and Olaniyan, D. A. Analysis of University Autonomy in Nigeria. African Journal of Educational Management (AJEM). 9(2). 2020

¹¹ Bagudo, A. A. Educational Administration and Planning: The Experience of Nigerian Universities. A Valedictory Lecture in Honour of Professor Umar Tuni Muhammad 2022

¹² Sharkansky, L.,Public Administration: Policy Making in Government Agencies, Chicago: Rand McNally College Publishing Company. 1978.

¹³ Jenkins, W. K. Policy Analysis: A Political and Organizational Perspective London: Martin Robertson. 1978

idealist view of ideology, arguing that it often leads to false consciousness, causing controversy surrounding its impact on education policies in Nigeria.

The Influence of University Autonomy on System Operations

Universities are implementing autonomous teaching methods, reducing government regulations and enhancing student experience, despite potential increased tuition costs. The concept of university autonomy in Nigeria faces opposition from major unions like ASUU, SSANU, NANS, and NASU. They argue that it is an excuse for government inefficiency and reduces budget burden. The majority believe university autonomy in Nigeria means surrendering the government's right to provide education.

Conclusion

Government agencies and the industrial sector must implement specific policies to foster longlasting partnerships. Research autonomy in Nigerian university education can lead to growth, innovation, and skill development, meeting labour market demands and boosting economic expansion. However, policy autonomy does not significantly impact research attractiveness and productivity. Academic staff can design courses tailored to students' needs. The university system is grappling with academic, administrative, and management challenges, prompting a focus on university autonomy. This sensitive, multidimensional concept is central to multidisciplinary and interdisciplinary disciplines, with its implications across various disciplines. The university system is increasingly addressing these challenges to ensure its success. The Educational Sector in Nigeria is striving for academic freedom and institutional autonomy to improve higher learning institutions. However, these institutions are still under government control, with top management influencing the situation. Rebuilding autonomy and academic freedom is crucial for imparting knowledge in tolerable conditions and protecting university allocations from political and power dynamics.

The way forward

From the foregoing, Nigeria appears to be the most ambitious nations on the continent of Africa in Education provision. The paper recommends that Government should be committed to revitalizing the country's education system and making it more responsive and globally competitive. No country can achieve economic, social, political and cultural prospecting without a sound and functional education system. As long as a strong quality control mechanism is in place, university autonomy should bolster institutions' capacity to enhance graduates' competences and research output. Because universities contribute to society via research and education, university autonomy and investments in higher education are significant ways to support (sustainable) economic growth.

Governments need to understand the significance of autonomy: policy autonomy results in comparatively good educational achievement, while management autonomy is crucial for research productivity and attractiveness. Governments have to give serious thought to whether the current autonomy of their institutions and the amount of public funding for each student is really enhancing the skills of their graduates and the calibre and volume of their research output. University administration should ensure the appointment of Principal Officers and Governing Councils with reasonable consent, avoiding government reliance on public service circulars. Restoring autonomy can motivate educators, teachers, staff, and students, improving psychological satisfaction and performance. Poor working conditions discourage talented individuals from taking university appointments, especially in teaching.

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