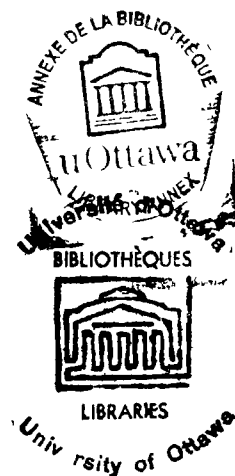


THE HISTORY AND APPRAISAL OF HIGHER EDUCATION
IN AN INDEPENDENT NIGERIA:
A TEN-YEAR PERSPECTIVE 1953-1963

by Magnus Chinyere Adiele

Thesis presented to the School of
Psychology and Education of the
University of Ottawa as partial
fulfillment of the requirements
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CURRICULUM ETUDIORUM

Magnus Chinyere Adiele was born on June 22, 1931, at Aba, Nigeria. He received his Bachelor of Science degree from Tuskegee Institute, Alabama, U.S.A., in 1960, and his Master of Arts degree in Education from Washington State University, Pullman, Washington, U.S.A., in 1962. The title of his thesis was The Development of Universal Primary Education in Nigeria.

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INTRODUCTION

Educational systems are like human beings. Although individuals may differ, human nature is basically the same the world over. The faculties of law, medicine and theology of modern universities, whether in Europe, the Americas, Asia or Africa, owe their common origin to the medieval universities of Salerno, Bologna and Paris. Thus higher education, regardless of the geographical areas or culture, share common aims.

It is the aim of all higher education 1) to seek truth; 2) to teach truth; and 3) to preserve truth. According to Cardinal Newman, one of the functions of a university should be the teaching of universal knowledge.

Thus higher education has a universal mission. Regardless of the differences in the educational structures, higher education should transmit the cultural heritage. It should be accessible to all those who are able and willing. It should safeguard academic standards worthy of international acceptance while affording ample opportunity for all types of talent. Higher education should train the whole man. According to Robbins' Report on Higher Education, "the aim should be to produce not mere specialists but rather

cultivated men and women".¹ In this day and age of national and international conflicts, one of the primary aims of higher education should be to promote international understanding and goodwill.

African higher education shares in all of these aims, but as a product of this age of rapid technological and social changes, its essential characteristic is growth and change. It should be noted that in the emerging nations of Africa, special emphases are reflected in objectives. In other words, the aims of African higher education are in general the same as those elsewhere in the world. It is only in the objectives that this is unique.

The magnitude of the change in Africa is best understood when it is realized that of the fifty² institutions of higher education in Africa at present, thirty-eight³ have been established since the Second World War and almost half of them in the last five years. Nearly every one of these institutions owes its existence to the initiative and financing of governments because of the lack of private capital

¹ Higher Education: Report of the Committee appointed by the Prime Minister under the Chairmanship of Lord Hobbins 1961-63, London, Her Majesty's Stationery Office, 1963, p. 6.

² "Universities of Africa", in Africa Report, Vol. 8. No. 10, November 1963, p. 55.

³ Ibid., p. 53.

for such projects. Thus there is an intimate relationship between the history of African higher education and the increasing role of African governments. For instance, the establishment and financing of all five universities in Nigeria are the responsibilities of the Federal and the Regional Governments.

This study presents the History and Appraisal of Higher Education in an Independent Nigeria. Specifically its purpose is two-fold: 1) to trace the history of higher education from 1953 to the present; and 2) to appraise by means of twelve criteria the present state of higher education in Nigeria in the light of Nigeria's current needs as determined by recent expert manpower studies and economic surveys of the country in view of the objectives of higher education in Africa and particularly in Nigeria.

While no perfect criteria are possible, it is to be noted that the criteria used for this appraisal are the standards set by the International Bank's economic survey of Nigeria and by the Ashby Commission on Post-School Certificate and Higher Education in Nigeria. They relate to the great manpower needs for agriculturists, medical and veterinary doctors, technologists, teachers, graduates, scholarships, and for sixth-form candidates for the universities. They also relate to needs for African studies, students from other African countries, extension services, and for

worthy academic standards. Their validity and reliability lie in the fact that they are not standards set elsewhere or applied elsewhere or something derived from dubious sources. On the contrary they are specific and relevant to Nigerian society. They are not opinions but results of expert studies.

The year 1953 was chosen as the starting point of this study because it marked the end of a previous study which analyzed the development of higher education from its inception to 1953. The present study is therefore an extension of that study as well as a ten-year perspective approach to the problem of the development of higher education in an independent Nigeria.

For the purpose of this study, higher education is defined as post-secondary education. In Nigeria this includes the sixth form, since the basic entrance requirement is completion of secondary education. However, as most of the teacher training colleges and technical institutes at present do not restrict admission solely to those who have completed their secondary education (though this is the ultimate goal) such institutions are not included in the present study. Also the different departmental training

schools⁴ though requiring completion of secondary education for admission purposes are not included here because they do not form part of any organized institutions of higher education.

Much of the literature reviewed dealt with education in general. One of the first studies describing and analyzing Nigerian education was done by Joel Knodu Okongwu in 1946: History of Education in Nigeria (1842-1942).⁵ He discussed the political and economic changes resulting from the British occupation of Nigeria during the nineteenth century as one of the major factors conditioning educational development in Nigeria.

In 1955, Uduarch Okeke wrote Educational Reconstruction in An Independent Nigeria: The Aims and Objectives of the Secondary School.⁶ Although limited to secondary education, the study is significant in its method of approach. His critical analysis and appraisal of British colonial education policy in Nigeria in terms of Nigerian needs is an

⁴ Some of these include Posts and Telegraphs Training School, School of Mines, School of Forestry, Nigerian Railway Training School, Public Works Department Training School, Survey School, Marine Department, etc.

⁵ An unpublished doctoral thesis submitted to New York University, New York, 1946, 208 p.

⁶ An unpublished doctoral thesis submitted to New York University, New York, 1956, (no page).

invaluable guide to those interested in the problem of analysis and appraisal of educational principles and practice. Thus this study has much in common with the present study which is also based on educational history and appraisal.

Another contribution was made by David L. Jester, a non-Nigerian, who wrote Basic Considerations in Founding a College in Nigeria.⁷ This study was prompted by the initiative of the Baptist Missionaries to establish a university in Nigeria. The study could be drawn upon by those interested in starting a college or university. It was unfortunate, however, that the university was not built; for had it been built, it would have been the first non-government sponsored university in Nigeria.

By far the most notable contribution to the problem of Nigerian higher education is the study of Allin Babatunde Fafunwa who wrote An Historical Analysis of the Development of Higher Education in Nigeria.⁸ This is the only detailed, comprehensive and exhaustive treatment of the problem. Fafunwa was solely concerned with higher education. He traced, analyzed and evaluated the development of higher education in Nigeria from 1928 to 1953.

7 An unpublished D.Ed. thesis submitted to Teachers College, Columbia University, New York, 1959, 255 p.

8 An unpublished doctoral thesis submitted to New York University, New York, 1955, 333 p.

He stated that he chose 1928 "because the Nigerian School of Medicine which was the first post-secondary institution in Nigeria, was proposed that year; although it was not established until two years later".⁹

Fafunwa also stated that he chose 1953,

(...) because it will mark the end of the first five years in which the Ibadan University College has been in operation. It is incidentally, the end of the academic year in which the first Nigerian graduates received their A.B. degrees within the territory of Nigeria at the college without going abroad or taking correspondence courses to complete or earn their degrees.¹⁰

The purpose of Fafunwa's study is identical with the present study. He was concerned with the needs of Nigeria and the role of higher education in meeting those needs. He states:

To discover whether Nigerian higher education is meeting the needs of its society, is therefore, a primary purpose of this study. Another purpose of this study is to provide a comprehensive historical perspective against which the past, the present, and the future development of higher education can be measured and be more fully understood. Yet another purpose is to discover, through analysis and comparison of facts and events, certain generalizations and conclusions which can be used in the determination of policies and practices in the future conduct of Nigerian higher education.¹¹

9 Alliu Babatunde Fafunwa, An Historical Analysis of the Development of Higher Education in Nigeria, an unpublished doctoral thesis submitted to New York University, New York, 1955, p. 12.

10 Ibid., p. 13.

11 Ibid., p. 10.

Indeed there is a common thread running through both studies. Both are primarily concerned with higher education. Both are descriptive and analytical in approach but the essential difference is that the former dealt with a dependent, colonial Nigeria whereas the present study is dealing with an independent sovereign Nigeria. The number of institutions of higher education has increased from one at the time of Fafunwa's study to five at the present time. Thus the study starts where Fafunwa's left off.

The nature of the research determines the hypothesis formulated and the method to be used in the study. Since this research is historical in nature, it follows that the approach will be historical. The hypothesis is formulated as follows: Higher education in Nigeria, historically influenced by educational, cultural, political, social and economic factors, does not meet Nigeria's current needs.

This research report is divided into four chapters. Chapter one deals with the historical background leading to independence. It reviews the Nigerian scene and the status of higher education at the end of 1953. Also the various constitutional conferences leading to Nigeria's independence on October 1, 1960, and the resulting changes with their effects on higher education development are discussed.

Chapter two deals with higher education development since independence. It describes the Ashby Commission on

Post-School Certificate and Higher Education, the development of the four universities which resulted from it and the conversion of the University College, Ibadan, to an independent University of Ibadan.

Major facts of the new National Development Plan, 1962-68, along with the Federal and Regional development programmes are treated in chapter three.

Chapter four presents an appraisal of the present state of higher education.

This study should not only extend knowledge of the history and practice of higher education in a developing country but also should stimulate Nigerian thinking in assessing these principles. The field is almost untouched. Indeed this study has raised a number of questions which call for further investigation and if it has, in so doing, opened up new frontiers of attack, the time would have been well spent.

CHAPTER I

HISTORICAL BACKGROUND LEADING TO INDEPENDENCE

On the date of Nigeria's third Independence Day, October 1, 1963, millions of Nigerians rejoiced and celebrated. This time, it was not the usual Independence Anniversary celebration, but rather another constitutional milestone, a Republic Day celebration. The country had passed through another peaceful transition, a transition from monarchy to republic. There was a striking difference between this transition and the transition from colony to independence which preceded it. Nigeria had achieved a change-over without constitutional conferences. Anyone familiar with Nigeria's evolution to independence knows only too well that it was simply an evolution of constitution-making and constitutional conferences. These led Hempstone to observe:

The march to Nigerian freedom has been accomplished at the cost of much ink and sweat, if not blood: in the last decade, there have been no less than six major constitutional conferences to work out the blueprint of nationhood. Nigeria was not administered as a single unit until 1914. In 1954, a sharp constitutional corner was turned when Nigeria became a federation, rather than a unitary state (regional assemblies had been established in 1947 and their powers extended in 1957). Self-government came to the Western and Eastern regions in 1957, and the North, which declined it in 1957, became self-governing in 1959.¹

¹ Smith Hempstone, The New Africa, London, Faber and Faber, 1961, p. 527.

Trying, disappointing, frustrating, and sometimes unnecessary as these protracted conferences might have seemed, the fact remains that the results far outweighed the failures. Perhaps Nigeria would not have arrived at that first peaceful transition if these constitutional conferences and compromises had not laid the foundation that paved the way for independence on October 1, 1960. Crowder writes:

The Federation of Nigeria which became independent on 1st October 1960 is thus a country of great diversity and complexity. But the long negotiations over the form independence should take, whilst they may have entailed compromise and disappointment, and whilst they may have exacerbated traditional antagonisms, have meant that the foundations of independent Nigeria have been solidly built. Peoples of various groups have been brought into close contact with one another, learnt about common factors as well as differences, begun to think of themselves as Nigerians rather than Hausa, Ibo and Yoruba. Indeed Nigeria, with a greater population than West and Equatorial Africa put together, is the greatest experiment in African unity yet undertaken. On its success the future of Africa may well depend. Frustrating years of constitutional negotiation and the consequent delay of independence have had their reward in the formulation of a constitution freely negotiated by Nigerians themselves, a constitution which for all its limitations can contain the various differences and tensions in the country. And though the day is not come when real unity has been achieved, the indications are that common elements in the past of the various groups of Nigeria, and the present attitude of her political leaders, will ensure the survival of the federation and that one word Nigeria chosen for this great land mass only sixty years ago is beginning to mean more to the country's inhabitants than their former ethnic designations.²

² Michael Crowder, The Story of Nigeria, London, Faber and Faber, 1962, p. 273.

Although the subject of this treatise is not constitutions nor constitution-making, it is hardly feasible to talk about independent Nigeria without encountering the match of events that led up to it. It is for this reason, therefore, that this chapter must first consider the series of events and their subsequent effects on educational development.

1. The Nigerian Scene and the Status of Higher Education at the End of 1953.

The impact of the Second World War on Nigeria's evolution to independence cannot be over-emphasized. Although it is not the purpose of this study to deal with neither the external nor the internal influences of the war on Nigeria, it is important to note that the war did bring Nigeria into world focus. During the war, Nigeria found herself not only sending soldiers to participate in the actual fighting but also producing and supplying great quantities of raw materials. Dr. Kalu Ezera states:

The Second World War indeed brought an intense internal awakening to Nigeria. When the Far East was out off by Japanese conquest, the Western world turned hungrily to Africa and in particular to Nigeria for the tropical raw materials with which to supply their factories and feed the people of the allied nations. Consequently prices soared high and production increased in all lines. The value of the import and export trade had more than doubled itself between 1939 and 1946 from £8,626,000 to £25,685,000 and from £14,151,000 to £25,838,000 respectively. There was a remarkable growth of population. The population of Nigeria had increased tremendously. Cities grew up and trade prospered. The population of Lagos grew from 100,000 in 1939 to 230,000 in 1950.³

³ Kalu Ezera, Constitutional Developments in Nigeria, London, Cambridge University Press, 1960, p. 47-48.

An important contribution of the war was the awakening influence it brought to the country through Nigerian servicemen who had served in the many sectors of the armed services overseas. After the war they returned to Nigeria with new ideas. They brought new skills and sought new standards of living. Their concepts of freedom and democracy soon spread far and wide throughout Nigeria. Helped by the local press, these new ideas were successful in moulding public opinion and in generating the motor force that propelled into existence the nationalist movement. Thus came the birth of nationalism and the nationalist press encouraged by the activities of the labour movement and in particular the formation of Nigerian trade unions, and the organization of political parties. All these had their share in accelerating the pace of constitutional reforms and Nigeria emerged as an independent country. Those constitutional advances which led to full self-government will now be described.

The first post-war constitutional reform known as the Richards Constitution of 1946 came into force on January 1, 1947. This constitution was named after its framer, Sir Arthur Richards, now Lord Milverton, who was then the Governor of Nigeria. It is significant to note that the Richards Constitution brought into existence a central Legislative Council at Lagos for the whole of Nigeria. It actually gave birth to the present regionalism in Nigeria by setting up

three Regional Houses of Assembly in Northern, Eastern, and Western Nigeria. The following may throw some light on the Constitution:

The evolution of Nigeria toward constitutional maturity was recognized in the completely new post-war Constitution of 1946 (the Richards Constitution). The Northern Provinces were for the first time included in the sphere of authority of the Legislative Council, which now legislated for the whole of Nigeria. The number of British official members was reduced by over half, and the Nigerian membership almost tripled, with twenty representatives selected from the new regional councils which were introduced for the three groups of Provinces, Northern, Eastern, and Western. In the Northern Province, there was established a House of Chiefs and a House of Assembly, in the Eastern and Western Provinces, Houses of Assembly. In the House of Assembly about half the membership was selected by Native Authorities. It was a primary function of these Houses to forge a link between the Native Authorities and the Legislative Council. Although their functions were still only advisory, the Nigerian members came to play an increasingly important part in the framing of government policy. Progress toward self-government was so rapid that a General Conference on the Constitution was called in Ibadan in 1950, and recommendations made to the Governor and the Secretary of State. The final recommendations were approved in principle in 1950, and a new Constitution was promulgated by Order in Council on June 30, 1951.⁴

Although the Richards Constitution had been framed to run for nine years, it was, however, superseded in 1951 by a new quasi-federal constitution known as the Macpherson Constitution of 1951, so called after Sir John Macpherson who had succeeded Sir Arthur Richards as Governor in 1948. This Constitution was introduced after consultations at the

⁴ Nigerian Official Publications, 1869-1959: A Guide, Compiled by Helen F. Conover, Washington, D.C., Library of Congress, 1959, p. vi.

village, district, provincial, regional and territorial levels. Under it, the central Legislative Council at Lagos was transformed into the House of Representatives which held a majority of elected members. The old central Executive Council became known as the Council of Ministers and served as the principal instrument of policy. The Regional Houses of Assembly were enlarged and Regional Executive Councils were also established as instruments of policy.

In 1953, further constitutional changes were contemplated in order to remedy the defects of the Macpherson Constitution. This led to a Constitutional Conference which opened in London on July 30, 1953, and to a subsequent conference in Lagos which was to become the most decisive constitutional advance in Nigeria's march to independence.

With respect to the status of higher education at the end of 1953, reference has been made regarding Dr. Fafunwa's work in which he dealt in great detail with Nigeria's higher education picture from 1928 to 1953. Since this study begins from the point where he left off, that is, 1953, it will be unnecessary to repeat what has already been covered. However, a brief review might help to set the stage for the present study. Fafunwa gave an exhaustive treatment of Nigeria's first institution of higher learning, the Yaba Higher College, which was formally opened in 1934 and of its successor, the University College, Ibadan, which Dr. Fafunwa

reviews up until the end of 1953. He also dealt with the two Commissions on Higher Education, the Elliot and the Asquith Commissions, the members of which were appointed by the Secretary of State for the Colonies. The Commissions were instrumental in the establishment of the University College, Ibadan, in 1948, and the Nigerian College of Arts, Science and Technology in 1952. This latter college, which became Nigeria's second higher educational institution, was formally opened in 1953 with branches at Zaria in Northern Nigeria, Enugu in Eastern Nigeria, and Ibadan in Western Nigeria. Since higher education in Nigeria at this period was represented by these two institutions only, the status of higher education at the end of 1953, therefore, would give the picture of the general status of higher education during the period under discussion.

The end of 1953 marked the first quinquennium of the University College, Ibadan. At this time there were seventy-four⁵ members of the academic staff and 407⁶ students at the university, eighteen of whom were women. There were four faculties; namely, Arts, Science, Agriculture and Medicine. There were forty-nine⁷ medical students from the college

⁵ Report on Nigeria for the Year 1953, Colonial Office, London, H.M.S.O., 1955, p. 67.

⁶ Ibid., p. 67.

⁷ Ibid., p. 67.

who were completing their clinical work at the different medical schools in the United Kingdom. The following report states:

(...) through the Department of Extra-Mural Studies with its nine tutors the college gave instruction to thousands beyond its walls. The results of the examinations of the University of London taken under the scheme of special relationship between the college and London University in June, 1953, were excellent: 18 students passed in the final B.A. (General), 13 in B.Sc., 21 in the Intermediate Arts and 70 in the Intermediate Sciences, 11 passed in B.Sc. (agriculture) and one candidate completed the Part II. Eighty per cent of the students who took their examinations for the first time were successful. The college produced its first graduates and for the first time a Northern Nigerian was among the new graduates.⁸

At the end of 1953, there were 134⁹ students at the Zaria branch of the Nigerian College of Arts, Science and Technology, of whom twenty-three were women.¹⁰ There were twenty members¹¹ on the teaching staff at Ibadan and eight¹² at Zaria. According to the basic policy of the college, the following courses were to be provided:

p. 67. ⁸ Report on Nigeria for the Year 1953, Op. Cit.,

⁹ Ibid., p. 67.

¹⁰ Ibid., p. 67.

¹¹ Ibid., p. 67.

¹² Ibid., p. 67.

1. General Certificate of Education (Advanced Level) in Arts and Science. 2. Courses for those already in service who are considered to be worthy of further training for advancement but who lack the necessary educational background. 3. Full professional courses approved by the professional institutions and leading to examination of those institutions or an exempting examination. Entry to these courses will be limited to those educationally qualified for advancing to full professional status. So far professional training was proposed for, among others, civil, mechanical, electrical and mining engineers, architects, land surveyors, pharmacists, secretaries, accountants, and specialist teachers.¹³

Although both the University College, Ibadan, and the Nigerian College of Arts, Science and Technology had made remarkable progress in their own right, the plight of higher education at the end of 1953 can only be described as pitiful, that is as far as the country's needs were concerned. The only degree-granting institution (the degree being that of the University of London, of course) had just completed its fifth year of existence with its first group of forty-three graduates. The college was still housed in its temporary quarters in a military hospital while permanent buildings were being constructed at its new site.

The other higher educational institution serving the country other than the University College, had just opened. Besides, only one of the three branches; namely, the Zaria branch, had been opened to students. The Ibadan and the

¹³ Report on Nigeria for the Year 1954, Colonial Office, London, H.M.S.O., 1958, p. 401.

Enugu branches did not officially open until February 1954 and October 1955, respectively. Thus, considering these two institutions, there were less than seven hundred Nigerians throughout the country who were receiving higher education at the end of 1953. Commenting on this situation, Dr. Fafunwa states:

The only four-year college in Nigeria, the Ibadan University College, is, at best, a tutorial college which prepares its 400 students for the London University examination. The Nigerian College of Arts, Science and Technology is, at best, a junior college and at its worst a superior high school. At present its planners are yet to make up their minds as to what its functions and curriculum will be.¹⁴

A point worthy of note here is that whereas there were less than seven hundred Nigerians enrolled in higher educational institutions at home at the end of 1953, more than two thousand¹⁵ Nigerians were enrolled in higher educational institutions overseas, mainly in the United Kingdom and the United States. For example, an estimated 2,082 Nigerians were studying in the United Kingdom while the actual number in the United States was 276. Another state of affairs that might be surprising to observers was the high cost per student per academic year

14 A.B. Fafunwa, An Historical Analysis of the Development of Higher Education in Nigeria, unpublished Ph.D. thesis, New York University, 1955, p. 319-320.

15 Report on Nigeria for the Year 1953, Op. Cit., p. 67.

was about £1,000 (about \$2,200). Considering the country's standard of living, this obviously was higher than the cost per student in the United Kingdom or in the United States. That the University College, Ibadan, was one of the most luxurious, most expensive and highly staffed institution of its kind anywhere in the world is a well-known fact. For example, the student-staff ratio in 1953 was four to one.

Dr. Fafunwa states:

Ibadan is one of the most highly staffed institutions of its kind anywhere. The student-faculty ratio in 1948 was 8:1; in 1949, 5:1; in 1951-52, 5:1; in 1953, 4:1; the ratio was much smaller when broken down into departments or faculties. Of the 72 instructors in 1949-50, third held doctoral diplomas; in 1950-51, 33 out of 61 held doctoral degrees; in 1952-53, 38 out of 81 held doctoral diplomas. From 1948 to 1954, 90% of the faculty were non-African, while the few African staff members during the same period received lower wages (...).¹⁶

2. The Federal Constitution of October 1, 1954; the London Constitutional Conferences of 1957 and 1958 and the Birth of Independence on October 1, 1960.

As a result of the Constitutional Conference resumed in Lagos in February 1954, the present Federation of Nigeria consisting of the Northern Region, the Eastern Region, the Western Region,¹⁷ the Federal Territory of Lagos and the

¹⁶ Fafunwa, *Op. Cit.*, p. 310.

¹⁷ A new Region, known as the Mid-West Region, was created (in May 1963) from the existing Western Region. Since this fourth Region is not as yet constituted, this report is confined to a treatment of the three existing Regions of Nigeria; namely, the Northern, Eastern, and Western Regions.

Southern Cameroons¹⁸ was established on October 1, 1954. Under this new Constitution, the Office of Governor-General¹⁹ of the Federation of Nigeria was created. The Lieutenant-Governors in the Regions became known as Governors, each having the power to appoint as Premier the leader of the party with the majority in the Regional Legislature. The office of Commissioner was created for the Southern Cameroons. The Federal House of Representatives was composed of a Speaker, three ex-officio members and 184 representative members drawn as follows: 92 from the Northern Region, 42 from each of the Eastern and the Western Regions, 2 from the Federal Territory of Lagos and 6 from the Southern Cameroons. Without going into a detailed discussion of this Constitution, it would suffice to say that the new Constitution did set the stage for independence. The allocation of specific powers to the Federal and the Regional Governments, the promise to grant full self-government to any Region desiring it by 1956, and the provision made for further review of the Constitution in 1956, could be claimed as a major constitutional advance.

¹⁸ Southern Cameroons has since been incorporated into the Republic of Cameroon (October 1961) and from that date ceased to be administered as part of the Federation of Nigeria.

¹⁹ The new Republican Constitution which came into effect on October 1, 1963, replaced this office with that of the President of the Federal Republic of Nigeria.

Thus, for the first time in the history of Nigeria under this new Constitution federal elections were held all over the country in 1954. From these first country-wide elections emerged Nigeria's first coalition government in the Federal Legislature at Lagos. Thus with a Central Legislature and a Council of Ministers for the whole of Nigeria, and separate Legislatures and Executive Councils in each of the three Regions and the Southern Cameroons, a new chapter in Nigeria's progress to constitutional independence had been turned. Other chapters were to follow, one after the other.

A further step towards independence was taken at the Constitutional Conference held in London from May 23 to June 26, 1957. This was attended by delegates from all three Regions and the Southern Cameroons. As a result of this Conference, the Eastern and the Western Regions of Nigeria were granted internal self-government on August 6 of that same year. The office of Federal Prime Minister was also created. However, there remained more to be done, further steps had to be taken, before Nigeria could look forward to her independence.

One of these steps was taken when the Conference was held in London from September 29 to October 27, 1958. This was the fourth Constitutional Conference in eight years in which Nigeria had participated during her march to independence. As a result of this Conference, the Northern Region

of Nigeria was to be granted internal self-government in March 1959, like the other two Regions which gained theirs in 1957. The Government of the United Kingdom also agreed to introduce a Bill in Parliament to enable Nigeria to become a fully independent country on October 1, 1960, if the Nigerian Parliament, to be elected at the end of 1959, passed a resolution early in 1960 asking for independence.

In March 1959, one of the decisions of the 1958 Conference was implemented by the granting of internal self-government to Northern Nigeria. In December 1959, elections to the new House of Representatives were held and, as no single party obtained an absolute majority, a Coalition Government was formed between the Northern People's Congress (NPC) and the National Council of Nigeria and the Cameroons (NCNC, now known as the National Council of Nigerian Citizens). The former, the NPC, won the largest number of seats in the election while the latter, the NCNC, became the second largest party in the new House of Representatives. The third party, known as the Action Group (AG), became the opposition party in the Federal House of Representatives. It was this new Coalition Government that led Nigeria to independence on October 1, 1960, after fourteen years of constitutional deliberation and sixty years of British rule.

As a result of the unanimous resolution passed by the Federal Legislature at its first meeting in January 1960,

Nigeria's long-awaited independence (on October 1, 1960) had almost become a reality except for one more step. That final step was taken in London from May 10 to May 19, 1960. Talks "on outstanding matters connected with the advent of Nigerian independence on October 1, 1960"²⁰ were held between Nigerian leaders and the Government of the United Kingdom. Agreement was reached on all points including a draft of the Independence Constitution for the Federation of Nigeria. Speaking on Nigeria's demand for independence, the Secretary of State for the Colonies stated:

In paragraph 84 of the Report of the 1958 Conference one condition and only one, was specified for the grant of independence to Nigeria and that was that the newly elected Federal Parliament early in 1960 should pass a resolution asking for independence. That resolution was duly passed.²¹

Without any further delay, therefore, Nigeria was granted independence on October 1, 1960, and became a full member of the British Commonwealth. Thus the United Kingdom Government had met its commitment which was made at the 1958 Constitutional Conference. Accordingly:

²⁰ Nigeria Constitutional Discussions, May 1960, (Held in London), London, Her Majesty's Stationery Office, Cmd. 1063, p. 3.

²¹ Ibid., p. 4.

Her Majesty's Government, in pursuance of the undertaking previously given, introduced the required Bill in Parliament. The Nigerian (Constitution) Order in Council, 1960, was passed on 12th September, 1960. This Order came into effect on the 1st October, 1960, and Nigeria became an independent and sovereign nation with effect from that date.

(...) The former British Cameroons, a United Nations Trust Territory, comprising the Northern and Southern Cameroons, was administered by Her Majesty's Government as an integral part of Nigeria, the Northern Cameroons forming part of the Northern region and the Southern Cameroons having a separate administration within the Federation of Nigeria.²²

3. The Consequent Political, Economic and Social Changes and Their Effects on Higher Education.

Having accomplished her political evolution, Nigeria entered a period of economic and social evolution. The constitutional evolution had been a kind of school from which Nigerian leaders had graduated and were therefore not unmindful of their responsibilities in consolidating their hard won independence.

One of the central problems had been and still is, how to forge and preserve national unity while at the same time respecting regional autonomy and ethnic differences. While this is not a discussion of the merits and demerits of federalism, it would seem quite reasonable to admit that Nigeria had inherited a regional hegemony. The Regions

²² Handbook of Commerce and Industry in Nigeria, Lagos, Federal Ministry of Information, 1962, p. 5.

looked upon themselves as more autonomous than the Federal, due to the fact that they had self-government before the Federal Government. It was a kind of "we-are-more-senior-than - thou" sort of attitude. Fortunately, however, the Federal Government retained the functions essential for preserving national unity.

The division of powers which was carefully worked out at the Constitutional Conferences has enabled the Federal Government to enjoy both exclusive and concurrent rights. In the former case, the Federal Government has the exclusive right to legislate, while in the latter case, the right to legislate belongs to both the Federal and Regional Governments.

The most important of the subjects in respect to which the Federal Government was given exclusive power to make laws ranged from external affairs to the maintenance of roads, as the following illustrates:

The exclusive authority of the Federation extends to all matters in respect of which the federal legislature has power to make laws. Certain subjects, for example, external affairs, aviation, central banking and supervision of banks and banking generally, census, customs, defence, maritime shipping, mines and minerals, posts and telegraphs, trunk roads and railways, are exclusively matters for the federal legislature. On subjects set out in a 'Concurrent List', including public order, labour relations and welfare, higher education, scientific and industrial research, electricity, gas and water power and industrial development, both the federal and regional legislatures have power to make laws. Federal law prevails in case of conflict. Residual powers lie with the Regions.²³

One of the outcomes of the constitutional developments was the change in the status of Lagos. Previously, Lagos had been an integral part of the Western Region but was separated from it to become the independent Federal Territory of Lagos as well as Nigeria's capital. For this reason, education in Lagos became the responsibility of the Federal Government while the Regional Governments retained responsibility for education in their respective Regions. Higher education, being on the "Concurrent Legislative List",²⁴ became the responsibility of both the Federal and Regional Governments, except in Lagos where the Federal Government has the sole responsibility for higher education, as well as over designated Federal institutions. A Federal Government report states:

²³ The Federation of Nigeria, London, Central Office of Information, No. R. 3904, July 1958, p. 12.

²⁴ These are listed in Appendix 1, p. 202.

Since 1954, health and educational matters have been the responsibility of the Regional Governments, the Federal Government retaining responsibility for these matters in Lagos and for those institutions of higher learning which have territorial significance.²⁵

It should not be assumed here though that the new political scene had settled all Nigeria's problems. There were a number of stresses and strains. There was much inter-regional rivalry and a number of agitations. In all three Regions, there were demands from the minority groups for the creation of new states. Indeed, each Region was faced with a separatist movement which was out to split the existing Region. Without going into a discussion on the issues or the methods used to resolve these internal stresses and strains, we must note that the effects they had on regional priorities and development programmes were quite significant. For example, the steps taken by all three Regions in launching their development plans and the move to found universities in their respective Regions, may be claimed as direct results of these inter-regional rivalries and separatist tendencies. More will be said about this in the appropriate chapters.

One thing that should be borne in mind is that the search for national as well as regional unity did not halt the march

²⁵ Nigeria, October 1960, Lagos, Federal Information Service, p. 147.

towards economic and social freedom. If the political changes were rapid, both the economic and social changes were equally so. Even before independence, the country had made tremendous advance in this field. One of the first and most important developments in the economic and social field was the launching of the Ten-Year Development Plan, 1946-56, in 1946, which received assistance from the Colonial Development and Welfare Funds. The plan was estimated to cost some £55 million²⁶ (approximately \$154 million) of which about £23 million²⁷ (approximately \$64 million) was to be drawn from the Colonial Development and Welfare Funds. Between 1947 and 1949, four Marketing Boards were established to handle the marketing of Nigerian products and to ensure price stability. In 1950, the statutory Electricity Corporation of Nigeria was established as the sole authority controlling the generating, distribution and development of public electricity throughout Nigeria. In fact, as the constitutional reforms were taking place, the economic and social reforms were taking place with them.

Between 1950-51 and 1956-57, the national income of Nigeria had increased at the rate of about four per cent per

²⁶ Nigeria: The Making of a Nation, London, British Information Services, June 1960, p. 15.

²⁷ Ibid., p. 15.

annum and amounted to about £812 million²⁸ (approximately \$2,274 million) in 1957. A Fiscal Commission was appointed after the 1957 London Constitutional Conference to review revenue allocation between the Federal and Regional Governments. An interesting aspect of these economic and social changes was the seeming increase in their tempo between 1957 and 1959. For example, in 1957, the former Nigerian Broadcasting Service was replaced by the establishment of the present Nigerian Broadcasting Corporation. During the same year there were 819²⁹ medical doctors in practice in Nigeria as compared with about 500 in 1947. Of these 819, 353³⁰ were in government service. In the same year, 1957, Nigeria exported some five per cent of the world's tin and seventy-five per cent of the world's production of columbite. In 1958, the Nigerian Airways, a private corporation in which the Federal Government holds fifty-one per cent of the shares, took over the operation of internal public air services from the former West African Airways Corporation. In the same year, the Nigerian Navy was formally created and became known as the Royal Nigerian Navy in October 1959. Also in 1959, the Nigerian National Line was set up to

28 Nigeria: The Making of a Nation, Op. Cit., p. 40.

29 Ibid., p. 25.

30 Ibid., p. 25.

carry Nigeria's foreign trade. Until that year, all ships engaged in Nigeria's trade with the outside world were foreign-owned. The export of Nigerian oil began in 1959, and in that year alone some 350,000 tons³¹ of oil worth about £2.7 million³² (approximately \$7.6 million), were exported.

An Economic Survey of Nigeria was undertaken in 1959 under the direction of the National Economic Council of which the Governor-General (now the President) of the Federation of Nigeria is Chairman. The object of the Survey was "to show the present position and outlook of the national economy and to survey developments in the economy since the end of the War".³³ It states:

The Survey seeks to depict the most important facets of Nigeria's economy, to describe changes in the economy since the end of the War and to indicate the further developments which may be expected in the next few years.³⁴

It should be noted that of all the demands on higher education arising from these political, economic and social changes, none was as great and urgent as the demand for trained manpower. The different phases of development called for an increasing number of Nigerian graduates, administrators, scientists, technicians, and indeed, professionals of

31 Nigeria: The Making of a Nation, Op. Cit., p. 46.

32 Ibid., p. 46.

33 Economic Survey of Nigeria 1959, Lagos, Federal Government Printer, 1959, p. 3.

34 Ibid., p. 3.

all classes. These were not only needed to man the new posts, but also to replace the British advisers and civil servants who could not stay after independence. As Dr. Adams of the Education and Training Division in the International Cooperation Administration Office in Lagos, Nigeria, observed:

Trained people are needed not only for Government positions but for private commercial and industrial enterprises. People are needed to execute economic development plans, to extend social services as required by a modern state and as demanded by an awakening population, to provide adequate representation abroad in diplomacy, for economic affairs and for contributions to world leadership.³⁵

One of the major policies pursued by the governments, both Federal and Regional, to meet the personnel problems was to speed up the recommendations of the Nigerianization Commission of 1948.

This Commission had recommended among other things that no non-Nigerian should be recruited for a position which could be filled by a suitable and qualified Nigerian. It also recommended that 385 scholarship grants be made for the purpose of training Nigerians to fill responsible posts. The extent to which the Nigerianization policy was followed at this time can be seen from the following account:

³⁵ Samuel C. Adams, "Nigeria: Where Education Has Not Kept Pace with Politics", Africa: Its Educational Problems and Promises, Phi Delta Kappan, Vol. XLI, No. 4, January 1960, p. 163.

As of January, 1959, in the federal public service alone there were 4,607 senior posts, of which 1,853 were filled by Nigerian officers. There were 1,170 vacancies, plus 1,533 posts filled by overseas officers. While it was estimated in 1956 that to Nigerianize the federal service would require 1,900 Nigerians to be trained, the corresponding figure by 1958 of vacancies plus posts held by overseas officers was 2,761, despite the fact that the number of Nigerians in senior posts trebled. The number of overseas officers remained virtually unchanged, but the number of vacancies more than doubled. More especially, in 1956 there were 2,450 senior posts, 550 of which were filled by Nigerian officers and 1,350 by overseas officers. There were 650 vacancies. By 1958, there were 4,568 senior posts, 1,770 Nigerian officers, and 1,500 overseas officers. Vacancies had risen to 1,261.³⁶

The priority which all of these developments placed on higher education was reflected by the considerable expansion in educational facilities which followed. For example, the estimated expenditure on education by both the Federal and Regional Governments in the planning period, 1955-60, amounted to some £84 million³⁷ (approximately \$236 million); an annual average of about £16.8 million³⁸ (approximately \$47 million). While the amount spent in 1938-39 was only £338,000³⁹ (approximately \$946,000), the amount spent

³⁶ Adams, Op. Cit., p. 162-163.

³⁷ "The Federation of Nigeria: Some Recent Developments", in Commonwealth Survey, Vol. 4, No. 8, London, Reference Division, April 1958, p. 388.

³⁸ Ibid., p. 388.

³⁹ Ibid., p. 388.

in 1956 alone was nearly £14.9 million⁴⁰ (approximately \$42 million).

In terms of actual financing of the University College, Ibadan, the following grants-in-aid were made annually by the Federal Government: in 1954-55, £320,000⁴¹ (approximately \$896,000); 1955-56, £372,600⁴² (approximately \$1,043,060); and in 1956-57, £420,600⁴³ (approximately \$1,177,638). The college was able to move into its 3½ square mile permanent site during the 1954-55 year and a vast expansion of facilities took place. The Institute of Education opened in 1954 with its first group of thirty⁴⁴ students to meet the long-felt need of teacher education within a university faculty. The Institute of Administration opened at Zaria in the same year for the training of young administrators. In the same year, the University College Teaching Hospital which was built and equipped by the Federal Government at a cost of over £4½ million⁴⁵ (approximately \$12.6 million) was founded.

40 "The Federation of Nigeria: Some Recent Developments", Op. Cit., p. 388.

41 E.I. Oliver, Nigeria: Economic and Commercial Conditions, London, H.M.S.O., October 1957, p. 175.

42 Ibid., p. 175.

43 Ibid., p. 175.

44 Federal Nigeria: Annual Report 1957, Lagos, Federal Government Printer, 1961, p. 123.

45 Ibid., p. 124.

The following year the Kano Medical School with a five-year training course for assistant medical officers, was founded and, on November 20, 1957, Her Royal Highness, the Princess Royal, performed the opening ceremony of the £4½ million University College Teaching Hospital. In October, the hospital was recognized by the University of London for the award of London medical degrees. Thus, for the first time in the history of Nigeria, Nigerians could complete their medical training and receive London medical degrees from Nigeria. Previously, medical students from the University College, Ibadan, had proceeded to the United Kingdom to complete their clinical studies. The same year the School of Nursing moved from its temporary accommodation to the new building at the new hospital site. There were 141 students⁴⁶ receiving training at the school. It was during the same year that the Nigerian Institute of Social and Economic Research was founded to succeed the West African Institute of Social and Economic Research.

In order to meet the increasing demand for scientists, the Federal Government established an Emergency Science Training School in Lagos with the objective of producing annually at least one hundred qualified candidates for direct entrance into universities. According to a Triennial Report:

⁴⁶ Federal Nigeria: Annual Report 1957, Op. Cit., p. 124.

During 1957 officers of the Ministry and of the Department planned, built, staffed and equipped, on behalf of the Nigerianization Office, a Centre where 200 Nigerians are receiving intensive coaching in Science Subjects at the Advanced Level of the General Certificate of Education so as to qualify for university entrance and, having qualified, return to fill vacancies in different branches of the Federal Public Service.⁴⁷

There was a substantial increase in the number of students receiving higher education. In 1957 alone, there were 564 students⁴⁸ at the University College, Ibadan, compared with 514 students⁴⁹ in the previous academic year. In the same year, there were 704 students⁵⁰ in all branches of the Nigerian College of Arts, Science and Technology, and 71 members of the teaching staff compared with 162 students in the 1954-55 academic year.

It is significant to note that these developments were remarkable in terms of the number of Nigerians going abroad for higher education and the number studying at home. For example, in 1959, some 13,016 Nigerians were pursuing higher education in the United Kingdom alone, while 231 were in North America (see Tables I and II). The demand to

⁴⁷ Triennial Survey of the Work of the Federal Department of Education for the Years 1955-57, Lagos, Federal Government Printer, 1959, p. 18.

⁴⁸ Federal Nigeria: Annual Report 1957, Op. Cit., p. 122.

⁴⁹ Ibid., p. 122-123.

⁵⁰ Ibid., p. 124.

Table I.-

Nigerian Students Enrolled in Educational Institutions
(by Regions) in the United Kingdom and Ireland Since 1956.^a

Year	Northern Region	Eastern Region	Western Region	Federal	Total
1956-57	-	1,977	-	3,629	5,606
1957-58	101	2,477	2,477	4,698	9,753
1958-59	123	3,604	3,351	5,938	13,016
1959-60	189	5,374	5,365	7,564	18,492
1960-61	220	-	5,628	9,612	15,460
1961-62	348	6,558	7,872	13,730	28,508
1962-63	517	4,992	5,784	16,433	27,726
1963-64 ^b					

^a Statistics from the Nigerian High Commissioner
(Education Section) in London, England, January 8, 1964.

^b Figures not available.

Table II.-

Nigerian Students Enrolled in Colleges and Universities
of the United States and Canada Since 1953.^a

Year	U.S.A.	Canada	Total
1953-54	276	-	276
1954-55	268	45	313
1955-56	226	53	279
1956-57	222	44	266
1957-58	192	34	226
1958-59	209	22	231
1959-60	258	25	283
1960-61	343	49	392
1961-62	552	82	634
1962-63	813	-	813
1963-64 ^b			

^a Information supplied by the Institute of International Education, New York, December 17, 1963, and the Dominion Bureau of Statistics, Ottawa, Canada, January 6, 1964.

^b Figures not available.

provide higher education facilities at home so that more Nigerians could be trained at home was so great that both the University College, Ibadan, and the Nigerian College of Arts, Science and Technology felt the pressure more than ever before. For instance, the declared policy of the University College during the five year period, 1957-62, was "the development of a comparatively small University College into a comparatively large institution which in due course can seek to be established as an autonomous university".⁵¹

In 1957, the engineering department of the Nigerian College of Arts, Science and Technology became the faculty of engineering of the University College, Ibadan, and was admitted into special relationship with the University of London. There were 684 students at the college (in all three branches) in 1957, and 873 in the following academic year, 1958-59. There were 980 students and 170 members on the academic staff⁵² at the University College in 1958, as compared with 104 students and 12 members on the academic staff in 1948. Another significant aspect of the rapid rate of students' growth worthy of note was the proportion of women receiving higher education at the local institutions at

⁵¹ Report of Visitation to University College, Ibadan, January, 1961, Ibadan, Ibadan University Press, 1961, p. 18.

⁵² Figure does not include administrative and technical staff.

this period. For example, whereas only eighteen out of the 704 students at the University College in 1953 were women, 77 out of the 1,114 students at the college in 1959-60 academic year were women.

The increase in the expenditure of the college is also worthy of note. In the period under discussion, the annual recurrent expenditure of the college was estimated at about £1 million⁵³ (approximately \$2.8 million) while it enjoyed a substantial endowment fund, including more than £1,175,000⁵⁴ (approximately \$3,290,000) from the Nigerian Cocoa Marketing Board.

In the academic year, 1959-60, the number of students at the Nigerian College of Arts, Science and Technology rose from 704 in 1957 to 1,125, distributed as follows:⁵⁵

Zaria branch: 425

Ibadan branch: 425

Enugu branch: 275

The number on the teaching staff also increased from seventy-one in 1957 to 132 in the 1959-60 academic year.

⁵³ University Education in the United Kingdom Dependencies, United Kingdom Information Service, Canada, No. R.4601, June 1960, p. 5.

⁵⁴ Ibid., p. 5.

⁵⁵ Higher Technical Education in the United Kingdom Dependencies, United Kingdom Information Service, Canada, No. R.4602, July 1960, p. 5.

Another significant development worthy of note with respect to the progress at the University College, Ibadan, at this period, was the number of students receiving the degrees of the University of London under the scheme of special relationship. Whereas in 1953, a total of forty-three students were awarded the bachelor's degrees of London, in 1959, however, it awarded a total of ninety-nine London degrees distributed as follows:⁵⁶

Bachelor of Science degrees:	35
Bachelor of Arts degrees:	63
Master of Arts degrees:	1
Total	99

4. Summary.

This chapter briefly reviewed the political developments which led to the birth of an independent Nigeria. These developments, though marked by long and weary constitutional processes and which were in some cases disappointing and frustrating in nature, were nevertheless destined to usher in a new era in which Nigerians of all tribes, tongues and creeds could play a greater and more vital role in educational, economic, social and cultural developments.

⁵⁶ The University College, Ibadan, Calendar 1959-60, Ibadan University Press, 1959, p. 90-93.

At the end of 1953, Nigerian higher education was still in an embryonic stage. The only institution of higher learning, the University College, Ibadan, was then five years old and could boast of only 407 students, eighteen of whom were women. The other higher educational institution, the Nigerian College of Arts, Science and Technology with branches at Zaria, Enugu and Ibadan, was no more than a junior college. On the whole, fewer than seven hundred Nigerians throughout the country were receiving higher education at the end of 1953.

However, with the rapid political, economic and social changes which had ensued, there came a rapid change in educational development with the result that by 1959-60 academic year, there were 1,114 students at the University College, Ibadan, seventy-seven of whom were women. In the same year, the number of students in all three branches of the Nigerian College of Arts, Science and Technology had risen to 1,125. There was also a substantial increase in the number of students at the University College, Ibadan, receiving the degrees of the University of London. Whereas in 1953, only forty-three received the bachelor's degrees of London, in 1959, however, a total of ninety-nine London degrees were awarded by the college.

In spite of all these developments, of course, the fact still remained that prior to independence, Nigeria,

a nation of some forty million people, could boast of only one university, in fact a university college which was tied to the apron strings of a foreign university. Today, however, an independent Nigeria has five independent national universities. It is a remarkable development and indeed a remarkable story.

How this development came about is the topic of the next chapter which will discuss higher education development since independence.

CHAPTER II

HIGHER EDUCATION DEVELOPMENT SINCE INDEPENDENCE

This chapter is concerned with the development of higher education since Nigeria's independence. Emphasis will be placed on the Ashby Commission on post-school certificate and higher education and on the subsequent establishment of the University of Nigeria, the University of Ife, the Ahmadu Bello University, the University of Lagos and the elevation to full university status of the University College, Ibadan.

The year 1960 has been called Africa's year of destiny for it was during this year that the majority of African States became independent. For example, in addition to Nigeria, over twelve other African States gained their independence in 1960.

It is also the year that marks the beginning of what the United Nations calls the Development Decade, a term which describes the launching of its international effort to help the underdeveloped countries help themselves.

During this period the development of the underdeveloped areas of the world, particularly Africa, has assumed greater priority than ever before and the role of UNESCO in taking the lead in the educational development of these newly independent African States cannot be

underestimated. Thus in Africa's decade of the 1960's the recognition of education, especially higher education, as a prerequisite to national development is indeed being reflected in the size of educational planning that these emerging states are pioneering.

The reason for this kind of educational revolution is, of course, obvious from the point of view of the great manpower needs of these States, as the following clearly illustrates:

The universities are the principal sources from which developing countries obtain their leaders, not only in political and social life but also in the sciences, in technology, and in teaching. The quality of the leadership and the scientific standards prevailing in a country are determined by its universities. An endeavour must be made to render higher education increasingly accessible to all who have the requisite ability and aptitude for it.¹

A brief mention may be made here of some of the recent UNESCO conferences dealing with the independent African States' educational development. One of these conferences, known as the Conference of African States on the Development of Education in Africa, was held in Addis Ababa, the capital of Ethiopia, from May 15 to May 25, 1961. This conference set a minimum goal of two per cent by 1980 in the higher

¹ UNESCO, "UNESCO's Contribution to the United Nations Development Decade", in UNESCO Chronicle, Vol. 9, No. 2, issue of February 1963, p. 48.

education enrolment throughout Africa. The present percentage enrolment is only 0.2 per cent.

Another meeting known as the Conference of Ministers of Education of African Countries Participating in the Implementation of the Addis Ababa Plan was held in Paris from March 26 to March 30, 1962.

In September of the same year, another Conference on the Development of Higher Education in Africa, was held at Tananarive in the Malagasy Republic. This conference is commonly referred to as the Tananarive Conference and has commanded some world-wide attention.

In addition to all this, a number of plans for educational development is being pursued by many independent African States. Reflecting this trend, Sir Alexander Carr-Saunders writes:

There is probably not a country in Africa today that does not have an ambitious ten- or twenty-year plan for economic and social development. The essential ingredient needed for the success of all these programs is man-power: man-power conceived of not merely as warm bodies but as educated minds. Consequently the African nations are making extraordinary efforts and painful sacrifices to multiply many times their current educational facilities, to teach all of their children at least to read and write, to send increasing numbers of them on through secondary school, and to send the brightest of them into universities from whence they may emerge as the political, economic, and technological leaders of these countries. Large proportions of Africa's all too meager financial resources are being poured into this effort. Doctors, engineers, managers, agricultural experts are need now.²

² "Staffing African Universities", in Carnegie Corporation of New York Quarterly, Vol. 11, No. 2, issue of April 1963, p. 1.

It is against this background, therefore, that higher education development in Nigeria since independence has to be viewed.

It should be pointed out here that the Constitution of Nigeria provides under the Legislative Lists³ (1) an Exclusive List and (2) a Concurrent List.

With respect to the first, the Federal Government is given exclusive power to legislate over certain matters whereas in the second, both the Federal and the Regional Governments have parallel responsibilities to legislate.

Higher education is placed on both Lists. This means, of course, that both the Federal and the Regional Governments have parallel responsibilities for higher education and hence educational development is not only a federal matter. It is a regional matter as well. Thus in the discussion of higher education it is necessary to bear in mind the fact that two types of institutions are concerned; namely, those under the sponsorship of the Federal Government and those under the sponsorship of the Regional Governments.

For an understanding of this development, the following sequential order is followed: Section one will deal with the Ashby Commission on Post-School Certificate and Higher Education. Section two will deal with the Development of the University of Nigeria at Nsukka in the Eastern Region. Section three will describe the development of the University of Ife in the Western Region. Section four will deal with the development of the

³ Details in Appendix 1, p. 202.

Ahmadu Bello University at Zaria in the Northern Region. The development of the University of Lagos in the Federal Territory of Lagos will be discussed in Section five and, in Section six, the conversion of the University College, Ibadan, to an independent University of Ibadan will be examined. Section seven presents the Summary.

1. The Ashby Commission on Post-School Certificate and Higher Education.⁴

The first major step towards higher education development in an independent Nigeria was taken by the Federal Government in appointing the now famed Ashby Commission. The Commission was the first of its kind, in a newly independent African State,⁵ to be appointed to survey the manpower needs and resources of a country over the next two decades. The Commission's forecast of the entire educational needs of Nigeria up to 1980, coupled with the fact that higher educational development in Nigeria since independence is solely based on the Commission's Report, has made it a valuable guide as far as this study is concerned.

⁴ Details on the composition and terms of reference are contained in Appendix 2, p. 204-207.

⁵ The Government of Ghana appointed a similar commission later. Its report, entitled Survey of High-Level Manpower in Ghana, 1960, was published in 1961, (the Hollander and Loken Report).

The following is a brief description of the Ashby Commission:

In March, 1959, the Federal Minister of Education, after consultation with the three Regional Governments, appointed a Commission consisting of Nigerian, United States and British members, under the chairmanship of Sir Eric Ashby to conduct an investigation into Nigeria's needs in the field of Post-School Certificate and Higher Education over the next twenty years. The Commission's services were given free and their expenses were defrayed by a grant from the Carnegie Corporation of New York. The Commission's Report entitled "Investment in Education" was presented in September 1960, and has been published. It at once commanded world-wide attention.⁶

Many of the findings, the recommendations and several other details of the Commission are outside the scope of this study and have therefore been omitted. Only those aspects which have direct bearing on the development of higher education or university education are included here as well as some of the main highlights, their significance, two of the comments from scholars and some of the recommendations as accepted by the Federal Government with certain amendments.

It could be stated quite simply that the Commission adopted a threefold approach to the problem it was appointed to investigate.

⁶ Educational Development 1961-70, Federation of Nigeria, Sessional Paper No. 3 of 1961, Lagos Federal Printing Division, 1961, p. 1.

First, it arrived at a conception of Nigeria in 1980 as a nation of fifty million people. It had this to say:

To approach our task, therefore, we have to think of Nigeria in 1980: a nation of some 50 million people with industries, oil, and a well-developed agriculture; intimately associated with other free African countries on either side of its borders; a voice to be listened to in the Christian and the Moslem world; with its traditions in art preserved and fostered and with the beginnings of its own literature; a nation which is taking its place in a technological civilization, with its own airways, its organs of mass-communication, its research institutes.⁷

Secondly, Professor F. Harbison of Princeton University made estimates of Nigeria's needs for high-level manpower by 1970. The estimates run as follows:

⁷ Investment in Education: The Report of the Commission on Post-School Certificate and Higher Education in Nigeria, Lagos, The Federal Government Printer, 1960, p. 3.

The 10-year requirement for senior personnel is over 30,000 persons compared with about 15,000, the present total in Nigeria. The 10-year requirement for intermediate personnel is nearly 54,000 persons compared with a present level of about 15,000. The total manpower target is close to 85,000 persons for the next ten years. The present number of persons in the high-level manpower category (both senior and intermediate) is about 30,000. This is less than one-tenth-of-one per cent of the population.

(...) A requirement of 20,000 university graduates from 1960-70 would mean an annual output of 2,000 graduates a year. At present, fewer than 300 per year are being turned out in universities within the Federation. Possibly four times that number, or 800 per year, may be returning from abroad with university degrees. The existing shortfall may be at least 1,000 per year. This shortfall is even more serious for non-graduates. If it is assumed that the 10-year requirement for persons with intermediate education is nearly 55,000, the annual requirement is 5,500. It is doubtful whether the total number of new persons with two or three years' education beyond the School Certificate level exceed 1,500 per year from Nigeria and abroad, including those who go on to university level education. Moreover, the training received by this small number in most cases is not of the kind most suitable for the country's economic and political development.*

* In any forthcoming manpower development programme, there should be an inventory of all persons with education beyond the School Certificate level.⁸

Thirdly, the Commission made a critical appraisal of the present facilities of the educational system. With regards to post-secondary education, the present facilities were found to be as follows:

⁸ Investment in Education, Op. Cit., p. 60-64.

Although the quantity of higher education at present available in Nigeria is insufficient, the quality is beyond reproach. By entering into special relationship with the University of London, both University College, Ibadan, and the Engineering Department of the Nigerian College of Arts, Science and Technology have guaranteed for themselves standards of academic attainment as high as any in the Commonwealth. These high standards have attracted to the teaching staff scholars who would adorn the faculty of any British or American university and who, in addition, are deeply interested in the intellectual life of Africa. For the students there are admirable conditions for residence and recreation. University College, Ibadan, has set standards in Nigeria at a level which would be a credit to any country in the world, but a great extension of higher education is urgently needed, and a much greater diversity of pattern than exists at present.

Unfortunately other forms of education beyond secondary school have developed less favourably. There is a profound reason for this. It is one that has to be reckoned with in any planning of Nigerian education. The reason is that the first Western schooling brought to Nigeria was a literary education, and once civil rule was established the expatriate administrators were graduates; most of them graduates in arts. And so the literary tradition and the university degree have become indelible symbols of prestige in Nigeria; by contrast technology, agriculture, and other practical subjects, particularly in the sub-professional level, have not won esteem. It is small wonder, then, that training for qualifications other than degrees, especially in technology, is not popular. The Nigerian College of Arts, Science and Technology is a victim of these circumstances, and has suffered from an ambiguity of purpose.⁹

The Commission had two primary objectives in making its recommendations. Briefly stated, these two objectives are (1) to upgrade those Nigerian workers needing further education, and (2) to design a system of post-secondary

⁹ Investment in Education, Op. Cit., p. 5.

education. The goal of the latter objective is to produce, before 1970, a flow of high-level manpower. The Commission's plan for post-secondary education is such that it can be enlarged and extended to 1980 to meet the country's anticipated needs. This would obviate the need for new plan or replanning at the end of the first decade.

With respect to university education, the Commission made thirty-three recommendations, seven of which were devoted to the government of universities and the need for a national universities commission. Since these recommendations are included in Appendix 6 on page 263-7, only a brief summary will be given here.

According to the Commission, higher education should be concentrated in university institutions through degree courses suited to Nigerian needs rather than by gearing professional courses exclusively to the examinations of overseas professional bodies.

The university population in Nigeria should be increased from a little over 1,000 to 7,500 as a first objective and to over 10,000 in the 1970's.

The Federal Government should concentrate its resources on three existing centres of higher education, with the addition of Lagos, so that there would be four separate and independent universities, one in each Region and one in Lagos, each offering its own degree.

It was recommended that the three branches of the Nigerian College of Arts, Science and Technology should be integrated into the university system as follows: the Ibadan branch to be incorporated with the University College, Ibadan; the Zaria branch to be incorporated with the new university to be built in the North; and the Knugu branch to be incorporated with the University of Nigeria at Nsukka.

Other recommendations were as follows:

- i) that all universities in Nigeria should be national in outlook and unnecessary duplication of expensive courses should be avoided. Each should have an Institute of African Studies;
- ii) that professional qualifications in commercial subjects should be gained through courses leading to a degree, B. Com., and for the training of teachers, there should be an Arts degree in Education, B.A.(Ed.) and in engineering, a degree course, B.Eng.;
- iii) that medical education should cease to be bound by the requirements for medical practice in the United Kingdom and should be geared to Nigerian problems instead;
- iv) that there should be a faculty of Agriculture at all universities except Lagos;

v) each university should organize extension work in its own Region. One university should offer evening courses leading to degrees and one university should organize and conduct correspondence courses leading to degrees;

vi) that Nigerian universities should seek sponsorship from well-known established universities overseas.

The Commission recommended that a university should be established in Lagos offering day and evening courses, leading to degrees in the fields of commerce, business administration, economics, social science, and post-graduate courses in certain fields.

About the financing of students, the Commission recommended that grants from Regional or Federal funds should be made to all students accepted for admission and unable to pay for their university education themselves and that both Federal and the Regional Governments should continue to offer scholarships for undergraduate study abroad, especially for prospective teachers.

Concerning the government of universities and a national universities commission, the Commission recommended that the governing body of each university should be its own autonomous Council. The Councils of Nigerian universities should negotiate for funds, not directly with the Ministry of Education, but through the National Universities

Commission which should be appointed without delay under the chairmanship of an outstanding Nigerian. Such a Commission would serve to provide cohesion for the whole university system.

Two other important recommendations of the Commission were:

- 1) that international aid should be sought both in money and in the temporary loan of university places of young graduate teachers from abroad; and,
- 11) that an Inter-Regional Manpower Board be set up to review the nation's needs and to formulate specific programmes dealing with manpower development throughout the country.

As stated earlier, the Commission's recommendations have attracted a few comments from scholars. The two to be considered here came from scholars who are familiar with the Nigerian scene and who have had some experience with the Report itself. One of the first to assess the Report, especially its practical consequences, was Professor Judson T. Shaplin of Harvard University. Professor Shaplin served as a consultant to the Ford Foundation in Nigeria and used the Ashby Report as a guide in designing the Federal and Regional teacher training programmes, for which assignment he was in Nigeria. Some of Professor Shaplin's views on the Report were as follows:

The Report is a landmark in clear thinking as it outlines the relationships between the educational system and the man-power needs of a developing economy, with a prophetic confidence in the economic, political, and cultural potentiality of Nigeria in 1980.

(...) The Ashby Report must be considered a visionary document which attempts to establish a broad social policy for Nigeria. Such a sharp break with tradition will affect the practical possibilities of carrying out the Report's recommendations.¹⁰

Professor Shaplin gave some of the obstacles which he thought might affect or impede implementation of the Report. Some of these as he indicated were: 1) the massive international aid required to implement some of the recommendations; 2) the conflict of traditions between the British sponsored University College, Ibadan, and the American sponsored University of Nigeria, Nsukka, which he said existed; 3) Regional rivalries and a conflict of interest which he said existed between the Federal and the Regional Governments in the educational sphere and which he said might lead to the creation of more universities than the Commission had recommended.

The comments made by Professor Shaplin were, on the whole, very favourable. It is interesting to note, however, that in spite of these obstacles which he had observed, many of the recommendations had been implemented as will be seen later in the chapter. In conclusion, Professor Shaplin states:

¹⁰ Judson T. Shaplin, "The Realities of Ashby's Vision", Universities Quarterly, Vol. 15, No. 3, June 1961, p. 249.

I was asked to contribute my personal views of the practical consequences of the Ashby Report and the possibilities of putting it into effect. If I have placed too much emphasis upon problems and difficulties, and if my approach seems unduly pessimistic, it is because I have shared the spirit of hope and progress which the Ashby Report has inspired in Nigeria and I want to confront and remove the obstacles which stand in the way of its implementation.¹¹

Other comments on the Report, representing the African view, came from Dr. Davidson Nicol, Principal of Fourah Bay College, the University College of Sierra Leone, and former lecturer at the University College, Ibadan.

Dr. Nicol's comments represented a continuation of the comments made by Professor Shaplin. He, unlike Professor Shaplin, was more concerned with the background and composition of the Commission than with the findings. His criticisms were mainly directed against a number of what he described as omissions in the composition of the Commission such as the non-inclusion of representatives from the non-English speaking world, the non-inclusion of an expert on women's education and the conspicuous absence of Mr. Awokoya, former Minister of Education in the Western Region (now Chief Federal Adviser on Education) whom he considered

¹¹ Shaplin, Op. Cit., p. 237.

"one of the most experienced Africans in the educational field in Nigeria".¹²

It could be stated that on the whole, Dr. Nicol's views were favourable. His conclusion is quite revealing. He states as follows:

Finally, although I earlier criticised the composition of the Commission as not being international enough, yet its Afro-Anglo-American nature has this one forceful lesson-the development of West Africa can no longer be left in the hands of Britain (or France, for that matter) alone; they have done their share in bringing the whole region with friendliness and help into the Western orbit. If it is to remain there, America will have to join the Anglo-French effort and play a greater part in men and finance.¹³

An interesting highlight worthy of mention was a number of reservations recorded by Dr. S.D. Onabamiro, one of the three Nigerian members of the Commission who, during the course of the Commission's findings, became Minister of Education of the Western Region.¹⁴ Dr. Onabamiro stated that he agreed with the recommendations subject to the following reservations: 1) number of universities; 2) composition of the National Universities Commission; and 3) sixth-form work.

¹² Davidson Nicol, "The Realities of Ashby's Vision II: An African View", Universities Quarterly, Vol. 15, No. 4, September 1961, p. 374.

¹³ Ibid., p. 380.

¹⁴ See Appendix 2, p. 204-207.

In his view the four universities recommended by the Commission would be inadequate to meet Nigeria's need by 1970. He, therefore, favoured the creation of an additional university in each Region to bring the total to seven.

About the composition of the National Universities Commission, he favoured an appointment of two members from each Region to be made, not by the Federal Government, but by the Governor-in-Council of each Region. On the question of the sixth form, his view was that the proposed National High Schools which would undertake all sixth-form work, should be owned and directed by the Regional Governments but with Federal financial support.

As regards the findings of the Ashby Commission, the writer attaches great significance to them. By using the Report as a basic guide for the present study, as has previously been stated, he has assumed personal responsibility for its validity and reliability. It is for this reason therefore that an objective and critical analysis of the Commission could not be dismissed as unnecessary. On the contrary, the procedure used by the Commission to arrive at its findings was carefully examined. For instance, how were the facts collected? Were they collected through surveys, special studies, oral and/or written evidences, visits or other special inquiries?

Indeed the Commission used all of these. However, in the writer's view, there ought to have been more than one major survey, possibly to provide more original material on the status of higher education at the time of the Commission's work. Considering the paucity of information on higher education in general, a number of surveys carried out either by the Commission directly or initiated by it, could have yielded more adequate statistical information than the 1958 statistics furnished by the Federal Education Department. The Commission states:

In the latest year for which we have complete statistics¹⁵ there were over two and a half million children at some 17,000 schools in Nigeria; over 25,000 young people were enrolled at teacher training colleges and over 1,800 students were enrolled in the Nigerian College of Arts, Science and Technology or in the University College, Ibadan (...).

¹⁵Federal Education Department, Nigeria: Digest of Statistics, 1958.¹⁵

Apart from Professor Harbison's survey of Nigeria's high-level manpower, which is beyond question, the method used to appraise critically the present facilities of the educational system was not described.

On the question of visits, the Commission covered many areas of Nigeria and included visits to Great Britain and the United States. Professor Harbison visited Ghana

¹⁵ Investment in Education, Op. Cit., p. 4.

and Egypt. However, considering the Commission's terms of reference which were "to conduct an investigation into Nigeria's needs in the field of post-School Certificate and Higher Education over the next twenty years",¹⁶ visits to other countries especially those with which Nigeria is associated would not have been out of place.

Since Nigeria is a member of the Commonwealth with an educational system which maintains Commonwealth ties, visits to other Commonwealth countries besides Great Britain might have been made. This would have enabled the Commission to compare and contrast different patterns and traditions in a community of nations representative of the present rapidly changing world community.

Other African countries should also have been visited. According to the Commission's statements already quoted, the Nigeria of 1980 would not be alone but would be linked with other free African countries on either side of her borders. To plan an educational system for Nigeria to 1980 without making fact-finding tours to African countries with whose future Nigeria will be associated, is an unfortunate omission in the writer's view.

Also the growth and historical development of higher education in Nigeria should have received some

¹⁶ Investment in Education, Op. Cit., p. 2.

treatment. It was unfortunate that the Commission failed to define higher education and its aims and objectives as applied to Nigeria. Considering the nature of the problem, this should have been done at the outset of the study. Unfortunately, none of these things were done.

In short, in the writer's view, the Commission exceeded its terms of reference by undertaking detailed work and making detailed proposals in the fields of primary and secondary education. Many of the recommendations made could not be considered incidental to the study.

In a massive and comprehensive Report such as this, covering all types, levels and contents of education from primary, secondary, sixth-form, technical, commercial, vocational, teacher, to all patterns of university education, some attention should have been given to women's higher education in view of the changing role of women in Nigerian society and the consequent educational revolution which is taking place.

Surveys showing the number or percentage of women attending institutions of higher education as well as surveys showing the number of staff and anticipated needs would not have been out of place.

It should be noted that these views do not by any means detract from the importance and value of the Report. The Report has made a contribution to the planning of higher

education in Nigeria which would be difficult to equal. More will be said about the major value of the Report in the section dealing with its acceptance by the Federal Government.

Before discussing the actual acceptance of the Report by the Federal Government, it will be necessary to see the kind of effort that preceded the acceptance.

A number of steps was taken to review and appraise the recommendations as a whole before they were accepted. The Federal and Regional Ministries of Education embarked upon a joint program of study of all the proposals.

Advice was sought from the following bodies: the Reference Committees on Secondary Education, Teacher Training and Technical Education, representatives of the University College, Ibadan, the University of Nigeria at Nsukka, the Nigerian College of Arts, Science and Technology and the Nigerian Union of Teachers.

A careful and detailed analysis of the proposals was made and various amendments were proposed dealing with a number of subjects such as, the facilities for higher education. The Council of Ministers was also given an opportunity to study the recommendations.

From all these, a conclusion was finally reached by the Federal Government. This conclusion was to accept the Commission's Report in principle as:

(...) a sound analysis of the present position, and that their recommendations, with some amendments, should constitute the basis for the development of Post-School Certificate and Higher Education in Nigeria for the next ten years.¹⁷

The recommendations as accepted by the Federal Government respecting universities and technological institutes, are included in Appendix 9. However, a brief summary of these recommendations may be set forth as follows.

The Government accepted the fact that all the universities should be national in outlook, admitting students solely on the basis of academic merit and that academic freedom would be guaranteed. It agreed that the three branches of the Nigerian College of Arts, Science and Technology should be incorporated with the regional universities as follows: the Zaria branch with the University of Northern Nigeria; the Enugu branch with the University of Nigeria at Nsukka; and the Ibadan branch with the University of Ife.

The Government also agreed to continue the awarding of scholarships abroad, particularly to students intending to go into the teaching profession. As regards Medical Education, the Government maintained that the University College, Ibadan, should increase both its admission and research facilities. The University of Lagos should have a

¹⁷ Educational Development 1961-70, Federation of Nigeria, Sessional Paper No. 3 of 1961, Lagos, Federal Printing Division, 1961, p. 4.

Medical School; while the University of Northern Nigeria would have a functioning faculty of Medicine by 1970. It was the intention of the Government to produce about four thousand doctors per annum by 1975.

A faculty of Law was proposed for the University of Lagos, to be established by October 1962 when the University would be established.

It was the Government's intention that undergraduate studies, extension work and post-graduate research be given adequate emphasis in all universities and that a faculty of Agriculture be established in each Regional university. It was proposed that Veterinary Science be established at the University of Northern Nigeria.

The responsibility of training graduate teachers was placed on the universities. Also, each university was to have an Institute or Department of African Studies.

The following bodies were to be established under the initiative of the Government: the National Universities Commission; the Inter-Regional Man-Power Board; and the All-Nigerian Academic Council. The National Universities Commission was to be established without delay to be responsible for the financing of all universities.

It is interesting at this stage to look beyond the mere acceptance of the Ashby Commission's recommendations and see what the Government has done since accepting these

proposals. It is significant to note a general breakthrough which is in process. Within the first year of the acceptance of the recommendations, quite a number of them have already been implemented. This is important in view of the massive nature of the proposals. Although some of these implementations of the Report form the subject of the next sections of this chapter, a brief mention may be made here of what has already been accomplished.

The Commission recommended the establishment of four separate and independent universities, one in each Region and one in Lagos, each offering its own degree. This has already been accomplished.

It was recommended that the three branches of the Nigerian College of Arts, Science and Technology be integrated into the university system. This has been accomplished too. The Zaria branch of the College is now part of the Ahmadu Bello University in the North. The Enugu branch is now part of the University of Nigeria in the East and the Ibadan Branch is now part of the University of Ife in the West. The latter was not the Ashby recommendation, but an amendment by the Government. The Commission had recommended that the Ibadan branch be integrated into the University College, Ibadan. The Commission recommended that the University of Lagos should specialize in the field of business and should offer evening courses. The University of Lagos,

as will be seen later, is laying emphasis on business and offers evening courses.

It was recommended that a National Universities Commission and an Inter-Regional Manpower Board be established. The National Universities Commission¹⁸ was established in October 1962, and the Inter-Regional Manpower Board was constituted as the National Manpower Board, in December 1962.

That there should be a faculty of Agriculture at all universities except Lagos, is another recommendation that has also been implemented.

The list is by no means exhaustive but suffice it to say that the Ashby Commission Report has undoubtedly begun to serve as the basis for the first educational development in an independent Nigeria.

The overall cost of the Ashby Commission's proposals is estimated at between £12.5 million (about \$26.0 million) and £20 million (about \$56 million) by 1970. The cost of establishing the new universities would amount to an additional £20 million (about \$56.0 million). This is a colossal task which calls for outside help. In the words of the Commission:

¹⁸ The composition and other details of the Commission are shown in Appendix 4, p. 220-221.

It is a pattern which cannot be woven firmly without some international aid, for investment in education does not bring immediate returns. Therefore we hope Nigeria will seek international aid for some of our proposals; for nations which give and receive help over education promote peace and mutual understanding.¹⁹

In order to see in proper perspective some of the implementations of the Ashby Commission's Report, the following sections will now outline the development of the four universities referred to in this section.

2. The Development of the University of Nigeria at Nsukka in the Eastern Region.

The Eastern Region, although the smallest in area with respect to the other Regions (29,484 square miles), ranks second in population (about nine million at mid-1961). It spends more on education than the rest of the Regions. For example, in 1959-60, it spent about forty-eight per cent of its revenue on education alone, as compared with about forty-five per cent and twenty-seven per cent spent by the Western and the Northern Regions, respectively.

With respect to post-secondary education, there were a number of schools with sixth-form facilities which provided courses for the Cambridge Higher School Certificate examination. In 1958 alone there were eight such schools

¹⁹ Investment in Education, Op. Cit., p. 1.

in the Region with an enrolment of over 228 students.²⁰ Extra-mural classes of the University College, Ibadan, were being conducted throughout the Region and the Enugu branch of the Nigerian College of Arts, Science and Technology was being expanded to provide residential accommodation for some three hundred men and thirty-six women students.

In addition to a yearly exodus to institutions abroad of about 250²¹ Eastern Regional Government scholarship holders, there were also close to two hundred²² private students from the Region, in search of higher education abroad.

There were 452²³ students from the Region studying at the University College, Ibadan, during the 1960-61 academic year. Thus in 1960 alone, no fewer than five thousand²⁴ students from the Eastern Region were pursuing higher education within and outside the country.

It was during this time that the long-felt need to establish a university in the Region had become more

²⁰ Annual Report: Ministry of Education 1958, Eastern Region of Nigeria Official Document No. 23 of 1960, Enugu, The Government Printer, 1960, p. 19.

²¹ Ibid., p. 21.

²² Ibid., p. 21.

²³ Report of Visitation to University College, Ibadan, January, 1961, Ibadan, Ibadan University Press, 1961, p. 86.

²⁴ Statistics from Ministry of Education, Eastern Region.

acute than ever before, especially with the situation at Ibadan in mind.

It was a deplorable situation there to say the least. Because in 1958 over one thousand qualified Nigerians²⁵ had applied to the University College, Ibadan, for admission but only three hundred (or thirty per cent of the applicants) could be admitted due to lack of places. It was no longer a question of who should go to college but a question of where to go. There was no place for the country's aspiring college-going population. A writer sympathetic to the situation had this to say:

It has been estimated at present that there exists one college student to 70,000 of the population. The cost per student for a university education is excessively high and the accommodation at the University of Ibadan are luxurious beyond need. The plan for establishing a University College in Eastern Nigeria to be patterned somewhat after Tuskegee and another plan drawn up by some of the Nigerian students in the United States and Americans interested in Nigeria - to establish a land-grant type of college deserve serious consideration.²⁶

Thus something had to be done for the many Nigerians who had attained the necessary qualifications to enter universities but had not the remotest chance of doing so.

²⁵ Investment in Education, Op. Cit., p. 4.

²⁶ Ruth Sloan Associates Inc., Resources and Needs for Training Facilities for Africans in British Africa, Ethiopia and Liberia, Washington, D.C., September 1955, p. 211.

It was becoming increasingly difficult to rely on the universities in the United Kingdom as they, too, were having the same problem of available space and could not absorb all their own students.

A university in the Eastern Region had of course been long desired and many had looked forward to the day such a desire would be met. That day finally arrived on October 7, 1960, when the University of Nigeria was formally opened at Nsukka on a thousand acre site, about forty miles from Enugu, the capital of the Eastern Region.

A fact to be borne in mind, however, is that although the university was opened in 1960, its foundation dates as far back as 1954.

As was seen in chapter one, under the 1954 Federal Constitution, higher education was placed on the Concurrent Legislative List, thereby giving both the Federal and the Regional Governments parallel responsibility with respect to the establishment of higher education institutions. Thus the Legislature of the Eastern Region making use of this Constitutional provision, issued a White Paper authorising the establishment of the University of Nigeria in 1955. A short historical background of the university reads:

The need for providing a new institution of higher learning in Nigeria was one of the cardinal inducements which in 1954 led the Government of the Eastern Region to send an economic mission to Europe and the United States of America. The Mission in its subsequent report gave endorsement to the establishment of a University in the Eastern Region with all deliberate speed. It was the opinion of the Mission that the academic orientation of the University should be directed to the realities of Nigerian life with a view to meeting in some measure the social and economic needs of Nigeria. The legal concretisation of the Mission's report was realized by the promulgation of the University of Nigeria Law by the Eastern Regional Legislature in June, 1955. This enactment gave legal recognition to the University of Nigeria as a body corporate which shall have perpetual succession and laid down the Constitution of the University.²⁷

Subsequent to the establishment of this Constitution, however, the premier of the Region and the Regional Minister of Education visited the United Kingdom and the United States in search of overseas sponsorship of the university. Assistance was sought from the Inter-University Council for Higher Education and the International Co-operation Administration (ICA) of the United States Government, now known as the Agency for International Development (AID).

As a result of this visit, a Commission of three under the joint auspices of the Inter-University Council and the Agency for International Development, visited Nigeria early in 1958 and surveyed the university site.

²⁷ The University of Nigeria is Born, Enugu, Eastern Nigeria Printing Corporation, October 1960, p. 6.

The Commission consisted of Dr. J.W. Cook, Vice-Chancellor of the University of Exeter, England; Dr. John A. Hannah, President of Michigan State University, U.S.A.; and Dr. Glen L. Taggart, Dean of International Programmes at Michigan State University.

They approved and reaffirmed the original vision of Dr. Nnamdi Azikiwe, former Governor-General of the Federation of Nigeria and now President of the Federal Republic of Nigeria and who is also the Chancellor of the University of Nigeria. His vision was to found a university based on the concept of the American Land-grant colleges and this is how the University of Nigeria was born as a land-grant institution, under the sponsorship of Michigan State University.

A provisional council, charged with the necessary financial and administrative powers, was set up.

The Constitution of the University of Nigeria is a very simple one, but it is deeply rooted in fundamental human rights. It states:

The University is an independent institution with a Council as its permanent governing body. The regulation of Academic matters is vested in the Senate, an academic policy group representing the instructional faculty of the University. No racial or religious qualification shall be required of any member of the Council, officer, teacher or student of the University and no such member, officer, teacher or student shall be under any disability on the ground of race or religion.²⁸

²⁸ The University of Nigeria is Born. Op. Cit., p. 6-7.

Although the powers and functions of the university are contained in the University of Nigeria Law, 1961,²⁹ a brief mention of its basic objectives will be stated here:

The objectives of the University of Nigeria have their roots in a spirit and philosophy as old as man's search for his own fulfilment and the ancient universities of Bologna and Paris, and as new as Nigerian independence and the Land-Grant Universities of America.³⁰

No detailed discussion of the academic and administrative setup of the university is contemplated here. However, a general comment will be made with respect to some of the essentials such as finance, organization of the faculties, admission policy, student life and some of the recent developments.

In terms of the university finances, the university has evolved a system that is quite peculiar to itself. It derives its income mainly from a certain fund known as the University of Nigeria Fund. This fund consists of an annual grant of £500,000 (about \$1,400,000) from the Eastern Regional Marketing Board. On December 31, 1959, the fund totalled about £2.5 million (about \$7.0 million).

A large acreage of land is being developed and allocated to the university for the purpose of acquiring an additional source of income.

29 See Appendix 3, p. 208-219.

30 University of Nigeria Prospectus 1952-63, p. 11.

It is to be remembered also that with the creation of the National Universities Commission in October 1962, all Nigerian universities were to receive grants from this body. Details are not available, however, on grants made to the University of Nigeria.

The faculties are organized into colleges and departments. In the 1962-63 academic year, there were four faculties; namely, the faculty of Arts, the faculty of Science, the faculty of Social Science, and the faculty of Technology. There were seventeen colleges and fifteen different departments. Additional faculties and colleges are being planned. The university reports:

Plans are being developed for the early addition to the University of its Faculty of Medicine and 18 other colleges. Names have been assigned to all 36 of the colleges of the University of Nigeria. These were selected from among many great personalities who have distinguished themselves in their fields of specializations.³¹

Admission to the university is open to all who have the attained higher or minimum entrance requirements. For direct entry to degree courses, candidates must possess at least the General Certificate of Education (Advanced Level) in two subjects or Higher School Certificate with passes at Principal Standard in at least two relevant subjects.

³¹ University of Nigeria Prospectus, 1962-63, p. 21.

The university's minimum qualifications for direct entry are precisely the same as those at the other Nigerian universities or at the universities in the United Kingdom. The writer found no special concessions as far as admission to the university is concerned.

With respect to students' fees, the inclusive fee for tuition and residence is £160 (approximately \$448) per year. An increase to £210 (approximately \$588) per year is being contemplated to meet increased costs of facilities. If this happens, it might make the University of Nigeria the most expensive of the Regional universities, unless of course the others take the same step. There are opportunities for Federal, Regional and local Government scholarships as well as scholarships from voluntary agencies. Deserving students are considered for the university loan bursaries which also exist.

Something entirely new in Nigerian institutional history is the existence of professional counselling facilities. This comes directly under the office of Student Affairs which arranges that counseling services are made available to students who need them. A Psychological Counseling Centre is located on the campus for this purpose. Halls of residence are also maintained with a capacity of about one hundred and eighty students. During 1962-63, a large residence hall, which was expected to accommodate some three hundred students, was under construction.

An important development worthy of special note is the phenomenal growth in the number of students and academic staff during the three-year life of the university. For example, during the 1960-61 year, there were only 202 students (176 men and 36 women). In the 1963-64 year, however, enrolment had increased to 1,808 (1,669 men and 139 women). A similar growth in the academic staff has raised the number from fourteen in 1960-61 to one hundred and eighty in 1963-64. Table III gives the numbers of students and academic staff respectively.

Another outstanding development and one that could be described as the greatest event in the history of the university took place on June 15, 1963, when the university graduated its first group of one hundred and fifty pioneer students. This was not only an historic event for the university but also an historic and memorable event for the whole country because it was the first time in the history of Nigeria that a Nigerian university had awarded its own degrees. The following is reminiscent of that historic day:

Table III.-
Number of Students and Academic Staff in Nigerian
Universities Since 1960.^a

Year	Univ. of Ibadan		Univ. of Nigeria		Univ. of Ife		Ahmadu Bello Univ.		Univ. of Lagos		Total	
	Students	Staff	Students	Staff	Students	Staff	Students	Staff	Students	Staff	Students	Staff
1960-61	1,250	189	202	14	-	-	-	-	-	-	1,452	203
1961-62	1,644	205	905	73	-	-	-	-	-	-	2,549	278
1962-63	1,689	237	1,137	158	196	63	426	80	102	-	3,550	538
1963-64	1,972	307	1,808	180	302	85	547	116	237	-	4,866	616

^a Adapted from information supplied by the Registrars of the universities concerned. There were no Universities of Ife and Lagos and Ahmadu Bello University in 1960-61 and 1961-62 academic years.

At 2 p.m. today 150 students of the University of Nigeria, Nsukka, will receive their degree certificates at the first graduation convocation in the Princess Alexandra auditorium. Of the 172 students who took the comprehensive examination, 150 succeeded. Two students received first class honours (in the department of history and political science). Twelve students passed in the second class honours upper division, while 29 passed in the second class honours lower division. The rest of the students, 107 of them, will receive passed degrees. The total number of failures is 22 (19 in the department of economics, 2 in the department of history, and one in the department of English). For the first time, the students will officially appear in their green academic gowns. All the graduating students came into the university by direct entry, and they have each stayed three academic session. In addition, they have required accumulative credit point average of 2.32

The University of Nigeria in the Eastern Region has entered its fourth year of existence, thus marking the beginning of the university movement in an independent Nigeria.

The next section will deal with the development of the second post-independence university.

3. The Development of the University of Ife in the Western Region.

The Western Region though the least populated of the three Regions (population about seven million at mid-1961) is the second largest in area (45,376 square miles).

32 The Nsukka Record, Vol. 1, No. 7, Nsukka, Nigeria, Jackson College of Journalism, Saturday, June 15, 1961, p. 1.

Educationally, the Region has been noted for its innovations. It was not only the first Region of Nigeria to introduce universal free primary education in 1953, but also the one that made a success of that venture.

Like the other Regions of Nigeria, the demand for education in the Western Region has always exceeded the available resources and "it is common knowledge that the Government of Western Nigeria is second to none in catering to the ardent desire of the people for education."³³

In 1959-60, about forty-five per cent of the Government revenue was spent on education alone.

With respect to post-secondary education, there was a number of schools with sixth-form facilities which provided courses for the Cambridge Higher School Certificate examination. In 1959, there were nine such schools with an enrolment of 356 students. In addition, some students were qualifying themselves for university education in other ways, according to the following:

³³ White Paper on the Establishment of a University in Western Nigeria (laid on the Table of the Western Nigeria Legislature as Sessional Paper No. 12 of 1960), Ibadan, Government Printer, 1960, p. 1.

There are at present nine grammar schools in the Western Region providing sixth form education with a total enrolment of 356. A bigger fraction took up vocations and studied privately for the General Certificate of Education (Advanced Level Subjects). Two or three years after passing the West African School Certificate Examination several of these are ripe for going into Universities and desire to do so. But there is at present only one established University institution in Nigeria and that is the University College, Ibadan. This single institution can take only a very limited number out of the available supply of potential students and has therefore unavoidably had to turn down every year a very large number of suitable applications for admission. For instance, in October 1959, there were more than 1,000 Nigerians all qualified to enter a University but the College took less than 300. Some of those who failed to gain admission in the University College, Ibadan, would eventually go overseas either on scholarships or by private sponsorship but the bulk would remain in Nigeria, their educational aspirations remaining unsatisfied.³⁴

Many indeed did go overseas either as Government scholars or as private students. In 1959-60, there were 312 Government scholars, seventy-five scholars of other bodies and some 4,978 private students, making a total of 5,365 students from the Region who were studying in the United Kingdom.³⁵ The estimated cost to the Government of maintaining these 312 students per year in the United Kingdom was about £140,020 (or \$392,056). In 1960-61, there were about 537 students from the Region studying at the University College, Ibadan. Thus by the end of 1960, no

³⁴ White Paper on the Establishment of a University in Western Nigeria, Op. Cit., p. 2.

³⁵ Statistics from the High Commissioner in London, England, February 7, 1964.

fewer than 5,920 students from the Western Region were pursuing higher education within and outside the country.

With this state of affairs, it became increasingly obvious therefore, as was the case in the Eastern Region, that the only solution to the problem lay in the establishment of a university in the Western Region to minister to the growing needs of the people.

In this connection, it is important to note the significance of the Ashby Commission with respect to the question of a university for the Western Region. The Commission did not recommend the establishment of another university in addition to the existing university in the Region, the University College, Ibadan. What the Commission did recommend, however, was that the Ibadan branch of the Nigerian College of Arts, Science and Technology should be incorporated into the University College, Ibadan. Regarding this situation the Commission stated:

There is already in the Western Region a University College with a growing international reputation. We believe that the Federal Government's policy in this Region, as elsewhere, should be to consolidate and strengthen this existing centre of higher education. (...) Accordingly we recommend that the branch of Nigerian College of Arts, Science and Technology at Ibadan should as soon as possible be incorporated into University College, Ibadan. (...) As we were revising the final drafts of our Report we were informed by the Hon. the Minister of Education for the Western Region that the Region had some time ago decided to establish a university in the West with Regional funds and had already made plans to that end. (...) As in the East, so in the West, there will certainly be a need during the next twenty years for a second university. But in the circumstances as we see them at present we do not feel able to recommend that Federal aid be given to more than one university in each Region, together with the University we propose at Lagos.³⁶

That the Western Regional Government was viewing the situation quite differently from the stand of the Ashby Commission is reflected in the following statement by the Government of the Western Region:

³⁶ Investment in Education, Op. Cit., p. 27-28.

The irony of the present situation however is that while the Ashby Commission has recommended the up-grading of the Enugu Branch of the Nigerian College of Arts, Science and Technology to the status of a University in conjunction with the Institution at Nsukka and also the up-grading of the Zaria Branch to a full-fledged University, it has not done the same for the Ibadan Branch of the Nigerian College. Rather, it has recommended that the Ibadan Branch be merged with the University College, Ibadan. Without prejudice to the decision of the Federal Government on the recommendations of the Ashby Commission the outcome might well be that the Eastern Region will have a new University institution at Enugu and its own Regional University at Nsukka as well as continue to enjoy its quota of admissions into the University College, Ibadan. The Northern Region might also have a new University at Zaria and its Regional University College at Kano, the Ahmadu College, as well as continue to enjoy its quota of admissions into the University College, Ibadan. In that event, all the Western Region will have is its own quota of admissions into the University College, Ibadan, with the consolation, of course, that students from this Region might also be admitted into the Federal University Institutions in other parts of the country.³⁷

Whichever way this controversy might be viewed, it is quite obvious from the foregoing that the Western Region had come to regard the Ashby Commission as incomplete with respect to its needs. It is to be remembered that this was one of the points of reservation registered by the Western Regional Minister of Education who was a member of the Commission. As pointed out in chapter one, this is one of the examples of inter-Regional rivalry which was mentioned regarding the steps taken in founding some of the Regional universities.

³⁷ White Paper on the Establishment of a University in Western Nigeria, Op. Cit., p. 2.

In order to see in its proper perspective the establishment of the University of Ife in the Western Region, the following steps taken by the Regional Government are to be noted.

Soon after the publication of the Ashby Commission Report, the Government of the Western Region set up the Banjo Commission³⁸ to advise it on the improvement of the Region's educational facilities and on the question of priorities to be pursued by the Government.

The Banjo Commission's Report was published in 1961. It is a general and comprehensive report and did not deal specifically with higher education as such but rather with the different levels and phases of the Region's educational system; also many of the problems that face education in general, particularly the problems of untrained teachers and the elementary schools.

The next practical step taken by the Government was the passing of a law, the University of Ife (Provisional Council) Law, 1961,³⁹ on June 8, 1961, authorising the establishment of the University of Ife. This then was how the University of Ife was born as a remedy to the Region's pressing educational situation. The following sets out the position:

³⁸ Report on Education in the Western Region, Ibadan, Government Printer, 1961.

³⁹ Details are given in Appendix 5, p. 222-228.

The Government has considered the present position and the new situation that might arise seriously and regard it as its duty to take the proper measures to safeguard the interests of the people of Western Nigeria in the provision of facilities for higher education. It is in order to meet the challenge of the situation that the Government has decided to build a new university initially from Regional funds somewhere in Western Nigeria. The response of the general public to the announcement of the decision of the Government in this matter has been enthusiastic and encouraging in every way.⁴⁰

The other steps towards the establishment of the university consisted in the setting up of two Special Committees; namely, the University Planning Committee which was responsible for all the initial planning, pending the appointment of the Provisional Council, and the University Parliamentary Committee. The latter's function was to advise the Minister of Education on the progress of the university project as well as on general matters relating to the provision of higher education in the Western Region.

Having laid all the groundwork, the university was formally opened in October 1962, with a student body of 244. The following is a brief description of the university:

⁴⁰ White Paper on the Establishment of a University in Western Nigeria, Op. Cit., p. 3.

The University is a new institution of higher learning in the Western Region of the Federation of Nigeria, Africa's most populated country. It is expected that in about ten years the University will have grown to the extent of having student body of 5,000 and an Academic Staff of 500. The University came into existence when the law establishing it was passed by the Western Nigeria Legislature in June 1961. The final seat of the University will be at Ile-Ife- famous as an early centre of African culture. The actual site of the University, about 16,000 acres, is one of the largest tracts available to any University in the world. The University is at present located on the site formerly occupied by the Ibadan Branch of the Nigerian College of Arts, Science and Technology. The main body will move to Ile-Ife when the new site has been suitably developed, but some departments such as Pharmacy will remain behind at Ibadan.⁴¹

It should be recalled that a Planning Committee was set up at the outset pending the appointment of the Provisional Council. This marks an important difference in policy between the University of Ife and the other Nigerian universities where a direct appointment of the Provisional Council was always the case. However, it was interesting to note that a Provisional Council was appointed in the long run.

Concerning the organization of the faculties, there are five faculties at present; namely, the faculty of Agriculture, the faculty of Arts, the faculty of Science, the faculty of Economics and Social Studies, and the faculty of Law. There are two colleges or institutes; namely, the Institute of African Studies and the Institute of Administration.

⁴¹ University of Ife, Ibadan Branch: 1963-64, Ibadan, Abiodun Printing Works, 1963, p. 5.

Admission to the university is by direct entry in all faculties. Like the University of Nigeria, admission is open to all who possess the necessary entry qualifications. Unlike the University of Nigeria, however, a special admission concession to a preliminary year exists for a few students in the faculties of Agriculture and Science only. This one year of preliminary university work serves also as an orientation programme for the beginning students. The general admission requirements and degrees obtainable are set out as follows:

1. General Certificate of Education with a minimum of two passes at Advanced Level and at least three other passes at the Ordinary Level. OR
 2. Higher School Certificate with a minimum of two passes at the Principal Level and at least three other passes at the Subsidiary Level. OR
 3. Two G.C.E. Advanced Level passes or two Higher School Principal Level passes plus credits in at least three other subjects in the West African School Certificate.
 4. The above passes must include either a Credit in English Language in the West African School Certificate or an Ordinary Level pass in English Language in the General Certificate of Education, or a pass in the General Paper of the Higher School Certificate.
 5. Any other qualifications deemed equivalent by the University Entrance Board.
- Three year courses leading to the award of the following degrees are offered by the University:
- B.Sc.(Agric.) awarded in the Faculty of Agriculture.
 - B.A. awarded in the Faculty of Arts.
 - B.Sc.(Econ.) awarded in the Faculty of Economics and Social Studies.
 - LL.B. awarded in the Faculty of Law.
 - B.Sc. awarded in the Faculty of Science.
 - B.Pharm. awarded in the Faculty of Science.
- (...) The University also offers facilities for study for advanced degrees in all Faculties.⁴²

⁴² University of Ife, Ibadan Branch: 1963-64, Op. Cit., p. 30.

Unlike the University of Nigeria, the tuition at the University of Ife varies according to the faculty. For instance, it varies from £60 (or \$168) in the faculty of Arts to £80 (approximately \$224) in the faculty of Agriculture. However, the annual fee for board is uniform throughout. On the average, the inclusive fee for tuition and board is about £160 (approximately \$448) per year.

Scholarships and bursaries, limited in some cases to specific courses of study, are awarded by the Federal, Regional and local Governments as well as by voluntary agencies, commercial firms and certain corporations.

Halls of residence designed to accommodate five hundred students, including forty women students, are maintained. At present there are three such halls and all students occupy single rooms. Free medical service is provided for students as well as for members of the staff and their families by the University Health Service.

Like the University of Nigeria, an important feature of the university during the two sessions of its existence is the remarkable growth in numbers of students and academic staff. The number of students increased from 196 (77 men and 19 women) during the 1962-63 session to 302 (273 men and 20 women) in 1963-64. The number of the academic staff also increased from sixty-three in 1962-63 to eighty-five in 1963-64.

This developmental sketch would be incomplete without the mention of a very important event in the history of the University of Ife. This was the enactment on March 14, 1963, of the new law, known as the University of Ife (Provisional Council) (Amendment) Law, 1962.⁴³ This law, as the name suggests, is an amendment to the law establishing the university.

Thus the University of Ife which could be described as starting in a kind of controversy, because of the fact that its establishment was not recommended by the Ashby Commission, has fought its way into existence as one of Nigeria's Regional universities.

The next section will deal with its counterpart in the Northern Region.

4. The Development of the Ahmadu Bello University at Zaria in the Northern Region.

The Northern Region, though the largest of Nigeria's Regions both in area and in population (264,282 square miles; population approximately twenty million at mid-1961), is a new-comer in the field of developments whether they be political, social, economic or educational. Consequently the Region lags behind the others in many respects, particularly in the educational field. For instance, primary education

⁴³ See Appendix 3, p. 222-228.

is not free yet in the Northern Region while universal free primary education was introduced in the Western Region in 1955, and in the Eastern Region and the Federal Territory of Lagos in 1957. This state of affairs is neither the fault of the people of the Northern Region nor of their government but a fact of history, culture and geography.

The following comments by the Ashby Commission on the plight of education in the North throw some light:

Finally this brief factual survey must mention the educational problems which confront the Northern Regional Government. In the Moslem parts of the North some twelve million people inherit an ancient tradition of Koranic education. Because of this ancient tradition the missionaries did not penetrate into their towns and villages and very few schools in the European tradition were established among them. The consequence of this is that only about nine per cent of children of the Northern Region are at primary schools, and in many districts the percentage is as low as two. Although there are roughly two million children of secondary school age, only about 4,000 are enrolled in secondary schools.

(...) We have given special consideration to this massive problem, and we have gone outside the strict limits of our terms of reference to suggest a pattern of education for the North which would, if adopted, provide a substantial proportion of Nigeria's highly trained people.⁴⁴

An important point to note here, however, is not so much the magnitude of the educational problem in the North as what tremendous strides the Region has made in spite of these handicaps. The achievement made within its relatively short period of development actually dwarfs some of these

⁴⁴ Investment in Education, Op. Cit., p. 6.

colossal problems as the following testimony by a prominent Northerner indicates:

It is a well-known fact all over the world that in the last few years Northern Nigeria has been making history, particularly in the field of politics and the economic development of our vast North; and also, I am proud to say, in the field of Western Education- I repeat in Western Education- where we started in earnest only a short time ago; we are now not only catching up with those who started long before us, but we hope we shall soon be second to none.⁴⁵

Implicit in the progress the North has made, and is still making, is the emergence of a new class of young men who have enjoyed the opportunities offered by government scholarships. Indeed, the award of government scholarships and bursaries to overseas institutions and to the University College, Ibadan, is solely the means through which the Region can produce the graduates and the trained manpower that are very urgently needed. In 1957 alone, the Northern Regional Scholarship Board, a Government Board responsible for the selection and award of all Government scholarships, awarded 151 such scholarships; sixty-nine of which were tenable at the Zaria branch of the Nigerian College of Arts, Science and Technology; 39 at institutions in the United Kingdom; 9 at the University College, Ibadan; and 3 in the

⁴⁵ Part of a speech delivered at the opening ceremony of the Ahmadu Bello University, Zaria, on October 4, 1962, by Alhaji Umar Ibn Sulaiman, O.B.E., Emir of Bedde and Chairman of the University Council.

Sudan.⁴⁶ In addition, thirty-one scholars in the United Kingdom were granted extensions to their scholarships, while forty-three scholars who had completed their courses of studies returned to the Region. Among them were the first five Northern Regional scholars to obtain university degrees.

By August 1958, the Northern Regional Scholarship Board had awarded a total of 837 scholarships to students from the Region on various courses of study mainly in the United Kingdom. Like the other Regions, the North's expenditure on education is considerable in terms of its budget. In 1959-60, twenty-seven per cent⁴⁷ of its revenue was spent on education and higher expenditures have been maintained ever since particularly with the increasing number of scholarship awards overseas.

In addition to these overseas scholarships, there were some institutions in the Region which were providing training for professional posts in the Government. These courses of training were mainly vocational in outlook and did not lead to university degrees. Examples are the Kano Medical School for the training of local Assistant Medical Officers, the Medical Auxiliary Training School at Kaduna, the Pharmacy School at Zaria, the School of Hygiene at Kano,

⁴⁶ Annual Summary of the Education Department of the Northern Region of Nigeria, 1956-57, Kaduna, Government Printer, 1959, p. 4.

⁴⁷ Ruth C. Sloan, The Educated African, Compiled by Ruth C. Sloan Associates, New York, Frederick A. Praeger, 1962, p. 371.

the Institute of Administration at Zaria for the training of Northerners in clerical and secretarial duties and in local government techniques; and the School for Arabic Studies at Kano. While this last school was originally set up to train Arabic teachers, a post-secondary course was started in 1960 to qualify students to enter universities.

As stated in chapter one, Northern Nigeria was granted internal self-government in March 1959, and it is to be remembered, therefore, that the political, social and economic effects of this change were to create a great demand for educated manpower.

With the expansion of secondary schools, teacher training colleges and other training institutions, the demand for teachers was greater than ever before. Thus the Region had to rely on expatriate teachers from the United Kingdom for the staffing of its schools.

As the demand for graduates grew, the Region had to turn to the University College, Ibadan, for the training of more Northerners but, as had already been pointed out, the limited space at the University College made this impossible. There were only ninety-five⁴⁸ students from the Northern Region at the University College in 1960-61 out of a total student body of 1,250. Like the other Regions, therefore,

⁴⁸ Report of Visitation to University College, Ibadan, January, 1961, Op. Cit., p. 86.

the solution to the problem lay in the establishment of a university in the Region. Much enthusiasm had been kindled. All that was needed to start a new university was government initiative.

This initiative came with the publication of the Ashby Commission Report which recommended the establishment of a new university in the North, adding that a further commission be appointed to advise the Regional Government on the scope and objectives of such a university. It was in pursuance of this recommendation, therefore, that a delegation of the Inter-University Council under the Chairmanship of Sir Alexander Carr-Saunders visited the Northern Region early in 1961. The Commission issued its Report in April 1961, known as the Carr-Saunders Report. Later a White Paper⁴⁹ was issued by the Government of the Region, accepting the Report in principle. In the White Paper the Government's plan for the various stages of educational development in the Northern Region was set out. Emphasis was placed on the establishment and development of the university to which all the activities of the Government should be directed.

The next step taken by the Government was the enactment of a law by the Legislature of the Northern Region establishing the Provisional Council, in April 1961. In

⁴⁹ Educational Development 1961, Northern Region of Nigeria, Kaduna, Government Printer, 1961.

November, the Council was constituted under the Chairmanship of the Honourable Shettima Kashim (now Sir Kashim Ibrahim, K.C.M.G., the Governor of Northern Nigeria) and in May 1962, the Law establishing the Ahmadu Bello University was passed by the Legislature of the Northern Region. It states:

In the words of the Law, three important objects of the University are: (a) to provide regular and liberal courses of instruction in the humanities, the sciences and other spheres of learning of a standard required and expected of a University of the highest standing; (b) to promote research and the advancement of science and learning; (c) to secure the diffusion of knowledge throughout Northern Nigeria.⁵⁰

The university is named after the Premier of Northern Nigeria, Alhaji, Sir Ahmadu Bello, the Sardauna of Sokoto, who is also the Chancellor of the university. In keeping with the recommendations of the Ashby Commission, the Zaria branch of the Nigerian College of Arts, Science and Technology has been incorporated into the university. The provisions of the Constitution of the University are set out as follows:

⁵⁰ Ahmadu Bello University, Zaria, Northern Nigeria, Kaduna, The Government Printer, 1963, p. 2.

The Constitution of the University provides for a Council, which is the supreme governing body, responsible for general policy and for finance. The permanent Council will be established shortly, under the Chairmanship of Alhaji Maina Umar Sulaiman, C.B.W., Emir of Bedde, but until the first meeting of this Council, the provisional Council will continue to act. The Premier of Northern Nigeria, Alhaji Sir Ahmadu Bello, has been appointed the first Chancellor of the University. The Constitution also provides for a Senate, consisting of all Professors and Readers, Directors of the Institutes, members appointed by Congregation, and others, the Senate being responsible for all academic matters; for Faculties and Faculty Boards (responsible for details of courses and syllabuses under the general control of the Senate); and for a Congregation of all members of the academic staff and graduate members of the administrative staff. Congregation provides an opportunity for discussion of matters of general interest, and appoints members of Council and Senate. (...) ⁵¹

With respect to the finances of the university, there are two sources of revenue; namely, internal and external. From internal sources, the university received a grant of £25,000 (approximately \$70,000) made by the Government of the Northern Region towards the cost of getting started. It is from the Government that the university expects to draw much of its income. A grant of £5,000 ⁵² (approximately \$14,000) was made by the Nigerian Chamber of Mines towards the purchase of scientific and technical books. A similar grant for scholarships in Engineering was made by the Amalgamated Tin Mines of Nigeria.

⁵¹ Ahmadu Bello University, Zaria, Northern Nigeria, Op. Cit., p. 8.

⁵² Ibid., p. 14.

From external sources, the university has received a grant of \$350,000⁵³ from the Rockefeller Foundation, to be used in the Institute of Agricultural Research. Another grant of £4,000⁵⁴ (approximately \$11,200) was made by the Netherland Universities Foundation for International Co-operation, to be used in the purchase of Arabic books. Other grants from external sources have been reported but the "biggest single financial assistance so far is the £2.1 million which the United Kingdom, through its technical assistance schemes, is providing for capital expenditure".⁵⁵ No details about grants from the National Universities Commission are available.

The university is organized into faculties and departments. At present there are six faculties and thirteen departments. The faculties are as follows: the faculty of Agriculture and Veterinary Science, the faculty of Arts, the faculty of Science, the faculty of Engineering, the faculty of Architecture and the faculty of Law. Other constituent institutes and colleges include: the Institute of Administration, the Institute of Agricultural Research and Special Services and the School for Arabic Studies (now the Abdullahi Bayero College which is being organized for degree work in Islamic and Arabic Studies).

⁵³ Ahmadu Bello University, Zaria, Northern Nigeria, Op. Cit., p. 14.

⁵⁴ Ibid., p. 14.

⁵⁵ Ibid., p. 15.

With regard to the admission policy of the university, the minimum qualifications for direct entry to the university are the same as those of the other Nigerian universities or those of the universities of the United Kingdom. Thus for direct entry to degree courses, at least a pass at the General Certificate of Education (Advanced Level) or Higher School Certificate equivalent is required. The law of the university states:

Membership of the University shall be open to persons of either sex and no discrimination shall be made or test imposed on the ground of religious belief, political views, racial or tribal origin, place of birth or residence.⁵⁶

About the fees, the inclusive fee for tuition and board is £150 (approximately \$420) per year. This undoubtedly makes the university the least expensive of all Nigerian universities. The total number of students in residence during the 1962-63 session was 426, and the number of the academic staff, 80. The numbers of students and academic staff during the present session, 1963-64 are 547 and 116, respectively.⁵⁷

Indeed the Ahmadu Bello University has evolved into one of Nigeria's Regional universities.

⁵⁶ Ahmadu Bello University, Zaria, Northern Nigeria, Op. Cit., p. 1.

⁵⁷ See Table III., p. 69a.

The international character of its staff is of particular significance. This is reflected in the following comments by the Vice-Chancellor of the university:

Our staff, too, will be international. For some time to come it will be largely expatriate, and because of language and our educational structure, it is natural that most will come from the United Kingdom and from the Commonwealth. We already have Nigerians, both Northern and Southern, Ghanaians, Africans from South Africa; Pakistanis and Indians, men from the Sudan and from New Zealand (I am one of these myself); from Holland and from Poland; we may possibly have a Chinese from Malaya and in increasing numbers we will have men from the United States. We believe that in this way we will be able to profit from what is best in all the systems of education represented; and I firmly believe also that we will be playing a part in fostering good international relations. We learn far more about each other by working together on a common project than we can do in any other way.⁵⁸

The next section will discuss the origin of the University of Lagos in the Federal Territory and other related developments.

5. The Development of the University of Lagos in the Federal Territory of Lagos.

The Federal Territory of Lagos covers an area of about thirty square miles and, in 1961, had a population of about 379,000. It is what might be called a territory of many contrasts. As the Federal capital and as the seat of the Federal Government, it occupies a privileged position and

⁵⁸ Ahmadu Bello University, Zaria, Northern Nigeria, Op. Cit., p. 7.

dominates all phases of development. About one-third of Nigeria's European population lives and works here. As a separate region by itself, on the other hand, it might be described as a no man's land which sometimes enjoys the saying that Lagos business is nobody's business.

Since its withdrawal from the Western Region to become the Federal Territory in 1954, Lagos has not only seen many industrial developments but also has directed the nation's educational planning through the Federal Ministry of Education. The constant unrelenting efforts of the Ministry to achieve unity and liaison among the Regions in important matters is outside the scope of this study.

However, it is important to note that in addition to being responsible for education in Lagos as a whole, the Federal Ministry of Education is both responsible for all federal institutions of higher education and in providing expert educational advisory service to the Regions. It was in order to make this advisory service of the Ministry more effective, that the Joint-Consultative Committee on Education, comprising representatives from Nigeria higher educational institutions as well as the Nigerian Union of Teachers, was formed in September 1955.

It is to be borne in mind that owing to the peculiar position of the Federal Government with respect to higher education in and outside Lagos, the treatment in this section cannot therefore be limited exclusively to Lagos, but has

to include institutions outside the Federal Territory of Lagos, as for example, the University College, Ibadan, which is a federal institution.

The federal activities in higher education as far as the Federal Territory of Lagos is concerned, range from the operation of an Emergency Science School (previously referred to), to an Advanced Teacher Training College for the training of secondary school teachers. This college was opened in 1962 with 139 students (90 men and 49 women). The number of the academic staff in 1962-63 was nineteen.⁵⁹

Students of the college who must be post-School Certificate in status follow a three-year advanced course of study.

In addition to the financing of the three branches of the Nigerian College of Arts, Science and Technology before their incorporation into the three Regional universities, the University College, Ibadan, and other federal institutions, the Federal Government has maintained a system of continuous awards of federal scholarships to Nigerians throughout the Federation.

Although details are not available at this time on the activities of the Federal Government with respect to technical education above the secondary level, it might be

⁵⁹ The Development of Higher Education in Africa: Report of the Conference on the Development of Higher Education in Africa, Tananarive, September 3-12, 1962, UNESCO, Paris, 1963, p. 296.

mentioned that a massive programme for the development of technical education above the secondary level forms part of the Federal Development Programme to be discussed later.

Before outlining the actual establishment of the University of Lagos, it is necessary to place a few facts in perspective.

So far we have seen the origins of the three Regional universities; namely, the University of Nigeria at Nsukka, the University of Ife in the Western Region, and the Ahmadu Bello University at Zaria in the Northern Region.

The fourth university, according to the Ashby Commission, was to be built in Lagos. The unique position of Lagos, as has already been pointed out, attracts attention in many ways. It was this fact that led to its choice as a suitable site for a university. The Ashby Commission states:

These academic developments for University College, Ibadan, the University of Nigeria, and the new University to be established in the Northern Region will have to be supplemented by an institution which satisfies other needs and fills other gaps in the system of higher education. Lagos immediately commands attention as a most suitable locality for the different kind of university which we have in mind. First, being the chief centre of commerce and business and as a growing international port, it could well have a national university linked primarily, but not exclusively with commerce and business. Secondly, at Lagos it is possible to think of a non-residential institution, thus by-passing the cost of building dormitories or halls of residence. To effect some of the difficulties for students who cannot easily study at home, we stress the importance of generous library facilities with space in the reading-rooms for large numbers of readers, and also of good catering arrangements.⁶⁰

⁶⁰ Investment in Education, Op. Cit., p. 120-121.

Thus the Ashby Commission having set the stage, the necessary step was taken by the Federal Government. The Government requested the UNESCO to set up an Advisory Commission which would advise it on the organization, administration and financing of the proposed university, as well as formulating a plan for its development.

In June 1961, the Commission was set up and in September, it submitted its report which forms the blueprint of the present development of the University of Lagos. Indeed what makes this development worthy of note was the remarkable speed with which it was executed. For instance, no sooner was the report published, than the Federal Government undertook its implementation. In April 1962, six months after the publication of the report, the University of Lagos Act⁶¹ was passed by the Federal Parliament. About two months later in June 1962, the Provisional Council of the university was appointed.

The development of the university is divided into three phases. The first phase began in October when the university was formally opened. The second phase is expected to start in October 1964, and the third phase thereafter. It is hoped that at the third phase no new faculties will be added to the existing ones but that an expansion of the facilities in all faculties will take place. The scope

⁶¹ Details in Appendix 6, p. 229-237.

of these three phases of development is set out in the following paragraph:

The first phase began in October, 1962, when the University opened with a Faculty of Business and Social Studies, a Faculty of Law and a Medical School. The latter is organised as an autonomous unit within the University. Emphasis has been laid from the start on co-operation between faculties. Thus the faculty of Law will provide courses in Commercial Law (Legal environment to business) for students of the Faculty of Business and Social Studies, and the Faculty of Business and Social Studies will provide courses on economic and social environment for law students. Provision has also been made for students to take additional courses outside their main field of study. Thus, all students take a year's course in African History and Culture and in either French or Biology in relation to Man. The second phase will start in October, 1964, when new faculties of Engineering, Science, Arts, and Education will be added. The last three faculties will work closely together with the initial aim of producing teachers in Science and Arts subjects.

(...) In the third phase after 1964, further growth will be increasing the scope of existing faculties rather than by adding new faculties.⁶²

With respect to the finances of the university, it derives its income solely from the Federal Government through the National Universities Commission which makes the actual grant directly to the university. No precise details are available at present on specific allocations from the Commission.

Admission to the university is by direct entry, the minimum qualifications being similar to those of other

⁶² University of Lagos Calendar 1962-63, Apapa, Lagos, The Nigerian National Press Ltd., 1962, p. 28.

Nigerian universities. The requirements are set out as follows:

IN ORDER TO BE ADMITTED to the University of Lagos and to be eligible for matriculation, a student must possess the following minimum qualifications: (i) Higher School Certificate with two passes at the Principal Level in subjects relevant to the course proposed in addition to a School Certificate with at least five credits including one in English; or (ii) General Certificate of Education (Advanced Level) in two subjects relevant to the course proposed in addition to five passes at the Ordinary Level including English. There will be additional tests and/or interviews as may be prescribed from time to time.⁶³

There are three categories of students in terms of enrolment; namely, residential, non-residential, and evening students. Consequently three categories of fees exist. All inclusive fee (tuition and board) for residential students is £156.-.6d. (approximately \$437) per year; for non-residential students (tuition only) is £61.10.6s. (approximately \$172) per year, and for the evening students £37.10.6d. (approximately \$105) per year.⁶⁴

Like the other universities, opportunities exist for Federal, Regional and State scholarships.

A State scholarship differs from Federal and/or regional scholarships in that for Federal or regional

⁶³ University of Lagos Calendar 1962-63, Op. Cit., p. 41.

⁶⁴ Ibid., p. 46.

scholarship, the recipient is nominated by the Federal or the Regional Government concerned whereas in the case of a State scholarship, the recipient is nominated by the university on the basis of high scholastic attainment and the Federal Government makes the award.

In addition to other university scholarships, there is a revolving Loan Fund set up by the university from which a maximum loan of £125 (approximately \$350) may be made to deserving students on the basis of need.

It should be remembered that one of the points stressed by the Ashby Commission with respect to Lagos as a suitable university site was the possibility of having a non-residential institution which could by-pass the cost of building dormitories or halls of residence. It is encouraging therefore to note that no residential qualifications are imposed on the students of the university. However, accommodation is provided at present for a small number of students in a hall of residence at Baptist Academy, a local secondary school. The University Administration also gives assistance to non-residential students in obtaining suitable lodgings in Lagos.

The university's Health Service caters for students as well as for members of the staff. Particular attention is paid to the essential aspects of preventive medicine.

It can be stated that the University of Lagos has had a small but nevertheless a good initial start. In its first session, 1962-63, it admitted 102 students (100 men and 2 women) and in the present session, 1963-64, 135 students were admitted (133 men and 2 women). Thus in the faculties of Business and Social Studies and in the faculty of Law, the total number of students is 237.⁶⁵ No records are available as to the number of students in the Medical School which is organized as an autonomous unit within the university. Statistics are also not available as to the number of the academic staff. It is to be realized of course that the university is just beginning and that things are in the process of formation right now.

As part of the second phase of the university's development mentioned earlier, a new faculty of Arts is being established in October 1964. Initially, the new faculty will comprise the departments of History, Geography, Mathematics and Modern Languages, and will co-operate closely with the faculty of Education in the preparation of graduate teachers as well as in providing a liberal education for students in different faculties.

Like the other Nigerian universities, the University of Lagos has a great future before it. The Federal Government has given and is continuing to give real leadership

⁶⁵ Statistics from the Registrar, University of Lagos, November 28, 1963.

in all phases of the university's development. Two permanent sites have been acquired for the university's planned development. One of these, a nine hundred acre site, is centrally located to permit easy communication from all parts of the Federal Territory. By September 1964, it is hoped that this accommodation, initially costing over £3 million (approximately \$8 million), will be ready for the university. The second site which is also accessible from all parts of the Federal Territory is being developed.

We will now turn to the other Federal institution, the University College, Ibadan, and see how it became the independent University of Ibadan.

6. The Conversion of the University College, Ibadan, to an Independent University of Ibadan.

This chapter on higher education development since independence would be incomplete without reference to the University College, Ibadan, (now the University of Ibadan). This was Nigeria's first institution of higher learning and the country's only university college established before independence.

As has already been stated, the institution had, by 1959, made tremendous strides from a comparatively small university college graduating only forty-three students in

1953,⁶⁶ into a comparatively large institution in its own right, graduating ninety-nine⁶⁷ students in 1959. It could be seen that one of the declared policies of the college at this stage of its development had been the pursuit of its independence. This would mean, of course, establishing itself as an autonomous university with full powers to grant its own degrees. How far this goal of independence has been achieved will be seen later in this discussion.

An event of great significance which took place soon after Nigeria's independence was the graduation of the country's first medical students in October 1960. It was noted previously that with the recognition of the University College Teaching Hospital by the University of London in October 1957, Nigerians could, for the first time, complete their medical studies and receive London degrees from Nigeria.

Another important event in 1960 was the appointment of the first Nigerian Principal of the college, Dr. K.O. Dike, who was previously the Vice-Principal of the institution.

⁶⁶ Report on Nigeria for the Year 1953, Colonial Office, London, H.M.S.O., 1955, p. 87.

⁶⁷ The University College, Ibadan, Calendar 1959-60, Ibadan, Ibadan University Press, 1959, p. 90-93.

Greater responsibility for financing the University College was assumed by the Federal Government. For instance, as of June 30, 1960, it had received from the Federal Government grants for capital expenditure totalling some £5 million (approximately \$14 million). This was a considerable improvement on the part of the Federal Government when it is realized that its grant to the college in 1956-57 totalled only £420,600 (approximately \$177,680).⁶⁸

Another significant development worthy of mention was the growth in student population as well as in the staff. Whereas there was a total of 1,250 students (1,177 men and 73 women) at the college in 1960-61, the present number is 1,972 (1,788 men and 184 women). (See Table III.)

Table IV gives the number of students according to sex and level of study since 1960.

The academic staff has increased from a total of 189 in 1960-61 to 302 in 1963-64. Table V gives the number of the academic staff according to sex.

Remarkable as this growth in student population is, it is important to note, however, that it is still inadequate in terms of both the Ashby Report and the target set by the university itself. For instance, according to the Ashby Report, the university population in Nigeria should be

⁶⁸ E.I. Oliver, Nigeria: Economic and Commercial Conditions, London, H.M.S.O., October 1957, p. 175.

Table IV.-

Total Numbers of Students at the University College, Ibadan,
Since 1960, According to Sex, Level of Study and
Nationality.

Year	Men	Women	Post- Graduates	Non- Nigerians	Total
1960-61	1,177	73	28	11	1,250
1961-62	1,517	127	55	56	1,644
1962-63	1,531	158	77	27	1,689
1963-64	1,788	184	115	55	1,972

Information supplied by the Registrar, University
College, Ibadan, (now University of Ibadan) on December 16,
1963.

Table V.-

Total Numbers of Academic Staff According to Sex at the University College, Ibadan, (now University of Ibadan) Since 1960.

Year	Men	Women	Total
1960-61	-	-	189
1961-62	190	16	205
1962-63	205	32	237
1963-64	267	40	307

Information supplied by the Registrar, University College, Ibadan, (now University of Ibadan) on December 16, 1963.

increased to 7,500 as a first objective and to over 10,000 in the 1970's. As a result of this Ashby recommendation, the University College, Ibadan, proposed, in 1961, to increase its student population to 3,200 by 1966. The contemplated increase over the next five years was as follows: October 1962, 1,800 students; October 1963, 2,000 students; October 1964, 2,400 students; October 1965, 2,600 students; and October 1966, 3,200 students.

The suggested distribution between faculties was
69
allocated as follows:

1. Arts	800
2. Science	800
3. Pre-Clinical Medicine	240
4. Clinical Medicine	300
5. Law	150
6. Economics and Social Studies	250
7. Agriculture	200
8. Education	150
9. Postgraduate and Special Studies	200
10. Unallocated	110

According to this target, the number of students in October 1963, should be 2,000 but the actual number at the university is 1,972.

69 Report of Visitation to University College, Ibadan, January 1961, Op. Cit., p. 19.

With respect to the goal of autonomy, it is gratifying to note that on December 27, 1962, the Governor-General of the Federation of Nigeria gave his assent to a Bill, known as the University of Ibadan Bill,⁷⁰ the purpose of which was to convert the University College, Ibadan, into an independent university with full powers to grant its own degrees.

Thus the University of Ibadan, though the oldest of all Nigerian universities, was born when the Bill converting it into an independent university was passed on December 27, 1962. Like the independence of Nigeria, this was undoubtedly a happy transition after fourteen years of special relationship with the University of London.

7. Summary.

An attempt was made in this chapter to present the major facts of the development of higher education in Nigeria since its independence. First of all, the chapter tried to place this development within the major context of Africa's development decade of the 1960's. It then gave full treatment to the Ashby Commission on Post-School Certificate and Higher Education, dealing particularly with those aspects of it that relate primarily to higher education.

⁷⁰ Details in Appendix 7, p. 238-262.

It presented some of the recommendations and the comments made by two scholars familiar with the Report. It also presented an evaluation of the Report made by the writer of this thesis. The chapter then presented some of the recommendations as accepted by the Federal Government, the implementation of which brought educational revolution to an independent Nigeria.

Specifically, the chapter discussed the development of the University of Nigeria at Nsukka in the Eastern Region. It dealt similarly with the establishment of the following universities: the University of Ife in the Western Region; the Ahmadu Bello University at Zaria in the Northern Region; and the University of Lagos in the Federal Territory of Lagos.

The chapter also discussed the conversion of the University College, Ibadan, into an independent University of Ibadan with full powers to grant its own degrees.

Thus, with these five independent universities, Nigeria's investment in education for national self-sufficiency had begun. But it is to be borne in mind that this is only the beginning. A major development lies ahead.

In the next chapter this major development will be treated under the New National Development Plan, 1962-68. This Six-Year National Development Plan is regarded by all the Governments of Nigeria, Federal and Regional, as the

foundation stone upon which the future economic and social independence of Nigeria will be based. Thus the chapter will discuss its aims and objectives, and the roles of the Federal and the three Regional Governments in launching this plan.

CHAPTER III

THE NEW NATIONAL DEVELOPMENT PLAN, 1962-68

The widespread recognition of education as a prerequisite to national development among the new nations of Africa has been given some emphasis earlier in this report. This fact was seen in the previous chapter which dealt with Nigeria's investment in education.

Since national development is a function of educational development, therefore, the latter cannot be considered in isolation from or independent of the former. Hence the present chapter will deal with that national development under the New National Development Plan, 1962-68.

The first major effort on the part of Nigeria involving development planning was made in 1946, with the Ten-Year Plan of Development and Welfare, 1946-56. This plan also embraced the country's first Educational Ten-Year Plan, and was launched under the Colonial Development and Welfare Funds, as referred to in chapter one.

In 1951, however, this plan underwent a revision covering the five-year period 1951-56.

The second attempt at development planning was made in 1955, brought about by an economic mission to Nigeria in 1953 of the International Bank. This mission published its report in 1955, and in the same year, the Five-Year

Development Programme, 1955-60, was launched by the Federal and the Regional Governments.

It is no over-statement to say that none of these development programmes could be called a development plan in the real sense, because of their lack of relationship to any overall economic target. Moreover, their promotion and implementation were separately undertaken without any effective machinery of co-ordination within the activities of the various governments concerned.

It was on account of this that the National Economic Council decided, in 1959, to propose a National Development Plan which would embrace the whole country and help it achieve its aims.

Before describing the programmes of the National Development Plan at both the federal and regional levels, the aims and objectives of the plan must first be considered.

1. The Aims and Objectives.

When it is realized that the National Development Plan will involve a total capital expenditure of £676.8 million¹ (approximately \$2,000 million) over the six-year

¹ National Development Plan, 1962-68, Federation of Nigeria, Lagos, The Federal Ministry of Economic Development, 1962, p. 46.

period, a clear statement of aims and objectives becomes necessary. Briefly, the plan is designed "to achieve an overall growth rate of the economy of 4 per cent per year and, if possible to exceed this rate".²

The aims may be summarized as follows:

- i) to achieve the highest rate of economic growth through the combined efforts of all the Governments of the Federation;
- ii) to develop as rapidly as possible opportunities in education, health and employment, and to improve access for all citizens of Nigeria to these opportunities;
- iii) to achieve a modernized economy that would guarantee and safeguard the democratic, political, and social aspirations of the people; and,
- iv) to mobilize and stimulate all of the country's savings, both government and private, and to attract the flow of foreign capital.

It is to be noted that, as a summary of the aims, it is by no means exhaustive. The aims are many and of a general nature. This fact is supported in the following statement from the plan itself:

² National Development Plan, 1962-68, Op. Cit.,
p. 27.

The goals are many and varied: the economy is to grow as fast as possible, but at least at the average rate of 4 per cent compound which exceeds the average compound rate of 3.9 per cent per annum that was achieved during the past 10 years; it is proposed to accelerate education of all kinds and at all levels but primarily the education of technical and managerial manpower; resources are to be shifted more and more into the enlargement of the directly productive capacity of the economy to provide the basis for the desirable expansion of health and educational facilities; yet the level of living of the people is to rise and this involves not only increasing real income, but also providing more employment opportunities and better living conditions.³

The word goals which appears in this quotation is used interchangeably with the word aims in the original. However, the writer has preferred to stick to the word aims to avoid any inconsistency that may arise in the use of both words interchangeably.

In order to achieve these aims, the following objectives have been proposed:

- i) to create more jobs and opportunities in non-agricultural occupations;
- ii) to provide training and advisory opportunities for Nigerian businessmen so as to enable them to compete more favourably at home and abroad;
- iii) to train a greatly increased number of doctors; to provide a greatly increased number of places for university students, high school and technical

³ National Development Plan, 1962-68, Op. Cit., p. 21.

institute students, so as to meet the educational and health needs;

- iv) to increase the production of export crops through better and modern agricultural methods;
- v) to expand the communications systems by a further extension of 293 miles⁴ to the Bornu Railway Extension project; to add fourteen new Diesel engines and 1485 wagons⁵ to the existing ones; to increase the number of tarred roads (paved roads as known in this country) by about two thousand miles;⁶ and to complete the New Niger River bridge at Onitsha and the Second Mainland Bridge at Lagos;
- vi) to enlarge the present dock facilities at Lagos and Port Harcourt ports by an addition of seven new docks⁷ to handle increased shipping;
- vii) to increase the rate of production of Nigerian cement to about 980,000 tons⁸ a year; and
- viii) to maintain a reasonable degree of stability in the Nigerian pound (£ sterling) and to avoid as far as possible any unnecessary control measures that may affect the overall stability.

4 National Development Plan, 1962-68, Op. Cit., p. 24.

5 Ibid., p. 24.

6 Ibid., p. 24.

7 Ibid., p. 24.

8 Ibid., p. 24.

As with the aims, these objectives are by no means exhaustive. However, they are specific enough to show how the Governments want to go about their aims.

Before going into the specific programmes of the various Governments concerned, it may not be out of place to state very briefly what the National Development Plan is all about. It is a plan in which the Federal and the Regional Governments of Nigeria are committed to development programmes designed to raise the country's standard of living. Indeed such a plan does not only call for constant evaluation and revision on the part of the Governments concerned but also for the co-operation of every citizen in order to realize these aims and objectives.

The following Government summary of the plan may throw some light:

The National Plan was envisaged as a nationwide exercise involving all the Governments, every citizen of Nigeria and all the economic activities of the country. It was the aim of the Governments to produce not a mere capital budget, still less an uncoordinated list of projects, the intention has been to formulate an internally consistent and coherent combination of economic policies, of activities both within the private sector and by the Governments themselves so as to give direction to, and accelerate the growth of the economy. The main aim was thus to provide that sense of general direction and the means by which the flow of resources into the most productive channel could be constantly watched, evaluated and allocated.⁹

⁹ National Development Plan, 1962-68, Op. Cit., p. 25-26.

It is the purpose of the following sections of the chapter to deal with these specific activities of the various governments concerned. Section two will now deal with those of the Federal Government.

2. The Federal Government Development Programme.

An important point to remember when considering the Federal Government Programme is that the Federal Government provides the machinery for coordinating all the development programmes. As stated before, this is what makes the National Plan what it is. The previous plans lacked this effective machinery of coordination. This was why they could not be regarded as plans in the real sense.

It should be made clear at this point that the separate treatment of the Federal Government Development Programme on the one hand and the Regional Governments Development Programmes on the other, should not imply two separate and distinct programmes. They are all parts of the same thing or parts of a coherent whole. Therefore any repetition either of the items or of emphasis must be understood as unavoidable.

The following describes more succinctly the point already made:

In considering the Federal Government's Development Programme two factors must be borne in mind. Firstly, the conception of a National Plan is such that the Programme of any one Government cannot be judged in isolation or be regarded as complete in itself. In other words, the Development Programme of each of the four Governments forms but one essential part of a composite and coherent whole. Thus, the Federal Government's Programme must be viewed against the background of the general objective of the National Plan and the prospects for Nigerian economy in the coming years.¹⁰

It is significant to note that of the total capital expenditure of £676.8 million envisaged for the National Plan, the cost to the Federal Government and its Statutory Corporations amounts to £412.5 million¹¹ (approximately \$1,155 million). The expenditure to be borne directly by the Federal Government, that is excluding the Statutory Corporations, amounts to £238 million¹² (approximately \$666.4 million), or thirty-five per cent of the National Development Plan.

In specific terms, the principal items and the amount of revenue allocated to each are given as follows:

- a) Agriculture (£229.4 million);¹³ The Regional Governments are to receive £25 million from the Federal

¹⁰ National Development Plan, 1962-68, Op. Cit., p. 45.

¹¹ Ibid., p. 48.

¹² Ibid., p. 48.

¹³ Handbook of Commerce and Industry in Nigeria, Lagos, Federal Ministry of Information, 1962, p. 169.

Government as loan for the development of their own projects in agriculture, veterinary, forestry and fisheries services. For agricultural research and credits to farmers, the Federal Government will spend £1.4 million and £3 million respectively.

- b) Civil Aviation (£7.6 million):¹⁴ Much of this will be spent in the development of telecommunications and navigation facilities while a substantial quota will be used for the construction of air bases and plane replacements. Fire-fighting and crash equipment, access roads and staff quarters will receive a substantial amount.
- c) Defence (£29.7 million):¹⁵ This amount is being set aside for the improvement of the army, the modernization of the navy and for the setting up of an air force and an ammunition factory.
- d) Education (£33 million):¹⁶ The Federal Government will spend £3.1 million for primary education, £2 million for secondary and sixth-form education and £2 million for technical and teacher-training. In order to assist the Regional Governments in their primary and secondary education, the Federal Government is expected to give £5.1 million to the Regions. As part of the implementation of the Ashby Report, the Federal Government is to spend £5.5 million towards the establishment of the University of Lagos, £4.6 million towards the expansion of the University of Ibadan, £4 million as grant to the Regional universities through the National Universities Commission, and £5.4 million for scholarships.
- e) Fisheries (£700,000):¹⁷ This sum will be spent in the improvement of fisheries services as a whole but particular attention will be paid to the research aspects of inland fisheries, experiments, transportation and training facilities.

¹⁴ Handbook of Commerce and Industry in Nigeria, Op. Cit., p. 169.

¹⁵ Ibid., p. 169.

¹⁶ Ibid., p. 169.

¹⁷ Ibid., p. 170.

- f) Forest Research (£498,000):¹⁸ This sum will be used in various aspects of research particularly on forest regeneration, timber improvement, paper industry and wood processing.
- g) Geological and Water Survey (£1 million):¹⁹ This is being set aside for the exploration of mineral and water resources now being carried out under the auspices of the Federal Government.
- h) Industry (£30 million):²⁰ This allocation is primarily for the financing of the iron and steel project which is jointly being financed by the Federal and Regional Governments.
- i) Information (£2.4 million):²¹ The Federal Government is to spend £1.1 million on domestic broadcasting while £1 million will be spent on external broadcasting.
- j) Lagos Town Planning (£24.2 million):²² Much of this will be spent on housing development.
- k) Lagos Water Supplies (£1.8 million):²³ With this amount it is expected that the Territory's water supply will be raised from the 1961 figure of fourteen million gallons per day to forty million gallons per day²⁴ by the end of the Plan period.

¹⁸ Handbook of Commerce and Industry in Nigeria, Op. Cit., p. 170.

¹⁹ Ibid., p. 170.

²⁰ Ibid., p. 170.

²¹ Ibid., p. 171.

²² Ibid., p. 171.

²³ Ibid., p. 171.

²⁴ Ibid., p. 171.

- 1) Medical and Health (£10.3 million):²⁵ The University of Lagos Medical School will receive £2.8 million while the University of Ibadan Teaching Hospital will receive substantial grants, for example, expansion of dental training facilities (£200,000); expansion of Yaba smallpox laboratory (£750,000); Lagos General Hospital reconstruction (£1.3 million); the expansion of the Royal Orthopaedic Hospital (£650,000); a children's hospital (£810,000); a post-graduate school of nursing which is to be established and a 300-bed ward to be added to the Lagos Polyclinic; a mental hospital (£800,000).
- m) Mint and Security (£300,000):²⁶ The Federal Government will spend this sum in the establishment of such institutions.
- n) National Development Bank (£4 million):²⁷ The establishment of a joint bank by the Federal Government, Nigerian investors and foreign private capital is expected to attract foreign skills and experience when such a bank is completed.
- o) Niger Dam Project: This project is grouped under Electricity to which £98.1 million²⁸ has been allocated. This Niger Dam Project will cost the Government £68.1 million²⁹ and will provide a substantial supply of electricity required for new industries.
- p) Oil Refinery (£2 million):³⁰ The Government will spend this sum towards the £12 million oil refinery which will be built jointly by the Federal and the Regional Governments with the co-operation of an international oil company.

²⁵ Handbook of Commerce and Industry in Nigeria, Op. Cit., p. 171.

²⁶ Ibid., p. 171.

²⁷ Ibid., p. 171.

²⁸ Ibid., p. 172.

²⁹ Ibid., p. 172.

³⁰ Ibid., p. 172.

- q) Ports (£30.4 million):³¹ Most of this will be spent on major expansion of dock facilities and general improvement.
- r) Posts and Telegraphs (£29.7 million):³² £27.4 million will be spent on the expansion of telephone and telegraph services.
- s) Railways (£20.1 million):³³ Of this the Federal Government will spend £8 million for railway extension and improvement between 1962 and 1968. The rest of the allocation will be met by Nigerian Railway Corporation, a statutory body.
- t) Roads and Bridges (£35.4 million):³⁴ Since the Federal Government is responsible for the construction and maintenance of all Trunk A roads, this money will be used for that purpose.
- u) Shipping (£6.1 million):³⁵ This money will be spent by the Federal Government in connection with the Nigerian National Line to buy additional ships and for general shipping service improvement.

As was stated in chapter two, the Federal Government is responsible for all levels of education in the Federal Territory of Lagos and for certain Federal institutions of higher education. Thus in the Federal Development Programme priority is given to all levels of education but particularly to higher education; for instance, of the total allocation

³¹ Handbook of Commerce and Industry in Nigeria, Op. Cit., p. 172.

³² Ibid., p. 172.

³³ Ibid., p. 173.

³⁴ Ibid., p. 173.

³⁵ Ibid., p. 173.

of £33 million to education, £19.650 million³⁶ is allocated to higher education alone. This is approximately sixty per cent of the total education budget. Much of this expenditure will be devoted to the University of Ibadan and the University of Lagos.

In this connection, the Government report states:

The major effort of the Federal Government in the education sector relates to universities. University College, Ibadan, will expand from 1,138 students in 1961 to 3,380 in 1967, and will add a number of new departments of particular significance to economic development at a total estimated cost of £4.846 million. The University of Lagos will be established at a cost of £5.514 million and is expected to have an enrolment of 1,800 students by 1967.

(...) The Federal Government will provide grants to Regional Universities amounting to £4 million. This is additional to the transfer to the Regional Universities of the three branches of the Nigerian College of Arts, Science and Technology, which have been valued at £4.260 million.³⁷

It should be noted that this report was written before the change in status from University College, Ibadan, to the University of Ibadan which was treated in chapter two; and hence the reference to the University College, Ibadan, in this report.

The different educational projects and the allocations made to them in the Federal Development Programme, 1962-68, are shown in Table VI.

³⁶ National Development Plan, 1962-68, Op. Cit., p. 89.

³⁷ Ibid., p. 88-89.

Table VI.-

Allocations Made to Different Educational Projects in
the Federal Development Programme, 1962-68.

Project	Allocation
National High Schools in the Regions	£1.840 million
University College, Ibadan expansion	£4.646 "
University of Lagos	£5.514 "
Sixth Form Development in Lagos, including King's and Queen's	£0.515 "
Sixth Form Development in the Regions	£0.135 "
Conversion of Federal Emergency Science School to a National High School	£0.290 "
Post-Graduate Scholarships	£1.642 "
All Technical Education Projects	£1.195 "
Advanced Teachers' College	£0.530 "

National Development Plan, 1962-68, Federation of
Nigeria, Lagos, The Federal Ministry of Economic Develop-
ment, 1962, p. 89.

Bearing in mind what was said before about the Federal Government Development Programme and the Regional Governments Development Programmes; namely, that they are parts of a coherent whole, the next section will examine the Regional Governments Development Programmes. It will present the programme of the Northern Region, then the Eastern Region and finally the Western Region.

3. Development Programmes of the Three Regional Governments.

As constitutionally defined, the Regions have powers over certain regional matters while in other matters they share responsibilities with the Federal Government. This means of course that in certain programmes of development the same kind of relationship is maintained.

It is interesting to note that in establishing their regional programmes, the Regional Governments have followed the same set of priorities that are developed in the National Plan. The three greatest areas of emphasis are agriculture, industrial expansion and education. The Federal allocation to these three items is £92.4 million³⁸ while the three Regional Governments allocated £152.8 million³⁹ to the three

³⁸ Handbook of Commerce and Industry in Nigeria, Op. Cit., p. 169-170.

³⁹ Ibid., p. 173-183.

items. This of course includes assistance from the Federal Government to the Regions. For instance, Federal assistance to education in the Regions amounts to £5.1 million.

As previously stated, the Federal Government's share of the total capital expenditure, including the Statutory Corporations, amounts to £412.5 million; that of the three Regional Governments amounts to £264.3 million.⁴⁰ This is approximately thirty-nine per cent of the national total. By 1968, the three Regional Governments expect to spend a total of some £642.8 million⁴¹ in order to carry out successfully their entire programme.

Like the Federal Government, the Regional Governments fully recognize the great importance of overseas help in carrying out such ambitious programmes. They are relying very much on such outside help as the World Bank, technical aid agencies, various international missions and mutual aid organizations and educational foundations. Already some educational foundations have begun to assist with grants to the Regional universities and other higher education institutions in the Regions.

The Northern Region Development Programme will now be examined.

⁴⁰ Handbook of Commerce and Industry in Nigeria, p. 173-181.

⁴¹ Ibid., p. 173-181.

4. The Northern Region Development Programme.

The first Five-Year Development Programme, 1955-60, for the Region was launched in 1955, but was later extended to 1962. Under this Programme, the revenue of the Government expanded from £17.6 million⁴² in 1959-60, to an estimated £21.1 million⁴³ in 1961-62.

The greatest emphasis was being placed on agriculture, industrial expansion and education.

The new Regional Development Programme, 1962-68, is planned to follow the pattern of the National Development Plan.

The major aim of the Regional Government is to lay a firm economic foundation that will guarantee self-sufficiency for the Region within the national framework. A further insight as to the scope of the programme may be gained from the following report.

⁴² Handbook of Commerce and Industry in Nigeria, Op. Cit., p. 173.

⁴³ Ibid., p. 173.

The new Regional Programme prepared in consultation with the other Governments of the Federation envisages an expenditure of £292 million over the six-year period 1962-68. The greatest emphasis has been placed upon the expansion of agriculture, industries, and technical education. The capital programme is of the order of £98.8 million. Of this sum, £32.4 million is earmarked for development corporations which will engage in industry, agriculture and housing. Recurrent expenditure is estimated to reach £193.8 million. To finance both recurrent and capital expenditure over this period the Government hopes to obtain increased revenue amounting to £140.5 million from existing sources and £55.6 million from new sources. A considerable amount will therefore have to be raised through loans, both internal and external, and aid.⁴⁴

A summary of the principal items and the amount of revenue allocated to each are given as follows:

- a) Agriculture (£5.2 million):⁴⁵ This sum is only a minimum as huge projects are planned. Substantial revenue is expected from the existing sources as well as from new ones. Contribution is expected from the United Nations Special Fund and loans will be raised, both internally and externally. Much of the revenue is being channeled into agricultural training schemes and agricultural research of all kinds. An expanded programme in agricultural education is underway. The following account is of particular significance:

⁴⁴ Handbook of Commerce and Industry in Nigeria, Op. Cit., p. 173-174.

⁴⁵ Ibid., p. 174.

Much progress has been made in agricultural training and education. There are six provincial farm training centres for the training of extension workers, and it is the ultimate intention to provide one for each Province. In the new six-year Programme it is proposed to build a farm institute in each Division for the training of primary school leavers in agricultural practices and rural crafts so as to check the flow of potential agricultural workers into the urban areas. A second school for advanced training in agriculture will be opened shortly at Kabba, the first one has been in existence at Zaria since 1923.⁴⁶

- b) Education (218.9 million):⁴⁷ The programme envisaged will cost more than what is earmarked for education because of the following projects: 1) the Ashby Commission's recommendations call for considerable expansion of all educational facilities; 2) the ultimate aim of the Region to achieve universal free primary education as soon as possible calls for considerable expenditure to initiate such a scheme.

Most of the revenue will be spent on the continuing development of Ahmadu Bello University at Zaria. The university is expected to be fully established by 1968. The following states some of the educational activities contemplated.

During the next six years the Ahmadu Bello University will become fully established and other developments include the establishment of the advanced secondary teacher training college, the commencement of a polytechnic, the expansion of existing crafts schools and further increases in secondary schools and training colleges. In addition technical training schools will enter students for the City and Guilds examinations. Schools broadcasting and television services will continue to work in close co-operation with native authorities and with voluntary agencies.⁴⁸

⁴⁶ Handbook of Commerce and Industry in Nigeria, Op. Cit., p. 174.

⁴⁷ Ibid., p. 174.

⁴⁸ Ibid., p. 175.

- c) Forestry (£463,453):⁴⁹ Efforts will be devoted to the production of wood, the preservation of the climatic regime of the country and to the enrichment of depleted forestlands.
- d) Medical and Health (£4.4 million):⁵⁰ The ultimate aim is to provide approximately one hospital bed per thousand of the population. Much of this sum will be spent on training schemes to provide nurses, medical auxiliaries, and pharmacists.
- e) Roads and Bridges (£26 million):⁵¹ An average expenditure of £3.8 million per annum for the six-year period of the plan is envisaged for the development of roads. New projects are underway and will cost additional sums of money.
- f) Veterinary (£3.6 million):⁵² As in the case of agriculture, livestock is an important feature of the Region's economy, with an estimated value of £100 million.⁵³ The estimated income from the sale of slaughter stock, hides and skins, and poultry products is over £20 million⁵⁴ a year. Thus the programme is directed towards the improvement of this valuable source of revenue for the Region.
- g) Water Supplies (£9.2 million):⁵⁵ One of the big problems of the Region is inadequate provision for both urban and rural water supply. The Government spent over £2.5 million⁵⁶ in 1955-60 in that

⁴⁹ Handbook of Commerce and Industry in Nigeria,
Op. Cit., p. 175.

⁵⁰ Ibid., p. 175.

⁵¹ Ibid., p. 176.

⁵² Ibid., p. 176.

⁵³ National Development Plan, 1962-68, Op. Cit.,
p. 123.

⁵⁴ Ibid., p. 123.

⁵⁵ Handbook of Commerce and Industry in Nigeria,
Op. Cit., p. 177.

⁵⁶ Ibid., p. 177.

direction. Thus the present programme envisages an expenditure of £4 million⁵⁷ on rural and £5.2 million⁵⁸ on urban water supply projects including extension to the existing supplies.

Table VII shows the capital requirement of the Northern Region Development Programme, 1962-68.

The Development Programme of the Eastern Region will now be discussed.

5. The Eastern Region Development Programme.

Like the Northern Region, the first Five-Year Development Programme of the Eastern Region was launched in 1955. The capital expenditure involved in this programme was £21 million.⁵⁹

The second programme was drawn up to cover the period 1958-62 and entailed a total capital expenditure of £12.7 million.⁶⁰ However, this second programme was revised and widened in scope.

The total capital expenditure of this programme was £16 million⁶¹ of which about thirty per cent went into agriculture, industrial expansion and education.

⁵⁷ Handbook of Commerce and Industry in Nigeria, Op. Cit., p. 177.

⁵⁸ Ibid., p. 177.

⁵⁹ Ibid., p. 177.

⁶⁰ Ibid., p. 177.

⁶¹ Ibid., p. 177.

Table VII.-

Capital Requirements of the Northern Region Development Programme, 1962-68
Ministry of Education.^a

Revised to 5.3.62

Project	1962-63	1963-64	1964-65	1965-66	1966-67	1967-68	Six Years	
							1962-68	1962-68
Administration and Inspection	7,000	200,000	48,215	48,215	48,215	48,215	399,860	
University	-	262,300	262,300	262,300	262,300	262,300	1,311,500	
Advanced Training College	-	277,020	200,000	-	-	-	477,020	
Teacher Training	520,700	1,500,000	1,439,680	1,439,680	1,439,680	1,439,680	7,779,420	
Secondary Schools	832,385	1,550,000	777,357	777,356	777,356	777,356	5,491,810	
Primary Education	265,000	260,294	260,294	260,294	260,294	260,294	1,566,470	
Polytechnic	5,000	122,216	122,216	122,216	122,216	122,216	616,080	
Other Technical Education	70,000	257,295	247,293	247,293	247,293	247,293	1,306,467	
Total	1,700,085	4,419,125	3,357,355	3,157,354	3,157,354	3,157,354	18,948,627	

^a a National Development Plan, 1962-68, Lagos, The Federal Ministry of Economic Development,

p. 188.

Figures are in pounds Sterling (£).

About the present programme, the following account states:

The Development Programme for 1962-68 provides for a total expenditure of £108.9 million; £75.2 million of this amount is capital expenditure and £33.7 million recurrent expenditure associated with the Programme. The transition from a modest development programme of £16 million to a Programme for £108.9 million is due to the Government's desire to speed up agricultural and industrial production and the development of high level man-power.⁶²

The main features of the programme may now be summarized.

- a) Education (£29.9 million):⁶³ Much of this will be spent on technical and professional training within Nigeria and abroad. For this purpose development projects are being undertaken at the University of Nigeria at Nsukka. Priorities are being accorded to the training of technicians, teacher training, and to the awarding of government scholarships overseas for studies or courses not available in Nigeria. In round figures, the Regional Government proposes to train three hundred Grade 1 teachers⁶⁴ annually; to establish training facilities for turning out five hundred technicians⁶⁵ a year; and to award five hundred scholarships⁶⁶ for science and engineering.
- b) Electricity (£600,000):⁶⁷ This will be used in the extension of electricity to the rural areas with sufficient population to support small-scale schemes.

⁶² Handbook of Commerce and Industry in Nigeria, Op. Cit., p. 177-178.

⁶³ Ibid., p. 178.

⁶⁴ Ibid., p. 178.

⁶⁵ Ibid., p. 178.

⁶⁶ Ibid., p. 178.

⁶⁷ Ibid., p. 178.

- c) Financial Obligations (£120,000):⁶⁸ The Government proposes to make grants and low-interest loans to local councils and communities for meeting the cost of a variety of projects. These include markets, assembly halls and slaughter-houses.
- d) General Government (£2.4 million):⁶⁹ This sum is earmarked for the construction of a new legislative house to accommodate the enlarged membership of the Regional House of Assembly. It will also finance the installation of a new plant for the Government Press and the provision of additional office space for the different Ministries.
- e) Health (£3.2 million):⁷⁰ This is a minimum estimate since the Government plans to build more hospitals; extend health services to the rural areas; and improve general hospital planning by the provision of polytechnics at selected townships.
- f) Information (£640,000):⁷¹ The Government proposes a huge expansion of commercial broadcasting and commercial television.
- g) Justice (£440,000):⁷² This sum will be used for the expansion of the library facilities of the Ministry of Justice and for the construction of new court buildings and offices in the provinces.
- h) Primary Production (£36.8 million):⁷³ The allocation will be used mainly for the development of crops for export purposes. Emphasis is being placed on the cultivation of oil palm, rubber and cocoa. The

⁶⁸ Handbook of Commerce and Industry in Nigeria, Op. Cit., p. 178.

⁶⁹ Ibid., p. 178.

⁷⁰ Ibid., p. 178.

⁷¹ Ibid., p. 179.

⁷² Ibid., p. 179.

⁷³ Ibid., p. 179.

following may throw more light on the feature of primary production:

The planned outlays for primary production are summarised as follows: tree crops-primarily for export (£22.8 million); other crops-primarily for food (£2.8 million); animal health and husbandry (£2.6 million); extension, research and training (£5.7 million); fisheries and forestry (£403,000); land utilisation (£997,000); supporting services consisting largely of machinery pool, provision of processing machinery and agricultural credit (£1.3 million).⁷⁴

- i) Social Welfare (£1.3 million):⁷⁵ The allocation will be used in the establishment of fire-fighting services in important cities of the Region and for the expansion of such facilities as sports and library services.
- j) Town and Country Planning (£3.6 million):⁷⁶ The Government proposes to spend £2 million through the Housing Corporation which will be responsible for housing development.
- k) Trade and Industry (£13.5 million):⁷⁷ Emphasis is being placed on the establishment of industries to produce materials that are now being imported from overseas. Of this sum, £10 million will be spent on industrial production while £3.5 million will be allocated to industrial research; the building of industrial training centres and loans to finance small industries.
- l) Transport (£10 million):⁷⁸ The construction of new roads and general road improvement will take most of this sum.

74 Handbook of Commerce and Industry in Nigeria.
Op. Cit., p. 179.

75 Ibid., p. 179.

76 Ibid., p. 180.

77 Ibid., p. 180.

78 Ibid., p. 180.

- m) Water Supplies (£6.2 million):⁷⁹ Of this sum, £4.2 million has been set aside for rural water supply and £2 million for urban water supply. The present existing water supply schemes will be greatly extended and rapidly expanded to meet current demands.

The allocation made to Education in the Eastern Region Development Programme, 1962-65, is summarized in Table VIII.

Having dealt with the development programmes of the Northern and the Eastern Regions, that of the Western Region will now be discussed.

6. The Western Region Development Programme.

In 1955, the Government of the Western Region launched its first Five-Year Development Programme, 1955-60. One of the significant developments during this period was the introduction of universal free primary education by the Regional Government in 1955. Other major developments included expanded medical services, electricity and water supplies throughout the Region.

In 1960, a second Five-Year Development Programme was introduced to consolidate the achievements of the previous programme. This second development programme has been discontinued in view of the new National Development Plan, 1962-68.

⁷⁹ Handbook of Commerce and Industry in Nigeria, Op. Cit., p. 180.

Table VIII.-
Allocations to Education, The Eastern Region Development
Programme, 1962-68.^a

Project	Outlay in £'000				Total
	1962-63		1962-68		
	Capital	Recurrent	Capital	Recurrent	
University of Nigeria	500	300	1,300	1,800	3,100
Secondary Grammar Schools	97	7	341	54	395
Scholarships and Training of Engineers	35	-	518	-	518
Teachers' Training College	250	-	500	500	1,000
Rural Education	8	2	45	21	66
Women's Occupational Training College	8	2	20	38	58
Secretarial Training	15	5	29	41	70
Institute of Administration	150	2	284	196	480
Trade Centres and Technical Institutes	240	40	1,038	521	1,559
Handicraft Centres	20	5	75	220	295
Ashby Report Recommendations not elsewhere specified	-	-	4,655	17,700	22,355
Total	1,323	363	8,805	21,091	29,896

^a National Development Plan, 1962-68, Federation of Nigeria, Lagos, The Federal Ministry of Economic Development, 1962, p. 246.

The following account gives an overview of the present programme:

In formulating the 1962-68 Development Programme for Western Nigeria, the overall objective is to increase the productive capacity of the Region so that there will be a steady rise in per capita income and in the level of living. Agriculture, industry and technical training will receive top priorities. Under the Development Programme a total expenditure of £240.1 million is proposed. Of this £90.3 million is capital while £149.8 is recurrent expenditure.⁸⁰

Like the rest of the Regions, the Western Region recognizes the importance of the private sector. The Government proposes, therefore, that investment in this part of the economy should reach about £150 million⁸¹ throughout the planning period.

It might be mentioned that the people of the Western Region are mostly urban dwellers. About forty per cent of the major cities in Nigeria are located in the Western Region. Ibadan, the Regional capital, with a population of over 500,000, is the most populous native town in Tropical Africa. Urbanization is therefore a problem and this has become more complicated with the great influx of school leavers, particularly primary school leavers, into the towns.

⁸⁰ Handbook of Commerce and Industry in Nigeria, Op. Cit., p. 161.

⁸¹ National Development Plan, 1962-68, Op. Cit., p. 332.

The Region is concerned about this and it is expected that the Regional Development Programme will help to arrest this trend by providing greatly increased opportunities in rural areas. Community spirit among the people is to be strengthened in order to foster economic activities.

The main features of the programme are summarized as follows:

- a) Education (£12.9 million):⁸² The sum will be devoted to technical, commercial, vocational and university education. Of this, £5 million⁸³ is earmarked for the development of the University of Ife; £1.6 million for technical and commercial education and £2.9 million for teacher training.⁸⁴
- b) Primary Production (£18.4 million):⁸⁵ In specific terms, the allocation is distributed as follows: ⁸⁶ farm institutes and farm settlements, £5.7 million; ⁸⁷ agricultural extension, £2.8 million; ⁸⁸ agricultural research and credit facilities for primary production, £5 million; ⁸⁹ integrated rural development for special areas, £1 million.

The Government expects agriculture to continue to provide the major necessary capital for financing the expanding economic and social developments. Even with industrialization fully achieved, agricultural

⁸² Handbook of Commerce and Industry in Nigeria,
Op.Cit., p. 181.

⁸³ Ibid., p. 182.

⁸⁴ Ibid., p. 182.

⁸⁵ Ibid., p. 183.

⁸⁶ Ibid., p. 183.

⁸⁷ Ibid., p. 183.

⁸⁸ Ibid., p. 183.

⁸⁹ Ibid., p. 183.

products will be needed for both export and local consumption.

Like the rest of Nigeria, the economy of the Western Region is predominantly agricultural. Agriculture accounts for about seventy-five per cent of the Region's products both for export and for home consumption. The Western Region is the chief cocoa producing Region of Nigeria and this accounts for more than one-seventh of total world production.

- c) Industrial Production (£17.2 million):⁹⁰ In order to accelerate the pace of industrial development in the Region, the Government has created a body known as the Industrial Promotions Commission whose task is to see about all industrial matters. Specifically, £10 million⁹¹ has been allocated to the establishment of medium and large-scale industries; £3.5 million⁹² to industrial estates; and £2.1 million⁹³ for small-scale and rural industries. In addition £1.8 million⁹⁴ is earmarked for industrial credit facilities and an additional capital of £5 million⁹⁵ will be spent in the establishment of a Development Bank. This Bank will be responsible for effective co-ordination of all credit facilities and for lending to prospective borrowers.
- d) Electricity (£1.5 million):⁹⁶ The sum will be used for the improvement of electricity supplies to urban as well as to rural areas. Emphasis will be placed on the provision of new electricity supplies to industrial projects.

⁹⁰ Handbook of Commerce and Industry in Nigeria, Op. Cit., p. 183.

⁹¹ Ibid., p. 183.

⁹² Ibid., p. 183.

⁹³ Ibid., p. 183.

⁹⁴ Ibid., p. 183.

⁹⁵ Ibid., p. 183.

⁹⁶ Ibid., p. 182.

- e) Housing Development (£5.5 million):⁹⁷ Responsibility for housing development is placed upon the Western Region Housing Corporation which will require a loan of £4.5 million⁹⁸ for building purposes.
- f) Inland Waterways (£100,000):⁹⁹ A general waterways development will be undertaken.
- g) Roads and Bridges (£6.3 million):¹⁰⁰ An extensive road construction will be undertaken. Emphasis will, however, be placed on the improvement of the existing roads and bridges in the Region.
- h) Town and Country Planning (£2.1 million):¹⁰¹ Efforts will be made towards village planning and reconstruction as well as the provision of social amenities to curb the influx of people from the rural to the urban areas.
- i) Water Supplies (£9.4 million):¹⁰² Emphasis will be placed on rural water development. The allocation is a minimum. Industrial estates, small-scale and cottage industries will get an expanded and improved water supply system.

The allocation made to education in the Western Region Development Programme, 1962-68, is summarized in Table IX.

⁹⁷ Handbook of Commerce and Industry in Nigeria, Op. Cit., p. 182.

⁹⁸ Ibid., p. 182.

⁹⁹ Ibid., p. 183.

¹⁰⁰ Ibid., p. 183.

¹⁰¹ Ibid., p. 184.

¹⁰² Ibid., p. 184.

Table IX.-
Allocations to Education, The Western Region Development Programme,
1962-68.^a

	Total	1962-63	1963-64	1964-65	1965-66	1966-67	1967-68
Primary	800	-	160	160	160	160	160
Secondary Grammar School including sixth form work	2,300	350	590	500	300	300	260
Handicraft and Trade Centres	650	250	150	120	100	100	130
Technical and Commercial Institute	1,550	150	250	300	300	300	250
Teacher Training Colleges	2,040	250	350	400	400	340	300
University of Ife	3,000	1,000	1,000	1,000	800	800	400
Modern Aids to Teaching	210	30	40	25	35	45	35
Total	12,750	2,030	2,540	2,505	2,095	2,045	1,535

^a National Development Plan, 1962-68, Federation of Nigeria, Lagos, The Federal Ministry of Economic Development, 1962, p. 348

Figures are in £'000.

7. Summary.

An attempt has been made in this chapter to describe the New National Development Plan, 1962-68, which will cost Nigeria £676.8 million (approximately \$2,000 million) to implement.

Section one of the chapter dealt with the aims and objectives of the plan. The overall aim has been to lift the country from its present agricultural based economy to a self-sustaining economy, mostly through agricultural, industrial and educational development.

Section two dealt with the Federal Government Development Programme which provides an effective machinery of co-ordination between the Federal and Regional development programmes. The capital expenditure of the Federal Government programme forms about thirty-five per cent of the total capital expenditure of the National Plan. In this programme, the Federal Government places top priorities on agriculture, industrial expansion and education.

Section three dealt with the Regional Governments Development Programmes which form but one essential part of a unified whole. The combined capital expenditure of the Regional Governments Development Programmes is approximately thirty-nine per cent of the national total. Priorities are also accorded to agriculture, industry and education. The

programme of each of the three Regions was discussed as follows: the Northern Region, the Eastern Region and the Western Region.

From this chapter it should be clear that for a nation to achieve its national goals, a national plan of the scale in which Nigeria is involved is vitally necessary.

Nigeria, although a predominantly agricultural country, is potentially rich in mineral resources. Thus in its first National Development Plan nothing could have been more appropriate than giving top priorities to the fields of agriculture, industry and education. It is only through the development of its natural and human resources that the country can hope to achieve its aim of national self-sufficiency.

Like the investment in education which was discussed in chapter two, the New National Development Plan is a national investment which embraces every sector of the national economy both public and private. The governments and people of Nigeria see it as a foundation stone upon which the future can be built. It calls not only for huge national capital expenditure but also for much foreign aid, international loans and international co-operation. But more than this, it calls for sacrifice on the part of every citizen of the country. Indeed the implementation of the plan stands

or falls with the degree of such sacrifices. Regarding this, the following statement is appropos:

It is therefore accepted that the price of development is a sacrifice in the form of postponed consumption by all in Nigeria. A country seeking to raise itself to increased levels of living cannot avoid the hard fact that prosperity in the future requires sacrifices today. The time to prepare for future Development Plans is now. The greater the sacrifices now, the sooner the burden of sacrifices can be eased and a better life achieved for all.¹⁰³

Indeed the future needs call for present plans. Of equal importance is the appraisal of the present state; for the present plans cannot be effective nor can future needs be met without a knowledge of the strengths and weaknesses of the present state.

Bearing this in mind, the next chapter will deal with an appraisal of the present state of higher education in terms of some selected criteria.

¹⁰³ National Development Plan, 1962-68, Op. Cit.,
p. 362.

CHAPTER IV

AN APPRAISAL OF THE PRESENT STATE OF HIGHER EDUCATION

In this chapter, the following order will be followed:

1. Section one will discuss the Aims and Objectives of Nigerian Higher Education and will attempt to distinguish between the two. It will also discuss the Tananarive Conference on the development of higher education in Africa;
2. Section two will deal with the Criteria and the Appraisal. The present state of Nigerian higher education will be appraised in the light of twelve criteria based on Nigeria's current needs; and,
3. Section three will present the Summary.

1. The Aims and Objectives of Nigerian Higher Education.

It is important when dealing with aims and objectives that the two must be clearly distinguished. Aims are the ends while objectives are the means. And yet the tendency in many of the publications reviewed in this study has been to use both interchangeably. It is precisely this point; namely, that aims and objectives are not the same thing, that makes African higher education unique. The aims of African higher education are in general the same as those elsewhere in the world. It is only in its objectives that it is uniquely African.

At this point it might be added that this distinction between the aims and objectives of Nigerian higher education is not only important for the general understanding of the educational system but also for appraisal purposes. Because in the appraisal of the present state of higher education to be presented in the next section, the writer's purpose is not the appraisal of the aims but of the objectives.

It is significant to note that all Nigerian universities have identical aims. For example, the University of Ibadan (formerly the University College, Ibadan), states:

The objects of the College shall be-
(i) to hold forth to all classes and communities without any distinction whatsoever an encouragement for pursuing a regular and liberal course of education; (ii) to promote research and the advancement of science and learning; (iii) to organise, improve and extend education of a University standard.¹

The University of Nigeria at Nsukka also states:

¹ The University College, Ibadan Nigeria Calendar 1962-63, Ibadan, University Press, October 1962, p. 12.

In the spirit of the essential purpose of all great universities since the dawn of man's great struggle toward universal human dignity, the basic objectives of the University of Nigeria are: To seek truth, to teach truth, and to preserve truth. These ends were legislated for this institution by the Eastern Nigeria House of Assembly on the 28th January, 1955, in the following words: 1. To hold forth to all classes and communities without any distinction whatsoever an encouragement for pursuing a regular and liberal course of education. 2. To promote research and the advancement of science and learning. 3. To organize, improve, and extend education of a University standard.²

Bearing in mind the point made about the interchangeable use of aims and objectives, it is to be noted that the above are aims rather than objectives as the writer has already distinguished.

By the same token, the Ahmadu Bello University states:

In the words of the Law, three important objects of the University are: (a) to provide regular and liberal courses of instruction in the humanities, the sciences and other spheres of learning of a standard required and expected of a University of the highest standing; (b) to promote research and the advancement of science and learning; (c) to secure the diffusion of knowledge throughout Northern Nigeria.³

It is obvious from the above that the three aims of Nigerian higher education are:

² University of Nigeria Prospectus 1962-63, Apapa, Lagos, The Nigerian National Press, 1962, p. 11.

³ Ahamadu Bello University Zaria Northern Nigeria, Kaduna, The Ministry of Information, 1963, p. 2.

- i) to hold forth to all classes and communities without any distinction whatsoever an encouragement for pursuing a regular and liberal course of education;
- ii) to promote research and the advancement of science and learning; and,
- iii) to organize, improve, and extend education of a university standard.

If it could be summarized in one sentence, the aims may be described as the pursuit and diffusion of knowledge through learning, teaching and research. Translated into simple terms, therefore, the main aim of Nigerian higher education is the improvement of the social, economic and cultural condition of all of Nigerian citizens. This is also one of the main aims of all the governments of African countries as the following report of the Tananarive Conference states:

One of the main aims of all the governments of African countries is the improvement of the economic, social and cultural condition of their peoples. The establishment and development of higher education facilities, both of the university and non-university types, is basic to the social and economic reconstruction of Africa. In order to provide the high-level manpower that they will require in the process of social and economic development, the countries of Middle Africa will need, in the next twenty years, to increase many times the number of students in their universities, higher technical institutes, teacher-training colleges and in all other post-secondary institutions.⁴

It is important to note that the three aims of Nigerian higher education are being pursued in accordance with the higher education objectives formulated at the Tananarive Conference.

This Conference, to which reference was made in chapter two, and in which Nigeria participated with thirty other African countries, will now be described.

The following attended and participated in the Conference: thirty-one African Member States and Associate Members of UNESCO; observers from thirteen Member States and a non-Member State from outside Africa; observers from eleven international non-governmental organizations; four private foundations; representatives from the United Nations, the Economic Commission for Africa, the Technical Assistance

⁴ The Development of Higher Education in Africa: Report of the Conference on the Development of Higher Education in Africa, Tananarive, 3-12 September 1962, UNESCO, Paris, 1962, p. 11.

Board, the United Nations Children's Fund, the Food and Agriculture Organization, and the World Health Organization.

Although the Conference was held in September 1961, its preparation began as early as May 1961, as a result of an earlier Conference of African States on the Development of Education in Africa, held at Addis Ababa, the capital of Ethiopia, in May 1961, as was mentioned in chapter two.

Before the Tananarive Conference was convened, a panel of world experts was nominated by the Director-General of UNESCO to conduct preliminary studies on specific African problems relating to higher education. Some of these studies were conducted under the auspices of such organizations as the Inter-University Council for Higher Education Overseas, London, and the Netherlands Economic Institute at Rotherdam, and financed by foundations such as the Carnegie Corporation of New York and the Ford Foundation.

The final agenda of the Conference were then established in cooperation with the panel of experts and consultants, the United Nations Economic Commission for Africa and the International Association of Universities.

Three commissions were set up by the Conference. One was on the Staffing of Higher Education in Africa. The others were on the Financing of Higher Education in Africa, and on the Choice and Adaptation of Higher Education Curriculum. Numerous working papers were submitted at the Conference by many leading scholars and educators from many

parts of the world. In addition to these, the following departments of UNESCO prepared several background documents and reports of major educational importance: the Department of Education; the Department of Natural Sciences; the Department of Social Sciences and Cultural Activities. A number of the specialized agencies such as the Food and Agriculture Organization and the World Health Organization also presented background documents on specific African problems.

Briefly the purpose of the ten-day Conference was to plan and co-ordinate the development of higher education throughout the continent of Africa over the next twenty years.

The Conference Report states:

The Conference on the Development of Higher Education in Africa held in Tananarive, from 3 to 12 September 1962, has given serious consideration to the pressing problems which African countries will have to face in planning the development of their higher education between now and 1980. These problems relate to the staffing, financing and content of higher education. They also relate to the question of co-operation amongst African countries as well as between them and non-African governments and agencies. The magnitude of the problems has been fully appreciated. Goals and targets have been established and the conference has resolved that, with co-ordinated effort, these goals and targets will be realized.⁵

⁵ The Development of Higher Education in Africa.
Op. Cit., p. 11.

Of particular significance was the consensus which was achieved at the Conference regarding the aims and the role of higher education in Africa. According to the Conference, "higher education institutions in Africa must assume a positive role in the improvement of the entire education system".⁶ The role was summarized as follows:

In addition to its traditional functions and obligations to teach and to advance knowledge through research, the role of higher education in the social, cultural and economic development of Africa must be:

1. To maintain adherence and loyalty to world academic standards;
2. To ensure the unification of Africa;
3. To encourage elucidation of and appreciation for African culture and heritage and to dispel misconceptions of Africa through research and teaching of African studies;
4. To develop completely the human resources for meeting manpower needs;
5. To train the 'whole man' for nation building;
6. To evolve over the years a truly African pattern of higher learning dedicated to Africa and its people yet promoting a bond of kinship to the larger human society.⁷

It is obvious from the above that some of these roles are supplementary to each other. Grouping roles number 2, 3, and 6 which are supplementary to each other, this role can be stated as the role of education for African unity. Number 4 can be described as the role of education for meeting manpower needs. Number 5 may be described as

⁶ The Development of Higher Education in Africa, Op. Cit., p. 19.

⁷ Ibid., p. 19.

the role of education for citizenship and may be grouped with the role of education for African unity. Number 1 may be stated as the role of education for academic standards.

Thus these six roles may be considered as three roles; namely, the role of education for African unity, the role of education for meeting manpower needs, and the role of education for academic standards. It follows therefore that the three objectives of African higher education comprise:

- i) the objective of academic standards;
- ii) the objective of African unity; and,
- iii) the objective of meeting manpower needs.

It is to be remembered that these are the objectives through which the three aims of Nigerian higher education are being pursued at present; hence they constitute the present objectives of Nigerian higher education.

As has already been said, it must be made quite clear from the outset that the writer does not propose to appraise the attainment of aims of higher education. Indeed it will be difficult, if not impossible, to measure or quantify these three aims of Nigerian higher education especially at this stage of development. For instance, with the exception of the University of Ibadan, three of the universities are now in their second year of existence and the other is in its fourth.

Thus the primary concern of the writer is how the present state of higher education is meeting the present needs; that is, how the objectives of meeting manpower needs, of African unity, and of academic standards, are being met at present. This can be measured or quantified and this is the reason for appraising the objectives and not the aims which cannot be so measured at this point.

The following section will now deal with the criteria and appraisal.

2. The Criteria and the Appraisal.

Before dealing with the criteria and appraisal, the problem of selecting any set of criteria may be briefly mentioned.

The selection of any criteria is a well-known problem. not only because such a measure is hard to establish but because it is difficult to demonstrate its practicality, relevance, reliability and freedom from bias. By the same token, the criteria to be developed for this appraisal cannot be an exception. However, their validity and reliability lies in the fact that they are not standards set elsewhere or applied elsewhere or something derived from some dubious sources or by dubious means. On the contrary, these criteria are based on recent expert analysis of Nigeria's current social, economic, cultural and educational

needs. They are the standards set by the International Bank's economic survey of Nigeria, and the Ashby Commission (Professor Harbison's high-level manpower study). As was given an exhaustive treatment in chapter two, the Ashby Commission, which forms the basis of the present higher education development in Nigeria, had also been given a previous evaluation. Thus the criteria themselves have not been taken for granted. They have been validated by validating the Ashby Commission on which they are based.

From these economic surveys and manpower studies of Nigeri, it has been found that the greatest needs at present are those of manpower -- primarily for agriculturists, medical and veterinary doctors, for technologists, teachers, graduates, for scholarships, and for sixth-form students on whom the universities depend for their supply.

There are also needs for African studies, for extension services, for foreign students at Nigerian universities particularly those from other African countries.

Another area of concern due to the rapid development of universities and the increasing number going to the universities is the need for maintaining worthy academic standards.

From these have emerged the twelve criteria or standards which may be summarized as follows:

Under manpower:

- a) Agriculture;
- b) Medical and Veterinary;
- c) Technology;
- d) Teachers;
- e) Education of women;
- f) Graduates;
- g) Scholarships; and,
- h) Sixth form.

Under African unity:

- i) African studies;
- j) Foreign students; and,
- k) Extension services.

Under academic standards:

- l) Academic standards.

Thus, in the light of these twelve criteria, the present state of higher education may now be appraised. How the objectives are working out with respect to these is the question to be answered in the following sub-sections.

a) Higher Education and Agriculture.- To meet the manpower needs in agriculture, Nigerian higher education should be geared to agriculture and to the rapid production of agriculturists.

Nigeria is predominantly an agricultural country. Three out of every four Nigerians are engaged in agriculture. Agriculture accounts for about four-fifths of all her exports. Nigeria is the world's exporter of palm oil and kernels and also the world's largest exporter of peanuts. It is estimated that seventeen shillings of every pound⁸

⁸ Investment in Education: The Report of the Commission on Post-School Certificate and Higher Education in Nigeria, Lagos, The Federal Government Printer, 1960, p. 21.

(that is about two dollars out of every three) earned from the country's exports come from agricultural products and also that investment in agricultural improvement and agricultural education would double Nigeria's wealth. On the role and status of agriculture in Nigeria, the Ashby Commission had this to say:

In Nigeria agriculture bears three burdens not borne by agriculture in more highly developed countries; it is relied upon as occupation for about 75 per cent of the working population. It constitutes what may be described as a 'built-in' social security system, and it provides government with the bulk of its revenue, constituting at least 85 per cent of the country's exports, and more than 50 per cent of its gross product. Despite the extent of agricultural exports, foods grown and consumed locally comprise 80 per cent of total agricultural production. That agriculture is vital to the economy and well-being of the country is beyond dispute. But when one looks at the producer, the man on the land, and his enterprise, one finds low income, hand tools, small acreage (1 to 5 as a rule), wasteful soil usage, poor crop varieties, low yields, unproductive livestock, and family living conditions and diet which even by the simplest standards leave much to be desired.⁹

From this picture and from an analysis of the facilities available at the universities for agricultural education of the type that can match the country's agricultural potential, it is evident that a great under-utilization of this potential exists. It was this state of affairs that led the Ashby Commission in its recommendations to state:

⁹ Investment in Education, Op. Cit., p. 101.

Agriculture, being the largest element in the Nigerian economy, should have a much greater part in university education. We recommend that, in addition to the present faculty of agriculture at University College, Ibadan, schools or faculties of agriculture with research and extension programmes should be established in a university in each Region.¹⁰

At present four of the five universities have faculties of agriculture; namely, the University of Ibadan, the University of Nigeria at Nsukka, the University of Ife, and Ahmadu Bello University at Zaria. Accurate assessment of their research is not possible at this time due to lack of data. However, using the number of students enrolled in agriculture, and the output of agricultural graduates, a fair assessment of the state of agriculture at these universities is not altogether impossible.

Taking all four universities together, the present enrolment in agriculture is less than three hundred. The annual output of graduates in agriculture is about thirty as against the annual need for two hundred graduates,¹¹ as determined by the Ashby Commission.

In addition to the four universities, there are four agricultural schools of sub-degree or below university level. These train agricultural assistants and are located at Moor Plantation (Ibadan), Akure, Samaru and Umuahia (Umuahia).

¹⁰ Investment in Education, Op. Cit., p. 45.

¹¹ Ibid., p. 24.

As in the case of the universities, the output of agricultural assistants is very small compared with the number recommended by the Ashby Commission. To meet the country's needs at present, the Commission recommended an annual flow of two hundred agricultural assistants and superintendents.¹²

b) Higher Education and Medical/Veterinary Training.- To meet the manpower needs in medical and veterinary services, higher education should make medical and veterinary training a priority.

The magnitude of the medical needs of Nigeria is best understood when it is realized that at present there is only one doctor to 40,000¹³ of the population and many rural areas are situated more than a hundred miles from the nearest medical facilities.

Similar needs exist with respect to veterinary doctors. For instance, there is one veterinary doctor to about 120,000¹⁴ head of cattle. As was pointed out in chapter three, livestock is an important feature of Nigerian economy. The Northern Region alone derives some £100 million¹⁵ (approximately \$280 million) from its livestock.

¹² Investment in Education, Op. Cit., p. 44.

¹³ Ibid., p. 24.

¹⁴ Ibid., p. 24.

¹⁵ Handbook of Commerce and Industry in Nigeria, Lagos, Federal Ministry of Information, 1962, p. 176.

The medical needs of the country stem from the fact that until the establishment of the University of Lagos in 1962, the University of Ibadan Medical School served the whole country with the supply of doctors. Thus with the new Medical School at Lagos there are at present only two of the five universities in the country with medical schools.

The present enrolment at these two institutions is under four hundred and it will be 1968 before the University of Lagos Medical School graduates its first medical students.

It should be remembered that it was only in October 1960 that the University of Ibadan graduated its first eighteen medical students. As was pointed out in the previous chapter, they had in the past proceeded to overseas universities to complete their clinical training.

Considering also the fact that it will take some time before the University graduates its medical students with Ibadan degrees (by achieving independent status in December 1962, it ceased to award the degrees of the University of London), the supply of doctors will remain a major problem for a very long time to come.

The present position, therefore, is that even allowing the most optimistic estimates for Nigerian medical doctors returning from overseas universities, there is still a grave shortage in the supply of doctors. The present

rate of flow from Ibadan is about thirty per year.¹⁶ At the present rate, the goal of four hundred doctors a year¹⁷ by 1970 will not be achieved.

The same position obtains for veterinary doctors. Facilities for training to the degree level exist at three of the universities; namely, the University of Ibadan, the University of Nigeria at Nsukka, and the Ahmadu Bello University at Zaria. As in the case of medical students, the enrolment in all three universities is under two hundred.¹⁸

In addition to the three universities, there is one veterinary school below the university level. This school which is located at Vom in the Northern Region has an annual output of about thirty-five veterinary assistants and twelve laboratory technicians.

According to Harbison's estimate, the country's need is for eight hundred veterinarians with university degrees by 1970.¹⁹ This goal will not be reached with the present inadequate number of graduates. Reflecting this grave situation, the Ashby Commission had this to say:

¹⁶ The University College, Ibadan, Nigeria: Calendar 1962-63, Ibadan, Ibadan University Press, October 1962, p. 120-121.

¹⁷ Investment in Education, Op. Cit., p. 63.

¹⁸ Ibid., p. 44.

¹⁹ Ibid., p. 107.

The need for expansion of the numbers of veterinarians both at the professional grade and below is extremely urgent. The livestock potential of Nigeria is exciting, and the need for animal protein in the diet great. Furthermore there is no reason, if disease can be controlled and quality improved, why Nigeria should not become a major exporter of meat and livestock products. But this potential cannot be realized until a balanced programme of research, biologics production, animal husbandry extension, and disease prevention and control can be brought into being. Currently, a high percentage of veterinary posts are unfilled in the Federal service and in all the Regions. The immediate need is to fill these posts and then as rapidly as possible to expand the veterinary service.²⁰

c) Higher Education and Technology.- To meet the manpower needs in Technology, Nigerian higher education should be geared to the rapid production of technically trained persons needed both in the short-range as well as in the long-range planning.

At present technically trained manpower as needed by the country falls into three categories; namely, the craftsman, the technician, and the technologist or the professional engineer.

According to the Ashby Commission's definition, "the craftsman is the skilled worker of industry who has normally served a recognized apprenticeship in his chosen trade".²¹ The technician, on the other hand, being qualified by specialist technical education and practical training, can

²⁰ Investment in Education, Op. Cit., p. 107.

²¹ Ibid., p. 95.

work under the general direction of a technologist or engineer. The technologist "is the professional engineer or applied scientist who is responsible for application of scientific knowledge and method to industry. He normally holds a degree or a recognized equivalent qualification in engineering science".²²

Much cannot be said here about the training of craftsmen since this comes under post-primary rather than post-secondary education. In the case of technicians and technologists, however, the present supply is inadequate. The four existing technical institutes upon which the country relies for its supply of technicians, are totally inadequate in terms of numbers and facilities.

It can be said that the dearth of technicians represents the greatest impediment to rapid industrial development of the country. The Federal Government recognizes this and this is why it proposes to train about five thousand²³ technicians a year throughout the Federation of Nigeria during the period covered by the National Development Plan. As the Ashby Commission sees it, nothing less than an annual

²² Investment in Education, Op. Cit., p. 95.

²³ Educational Development 1961-70, Federation of Nigeria, Sessional Paper No. 3 of 1961, Lagos, Federal Printing Division, 1961, p. 6.

flow of four hundred²⁴ technicians should be contemplated at present while future plans should aim at an annual flow of about 2,500 technicians.²⁵

The supply of technologists or professional engineers may now be considered. With the absorption of the Zaria branch of the former Nigerian College of Arts, Science and Technology into the Ahmadu Bello University, there are at present engineering faculties at two of the five universities. These are the University of Nigeria at Nsukka and the Ahmadu Bello University at Zaria. A third engineering faculty will be added in October 1964, when the second phase of development of the University of Lagos will start with the establishment of faculties of Engineering, Science, Arts, and Education.

At present engineering enrolment at both universities is under five hundred²⁶ while the annual output of graduates is about twenty²⁷ compared with Professor Harbinson's estimate "that professional engineers should be produced at the rate of about 500 per annum".²⁸ It should be noted, however,

24 Investment in Education, Op. Cit., p. 96.

25 Ibid., p. 96.

26 Enrolment statistics from the University of Ibadan and the University of Nigeria, 1963-64.

27 The University College, Ibadan, Nigeria: Calendar 1962-63, Op. Cit., p. 123-124.

28 Investment in Education, Op. Cit., p. 96.

that the University of Nigeria having been in existence only since October 1960, has not as yet graduated any engineering students.

As in the case of medical doctors, even with the most optimistic estimates of Nigerian engineers returning from overseas universities, the number of persons entering the engineering profession at present is too small in view of the urgent needs in industry and various sectors.

d) Higher Education and the Training of Graduate Teachers.- To meet the manpower needs for teachers, higher education should take the responsibility for the training of graduate teachers. This is the only way the rising demand for well trained teachers for the secondary schools technical institutes and training colleges can adequately be met.

The present output of graduate teachers is inadequate. This is due largely to the fact that, until comparatively recently all teacher training in Nigeria had been at the non-degree or below the university level. The responsibility for teacher training lay with colleges, none of which is attached to any university institution or is of university standard. While not deriding non-graduate teachers by any means, for the school system would be impossible without such teachers, it is, however, evident that such provision for the training of secondary school

teachers cannot be regarded as adequate either in quantity or in quality. A vital mutual relationship must exist between the universities and the schools if the universities are to depend on the schools for continuous supply of suitable and well qualified recruits, and if the schools are equally to depend on the universities for a continuous supply of well trained teachers. It is only natural that the university should have a double and fundamental interest in the training of teachers.

At present, training facilities for graduate teachers exist at the University of Ibadan's Institute of Education, where in addition to the training of graduate teachers, experienced non-graduate teachers are given a one-year professional course leading to the university's Associate Diploma in Education. There is also the College of Education at the University of Nigeria, and a Department of Education at the Ahmadu Bello University. A fourth will soon be added when the University of Lagos opens its Faculty of Education in October 1964.

At present, total enrolment in all three universities is under three hundred.²⁹ According to the Ashby Commission, one teacher in two should be a graduate. The present

²⁹ Summary of statistics from the universities, 1963-64.

percentage of graduate teachers is about thirty-five as against the Ashby standard of fifty per cent.

The need is for seven thousand graduate teachers by 1970³⁰ according to the estimates of the Ashby Commission. This would mean an annual flow of about seven hundred graduate teachers. Even this is considered a minimum in terms of the requirements in the sixth forms, the technical institutes, the training colleges, and the secondary schools.

With teacher assistance coming from the United Kingdom, Canada, the United States and from some Commonwealth countries, the outlook is not too grave at present. It is, however, uncertain whether such outside help will continue to be available from these sources when the problem of teacher shortage appears to be universal. However, in order to meet the target of seven thousand graduate teachers by 1970, the present number receiving training will have to be substantially increased.

e) Higher Education and the Education of Women.-

To meet the manpower needs for trained persons particularly in fostering equal educational opportunity for all, and in accelerating the role of women in the rapidly changing Nigerian society, higher education should take responsibility for an adequate production of female graduates.

30 Investment in Education, Op. Cit., p. 89.

The attention that the education of women has received in recent years cannot be described as minor or scant by any means when it is realized that the number of women enrolled at Nigerian universities has increased from three per cent of the total university enrolment in 1960 to eight per cent in 1963. This increase, when viewed in terms of the male population of the universities or against the background of overall national needs and priorities, is totally inadequate. If the female population is not to lag considerably behind in the present political, social, economic and cultural developments of the country, greater attention must be given to the problem.

If the need for graduate teachers throughout Nigeria can be described as acute (and indeed it is), one could well say that the need for female graduate teachers for the numerous girls' secondary schools and women's training colleges is more than acute. Since women teachers must be found exclusively for the hundreds of non-co-educational secondary schools and teacher training colleges in the country, there is real need for an accelerated programme for the training of female teachers. As has previously been stated, it was unfortunate that enough attention was not given to this problem by the Ashby Commission except for a few remarks of home economics education.

In the light of the present gap in the higher education of women, it is more than justifiable that separate attention be given to the problem of the education of women for there is worth in the saying that if you educate a man you educate only one person; but if you educate a woman you educate a whole family.

f) Higher Education and the Output of Graduates.- To meet the manpower needs for graduates, it should be the responsibility of higher education to provide an adequate supply of needed graduates.

In Nigeria at present the output of graduates is far too small, considering the great demand for them. This is understandable when it is realized that only two of the five universities; namely, the University of Ibadan and the University of Nigeria at Nsukka, are turning out graduates at present. It should be remembered that the latter, having been in existence for barely three years, graduated its first group of 150 students in June 1963. The remaining universities will be three years old in 1965, and should be graduating their first group of students in June 1965.

It is therefore on the oldest, the University of Ibadan, which has fifteen years of history behind her, that the burden seems to lie. While this institution has made a remarkable progress indeed, it still has a long way to go

both in its intake and output of students. This point was elaborated in chapter two.

Table X gives the university's output of graduates since 1949. It is to be noted that the position of the university with respect to the output of graduates has greatly improved since 1960. At present it graduates yearly slightly more than three hundred.³¹

Thus in the country as a whole, fewer than five hundred graduates a year are being turned out. This is hardly to be compared with the Ashby Commission's estimate of an annual output of one thousand graduates³² to meet the country's acute needs. Allowing for about eight hundred returning graduates a year from overseas universities, the current shortage is about one thousand³³ graduates a year.

g) Higher Education and Scholarships.- To meet the manpower needs especially in making sure that no gifted secondary school students are denied the benefit of university education for financial reasons, Federal, Regional, and local governments should provide scholarships or bursaries for both post-secondary and secondary education.

³¹ The University College, Ibadan, Nigeria: Calendar 1962-63, Op. Cit., p. 113-126.

³² Investment in Education, Op. Cit., p. 63.

³³ ibid., p. 63.

Table X.-
Yearly Output of Graduates Since 1949
University College, Ibadan.^a

Year	Arts			Science		Agricul- ture	Engin- eering	Medi- cine	Education			Total
	Hons.	Gen.	Agrotat	Hons.	Gen.				Post Grad.	Asse- ciate- ship	Child Study	
1949	1	-	-	-	-	-	-	-	-	-	-	1
1950	-	-	-	-	2	-	-	-	-	-	-	2
1951	4	6	-	-	8	-	-	-	-	-	-	18
1952	-	13	-	1	18	-	-	-	-	-	-	32
1953	-	18	-	-	13	1	-	-	-	-	-	32
1954	1	12	-	4	10	4	-	-	-	-	-	31
1955	17	13	-	4	12	3	-	-	-	-	-	49
1956	15	7	-	12	7	4	-	-	-	-	-	45
1957	19	12	-	14	16	6	-	-	-	-	-	67
1958	11	12	-	12	9	9	-	-	1	10	-	64
1959	29	24	-	28	12	10	-	-	8	29	-	140
1960	58	54	1	46	4	11	1	13	6	37	-	230

^a Report of Visitation to University College, Ibadan, January 1961, Ibadan University Press, 1961, p. 55.

While opportunities for scholarships or bursaries exist at the university level, many gifted or promising students who do not have the means to complete their secondary education are likely to drop out. There are those who are unable to undertake sixth-form work for financial reasons.

It is essential that such students be assisted through government grants. In a country where the cost of secondary education is very high and therefore beyond the means of most parents, it should be the responsibility of the different governments to provide equal educational opportunities at these levels.

The prospects for financial assistance at the university level are good at present but unfortunately a lack of co-ordination exists in the present system of federal, regional, local and other awards. More co-ordination and expansion of the present system will produce greater effectiveness and yield better results.

About the problem of scholarships to gifted students, the Ashby Commission had this to say:

The key to Nigeria's prosperity is investment in talent. So the country cannot afford situation where any pupil selected for sixth-form work is unable to attend school for lack of funds. We know that much is being done already and there is also a splendid tradition of family help to send bright boys to school; we have heard of whole villages subsidising the education of their promising children. But this tradition by itself will not ensure that talent is not wasted; so we recommend that Federal and Regional Governments should arrange for grants to be made to pupils who otherwise would be unable to attend sixth-forms.³⁴

h) Higher Education and the Sixth Form.- To meet the manpower needs especially in providing the universities with a continuous flow of well-qualified candidates, it should be the responsibility of higher education to provide adequate opportunity for sixth form work.

The sixth form is the equivalent of the American junior college. Thus sixth-form work simply means two-year post-secondary work. In Nigeria, the sixth form normally terminates with the Higher School Certificate Examination of the University of Cambridge or the London General Certificate of Education, the G.C.E., Advanced Level.

As a rule this is the minimum qualification for direct entry to degree courses in all Nigerian universities. Therefore the sixth-form is a kind of nursery for the universities. The rapid development of Nigerian universities calls for a rapid development of the sixth-form. The Ashby Commission, it is interesting to note, gave a comprehensive treatment of this problem. It is therefore unnecessary to go into further

³⁴ Investment in Education, Op. Cit., p. 13.

details. However, it might be added that unless the existing sixth-forms are rapidly and substantially increased, a possibility may arise such that there may be university places but no qualified candidates to fill them. According to the Ashby Commission's finding, there were only twenty-two schools³⁵ with sixth-form facilities in 1960, when the need is for an annual entry of 3,000³⁶ during the period 1960-70.

Although data is not available as to the exact number receiving sixth-form training at present, it is fairly safe to assume that many who qualify every year for sixth-form training cannot find enough places. That this is a critical problem of which the Federal Government is keenly aware is shown by the following statement.

Of critical significance is the increase in the number of pupils undertaking sixth-form work, for this is a controlling factor in the number of students proceeding to university institution. An all-out endeavour to raise the number of sixth-form streams to a total of 350 must therefore be made in order to bring the number of students preparing for the Higher School Certificate or the General Certificate of Education to over 10,000. Federal grants will accordingly be made available for the development of sixth-form work throughout the whole Federation.³⁷

35 Investment in Education, Op. Cit., p. 12.

36 Ibid., p. 12.

37 Educational Development 1961-70, Op. Cit., p. 5.

If the universities are not to rely upon candidates who acquire entrance qualification through private study, which is fairly common at present, steps must be taken to increase facilities for sixth-form work. Also if they are not to lower their minimum entry requirements in order to allow high school graduates to enter without the necessary sixth-form work, it follows then that priority should be given to the number of Nigerians who must enter and complete the sixth-form.

1) Higher Education and African Studies.- In order to transmit the cultural heritage and to ensure the unification of Africa, Nigerian higher education should give top priority to African studies.

The growing importance of African studies in this day of knowledge explosion cannot be minimized. According to Helen F. Conover of the African Section of the Library of Congress, Washington, D.C., "hardly a day goes by that does not bring notice of new serials relevant to African studies".³⁸ This fact is even reflected in the number of American universities with African studies programmes. At present there are twenty such centres known to the writer. A listing of the universities concerned is of course unnecessary here.

³⁸ Serials for African Studies, Compiled by Helen F. Conover, Library of Congress, Washington, 1961, p. vi.

Indeed the role and importance of African studies in African higher education is so internationally recognized today that it has become the subject of many international conferences and seminars. One of the significant features of the Tananarive Conference described before was the amount of time and space it devoted to conclusions and recommendations on the role of African studies in African higher education. Not only did it find that "African studies will allow a fuller appreciation of the role of socio-cultural factors in the implementation of plans for economic and social development"³⁹ but also that it should "inspire the training of teaching staff in primary, secondary and higher education, and make their work among the population more effective".⁴⁰ It recommended also that "for the purpose of stimulating and co-ordinating research of African subjects, institutes of African studies should be organized and developed within the universities".⁴¹

The Ashby Commission is also replete with concern and recommendations for the subject of African studies in African universities. The Commission states:

³⁹ The Development of Higher Education in Africa, Op. Cit., p. 53.

⁴⁰ Ibid., p. 53.

⁴¹ Ibid., p. 53.

The most obvious need for innovation in Nigerian universities is the field of African studies. So long as curricula are influenced by overseas syllabuses and examining bodies it is inevitable that African studies will have less attention than they deserve. But with independent universities this must no longer happen. The future of Nigeria is bound up with the future of Africa and Nigerian past lies in African history and folklore, and language. It should be a first duty of Nigerian universities, therefore, to foster the study of African history, and antiquities, its languages, its societies, its rocks and soils and vegetation and animal life. We know this will not be easy; before African studies can be taught they must be codified. The textbooks still have to be written. But a start must be made and we recommend that every university should have a department or institute of African studies, doing at first mainly research, but building up a body of knowledge which will be the material for undergraduate courses in the future. We suggest that such an institute should as far as possible be interdisciplinary, and it should co-ordinate research being done by various departments in this vital field.⁴²

It is gratifying to note that at present all five Nigerian universities have institutes or colleges of African studies. These may be distinguished as follows: an institute of African studies at the University of Ibadan; a college of African studies at the University of Nigeria; and an institute of African studies at the University of Ife; and at the Ahmadu Bello University, a college of Islamic and Arabic Studies (formerly the School for Arabic Studies which is being reorganized for degree work in Islamic and Arabic studies). At the University of Lagos, a year's course of

⁴² Investment in Education, Op. Cit., p. 23.

African history and culture, which is compulsory for all students, is taught in the Faculty of Business and Social Studies.

Although data is not available at this time of the precise details of research and teaching activities at these centres, it can be fairly said that the foundation has been laid. If present development efforts are not impeded by the under-utilization of existing resources and facilities, there should be no reason why the great manpower needs and aspirations cannot be met in this field.

j) Higher Education and the Number of Foreign Students.- To promote African unity Nigerian higher education should take the responsibility to increase the number of foreign students especially those from other African states.

At present there are fifty universities⁴³ throughout the whole of Africa. Eleven of these universities are located in North Africa while the remaining thirty-nine are located in Africa south of the Sahara or Sub-Sahara Africa as it is sometimes called. Of these thirty-nine, fourteen are located in the Union of South Africa alone.

⁴³ "Universities of Africa", in Africa Report, Vol. 8, No. 10, issue of November 1963, Washington, D.C., p. 56.

Thus in Africa South of the Sahara, excluding the universities of South Africa which are inaccessible to black Africans, there are twenty-five universities of which five are located in Nigeria. This means that Nigeria accounts for twenty per cent of the universities in Sub-Saharan Africa or ten per cent of all the universities in Africa.

In 1958, at Nigeria's only University College, Ibadan, there were seventeen foreign students⁴⁴ out of a total student enrolment of 939⁴⁵ or about two per cent of the total enrolment. The present enrolment of foreign students in Nigerian universities is shown in Table XI.

From the data the present percentage of foreign students enrolled in Nigerian universities is approximately two per cent. It follows therefore that now with five universities, the situation has not improved since 1958. Considering the fact that the manpower problem is not only a Nigerian problem but an African problem as well, there is no reason why African education should not become a Nigerian concern. There are many African States with little or no higher education facilities. Such countries should be

44 J.T. Saunders, University College, Ibadan, London, Cambridge University Press, 1960, p. 194.

45 Ibid., p. 194.

Table XI.-

The Number of Foreign Students in Nigerian Universities
in 1963-64.^a

University	No. of Foreign Students	Total Student Enrolment
University of Ibadan	55	1,972
University of Nigeria	27	1,806
University of Ife	0	302
University of Lagos	- c	327 ^b
Ahmadu Bello University	- c	547

^a Adapted from information supplied by the registrars of the universities.

^b Figure does not include the Medical School which forms a separate unit within the university.

^c Data not available.

given preference; and the number of students from Africa as a whole should be substantially increased.

It must be pointed out that the present small number of foreign students in Nigerian universities cannot be attributed to any single cause. No data is available to the writer on the number who apply for admission, the method of application, the status of the students (whether government or privately sponsored), their qualifications (whether they meet the minimum entry requirements), and the countries represented. Thus there are many unknown variables that are bound to influence the number enrolled. A great deal more information is needed in this area.

Another fact to be taken into account is that the universities are just in their embryonic stage. Therefore it will take some time before enough is known about them throughout Africa. Even with five universities in the country, there are at present close to 28,000 Nigerians⁴⁶ pursuing higher education in the United Kingdom and Ireland as compared with about 5,000⁴⁷ studying at home.

k) Higher Education and Extension Services.- To promote African unity in general and to foster and maintain good working relationship which is so vital between the

⁴⁶ Statistics from Nigerian High Commissioners, London, England.

⁴⁷ See Table III, p. 69a.

University and the Nigerian community in particular, higher education should have the obligation to organize and develop extension services.

The importance of adult education in a country such as Nigeria cannot be over-emphasized. Not only will the universities engaged in such activities make a contribution to the development of the Nigerian community as a whole, but they will also extend their own influence in doing so.

At this stage of Nigeria's development, isolation of its institutions of higher learning from the community at large would be undesirable. In fact this would be contrary to the aim "to organize, improve, and extend education of a university standard"⁴⁸ to which the Nigerian universities subscribe. Extension work is so fundamental and so necessary that it could be a subject of a separate research. As in the case of African studies, the need is a pressing one. Reflecting this end, the Ashby Commission states:

The Extra-mural Department at University College, Ibadan, is doing excellent work; but there is a very great opportunity for each university in Nigeria to become responsible for extension work in its own Region, and we recommend this as a very important activity which offers fascinating problems for enterprise and innovation (...).⁴⁹

⁴⁸ University of Nigeria Prospectus 1962-63, Op. Cit.,
p. 11.

⁴⁹ Investment in Education, Op. Cit., p. 24.

At the present organized extension services exist at three university centres; namely, the Extra-Mural Department of the University of Ibadan; the College of Continuing Education of the University of Nigeria at Nsukka; and the large extra-mural classes in the North being run by the Ahmadu Bello University at Zaria. Evening and correspondence courses are offered at the University of Lagos for the benefit of those members of the community who want to take advantage of the opportunity to improve their education.

Although the present extension services are inadequate in relation to the great needs for extension work, it is reasonable to expect that the needs might be met if the Ashby recommendation is implemented. That is, if each university can establish extension work in its own Region, there should be no reason why the need in this area cannot be met.

1) Higher Education and Academic Standards.- To ensure academic standards worthy of international acceptance, Nigerian higher education should maintain international admission standards.

For direct entry to degree courses, all Nigerian universities have the same requirements as those of the universities of the United Kingdom. The standards of degree and professional training at present are equivalent to those of the institutions of the United Kingdom.

Until December 1962, when the University of Ibadan gained powers to grant its own degrees, it has always awarded the degrees of the University of London. In fact, all professional training at the degree level is bound by the requirements of the examining bodies in the United Kingdom. Of course this practice will cease with the increasing development of local facilities.

3. Summary.

An attempt was made in this chapter to discuss the aims and objectives of Nigerian higher education and to distinguish between them.

Three principal aims were identified. In simple terms, the overall aim is the improvement of the social, economic and cultural condition of all Nigerian peoples.

The overall objectives, as determined at the 1962 UNESCO epoch-making Tananarive Conference, relate to manpower needs, African unity, and academic standards. It was clear that at this stage of development, it is the attainment of the objectives rather than of the aims that can be appraised.

An attempt was also made to deal with the criteria and the appraisal. The problem of selecting such a measure was indicated. A set of twelve criteria was developed. This was based on recent expert manpower studies.

The present state of higher education was appraised in the light of these criteria. It was evident from this appraisal that in spite of the remarkable and rapid development of the present state of Nigerian higher education, it does not meet current needs.

SUMMARY AND CONCLUSIONS

An attempt was made in this report to present the history and appraisal of higher education in an independent Nigeria. Specifically, it attempted (1) to trace the history of higher education from 1953 to the present and (2) to appraise the present state of higher education by means of twelve criteria.

The independent state of Nigeria which became the Federal Republic of Nigeria on October 1, 1963, was for fourteen years engaged in a series of constitutional conferences which paved the way for eventual attainment of independence on October 1, 1960. This political milestone with its consequent social and economic changes created heavy demands for trained manpower in all sectors of national life. Higher education was seen therefore not only as the means for the training of this needed manpower but also as the fundamental key to national development.

Prior to independence, the standard of higher education could only be described as sub-minimal both in the number of Nigerians receiving it and in the facilities available. The only institution of university rank in the country, the University College, Ibadan, was founded in 1948, with a student body of 210 and, as a university college of London University, it could only prepare its students for

the degrees of London. In 1953, it graduated its first group of forty-three students.

The other higher education institution, the Nigerian College of Arts, Science and Technology, was founded in 1952, with branches at Zaria, Enugu and Ibadan. This institution was no more than a junior college. It prepared its students for the Advanced Level of the General Certificate of Education in Arts and Science, a course that is being given today by the sixth form. It also offered sub-degree courses in civil, mechanical, electrical and mining engineering. Other courses included architecture, surveying, pharmacy, secretarial work, accountancy and teaching.

At the end of 1953, this institution had only 134 students, of whom twenty-three were women. However, by 1959, both the University College, Ibadan, and the Nigerian College of Arts, Science and Technology, had made remarkable progress both in quantity and in quality. For example, the enrolment at the University College, Ibadan, had increased from 704 students (666 men and 18 women) in 1953, to 1,114 (1,037 men and 77 women) in 1959-60. Also the number of students receiving degrees rose from forty-three in 1953 to ninety-nine in 1959. The Nigerian College of Arts, Science and Technology, had also increased its student number from 704 in 1957 to 1,125 in 1959-60. It was found, however, that in spite of these increases higher education, at this period, was still in the embryo stage.

At the same period some 13,018 Nigerians were pursuing higher education in the United Kingdom while about 231 were in North America. However, with the Federal Government's appointment of the Ashby Commission in March 1959 to investigate Nigeria's needs in the field of post-school Certificate and Higher Education over the next twenty years, came the first major national step towards higher education development on a massive scale.

The Commission's Report which was published in September 1960, rests on three foundations:

- i) its conception of Nigeria in 1980;
- ii) Professor Harbison's survey of Nigeria's high-level manpower needs by 1970; and,
- iii) the Commission's analysis of the present capacity of the educational system.

The recommendations covered all aspects and levels of education. However, only those aspects that are relevant to this study; namely, higher education, were considered in this treatment.

With respect to university education, the Commission recommended among other things:

- i) that higher education should be concentrated in university institutions through providing degree courses geared to Nigerian needs rather than to the external examining bodies;

- ii) that the university population in Nigeria be increased from a little over 1,000 to 7,500 as a first objective and to over 10,000 in the 1970's;
- iii) that resources of the Federal Government be concentrated on three existing centres of academic activity with the addition of Lagos so as to have four separate independent universities, one in each Region and one in Lagos. And that the three branches of the Nigerian College of Arts, Science and Technology be incorporated into the university system with the Ibadan branch being merged with the University College, Ibadan, the Zaria branch with Ahmadu Bello University in the North, and the Enugu branch with the University of Nigeria in the East.

The Commission also recommended that a National Universities Commission be established without delay to distribute funds to the universities and to provide cohesion for the whole university system.

An Inter-Regional Manpower Board charged with the responsibility of reviewing the country's manpower needs and formulating development programmes was recommended.

The Commission further recommended that international aid be sought both in money and in the temporary loan of overseas staff.

The proposals attracted some comments from a few scholars two of whom were familiar with the Nigerian scene and who could therefore assess the Report. This writer also made an evaluation of the Commission's findings.

The Federal Government accepted the Report in principle and published a White Paper setting out plans for its implementation. As a result of this acceptance of the Report, four new universities came into existence, one in each Region and one in Lagos.

The Regional universities are: the University of Nigeria in the Eastern Region; the University of Ife in the Western Region and the Ahmadu Bello University in the Northern Region. The Zaria branch of the Nigerian College of Arts, Science and Technology was merged with the Ahmadu Bello University; the Enugu branch was merged with the University of Nigeria; and the Ibadan branch with the University of Ife. The latter step was an amendment to the Ashby Commission which had recommended the incorporation of the Ibadan branch of the Nigerian College into the University College, Ibadan.

The Federal universities are: the University College, Ibadan, which was converted in December 1962 to the independent University of Ibadan with full powers to grant its own degrees; and the University of Lagos in the Federal Territory of Lagos.

A National Universities Commission was created by the Federal Government to be responsible for direct financing of all Nigerian universities. A National Manpower Board was also created to be responsible for manpower development.

Thus, with five independent universities established, Nigeria's investment in education had not only begun but had also paved the way for further national developments.

The next major national step in the nature of further development was a six-year National Development Plan in which both the Federal and the Regional Governments are committed to programmes designed to transform the present agriculture based economy to a self-sustaining economy, through agricultural, industrial and educational development.

With the country's natural resources and mineral potential, coupled with the flow of foreign capital which the governments hope to attract, it is expected that this Plan will be successful not only in placing the country's economy on a sounder basis but also in raising its standard of living.

The manpower needs of Nigeria are found to be pressing. The overall aim of higher education is the improvement of the social, economic and cultural condition of the people. The objectives are directed towards the meeting of manpower needs, to the promotion of African unity and to the

maintenance of academic standards. The attainment of these objectives was appraised since it is difficult, if not impossible, to appraise the aims at this stage of development.

Twelve criteria were developed in the following areas: a) Agriculture; b) Medical and veterinary training; c) Technology; d) Teachers; e) the education of women; f) the output of graduates; g) Scholarships; h) Sixth form; i) African studies; j) Foreign students, especially from other African countries; k) Extension services; and l) Academic standards.

The present state of higher education was appraised in the light of these twelve criteria. From this appraisal, it was found that in all of these areas, efforts are being made not only to meet the present but also future needs. However, in the area of manpower, the universities have a very long way to go. By far the greatest problem at present is the paucity of graduate teachers without whom the secondary schools cannot stay open. When it is realized that the sixth form, the technical and teacher-training institutions also rely on the supply of graduate teachers, the problem becomes more acute.

To save the present situation, fifty per cent of teachers should be graduates; but in reality only about thirty-five per cent are graduates. Obviously the goal of 7,000 graduate teachers by 1970 will not be met.

Equally pressing are the needs for technicians, engineers, medical and veterinary doctors, agriculturists and graduates as a whole. The demand is so great in some of these that doubling the present rate of supply can hardly meet either present or future demands.

In some areas, however, it is found that a good foundation has been laid. For instance, all five universities have programmes in African studies at present. Thus if the present development efforts are not impeded, the needs are likely to be met. The same is true for extension services. Present facilities are inadequate. But with each university establishing extension services in its own Region, the situation will improve substantially. The present academic standards in Nigerian universities are the same as those in the United Kingdom. If the present academic standards are not lowered, there should be no reason why the objective of maintaining international standards will not always be realized.

Indeed Nigerian higher education has come a long way. The ten-year period of history covered in this study can be compared to a success story of a people moving from no education to mass education. This, in short, is what makes education in the developing nations of Africa so exciting. If there is any system where there exists such problems and promises, it is in the educational system of Africa.

As this report has shown, the development of Nigerian higher education can only be described as fantastic. The effort that has been made, and is still being made, to meet the country's needs is both remarkable and commendable. However, the magnitude of the problem is such that in spite of all these, the present state of higher education does not meet Nigeria's current needs.

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APPENDIX 1

**THE CONSTITUTION OF NIGERIA
LEGISLATIVE LIST**

APPENDIX 1

THE CONSTITUTION OF NIGERIA LEGISLATIVE LIST

The Constitution of the Federation of Nigeria¹ provides under the Legislative Lists:

(1) an Exclusive Legislative List which specifies those areas in which the Federal Government retains the exclusive right to legislate.

(2) a Concurrent List which enumerates areas in which both the Federal and the Regional Governments normally have parallel jurisdiction. Higher education comes under (1) and (2).

Under (1) - Exclusive List:

"The following higher educational institutions that is to say-

The University College at Ibadan;
The University College Teaching Hospital;
The Nigerian College of Arts, Science
and Technology;
The West African Institute of Social and
Economic Research;
The Pharmacy School at Yaba;
The Forest School at Ibadan;
The Veterinary School at Vom."²

¹ Repealed by the Constitution of the Federal Republic of Nigeria of October 1, 1963.

² Oluwole Idowu Odumosu, The Nigerian Constitution: History and Development, Lagos, African Universities Press, 1963,

Under (2) - Concurrent List:

"Higher education, that is to say, institutions and other bodies offering courses or conducting examinations of a university, technological or of professional character, other than the institutions referred to above."³

³ Odunmosu, Op. Cit.

APPENDIX 2

THE ASHEY COMMISSION

APPENDIX 2

THE ASHBY COMMISSION

Members¹

Sir Eric Ashby	Master of Clare College, Cambridge University; formerly President and Vice-Chancellor, the Queen's University of Belfast (Chairman).
K.O. Dike	Principal of University College, Ibadan; formerly Professor of History, University College, Ibadan.
R.G. Gustavson	Professor of Chemistry, University of Arizona; formerly Chancellor, University of Nebraska, and President, Fund for the Resources of the Future, Inc.
H.W. Hannah	Associate Dean of Agriculture and Professor of Agricultural Law, University of Illinois.
Senator Shettima Kashim	G.B.E. Waziri of Bornu
F. Kepple	Dean of the Graduate School of Education, Harvard University.
J.F. Lockwood	Master of Birbeck College, and formerly Vice-Chancellor, University of London.
S.D. Onabamiro	Senior Research Fellow, University College, Ibadan.*

* In August, 1960, Dr. Onabamiro became the Hon. the Minister of Education, Western Region.

¹ Investment in Education: The Report of the Commission on Post-School Certificate and Higher Education in Nigeria, Lagos, The Federal Government Printer, 1960, p.v.

G.E. Watts

Principal, Brighton Technical
College.

Commission's Preface and Letter of Transmission.²

Ibadan, Nigeria,
September 2, 1960.

To:
The Hon. the Federal Minister of Education,
Lagos.

We have pleasure in submitting to you our Report on
Post-School Certificate and Higher Education in Nigeria.

The Report is divided into two Parts. Part I is a
General Report which is complete in itself, covers the whole
field of our enquiry, and contains our recommendations.
Part II is a series of Special Reports in which we discuss in
more detail some of the substance of our General Report.
This arrangement necessitates a certain amount of repetition,
but it has the advantage that the reader can find the whole
sweep of our enquiry in Part I, and a fuller treatment of
such topics as sixth form work, teacher training, technical
education, and agriculture in Part II.

We include as Chapter one of the Special Reports the
survey of Nigeria's needs for high-level manpower which
Professor P. Harbison prepared for us. Professor Harbison
recommended that an Inter-Regional Manpower Board should be

² Investment in Education, Op. Cit., p. 1.

established, which would constantly study and re-assess the needs for high-level manpower. We earnestly hope this recommendation will be accepted, because the pattern of higher education we propose will certainly need to be reviewed from time to time in the light of Nigeria's needs.

You asked us to report on the nation's needs over the next twenty years. The wind of change is sweeping so powerfully over Nigeria that we cannot pretend to see so far ahead. The Nigeria of 1980 is almost beyond the horizon of our imagination. But your request has set the scale of our thinking. In a brief section called "The Size of the Problem" we say what this scale is. We ask you to consider our proposals in this perspective. We recommend a pattern of education which we believe will match Nigeria's aspirations over the first twenty years of independence. It is a pattern which cannot be woven firmly without some international aid, for investment in education does not bring immediate returns. Therefore we hope Nigeria will seek international aid for some of our proposals; for nations which give and receive help over education promote peace and mutual understanding.

We are privileged to have had this opportunity to advise the Nigerian Government on this immense problem and it gives us great satisfaction that we are able to hand you

APPENDIX 2

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this Report on the eve of independence. Our signatures below signify our agreement with the Report.

E. ASHBY

H.W. HANNAH

J.P. LOCKWOOD

K.O. DIKE

SHETTIMA KADIM

S.D. ONABIKIRO

R.G. GUSTAVSON

F. RIDDLE

G.R. WATTS

M.K.S. FLANAGAN (Secretary)

APPENDIX 3

UNIVERSITY OF NIOMIA LAB, 1961

APPENDIX 3

UNIVERSITY OF NIGERIA LAW, 1961

On the 14th day of December, 1961, in the tenth year of the reign of Her Majesty Queen Elizabeth II, a Law to consolidate the Laws relating to the University of Nigeria, at Nsukka, in Eastern Nigeria, and to provide for the Governance thereof and for Matters incidental thereto was enacted, thus:

BE IT ENACTED by the Legislature of Eastern Nigeria as follows:

Short Title and Commencement

1. This Law may be cited as the University of Nigeria Law, 1961.

INTERPRETATION

2. (1) In this Law:
 - 'the academic staff' means those members of the staff whose sole or primary duty as such members is teaching or research;
 - 'the administrative staff' means those members of the staff who are not members of the academic staff;
 - 'the authorities of the University' means the Council, the Senate, the Faculty and College Boards;
 - 'the Chancellor' means the Chancellor of the University;
 - 'college' means College of the University;
 - 'members of the staff' means members of the staff of the University including the Vice-Chancellor;
 - 'statute' means a statute made, or deemed to have been made, by the Council under the provisions of this Law;
 - 'the University' means the University established at Nsukka pursuant to the University of Nigeria Law, 1955.

(2) Any reference in this Law to any of the following namely, the Council, the Senate, a Faculty Board, a College Board, the Visitor, the Chancellor, the Vice-Chancellor, the Registrar, the Bursar or the Librarian, shall be construed as reference to the authorities or officers of the University so designated.

(3) Any reference in this Law to a special resolution shall be construed as a reference to a resolution which is thereafter passed at a meeting of the Council by the votes of at least two-thirds of the members present and voting.

Incorporation and Objects of the University of Nigeria

3. (1) The University is established under the name of the University of Nigeria.

(2) The University is a body corporate and has perpetual succession and a common seal.

(3) Without prejudice to its other powers, the University has power to hold examinations and award its own degrees, diplomas, certificates and other distinctions to persons who have pursued a course of study approved by the University and have satisfied such other requirements as the University may lay down.

(4) The objects of the University are-

- (i) to hold forth to all classes and communities without any distinction whatsoever an encouragement for pursuing a regular and liberal course of education;
- (ii) to promote research and the advancement of science and learning;
- (iii) to organise, improve and extend education of a University standard.

(5) All real and personal property, rights, trusts and liabilities of the Provisional Council established by the University of Nigeria (Provisional Council) Law, 1958 are hereby vested in the University.

(6) For the purposes of this Law, the University has power to sue and to be sued in its corporate name.

Powers of the University

4. For carrying out the objects specified in section 3 the University has power-

- (a) to acquire, hold, grant, charge, or otherwise deal with or dispose of movable and immovable property wherever situate;
- (b) to accept gifts, legacies and donations, but without obligations to accept the same for a particular purpose unless it approves the terms and conditions attaching thereto;
- (c) to enter into contracts, establish trusts, act as trustees, solely or jointly with any other person, and employ and act through agents;
- (d) to erect, provide, equip and maintain libraries, lecture halls, halls of residence, refectories, sports grounds, playing fields and other buildings or things (whether in Eastern Nigeria or elsewhere) necessary or suitable or convenient for any of the objects aforesaid;
- (e) subject to any limitations or conditions imposed by the Governor in Council to invest any moneys appertaining to the University by way of endowment and whether for general or special purposes, and such other moneys as may not be immediately required for current expenditure, in any investments or securities or in the purchase or improvement of land, with power from time to time to vary any such investments and to deposit any moneys for the time being uninvested with any bank on deposit or current account;
- (f) subject to such terms and conditions as may be approved by the Governor in Council to borrow, whether at interest or not and if need be upon the security of any or all the property movable or immovable of the University such moneys as the Council may from time to time in its discretion find it necessary or expedient to borrow;
- (g) to make gifts for any charitable purpose;
- (h) to do anything which it is authorised or required by the statutes to do;
- (i) to do all such acts or things, whether or not incidental to the foregoing powers, as may advance the objects of the University.

No Racial or Religious Qualifications

5. No racial or religious qualifications shall be required of any member of the Council, officer, teacher or student of the University, and no such member, officer, teacher or student shall be under any disability or suffer any disadvantage on the ground of race or religion.

The Visitor

6. The Governor of Eastern Nigeria is the Visitor of the University.

The Council of the University

7. (1) There is constituted for the University a Council to be called "The Council of the University of Nigeria".

(2) The Council shall control the policies and finances of the University and shall to be the supreme governing body of the University with power to manage all matters not otherwise provided for by this Law.

(3) The Council may subject to such terms and conditions as it may approve delegate any of its powers or duties, except the powers relating to the making, altering or annulling of statutes, to the Chancellor or to any committee appointed by the Council and consisting-

- (a) of members of the Council; or
- (b) of one or more members of the Council and such other persons as the Council may appoint to the committee.

Composition of the Council

8. The following persons shall be the members of the Council:

- (i) the Chancellor;
- (ii) the Vice-Chancellor;
- (iii) two persons representing the Senate;
- (iv) five persons appointed by the Governor in Council who shall hold office at the pleasure of the Governor in Council.

The Chancellor

9. (1) Soon after the coming into operation of this Law a Chancellor who shall be the Head of the University shall be appointed by the Governor in Council and shall hold office until his death or resignation.

(2) Whenever a vacancy occurs in the office of Chancellor the Governor in General shall, after consultation with the Council, appoint a person, whether already a member of the Council or not, to fill that vacancy, and every person so appointed shall hold office until his death or resignation.

Meetings of the Council

10. (1) Subject to subsection (2) the Council shall meet for the despatch of business at such times and places as the Chancellor, or if the office of Chancellor is vacant, the Visitor, shall appoint.

(2) There shall be at least four meetings in every period of twelve months commencing on the first day of January.

(3) At any meeting of the Council the Chancellor shall preside, but in his absence the members present may appoint one of themselves to preside, and the person so appointed shall have all the powers of the Chancellor only at that particular meeting.

(4) Except where a special resolution is required under the provisions of this Law or the Statutes, the Council shall act by resolution passed by a simple majority of the members present and voting.

(5) The Council shall appoint a Secretary to the Council who shall attend its meetings, but shall not be entitled to vote, and who shall maintain the office of the Council at the University.

Fees and Allowances for Members of the Council

11. There may be paid to the members of the Council, or any of them, such fees or allowances for expenses, or both, as the Council may determine.

Composition of the Senate

12. There shall be a Senate for the University consisting of the following members:

- (i) the Vice-Chancellor, who shall preside at all meetings of the Senate;
- (ii) the Deans of the several Faculties;
- (iii) the Heads of the several Colleges; and
- (iv) such other persons as may be provided for by the statutes.

Functions of the Council of Deans

13. The Deans of the several Faculties shall constitute the Council of Deans which shall be advisory to the Vice-Chancellor on all academic matters, and on particular matters referred to the University Council by the Senate.

Functions of the Senate

14. (1) Subject to the Provisions of this Law and the Statutes, the Senate is responsible to the University Council for the development and supervision of all academic matters.

(2) All proposals, recommendations and other matters referred to the University Council by the Senate shall include any advisory conclusions reached by the Council of Deans.

Meeting of the Senate

15. (1) Subject to subsection (2) the Senate shall meet for the despatch of business at such times and places as may be provided by or under the statutes or regulations made by the Senate,

- (2) (a) the Vice-Chancellor, or in his absence a person duly appointed by him, may call a meeting of the Senate at any time;
- (b) there shall be at least four meetings in every period of twelve months beginning on the first day of January;
- (c) if so requested in writing by any ten members of the Senate, the Vice-Chancellor or, in his absence a person duly appointed by him, shall call a meeting of the Senate to be held not later than the tenth day following that on which the request was received.

Meeting of the Senate

(3) At a meeting of the Senate the Vice-Chancellor, or in his absence a person duly appointed by him, shall preside, but if both the Vice-Chancellor and a person duly appointed by him are absent from the meeting, the members present may appoint one of themselves to preside.

(4) The Senate shall not meet unless at least seven members are present thereat.

(5) The Registrar shall be the secretary of the Senate and shall attend its meetings, but shall not be entitled to vote.

Faculties and Colleges

16. The Council may at any time establish all or any of the Faculties or Colleges described in the Statutes and every member of the academic staff shall be a member of a Faculty or a College or of more than one of such bodies.

Faculty Boards

17. (1) There shall be established in respect of each Faculty a Faculty Board, which, subject to the provisions of this Law and the Statutes, and subject also to the directions of the Vice-Chancellor, shall-

- (a) regulate the teaching and study of, and the conduct of examinations connected with, the subjects assigned to the Faculty;
- (b) deal with any other matter assigned to it by the Statutes or by the Vice-Chancellor or by the Senate; and
- (c) advise the Vice-Chancellor or the Senate on any matter referred to it by the Vice-Chancellor or the Senate.

(2) A Faculty Board may deliberate upon any matter affecting the work of the Faculty.

Composition of Faculty Boards

18. (1) Subject to subsection (2) the composition of a Faculty Board shall be determined by the Statutes, and the

Statutes may include provision for the appointment to a Faculty Board of persons who are not members of the academic staff but are specially qualified to assist in the work of the Faculty Board.

(2) The Vice-Chancellor, or in his absence a person duly appointed by him, shall be a member of every Faculty Board.

Establishment and Functions of College Boards

19. (1) There shall be established in respect of each College a College Board, which subject to the provisions of this law and the Statutes, and subject also to the directions of the Vice-Chancellor shall-

- (a) regulate the teaching and study of, and conduct of examinations connected with, the subjects assigned to such Colleges;
- (b) deal with any other matter assigned to it by the Statutes or by the Vice-Chancellor or by the Senate; and
- (c) advise the Vice-Chancellor or the Senate on any matter referred to it by the Vice-Chancellor or the Senate.

(2) A College Board may deliberate upon any matter affecting the work of the College.

Composition of College Boards

20. (1) Subject to subsection (2) the composition of a College Board shall be determined by the Statutes, and the Statutes may provide for the appointment to a College Board of persons who are not members of the academic staff but are specially qualified to assist in the work of the College Board.

(2) The Vice-Chancellor, or in his absence a person duly appointed by him, shall be a member of every College Board.

The Vice-Chancellor

21. (1) The Vice-Chancellor shall be appointed by the Council and shall be responsible to the Council in accordance with the provisions of this Law and the Statutes.

The Vice-Chancellor

(2) The Council may for adequate cause suspend the Vice-Chancellor from his duties, or subject to the approval of the Governor in Council, may terminate the appointment of the Vice-Chancellor.

Delegation of Vice-Chancellor's Powers

22. The Vice-Chancellor may, subject to the approval of the Council, appoint any person to perform any duty or function allocated to his office and that person shall, subject to the direction of the Vice-Chancellor, perform the duty or function to the extent of the power delegated to him; but the exercise of any such delegated power shall be temporary and duly specified.

Academic and Administrative Staff

23. Professors, Lecturers, a Registrar, a Bursar, a Librarian and other members of the academic staff and the administrative staff shall be appointed in accordance with the Statutes, and shall have such duties as may be allocated to them by or under the Statutes.

Congregation

24. (1) There shall be a body, to be known as Congregation, which shall consist of all members of the academic staff, the Vice-Chancellor, the Secretary to the Council, the Registrar, the Bursar and all other members of the administrative staff holding university degrees or professional qualifications recognised by the University.

(2) The Vice-Chancellor shall preside at any meeting of Congregation or in his absence, a person duly appointed by him.

(3) Congregation may, with the approval of the Council, make regulations governing its own proceedings and the convening and frequency of its meetings.

(4) Congregation shall meet at least once in every academic year.

Congregation

(5) Congregation shall, subject to control by the Council in all matters affecting the policies and finances of the University, have such powers and duties as may be conferred upon it by this Law or the Statutes, and, in addition, may deliberate and submit recommendation to the Council or the Vice-Chancellor or the Senate, upon any matter affecting the University including any matters referred to it by the Council or the Vice-Chancellor or the Senate.

Conditions of Service

25. (1) Save as may otherwise be expressly provided by this Law or the Statutes, the rates of remuneration, scales of salary and allowances and conditions of service in general for all members of the staff shall be such as the Council may from time to time determine.

(2) Provisions may be made in the Statutes to authorise the University to contribute to any superannuation fund or other similar scheme for the benefit of members of the staff.

The Statutes

26. (1) The Council may enact Statutes for carrying into effect the provisions of this Law, and in particular for prescribing or regulating-

- (a) the powers and duties of the authorities of the University, their composition and constitution, and all other matters relative to such authorities;
- (b) the admission of students, their discipline and welfare;
- (c) any other matters authorized by this Law to be prescribed or regulated by the Statutes, and may amend or annul any such Statute.

(2) The making, amending or annulling of Statutes shall be by special resolution.

(3) The Statutes set out in the Schedule shall be deemed to have been made by the Council and shall continue in force save in so far as they may be amended or annulled by special resolution.

The Statutes

(4) A Statute or the amendment or annulment of a Statute may be proved in a court of law by the production of a copy thereof purporting to be signed and certified as true by the Vice-Chancellor or the Secretary to the Council.

(5) A Statute or amendment of a Statute made under this section shall be laid on the table of the Houses of Legislature.

The Common Seal of the University

27. (1) The Secretary to the Council shall have custody of the common seal of the University and shall be responsible for affixing the same to documents.

(2) The common seal of the University shall not be used except upon the direction of the Council and shall be authenticated in the manner prescribed by the statutes, and shall be officially and judicially noticed.

Signification of Documents

28. All documents to which the University is a party other than those required by law to be under seal, may be signified under the hand of the Chancellor, the Vice-Chancellor or the Secretary to the Council or any member of the Council authorised by the Council in that behalf.

Parol Contracts

29. A contract which, if made by a private person, would be by law valid although made by parol and not reduced into writing, may be made by parol on behalf of the Council by any person acting under its authority expressed or implied.

Bank Accounts

30. (1) All moneys on account of the University shall be paid into such bank or banks as may be approved by the Council for the credit of one or other of the accounts of the University in accordance with the directions of the Council.

Bank Accounts

(2) The moneys or any portion thereof standing to the credit of any of the accounts of the University may, if the Council thinks fit, be invested in such securities as the Council directs or be placed on deposit in such bank or banks as the Council may determine.

Acquisition of Land for Purposes of the University.

31. (1) Where it is made to appear to the Governor in Council that any land to which the Public Lands Acquisition Ordinance applies is required for the purposes of the University, and that there is any hindrance to the acquisition thereof by purchase or lease, the Governor in Council may by order direct that proceedings be taken under the said Ordinance for acquiring the land for the Government and for determining the compensation to be paid to the parties interested; and upon such order being made the land to which it relates shall be deemed to be land required for a public purpose within the meaning of the said Ordinance.

(2) Where land has been acquired in pursuance of an order made under subsection (1) and in accordance with the Public Lands Acquisition Ordinance, the Governor in Council may vest the land in the University by means of a Certificate under the hand and seal of the Minister of Town Planning to the effect that the land has been made over to the University.

(3) The compensation for such acquisition shall in the first instance be paid by the Government, but if and when so required the University shall refund to the Government any compensation so paid and all expenses incidental to the acquisition incurred by the Government.

(4) The University shall not alienate, mortgage, charge or demise any land vested in the University under this section without the approval in writing of the Governor in Council.

Repeal

32. The University of Nigeria Law, 1955, the University of Nigeria (Amendment) Law, 1956, the University of Nigeria (Provisional Council) Law, 1958, the University of Nigeria (Amendment) Law, 1958 and the University of Nigeria (Provisional Council) (Amendment) Law, 1959, are hereby repealed.

APPENDIX 4

THE NATIONAL UNIVERSITIES COMMISSION

APPENDIX 4

THE NATIONAL UNIVERSITIES COMMISSION

The Federal Government appointed in October, 1962, an 11-man National Universities Commission headed by the Emir of Yauri, Mallam Muhammadu Tukur, former Commissioner for Northern Nigeria in the United Kingdom. The Secretary of the National Universities Commission is Mr. Okoi Arikpo, a lawyer and former Minister. Sir Eric Asaby, Master of Clare College, Cambridge University, has been named honorary adviser.

Other members of the Commission are Mallam Abdul Gusau, Native Authority Works Officer, Sokoto; Alhaji Abdul Rahaman, Provincial Secretary, Okeke; Dr. S.E. Imoke, Eastern Nigeria Minister of Education; Dr. I. Ogunro, Medical Practitioner, Benin; Mr. O.S. Komolafe, Principal, Grammar School, Ijebu-Ijesha; Mr. S.O. Wey, Secretary to the Prime Minister of the Federation; Mr. E.A. Osindero, Chairman, Federal Board of Inland Revenue; Mr. Alvan Ikoku, President of Nigerian Union of Teachers; and Mr. E.E. Bawa, General Secretary of the Nigeria Union of Teachers.

The terms of reference are as follows:

- (i) To inquire into (and advise the Government on) the financial needs both recurrent and capital of university education in Nigeria.
- (ii) To assist in consultation with the universities and the bodies concerned in planning the balanced and co-ordinated development of the universities in order to ensure that they are fully adequate to the national needs.
- (iii) To receive annually a block grant from the Federal Government and to allocate it to universities with such conditions attached as the Commission may think advisable.
- (iv) To act as an agency for channelling all external aid to the universities through-out the Federation.
- (v) To take into account, in advising the Federal Government, such grants as may be made to the universities by Regional Governments, persons and institutions both at home and abroad.

- (vi) To collate, analyse and publish information relating to university finance and university education both in Nigeria and abroad.
- (vii) To make, either by itself or through committees, such other investigations relating to higher education as the Commission may consider necessary; and, for the purpose of such investigations, to have access to the records of universities seeking or receiving Federal grants.

Higher Education

- (viii) To make such other recommendations to the Federal Government or to universities relating to higher education as the Commission may consider to be in the national interest.

APPENDIX 5

**LAW ESTABLISHING THE UNIVERSITY
OF LIFE**

APPENDIX 5

**LAW ESTABLISHING THE UNIVERSITY
OF IFE**

In the tenth year of the reign of

HER MAJESTY QUEEN ELIZABETH II

SIR ADESOJI TADENIAWO ADEREMI, K.B.F., C.M.G.

Governor, Western Nigeria

**A Law to provide for the Establishment, Constitution,
Powers and Functions of a Provisional Council of
the University of Ife and for purposes incidental
to or connected with the foregoing matters.**

(8th June, 1961).

**BE IT ENACTED by the Legislature of Western
Nigeria as follows:-**

**1. This Law may be cited as the University of Ife (Provi-
sional Council) Law, 1961.**

2. In this Law-

**"the Academic Board" means the Academic Board established and
constituted under section 16;**

**"the Council" means the Provisional Council of the University
of Ife established under section 3;**

**"the Vice-Chancellor" means the Vice-Chancellor of the
University;**

**"the Vice-Chancellor-designate" means the Vice-Chancellor
before he assumes the full functions of his office;**

"the Registrar" means the Registrar of the University;

"the University" means the University of Ife;

**"the Pro-Vice-Chancellor" means the Pro-Vice-Chancellor of
the University.**

3. So soon as may be after the commencement of this Law, there shall be established for the purposes of the University a Council to be known as the Provisional Council of the University of Ife.

4. The Council shall be a body corporate with perpetual succession and a common seal, and shall have power to sue and be sued in its corporate name and to acquire, hold and dispose of moveable and immovable property.

5. (1) The Council shall consist of the following members:-

(a) a chairman;

(b) the Vice-Chancellor or the Vice-Chancellor-designate;

(c) the Pro-Vice-Chancellor;

(d) not less than five nor more than nine members who shall be persons not employed on the academic or administrative staff of the University;

(e) two members of the Academic Board appointed in accordance with the recommendation of that Board.

(2) The Registrar shall be the Secretary to the Council.

(3) (a) A member of the House of Assembly of Western Nigeria who becomes the chairman or other member of the Council shall not vacate his seat in that House by reason only of his becoming such chairman or other member, and a chairman or other member of the Council who becomes a member of the House shall not cease to hold office as chairman or other member of the Council by reason only of becoming such a member of the House.

(b) For the avoidance of doubt it is hereby declared that the office of Chairman or other member of the Council is not an Office of emolument under the Crown.

(4) The Chairman, the Vice-Chancellor, the Pro-Vice-Chancellor, every other member of the Council, and the Registrar shall be appointed by the Governor in Council.

(5) No act or proceeding of the Council shall be rendered invalid by reason of any vacancy among its members or

by reason of any defect in the appointment of any member; provided that no appointment to the office of Vice-Chancellor, Pro-Vice-Chancellor or Registrar other than the first appointment to any of these offices shall be made by the Council.

(6) The Chairman or the person temporarily appointed as such or the person elected to preside at any meeting of the Council and five other members of the Council shall form a quorum.

(7) Any matter for decision by the Council shall be determined by a majority of the members present and voting:

Provided that the person presiding at any meeting of the Council shall have, in addition to his original vote, a casting vote whenever necessary to avoid an equality of votes on any matter for decision.

(8) There shall be paid to the Chairman, the Vice-Chancellor, or the Vice-Chancellor-designate, Pro-Vice-Chancellor, every other member of the Council and the Registrar such salaries, fees, allowances for expenses or other remuneration as the Governor in Council may in respect of each person determine.

6. (1) Subject to any other provisions which may be made by any other law, any person appointed to any of the offices mentioned in subsection (4) of section 5 shall hold his office until such time as the authority which appointed him thereto shall otherwise determine.

(2) Any person holding any of the offices mentioned in subsection (4) of section 5 may at any time, by writing under his hand, addressed to the authority which appointed him, resign his office.

7. (1) Where the Chairman or any other member of the Council is temporarily incapacitated by illness or temporarily absent from Nigeria, the Governor in Council may, subject to the provisions of section 5, appoint any person to hold temporarily the office held by such incapacitated or absent Chairman or member during the period of such incapacity or absence and all the powers and duties of the Chairman or the member as the case may be under this Law shall devolve upon the person so temporarily appointed.

(2) Where the Chairman or the person appointed to hold temporarily the office of Chairman is absent from any meeting of the Council, the members of the Council present may elect one of their number to preside.

8. Where upon any special occasion the Council desires to obtain the advice of any person on any particular matter, the Council may co-opt that person to be a member for such meeting or meetings as may be required, and such person whilst so co-opted shall have all the rights and privileges of a member save that he shall not be entitled to vote on any question.

9. The Council shall have control and superintendence over all aspects of the policy and over all property of the University, and in any matter in respect of the University not provided for by this Law, the Council may act in such manner as may appear to it to be in the best interests of the University.

10. The Council may enter into such contracts as may appear to it to be necessary, advantageous or expedient for the purposes of its powers and functions under this Law.

11. (1) The Council may employ such academic and administrative staff as may appear to it to be necessary for the purposes of the University and for the due exercise of the powers and functions of the Council under this Law.

(2) The terms and conditions of service (including terms and conditions as to salary, allowances, other remuneration and disciplinary control) in respect of academic and administrative staff employed pursuant to sub-section (1) of this section shall be such as the Council may determine.

12. The Council shall have power to receive sums of money and any other description of property (movable or immovable) by way of grant or donation from any source whatsoever and to expend such sums or dispose of such property in any manner it may deem expedient for the purposes of the development and maintenance of the University;

Provided that the Council shall not be obliged to accept any grant or donation for a particular purpose unless it approves of the terms and conditions attaching to such grant or donation.

13. The Council may, with the prior consent of the Governor in Council, borrow by way of loan or otherwise such sums of money as it may require for meeting its obligations and for discharging its functions under this Law and such sums may be borrowed from such person or persons, institution or authority, and upon such terms and conditions, as may be approved by the Governor in Council.

14. All monies received by the Council by way of grant, donation, loan, or otherwise shall be paid into a bank or banks in Nigeria for the credit of the general or current or deposit account of the Council.

15. The Council shall have power to delegate in writing any administrative functions necessary for the purposes of its powers and functions under this Law to any of its members or to such other person or persons, Committee or Committees (whether or not composed of its members) as it may appoint in that behalf

16. (1) There shall be for the purposes of the University an Academic Board which shall consist of-

- (a) the Vice-Chancellor;
- (b) the Pro-Vice-Chancellor;
- (c) the heads of the academic faculties and departments of the University; and
- (d) two representatives of the academic staff of the University, other than heads of academic faculties or departments, selected from amongst themselves to be members of the Academic Board for two years.

(2) The Vice-Chancellor shall be the chief executive and academic officer of the University and shall be the Chairman of the Academic Board.

(3) The Pro-Vice-Chancellor shall be the chief assistant to the Vice-Chancellor in the discharge of his functions under this Law and shall have such functions and perform such duties as the Vice-Chancellor may from time to time assign to him.

(4) The Registrar shall be the Secretary to the Academic Board.

17. Subject to the powers and functions of the Council under this Law, the Academic Board shall have all powers and may carry out all functions necessary for the following purposes of the University:-

- (a) the organisation of teaching;
- (b) the formulation and execution of academic policy;

- (c) the advancement of research;
- (d) such other matters as may from time to time be assigned to the Academic Board by the Council.

18. The Vice-Chancellor shall have power to exercise disciplinary control over students of the University and may, for the purposes of his power under this section, if he thinks fit, consult any Committee appointed by him in that behalf from among the members of the Academic Board.

19. The Council, after consultation with the Academic Board, may, subject to the provisions of this Law, make such regulations as it may think fit for the administration of the University and for all matters ancillary thereto.

20. Subject to the provisions of this Law, the Council may make Standing Orders regulating its own procedure, and without prejudice to the generality of the foregoing provisions, it may make such orders in respect of the following matters:-

- (a) the convening and holding of meetings;
- (b) the notice to be given for meetings;
- (c) the proceedings at meetings;
- (d) the keeping and custody of minutes of proceedings at meetings;
- (e) the custody and use of the common seal of the Council;
- (f) the manner of the transaction of business by any Committee appointed by the Council.

A LAW TO AMEND THE UNIVERSITY OF IFE
(PROVISIONAL COUNCIL) LAW, 1961

(14th March, 1963) Date of Commencement

BE IT ENACTED by the Legislature of Western Nigeria.
Enactment as follows:-

1. This Law may be cited as the University of Ife (Provisional Council) (Amendment) Law, 1962.

A 16 W.N. No. 2 of 1963
University of Ife (Provisional Council) (Amendment)

Amendment
of S. 5 of
Law No. 6
of 1961

2. Section 5 of the University of Ife (Provisional Council) Law, 1961, is hereby amended as follows:

(a) by deleting the word "nine" in the first line of paragraph (d) of subsection (1) thereof and substituting therefor the word "fifteen";

(b) by deleting the word "five" in the last line of subsection (6) thereof and substituting therefor the word "eight".

APPENDIX 6

UNIVERSITY OF LAGOS ACT, 1962

APPENDIX 6

UNIVERSITY OF LAGOS ACT, 1962

Part 1.- The University of Lagos

1.-(1) There shall be in the Federal territory a university to be known as the University of Lagos (in this Act referred to as 'the University') to provide courses of instruction and learning in the faculties of arts, law, medicine, science, education, commerce and business administration, engineering, and any other faculties which may from time to time be approved under this Act.

(2) Until the passing of an Act of Parliament giving effect to any recommendation under this Act for a constitution for the university, the provisions of this Act shall have effect and apply to the university.

(3) The medical school in Lagos shall for all purposes be an autonomous unit of the university.

Senate

2.-(1) There shall be for the purposes of the university, an academic body to be called the senate which shall consist of:

- (a) the vice-chancellor, who shall be chairman;
- (b) the heads of the several faculties within the university;
- (c) the professors of the university;
- (d) three fit persons holding high academic qualifications, and whether occupying university academic posts or not, of whom two shall be appointed by the provisional council and one by the medical school council.

(2) The term of office of members of the senate appointed otherwise than by office shall be two years but any such member shall be eligible for re-appointment.

(3) The registrar of the university shall be secretary to the senate.

(4) Where an appointment otherwise than by office is to be made to the senate by a council it shall consult the senate before making the appointment.

3.--(1) Subject to the provisions of this Act, the senate shall have and may exercise all or any of the following functions necessary in connection with the university, that is to say:

- (a) the regulating of the academic requirements for the admission of students to courses of instruction and study, the award of fellowships, scholarships, titles, distinctions and awards at all levels;
- (b) the preparing and co-ordinating of the general regulations of the courses of study, the appointment of examiners and the examinations of the university;
- (c) the controlling and directing generally in research and research subjects and facilities;
- (d) advising any council under this Act from time to time on measures likely to promote the interests of the university as a place of instruction and learning and research, and to assess, attain and maintain academic standards;
- (e) advising any such council or the faculties or departments of the university with respect to matters of academic interest;
- (f) the regulating of its own procedure and the conduct of its meetings;
- (g) recommending in any appropriate case the appointment of members of the academic staff, other than the academic staff of the medical school.

(2) Subject to the provisions of this Act as to the requirements of the medical school the senate may give such directions as it thinks fit for the administration of the university.

Meetings of the Senate.

4.--(1) The senate shall meet for the despatch of business at such times and in such places as it may prescribe or the vice-chancellor may require, not being less than three times during an academic year or session.

(2) Where the vice-chancellor is present at any meeting of the senate, five members shall be a quorum for the meeting, but otherwise not less than three-quarters of the members of the senate shall be a quorum; and where there is a quorum at a meeting, decisions taken shall bind the senate.

Provisional Council.

5.--(1) There shall be established for the university a body corporate with perpetual succession and a common seal to be known as the provisional council of the university of Lagos which shall have the powers and duties under this Act; and subject to any directions from time to time given under this Act the provisional council shall be charged with the general control and superintendence of the property and policy of the university other than the property and policy of the medical school as an autonomous unit of the university.

(2) The provisional council shall consist of a chairman to be appointed by the Prime Minister and ten other members as follows:

- (a) the vice-chancellor, the first holder of the office to be appointed by the Prime Minister, and office holders thereafter to be appointed as provided by this Act;
- (b) three members broadly representative of all parts of the Federation to be appointed by the Prime Minister;
- (c) two members being persons ordinarily resident in the Federal territory and interested in education, and appointed by the Prime Minister;
- (d) two members to be appointed from the medical school by the Minister of Health;
- (e) one member appointed by the Minister of Education on the joint recommendation of the faculty boards;
- (f) the permanent secretary of the Federal Ministry of Education ex-officio or in his absence any fit person authorized by him and on his behalf.

Provisional Council

(3) The registrar shall be the secretary to the provisional council.

(4) The first vice-chancellor shall hold office for a term of three years and any subsequent vice-chancellor shall for such term as it thinks fit be appointed by the provisional council after consideration of a report of the senate; provided that the person appointed as first vice-chancellor shall be eligible for re-appointment under this subsection.

Meetings of Provisional Council

7.-(1) The Minister shall fix the date, time and place of the first meeting of the provisional council, and the provisional council shall thereafter meet at least three times in every year as and when required for the due fulfilment of its functions under this Act.

Medical School Council

8.-(1) There shall be established for the medical school of the university a body corporate with perpetual succession and a common seal to be known as the medical school council which, as the governing body of the medical school shall, where not inconsistent with this Act, be charged with the control and superintendence of the property and policy of the medical school.

(2) The medical school council shall consist of the following members,-

- (a) the dean ex-officio as chairman;
- (b) the vice-dean ex-officio as deputy chairman;
- (c) three pre-clinical professors to be elected by the faculty board of the medical school;
- (d) three clinical professors to be elected by that faculty board;
- (e) two representatives of the provisional council elected by that council;
- (f) two representatives of the Lagos university teaching hospital management board appointed by the Minister of Health;
- (g) the permanent secretary of the Federal Ministry of Health ex-officio or in his absence any fit person authorised by him or on his behalf.

Medical School Council

(3) The first holders of the offices of dean and vice-dean shall be appointed by the Minister and shall hold office for a term of three years, and shall be eligible for re-appointment by the medical school council thereafter for such term as that council may think fit.

(4) The medical school council shall appoint some fit person to be secretary to the medical school council.

Meetings of Medical School Council

9.-(1) The Minister shall fix the date, time and place of the first meeting of the medical school council, and the medical school council shall thereafter meet at least three times in every year as and when required for the due fulfilment of its functions under this Act.

(2) Any three members of the medical school council may by notice in writing signed by them require the chairman to convene a special meeting of the medical school council and if the chairman fails within the time prescribed or a reasonable time thereafter to convene the meeting the power may be exercised by the Minister.

(3) No act or proceeding of the medical school council shall be invalidated by reason of any vacancy amongst its members or because of any defect in the appointment of a member.

(4) Five members shall be a quorum at any meeting of the medical school council.

(5) Any matter for decision by the medical school council shall be determined by a majority of the members present and voting; and where there is an equality of votes the chairman shall have a casting vote in addition to his deliberative vote.

(6) Where the chairman is temporarily incapacitated by illness or is absent from Nigeria the deputy chairman shall act, and in the case of any other member of the medical school council the Minister may, subject to the provisions of this Act, appoint any other fit person to hold office during the incapacity or absence of the member, and the powers and duties of the member shall devolve upon the person so temporarily appointed.

Meetings of Medical School Council

(7) If the chairman is for any other reason absent from any meeting the deputy chairman shall preside, and if both are absent the members present may elect one of their numbers to preside at that meeting.

(8) Where the medical council desires to obtain advice for a particular purpose it may co-opt not more than two persons for that purpose; and the persons co-opted may take part in the deliberations of the medical school council at any meeting but shall not be entitled to vote.

Powers of Medical School Council

10.-(1) The medical school council shall have and may exercise all or any of the following powers that is to say,-

- (a) the co-ordination and control of education in the medical school and in any teaching hospital with which it is associated;
- (b) the control of medical research and post-graduate work;
- (c) in consultation with the Minister of Health, all development planning and policy decisions touching or concerning the medical school;
- (d) the regulating of academic requirements for the admission of students to the medical school;
- (e) the appointment of members of the academic staff of the medical school on the nomination of the appropriate board or of its own motion;
- (f) the appointment of examiners for the medical profession examinations.

(2) The medical school council shall consider any advice given by the senate in respect of the exercise of the powers of the medical school council under this section, and to such extent as it thinks fit shall report to the senate; but nothing in this section shall be construed to require the medical school council to take advice given by the senate on matters affecting the medical school.

(3) With the consent of the appropriate Minister given after consultation with the Minister of Finance, moneys standing to the credit of a council may from time to time be invested in securities approved by the Minister of Finance; and with the like consent a council may from time to time sell the securities, or any of them.

Audit of Accounts and Report, etc.

17.-(1) Every council under this Act shall keep accounts which shall be audited by an independent firm of auditors approved by the appropriate Minister.

(2) Every council shall as and when required by the appropriate Minister, produce to him estimates of expenditure for the next ensuing year, and shall as soon as may be after the end of each financial year publish its annual report for the past financial year together with a certified copy of the accounts of the council as audited; and the annual report of the auditor shall accompany the report.

Power to delegate functions

18.- Any council under this Act may in writing delegate administrative functions of a routine nature to a committee of its members, and the fact that a council has delegated any of its functions shall not prevent the council from itself exercising these functions.

Standing Orders

19.- Subject to the provisions of this Act, any council may regulate its own procedure by standing orders; and without prejudice to the generality of the foregoing, a council may make standing orders in respect of the following matters that is to say,

- (a) the proper conduct of the business and meetings of the council;
- (b) the method of entering into and execution of contracts;
- (c) the signing of cheques, documents and other instruments;
- (d) the keeping and custody of minutes of proceedings at meetings;
- (e) the custody of the common seal;
- (f) the transaction of business by any committee of the council.

Tenure of Office

20.-(1) Persons appointed otherwise than by office shall hold office for a term of two years; and subject to the next succeeding subsection shall be eligible for re-appointment.

(2) The office of any member under this Act shall become vacant if:

- (a) he dies, or
- (b) he resigns office by notice in writing under his hand addressed to the authority which appointed him, or
- (c) the Minister or other authority appointing him is satisfied that it is not in the interest of the senate or council as the case may be for the person appointed to continue in office, and notifies the member in writing to that effect.

Discipline

21.- Discipline shall be enforced in all respects by the vice-chancellor or where he has delegated the duty to any other member of the academic staff, by that member; and the power to discipline any student shall include the power to recommend:

- (a) to the senate, the suspension of a student for a period;
- (b) to the provisional council or to the medical school council as the case may be, the removal of student from the University.

Travelling, etc., Expenses

22.- There shall be paid to members of any council under this Act, travelling and other reasonable expenses at rates from time to time to be fixed by the Minister of Finance.

No loss of office for senators and others appointed

23.- No office or appointment in any capacity under this Act shall be or be construed to be an office of emolument under the Crown.

Provisional Council to report on constitution

24.-(1) The provisional council not later than two years after the commencement of this Act or within such extended time as the Prime Minister by writing under his hand may allow, shall prepare and present to the Prime Minister a report setting out its recommendations for the constitution of the university.

(2) The report shall be laid before both Houses of Parliament within three months after its presentation to the Prime Minister.

Interpretation

25.-(1) In this Act unless the context otherwise requires-
'the medical school council' means the medical school council under this Act;

'the Minister' in relation to the medical school council means the Federal Minister charged with responsibility for health and in any other case means the Federal Minister charged with responsibility for education, and where used in this Act, 'appropriate Minister' shall have the connotation of health or education as the case may require;

'the registrar' means the registrar of the university.

(2) Any notice or direction under this Act shall be in writing and may without prejudice to any other method of service, be served by post.

Short title, application, etc.

26.- This Act may be cited as the University of Lagos Act, 1962 and shall apply to the Federal territory.

APPENDIX 7

UNIVERSITY OF IBADAN BILL

APPENDIX 7

UNIVERSITY OF IBADAN BILL

On December 27, 1962, the Governor-General gave his assent to the following:

UNIVERSITY OF IBADAN BILL

Explanatory Memorandum

The purpose of this Bill is to convert the University College, Ibadan, into an independent university.

Aja Nwachuku,
Minister of Education.

APPENDIX 7

A BILL

for

An Act to Establish the University of Ibadan; to transfer to the University the property of the University College, Ibadan; and for purposes connected with the matters aforesaid.

(See section 16 (2))

BE IT ENACTED by the Legislature of the Federation of Nigeria in this present Parliament assembled and by the authority of the same as follows:-

5 Establishment, constitution and functions of
university and its constituent bodies, etc.

10 1.--(1) There shall be established, as the successor of the University College, Ibadan, a university which shall be a body corporate by the name of the University of Ibadan (hereafter in this Act referred to as "the university") and shall be constituted in accordance with the provisions of this act.

(2) It shall be the general function of the university to encourage the advancement of learning throughout Nigeria and to hold out to all persons, without distinction of race, creed or sex, the opportunity of acquiring a liberal education; and for the purpose of carrying out that function it shall be the duty of the university, so far as its resources permit,-

(a) to provide such facilities for the pursuit of learning and the acquisition of a liberal education as are appropriate for a university of the highest standing; and

(b) to make these facilities available on proper terms to such persons as are equipped to benefit from the use of the facilities.

2.--(1) The university shall consist of-

- (a) a chancellor;
- (b) a pro-chancellor and a council;
- (c) a vice-chancellor and a senate;
- (d) a body to be called congregation;

- (e) a body to be called convocation;
- (f) the persons holding offices constituted by the First Schedule to this Act and not mentioned in the foregoing provisions of this section;
- (g) all graduates and undergraduates; and
- (h) all other persons who are members of the University in accordance with provision made by statute in that behalf.

(2) The First Schedule to this Act shall have effect with respect to the principal officers of the university there mentioned; and the Second Schedule to this Act shall have effect with respect to the bodies referred to in the foregoing subsection.

3.- (1) The chancellor shall, in relation to the university, take precedence before all other members of the university, and when he is present shall preside at all meetings of congregation held for conferring degrees and at all meetings of convocation.

(2) The pro-chancellor shall, in relation to the university, take precedence before all other members of the university except the chancellor and except the vice-chancellor when acting as chairman of congregation or convocation and except the deputy vice-chancellor when so acting; and the pro-chancellor shall when he is present be the chairman at all meetings of the council.

4.- (1) Subject to the provisions of this Act relating to the visitor, the council shall be the governing body of the university and shall have the general management of the affairs of the university and in particular the control of the property and expenditure of the university.

(2) Subject to subsection (3) of this section, the council shall have power to do anything which in its opinion is calculated to facilitate the carrying on of the activities of the university.

(3) The council may make statutes regulating the constitution and conduct of the university and regulating any authority or matter connected with the university; and a statute may alter or repeal any provision of this Act but shall not-

(a) come into force until it has been confirmed by the Minister; or

(b) have effect in any part of Nigeria in so far as it is inconsistent with the law in force in that part of Nigeria.

(4) The Minister shall, on confirming a statute, forthwith lay a copy of it before each House of Parliament; and if either House, on any of the twenty days on which it sits next after the day on which the statute is laid before it, resolves that the statute be annulled it shall cease to have effect on the day next following the date of the resolution and be deemed never to have had effect.

(5) Nothing in subsection (3) or (4) of this section shall be construed as preventing the council from giving instructions, in writing or otherwise, for the purpose of exercising any power conferred on it by subsection (2) of this section.

(6) The council shall not have power to dispose of or charge any lands or an interest in any lands (including any lands transferred to the university by this Act) which are held by or on behalf of the university except with the prior written consent, either general or special, of the Minister.

(7) There shall be a committee of the council, to be known as the Finance and General Purpose Committee, which shall, subject to the directions of the council, exercise control over the property and expenditure of the university, and shall consist of -

(a) the pro-chancellor, who shall be the chairman of the committee at any meeting at which he is present; and

(b) the vice-chancellor; and

(c) eight other members of the council appointed by the council, of whom-

- (i) not less than two shall be teachers; and
- (ii) if the council has appointed a treasurer, on shall be the treasurer;

and the quorum of the committee shall be four and (subject to the provisions of this subsection) the committee may regulate its own procedure.

(8) The council shall keep proper accounts in respect of the period of twelve months ending with the thirtieth day of June in each year, and proper records in relation to those accounts; and without prejudice to any other requirement as to accounting or control imposed, whether by an enactment or otherwise, with respect to the finances of and the lands, endowments and other property held by or for the purposes of

the university, the council shall cause the accounts kept in pursuance of this subsection for any period to be audited as soon as may be after the end of that period by an approved auditor within the meaning of section fifteen of the Banking Act (which provides for the accounts of banks to be audited by a member of a professional body approved by the Minister of the government of the Federation responsible for finance).

(9) The council shall prepare and submit to the Prime Minister, not later than the thirty-first day of January in each year, a report in such form as the Prime Minister may direct on the activities of the university during the period of twelve months ending with the preceding thirty-first day of August, and shall include in the report a copy of the last accounts audited in accordance with subsection (8) of this section and a copy of the auditor's report on the accounts; and the Prime Minister shall cause a copy of each report made to him in pursuance of this subsection to be laid before each House of Parliament.

5.- (1) Subject to the last foregoing section and the provisions of this Act relating to the visitor, it shall be the general function of the senate to organise and control the teaching at the university and the admission and discipline of students and to promote research at the university.

(2) Without prejudice to the generality of the foregoing subsection and subject as there mentioned, it shall in particular be the function of the senate to make provision for-

(a) the establishment, organisation and control of faculties and other departments of the university, and the allocation to different departments of responsibility for different branches of learning;

(b) the appointment and promotion of teachers at the university;

(c) the organisation and control of courses of study at the university and of the examinations held in conjunction with those courses;

(d) the award of degrees, and such other qualifications as may be prescribed, in connection with examinations held as aforesaid;

(e) the making of recommendations to the council with respect to the award to any person of an honorary fellowship or honorary degree or the title of professor emeritus;

(f) the selection of persons for admission as students at the university;

(g) the establishment, organisation and control of halls of residence and similar institutions at the university;

(h) the supervision of the welfare of students at the university and the regulation of their conduct;

(i) the grant of fellowships, scholarships, prizes and similar awards, in so far as the awards are within the control of the university; and

(j) determining what descriptions of dress shall be academic dress for the purposes of the university, and regulating the use of academic dress.

(3) The senate may make regulations for the purpose of exercising any function conferred on it either by the foregoing provisions of this section or otherwise.

(4) Regulations shall provide that at least one of the persons appointed as the examiners at each examination held in conjunction with any course of study at the university is not a teacher at the university but is a teacher of the branch of learning to which the course relates at some other university of high repute.

(5) Any department established for the university and designated by regulations as a faculty of the university shall be organised in accordance with the provisions of the Third Schedule to this Act.

6.- (1) The vice-chancellor shall, in relation to the university, take precedence before all other members of the university except the chancellor and, subject to section three of this Act, except the pro-chancellor and any other person for the time being acting as chairman of the council.

(2) Subject to the two last foregoing sections and the provisions of this Act relating to the visitor, the vice-chancellor shall have the general function, in addition to any other functions conferred on him by this Act or otherwise, of directing the activities of the university.

Transfer to the university of the property,
etc., of University College, Ibadan

7.-(1) on the appointed day-

(a) all property held immediately before that day by or on behalf of the college shall, by virtue of this subsection and without further assurance, vest in the university and be held by it for the purposes of the university; and

(b) the college shall cease to exist; and

(c) the University College, Ibadan, Act and, subject to the following subsection, any instruments in force by virtue of that Act shall cease to have effect; and

(d) in item 17 of Part 1 of the Schedule to the Constitution of the Federation (which specifies higher educational institutions as respects which Parliament has exclusive legislative powers) for the words "The University College at Ibadan" there shall be substituted the words "The University of Ibadan".

(2) The provisions of the Fourth Schedule to this Act shall have effect with respect to, and to matters arising from, the transfer by this section to the university of the property of the college and with respect to the other matters mentioned in that Schedule.

Supervision and discipline

8.-(1) The Governor-General shall be the visitor of the university and may at any time conduct a visitation of the university or direct that a visitation of the university shall be conducted by such persons and for such purposes as may be specified in the direction.

(2) It shall be the duty of the bodies and persons comprising the university-

(a) to make available to the visitor, and to any other persons conducting a visitation in pursuance of this section, such facilities and assistance

as he or they may reasonably require for the purposes of a visitation; and

(b) to give effect to any instructions consistent with the provisions of this Act which may be given by the visitor in consequence of a visitation.

9.--(1) If it appears to the Governor-General that the chancellor should be removed from office on the ground of misconduct or of inability to perform the functions of his office, the Governor-General may by notice in the Gazette of the Federation remove the chancellor from office.

(2) If it appears to the council that the pro-chancellor or a member of the council (other than the pro-chancellor, the vice-chancellor or the deputy vice-chancellor) should be removed from office on either of the grounds aforesaid, the council shall make a recommendation to that effect to the Governor-General; and if the Governor-General, after making such enquiries (if any) as he considers appropriate, approves the recommendation he may, by an instrument in writing signed by him, remove the person in question from office.

(3) If it appears to the council that there are reasons for believing that the vice-chancellor, the deputy vice-chancellor or any other person employed as a member of the staff of the university should be removed from his employment on either of the grounds aforesaid, the council shall--

- (a) give notice of those reasons to the person in question;
- (b) afford him an opportunity of making representations in person on the matter to the council; and
- (c) if he or any three members of the council so request within the period of one month beginning with the date of the notice, make arrangements--
 - (i) for a joint committee of the council and the senate to investigate the matter and to report on it to the council; and
 - (ii) for the person in question to be afforded an opportunity of appearing before and being heard by the committee with respect to the matter;

and if the council, after considering any representations and report made in pursuance of this subsection, is satisfied that the person in question should be removed as aforesaid, the council may so remove him by an instrument in writing signed on the directions of the council.

(4) If it appears to the vice-chancellor that a person appointed as an examiner for any examination organised by the senate ought to be removed from his appointment, then, except in such cases as may be prescribed, he may, after affording to the examiner an opportunity of making representations in person on the matter to the vice-chancellor, remove the examiner from the appointment by an instrument in writing signed by the vice-chancellor; and, subject to the provisions of regulations made in pursuance of subsection (4) of section five of this Act, the vice-chancellor may appoint an appropriate person as examiner in the place of an examiner removed in pursuance of this subsection.

(5) It shall be the duty of the person by whom an instrument of removal is signed in pursuance of this section to use his best endeavours to cause a copy of the instrument to be served as soon as reasonably practicable on the person to whom it relates.

(6) If it appears-

(a) in the case of the vice-chancellor, to the council;

(b) in the case of the deputy vice-chancellor or any other person employed as mentioned in subsection (3) of this section, to the vice-chancellor,

that the person in question should be removed from his employment in accordance with that subsection, the council or, as the case may be, the vice-chancellor may by a notice signed on the directions of the council or by the vice-chancellor, prohibit him from exercising the functions of his employment with a view to his removal; and on exercising his powers under this subsection the vice-chancellor shall forthwith refer the case to the council, and the council shall give such directions in the matter as it thinks proper.

(7) Nothing in the last foregoing subsection shall be construed as affecting a person's entitlement to the emoluments of his employment during the period of any prohibition imposed in pursuance of that subsection.

(8) Nothing in subsection (3) or (6) of this section shall apply to employments of such descriptions as may be prescribed.

10.-(1) Where it appears to the vice-chancellor that any student at the university has been guilty of misconduct, the vice-chancellor may, without prejudice to any other disciplinary powers conferred on him by regulations, direct that-

(a) the student shall not, during such period as may be specified in the direction, participate in such activities of the university, or make use of such facilities of the university, as may be so specified;

(b) the activities of the student shall, during such period as may be specified in the direction, be restricted in such manner as may be so specified;

(c) the student be rusticated for such period as may be specified in the direction;

(d) the student be expelled from the university.

(2) Where a direction is given under paragraph (c) or (d) of the foregoing subsection in respect of any student, the student may, within the prescribed period and in the prescribed manner, appeal from the direction to the council; and where such an appeal is brought the council shall, after causing such inquiry to be made in the matter as the council considers just, either confirm or set aside the direction or modify it in such manner as the council thinks fit.

(3) The fact that an appeal from a direction is brought in pursuance of the last foregoing subsection shall not affect the operation of the direction while the appeal is pending.

(4) Lack of diligence shall be treated as misconduct for the purposes of this section.

(5) Nothing in this section shall be construed as preventing the restriction or termination of a student's activities at the university otherwise than on the ground of misconduct.

Miscellaneous and general

11.- No person shall be required to satisfy requirements as to any of the following matters, that is to say, race (including ethnic grouping), sex, place of birth or of family origin, or religious or political persuasion, as a condition of becoming or continuing to be a student at the university, the holder of any degree of the university or of any appointment or employment at the university, or a member of any body established by virtue of this Act; and no person shall be subjected to any disadvantage, in relation to the university, by reference to any of those matters.

12.- For the purposes of the Public Lands Acquisition Act (which provides for the compulsory acquisition of land for public purposes) the purposes of the university shall be public purposes of the Federation; and where an estate or interest in lands is acquired by the Governor-General in pursuance of this section, he may, by a certificate under the hand and seal of the Chief Federal Land Officer, transfer it to the university.

13.-(1) Any body of persons established by this Act, shall, without prejudice to the generality of the powers of that body, have power to appoint committees consisting of members of that body and, subject to the provisions of subsection (7) of section four of this Act, to authorise a committee established by it to exercise, on its behalf, such of its functions as it may determine.

(2) Subject as aforesaid, any two or more such bodies may arrange for the holding of joint meetings of those bodies, or for the appointment of committees consisting of members of those bodies, for the purpose of considering any matter within the competence of those bodies or any of them, and either of dealing with it or of reporting on it to those bodies or any of them.

(3) Except as may be otherwise provided by regulations, the quorum and procedure of a committee established or meeting held in pursuance of this section shall be such as may be specified by the bodies which determine to establish the committee to hold the meeting.

(4) Nothing in the foregoing provisions of this section shall be construed as-

(a) enabling the council to empower any other body to make statutes; or

(b) enabling the senate to empower any other body to make regulations or to award degrees or other qualifications.

(5) The pro-chancellor and the vice-chancellor shall be members of every committee of which the members are wholly or partly appointed by the council (other than a committee appointed to inquire into the conduct of the officer in question); and the vice-chancellor shall be a member of every committee of which the members are wholly or partly appointed by the senate.

14.--(1) The seal of the university shall be such as may be determined by the council and approved by the chancellor; and the fixing of the seal of the university shall be authenticated by the signature of the chancellor or the pro-chancellor or the vice-chancellor or such other person as may be provided by statute.

(2) Any document purporting to be a document executed under the seal of the university authenticated as aforesaid shall be received in evidence and shall, unless the contrary is proved, be deemed to be so executed.

(3) Any contract or instrument which, if made or executed by a person not being a body corporate, would not be required to be under seal may be made or executed on behalf of the university by any person generally or specially authorised by the council to do so.

(4) The validity of any proceedings of any body established in pursuance of this Act shall not be affected by any vacancy in the membership of the body, or by any defect in the appointment of a member of the body, or by reason that any person not entitled to do so took part in the proceedings.

(5) Any member of any such body who has a personal interest in any matter proposed to be considered by that body shall forthwith disclose his interest to the body and shall not vote on any question relating to that matter.

(6) Nothing in section twenty-two of the Interpretation Act (which provides for the application, in relation to subordinate legislation, of certain incidental provisions)

shall apply to statutes or regulations made in pursuance of this Act; but the power conferred by this Act to make statutes or regulations shall include power to revoke or vary any statute or regulation, by a subsequent statute or, as the case may be, by a subsequent regulation, and statutes and regulations may make different provision in relation to different circumstances.

(7) No stamp or other duty shall be payable in respect of any transfer of property to the university by virtue of section seven or section twelve of this Act.

(8) Any notice or other instrument authorised or required to be served by virtue of this Act may, without prejudice to any other mode of service, be served by post.

15.-(1) In this Act, unless the context otherwise requires, the following expressions have the meanings hereby assigned to them respectively, that is to say,-

"the appointed day" means the day on which this Act comes into force;

"the college" means the University College, Ibadan;

"the council" means the council established by this Act for the university;

"graduate" means a person on whom a degree (other than an honorary degree) has been conferred by the university, and includes a person on whom a degree has been conferred by the University of London, or such other university as may be prescribed, as the result of an examination taken in conjunction with a course of study at the college;

"the minister" means the minister of the government of the Federation responsible for education;

"notice" means notice in writing;

"prescribed" means prescribed by regulations;

"property" includes rights, liabilities and obligations;

"professor" means a person designated as a professor of the university in accordance with provision in that behalf made by regulations;

"regulations" means regulations made by the senate;

"the senate" means the senate established by this Act for the university;

"statute" means a statute made by the council and having effect in accordance with section four of this Act;

"student" means an undergraduate and a person of such description as may be prescribed for the purposes of this definition;

"teacher" means a person holding a full-time appointment as a member of the teaching or research staff of the university;

"undergraduate" means a person in statu pupillari at the university, other than a graduate or a person of such description as may be prescribed for the purposes of this definition; and

"the university" means the university established by this Act.

(2) References in this Act to any other enactment are references to that enactment as amended by or under any subsequent enactment.

(3) Nothing in this Act shall be construed as purporting to prejudice the provisions of section eighty-six of the Constitution of the Federation (which requires the Governor-General, except as there provided, to act in accordance with the advice of Ministers).

16.-(1) This Act may be cited as the University of Ibadan Act, 1962, and shall apply throughout the Federation.

(2) This Act shall come into force on such date as the Minister may by order appoint.

SCHEDULES

FIRST SCHEDULE

Principal officer of the university

The Chancellor

1. The chancellor shall be appointed by the Governor-General.

2. The chancellor shall take office on the date when notice of his appointment is published in the Gazette of the Federation and, subject to the provisions of this Act, shall hold office for a period of seven years beginning with that date.

The Pro-Chancellor

3.--(1) The pro-chancellor shall be appointed by the chancellor, acting in accordance with the advice of the council.

(2) Subject to the provisions of this Act, the pro-chancellor shall hold office for a period of four years beginning with the date of his appointment.

The Vice-Chancellor

4.--(1) Without prejudice to the generality of section seven of this Act, the first vice-chancellor shall be Kenneth Onwuke Dike, Master of Arts, Doctor of Philosophy, Doctor of Laws and Principal of the University College, Ibadan.

(2) Subject to the foregoing sub-paragraph, the vice-chancellor shall be appointed by the council after consideration of any recommendation with respect to the appointment made, within the period of four months beginning with the date when the office became vacant, by a joint meeting of the council and the senate.

(3) Subject to the provisions of this Act, the vice-chancellor shall hold office for such period and on such terms as to the emoluments of his office as may be specified in his instrument of appointment.

The Deputy Vice-Chancellor

5.-(1) There shall be a deputy vice-chancellor, who shall act in the place of the vice-chancellor when the office of vice-chancellor is vacant or the vice-chancellor is for any reason (including absence from the precincts of the university) unable to perform his functions as vice-chancellor; and references in this Act to the vice-chancellor shall be construed accordingly.

(2) The deputy vice-chancellor shall be appointed by the council after consideration of any recommendation with respect to the appointment made as mentioned in sub-paragraph (2) of the last foregoing paragraph.

(3) Subject to the provisions of this Act, the deputy vice-chancellor shall hold office for a period of two years beginning with the first day of August of the year in which he is appointed, and on such terms as to the emoluments of his office as may be specified in his instrument of appointment.

(4) If the deputy vice-chancellor vacates office before the expiration of his period of office, the council may if it thinks fit appoint a successor to hold office for the unexpired portion of that period.

(5) A person who has held office as deputy vice-chancellor for a continuous period of four years or longer, or would so have held it but for his resignation, shall not be eligible for appointment as deputy vice-chancellor during the two years immediately following the end of that period.

Other principal officers of the university

6.-(1) There shall be a registrar, who shall be responsible to the vice-chancellor for the day to day administration of the affairs (other than academic and financial affairs) of the university.

(2) There shall be a bursar, who shall be responsible to the vice-chancellor for the day to day administration of the financial affairs of the university.

(3) There shall be a librarian, who shall be responsible to the vice-chancellor for the administration of the library of the university in accordance with regulations.

(4) The officers aforesaid shall be appointed by the council for such period and on such terms as to the emoluments of their offices as may be specified in their respective instruments of appointment.

(5) Any question as to what are academic or financial affairs of the university for the purposes of this paragraph shall be determined by the vice-chancellor.

Resignation and reappointment

7.--(1) An officer mentioned in the foregoing provisions of this Schedule may resign his office--

(a) in the case of the chancellor, by notice to the Governor-General;

(b) in any other case, by notice to the council.

(2) Subject to subparagraph (5) of paragraph 5 of this Schedule, a person who has ceased to hold an office so mentioned otherwise than by removal for misconduct shall be eligible for appointment to that office.

SECOND SCHEDULE

Constituent bodies of the university

The Council

1.--(1) The council shall consist of--

- (a) the pro-chancellor;
- (b) the vice-chancellor and the deputy vice-chancellor;
- (c) four persons appointed by the Minister;
- (d) a number of persons equal to twice the number of the Regions of which Nigeria consists for the time being, of whom two shall be appointed by the Governor of each Region respectively;
- (e) four persons appointed by the senate from among the members of that body;

- (f) two persons appointed by the congregation from among the members of that body;
- (g) one person appointed by convocation from among the members of that body; and
- (h) such persons, not exceeding four in number, as may be appointed by the council to be members of the council.

(2) Any member of the council holding office otherwise than in pursuance of paragraph (a) or (b) above may, by notice to the council, resign his office.

(3) A member of the council holding office otherwise than in pursuance of paragraph (a) or (b) above shall, unless he previously vacates it, vacate that office on the expiration of the period of four years beginning with the first day of August of the year in which he is appointed.

(4) Where a member of the council holding office otherwise than by virtue of paragraph (a), (b) or (h) above vacates office before the expiration of the period aforesaid, the body or person by whom he was appointed may, and shall if the vacancy occurs more than three months before the expiration of that period, appoint a successor to hold office (unless he previously vacates it) for the residue of the term of his predecessor.

(5) A person ceasing to hold office as a member of the council otherwise than by removal for misconduct shall be eligible for appointment as such a member.

(6) The quorum of the council shall be eight.

(7) If the pro-chancellor is not present at a meeting of the council, such other member of the council present at the meeting as the council may appoint as respects that meeting shall be the chairman at that meeting; and subject to section three of this Act and the foregoing provisions of this subparagraph, the council may regulate its own procedure.

(8) The registrar, or in his absence such member of his department as he may designate, shall act as secretary at any meeting of the council.

2. If it appears to the council that one of its members holding office by virtue of paragraph (c) or (d) above is specially qualified to advise the council in relation to the

property and expenditure of the university, the council may confer on him, for the remainder of his period in office, the style of treasurer of the university.

The Senate

3. The Senate shall consist of-

- (a) the vice-chancellor;
- (b) the deputy vice-chancellor;
- (c) the professors, and the director of extra-mural studies;
- (d) the librarian;
- (e) the persons for the time being holding such appointments on the staff of the university as may be specified by the vice-chancellor;
- (f) such teachers as may be elected to be members of the senate in accordance with paragraph 5 of this Schedule (hereafter in this Schedule referred to as "elected members").

4.-(1) the vice-chancellor shall be the chairman at all meetings of the senate when he is present; and when he is not present the deputy vice-chancellor, or in his absence such other member of the senate present at the meeting as the senate may appoint for that meeting, shall be the chairman at the meeting.

(2) The quorum of the senate shall be twenty; and subject to the foregoing subparagraph the senate may regulate its own procedure.

(3) An elected member may, by notice to the senate, resign his office.

5.-(1) Subject to subparagraph (5) of this paragraph, there shall be elections for the selection of elected members which shall be held in the prescribed manner on such day in the month of May or June in each year as the vice-chancellor may from time to time determine, and at which all members of congregation shall be entitled to vote.

(2) Regulations shall secure that voting at elections held in pursuance of this paragraph is by secret ballot and that votes are cast either in person or by post.

(3) The number of persons to be elected at any election held in pursuance of this paragraph in any year shall be one half, or the nearest whole number less than one half, of the total non-elected members, so however that the said number of persons shall be reduced by the number of elected members whose periods of office do not expire during that year.

(4) An elected member shall hold office for the period of two years beginning with the first day of August in the year of his election, and may be a candidate at any election held in pursuance of this paragraph in the year in which his period of office expires, so however that no person shall be such a candidate if at the end of his current period of office he will have held office as an elected member for a continuous period of six years or would have so held office if he had not resigned it.

(5) No election shall be held in pursuance of this paragraph in any year if the number specified in the certificate given in pursuance of the next following subparagraph does not exceed by more than one the figure which is twice the number of those elected members holding office on the date of the certificate who do not vacate office during that year in pursuance of the last foregoing subparagraph; but for the avoidance of doubt it is hereby declared that no person shall be precluded from continuing in or taking office as an elected member by reason only of a reduction in the total of non-elected members occurring on or after the thirtieth day of April in any year in which he is to continue in or take office as an elected member.

(6) In this paragraph, "total of non-elected members" means, as respects any year, such number as may be certified by the vice-chancellor on the thirtieth day of April of that year to be the number of persons holding office as members of the senate on that day otherwise than as elected members.

Congregation

6.--(1) Congregation shall consist of-

- (a) the vice-chancellor and the deputy vice-chancellor;
- (b) all teachers within the meaning of this act; and
- (c) the persons holding such other appointments at the university as the council, after consultation with the vice-chancellor, may from time to time determine.

(2) Subject to section three of this Act, the vice-chancellor shall be the chairman at all meetings of congregation when he is present and when he is not present the deputy vice-chancellor, or in his absence such other member of congregation present at the meeting as congregation may appoint for that meeting, shall be the chairman at the meeting.

(3) The quorum of congregation shall be one-third, or the whole number nearest to one-third, of the total number of members of congregation.

(4) A Certificate signed by the vice-chancellor specifying-

- (a) the total number of members of congregation for the purposes of any particular meeting or meetings of congregation; or
- (b) the names of the persons who are members of congregation during a particular period,

shall be conclusive evidence of that number or, as the case may be, of the names of those persons.

(5) Subject to the foregoing provisions of this paragraph, congregation may regulate its own procedure.

7. Congregation shall have such functions, in addition to the functions of appointing members of the council, as may be provided by statute.

8. Convocation shall consist of-

- (a) the officers of the university mentioned in the First Schedule of this Act;
- (b) all teachers within the meaning of this Act; and
- (c) all other persons whose names are registered in accordance with the next following paragraph.

9.-(1) A person shall be entitled to have his name registered as a member of convocation if-

- (a) he is either a graduate or a person satisfying such requirements as may be prescribed for the purposes of this paragraph; and
- (b) he applies for the registration of his name in the prescribed manner and pays the prescribed fees;

and regulations shall provide for the establishment and maintenance of a register for the purposes of this paragraph

and, subject to the next following subparagraph, may provide for the payment from time to time of further fees by persons whose names are on the register and for the removal from the register of the name of any person who fails to pay those fees.

(2) The person responsible for maintaining the register shall, without the payment of any fee, ensure that the names of all persons who are for the time being members of convocation by virtue of paragraph (a) or (b) of paragraph 8 above are entered and retained on the register.

(3) A person who reasonably claims that he is entitled to have his name on the register shall be entitled on demand to inspect the register, or a copy of the register, at the principal offices of the university at all reasonable times.

(4) The register shall be conclusive evidence that any person named therein is, and that any person not named therein is not, a member of convocation; but for the purposes of ascertaining whether a particular person was such a member on a particular date, any entries in and deletions from the register made on or after that date shall be disregarded.

10.-(1) The quorum of convocation shall be one-third, or the whole number nearest to one-third, of the total number of members of convocation.

(2) Subject to section three of this Act, the vice-chancellor shall be the chairman at all meetings of convocation when he is present, and when he is not present the deputy vice-chancellor, or in his absence such other member of convocation present at the meeting as convocation may appoint for that meeting, shall be the chairman at the meeting.

11. Convocation shall have such functions, in addition to the function of appointing a member of the council, as may be provided by statute.

THIRD SCHEDULE

Organisation of faculties

Branches of the faculty

1. The faculty shall be divided into two or more branches in the prescribed manner.

The faculty board

2.--(1) The faculty shall be under the direct control of a body, to be known as the faculty board (and hereafter in this Schedule referred to as "the Board"), which shall consist of--

- (a) the vice-chancellor and the deputy vice-chancellor;
- (b) the persons severally in charge of the branches of the faculty;
- (c) such of the teachers assigned to the faculty and having the prescribed qualifications as the board may determine; and
- (d) such persons, whether or not members of the university, as the board may determine with the general or special approval of the senate.

(2) The quorum of the board shall be three or one-third (or the whole number nearest to one third) of the members for the time being of the board, whichever is the greater; and, subject to paragraph 3 of this Schedule and to any provision made by regulations in the behalf, that board may regulate its own procedure.

The dean of the faculty

3.--(1) The board shall, in the prescribed manner, from time to time appoint one of the professors assigned to the faculty to be the dean of the faculty; and the person so appointed shall, on his appointment being confirmed by the senate, hold office as dean on such terms (including terms as to the period of tenure of office) as may be prescribed.

(2) The dean shall be the chairman at all meetings of the board when he is present.

(3) It shall be a function of the dean to present to congregation for the conferment of degrees persons who have qualified for degrees of the university at examinations held in the branches of learning for which responsibility is allocated to the faculty.

FOURTH SCHEDULE

Transitional provisions as to property, etc.

Transfer of property

1.--(1) Every agreement to which the college was a party immediately before the appointed day, whether in writing or not and whether or not of such a nature that the rights, liabilities and obligations thereunder could be assigned by the college, shall, unless its terms or subject matter make it impossible that it should have effect as modified in the manner provided by this subparagraph, have effect from the appointed day, so far as it relates to property transferred by this Act to the university, as if--

- (a) the university had been a party to the agreement;
- (b) for any reference (however worded and whether express or implied) to the college there were substituted, as respects anything falling to be done on or after the appointed day, a reference to the university; and
- (c) for any reference (however worded and whether express or implied) to an authority or officer of the college there were substituted, as respects anything falling to be done on or after the appointed day, a reference to the authority or officer of the university who corresponds as nearly as may be to the authority or officer in question of the college.

(2) Other documents, including enactments, which refer, whether specially or generally, to the college shall be construed in accordance with subparagraph (1) of this paragraph so far as applicable.

(3) Without prejudice to the generality of the foregoing provisions of this Schedule, where, by the operation of any of them or of section seven of this Act, any right, liability or obligation vests in the university, the university and all other persons shall, as from the appointed day, have the same rights, powers and remedies (and, in particular, the same rights as to the taking or resisting of legal proceedings or the making or resisting of application to any authority) for ascertaining, perfecting or enforcing that right, liability or obligation as they would have had if it had at all times been a right, liability or obligation of the university.

(4) Any legal proceedings or application to any authority pending on the appointed day by or against the college and relating to property transferred by this Act to the university may be continued on or after that day by or against the university.

(5) If the law in force at the place where any property transferred by this Act is situated provides for the registration of transfers of property of the kind in question (whether by reference to an instrument of transfer or otherwise), the law shall, so far as it provides for alterations of a register (but not for avoidance of transfers, the payment of fees or any other matter) apply with the necessary modifications to the transfer of the property aforesaid; and it shall be the duty of the council to furnish the necessary particulars of the transfer to the proper officer of the registration authority, and of that officer to register the transfer accordingly.

Transfer of functions, etc.

2.--(1) The first meeting of the council shall be convened by the Minister for such date (not being later than three months after the appointed day) and in such manner as he may determine; and the Minister may give directions as to the procedure and agenda for that meeting.

(2) The council of the college shall be deemed to be the council of the university until the date determined in pursuance of that of the foregoing subparagraph, and shall cease to exist on that date.

(3) The foregoing provisions of this paragraph shall apply to the senates of the university and the college as they apply to the councils of the university and the college.

(4) Any person who, immediately before the appointed day, held office as the chairman or a nominated or co-opted member of the council of the college by virtue of any provision repealed by this Act shall on that day become the pro-chancellor or, as the case may be, a member of the council of the university, and shall be deemed-

(a) to have been appointed to that office in pursuance of the provision of this Act corresponding to the repealed provision in question; and

(b) to have been so appointed on the date on which he took office, or last took office in pursuance of the relevant repealed provision;

and for the purposes of this subparagraph the provisions of subparagraphs (i) and (ii) of paragraph (a) of Statute 3 set out in the First Schedule to the University College, Ibadan, Act shall be treated as corresponding to the provisions of paragraph (c) of subparagraph (1) of paragraph 1 of the Second Schedule to this Act.

(5) The faculties, faculty boards and students of the college shall, on the appointed day, become faculties, faculty boards and students of the university; and, without prejudice to the generality of the provisions of this Schedule relating to the transfer of property, any person who, immediately before the appointed day, was a member of the staff of the college within the meaning of the University College, Ibadan, Act shall on that day become the holder of an appointment at the university with the status, designation and functions which correspond as nearly as may be to those which appertained to him in his capacity as a member of that staff.

(6) For the purposes of paragraph (5) of the First Schedule to this Act, a person holding office as deputy vice-chancellor by virtue of this Schedule shall be treated as having held that office during any period when he was vice-principal of the college, and as having been appointed to that office on the first day of August of the year in which his appointment as vice-principal was last renewed.

(7) All regulations, rules and similar instruments made for the purposes of the college and in force immediately before the appointed day shall, except in so far as they are subsequently revoked or amended by any authority having power in that behalf, have effect, with any necessary modifications, as if duly made for the corresponding purposes of the university.

APPENDIX 8

**RECOMMENDATIONS OF ASHBY COMMISSION
RE UNIVERSITIES**

APPENDIX 8

RECOMMENDATIONS OF ASHBY COMMISSION RE UNIVERSITIES

1. University development in Nigeria should be so planned as to ensure that by 1970 there will be an enrolment of at least 7,500 students, with a substantial growth beyond that figure in the decade 1970-80.
2. All universities in Nigeria should be national in outlook and general policy. Each university should admit, without discrimination and on the criterion of merit alone, students from any Region or tribe.
3. Care should be taken to avoid unnecessary and uneconomical duplication of expensive courses.
4. There should be wider diversity and greater flexibility in university education if it is to be relevant to the needs of Nigeria. The whole intellectual and professional life of the country depends for its quality on sound university standards. Paragraphs 5-15 offer examples of the needed changes of attitude toward the content of university studies.
5. It should be the duty of all Nigerian universities to promote work and research in the field of African studies. We recommend that every university in the country should have an Institute of African studies, which co-ordinates research being conducted by various university departments.
6. Professional qualifications in subjects like accountancy, banking, secretaryship, insurance, and transport should be gained through university courses in commerce and business administration leading to a degree of Bachelor of Commerce, B.Com. To provide an appropriate combination of academic study and professional training, some of these should be sandwich courses. (see paragraphs 15 and 22)
7. Provision should be made at a university for courses at the post-graduate level in higher management studies. (see paragraph 22)
8. In order to assist in the preparation of graduate teachers we recommend the introduction of a Bachelor of Arts degree in Education, B.A.(Ed.), in all Nigerian universities; the degree course would consist of four subjects in the first year, and three in each of the second and third years, with some pedagogical instruction.

9. A degree of Bachelor of Engineering, B.Eng., should be instituted which is biased toward the practical side and is of a standard equivalent to that required for membership of the professional engineering institutions of the United Kingdom. Post-graduate courses leading to masters' degrees in special subjects could be added in due course.

10. We propose that medical education should cease to be bound to the requirements for medical practice in Britain and that the medical degree course should be so modified when University College, Ibadan, achieves university status, as to emphasise some of the major medical problems of Nigeria, e.g. public health, preventive medicine, and paediatrics. We further propose that for the students who are unsuccessful in qualifying for a medical degree, a locally recognised examination should be instituted which, if it is passed, will entitle them to practise medicine under such conditions as may be prescribed. The output of the University College Hospital Medical School at Ibadan should be doubled.

11. Veterinary education should not be tied to the requirements of overseas professional bodies but should be closely related to the special needs of Nigeria. It should particularly emphasise animal husbandry, animal nutrition and preventive medicine.

12. Agriculture, being the largest element in the Nigerian economy, should have a much greater part in university education. We recommend that, in addition to the present faculty of agriculture at University College, Ibadan, schools or faculties of agriculture with research and extension programmes should be established in a university in each Region. In due course, departments of home economics could well be added.

13. We are in general agreement with the proposals of the special committee which recently reported on legal education in Nigeria, and we accordingly support their recommendation that the road to legal practice should be through a university degree.

14. We recommend that each university in Nigeria should organise extension-work on a large scale in its own Region.

15. In order to open up further opportunities for university study, we propose (a) that one university should offer evening courses leading to degrees; (b) that one university should organise and conduct correspondence courses leading to degrees in a limited range of subjects (paragraph 22).

16. We recommend that Nigerian universities should be independent of one another and that each should offer its own degrees.

17. We propose that new Nigerian universities should seek sponsorship from well-established universities overseas, in order to gain international currency for their degrees.

18. We recommend that the federal Government should concentrate its resources for the time being around existing centres of academic activity, with the addition of Lagos to their number, and that the Nigerian College of Arts, Science and Technology should be integrated into the university system of Nigeria.

19. We recommend that the Federal Government should give full support to the development of the new University of Nigeria and should make available the buildings and equipment of the Enugu branch of the Nigerian College of Arts, Science and Technology for university work under the aegis of the University of Nigeria. Failing this, an alternative but more costly proposal would be for the University of Nigeria to be developed with reduced Federal participation and for the buildings at Enugu to be used as the nucleus of a separate university financed by the Federal Government.

20. We recommend that steps should be taken toward the establishment of a university in the Northern Region with its headquarters at Zaria in the buildings now occupied by the Nigerian College of Arts, Science and Technology. We hope that there will be links with the Ahmadu Bello College in Kano, with the Agricultural Research Institute at Samaru, with the Veterinary Research Institute at Vom, and with the Institute of Administration at Zaria.

21. We recommend that the Ibadan branch of the Nigerian College of Arts, Science and Technology should be incorporated into University College, Ibadan.

22. We recommend that a university should be established at Lagos with day and evening courses leading to degrees in the fields of commerce, business administration, economics and social science, and courses at post-graduate level in higher management studies. We further recommend that the university should have a department for correspondence courses leading to degrees in a limited range of subjects.

23. Grants should be made from Regional or Federal funds to all students who are accepted for admission to Nigerian universities and who are not able to pay for their university education themselves.

24. The Federal and Regional Governments should continue their present policy of offering scholarships for undergraduate study abroad, and we recommend that a substantial proportion of these awards for some years should be for intending teachers.

25. We recommend that there should be post-graduate scholarships tenable in Nigerian universities, both for Nigerian graduates and for graduates from overseas.

26. Those who plan and finance universities in Nigeria should provide opportunities for research in both the humanities and the sciences.

University Government and a National Universities Commission.

27. We recommend that each university should be governed by its own autonomous Council, which should have undisputed control over the affairs of the university: the appointment of staff, the content of the courses, and the admission and examination of students. The Council of University College, Ibadan, presents a good model of an effective governing body.

28. We recommend that governing bodies of Nigerian universities should negotiate for funds not directly with the Federal Ministry of Education, but through a National Universities Commission whose establishment is fundamental to all our proposals about higher education.

29. We therefore recommend that a National Universities Commission should be established without delay under the chairmanship of an outstanding Nigerian citizen. The Commission will play a vital part in securing funds for universities and in distributing them, in co-ordinating (without interfering with) their activities, and in providing cohesion for the whole system of higher education in the country.

30. We recommend that the Federal Government explore the possibility of international aid for Nigeria's schools and universities. The greatest need in the schools is a corps of graduate teachers for all post-primary institutions. We propose a co-ordinated programme for the coming decade involving (i) scholarships for Nigerians to prepare for teaching in universities overseas, where places will have to be reserved for them, and (ii) the importance of young graduates from many parts of the world, to be recruited and selected by an organisation representing the voluntary efforts of educators and leading citizens from many nations. It is possible that the overall cost of this programme might be £15 million to £20 million by 1970.

31. New universities are expensive under any circumstances, but particularly under present conditions in Africa. An estimate of the capital costs of our university proposals might approach £20 million, though some parts of this development might attract international aid. We hope particularly that support for Institutes of African Studies can be obtained.

32. The total cost of the programmes we recommend in this Report will be very great. The projects mentioned in paragraphs 30 and 31 are intended only to illustrate aspects of our overall design that might attract international aid. Still larger amounts will be required for capital and recurrent costs from Nigeria's own budget.

Inter-Regional Manpower Board

33. We strongly support Harbison's recommendation that an Inter-Regional Manpower Board be established. This Board should include members from the appropriate Federal Ministries, the Regional Governments, and representatives of employers, trade unions and the general public. The duties of the Board should be to review continuously the nation's manpower needs and to formulate programmes for effective manpower development throughout the Federation.

APPENDIX 9

**RECOMMENDATIONS OF ASHBY COMMISSION
AS ACCEPTED BY THE FEDERAL
GOVERNMENT**

APPENDIX 9

RECOMMENDATIONS OF ASHBY COMMISSION AS ACCEPTED BY THE FEDERAL GOVERNMENT

Universities and Technological Institutes

1. All the above proposals are intended to lay the foundations for the establishment of higher institutions which will train the national cadre of high-level man-power. The determination of the rate at which these men will be trained year by year will be the subject of a continuous study and examination by the Inter-Regional Man-Power Development Board. A target has, however, been set that by 1970 there should be a total enrolment of at least 10,000 students in all the universities in Nigeria. Already established are the University College at Ibadan and the University of Nigeria at Nsukka. A start has also been made with the University in the Northern Region, while the Western Regional Government has passed legislation authorizing the establishment of the University of Ife. The Federal Government will also establish by 1962 the University of Lagos.
2. The universities will be national in outlook and admit students solely on criteria of academic merit and will enjoy academic freedom.
3. The existing Colleges of Arts, Science and Technology, at Zaria, Ibadan and Enugu, will be assimilated to or integrated or affiliated with, the Regional universities. The Zaria branch of the Nigerian College of Technology together with the Ahmadu Bello College, the Institute of Administration, the Agricultural Research Institute at Samaru, and the Veterinary Research Institute at Vom should constitute initially the University of Northern Nigeria. The Enugu branch of the Nigeria College should similarly be associated with the University of Nigeria at Nsukka, and the Ibadan branch with the University of Ife.
4. Notwithstanding the establishment of universities, scholarships will continue to be given for undergraduate studies abroad, particularly to students who intend to enter the teaching profession.
5. The subject and range of university studies is a matter on which the Inter-Regional Man-Power Development Board and Universities Commission will exercise their

influence in the national interest. It is desirable, however, to indicate the views of the Federal Government in regard to certain professional fields.

6. As regards Medicine, the University College Hospital at Ibadan will increase its facilities to enable it to admit a larger number of students and to increase its research facilities in the basic medical sciences. The University of Lagos will have a medical school and utilise existing medical institutions for training in clinical medicine. The University of Northern Nigeria will have a full-fledged faculty of Medicine by 1970. Every encouragement will be given to the Regional universities to establish teaching hospitals of approved standard. It is intended to produce about 400 doctors per annum from the year 1975. In order that the highest standard of professional competence may be maintained throughout the Federation a national professional body will be established to prescribe the minimum standard of medical education for admission to the Medical Register, the standard of post-graduate qualifications, and the code of ethics to which doctors must conform.

7. The Federal Government propose that a faculty of Law be established in the University of Lagos. It is hoped that this single faculty will meet the needs of Nigeria for many years to come and that other universities will refrain from duplicating facilities for legal education. This law school will be established not later than October 1962 when the University of Lagos will come into existence.

8. The Federal Government is strongly of the view that opportunities should be provided for higher technological studies, and is anxious to explore, as soon as possible, the possibility of establishing higher institutions of learning for the promotion of such studies.

9. In the field of agricultural and veterinary education, Government hopes to see established in each Regional university a faculty of agriculture. The University of Northern Nigeria should have in addition a School of Veterinary Science centred at Vom. In all these places undergraduate studies, extension work and post-graduate research must receive adequate emphasis.

10. The training of graduate teachers to teach in institutions below the university level will be the responsibility of the universities.

11. The study of economics and commercial subjects together with the acquisition of professional qualifications in Banking, Insurance, Accountancy, Transport, and Business Administration should be undertaken by full-time attendance at the universities. Special departments for these purposes must be established in the University of Lagos.

12. In all the universities there must be Schools, Departments or Institutes of African Studies for research and with a view to establishing undergraduate courses in such studies.

Administration of the Universities

13. Universities should have autonomy in the management of their affairs. Such external control as may have to be exercised should be mainly financial. The Federal Government wish to ensure that each university is established by a statute which gives it freedom and autonomy. The overall national interest will be preserved through the statutory establishment of:-

- (1) The National Universities Commission
- (2) The Inter-Regional Man-Power Board
- (3) The All-Nigeria Academic Council

14. The National Universities Commission will be established without delay. A bill establishing the Commission will soon be introduced into the legislature. The Commission will consider, in consultation with the universities, plans for such balanced development as may be required to enable universities to meet national needs: it will examine the financial needs of the universities, receive block grants annually from the Federal Government and allocate such grants to the universities on the basis of need. The Commission will be served by a secretariat.

15. The Inter-Regional Man-Power Development Board will also be established. It will determine periodically the nation's man-power needs in all occupations, and formulate programmes for effective man-power development throughout the Federation through university expansion, scholarships and fellowships. A secretariat will be created to present

business to the board, handle man-power statistics, promote the development of employed man-power, create employment opportunities, expand training facilities, maintain a national register of high-level man-power, and secure the optimum utilisation of man-power resources.

16. The All-Nigeria Academic Council is a proposal of the Federal Government designed to ensure the maintenance of the highest academic standards. Its membership should be drawn from the Academic Boards of the universities and it should be responsible for the standard of qualifying examinations in the universities.

APPENDIX 10

ABSTRACT OF

The History and Appraisal of Higher Education
in an Independent Nigeria:
A Ten-Year Perspective 1953-1963

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The History and Appraisal of Higher Education
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This report attempts 1) to trace the history of higher education in Nigeria from 1953 to the present; and, 2) to appraise by means of twelve criteria, the present state of higher education in the light of Nigeria's current needs as determined by recent expert manpower studies and economic survey of the country and in the light of the objectives of higher education in Africa and particularly in Nigeria.

The year 1953 was chosen as the starting point of this study because it marked the end of a previous study on the history of higher education in Nigeria.

It is found that higher education, regardless of the geographical areas or culture, have the same aims. It is only in the objectives that African higher education is unique. As a rapidly changing nation in a rapidly changing continent, Nigerian higher education is characterized by growth and change. This change was greatly influenced by

¹ Magnus Chinyere Adiele, doctoral thesis presented to the School of Psychology and Education of the University of Ottawa, Canada, March 1964, xv-275

the Second World War and by Nigeria's peaceful transition from colony to independence with its consequent political, social and economic changes.

Prior to independence on October 1, 1960, the country had only one university institution. But as a result of the Ashby Commission which was appointed by the Federal Government in March 1959, to investigate the country's needs in the field of post-School Certificate and Higher Education over the next twenty years, the first major higher education development in an independent Nigeria was launched into existence.

The Commission published its Report in September 1960, entitled Investment in Education. As a result of this Report, four universities came into existence.

There exist at present five independent universities, three regional and two federal. The regional universities are: the University of Nigeria at Nsukka, in the Eastern Region; the University of Ife in the Western Region; and the Ahmadu Bello University at Zaria in the Northern Region. The Federal universities are: the University College, Ibadan, which was converted to the independent University of Ibadan in December 1962, with full powers to grant its own degrees; and the University of Lagos in the Federal Territory of Lagos.

All the universities receive grants from the National Universities Commission, an independent body appointed by the Federal Government to be responsible for the direct distribution of funds to all Nigerian universities.

Thus with five universities, a new era of investment in human resources had not only begun for Nigeria but had also paved the way for further developments. It was in order to consolidate and extend this investment that a new National Development Plan, 1962-68, in which the Federal and Regional Governments are committed to programmes designed to raise the country's standard of living, was launched.

Nigerian manpower needs are found to be pressing. Relentless efforts are being made not only to meet the present but also future needs. The overall aim is the improvement of the social, economic and cultural condition of Nigerian peoples. The overall objectives are the meeting of these manpower needs, the unity of Africa and the maintenance of international academic standards.

At this stage of development, it is the attainment of the objectives rather than of the aims, that can be appraised. For the purpose of this appraisal, a set of twelve criteria was developed. These relate to the needs for agriculturists, medical and veterinary doctors, technologists, teachers, graduates, scholarships, and for

sixth-form candidates for the universities. They also relate to needs for African studies, students from other African countries, extension services and for international academic standards.

The present state of higher education was appraised in the light of these criteria. It was found that in spite of the rapid development and the continued efforts to meet the needs, the present state of Nigerian higher education does not meet current needs.