MANPOWER PROBLEMS IN NIGERIAN INSTITUTIONS OF HIGHER LEARNING - A CASE OF MURTALA COLLEGE OF ARTS, SCIENCE AND TECHNOLOGY (MUCAST), MAKURDI, BENUE STATE.

BY

DAVID OKORIE ONA

A Thesis submitted to the Postgraduate School, Ahmadu Bello University, in partial fulfilment of the Requirement for the degree for Master of Public Administration.

Department of Pnblic Administration
Faculty of Administration
Ahmadu Bello University, Zaria

October 1982

D E D I C A T I O N

To my children:

Ikuba and Obo

ACKNOWLEDGEMENTS

From October 1980 to the time this study was completed, I was granted study leave by the Murtala College of Arts, Science and Technology, Makurdi. The Institution provided financial support. I am most grateful to the authorities for their generous support.

This study could hardly have been carried out without the assistance of my supervisor, Dr. S.B. Oni. He suggested many improvements of style and presentation which I have incorporated. I am very grateful to him.

Detailed comments made on the first draft by Dr. B. Aubrey of the Department of Local Government Studies, Institute of Administration, A.B.U. and Dr. Ibrahim Abdulsalami, Acting Head of the Department of Public Administration and Dean of Administration, A.B.U. Zaria, have substantially affected this final draft. I am highly indebted to them.

My sincere gratitude also goes to Mr. B. Otanwa, Senior Planning Officer in charge of the Manpower Planning Unit, Ministry of Economic Planning, Makurdi for furnishing me with the Minutes of the recent meetings of the National Manpower Board and reports of manpower surveys carried out by the Board. Manpower statistics obtained from him were up-to-date and are most authoritative.

A number of MUCAST officials helped me greatly. I must mention especially, the help of Mr. M.A. Audu, the former Registrar and Dr. S. Anande-Kur, the former Acting Rector, and Heads of Departments. I am grateful to them.

Three persons helped me to type the preliminary drafts. They were Mrs. Aborhey, Messrs D. Ogbu and Lawrence Ejembi. I wish to record my thanks for their immense help.

ABSTRACT

The National Manpower Board has recently thrown light on the shortage of manpower in all sectors of the Nigerian economy. The Board has revealed that the problem of manpower is more acute in institutions of higher learning.

In this study of high level manpower problems in the Murtala College of Arts, Science and Technology, Makurdi, we have seen that the factors responsible for the shortage of manpower are many and varied. These factors can be broadly divided into two, namely: external and internal factors. The major external factors include the fact that the Nigerian economy is growing faster than the educational system because educational planning, manpower planning and economic planning were, regretably, never done together; inadequate funding; poor staffing; inadequacy of students hostel accommodation; the non-introduction of free education at all levels and poor conditions of service in institutions of higher learning generally. The main internal factors include unsatisfactory personnel policies and practices, lack of welfare facilities and poor working environment.

The problem of manpower shortage in MUCAST and similar institutions can be greatly minimised if educational planning, manpower planning and economic planning are done together; if conditions of service in Nigerian institutions of higher learning are made more attractive; and if existing MUCAST personnel policies and practices for recruiting and retaining a satisfactory and satisfied workforce are reviewed.

TABLE OF CONTENTS

	Page
Title Page	i
Dedication	ii
Acknowledgement	iii
Abstract	v
List of Tables	viii
CHAPTER ONE: THE NATURE OF THE STUDY	1
A. Introduction	1
B. Operational Definition of Terms	3
C. The Study Problem	4
D. Goals and Objectives of the Study	4
E. Sources of Data	5
F. Method of Analysis of Data	7
G. Limitation of the Study	8
H. Summary and Conclusion	8
CHAPTER TWO: REVIEW OF LITERATURE ON MANPOWER PROBLEMS, PRACTICES AND PROCEDURES IN INSTITUTIONS OF HIGHER LEARNING	9
A. Introduction	9
B. Manpower Problems in Institutions of Higher Learning in the World	9
C. Manpower Problems in Nigerian Institutions of Higher Learning	10
D. Manpower Problems in MUCAST	22
E. Literature Review on Good Manpower Practices and Procedures	23
F. Summary and Conclusion	25
CHAPTER THREE: A DESCRIPTIVE ANALYSIS OF MUCAST	27
A. Introduction	27
B. Location of MUCAST	28
C. History of MUCAST	30
D. Organisational Structure of MUCAST	32

E. Academic and Non-Academic Staff 37
F. Conditions of Service 38
(i) Appointment 38
(ii) Promotion 39
(iii) Salary 42
(iv) Fringe Benefits 43
G. Summary and Conclusion 45

CHAPTER FOUR: MANPOWER PROBLEMS IN MUCAST 46

A. Introduction 46
B. Academic Staff Situation 46
C. Reasons for Academic Staff Shortage 53
D. Non-Academic Staff Situation 61
E. Reasons for Non-Academic Staff Shortage 63
F. Summary and Conclusion 67

CHAPTER FIVE: EXISTING POLICIES AIMED AT CURBING MANPOWER SHORTAGE 72

A. Introduction 72
B. Strengthening of Existing Educational Facilities and Establishing New Ones .. 73
C. Scholarships Policy 78
D. Technical Assistance Policy 79
E. Problems of Implementation of Policy 79
F. Summary and Conclusion 82

CHAPTER SIX: RECOMMENDATIONS, IMPLEMENTATIONS, SUMMARY AND CONCLUSIONS 83

A. Recommendations 83
B. Implementations 88
C. Summary 93
D. Conclusion 96

APPENDICES:

'A' Interview Guide Format 97
'B' Established Posts and Grade Levels 100
'C' Vacation Leave for Public Officers 103
'D' Revision of Some Fringe Benefits 106
'E' Subject Areas in Which Academic Staff are Most Needed in MUCAST 108

SELECTED BIBLIOGRAPHY 109

LIST OF TABLES

Table		Page
1.	Employment and Vacancies in Educational Institutions	13
2.	Additional Teaching Staff Requirements of Universities and Colleges of Technology, 1981-85	21
3.	Organisational Structure of MUCAST, Makurdi	33
4.	Academic Staff Position and Forecasts up to 1984	47
5.	Distribution of Teaching Staff Vacancies in Various Academic Departments of MUCAST, Makurdi	49
6.	Teacher-Student Ratio in Selected Courses Offered in MUCAST, Makurdi, 1980/81 Academic Session	50
7.	Proportion of Teaching Done by a Lecturer in Selected Nigerian Technological Institutions .	51
8.	Effects of Academic Staff Shortage in MUCAST ...	52
9.	Reasons for Academic Staff Shortage in MUCAST ..	53
10.	Number of Academic Staff Vacancies, Applications Received, Offers Made and Acceptances	54
11.	Distribution of Academic Staff Turnover in MUCAST by Departments	57
12.	Reasons Given by the Past Academic Staff of MUCAST for Leaving the Service of the Institution	59
13.	Non-Academic Staff Position and Forecast up to 1984	62
14.	Distribution of Non-Academic Staff Vacancies by Rank	62
15.	Reasons for Shortage of Senior Non-Academic Staff in MUCAST, Makurdi	64
16.	Number of Non-Academic Staff Vacancies, Applications Received, Offers Made and Acceptances	65

17. Distribution of Non-Academic Staff Turnover in MUCAST by Departments 66

18. Why some Non-Academic Staff left the Service of MUCAST, Makurdi 68

19. Why 24 of the present Non-Academic Staff May Leave MUCAST service 69

20. Projected Enrolment in Nigerian Universities by Course 75

CHAPTER ONE

NATURE OF THE STUDY

A. INTRODUCTION

The importance of qualified and skilled manpower for the successful implementation of any social and economic development cannot be over-emphasized. According to Saul Katz, manpower has been identified as one of the technical requirements for development administration.[1]

Considering the importance of qualified and skilled manpower, it is regrettable that many organisations, especially institutions of higher learning face problems of manpower shortage from time to time. During an international conference at Khartoum, the Heads of African Higher Education disclosed that there was a shortage of qualified academic staff in all parts of the world.[2]

In Nigerian colleges and universities, manpower shortage has been re-emphasized as from April 1977.[3]

The Murtala College of Arts, Science and Technology (MUCAST) Makurdi, which is the focus of this study, has since its inception

---

1. "Technical Requirements for Development Administration". Lecture delivered by Dr. I. Abdulsalami to Master in Public Administration students, March 23, 1981 Institute of Administration, Ahmadu Bello University, Zaria. Other Technical requirements are Finance, Information, Logistics, Mobilization/Participation, and Legitimization/Enforcement.

2. Report of a meeting of Heads of African Institutions of Higher Education (International Association of Universities, Paris, 1964) pp. 32-33

3. Report of the Study of Nigeria's Manpower Requirements, 1977 National Manpower Board, Federal Ministry of Economic Development, Lagos, P.15

in late 1976 been experiencing manpower shortages.[4]

In analysing the problems in institutions of higher learning, it is pertinent to ask the following questions: First, what are the reasons for the shortage of manpower? Second, what is the extent of the shortage? Third, how can the problem of the shortage be minimized or even be eliminated?

Generally speaking, the fact that Nigerian institutions of higher learning including MUCAST are facing staff shortages, indicates that there is something wrong with the country's policies regarding manpower planning, educational planning and economic planning. In support of the above statement, J.A. Aghenta pointed out that:

> "When a country experiences manpower shortage, it is because the economy is growing faster than the educational system. When there is a condition of surpluses, it is because the educational system is growing faster than the economy. But when the two conditions of shortages and surpluses are present, it is because there is a poor 'mix' of graduates by fields of specialization. This means that enrolment is not suited to the pattern of the economy's manpower requirements. To avoid this situation, educational planning, manpower planning and economic planning should be done together."[5]

According to H.S. Parnes also, a nation with a plan or aspiration for economic development cannot afford to slight the preparation of its human agents of production.[6]

---

4. Rector's Report on MUCAST to the College Council Meeting held in March 1980.

5. J.A. Aghenta, "How to overcome manpower problems in Nigerian Public Service". The Bureaucrat, Benin, Bendel Newspapers Corporation, Vol. 7, Number 2, P. 9 April-June 1979.

6. H.S. Parnes, "Manpower Analysis in Educational Planning" in M. Blang (ed); Economics of Education, (Middlesex Penguin Books Ltd. 1968) P. 263

It is very interesting to note that Nigeria has realised the significance of manpower planning and has started in this direction of manpower training.[7]

B. OPERATIONAL DEFINITION OF TERMS

Since certain terms mean different things to different people, in this study, the terms below will be used and their meanings in this research will be articulated. Their meanings are as follows:

(a) Manpower means staff or personnel working in any public or private organisation.

(b) Policy means decisions about goals and objectives. Policies may also be described as broad guidelines for managers and employees for the achievement of their objectives.

(c) Conditions of service means employees' welfare in terms of promotion prospects, good salary, training prospects, a good working environment, transportation, attractive fringe benefits, etc.

(d) Performance evaluation is the personnel activity by means of which the organisation determines the extent to which employees are performing their job effectively.

(e) An organisation is a social unit deliberately constructed to achieve specific objectives.

---

7. In 1962, the Federal Government of Nigeria set up the National Manpower Board. Its terms of reference include the determination of Nigeria's manpower needs in all occupations, formulating programmes for manpower development through university expansion, training, scholarships and other facilities. In short, the Board's responsibility is to find solutions to the nation's manpower problems.

C. THE STUDY PROBLEM

The fundamental problem which is the focus of this study is that the Murtala College of Arts, Science and Technology (MUCAST), Makurdi, has since its inception in 1976 been unable to recruit and retain adequate academic and non-academic staff to teach and perform other non-teaching functions in the institution.

If the institution is unable to retain available manpower, then it can be said that it is faced with the problem of 'labour turnover' which, according to J.C. Denyer, "is the movement of workers into and out of the employment of an organisation. It is expressed as a percentage of ratio of staff leaving compared to the average number of full-time staff, and taken over a fixed period of time (six or twelve months). Its purpose is to assess the stability of staff, and can be viewed as an index of the success or failure of personnel policies in an organisation."[8]

D GOALS AND OBJECTIVES OF THE STUDY

The goals and objectives of this study are: To analyse the existing stock of high level manpower (academic and non-academic) in MUCAST, Makurdi; to examine the extent of the shortage, and identify their major causes; and to search for solutions to the problems.

MUCAST has been chosen for this study because the author is familiar with the Institution where he has been working for the past five years. The author believes that the study will be the pioneer on manpower problems in MUCAST and hopefully, it will be the basis for further investigation.

---

8. J.C. Denyer. Industrial Administration, Macdonald and Evans Ltd, 1969) P. 148

E. SOURCES OF DATA

In order to ascertain the factors responsible for manpower shortage in MUCAST, the author made use of the following instruments of social investigation:

1. Interview

(i) Four groups of people were personally interviewed by the author. The first group consists of 13 Heads of Departments in MUCAST and the Rector. The second group consists of 22 of the past staff of the Institution including the former Rector and the Registrar. The third group was made up of 50 of the present staff of the Institution. And, the fourth group consists of one official of the Ministry of Education, Makurdi, who was in charge of Higher Education matters, and one official of the Office of the Head of Service, Makurdi, who was in charge of Establishment matters. Altogether, about 72 people were interviewed.

(ii) Method of Selection of the Interviewees: Both the present and past senior teaching and non-teaching staff were randomly selected for the interview. But in doing so, the author made sure that no Department was left out. In the case of Heads of Departments, all of them were interviewed. As already mentioned above, the officials in the Ministry of Education and the Office of the Head of Service were selected because they were the people competent to furnish the information needed.

(iii) Type of Questions Asked: The questions asked depended on the type of information the author wanted to elicit from a particular group of interviewees. For instance,

the questions put to the acting Rector, the Registrar, and the Heads of Departments centred largely on the existing manpower stock, departmental manpower requirements and causes of shortage of manpower.

Questions put to the past staff were mainly on why they left the services of MUCAST, while questions put to the present staff were mainly on whether or not they like to remain in MUCAST service.

The official of the Ministry of Education, Makurdi, was asked a few questions on why his ministry has not allowed MUCAST authorities to embark on overseas recruitment tour and why it has decided to move MUCAST from its original site to Ugbokolo.

The official of the Head of Service office was asked to confirm certain issues raised by MUCAST about some incentives enjoyed by civil servants in Benue State which are denied MUCAST staff. (In all cases, see Appendix 'A' for detailed Interview Guide Format.)

2. Personal Observation

As human beings we feel and we see the behabiour of our fellow human beings. The author, who is an employee of MUCAST, sees the manpower problems of that Institution. He also hears of its problems. He has at different times acted as Secretary of the various committees of the Institution. For instance, he has served as Secretary of the Academic Board; Heads of Departments Committee; Senior Staff Appointments, Promotions, Disciplinary and Appeals

Committee (APSAC); Senior Staff Selection Board and College Council. He also attends meetings of the Senior Staff Association, otherwise called, Congregation. Besides, he discusses freely with his former colleagues, particularly, those serving in and around Makurdi, and tries to find out why they left MUCAST. He also discusses freely with those still in the service of the Institution on causes of frustration.

3. Secondary Sources

Published works related to this study have provided useful secondary source of data. The author also relied heavily on official records such as Memoranda, Minutes of meetings and Reports. Newspapers and Journals were also used.

F. METHOD OF ANALYSIS OF DATA

The data was systematically assembled and processed. The units of scores were expressed in percentages of the total number of each group of interviewees.

In analysing the data, the author took into consideration, the following points:

(i) That the number of people interviewed was adequate, manageable and a true representative of the total group to which conclusions are to be applied.

(ii) That where necessary, the information was tabulated for easy analysis,

(iii) That the conclusions arrived at were limited to the data studied.

G. LIMITATION OF THE STUDY

MUCAST was established in 1976. The time scope of this study covers the 1976/77 academic year to the 1980/81 academic year. This study will be limited to the problem of shortage of senior academic and non-academic staff of the institution.

H. SUMMARY AND CONCLUSION

In this chapter, we have attempted to make a general survey of manpower shortage in institutions of higher learning with special attention to MUCAST. The survey shows that the problem is worldwide.

It is our conviction that the problem of manpower shortage in higher educational institutions can be greatly minimised if educational planning, economic planning and manpower planning are done together; and if satisfactory working conditions are provided for academic and non-academic staff.

In the next chapter, we have attempted to take a closer look at the problem of manpower shortages in institutions of higher learning, especially in MUCAST, which is located in Benue State. In addition, we will examine literature on personnel policies and practices in educational institutions in general.

CHAPTER TWO

LITERATURE REVIEW ON MANPOWER PROBLEMS, PRACTICES AND PROCEDURES IN EDUCATIONAL INSTITUTIONS

A. INTRODUCTION

As noted in the preceding chpater, institutions of higher learning face problems of manpower shortage from time to time. In this chapter, an attempt will be made to review literature on manpower problems in institutions of higher learning. In addition, literature on good manpower practices and procedures not only in institutions of higher learning but also in other organisations will be briefly reviewed.

B. MANPOWER PROBLEMS IN INSTITUTIONS OF HIGHER LEARNING IN THE WORLD

According to Dr. R.L. Williams, one of the greatest problems facing American colleges and universities is the shortage of teachers. He attributes the shortage to the poor salaries paid to teachers in comparison with other professional groups.[1]

Apart from American colleges and universities, other institutions of higher learning throughout the world experienced similar manpower shortages, as the 1963 Khartoum Conference pointed out. According to the conference, the general shortage of academic staff was as a result of the rapid expansion of higher education in all parts of the world.[2]

---

1. R.L. Williams: Administration of Academic Affairs in Higher Education, Ann Arbor. The University of Michigan Press, 1965, P.66

2. Report of a eeting of Heads of African Institutions of Higher Education, op. cit. pp 32-33

In Africa, the problem is not only that of procuring teaching staff but also of retaining the available ones. As Professor Wandara has written:

> "Universities find it difficult to retain bright young men they recruit and train, and . . . lose them . . . to government and industry".[3]

From the foregoing, it would appear that Professor Wandara attributes the shortage of university staff in Africa to poor working conditions in the institutions.

The Khartoum Conference, to which reference has been made, observed that the general shortage of academic staff in developed countries had serious consequences for developing countries in Africa, as the central recruiting agencies in the former were finding it difficult to send suitable teaching personnel for service abroad.[4]

3. MANPOWER PROBLEMS IN THE NIGERIAN INSTITUTIONS OF HIGHER LEARNING

Before examining the manpower situation in Nigeria's institutions of higher learning, it might be necessary to briefly discuss the general manpower situation in the country's public sector.

According to Professor S.O. Olayide, the general shortage of qualified and skilled manpower in Nigeria was partly responsible

---

3. A. Wandara: African University Development (Ravan Press, Johannesburg, 1977) P. 90

4. Report of a Meeting of Heads of African Institutions of Higher Education op. cit. pp. 32-33

for her inability to meaningfully execute her First (1962-68) and Second (1970-74) Development Plans.[5]

At the beginning of the Second National Development Plan period, there were "significant vacancy rates of 7 per cent for medical practioners, 20 per cent for pharmacists, 5 per cent for engineers (all categories), 14 per cent for accountants and auditors, 19 per cent for architects and town planners, 14 per cent for surveyors, 14 per cent for research and production physicists, chemists etc; 5 per cent for senior managerial and administrative personnel, 9 per cent for graduate teachers and 10 per cent for other senior category personnel."[6]

With the growing rate of the nation's economy, the vacancy rates have been on the upward trend. In terms of specific vacancy rates, a recent survey has revealed a shortage of manpower in certain areas of the public service of Nigeria. These included administrative officers, 35 per cent; librarians and archivists, 45 per cent; accountants and auditors, 30 per cent. The survey further revealed that the shortage is even more serious in the teaching service at post-secondary level as well as in the engineering services.[7]

---

5. S.O. Olayide; Economic Survey of Nigeria, (Ibadan Aromolaran Publishing Company Limited 1976) P. 23

6. Federal Republic of Nigeria. Second National Development Plan, 1970-74, Programme of Post-War Reconstruction and Development, Federal Government Printer, Lagos, 1970 P. 317

7. Paper read by Professor V.P. Diejomah at the National Conference on "Manpower Constraints to Nigeria's Economic Development" held in Lagos 29 January to 01 February 1979.

The above percentages revealed the seriousness of manpower shortage in the public service in Nigeria. The percentages in the various areas are relevant to this study mainly because the courses MUCAST offers or intended to offer are such that it needs manpower to draw from some of those areas either to teach or perform other non-teaching functions.

With regard to institutions of higher learning in Nigeria, Table 1 on pages 13 to 19 indicates the academic staff shortage in Nigerian institutions of higher learning. In the Table, the rate of vacancy or what roughly amounts to the extent of shortage in the universities, ranged between 7 per cent in the faculty of Management Studies to over 34 per cent in the faculties of Environmental Studies and Medicine. The departments which recorded very high vacancy rates (over 50 per cent) include: Architecture, Environmental Design, Building Engineering, Statistics and Home Economics. In most of the other departments, the vacancy rate was about 33 per cent. This implies that on the average, the universities had approximately one staff out of every staff they needed.[8]

Total teaching staff requirements in the universities as at April 1977 were estimated at almost 2,000. Of the total staff requirements the faculties of Science and Medicine accounted for about 1/5 while Arts and Social Sciences faculties accounted for about 1/9 each.[9]

---

8. Report of the study of Nigeria's Manpower Requirements, 1977, National Manpower Board, Federal Ministry of Economic Development, P. 48. The survey was carried out between April 1976 and April 1977.

9. Ibid. P. 61

TABLE 1

EMPLOYMENT AND VACANCIES IN EDUCATIONAL INSTITUTIONS IN NIGERIA

A. UNIVERSITIES	Number Employed 1/4/77 (1)	Vacancies 1/4/77 (2)	Total Established Positions 1/4/77 (3)	Vacancy Rate i.e. (2) as % of 3 (4)
(a) Lecturers in Arts				
English	167	55	222	24.8
French	41	6	47	12.8
Religious Studies	67	15	82	18.3
History	150	68	218	31.2
Philosophy	25	7	32	21.9
Arabic	41	12	53	22.6
Islamic Studies	24	6	30	20.0
Classics	15	-	15	-
Music	21	7	28	25.0
Theatre Arts	14	7	21	33.3
Drama	25	1	26	3.8
Fine Arts	41	5	46	10.9
Fine & Applied Arts	17	2	19	10.5
Linguistics	52	15	67	[illegible].4
Nigerian Languages	31	19	50	38.0
African Languages	36	1	37	2.7
Others	76	2	78	2.6
T O T A L	847	228	1075	21.2

TABLE 1 (contd)

A. UNIVERSITIES	(1)	(2)	(3)	(4)
(b) Lecturers in Education				
Education (Arts)	153	102	255	40.0
Education (Science)	63	36	99	36.4
Physical Education	37	4	41	9.8
B. Ed.	35	13	48	27.1
Educational Technology	85	-	85	-
T O T A L	373	155	528	29.4
(c) Lecturers in Law	108	15	123	12.2
(d) Lecturers in Sciences				
Botany	49	20	69	29.0
Microbiology	30	12	42	28.6
Zoology	48	24	72	33.3
Chemistry	210	77	287	26.8
Geology	98	39	137	28.5
Geophysics	1	-	1	-
Mathematics	120	74	194	38.1
Computer Sciences	26	14	40	35.0
Physics	169	42	211	19.9
Biology	83	25	108	[illegible]
Biochemistry	72	15	87	17.2
Statistics	32	44	76	57.9
Other Sciences	5	16	21	75.0
T O T A L	941	402	1345	30.7

TABLE 1 (contd)

A. UNIVERSITIES	(1)	(2)	(3)	(4)
(e) Lecturers in Medicine And Related Subjects				
Dentistry	41	19	60	31.7
Physiotherapy	27	11	38	28.9
Physiology	80	10	90	11.1
Pharmacy	48	28	76	36.8
Nursing	18	12	30	40.0
Health Science	18	13	31	41.9
Pharmacology	18	2	20	10.0
Medicine	341	318	659	48.3
Others	170	-	170	-
T O T A L	761	413	1174	35.2
(f) Lecturers in Social Sciences				
Economics	150	66	216	30.6
Geography	100	59	159	37.1
Political Sciences	106	55	161	34.2
Sociology/Anthropology	128	52	180	28.9
Demography & Social Statistics	32	6	38	1[illegible]
T O T A L	516	238	754	31.6
(g) Lecturers in Engineering				
Civil Engineering	77	21	98	21.4
Electrical & Electronics Eng.	111	33	144	22.9
Mechanical Engineering	82	33	115	28.7

TABLE 1 (contd)

A. UNIVERSITIES	(1)	(2)	(3)	(4)
Lecturers in Eng.(contd)				
Chemical Engineering	35	-	35	-
Petroleum Engineering	15	4	19	21.1
Systems Design	9	-	9	-
Food Technology	20	-	20	-
Others	14	-	11	-
T O T A L	360	91	451	20.2
(h) Lecturer in Environmental Studies				
Architecture	35	39	74	52.7
Estate Management	12	3	15	20.0
Building	18	26	44	59.1
Town Planning	11	3	14	21.4
Environmental Design	2	10	12	83.3
Quantity Surveying	14	10	24	41.7
Others	14	-	14	-
T O T A L	106	91	197	
(i) Lecturers in Management Studies				
Accountancy	41	5	46	10.9
Finance/Banking	11	4	15	26.7
Business Studies/Admin.	53	5	58	8.6
Actuarial Sciences(Insurance)	7	4	11	36.4
Others	25	-	25	-
T O T A L	137	18	155	8.5

TABLE 1 (contd)

A. UNIVERSITIES (contd)	Number of Persons Employed 1/4/77 (1)	Vacancies 1/4/77 (2)	Total Established Position 1/4/77(3)	Vacancy Rate i.e. (2) as % of (4)
(i) Lecturers in Agric. and Vet. Medicine				
Agriculture	49	5	54	9.3
Agric. Engineering	44	10	54	18.5
Forestry	352	5	357	1.4
Food & Home Science	50	60	110	54.5
Vetinary Medicine	119	9	128	7.0
Others	80	17	97	17.5
T O T A L	137	18	155	8.5
B. POLYTECHNICS/COLLEGES OF TECHNOLOGY				
(a) ecturers in Engineering				
Civil Engineering	52	59	111	53.2
Electrical/Electronics Eng.	55	51	106	48.1
Mechanical Engineering	76	51	127	40.2
Chemical Engineering	9	24	33	72.7
System Design	4	-	4	-
Food Technology	14	2	16	12.5
Others	40	10	53	18.9
T O T A L	235	233	468	49.8

TABLE 1 (contd)

POLYTECHNICS/COLLEGES OF TECHNOLOGY	(1)	(2)	(3)	(4)
(b) Lecturers in Environmental Studies				
Architecture	10	4	14	28.6
Estate Management	2	4	6	66.7
Building	5	-	5	-
Town Planning	15	4	19	21.1
Land Surveying	10	10	20	50.0
Others	11	7	18	38.9
T O T A L	53	29	82	35.4
(c) Lecturers in Management Studies				
Accountancy	24	45	69	65.2
Finance/Banking	6	3	9	33.3
Business Studies/Admin.	56	43	99	43.4
Others	56	39	95	41.1
T O T A L	142	130	272	47.8
(d) Lecturers in Agriculture				
Agriculture Engineering	44	-	44	-
Others	12	10	21	47.6
T O T A L	30	30	60	50.0
(e) Lecturers in the Sciences				
Chemistry	39	6	45	13.3
Biology	10	-	10	-
Geophysics	70	24	94	25.5
Physics	30	11	41	36.7
Biology	78	35	113	30.97

TABLE 1 (contd)

ADVANCED TEACHERS AND TECHNICAL TEACHERS COLLEGES	Number of Staff Employed 1/4/77	Vacancies 1/4/77	Total Established Positions 1/4/77	Vacancy Rate %
(a) Education Officers/ Lecturers				
(Arts and Education)	350	128	478	26.8
(Science and Technology	219	137	356	38.5
(Business Studies	52	10	62	16.1
Instructors	26	43	69	62.3
T O T A L	647	318	965	33.0

SOURCE: NATIONAL MANPOWER BOARD
MINISTRY OF ECONOMIC DEVELOPMENT, LAGOS, 1977

In the polytechnics and colleges of technology, the vacancy rate was higher (over 60 per cent) in the departments of Estate Management, Accountancy, Fine and Applied Arts, and Statistics, while in most other departments, the rate of vacancy ranged between 30 per cent and 50 per cent. The average staff vacancy rate in polytechnics and colleges of technology reported in the April 1976 to April 1977 manpower survey was 42 per cent.[10]

In the advanced teachers and technical teachers colleges, the overall vacancy rate was about 33 per cent, and 62 per cent in the case of instructors in these institutions.[11]

In the Report, it was pointed out that if the assessment regarding the extent of staff requirements was done by relating the available number of staff to total student population in each faculty or department of the universities in Nigeria, the resultant staff-student ratio would range between 1:10 in a few faculties such as Medicine and Environmental Studies, and 1:17 in most of the other faculties including the faculties of Agriculture, Social Sciences and Arts.[12]

According to Professor Harbison, the staff-student ratio in most of the institutions of higher learning in advanced countries is 1:12.[13] If we compare that ratio to those in Nigerian universities, we will observe that there is actually an acute shortage of teachers in Nigerian universities.

---

10. Ibid. P.62

11. Ibid. P. 69

12. Ibid.

13. Fredrick Harbison "A Systems Analysis Approach to Human Resource Development Planning". Paper submitted at the Symposium on Forecasting of Manpower Requirements June 23 to 25, 1966 Washington D.C. P. 24

Within the Fourth National Development Plan period (1981-85) the Federal Government has planned to expand the existing educational institutions and establish new ones. This means that additional teaching staff will be required. For instance, the estimated additional teaching staff requirements of universities, colleges of technology and polytechnics during the plan period are shown in Table 2 below:

TABLE 2

ADDITIONAL TEACHING STAFF REQUIREMENTS OF UNIVERSITIES AND COLLEGES OF TECHNOLOGY 1981-85

(a)	Academic Staff of Universities only:	
(i)	Medicine and Related Disciplines	1,350
(ii)	Engineering and Technology	740
(iii)	Other Science-based Disciplines	940
(iv)	Arts and Humanities	570
(v)	Social Science and Law	650
		4,250
(b)	Academic Staff of Colleges of Technology And Polytechnics	
(i)	Engineering, Technology and Other Science-based courses	3,950
(ii)	Management Studies	790
(iii)	Others	1,290
		6,030

SOURCE: PROGRESS REPORT ON THE PREPARATION OF THE FOURTH NATIONAL DEVELOPMENT PLAN. MEMO NMB. WP/9/3

D. MANPOWER PROBLEMS IN MUCAST

The problem of manpower shortage has been highlighted several times in MUCAST by successive Rectors and Chairmen of the Murtala College of Arts, Science and Technology. According to the first Chairman of the College Council, Dr. Edwin Ogbu:

> "MUCAST has been facing an acute shortage of teaching and non-teaching staff. In fact, there is no department that is adequately staffed. Other public services and the private sector have continued to attract the type of manpower most needed by offering better conditions of service."[15]

As noted earlier, a similar remark was later made by the A ting Rector of the Institution in March 1980.[16]

The Institution also faces the problem of retaining available manpower. For instance, the first Registrar, the Bursar, the Librarian, the doctor and a large number of other non-teaching and teaching staff have left the service of the Institution. This high rate of staff exodus has further worsened the manpower situation in MUCAST.[17]

According to Fredrick J. Gandet, a high index of staff turnover is a warning to management that something is fundamentally wrong

---

15. Chairman's welcome speech delivered on the occasion of the visit of the Benue State Commissioner for Education Dr. T. Mahar to MUCAST on 15 anuary, 1978.

16. See P. 2

17. M.A. Audu, Registrar, MUCAST. Private Interview held in his office on the movement of staff away from MUCAST. Interviewed on July 5, 1981.

with the health of the organisation. A high turnover rate may mean poor personnel practices.[18]

Several writers on the problem of turnover have given different views on the causes. For example, the British Institute of Management has broadly divided the causes into two: Namely, external and internal factors. The main external factor is the availability of alternative work. The internal factors include poor conditions of service, such as poor salary, poor working environment, lack of welfare facilities, poor fringe benefits, etc. in an organisation.[19]

From the foregoing, we have observed that the problem of manpower shortage exists in MUCAST. Chapter Four will be devoted to discussing the extent of the shortage as well as identifying their major causes.

E. LITERATURE REVIEW ON GOOD MANPOWER PRACTICES AND PROCEDURES IN INSTITUTIONS OF HIGHER LEARNING

The discussion in this section focuses on good manpower practices and procedures. This section is important principally because good manpower practices and procedures are vital for securing and retaining manpower.

One of the best known works on good manpower practices and procedures in institutions of higher learning is that of

---

18. F.J. Gandet: Labour Turnover: Calculation and Cost. (American Management Association Research Study, 39, New York, 1960) P. 12
19. Personnel Management Series No. 9: The Cost of Labour Turnover. British Institute of Management, 1959 P. 7

Robert L. Williams titled "The Administration of Academic Affairs" published by Ann Arbor; The University of Michigan Press in 1965. According to Williams, the following procedures and practices are desirable in educational administration:

(a) Appointments and promotions should be based on character and ability to teach, and among the elements to be evaluated are experience, knowledge of the subject matter, skill in presentation, ability to stimulate, enthusiastic devotion to teaching, quality of published works and variety of intellectual interests.[20]

(b) Promotion should not be automatic or based simply on length of service but on demonstrated merit.[21]

(c) Promotion of staff should be as fast as possible in the light of the service.[22]

(d) Staff should be involved in the formulation of personnel policies.[23]

(e) In fixing salaries for teaching staff of colleges and universities, account should be taken of the salaries they would receive if they exercised their professions outside the colleges and universities.[24]

Although Dr. Williams has written on the manpower practices and procedures in American colleges and universities, his

---

20. R.L. Williams op. cit. P. 8

21. Ibid. P. 9

22. Ibid. P. 65

23. Ibid. P. 43

24. Ibid. Pp. 69-70

recommendations would appear to be relevant here in Nigeria since institutions of higher learning have much in common.

In his book "Office Management" published in 1975, P.W. Betts also recommends the following personnel practices and procedures in organisations such as educational institutions:

(a) Fair and just treatment of staff.

(b) A realistic salary structure and compensation.

(c) Genuine scientific selection of staff.

(d) Ample opportunity for staff to continue with their education and training.

(e) A reasonable working environment consistent with good health and safety requirements.

(f) The provision of modern welfare and social amenities.

(g) Sympathetic help in times of domestic and other difficulties; and

(h) The encouragement of a friendly atmosphere.[25]

F. SUMMARY AND CONCLUSION

As noted earlier, the Khartoum Conference of Heads of African Institutions of Higher Education had revealed that there was an acute shortage of academic staff throughout the world. It is possible that the situation has improved in some countries, particularly, the developed ones where staff-student ratio is 1:12 according to Professor Harbison.

In Nigeria, since the establishment of the National Manpower Board in 1962, great strides have been taken by the Federal and state Governments to minimise the problem of manpower shortage in

---

25. P.W. Betts: Personnel Management, (The Chaucer Press Ltd. Bungay, Suffolk, 1975) P. 108

the various sectors of the national economy, including institutions of higher learning. But as evident from the reports of the Board, the problem is far from being minimised.

If the problem of manpower shortage in Nigerian institutions of higher learning is attributed, among other things, to poor working conditions, then we would like to conclude here that efforts should be intensified to correct those anomalies. By so doing, the country would be able to produce enough manpower for its educational institutions and other sectors of the economy that are also facing acute shortages.

The following chapter will survey the Murtala College of Arts, Science and Technology, whose manpower problems, as mentioned earlier, is the focus of this study.

CHAPTER THREE

A DESCRIPTIVE ANALYSIS OF THE MURTALA COLLEGE OF ARTS, SCIENCE AND TECHNOLOGY (MUCAST)

A. INTRODUCTION

Benue State of Nigeria was created out of the defunct Benue-Plateau State inFebruary 1976. Its capital is Makurdi, which was before May 1966, the headquarters of the old Benue Province, and for a brief spell before, 1976,[1] the headquarters of Makurdi Division.

The infant state would of necessity, establish its own ministries, corporations or boards, educational institutions and so on. Private companies would also be set up. Without abundant skilled manpower, economic progress in such a state was most likely to be retarded.

Thus, in a speech in March 1976, the former Military Governor of Benue State, Colonel Abdullahi Shelleng said inter alia:

> "My Government realises the obvious and urgent need for high education in the state and therefore proposes to establish a college of Arts, Science and Technology .... The objective of the college is to centralise sixth form work for optimum results and economy of the resources and produce the much-needed middle level manpower in technological and sub-professional fields."[2]

That historical speech of the Governor shows that the twin objectives of the Government for establishing MUCAST were as .
To serve as a feeder institution of the universities, and to produce the much-needed middle level manpower.

---

1. Benue State In Brief: (Published by the Information Division Governor's Office, Makurdi 1981) P. 1

2. "Recurrent and Capital Expenditure of Benue State of Nigeria 1976-77". Printed by Government Printer Kaduna, 1976, P. 9.

Benue State Government's decision to locate sixth form classes in a college of technology was in line with the policy of the Federal Government at that time. The Federal Government actually decided that sixth form classes attached to secondary schools "be gradually and systematically phased out and replaced by multi-lateral schools of Arts, and Science, polytechnics and colleges of technology".[3]

B. LOCATION OF MUCAST

MUCAST is located thirteen kilometers north of Makurdi, capital of Benue State of Nigeria.[4]

Makurdi township itself is strategically situated on the River Benue at the point of convergence of rail and road routes. Since it became the capital of Benue State in February 1976, Makurdi has witnessed an influx of businessmen, commercial firms and traders. Besides such amenities as electricity, pipe-borne water, a modern telephone exchange, a big post office; the town is being served by five commercial banks; and the Central Bank of Nigeria branch has recently been opened there.[5]

The northern part of the state capital in which MUCAST is located has none of the amenities mentioned above,[6] although efforts are being made to extend electricity and water supply to the town.[7]

---

3. Third National Development Plan (1975-80) op. cit. P. 247
4. Benue State in Brief. op. cit. P. 22
5. Ibid.
6. Personal Observation
7. Benue State In Brief. op. cit. P. 24

In view of the absence of essential social amenities (in the norther part) such as those mentioned above, coupled with the non-existense of rentable houses, the staff of MUCAST live in Makurdi town from where they go to work daily on the campus.[8]

There is a laterite road linking the institution with Makurdi town. This road has often been described as a "death trap" because its poor condition has resulted in very many accidents.[9]

In July 1980, the Benue State Government for Education announced the Government's decision to move MUCAST from its present site to Ugbokolo, another town in Benue State lying about 148 kilometers south of Makurdi. The reason for moving the institution to Ugbokolo was political. For development purposes, Benue State has been divided into four zones. The zone under which Makurdi falls has an Advanced Teachers College and a Federal University of Technology located there. The third institution of higher learning still in the zone was MUCAST. So MUCAST had to be removed to Zone C under which Ugbokolo falls. The remaining zones, namely, A and D, already had an Advanced Teachers College and a Federal Polytechnic.[10]

The movement of the institution to a new site was to start from October 1980 but this was not possible because the Government did not provide vehicles to carry College property as well as staff and their families.[11] In addition, the decision to move the

---

9. Ibid.

10. Dr. D.M. Amako (Mrs), Acting Asst. Chief Education Officer in charge of Higher Education, Ministry of Education, Makurdi. Private interview held in her office on the reasons for transferring MUCAST to Ugbokolo.

11. Dr. S. Anande-Kur op. cit.

institution to Ugbokolo came under heavy attack from the staff of the institution.[12]

However, in September 1981, the Government was able to provide vehicles to carry some staff and college property to Ugbokolo. As at the time of writing, both the departments of Business and Administrative Studies and Fine and Applied Arts, have actually been completely moved to Ugbokolo, while service departments. namely, Registry, Bursary, Estate and the Rector's office have partially moved to Ugbokolo as well. The Departments of Agriculture, Science Technology, Catering and Hotel Management, and all the Engineering Departments are still operating from Makurdi.

C. HISTORY OF MUCAST

As earlier noted, the decision to establish the institution was announced in March 1976.

In July 1976, a high ranking education officer in the state Ministry of Education was seconded to the new institution as Principal (later called Rector), while the Chairman and members of the College Council were also appointed by the Government.[13]

The Chairman and members of the College Council were sworn in on July 28 1976. In August 1976, MUCAST came into being, legally. with the promulgation of the Benue State Edict Number 13 of that year.[14]

---

12. Ibid.

13. MUCAST Prospectus, 1980/81 session published by the Information and Publication Section, Registry Department, MUCAST, Makurdi P.4

14. Ibid. P.6

The College opened its doors in February 1977 with 413 students. The first batch of students enrolled for the "Basic Courses" preparatory for admission into universities. Professional courses leading to the award of the National Diploma (ND) started in the 1977/78 academic session with 149 students in three departments offering specialised courses in Agriculture, Fine and Applied Arts, Accountancy, Business Administration and Management, Executive Secretaryship and Marketing. Subsequent sessions have witnessed an increase in the number of academic departments and modification and improvement in the College curricula. Since the 1979/80 academic year, the College has been operating nine academic departments offering certificates, Narional Diploma (ND) and Higher National Diploma (HND) courses in fourteen specialised areas.[15]

In addition to the "Basic", certificate and diploma courses, in the past, the Institution also offered other courses with the ultimate aim of meeting specific manpower needs of Nigeria in general and Benue State in particular. Such courses were based on the identified needs of employers of labour including the Benue State Civil Service, Local Governments, parastatals and private organisations. In the various programmes offered between 1978 and 1980, the College had produced over 162 well-trained and qualified Assistant Executive Officers in accounts, audit and general administration. It has also produced supervisors and assistant officers. Those courses offered between 1978 and 1980 were designed to help in upgrading, up-dating and refining the participants' skill and knowledge. Unfortunately, the courses have since July 1980 been suspended owing mainly to shortage of staff.[16]

---

15. Acting Rector's Speech on the occasion of the visit of the Benue State Commissioner of Education to MUCAST on November 19, 1979.

16. Dr. S. Anande-Kur op. cit.

The "Basic Courses" have also been phased out completely since 1980 so that more emphasis could be placed on the training of the much-needed middle level manpower.

D. ORGANISATIONAL STRUCTURE OF THE COLLEGE

MUCAST is structured along functional lines, namely, College Council, the Rector, thirteen departments comprising eight academic departments and five non-academic or service departments. Table 3 shows the diagram of the structure of the Institution.[17]

The College Council, which is the highest authority, assumes the general management of the affairs of the College, particularly, the control of the College expenditure and property.[18]

The Benue State Edict Number 13, of 1976, otherwise called MUCAST Edict, stipulates that while the first Rector of the College should be appointed by the Governor-in-Council, all subsequent Rectors should be directly appointed by the Council. The Registrar and all other heads of departments are also directly appointed by the Council.

All other senior academic and non-academic staff are appointed by the Council on the recommendation of the Senior Staff Appointment, Promotion, Disciplinary and Appeals Committee (APDAC). The Council has the final say in matters relating to the discipline of senior staff members of the Institution.[19]

---

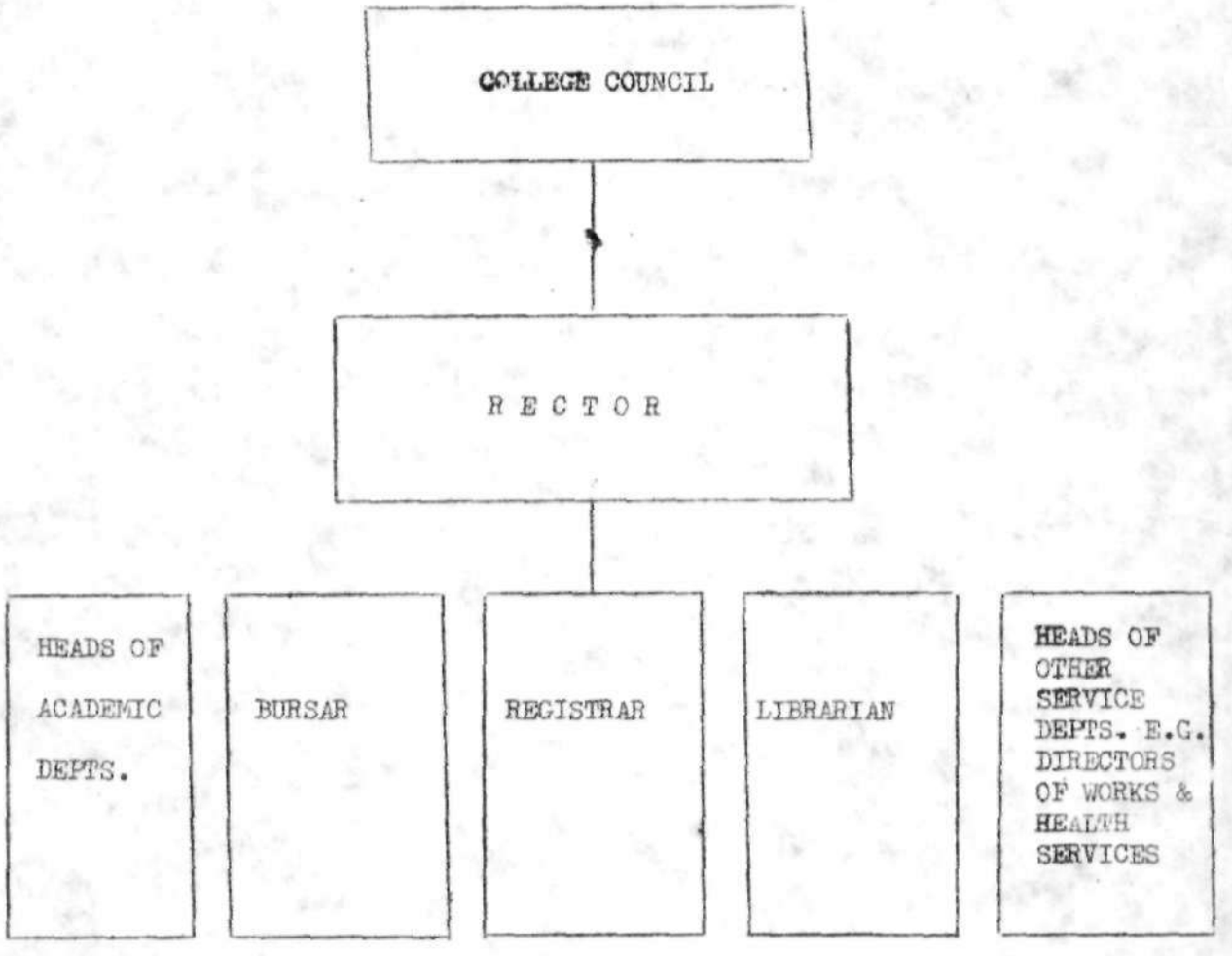
17. MUCAST Prospectus 1980/81 op. cit. P. 12

18. Section 12 of Benue State Edict Number 13 of 1976

19. Ibid.

TABLE 3

ORGANISATIONAL STRUCTURE OF THE MURTALA COLLEGE OF ARTS, SCIENCE AND TECHNOLOGY, MAKURDI



SOURCE: PLANNING AND DEVELOPMENT DIVISION, REGISTRY DEPARTMENT, MUCAST, MAKURDI

The College Council does not normally interfere in the day to day administration of the Institution.[20]

Apart from the APDAC, the Council has a number of committees which help it to accomplish its various functions. These committees include the Finance and General Purposes Committee (F & GPC) and the Tenders Board. Perhaps, the most important of them is the former. This body, like its counterparts in Nigerian universities,[21] is charged with the responsibility of managing any urgent affairs of the Institution. Specifically, its functions include exercising control over the property, revenue and expenditure of the College, deal with on behalf of Council, any matter requiring decisions in the intervals between Council meetings.[22]

MUCAST has had two councils since its was established in 1976. The first existed during the military administration. And it consisted of a Chairman and four members drawn from various Nigerian universities. The second Council which was formed in November 1979 after Nigeria had returned to civil rule consists of a Chairman and three members. Both the chairman and members of the Council are political appointees.[23] It is important to note that both the first council and the present one have ex-officio members comprising the Rector of the Institution and Permanent Secretaries in the State Ministries of Works and Transport, Education, Finance and Eco

---

20. Dr. S. Anande-Kur op. cit.
21. Nduka Okafor: The Development of Universities in Nigeria, Longman London 1971, P. 182
22. Benue State Edict Number 13, op. cit.
23. Personal Observation.

Planning. When issues regarding appointments and promotions are to be discussed the Permanent Secretary Establishment Matters is a co-opted.[24]

The Rector is the Chief Executive and Administrative Officer of the College. He is responsible to the Council for promoting the efficiency and discipline of the College.[25]

The Rector presides over several college administrative committee meetings. These committees include Minor Works, Academic Board, Junior Staff Appointment, Promotion, Disciplinary and Appeals Committee, Rector's Budget Committee and Congregation.[26] He is also ex-officio member of all the Council committees and a member of the Council of Heads of Technological Institutions (COHEADS) in Nigeria.[27]

The first Rector of the College was a high ranking Education Officer seconded to the Institution. He has since 1978 been transferred back to the State Civil Service, first as permanent secretary and later made the State's Head of Service. Since his transfer, the College has been without a substantive Rector.[28] In fact, following the recommendations of a Judicial Board of Inquiry set up to identify the causes of student crises in the College in February 1981, the Government of Benue State has decided that "subsequent Rectors of the College should not come from the present staff of MUCAST as we think that this will not give effectiveness to the administration of the

---

24. Benue State Edict Number 13, op. cit
25. Ibid.
26. MUCAST File R/MCT/19 "Calendar of Events 1979/80 academic year".
27. Dr. S. Anande-Kur op. cit.
28. Personal observation.

Institution."[29] The highest paid officer in the college is t Rector.[30] With the Government's decision that subsequent Rectors of the college should come from outside the staff of the Institution, there is no hope for any of the present staff earning a salary Grade Level 16 (in the College) which is the salary of the Rector.

The Registrar is the head of the Registry Department. This Department consists of four main divisions, namely, Academic, Student Affairs, Establishment, and Planning and Development. The Registrar is responsible to the Rector for the implementation of the decisions of Council or other committees and for administrative matters regarding staff appointments, leave, housing, processing of student records and student welfare matters. The Registrar is the Secretary of the College Council. He is also a member of all the administrative committees of the Institution.[31]

The Bursar heads the Bursary Department. He is the Chief Financial Officer of the College. He is responsible to the Rector of the college for the day to day administration of the financial affairs of the College.[32]

---

29. Government Views and Decisions on the Report of the Board of Inquiry into the Students Disturbances of the 3rd and 4th February 1981 at MUCAST, Makurdi (Government Printer, Makurdi September, 1981) P.3

30. See Appendix 'B'

31. MUCAST File R/MC/1/02 Schedule of Duty of MUCAST Heads of Departments.

32. Ibid.

The Librarian is responsible to the Rector for the administration of the College Library.[33]

The Director of Works is responsible for the maintenance of the College buildings, minor works, vehicles and supervision of College projects, while the Director of Health Services is in charge of the Health Services Department.

The heads of academic departments are responsible for the organisation , development and effective running of their respective departments. All heads of departments are also responsible to the Rector.[34]

E. ACADEMIC AND NON-ACADEMIC STAFF

The senior staff members of the College are divided into two broad classes, namely, the academic staff and the non-academic staff.[35]

The academic staff are simply the teaching staff. Their ranks range from instructors and assistant lecturers to senior principal lecturers. To be eligible for lecturership posts, a candidate must have a good bachelor degree or higher degrees depending on the post. Instructors are usually holders of the Higher National Diploma (HND). The Institution was forced to use HND holders as teachers from the 1978/79 session when it could not get the num - of graduate lecturers it required in departments such as Mechanical

---

33. Ibid.

34. Ibid.

35. Dr. S. Anande-Kur op. cit.

Civil and Electrical/Electronics, Catering and Hotel Management.[36]

The non-academic staff, on the other hand, are the non-teaching staff. They include administrative officers, executive officers, accountants, doctors and nurses, librarians, and engineers in the Estate Department of the College.[37] Apart from nurses, technical and executive officers, the rest of the non-academic staff are usually university graduates with first or higher degrees.[38]

F. CONDITIONS OF SERVICE

The Regulations governing the conditions of service of the senior staff of MUCAST were issued by the Council of the Institution shortly after the promulgation of the Benue State Edict Number 13, under which MUCAST legally came into existence. In this section, it will be appropriate to discuss some important aspects of the conditions of service, namely; appointments, promotions, salaries, and fringe benefits.

(i) Appointments

All vacancies other than those to be filled by promotion or interdepartmental transfer are normally advertised.[39]

Advertising, as Chruden and Sherman have rightly noted, has the advantage of permitting a large audience to be reached and of providing another possible source of applicants.[40]

---

36. Ibid.

37. Ibid.

38. Personal Observation

39. MUCAST Regulations governing Conditions of Service Section II, P.2

40. H.J. Chruden and A.W. Sherman: Personnel Management, (Third Edition, Cincinnati South-Western Publishing Corp. Inc. 1968) P.116

To be eligible for appointment in MUCAST, a candidate must possess such minimum qualifications and experience as the College Council may determine.[41]

Interviews for appointment are usually conducted by the Senior Staff Selection Committee (SSSC) comprising all Heads of departments, with the Rector as the Chairman. All appointments made by the (SSSC) are subject to ratification by the AFDAC.[42]

MUCAST offers two types of appointments, namely, tenure appointment and contract appointment.[43]

(ii) Promotion

All promotions normally take effect from October 1, each year.[44] It is stipulated in the Regulations Governing conditions of service that no member of staff should be considered for promotion except upon recommendation by his Head of Department.[45]

Initially, the policy was that recommendations for promotion of a staff member should not be considered until at least one year had elapsed since the date of his appointment or his last promotion.[46] That policy was however reviewed early in October 1981 by the AFDAC. The present policy is that no officer

---

41. MUCAST Regulations op. cit. P. 2
42. Personal observation as one time secretary to the two com[illegible]
43. MUCAST Regulations op. cit. pp 3-4
44. Personal observation
45. MUCAST Regulations op. cit. P. 5
46. Ibid. P. 6

should be considered for promotion until at least fifteen months have elapsed since the date of his appointment or last promotion, as is the practice in the Benue State Civil Service.[47]

Even though the APDAC has reviewed the policy, the effective date of promotion, which is October 01, each year, has not been changed. The implication of this is that if an officer of the College is promoted in a given year, he cannot get another promotion fifteen months after but two years later.

Between 1976/77 and 1979/80 academic years, two promotion exercises were carried out. One in October 1979 and the other in October 1980.[48]

The policy of the College is that merit should be the criterion for promotion.[49] But in practice, the overriding consideration has been seniority. For instance, in the 1979 promotion exercise, three academic staff who joined the service of MUCAST in the year the institution was established, and who obtained their first degrees in 1970 or before that date, and in addition have higher degrees were promoted Principal Lecturers on salary grade level 14. Their non-academic colleagues who obtained similar qualifications around the same time were also

---

47. MUCAST file R/MCT/COM/16 P. 95. Minutes of the APDAC. The APDAC consists of two Council members, Permanent Secretaries of Ministries of Education, Finance and Works and Transport. The Permanent Secretary of Administration is usually co-opted. The Rector is an ex-officio member.

48. Personal observation.

49. MUCAST Regulations op. cit. P. 6

promoted to equivalent posts. All staff members who obtained their first degrees in 1971, 1972, and 1973 were also promoted to levels 13, 12 and 10 posts respectively. Six members of staff in the executive and technical cadres were also promoted to various ranks ranging from Higher Executive Officer, Higher Stores Officer and Higher Technical Officer to Senior Executive Officer, Senior Stores Officer to Senior Technical Officer depending on the time each of them obtained his or her educational and professional qualifications, and how long he or she had been in the service of the Institution.[50]

In the October 1980 promotion exercise also, all staff of MUCAST who obtained their first degrees in 1974 were promoted to grade level 12 posts while 6 others who graduated in 1975 were promoted to grade level 10 posts along with 16 others who obtained their first degrees in 1976.[51]

As P.C. Daudu has pointed out, one dilatory procedure in the Nigerian public service generally, has been a state of affairs in which promotions are based on seniority and other considerations rather than on merit or accomplishments.[52]

---

50. MUCAST file R/MCT/COM/16 op. cit. pp 96-97

51. Ibid. pp. 115-116

52. P.C. Daudu: "Plan Implementation: Administrative Constraints" in A. Fadahunsi; Planning and Plan Implementation: Proceedings of a Seminar held at Ilorin, Kwara State from August 9-13, 1970. (Centre for Social and Economic Research Ahmadu Bello University, Zaria) P. 35

(iii) Salary

There is a unified salary structure for staff of Nigerian Polytechnics and Colleges of Technology.[53]

However, for reasons earlier stated,[54] no staff of MUCAST can be promoted beyond a rank attracting salary grade level 15.

Generally speaking, while a university graduate who enters the service of a Nigerian university either an administrator or an accountant or an engineer or an assistant lecturer can rise to the rank of a registrar, a bursar, a director of works or a professor respectively and earn grade level 16 or more, the upward movement of a person who takes up appointment in a Nigerian technological institution grinds to a halt on reaching grade level 15 salary.[55] Like Nigerian university personnel, a civil servant, be he a teacher, an accountant or an engineer, can with time, rise to the post of permanent secretary on grade level 16 or 17.[56]

It is interesting to note that the Public Service Review Commission, popularly known as the Udoji Commission, recongised the fact that the quality of staff recruited by Nigerian

---

53. See Public Service Review Report on Gradings and Pay, Volume III 1972-74, Appendices III-3 pp. 316-333

54. See P. 39

55. Public Service Review Report on Gradings and Pay op. cit.

56. Government Views on the Report of the Public Service Review Panel, September 1975 (Federal Ministry of Information, Lagos, 1975) P. 4

polytechnics and colleges of technology was of the same standard as those employed in the universities.[57]

According to N.K. Adamolekun, one major reason why the Udoji Commission established different salary structures for university staff on the one hand, and staff of polytechnics and colleges of technology on the other was that universities award degrees while the latter do not.[58] But as he rightly contended:

> "The fact that polytechnics do not award degrees does not mean that intellectual work done in them is uniformly lower than that in the universities. In fact, the contents of some of the professional courses in the polytechnics are of higher intellectual order. For example, the B.Sc (Accounting) holder from a university is exempted from only the first part of A.C.C.A. and normally requires at least two further years of study to attain the associateship."[59]

(iv) Fringe Benefits

Fringe benefit packages for staff of MUCAST include death gratuity equivalent to one year of a deceased officer's terminal salary; pension and gratuity to be paid in accordance with the rules and regulations made from time to time by the Government and applicable to all public servants; vehicle loan and housing accommodation.[60] Additionally, every staff of

---

57. Public Service Review Report Commission op. cit. P.259

58. N.K. Adamolekun, " Universities and Polytechnics" in L. Adamolekun and A. Gboyega (ed): Reading Issues in Nigerian Public Services (University of Ife Press, Ile-Ife 1979). P.110

59. Ibid. pp. 110-111

60. MUCAST Regulations op. cit. pp. 6, 12, and 20

MUCAST was initially entitled to an annual leave of 45 days, and a leave grant of ₦200, if married.[61] But in compliance with a Government directive, every senior staff who is married now enjoys 30 days[62] annual leave, and a leave grant of ₦192 per annum, if married.[63]

Even though MUCAST authorities have provided the above benefit packages, the staff have always demanded more benefits including welfare services. Specifically, they have demanded that loans be granted to them to build their own houses and to purchase colour television sets as obtains in the Benue Civil Service. They have also requested that buses be provided to carry their children to and back from school and that a staff club and a canteen be built on the campus for them as the Benue State Government has done for its staff.[64] But those requests have fallen on deaf ears.[65]

As F.T. Paine and W. Naumes have written:

> "When an organisation is unable to adjust to opportunities and challenges in a rapidly changing environment, a built-in provision for self-criticism, for challenging present policies and practices, for auditing the environment and for revising and reformulating strategies, is needed."[66]

---

61. Ibid.
62. See Appendix 'C'
63. See Appendix 'D'
64. R/MCT/CONG/15, pp. 20-22, 28
65. Ibid. P. 50
66. F.T. Paine and W. Naumes: Organisational Strategy and Policy, (Second Edition, W.B. Saunders Company, Philadelphia, London, Toronto, 1978) P. 58

G. SUMMARY AND CONCLUSION

This chapter has focused mainly on the location, history, organisational framework, senior staff conditions of service as well as some personnel policies and practices of MUCAST.

We have seen that politicians and civil servants have been included on the college council. This appears to be a welcome development as their official position would probably ensure that the government is constantly made aware of the major developments within MUCAST. On the other hand, their presence would give the Council first hand information about government intentions and developments. This will help in preventing a situation where MUCAST and the Benue State Government could unnecessarily be acting at cross purposes owing to lack of communication.

However, it will be necessary for the Government to treat those charged with the responsibility of implementing the policies of MUCAST as responsible people with independent initiative to use their judgement in matters peculiarly within their competence. It is equally necessary that there should be a few representatives of universities and polytechnics on the council. Such representatives of institutions of higher learning should be men versed in matters concerning higher education. Their contributions are very likely to be invaluable to the Council.

Having described MUCAST in the foregoing pages, the next chapter will be devoted to a more detailed presentation of findings regarding manpower problems facing the Institution.

CHAPTER FOUR

MANPOWER PROBLEMS IN MUCAST

A. INTRODUCTION

As Chruden and Sherman have rightly pointed out, an area of major concern to the personnel manager is the availability of qualified personnel for staffing his organisation.[1] In this chapter, attention will be focused mainly on the extent of manpower shortage in MUCAST. In addition, attempt will be made to identify the major factors responsible for the shortage. Both the academic and non-academic staff situations will be treated.

B. ACADEMIC STAFF SITUATION

The nine Heads of the Academic Departments in MUCAST were asked about the shortages of academic staff in their various Departments. And all of them responded that there are shortages of academic staff members.

The Heads of Departments were further asked about the details of the academic staff situation in their various Departments. Table 4 overleaf shows their responses.

Table 4 reveals that vacancy rate was highest in the Civil Engineering Department. The vacancy rate in that Department is 90 per cent. That department is followed by Fine and Applied Arts with 60 per cent vacancy rate. The Department of Agriculture has a vacancy rate of 52.17 per cent. Each of the following departments has a vacancy rate of 50 per cent: Business and Administrative Studies, Mechanical Engineering, and Electrical and Electronic Engineering. Catering and Hotel Management has a vacancy rate of

---

1. H.J. Chruden and A.W. Sherman: Personnel Management, op. cit. P. 729

TABLE 4

ACADEMIC STAFF POSITION AND FORECASTS UP TO 1984

DEPARTMENT	Staff Requirements	Actual Strength	Vacancy Rates %	Strength Required by 1984
Civil Engineering	10	1	90	12
Fine & Applied Arts	10	4	60	12
Agriculture	23	11	52.17	25
Business & Admin. Studies	20	10	50	25
Mechanical Eng.	10	5	50	12
Electrical/Electronic Engineering	10	5	50	12
Catering & Hotel Management	13	8	38.46	18
General Studies	15	10	33.33	35
Science Tech.	33	22	33.33	35
	144	76		165

SOURCES: (i) PERSONAL INTERVIEW WITH HEADS OF ACADEMIC DEPARTMENTS.

(ii) STAFF LISTS FOR 1979/80 AND 1980/81 SESSIONS

(iii) MUCAST FILE NO. R/MCT/GEN/19

38.46 per cent; while the Department of General Studies and Science Technology have vacancy rates of 50 per cent each.

Table 5 shows the distribution of vacancies by rank. Most of the vacancies shown in Table 5 have been advertised twice or more annually since 1977,[2] but the responses have been very poor, as can be seen in Table 8. Out of 68 teaching staff vacancies shown in Table 5, 22 per cent are lecturers grade one, 19 per cent are Senior Lecturers.[3]

Unless academic staff are available in adequate numbers in an institution like MUCAST, where student population has been increasing year by year,[4] it may be difficult for it to maintain an ideal teacher-student ratio which is necessary for effective teaching. The United Nations Educational Scientific and Cultural Organisation (UNESCO) conference on Development of Higher Education recommended that teacher-student ratio in technological institutions should be 1:20.[5]

Table 6 shows that teacher-student ratios in MUCAST are far from the recommended figures. The ratios in MUCAST range from 1:27 in Catering and Hotel Management to 1:250 in English Language.

---

2. Details of the advertisement can be found in MUCAST file R/MCT/GEN/19.

3. See Appendix 'D' for the subject areas in which academic staff are needed.

4. Personal observation

5. The Development of Higher Education in Africa (UNESCO, 1963) P. 71 Recommendations 16. Quoted from T.M. Yesufu (ed): Manpower Problems and Economic Development in Nigeria. op. cit. P. 125

TABLE 5

DISTRIBUTION OF EXISTING TEACHING STAFF VACANCIES IN THE VARIOUS ACADEMIC DEPARTMENTS OF MUCAST BY RANK

DEPARTMENT	RANK							
	Senior Prin. Lecturer	Princ. Lecturer	Senior Lecturer	Lecturer I	Lecturer II	Lecturer III	Asst. Lect./ Instructor	Total No. of Vacancies by Departments
Agriculture	-	-	3	3	2	2	2	12
Business & Admin Studies	-	1	2	2	2	3	-	10
Fine & Applied Arts	-	-	-	1	2	-	1	4
General Studies	-	-	1	1	1	2	-	5
Electrical/Electronic Eng.	1	1	2	-	1	-	-	5
Mechanical Engineering	1	1	1	1	1	-	-	5
Civil Engineering	1	1	1	2	2	1	2	10
Science Technology	1	-	1	5	2	2	-	11
Catering & Hotel Management	-	1	1	-	-	1	2	5
Total Number of Vacancies by Rank	4	5	12	15	13	11	7	
Grand Total of Academic Vacancies								67

SOURCES: (i) MUCAST FILE NO. R/MCT/GEN/19

(ii) MUCAST FILE NO R/MCT/GEN/23

(iii) PERSONAL INTERVIEW WITH HEADS OF DEPARTMENTS.

TABLE 6

TEACHER-STUDENT RATIO IN SELECTED COURSES OFFERED IN MUCAST 1980/81 ACADEMIC SESSION

COURSE OR SUBJECT	NO. OF TEACHERS	NO. OF STUDENTS	TEACHER-STUDENT RATIO
Secretarial Studies	3	200	1:66
Accounting	2	120	1:60
Marketing	2	108	1:54
Business Administration	2	84	1:42
Mathematics	4	600	1:150
English Language	2	500	1:250
Biology	2	150	1:75
Chemistry	4	150	1:37
Physics	4	150	1:37
Animal Science	1	48	1:48
Farm Management	2	80	1:40
Electronics & Communications	2	120	1:60
Airconditioning & Refrigeration	1	43	1:43
Catering & Hotel Mgmt.	8	300	1:27
Sculpture	1	50	1:50
Mechanical Engineering	5	200	1:40
Civil Engineering	1	200	1:200

SOURCE:—PLANNING & DEVELOPMENT DIVISION, REGISTRY DEPARTMENT MUCAST, MAKURDI

Coming to teaching load, table 7 shows a comparative analysis of the minimum teaching load in MUCAST and some other comparable institutions in Nigeria.

TABLE 7

PROPORTION OF TEACHING DONE BY A LECTURER IN SELECTED NIGERIAN TECHNOLOGICAL INSTITUTIONS

S/NO.	INSTITUTION	MINIMUM CONTACT HOURS PER WEEK
1.	MUCAST, Makurdi	18
2.	College of Technology, Calabar	18
3.	College of Technology, Yaba	16
4.	Kaduna Polytechnic	16
5.	I.M.T. Enugu	14
6.	Plateau Polytechnic, Barakin Ladi	14

SOURCE: NATIONAL BOARD FOR TECHNICAL EDUCATION, KADUNA 1979/80 REPORT.

Table 7 also shows that lecturers in MUCAST and the College of Technology, Calabar have the heaviest teaching load. The Udoji Commission had observed that academic staff of Nigerian polytechnics and colleges of technology generally were faced with the problem of teaching overload.[6]

6. Quoted in L. Adamolekun and A. Gboyega (ed): Leading Issues in Nigerian Public Service (University of Ife Press, Ile-Ife 1979) P.112

If teaching overload is partly as a result of non-availability of adequate trained personnel, as N.K. Adamolekun has pointed out.[7] then comparatively speaking, Table 7 further reveals that MUCAST is actually facing acute shortage of academic staff. The consequences of the shortage of teaching personnel are likely to be serious, as can be seen from the information supplied in Table 8 by Heads of Departments.

TABLE 8

WHAT ARE THE EFFECTS OF ACADEMIC STAFF SHORTAGE IN MUCAST?

Effects of Staff Shortage	No. of Respondents	Percentage
a. Unable to introduce new courses	9	100
b. Working overload	9	100
c. Sometimes unable to release staff for further training	7	77.77
d. Lack of time to engage in research	6	66.66
e. Discontinued some courses earlier offered	1	10

SOURCE: PERSONAL INTERVIEW WITH HEADS OF ACADEMIC DEPARTMENTS

Table 8 also shows that owing to staff shortage, all the departments were unable to introduce new courses. Working overload was also experienced in all the Departments. Seventy-seven per cent of the Departments were unable to release their staff for further training. Sixty-six per cent of the departments could not engage in

7. Ibid

research, while 10 per cent of the Departments were forced to discontinue some courses they had earlier offered.

C. REASONS FOR ACADEMIC STAFF SHORTAGE IN MUCAST

The Heads of Academic Departments were asked to state why there have been shortage of academic staff in MUCAST. Table 9 below furnishes the answer.

TABLE 9

Reasons for Academic Staff Shortage	No. of Respondents	Percentage
1. Lack of qualified personnel in Nigeria generally	9	100
2. Unattractive conditions of service e.g. low salary ceiling for MUCAST staff	9	100
3. MUCAST not allowed to embark on overseas recruitment tour	8	88.88
4. Manpower drain from MUCAST to other organisations		
5. The College does not open its doors wide to well qualified non-indigenes of Benue State wishing to work in the institution.	3	33.33
6. Slow recruitment process resulting in loss of qualified persons to other employers who are faster in their recruitment process.	3	33.33

SOURCE: PERSONAL INTERVIEW WITH HEADS OF ACADEMIC DEPARTMENTS

TABLE 10

NUMBER OF ACADEMIC STAFF VACANCIES, APPLICATIONS RECEIVED, OFFERS MADE AND ACCEPTANCES

	1976/77 Session	1977/78 Session	1978/79 Session	1979/80 Session	1980/81 Session
1. No. of vacant post advertised	46	80	80	75	65
2. Applications received	50	56	61	45	38
3. Candidates invited for interview	46	45	51	45	not available
4. No. of candidates who attended interview	40	41	48	40	-do-
5. No. of offers made	32	38	45	34	-do-
6. No of acceptances	15	21	18	23	-do-

SOURCE: (i) MUCAST FILE NO. R/MCT/GEN/19
(ii) MUCAST FILE NO. R/MCT/COM/03
(iii) COLLEGE NEWS BULLETIN
(iv) MUCAST FILE NO. R/MCT/GEN/23

MUCAST has been competing with other employers in both the public and private sectors for the acquisition of qualified manpower. This general shortage of qualified manpower mainly explains the very low level of response to advertisements made by MUCAST in several newspapers, radio and television.[8]

In addition, Table 10 actually shows that there has been very poor response to MUCAST advertisements.

Apart from poor responses, Table 10 also reveals that less than half of the applicants who were offered appointment accepted them. In fact, out of 149 candidates who were offered appointment from the 1976/77 academic session to the 1979/80 academic year, only 77 or 51.6 per cent accepted the offer. The reasons for the poor acceptances are not far to seek. In the first place, some of the candidates found out during the interview that the conditions of service are not acceptable to them.[9]

As P.E.O. Towe had also observed, Nigerians prefer working in the Civil Service, the universities and in the industries than to work in polytechnics and colleges of technology in Nigeria because of the poor conditions of service in the latter.[10]

---

8. M.A. Audu op. cit.

9. M.A. Audu, Registrar, MUCAST, Makurdi. Interviewed on why most o candidates interviewed and offered appointment usually refuse to take up their appointments.

10 P.E.O. Towe, Ag. Executive Secretary, National Board for Technical Education, "Remove us from the unified salary structure, submissions before the Onosode Panel", New Nigerian, August 1981 pp. 1-2

In Table 9, 88.88 per cent of the respondents attributed the shortage of non-academic staff in MUCAST partly to the refusal of the Benue State Government to grant the authorities of the institution permission to go abroad to recruit the much-needed manpower. My investigations revealed that it was only on one occasion in 1979 that the college authorities were allowed by the State Government to go to Ghana and recruit teachers for the Catering and Hotel Management and Engineering Departments. The recruitment tour of Ghana was very successful in that 12 Ghanaian nationals were recruited for the two departments.[11]

The reluctance of the Benue State Government to grant MUCAST authorities permission to go abroad, particularly, Europe, America and Asia to recruit academic staff is due to the fact that overseas recruitment tours are usually very expensive.[12]

The manpower situation in MUCAST has been aggravated by the movement of staff from the Institution to other organisations, particularly after the decision to transfer the Institution to Ugbokolo was taken. Table 11 shows the academic turnover rate in MUCAST. As will be seen later, the major factors responsible for the turnover were unattractiveness of conditions of service, and lately, the unpopularity of the government decision to transfer MUCAST to Ugbokolo.

For instance, in a letter of resignation to the College authorities, a Senior Lecturer in the Department of Science Technology

---

11. Dr. S. Anande-Kur op. cit

12. Dr. (Mrs) Amako op. cit.

said inter alia:

> "As an individual, the movement of MUCAST to Ugbokolo is not convenient when I take into consideration a number of things such as lack of pipe-borne water, electricity, nursery schools for staff children, absence of branch offices of organisations in which my wife is working."[13]

Table 10 further reveals that one contributary factor responsible for manpower shortage in MUCAST is the recruitment pattern of the Institution. For instance, in the 1979/80 academic year, three non-indigenes who were found appointable as Assistant Lecturers in the Department of Agriculture by the interviewing Panel were denied appointment by the APDAC on the grounds that the Department already had up to six non-indigenous teaching staff.[14] For a similar reason, a corresponding number of non-indigenous candidates at the same time were denied appointment in the Department of Science Technology. This shows that the method of recruitment is discriminatory. As shown in Table 9, shortage of teaching staff in MUCAST is also partly attributable to the slow manner in which recruitment of manpower was done by the authorities of the Institution. The trend in MUCAST since 1979 is that candidates are usually interviewed by a Selection committee around June. Candidates found appointable by the Committee are not normally issued appointment letters until around October when the APDAC meets to approve their appointments. By the time appointment letters are received by the successful candidates, many of them have secured appointment elsewhere. This has been the experience of MUCAST particularly with fresh graduates who are about

---

13. MUCAST File MC/PF/121 P. 93

14. MUCAST File R/MC/COM/03 Council Minutes P. 203

to complete their national Youth Service Corps assignment at the time of such interviews.[16]

Before concluding this section, it will be appropriate to examine the causes of staff turnover in MUCAST since turnover of staff has immensely contributed to the deteriorating manpower situation in the institution.

Table fi below shows that 17 academic staff members have since the inception of MUCAST in 1976 moved away from the Institution. The table reveals that a total of six academic departments, out of nine, had experienced turnover. In addition, the table also shows that turnover was highest in the 1980/81 academic session.

TABLE 11

DISTRIBUTION OF ACADEMIC STAFF TURNOVER IN MUCAST BY DEPARTMENTS

DEPARTMENT	1976/77 Session	1977/78 Session	1978/79 Session	1979/80 Session	1980/81 Session	Total Turnover by Depts.
1. General Studies	-	-	3	1	3	7
2. Science Technology	-	-	1	-	3	4
3. Business & Admin. Studies	-	-	-	1	2	3
4. Agriculture	-	1	-	-	-	1
5. Fine & Applied Arts	-	-	-	-	1	1
6. Mechanical Engineering	-	-	1	-	-	1
7. Civil Engineering	-	-	-	-	-	-
8. Electrical Engineering	-	-	-	-	-	-
9. Catering & Hotel Mgnt.	-	-	-	-	-	-
Total turnover by academic year	-	1	5	2	9	
Turnover since 1976						17

SOURCE: ESTABLISHMENT DIVISION, REGISTRY DEPARTMENT, MUCAST, MAKURDI.

16. M.A. Audu op. cit.

Reasons given by the past academic staff of MUCAST for leaving the service of the Institution are explained by Table 12 below.

TABLE 12

S.No.	Statement	Very Important	Important	Not Important
1.	Low salary bar	12 (100%)	0 (0%)	0 (0%)
2.	Transfer of MUCAST to Ugbokolo	8 (66.66%)	1 (8.33%)	3 (25%)
3.	Non-granting of housing loan to MUCAST staff	6 (50%)	3 (25%)	3
4.	Hatred of promotion policy based on seniority rather than merit	5 (41.66%)	1 (8.33%)	6 (50%)
5.	Lack of a staff club and canteen	4 (33.33%)	6 (50%)	2 (16.66%)
6.	Reduction of senior staff leave grant from ₦200 to ₦192, and leave duration from 45 to 30 days	0 (0%)	5 (41.66%)	7 (58.33%)
7.	Poor administration	0 (0%)	0 (0%)	12 (100%)

SOURCE: PERSONAL INTERVIEW WITH PAST ACADEMIC STAFF OF MUCAST.

Table 12 shows that apart from the unpopularity of the decision of Government to move MUCAST to Ugbokolo, all other reasons given for leaving the service of the Institution centred around poor conditions of service.

It is interesting to note that 50 per cent of the respondents who considered low salary ceiling of Polytechnic staff as an important reason for leaving MUCAST service were people who either had already reached their salary bar or were about to reach it.[17]

Equally interesting to note is that 8 of those who left the institution during the 1980/81 session considered the transfer of MUCAST to Ugbokolo as an important reason for leaving MUCAST.

Furthermore, 50 per cent of the respondents did not consider hatred of promotion policy based primarily on seniority as am important reason.

From my observation, 35 per cent of the past academic staff of MUCAST are now working in the Benue State Civil Service. Also, 35 per cent have joined the newly established Federal University of Technology, Makurdi. Likewise, 17.6 per cent joined politics while only 2 persons are in the private sector.

The interview the researcher had with 26 of the present academic staff of MUCAST revealed that if they had the opportunity, they would have left MUCAST. All the 26 persons interviewed considered low salary bar and the transfer of MUCAST to Ugbokolo as very important reasons for their anxiety to seek employment elsewhere. Fifty per cent of them considered non-granting of housing loan to staff as a very important factor. Furthermore, 76.92 per cent considered their hatred of promotion practice based on seniority rather than merit as important. Again, 57 per cent considered lack of a staff canteen and

---

17. They are as follows: 2 Senior Principal Lecturers, 1 Principal Lecturer and 3 Senior Lecturers - Personal observation.

and a club, reduction of annual leave grant from ₦200 to ₦192, and a reduction of the duration of annual leave from 45 days to 30 days as other important reasons why they would like to terminate their appointment with MUCAST.

D. NON-ACADEMIC STAFF

As noted in the previous chapter, there are five non-academic Departments in MUCAST, namely; the Registry, Bursary, Library Estate and Health Services. These departments are normally manned by administrators, accountants and auditors, librarians, engineers and medical personnel respectively.

The heads of departments were interviewed on whether or not shortage of academic staff had been experienced since their various departments were established. They all responded yes, and the degree of the shortage is shown in Table 13.

Table 13 further shows that vacancy rates in the non-academic departments ranged from 3.8 per cent to 75 per cent.

The distribution of senior non-academic staff vacancies by rank is shown in Table 14. Some of the posts have been advertised more than ten times since 1977.

The College has been without a Doctor and a Librarian since the original Doctor and Librarian resigned in 1978. Since the Bursar transferred his service to a Nigerian university in August 1980, the College has not been able to fill the position. The post of Director of Estate has not been filled since the original holder of that post left the service of the college in 1979. Apart from the Registry and the Library, there is no single graduate working in the

TABLE 13

NON-ACADEMIC MANPOWER POSITION AND FORECAST UP TO 1984

S/No.	DEPARTMENT	Staff Requirement	Actual Strength	Vacancy Rate	Staff Required 1984
1.	Estate	8	2	75%	10
2.	Health Services	7	2	71.4%	10
3.	Library	9	4	55.5%	12
4.	Bursary	10	5	50%	12
5.	Registry	21	16	23.8%	23

SOURCES: MUCAST STAFF LIST JUNE 1981

2. MUCAST ADVERTISMENT FILE R/MCT/GEN/19 VOLS. 1 & 2

TABLE 14

DISTRIBUTION OF NON-ACADEMIC STAFF VACANCIES BY RANK

S/No	DEPARTMENT	VACANCIES
1.	Estate	1 Director of Works and 5 Engineers (1 Civil, 2 Electrical and 2 Mechanical) of various grades.
2.	Health Services	1 Medical Doctor, 2 Nurses and 2 Midwives
3.	Library	1 Librarian, 1 Assistant Chief Librarian, 1 Principal Librarian and 2 Librarian Grade II
4.	Bursary	1 Bursar, 3 Accountants and 1 Auditor
5.	Registry	1 Deputy Registrar, 2 Assistant Registrars and 2 Administrative Officers Grade II

SOURCE: MUCAST ADVERTISEMENT FILE R/MCT/GEN/19 pp. 15-18, 23-26, 29-32, 36-38, 45-48

rest of the non-academic departments.[18]

All the five Heads of the non-academic departments said that as a result of staff shortage, staff under them have had heavy workload, and many have been requested to defer their annual leave.

Investigations and interview revealed that several senior non-academic staff who have been in the service of the Institution for four to five years now have had their annual leave deferred year after year with the result that by the 1980/81 academic year, some of them have accumulated leave ranging from 60 to 105 days. Deferment of annual leave, according to A.L. Adu is bad. As he has pointed out,

> "It is now recognised as a fundamental principle that public officers should, both for rest and recuperation, and also from the point of efficiency of the public service be required to take a break from duty every now and then .... It is desirable that vacation leave should be taken every year and not be accumulated from one year to another."[19]

E. REASONS FOR NON-ACADEMIC STAFF SHORTAGE IN MUCAST

The five Heads of the non-academic departments were asked about what they thought were the reasons for the shortage of administrators, accountants, librarians, engineers and medical personnel in the institution. Table 15 shows their personal views.

---

18. M.A. Audu op. cit. and personal observation

19. A.L. Adu: The Civil Service in Commonwealth Africa (George Allen and Unwin Ltd., 1969) P. 78

TABLE 15

REASONS FOR SHORTAGE OF SENIOR NON-ACADEMIC STAFF IN MUCAST

S/N.	REASONS FOR SHORTAGE	NO. OF RESPONDENTS	PERCENTAGE OF RESPONDENTS
1.	Lack of qualified manpower in Nigeria	5	100
2.	Unattractive condition of service particularly low salary ceiling of staff of colleges of technology	5	100
3.	Manpower drain from MUCAST partly as a result of poor conditions of service and partly as a result of hatred by staff of the decision to move MUCAST to a rural area.	5	100
4.	Refusal of the college authorities to fill certain posts with non-indigenes.	4	80
5.	Refusal of the Benue State Government to permit MUCAST authorities to go abroad and recruit staff.	4	80

SOURCE: PERSONAL INTERVIEW WITH HEADS OF NON-ACADEMIC DEPARTMENTS

Table 16 below shows that, as in the case of academic staff, response to advertisement for vacancies has been very poor.

TABLE 16

NUMBER OF NON-ACADEMIC STAFF VACANCIES, APPLICATIONS RECEIVED, OFFERS MADE AND ACCEPTANCES

		1976/77 Session	1977/78 Session	1978/79 Session	1979/80 Session	1980/81 Session
1.	No. of vacancies advertised	55	25	21	19	20
2.	Applications received	46	22	18	22	25
3.	No. of candidates interview	41	15	8	11	18
4.	No. of candidates who attended interview	38	9	6	9	13
5.	No. of offers made	34	7	4	8	9
6.	No. of acceptances	31	4	4	8	Figures not available

SOURCES: (i) MUCAST FILE R/MCT/GEN/19 ADVERTISEMENT
(ii) MUCAST FILE R/MCT/CON/03 MINUTES OF COUNCIL MEETING
(iii) COLLEGE NEWS BULLETIN
(iv) MUCAST FILE R/MCT/GEN/23 APDAC

Table 17 below shows that out of 47 non-academic staff recruited between 1976 and 1980, 38 per cent have left MUCAST service. It further shows that, as in the case of the academic staff, the highest turnover was recorded during the 1980/81 academic session.

TABLE 17

DISTRIBUTION OF NON-ACADEMIC STAFF TURNOVER IN MUCAST BY DEPARTMENTS

	DEPARTMENT	1976/77 Session	1977/78 Session	1978/79 Session	1979/80 Session	1980/81 Session	Total
1.	Registry	-	-	-	1	3	
2.	Library	-	1	-	1	[illegible]	
3.	Bursary	-	-	1	2	1	
4.	Estate	-	-	1	1	1	
5.	Health Services	-	1	-	-	2	3
	Turnover per year		2	2	5	9	

Turnover since 1976

SOURCE: ESTABLISHMENT DIVISION, REGISTRY DEPARTMENT MUCAST, MAKURDI

Altogether, 18 non-academic staff of MUCAST left the service of the Institution.

Of the 18 past non-academic staff of MUCAST, 50 per cent are now working in various universities in Nigeria. Thirty-three per cent are in the Civil Service. 5.55 per cent joined politics,[20] while 2 were dismissed for poor attitude to work.[21]

The reasons given by 10 of the past non-academic staff[22] for leaving the service of the college are presented in Table 18, while table 19 shows what might force 24 of the present non-academic staff out of the Institution.

Table 19 shows that there is a striking similarity in the reasons given by the past academic and non-academic staff for leaving the service of MUCAST. Similarly, the reasons given in Table 19 by the present non-academic staff on why they will leave MUCAST service are not any different from those given by their academic colleagues.

F. SUMMARY AND CONCLUSION

From the foregoing interview findings, we have seen that MUCAST has been facing serious shortages of academic and non-academic staff. In the academic department, there are vacancy rates ranging from 33.33 per cent to 90 per cent, while in the non-academic Departments, vacancy rates ranged from 23.8 per cent to 75 per cent. The major reason for

---

20. MUCAST File R/MCT/EST/52. Resignation and Transfer of Service, and personal observation.

21. MUCAST File R/MCT/EST/20 Senior Staff Disciplinary matters. The dismissed staff members were in the General Studies Department.

22. Excluding the 2 staff who were dismissed.

TABLE 18

WHY SOME NON-ACADEMIC STAFF LEFT THE SERVICE OF MUCAST

NO.	STATEMENT	VERY IMPORTANT	IMPORTANT	NOT IMPORTANT
1.	Low salary bar	10 (100%)	0 (0%)	0 (0%)
2.	Transfer of MUCAST to Ugbokolo	6 (60%)	1 (10%)	3 (30%)
3.	Non-granting of housing loan	6 (60%)	2 (20%)	2 (20%)
4.	Hatred of promotion based on seniority rather than merit	4 (40%)	3 (30%0	3 (30%)
5.	Lack of a staff canteen and club	0 (0%)	7 (70%0	3 (30%)
6.	Reduction of senior staff leave grant from ₦200 to ₦192, and leave duration from 45 to 30 days	0 (0%)	7 (70%)	3 (30%)
7.	Poor administration	0 (0%)	0 (0%)	0 (0%)

SOURCE: PERSONAL INTERVIEW WITH PAST NON-ACADEMIC STAFF

TABLE 19

WHY 24 OF THE PRESENT NON-ACADEMIC STAFF MAY LEAVE MUCAST SERVICE

NO.	STATEMENT	VERY IMPORTANT	IMPORTANT	VERY IMPORTANT
1.	Low salary bar	24 (100%)	0 (0%)	0 (0%)
2.	Transfer of MUCAST to Ugbokolo	18 (75%)	4 (16.6%)	2 (8.3%)
3.	Non-granting of housing loan to MUCAST staff	15 (62.5%)	5 (20.8%)	4 (16.6%)
4.	Reduction of married senior staff leave grant from ₦200 to ₦192 and duration of leave from 45 to 30 days	0 (0%)	14 (58.3%)	10 (41.6%)
5.	Hatred of promotion policy based on seniority rather than merit	0 (0%)	12 (50%)	12 (50%)
6.	Lack of a staff club and canteen	0 (0%)	12 (50%0	12 (50%)
7.	Poor administration	0 (0%)	0 (0%)	0 (0%)

SOURCE: PERSONAL INTERVIEW WITH 24 OF THE PRESENT NON-ACADEMIC STAFF

the shortage of manpower in the Institution is the inadequacy of qualified and skilled manpower in Nigeria, a country that has been experiencing rapid economic growth. MUCAST is competing with other public enterprises and industries for highly skilled manpower. This competition, in the face of a short supply of trained personnel is undoubtedly the fundamental problem the new Institution has to face. Another major factor is the unattractiveness of conditions of service in MUCAST.

The refusal of the Benue State Government to grant the Institution permission to go abroad and recruit staff, and MUCAST authorities' discriminatory recruitment practice are contributory factors for the continuing staff shortage.

The manpower situation in the Institution has been exacerbated by the movement of staff away to other places. There were two main reasons for the movement. The first was related to the poor conditions of service. Like workers anywhere, MUCAST workers have their needs. Abraham Maslow has classified human needs into groups which form a hierarchy of importance to the individual who tend to forget about the group once it is satisfied. This implies that effective motivation can only be possible by the group needs in the hierarchy that require satisfaction. Starting from the lowest, the needs are:

(a) Physiological needs; hunger, thirst, shelter and sex.

(b) Safety needs; protection from danger and threat.

(c) Belongingness and love needs; acceptance, identification and affection.

(d) Esteem needs; success, self-respect and recognition, and

(e) Self actualisation needs; desire to be creative, the satisfaction of potentialities and self-fulfilment.[23]

---

23. Quoted from P.W. Betts op. cit. p. 108

In MUCAST, all the needs of the staff have not been satisfied. To win recognition, to feel successful in life, the staff want to earn high salaries like their counterparts in other sectors of the economy. They also want to own houses, and have better fringe benefit packages.

As W.F. Glueck has pointed out, employees leave their jobs when their needs are not being satisfied at their present place of work and when an alternative job becomes available which the employees believe will satisfy their needs.[24] As we have seen, some MUCAST staff have moved to the Civil Service, the Universities and other places which they think can satisfy all their needs.

The second reason was that the decision to transfer MUCAST to Ugbokolo was not popular among staff of the Institution. As a result, many have left the Institution in protest. Their movement away from the college has worsened the manpower situation.

As L.O. Obibuaku has cautioned, in making any changes, care should be taken not to disturb the group life of those affected.[25] The sudden change of MUCAST site from an urban centre to a rural area meant disturbing the life of the staff.

Having discussed the problem of manpower shortage in MUCAST in this chapter, attention will be focused on the evaluation of government policies designed to remedy the problems of manpower shortage in Nigeria.

---

24. W.F. Glueck: Personnel: A Diagnostic Approach (Revised Edition, Business Publication, Inc. Dallas Texas 1978) P. 741

25. Dr. L.O. Obibuaku, Lecture entitled "The Role of Management in Promoting Efficiency and Morale in Public Service", Olu Obodo officual Document No. 8 of 1973, Ministry of Establishment, Enugu, P. 138

CHAPTER FIVE

EXISTING POLICIES DESIGNED TO ARREST MANPOWER SHORTAGE

A. INTRODUCTION

"Following the recommendations of a commission set up in 1961 by the Federal Government under the chairmanship of Sir Eric Ashby, the N.E.C. approved the establishment of a manpower development agency for the purpose of assessing the country's manpower needs and formulating programmes for manpower development throughout the Federation on a continuing basis. The National Manpower Board came into existence in 1962 with its secretariat as part of the planning section of the Federal Ministry of Economic Development. Under its terms of reference, the Board's duties included the determination of the nation's manpower needs in all occupations; formulating, for the consideration of the N.E.C. and the governments of the Federation, programmes for manpower development through university expansion, training, scholarships, fellowships and other facilities; and coordinating the policies and activities of the Federal and Regional ministries primarily concerned with manpower problems. In effect, the Board was charged with the responsibility for finding solutions to the problems posed by the manpower shortages in the form of unsatisfied manpower requirements. ...."[1]

The composition of the National Manpower Board is national in character. It includes representatives of the universities, the Employers' Association and Trade Unions. In addition, there are state

---

1. Federal Republic of Nigeria. Second National Development Plan op. cit. pp. 7-8

units attached to State Ministries of Economic Planning. These units act as feedback agents to the Board.[2]

Since the establishment of the National Manpower Board, a number of policies were designed to solve the problem of manpower shortage. The main purpose of this chapter is to describe and analyse the major policies and identify the problems involved in the implementation of those policies.

B. STRENGTHENING OF EXISTING EDUCATIONAL FACILITIES AND ESTABLISHING NEW ONES

In order to meet the manpower needs of Nigeria's economy, one of the cardinal policies of the Governments of Nigeria since independence, has been to develop and expand education at all levels. The measures taken by the Governments range from extension of existing institutions to establishing new ones.[3]

With the expansion of existing institutions and the establishment of new ones, enrolment at all levels of Nigeria's educational system has increased phenominally. For instance, total primary school enrolment in Nigeria which stood at 2.8 million in 1980 rose to about 3.1 million by 1968.[4] By 1973, the figures had reached 4,746,808. In percentage terms, enrolment increased by 64 per cent between 1961 and 1973.[5] For the period 1978/79 to 1980/81, it was expected that

---

2. This is personal observation from the Minutes of the Board.
3. Ibid. pp. 237-238
4. Ibid. p. 235
5. Ibid. p. 237

enrolment would increase by a little over 3 million per annum while out-turn was to be approximately 1,200,000 per annum from 1979 to 1981."[6]

During the same period, considerable expansion has been recorded at post-primary level as well. For example, total enrolment in secondary schools which was 195,000 in 1980 rose to about 215,000 in 1968.[7] In 1973, it further rose to 448,904. In percentage terms, secondary school enrolment increased by 232 per cent between 1960 and 1973.[8]

With regard to higher education, noticeable expansion has also taken place. Experience has shown that a number of institutions of higher learning have been established in the country, within the last twenty years. In fact, there is no state in the Federation without at least one Advanced Teachers College and a College of Technology or Polytechnic. The number of universities grew from 2 in 1960 enrolling a total of 1,395 students, to 6 in 1973 enrolling about 23,175 students. In per centage terms, the figures represent increases of 200 per cent respectively.[9] With the establishment of more universities in the mid 1970's, and the expansion of the older ones, university enrolment rose to about 31,5000 in 1975/76 and further rose to 41,400 in the 1977/78 academic year, that is, at the average annual increase of approximately 5,900 during the period.[10]

---

6. Report of the Study of Manpower 1976-77 op. cit. P. 15
7. Second National Development Plan op. cit. p. 236
8. Third National Development Plan op. cit. p 237
9. Ibid.
10 Report of the Study of Manpower op. cit. p. 17

Projected university enrolment and out-turn distribution patterns for the period 1975-80 Third National Development Plan are shown in Tables 20 and 21.

TABLE 20

PROJECTED ENROLMENT IN NIGERIAN UNIVERSITIES BY COURSES

C O U R S E S	1975-76	1979-80
Business Administration	1,595	3,445
Social Sciences	3,045	5,830
Medicine & Other Paramedicals	3,625	7,420
Pharmacy	435	1,060
Engineering, Surveying and Environmental Design	3,045	5,030
Natural Sciences	4,350	9,830
Arts	1,740	2,650
Education (Science and Arts)	4,350	8,480
Mass Communication, Law and Others	1,450	2,120
TOTAL	29,000	53,000

SOURCE: THRID NATIONAL DEVELOPMENT PLAN 1976-80, VOL. I, P.386

TABLE 21

PROJECTED OUT-TURN FROM NIGERIAN UNIVERSITIES

COURSES	1975-1976	1978-1980	Total Out-turn 1975-76 1979-80
Business Administration, Commerce, Finance and Accounts	284	442	1,731
Economics and Other Social Sciences	592	920	3,605
Medicine, Dentistry, Nursing and Other Paramedicals	710	1,104	4,325
Engineering, Surveying & Environmental Design	569	884	3,462
Natural Science	282	1,215	3,759
Agricultural Science	237	368	1,443
Arts	474	736	2,884
Education	588	913	3,577
Mass Communication, Journalism, Law and Others	194	302	1,182
TOTAL	4,736	7,363	28,843

SOURCE: THIRD NATIONAL DEVELOPMENT PLAN 1975-80, P. 387

The data presented in Tables 20 and 21 are relevant to this study because universities are the main source of manpower for polytechnics and colleges of technology in Nigeria. In terms of enrolment in specific disciplines, the increase has been relatively slow in respect of most of the science-based courses, particularly, Engineering and related courses, while those of Arts and Education increased.[11]

Earlier, the National Manpower Board had advised that university student enrolment ratio in Science and Technology to Arts and the Humanities be fixed at 50:50 within the period 1970-74.[12]

Regretably, however, the Government did not accept the Board's expert advice on the grounds that "in the Nigerian context it will not be advisable to exceed a ratio of 60:40 in view of the acute shortage of high level managers and administrators.[13]

It is however, interesting to note that in 1980, the Federal Government announced its proposal to establish seven universities of technology in the country.[14] This appears to be a clear indication of the Government's realisation that Nigeria's manpower situation calls for an enrolment ratio in favour of the sciences and related subjects as the National Manpower Board had advised.

---

11. Ibid.

12. Second National Development Plan op. cit. P. 316

13. Ibid.

14. Progress Report of the National Manpower Board on the Fourth National Development Plan 1980-81 P. 17

Apart from colleges of technology and polytechnics, universities and advanced teachers colleges, other training institutions have been established with the sole aim of developing senior and intermediate level manpower. Such institutions include the Centre for Management Development, the Administrative Staff College and the Industrial Training Fund. In a collaborative effort, those institutions and other public and private agencies have intensified "efforts to increase their number and quality of managerial and supervisory manpower in the economy.[15]

C. SCHOLARSHIPS POLICY

Federal and state governments have programmes for the award of scholarships and granting loans tenable to students in various institutions of higher learning in the country, and the programmes are geared to meet the needs of the country in terms of the various levels of manpower.[16]

During the Third National Development Plan Period, it was further decided that scholarship programmes would be expanded and linked with technical assistance to encompass both formal and informal manpower development i.e. formal education and training and development.[17]

---

15. Third National Development Plan 1975-80 op. cit. P. 393
16. Second National Development Plan 1970-74 op. cit. P. 239
17. Third National Development Plan 1975-80 op. cit. P. 391

The Federal Government also negotiated with several "foreign governments, educational and training institutions and enterprises for package arrangements whereby specified training places could be made available for the education or training of Nigerians in specified areas of need".[18]

D. TECHNICAL ASSISTANCE POLICY

The Federal Government realised that the availability of expatriate personnel on technical assistance did not help to facilitate the mobility of trained manpower in the economy or the optimum realisation of Nigerian manpower. In most cases, no attempt was made by state governments and other public agencies seeking expatriates for employment to search for suitable Nigerians in the Nigerian labour market.[19] Public employers are required to:

(1) "explore the possibilities of the local labour market before resorting to technical assistance; and

(2) undertake more of their expatriates recruitment outside the framework of the technical assistance programmes and pay directly and in full for the services they hire."[20]

E. PROBLEMS OF IMPLEMENTATION OF POLICY

In spite of the rapid expansion in the education sector of Nigeria's economy since independence, there are vital problems affecting the development of skilled manpower in the country. The problems include low level of enrolment at the primary and post-primary school levels; a high drop-out rate in primary and secondary schools, shortage of competent teachers at all levels, shortage of hostel

---

18. Ibid.
19. Ibid.
20. Ibid.

accommodation for students particularly in the universities; inadequate exposure of secondary teachers to essential subjects such as science and mathematics which are basic to the enrolment for higher technological and scientific studies. This has resulted in too few students with qualifications in these subjects. This in turn has tended to limit enrolment for science and technological courses (which are crucial in meeting essential high-level manpower needs of the economy) in the universities.[21]

Another problem is that expansion in primary education, especially with the introduction of the Universal Primary Education (UPE), is not accompanied by an appropriate expansion in secondary education.[22]

Lastly, some states have more than enough personnel in some skills whereas others experience shortages in similar skills.[23]

Even the National Manpower Board and the Manpower Units attached to the states' Ministries of Economic Planning have been facing enormous problems. Foremost among these problems are: poor co-ordination among agencies charged with the responsibility of formulating and executing policies; inadequate information. The result is that estimates of manpower requirements are often based on guesswork of informed public servants.[24]

---

21. Second National Development Plan 1970-74 op. cit. pp. 236-7

22. Ibid. P. 237

23. Ibid.

24. Edwin Dean, Plan Implementation in Nigeria 1962-68 (Ibadan, Oxford University Press, 1972) P. 131

Worst of all, some public agencies do not give the Manpower Board or its agencies the desired co-operation. For instance, between January and June 1980, the Manpower Development Unit of the Ministry of Economic Planning in Benue State carried out a manpower survey of Benue State ministries, parastatals and institutions of higher learning. Questionnaires sent to a number of those organisations were not completed and returned to the manpower unit, and so when the report of the survey was released in June 1980, information relating to the manpower requirements of those non-responding organisations was omitted. It has therefore been difficult to get the exact manpower position to enable Nigeria plan properly.[25]

According to Edwin Dean, the very serious inadequacy of information which could be directly used in planning is a dominant theme of W.F. Stolper's book aptly titled, "Planning Without Facts".[26]

The problem of the National Manpower Board has been compounded by the uncooperative attitude of educational and training institutions which are supposed to furnish the Board with the necessary data regarding the manpower supply situation.[27]

Another problem confronting the Board and the units attached to state ministries of Economic Planning is that of poor staffing. This situation has prevented the Board from performing its functions efficiently and effectively. For instance, manpower surveys which are supposed to be carried out on a continuous basis have been carried out on adhoc basis.[28]

---

25. Report of the Manpower Utilization Survey in Benue State, June 1980 published by the Manpower Unit. Min. of Economic Planning, Makurdi. P. 3
26. E. Dean, op. cit. P. 17
27. Minutes of the 8th Meeting of the National Manpower Board.
28. Ibid.

F. SUMMARY AND CONCLUSION

For over twenty years now the governments of the Federation of Nigeria have been making conscious efforts to solve the problem of high level manpower shortage in the country. For instance, existing educational and training institutions have been expanded while new ones have been established. To enable a large number of people obtain higher education, financial assistance in the form of scholarships, bursaries or loans has been granted. States which experience shortage of qualified manpower have been encouraged to recruit qualified personnel from other states of the Federation which have more than enough in certain skills. If successfuly implemented, the policies would substantially help to increase the supply of the type of manpower needed by MUCAST. But since it takes a long time to train such highly qualified personnel, it is fairly obvious that the problem of manpower shortage in MUCAST may not improve significantly, except certain policy measures to be recommended in the next chapter, which is the concluding chapter, are accepted and implemented as suggested.

CHAPTER SIX

RECOMMENDATIONS, IMPLEMENTATIONS SUMMARY AND CONCLUSIONS

A. INTRODUCTION

In the preceding chapter, we examined the policies of the Governments of Nigeria relating to manpower development. The difficulties encountered in the process of executing those policies were also isolated. In this section, we will show how Nigeria could curb the problem of high level manpower shortage so that MUCAST would benefit from the resultant abundance of high level manpower. In addition, since increases in trained manpower in the local labour market may not necessarily change the manpower situation in MUCAST if some existing arrangements and practices for procuring and retaining a satisfactory and astisfied manpower in the Institution remain unaltered, it will be pertinent to also suggest desirable changes which will help in remedying its manpower situation.

The recommendations are as follows:

ESTABLISH NEW EDUCATIONAL AND TRAINING INSTITUTIONS AND EXPAND EXISTING ONES

The Government of the Federation, and particularly, that of Benue State should intensify their efforts at expanding existing educational and training institutions at all levels.

CORRECT IMBALANCES IN NIGERIA'S EDUCATIONAL SYSTEM

The present imbalances in the country's educational development should be corrected. Enrolment at secondary and post-secondary levels should be tailored to the manpower requirements of the economy. This is necessary if a situation where surpluses in some categories of manpower and shortages in others are to be avoided.

INTRODUCE FREE AND COMPULSORY EDUCATION AT ALL LEVELS

Primary education should not only be made free but compulsory. A law should be enacted for the purpose of prosecuting parents who may withdraw their children from school. Secondary and post-secondary education should be free. Automatic scholarship should be granted to all students in institutions of higher learning.

THE NEED FOR A NEW TECHNOLOGICAL EDUCATION POLICY

To ensure adequate supply of teaching staff in MUCAST and other similar institutions in Nigeria, a new technological education policy should be formulated. Technological teachers should be trained specifically to teach general skills and practices of technology. The upsurge in the demand for technological education in Nigeria can only be meaningfully executed if special technological teachers are produced in sufficient numbers and quality.

THE NEED FOR PROPER MANPOWER PLANNING

Proper manpower planning is absolutely necessary if Nigeria is to solve its present problem of manpower shortages in the face of a rapidly growing economy. To successfully do this, economic planning and educatiohal planning should not be done in isolation.

ENCOURAGING THE TEACHING OF MATHEMATICS AND SCIENCE SUBJECTS

The establishment of technological universities in Nigeria is a step in the right direction. But for those universities to get the necessary student input, the teaching of arithmetic and introductory aspects of science right from the primary school level is very necessary. In secondary schools too, emphasis should be placed in the teaching of Mathematics and Science subjects.

THE NEED FOR AN OPEN DOOR EMPLOYMENT POLICY

The Federal Government policy relating to technical assistance is very clear. MUCAST authorities should adhere to this policy. The dearth of manpower in the Institution demands that there should be an open-door employment policy regardless of applicants' states of origin.

RECRUITMENT OF EXPATRIATES

As a temporary measure, MUCAST should recruit expatriates from abroad. This power to recruit personnel has already been conferred on the Council of the Institution by the Edict establishing it. There is no reason why the Benue State Government should interfere in this aspect of the management of the Institution.

THE NEED FOR A NEW POLICY ON STUDENT ACCOMMODATION

A new policy on student accommodation in Nigerian educational institutions should be adopted. The new policy should aim at deboarding all post-primary and post secondary institutions. This is necessary because experience has shown that one major constraint which has helped to impose severe limitation on

admission of students into some institutions of higher learning in Nigeria is accommodation of students. The experiment with the off-campus students may prove successful if educational institutions are located near urban centres so that off-campus students could get enough houses to rent.

REVIEW THE EXISTING CONDITIONS OF SERVICE

To attract and retain staff in MUCAST, the conditions of service of the staff should be considerably improved and aligned with those obtaining in comparable employment in other sectors of the economy. Specifically, there should be uniform salary structure for staff of Nigerian universities, polytechnics and colleges of technology. Moreover, salaries and fringe benefits of staff of institutions of higher learning in Nigeria should be more attractive than those in other sectors of the public service so that people will prefer working in those institutions.

THE NEED TO SPEED UP RECRUITMENT PROCESS IN MUCAST

The long recruitment procedure in MUCAST should be considerably curtailed so that the institution would not lose potential employees to other employers who are faster in their recruitment process.

MAINTAINING TWO CAMPUSES

In order to arrest the on-going manpower drain, MUCAST should have two campuses, one in Makurdi and one in Ugbokolo. Efforts should be made to encourage those staff in Ugbokolo to remain. For example, rural allowance should be paid to the staff while

the Government should try to provide certain social amenities like water and electricity in the village.

ADHERING TO EXISTING PROMOTION POLICY

To further reduce frustration in MUCAST, the authorities of the institution should adhere strictly to the promotion policy which places emphasis on both merit and seniority. In fact, the overriding consideration consideration should be merit and not seniority. Promotion of staff should be as fast as possible in the light of performance. It is absolutely necessary that the performance of staff be thoroughly evaluated.

PROVISION OF ESSENTIAL WELFARE SERVICES

Social amenities such as staff club and a canteen should be provided on both campuses of MUCAST. Fans or airconditioners should be provided in all offices.

GRANT LOANS TO STAFF

The staff of MUCAST, like their counterparts in the mainstream of the Benue State Civil Service, should be granted housing loans and even loans to purchase colour television sets.

ANNUAL LEAVE

It is desirable that the staff of MUCAST should both for rest and recuperation as well as for efficiency, be allowed to take their leave every year.

CO-OPERATION WITH MANPOWER AGENCIES

Educational and training institutions should fully co-operate with the National Manpower Board and its agencies in the state by supplying them with the necessary data when requested to do so.

B. IMPLEMENTATION

In this section, we will suggest how the policy recommendations highlighted in the preceding section will be implemented. In doing this, we shall describe the role to be played by the following bodies in the implementation of those recommendations: The National Manpower Board and the Manpower Unit of the Benue State Ministry of Economic Planning, the Federal and Benue State Governments; the National Universities Commission and MUCAST.

(a) The National Manpower Board and the Manpower Unit of the Benue State Ministry of Economic Planning

Both the National Manpower Board and the Manpower Units of the Benue State Ministry of Economic Planning should endeavour to recruit adequate manpower experts in order to be able to carry out manpower surveys of MUCAST and other public sectors on a regular basis. Such regular manpower surveys will help determine the specific manpower requirements of MUCAST.

Our manpower agencies should endeavour to have an up-to-date data on the manpower supply and demand situation in Nigeria so that they will be able to advise the governments on how they should tailor enrolments at the various levels of education to the manpower needs of the economy.

(b) The Role of the Federal and Benue State Governments

Since the introduction of the Universal Primary Education (UPE), education at primary school level has been free throughout the Federation but in Benue State, it has not yet been made compulsory. The Benue State Government should ensure that it is made compulsory and parents who may withdraw their children for any reason are prosecuted. The Federal Government should ensure that adequate financial support is given to the Benue State Government to finance its educational programmes and projects. Automatic scholarships should be given to Benue State students in all institutions of higher learning.

Since most of the courses offered in MUCAST are science-based, efforts should be made by the Government to encourage the teaching of Mathematics and Science-subjects in Primary schools of Benue State. Enough mathematics and science teachers should be produced in the existing advanced teachers colleges of education.

The products of these institutions will then teach Mathematics and science subjects in primary schools. It is interesting to note that Benue State has already established a number of special science secondary schools. These science schools will only get enough students if the teaching of mathematics and science subjects is encouraged right from the primary school level. Here again, Federal financial assistance to the Benue State Government is necessary.

Both the Federal Ministry of Education and its state counterpart must ensure that educational institutions cooperate fully with the National Manpower Board and its agencies each time a manpower survey exercise is carried out. Such cooperation will enable the manpower agencies to have an up-to-date data on the manpower situation in Nigeria in general and Benue State in particular.

Both the Federal and the State Governments should involve members of the National Manpower Board and the staff of the State Manpower Unit of the Ministry of Economic Planning respectively when taking decisions about scholarship.

A Presidential commission should be set up to review conditions of service of technological institutions in the country with a view to harmonising them with those of the universities.

The Benue State Government should review its decision to move MUCAST completely away from Makurdi. The Institution should maintain two campuses, one in Makurdi and the other in Ugbokolo with the former as the main campus. Efforts should be made by the Government to provide pipe borne water and electricity at the Ugbokolo campus. A sum to be determined by the Government should be paid to the staff at Ugbokolo as rural area allowance.

The Benue State Government should allow MUCAST authorities to to go abroad and recruit the type of manpower that is not available in the local labour market.

The Benue State Government should de-emphasise boarding schools in the state.

(c) The National Universities Commission (N.U.C.)

The NUC should direct some of the existing universities in the country to start a new teacher education programme that will lead to the award of the Bachelor, Master and doctorate degree in technical education. The programme should be run jointly by the faculties of Education, Engineering, Management and other related faculties. Such a programme will no doubt help in meeting the academic staff needs of MUCAST and other comparable institutions in the country.

The NUC should also direct the universities in the country to de-emphasise on-campus accommodation so that more attention could be paid to the expansion of classrooms and other facilities. With adequate classroom accommodation, it will be easy to admit more students for courses most needed by the economy.

(d) The Role of MUCAST

The authorities of MUCAST have a crucial role to play in the procurement and retention of manpower. The roles they should play are as follows:

A new Chairman of the APDAC should be appointed. He should be one of the present members residing within Benue State. Such a person could be called any time it becomes necessary, to convene a meeting of the Committee for the purpose of making appointments. The aim is to help speed up the procedure for recruiting staff. In addition, the Senior Staff Selection Committee should be scrapped and its present members absorbed in the APDAC.

MUCAST employment forms should be sent to universities, other training institutions and Civil Service Commissions of the various states of the Federation.

Final year students of Nigerian universities should be interviewed in their various institutions by MUCAST authorities. Those that may be found appointable should be given letters of appointment long before they complete their NYSC assignments so that they may not look for appointment elsewhere.

Personnel policies and practices in MUCAST should be such as to attract and retain manpower. For instance, the overriding consideration for promotion should be merit essentially. To determine the productivity of academic staff for promotion purposes, questionnaires should be developed and distributed to students, for them to complete at the end of each term. Students should evaluate the teaching techniques of their teachers as they students had observed. The evaluation should focus mainly on skill in presentation, ability to stimulate, capacity for co-operation with students and effective supervision of students research work. It is necessary to point out at this juncture that if the majority of the brilliant students and a reasonable number of the less brilliant ones rate their teacher low, it is highly probable that the assessment was properly done. But if the majority of the less brilliant ones rate him high, it is possible that the opinions of the former were biased by their lack of success in the class.

In addition, heads of academic departments should use student examination results to determine the efficiency and effectiveness of academic staff. In doing this care should be taken to prevent examination leakage.

Fans and airconditioners should be provided in the staff offices. A staff club should also be provided in each of the two campuses. MUCAST authorities should negotiated with the Benue State Government or commercial banks with a view to granting housing loan and television loan to their staff; and staff should be allowed to proceed on leave annually. These are some of the incentives that will help the Institution to attract and retain staff.

C. SUMMARY OF THE STUDY

In this study of manpower problems and prospects in MUCAST, Makurdi, the author started with a description of the Institution. The history of MUCAST dates back to 1976 when the Benue State Government promulgated Edict Number 13 establishing the Institution.

MUCAST has made rapid strides since its inception. For instance, student population has grown phenominally. Unfortunately, however, this rapid growth in student enrolment has not been accompanied by a corresponding increase in the number of non-academic staff and more impotantly, academic staff.

The extent of manpower shortages in the Institution, and the major factors responsible for the shortages have been identified in the study. However, for the purpose of making adequate recommendations for the solution to the problem, we will in this

section summarise the extent of shortage of manpower in MUCAST and the factors responsible for the shortage.

As regards academic staff, vacancy rates ranged from 33.33 per cent in the Departments of General Studies and Science Technology to 90 per cent in the Department of Civil Engineering. Vacant posts ranged from Assistant Lecturerships in several disciplines including Agricultural Extension, Farm Management, Agronomy, Animal Science, Farm Mechanization, Agricultural Education, Accounting, Commercial Law, Marketing, Electronics and Communications, Air Conditioning and Refrigeration, Sociology, Industrial Psychology, English, Geology, Plant Engineering, Catering and Hotel Management, Physics, Chemistry, Biology, Ceramics and Textile Design while several courses such as Surveying and Architecture could not be offered owing to lack of manpower.

As regards non-academic staff, vacancy rates ranged from 23.8 per cent in the Registry Department to 75 per cent in the Estate Department. Vacant posts ranged from Administrative Officers, Medical personnel (i.e. Doctor, Nurses and Midwives), various categories of Engineers, Accountants and an Auditor, to Librarians of various grades.

This study reveals that one of the major factors responsible for the shortage of manpower in MUCAST is the scarcity of qualified high level manpower in the Nigerian labour market in general and in Benue State in particular. This scarcity of high level manpower is attributable to a number of factors. In the first place, there has been an imbalance in the pattern in the various levels of Nigeria's educational development perhaps owing to inadequate co-ordination in the past. Thus while 90 per cent of students

enrolled in formal school system are in primary schools, only 10 per cent are in other two levels (Secondary and higher education). This meant that the second level of education could provide neither adequate opportunities for the products of the primary schools nor suitable input for higher education. This situation has also ensured that the educational system in Nigeria remains unable to meet the high level manpower needs of the economy.

Other problems which have constituted bottlenecks to high level manpower development programmes include low level of enrolment at all levels, shortage of teaching staff and inadequate accommodation for students particularly in institutions of higher learning.

Apart from the general shortage of qualified manpower which Nigeria has been experiencing, there are other factors which have contributed immensely to the shortage of manpower in MUCAST. One of those contributary factors is the poor conditions of service in the Institution. Partly as a result of this very few people apply for employment to the Institution. What is more, for a similar reason, there has been considerable turnover of staff from the Institution.

Another contributory factor is the recruitment practice of MUCAST. For instance, the authorities of the Institution have not explored the possibilities of procuring staff from outside the Benue State. In fact, contrary to Federal Government policy, while the employment policy of the Institution is not discriminatory, in practice, there has been some element of discrimination against non-indigenes of Benue State. In addition, the procedure adopted by MUCAST for procuring staff has been so slow that it often loses

potential e yees to other employers. This is not desirable in a situation where there is keen competition for the very limited trained manpower.

The refusal of the Benue State Government to grant MUCAST authorities permission to go abroad and recruit manpower that is not available in Nigerian labour market is another contributory factor to the continuing manpower shortage in the Institution.

The last but not the least contributory factor is the unpopularity of the recent decision of the Benue State Government to transfer MUCAST from its original site in Makurdi, an urban centre with most of the modern infrastructural and social amenities, to Ugbokolo, a rural area with no social amenities of any kind. The unpopularity of that decision has resulted in a steady drift of manpower from the Institution, thus worsening the manpower situation.

D. CONCLUSION

It is the author's conviction that, for the problem of high level manpower shortage in MUCAST to be solved, the Federal and the State Governments, the National Manpower Board must play the roles suggested in this concluding chapter. In addition, MUCAST must be prepared to change some of its existing arrangements and practices relating to manpower procurement and retention as also suggested in this chapter.

APPENDIX 'A'

INTERVIEW GUIDE FORMAT

(FOR RECTOR AND THE REGISTRAR)

1. What are the major manpower problems facing MUCAST?
2. What are the main areas of shortages in MUCAST and what are the main reasons for the shortages?
3. Why has it been difficult to hold APDAC meetings regularly?

(FOR HEADS OF DEPARTMENTS)

1. Do you agree that there has been shortage of senior staff in your Department?
2. If the answer to Question 1. above is 'Yes', how long has the Department been experiencing the shortage?
3. Where do you have the vacancies?
4. What is the existing staff strength?
5. What is the forecast for 1984?
6. What do you think is responsible for the shortage of manpower?
   (a) Lack of qualified personnel in Nigeria generally.
   (b) Unattractive conditions of service e.g. low salary ceiling for MUCAST staff.
   (c) Slow recruitment process in MUCAST resulting in loss of qualified persons to other employers who are faster in their recruitment process.
   (d) MUCAST not allowed to embark on overseas recruitment tour.
   (e) Manpower drain from MUCAST to other organisations
   (f) The College is discriminatory in its recruitment practice.
7. What are the effects of academic staff shortage in MUCAST?
   (a) Working overload
   (b) Lack of time to engage in research work.
   (c) Discontinued some courses earlier offered.
   (d) Sometimes unable to release staff for further training.
   (e) Unable to introduce new courses.

8. What are the effects of shortage of non-academic staff?

FOR PAST ACADEMIC STAFF

1. Why did you leave the service of MUCAST?

S T A T E M E N T	Very Important	Important	Important
(a) Low salary bar			
(b) Transfer of MUCAST to Ugbokolo, a rural area			
(c) Non-granting of housing loans to staff			
(d) Hatred of promotion policy based on seniority rather than merit			
(e) Lack of staff club and staff canteen			
(f) Reduction of senior staff leave period and leave grant			
(g) Poor administration			

(FOR PRESENT STAFF)

1. Would you like to leave MUCAST service if you have the opportunity?

YES: _____ NO: _____

2. If your answer to Question 1. above is YES. why would you like to leave MUCAST service?

Statement	Very Important	Important	Unimportant
(a) Low salary bar for MUCAST staff			
(b) Non-granting of housing and television loan to MUCAST staff			
(c) Transfer of MUCAST to Ugbokolo, a rural area			
(d) Unacceptability of a practice where promotion is based on seniority rather than merit			
(e) Lack of a staff club and a canteen			
(f) Reduction of senior staff leave grant and leave period			

(THE OFFICIAL IN CHARGE OF HIGHER EDUCATION MATTERS, MINISTRY OF EDUCATION, MAKURDI)

1. What prompted the Benue State State Government to transfer MUCAST from Makurdi to Ugbokolo?

2. Why has the Benue State Government been reluctant to allow MUCAST authorities to travel abroad to recruit manpower which they have not been able to recruit locally?

(OFFICIAL IN THE OFFICE OF THE HEAD OF SERVICE, MAKURDI)

1. Is it true that the Benue State Government has been granting loans to civil servants to build their own houses and to purchase colour television sets?

2. Is it true that the State Government has built a staff club for Civil Servants? If so where is it located?

APPENDIX 'B'

ESTABLISHED POSTS AND GRADE LEVELS

SN.	P O S T S	EXISTING GRADE LEVEL
1.	Rector	16
2.	Registrar	15
3.	Bursar	15
4.	Director of Medical Services	15
5.	Librarian	15
6.	Chief Director of Works Services	15
7.	Senior Principal Lecturer	15
8.	Deputy Registrar	14
9.	Chief Accountant	14
10.	Deputy Director of Medical Services	14
11.	Principal Lecturer	14
12.	Chief Instructor/Tutor	14
13.	Deputy Chief Librarian	14
14.	Chief Engineer	14
15.	Principal Assistant Registrar	13
16.	Chief Technical Officer	13
17.	Assistant Chief Librarian	13
18.	Senior Lecturer	13
19.	Principal Medical Officer	13
20.	Assistant Chief Engineer	13
21.	Senior Assistant Registrar	12
22.	Chief Technician/Asst. Chief Technical Officer ..	12
23.	Principal Librarian	12
24.	Principal Accountant	12
25.	Senior Medical Officer	12

SN.	P O S T S	EXISTING GRADE LEVEL
26.	Lecturer I	12
27.	Principal Engineer	12
28.	Principal Executive Officer I	11
29.	Principal Instructor/Tutor	11
30.	Principal Technical Officer	11
31.	Senior Librarian	10
32.	Assistant Registrar	10
33.	Medical Officer I	10
34.	Lecturer II	10
35.	Principal Technical Officer	10
36.	Senior Instructor	10
37.	Senior Accountant	10
38.	Principal Executive Officer II	10
39.	Senior Engineer	10
40.	Personal Secretary I	10
41.	Administrative Officer I	09
42.	Accountant I	09
43.	Lecturer III	09
44.	Engineer I	09
45.	Medical Officer II	09
46.	Instructor/Tutor I	09
47.	Senior Nursing Supt/Sister	09
48.	Senior Catering Officer	09
49.	Personal Secretary II	09
50.	Maintenance Officer I	09
51.	Senior Executive Officer	09
52.	Senior Library Officer	09
53.	Senior Sports Coach	09

KASHIM IBR ... LIBRARY
RECEIVED
12 APR 1984
ZARIA-NIGERIA
Ahmadu Bello University

290069

SN.	P O S T S	EXISTING GRADE LEVEL
54.	Senior Stores Officer	09
55.	Librarian Grade I	09
56.	Senior Technical Officer/Tech	09
57.	Administrative Officer II	08
58.	Librarian Grade II	08
59.	Higher Executive Officer	08
60.	Accountant II	08
61.	Higher Library Officer	08
62.	Engineer II	08
63.	Higher Stores Officer	08
64.	Higher Tech. Officer/Technician	08
65.	Nursing Supt./Sister	08
66.	Confidential Secretary I	08
67.	Instructor/Tutor II	08
68.	Maintenance Officer II	08
69.	Halls Officer/Matron	08
70.	Assistant Lecturer I	08
71.	Catering Officer	08
72.	Executive Officer	07
73.	Stores Officer	07
74.	Works Supt. (Building)	07
75.	Works Supt. (Mech., Elect.)	07
76.	Assistant Halls Officer	07
77.	Library Officer	07
78.	Staff Nurse/Midwife	07
79.	Confidential Secretary II	07
80.	Assistant Lecturer II	07

SOURCE: NATIONAL BOARD FOR TECHNICAL EDUCATION, KADUNA.

APPENDIX 'C'

(COPY)

CIRCULAR NO. 1/1977

Ref. No.S/ADM/LEV/6/13
Ministry of Establishments
and Service Matters,
P.M.B. 2102, Makurdi

2nd February 1977

The Secretary to the Military
Government,
Military Governor's Office
Makurdi

The Principal Private Secretary,
to the Military Governor,
Government House, Makurdi

All Permanent Secretaries and
Heads of Departments,

All General Managers of
Parastatals, Benue State.

VACATION LEAVE FOR PUBLIC OFFICERS

I have to inform you that the Benue State Government has decided that with effect from 1st January 1977, the maximum leave entitlement for the Public Sector should be as follows:-

(a)

Salary Grade Levels	Leave Per Annum
Grade Levels 08 and above	30 days
Grade Levels 04 - 07	21 days
Grade Levels 01 - 03	14 days

(b) There is no provision for additional days as travelling time and leave periods include Saturdays and Sundays and Public Holidays.

(c) The annual vacation leave is compulsory. No officer should be required, or allowed, to take working leave, whereby the officer reports for duty during his approved leave period. All public officers must therefore take and exhaust their vacation leave within the calendar year in which such leave is earned. Any period of vacation leave which is not so exhausted shall be regarded as having been forfeited.

2. These revised leave rates supersede those existing in Chapter 15 of the Civil Service Rules as amended by this Ministry's Circular No. 8/1976 (No. S/ADM/ALL/1/92) of 18th June, 1976 in respect of all categories of public servants. The pro-rata leave calculation is as indicated below:-

Leave Earning Period	Pro-Rata Leave in Days		
	30 days per annum	21 days per annum	14 days per annum
12 months	30	21	14
11 "	28	19	13
10 "	25	18	12
9 "	23	16	11
8 "	20	14	9
7 "	18	13	8
6 "	15	11	7
5 "	13	9	6
4 "	10	7	5
3 "	8	6	4
2 "	.5	4	3
1 month	3	2	1

3. Artisans who are regularly employed may be granted leave of full pay each calendar year except the calendar year in which they a are first employed on the following scale:

Senior Artisans on ₦4.24 and above	- 21 days
Artisans on ₦3.46 and above	- 21 days
Artisans earning less than ₦3.46	- 14 days

4. All daily-rated staff who are regularly employed for at least six months may be granted fourteen days leave on full pay each calendar year except the calendar year in which they are first employed.

5. Any leave granted but not spent before 31st December, 1976 or any deferred leave which stands to an officer's credit at that date will be frozen till the officer is due to retire, when he will take the frozen leave together with his pre-retirement leave, provided that he retires in pensionable circumstances.

'Sgd'
Ag. Permanent Secretary

APPENDIX 'D'

Circular No. 21/1980

Ref. No.S/ADM/ALL/I
Civil Service Secretariat
Establishment Department
P.M.B. 2102, Makurdi

1st August, 1980

The Principal Private Secretary
to the Governor,

The Clerk to the State House of
Assembly,

All Permanent Secretaries and
Heads of Extra-Ministerial
Departments, Makurdi

All Chief Executives,
Benue State Parastatals,

All Secretaries to Local Governments

All Secretaries to Gubernatorial
Liason Officers.

REVISION OF SOME FRINGE BENEFITS

The Benue State Government has reviewed some of the fringe benefits enjoyed by Public Servants and has approved that with effect from 1st April, 1980, the following should apply:-

(i) Rent Supplement

The revised rates of annual Rent Supplement are as follows:-

Grade	Annual Rates
Officers on Grade Level 15 and above	- ₦972
" " " " 10 - 14	- ₦660
" " " " 08 - 09	- ₦528
Officers on Grade Level 07 who are normally entitled to government quarters in accordance with CRS. 14211 as revised by Establishments Circular letter No. B.E63304/Vol.V/848 of 20th January, 1979 and cannot be allocated	- ₦480
Officers on Grade Level 07	- ₦360
Officers on Grade Level 05 - 06	- ₦240
" " " " 03 - 04	- ₦180
" " " " 01 - 02	- ₦120

(ii) Leave Transport Grant

The following dual rates of leave transport grant are now applicable:-

Grade	Married Male	Single Male & all Female Staff
Grade Levels 08 and above	₦192	₦96
" " 04 - 07	₦160	₦80
" " 01 - 03	₦128	₦64

(iii) Incidental Expenses Allowance

This allowance has been increased from ₦2 per night for officers on Grade Levels 07 and above as follows:

Officers on Grade Levels 16 - 17 - ₦5
" " " " 13 - 15 - ₦3
" " " " 07 - 12 - ₦2

(iv) Transport Allowance

A flat rate of ₦10 per month transport allowance is approved for officers on Grade Levels 01 - 06 irrespective of whether or not an employee obtains a loan to purchase a vehicle.

2. This circular supersedes all other circulars on any of these fringe benefits.

'Sgd'

for: Head of Civil Service
Benue State

APPENDIX 'E'

SUBJECT AREAS IN WHICH ACADEMIC STAFF ARE MOST NEEDED IN MUCAST, MAKURDI

(a) Department of Agriculture

i. Agronomy
ii. Animal Science
iii. Farm Mechanisation
iv. Farm Management
v. Soil Science
vi. Agricultural Extension
vii. Agricultural Education

(b) Departments of Engineering

i. Heavy Current
ii. Electronics and Communications
iii. Computer Science
iv. Airconditioning and Refrigeration
v. Quantity Survey
vi. Heavy Duty Machine
vii. Building Service
viii. Plant Engineering
ix. Power Engineering

(c) Department of Business & Administrative Studies

i. Accounting
ii. Law (especially Commercial law)
iii. Marketing
iv. Secretarial Studies

(d) Department of General Studies

i. English Language
ii. Psychology
iii. Sociology

(e) Department of Catering & Hotel Management

All courses offered by the Department

(f) Department of Science Technology

i. Physics
ii. Electronics
iii. Mathematics
iv. Biochemistry

SOURCE: ESTABLISHMENT DIVISION, MUCAST, MAKURDI

SELECTED BIBLIOGRAPHY

A. BOOKS

1. Adamolekun, L and Gboyega, A. (1979) Leading Issues in Nigerian Public Service, Ife, University of Ife Press

2. Adu, L.A.(1969), The Civil Service in Commonwealth Africa: Development and Transition, London George Allen and Unwin Ltd.,

3. Betts, P.W. (1975), Personnel Management, The Chaucer Press Ltd. Bungay, Suffolk

4. Blang, M. (ed),(1968), Economics of Education, Middlesex Books Ltd.

5. Bartholomew, D.J. (ed), (1976), Manpower Planning, Penguin Modern Management Readings. General Editor, D.S. Pugh.

6. Becker, G.S. (1975), Human Capital: A Theoretical and Empirical Analysis, with Special Reference to Education, Second Edition, published by National Bureau of Economic Research, New York.

7. Chruden, H.J. and Shreman, A.W. (1969), Personnel Management, Third Edition, Cincinnati, South Western Publishing Company, Inc.

8. Cuming, M. (1972), The Theory and Practice of Management, Second Edition, Heinemann, London.

9. Gandet, F.J. (1960) Labour Turnover Calculation and Cost, Research Study No. 39, New York, American Management Association.

10. Glueck, W.F. (1978), Personnel: A Diognostic Approach, Revised Edition, Business Publication Inc. Dallas, Texas.

11. Herbert, Simon, (1957), Administrative Behaviour, MacMillan, New York.

12. Herzberg, F. (1959), The Motivation to Work, Second Edition, John Wiley and Sons.

13. Kumo., S. and Eze, F., Perspective in Human Resources Development and Utilization in Nigeria, Published by the Department of Research and Consultancy. Institute of Administration, Ahmadu Bello University, Zaria.

14. Lipton, M.(1977), Why People Stay Poor, Temple Smith

15. Lynch J. James (1972), Making Manpower Effective, Revised Edition, Parts I & II, Pan Books Ltd. London 1968.

16. Mark Ingraham, (1968) The Compensation and Working Conditions of the College and University, Published by Milwaukee, London

17. McGregor, D. (1960), The Human Side of Enterprise, McGraw-Hill, New York.

18. Ordiorne, G.S. (1971), Personnel Administration by Objectives, Richard I. Irwin Inc. Homewood Illinios 660430, Irwin Dosey.

19. Okafor, Nduka (1971), The Development of Universities in Nigeria, Longmann, London.

20. Olayide, S.O. (1976), Economic Survey of Nigeria, 1960-75, Aramolaran Publishing Company, Ibadan, Nigeria.

21. Paine, F.T. and Naumes, W. (1978), Organisational Strategy and Policy, Second Edition W.B.Saunders Company, Philadelphia, London, Toronto.

22. Richardson, E.B. (1970), Labour urnover Handbook, London

23. Robinson, Eric, E. (1970), The New Polytechnics, London

24. Ubeku, A.K., (1975), Personnel Management, Nigerian Ethiope Publishing Co. Benin City, Nigeria

25. Williams, M.R. (1972), Performance Appraisal In Management, Heinemann, London

26. William, R.L. (1965), Administration of Academic Affairs in Higher Education, Ann Arbor: The University of Michigan Press.

27. Wandara, A. (1977), African University Development. Ravan Press Johannesburg,

B. JOURNALS, NEWSPAPERS AND MAGAZINES

28. Benue State In Brief: Published by the Information Division, Governor's Office, Makurdi, 1981

29. British Institute of Management (B.I.M.), The Cost of Labour Turnover. George Berridge and Co. Ltd.

30. Daily Times, February 16, 1979

31. Federal Republic of Nigeria, First National Development Plan 1962-68, Federal Ministry of Information Lagos, 1962

32. Federal Republic of Nigeria, Second National Development Plan, 1970-74, Federal Ministry of Information, Lagos, 1970

33. Federal Repubublic of Nigeria, Third National Development Plan 1975-80, The Central Planning Office, Federal Ministry of Economic Development 1975, Lagos.

34. MUCAST Regulations and Conditions of Service, published in September 1976.

35. MUCAST News Bulletin

36. MUCAST Prospectus, 1980/81

37. New Nigerian, August 12, 1981

38. Olu Obodo: Official Document Number 8 of 1973, Ministry of Establishment, Enugu.

39. Planning and Plan Implementation. Proceedings of a Seminar held at Ilorin in Kwara State from 9-13th August, 1970, Centre for Social and Economic Research, Ahmadu Bello University, Zaria.

40. Recurrent and Capital Expenditure of Benue State of Nigeria, 1976-77, Government Printer, Kaduna

41. The Bureaucrat, Volume 7, Number 2, April-June 1979, Bendel Newspapers Corporation, Benin,

C. REPORTS

42. Report on Manpower Utilization Survey of Ministries, Departments and Parastatals of Benue State, June 1980, Manpower Development Unit, Ministry of Economic Planning, Makurdi,

43. Report of the Study of Nigeria's Manpower Requirements, 1977, National Manpower Board, Federal Ministry of Economic Development, Lagos.

44. Progress Report on the Preparation of the Fourth National Development Plan, National Manpower Board, Lagos, 1981.

45. Report of A Meeting of Heads of African Higher Education, International Association of Universit ies Paris, 1964.

46. Government Views and Decisions on the Report of Inquiry into Students Disturbances of 3rd and 4th February, 1981, at MuCAST, Makurdi

47. Government Views on the Report of the Public Service Review Panel, September 1975, Federal Ministry of Information, 1975, Lagos.

48. Public Service Review Report on Gradings and Pay, Vol. III 1972-74, Federal Ministry of Information, Lagos.

D. MIMEOGRAPHS

49. Rector's Report to the MUCAST Council Meeting held in April, 1980

50. Speech Delivered by Dr. Edwin Ogbu, Chairman of MUCAST Council, On the occasion of the official opening of MUCAST on 14th July, 1977.

E. FILES

51. MUCAST File R/MCT/GEN/19 Vols. I & II

52 MUCAST File R/MCT/CONG/15

53. MUCAST File R/MCT/1/02

54. MUCAST File R/MCT/COM/03

55. MUCAST File R/MCT/GEN/23

56. MUCAST File R/MCT/PF/121

57. MUCAST File R/MCT/EST/52

58. MUCAST File R/MCT/EST/20