

**EVALUATION OF THE EFFECTIVENESS OF THE  
COLLEGIATE SYSTEM OF ADMINISTRATION IN  
COLLEGES OF MEDICINE IN NIGERIAN FEDERAL  
UNIVERSITIES**

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## CERTIFICATION

I certify that this research work was carried out by **ITAKPE, Matthew Akheafe** in the Department of Adult Education, University of Ibadan under my supervision.

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## **DEDICATION**

This research work is dedicated to the TRINITY - God the Father, God the Son and God the Holy Spirit, who provided, guided and saw me through the very rough road of self-actualization in the completion of this study.

May the name of the TRINITY be praised for ever and ever, Amen.

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## ABSTRACT

The collegiate system of administration was introduced into the Nigerian university system to ensure synchronization, decentralization and democratization of operations and devolution of powers. It is expected to aid the process of decision making and implementation as against the bureaucratic problems associated with the faculty system of administration. In spite of these advantages, the collegiate system in Nigeria universities is practised only in the colleges of medicine. Even in these colleges, little priority has been given to independent assessment of the system. This study, therefore, evaluated the effectiveness of the collegiate system of administration in Colleges of Medicine in Nigerian Federal Universities.

The study adopted survey research design. Two thousand, two hundred and twenty-eight respondents consisting of 385 management, 748 academic, and 1095 non-academic members of staff were selected using stratified random sampling technique from the Universities of Ibadan, Benin and Nsukka. Collegiate System of Administration Assessment Scale with six sub-scales: Decentralisation, Devolution of Powers and Delegation Scale ( $r = 0.73$ ), Decision making and Implementation Scale ( $r = 0.69$ ), University Image Scale ( $r = 0.82$ ), Expansion of Scale of Operations Scale ( $r = 0.88$ ), Coordination and Cross- Fertilisation of Disciplines Scale ( $r = 0.91$ ) and Assessment of Resources Requirements Scale ( $r = 0.78$ ), was used. These were complemented with nine Key Informant Interview (KII) sessions with the sampled staff. Five research questions were raised and answered. Quantitative/qualitative data were analyzed using chi square and content analysis respectively.

A high percentage of respondents were of the opinion that collegiate system of administration was effective for decentralization of university operations (85%), devolution of powers (83%) and delegation of authority and responsibility (82%). Acceleration of the process of decision making and implementation accounted for (84%) coordination and cross fertilization of related disciplines (84%) and realization of the academic objectives of the universities (86%). Among the three colleges sampled, respondents from the College of Medicine, University of Ibadan were most favourably disposed to the collegiate system of administration in terms of decentralization of university operations ( $\chi^2 = 28.41$ ,  $df = 6$   $p < 0.05$ ) devolution of powers ( $\chi^2 = 13.42$ ,  $df = 6$   $p < 0.05$ ), acceleration of the process of decision making and implementation ( $\chi^2 = 14.72$   $df = 6$   $p < 0.05$ ). The KII showed that the respondents, generally, were favourably disposed to collegiate system of administrations. Moreover, they were of the opinion that the system had impacted positively on the administration of colleges of medicine in Nigerian federal universities but that there is evidence of lack of proper understanding of the rules guiding the system.

The collegiate system positively enhanced the decision making and implementation, decentralization, devolution of powers, delegation of authority, cross-fertilization of disciplines, images of universities and their colleges of medicine and the expansion of scale of their operations. Therefore, Government and the university management should ensure that every arm of the federal universities in Nigeria embrace the use of the collegiate system of administration, while the training and retraining of staff should be vigorously pursued to ensure proper effectiveness of the system.

**Key words:** Collegiate system, Nigerian University Administration, Colleges of Medicine

**Word count:** 496

## TABLE OF CONTENTS

	<i>Pages</i>
Title page . . . . .	i
Certification . . . . .	ii
Dedication . . . . .	iii
Acknowledgments . . . . .	iv-v
Abstract . . . . .	vi
Table of contents . . . . .	vii-ix
List of figures . . . . .	x
List of tables . . . . .	xi-xii

### **CHAPTER ONE: INTRODUCTION**

1.1 Background to the study . . . . .	1
1.2 Statement of the problem . . . . .	8
1.3 Objectives of the study . . . . .	9
1.4 Research questions. . . . .	10
1.5 Significance of the study . . . . .	11
1.6 Scope of the study . . . . .	11
1.7 Operational definitions of terms . . . . .	12

### **CHAPTER TWO: REVIEW OF RELATED LITERATURE AND MODELS**

2.0 Introduction . . . . .	14
2.1 Review of related literature. . . . .	14
2.1.1 The concept of organizational efficiency and effectiveness . . . . .	14
2.1.2 The concept of decentralization . . . . .	19

2.1.3	The concept of delegation of authority and responsibility.	32
2.1.4	The concept of the devolution of power	36
2.1.5	The concept of evaluation	39
2.1.6	The concept of collegiate system of administration	45
2.1.7	The Oxford and the collegiate university idea	52
2.1.8	The use of collegiate system in Europe and U.S.A	62
2.1.9	The concept of administration	72
2.1.10	The concept of bureaucracy	76
2.1.11	Review of empirical studies	83
2.1.12	Appraisal of the Literature reviewed.	84
2.2.0	Models	86
2.2.1	The countenance Model	87
2.2.2	The C.I.P.P. Evaluation Model	88
<b>CHAPTER THREE: METHODOLOGY</b>		
3.1	Research design	94
3.2	Population of the study	94
3.3	Sample and sampling techniques	94
3.4	Research instrument.	96
3.5	Validation of instrument	96
3.6	Reliability of the instrument	97
3.7	Administration of instrument	97
3.8	Method of data analysis	98



**CHAPTER FOUR: PRESENTATION OF RESULTS AND  
DISCUSSION OF FINDINGS**

4.1	Results and discussion of findings . . . . .	99
4.2	Results and discussions of research questions . . . . .	101
4.3	Key informant Interview guidelines/questions. . . . .	121
4.4	Content analysis of key informant interview . . . . .	122

**CHAPTER FIVE: SUMMARY, CONCLUSION, POLICY  
IMPLICATIONS AND RECOMMENDATIONS**

5.1	Summary . . . . .	126
5.2	Conclusion . . . . .	127
5.3	Policy implications of the study . . . . .	128
5.4	Recommendations . . . . .	128
5.5	Limitations of the study . . . . .	129
5.6	Suggestions for further study . . . . .	130
	References . . . . .	131
	Appendix I . . . . .	135
	Appendix II . . . . .	138
	Appendix III . . . . .	139

## LIST OF FIGURES

Figure 2.1	Effectiveness, efficiency and organizational satisfaction .	17
Figure 2.2	School indicators necessary for evaluation of effectiveness and efficiency . . . . .	18
Figure 3	Organisational chart of college of medicine in Ibadan . .	48
Figure 4	Organisational structure of collegiate system in the Columbia University, U.S.A. . . . .	49
Figure 5	Factors for works division group behaviour . . . . .	76
Figure 6	Component of the C.I.P.P Evaluation Model . . . . .	90
Figure 7	A framework for evaluating the collegiate system of Administration . . . . .	93

## LIST OF TABLES

	<i>Pages</i>
Table 3.1: Staff Categories, Colleges Cross-tabulation . . . . .	95
Table 3.2: Distribution of structured questionnaire . . . . .	97
Table 4.1: Age distribution of the respondents . . . . .	99
Table 4.2: Sex distribution of the respondents . . . . .	100
Table 4.3: Marital status of the respondents . . . . .	100
Table 4.4: Religious distribution of the respondents . . . . .	101
Table 4.5: Educational qualifications of the respondents . . . . .	101
Table 4.6: Effectiveness of the collegiate system of administration: Decentralization, Devolution and Delegation of Authority and responsibility . . . . .	102
Table 4.7: Chi- Square statistics . . . . .	104
Table 4.8: Effectiveness of the collegiate system of administration: accelerating and implementation of decision and policies . . . . .	105
Table 4.9: Chi-Square statistics . . . . .	107
Table 4.10: Effectiveness of the collegiate system of administration: (i) Provision of health facilities to the community (ii) Running of mobile clinics for communities (iii) Provision of manpower for immunization to the communities (iv) Counselling of community leaders to embrace modern health services	109
Table 4.11: Chi-Square statistics. . . . .	111
Table 4.12: Effectiveness of the collegiate system of administration: (i) Training of medical doctors	

(ii)	Training of allied professional disciplines . . . . .	114
Table 4.13	Chi-Square statistics. . . . .	117
Table 4.14:	Effectiveness of the collegiate system of administration in the co-ordination of allied professional disciplines in the colleges . . . . .	118
Table 4.15	Chi-Square Test . . . . .	119

UNIVERSITY OF IBADAN

# CHAPTER ONE

## INTRODUCTION

### 1.1 Background to the study

Nigeria, a former colony of Britain, inherited the British model of tertiary institution that relied heavily on the collegiate system of administration of its tertiary institutions (*University of Ibadan College of Medicine Prospectus 2002/2006 p.1*). The curricula for the Yaba Higher College, that was formally opened in 1932, and the Yaba Medical School, that was opened in 1930, were British oriented. The two colleges only granted diplomas and certificates to its graduates. Since the two institutions only awarded diplomas and certificates, respectively, to its graduates and, as this hardly satisfied the aspirations of those who longed for university education, the clamouring for the establishment of a university system in Nigeria that was based on phases was intensified. The first phase was a University College, based on the collegiate system of education that emanated from the British system of education. The University College Ibadan, which later became the University of Ibadan, was patterned after the British collegiate system. The University College Ibadan was established in 1948 as a college of the University of London, with three foundation faculties, namely Faculties of Arts, Science and Medicine (*University of Ibadan College of Medicine Prospectus 2002/2006 p.1*).

The three foundation faculties can rightly be described as the origin of the faculty system of university administration in Nigeria (*University of Ibadan Calendar 1999-2002*). The University College Ibadan maintained its collegiate

status with the University of London from 1948 to 1962, when it attained its full autonomy as University of Ibadan (*University of Ibadan College of Medicine Prospectus, 2002/2006 p.3*). The alignment of the medical school in special relationship with the University of London helped to attract the recognition of the General Medical Council of Great Britain. By this special relationship, medical students of the University College Ibadan took courses in Medicine, leading to the degree of Bachelor of Science and Bachelor of Medicine (MBBS) of the University of London. The first group of students who proceeded overseas for their clinical training in 1950 graduated in 1954.

The Faculty of Medicine later became the College of Medicine in 1980 when the Federal Government declared it as a Centre of Academic Excellence in Medicine and Surgery (*University of Ibadan College of Medicine Prospectus, 2002/2006, p.4*). Conscious of the need to facilitate and consolidate the development of the newly created College of Medicine and realizing that the present administrative structure and the constraints of faculty status would not foster the rapid development of the essential national medical objectives expected of the largest and oldest medical school in Nigeria, the Council of the University of Ibadan took decisive steps to restructure the Faculty of Medicine into a College of Medicine with effect from August 1980 (*University of Ibadan College of Medicine Prospectus, 2002/2006, p.4*).

The College of Medicine at the University of Nigeria, Nsukka was the only college that ever metamorphosed from the faculty system into a collegiate system in the university (Okonkwo, 2003). The structures, duties, functions of the College

of Medicine, University of Nigeria, Nsukka are similar to that of the College of Medicine, University of Ibadan, the first College of Medicine in Nigeria. Since its establishment, the College of Medicine, University of Nigeria, Nsukka has grown and expanded its operational scope.

The University of Benin, Benin City, established on 23rd November, 1970, metamorphosed from the Midwest Institute of Technology (*University of Benin Calendar*, 1993/1994 p.9). The change from the status of an institute to that of a university was motivated by critics arguing that the institute could not award degrees like the other first generation universities but diplomas (*University of Benin Calendar* 1993/1994). The University started with the faculty system of administration that consisted of Faculties of Arts, Science, Education, Technology, Agriculture and Medicine. The University is generally referred to as the last of the first-generation universities in Nigeria. (*University of Benin Calendar* 1993/1994).

According to the founding Vice-Chancellor of the University, Professor Glyn Philips (1970-1971), “the university is a strong bridge between the early universities, the second and the third generation tertiary institutions in Nigeria” (*University of Benin Calendar*, 1993/94:7) Similar to the College of Medicine at the University of Ibadan, the College of Medical Sciences of the University of Benin was established with enactment of an Act 2, No. 2 (1970) *University of Benin Calendar*, 1993/1994). The structure of the College of Medical Sciences, University of Benin, is similar to that of the College of Medicine, University of Ibadan.

The collegiate system of administration consists of the faculties, departments, divisions and units (Salami, 1999). At the apex of administration in the universities where the collegiate system is in operation is the Provost, closely assisted by the Deputy Provost. The Provost is elected by the Academic Staff Assembly. His appointment is subject to the approval of the council of the university. He is responsible to the Vice-Chancellor for the day-to-day administration of the college. The other principal officers of the college are the Deans of the various Faculties in the college, the College Secretary, College Financial Controller/Deputy Bursar and the College Librarian. While the academic division consists of the Heads of Department, professors, lecturers and so on, the administrative unit consists of the Faculty Officers, the Accountants, the Library Officers and all other non-teaching members of staff (*University of Ibadan Calendar, 1999/2002*).

Aliu (1997:65) notes that the duties and the responsibilities of the Provost of the collegiate system in university administration are, among other things, to:

- (i) synchronize the administrative activities of the university in such a way that an overall organizational harmony is maintained;
- (ii) supervise and co-ordinate the day-to-day work of their respective units; and
- (iii) to ensure that the overall academic purposes of the university through simultaneous pursuit of excellence in the teaching of students, conduct of research and community-service activities where the resources of the university are brought to bear upon problems outside the institution.



The university administration in Nigeria started with the faculty system of administration. Subsequently, the adoption of the collegiate system of administration in universities became necessary because the faculty status would not foster the rapid development and expansion of the colleges (*University of Ibadan College of Medicine Prospectus, 2002/2006, p.4*). The system, according to past records, is expected to exercise a mechanism for accelerating the process of decision making and implementation as against the bureaucratic problems associated with the faculty system of administration (*University of Ibadan College of Medicine, Prospectus 2002/2006, p.4*). In the past, studies have focused on general faculty system of administration of Nigerian universities. This was probably because the University of Ibadan, started with the faculty system of administration. Subsequent universities were established in line with this system of administration.

However, it became obvious that the faculty system of administration could not foster the rapid development of the university; hence, the faculty metamorphosed into the College of Medicine (*University of Ibadan College of Medicine Prospectus, Prospectus 2002/2006*). Other universities emulating the University of Ibadan, also adopted the collegiate system of administration. Ever since then, however, much attention on sufficient funding, retraining of human resources, provision of sufficient infrastructures and medical machinery have not been given to the collegiate system of administration in Nigeria despite its successes, effectiveness and uniqueness.

In the subsequent university-wide policy decision on the decentralization of university operations, devolution of power, delegation of authority and responsibility as practised by the Colleges of Medicine, the following colleges, as approved by the Senate of the University of Ibadan, were created:

- i) College of the Social Sciences and Arts,
- ii) College of Education
- iii) College of Agriculture and Veterinary Medicine
- iv) College of Science and Technology.

The following factors were responsible for the collapse of the new colleges at the University of Ibadan:

- i) The new colleges were not backed up with legal framework by the Federal Government, which is a major stakeholder in the establishment of tertiary institutions in the country, unlike in the case of the Colleges of Medicine that came into being through the enactment of an act.
- ii) Disagreement on the sharing formula for the managerial positions among the academic staff in the new colleges
- iii) Disagreement on the siting of the administrative offices of the new colleges
- iv) Superiority/inferiority complex among the top officials of the new colleges.

The new colleges created at the University of Benin were the following:

- i) College of Humanities and Law
- ii) College of Science
- iii) College of Education
- iv) College of Engineering and Agriculture

v) College of Management and the Social Sciences.

The colleges collapsed at their embryo stage as a result of the following major factors:

- i) Ineffectiveness of the short and long-term planning to provide adequate human and financial resources as well as infrastructures for the operational system of the new colleges.
- ii) The new colleges were also not backed up with any legal framework by the Federal Government, as it was the case at the University of Ibadan.

Evaluation, according to Adeyemo (2006), is a methodological field that is closely related to, but different from, more traditional social research. Evaluation utilizes some of the approaches used in the traditional social research. The difference between them lies in the fact that evaluation takes place within a political and organizational context and, as such, it requires group skills, emotional intelligence, management ability, political dexterity, and sensitivity to multiple stakeholders. Furthermore, evaluation is the systematic assessment of the worth or value of some objects (Trochim 2002, cited in Adeyemo, 2006). It is also an assessment that can give an insight into the actual experiences and effects of decentralization of activities. (Coggburn, 2005). It is a determinant of the value of a particular event quantitatively and numerically. (*Webster Dictionary*)

Evaluation can be classified into formative evaluation and summative evaluation. The purpose of formative evaluation is to improve upon a project, while formative evaluation helps in object formation by examining the delivery of the programme, the inquiry of its implementation and the assessment of the

organizational context, personnel procedures, inputs and so on. Summative evaluation has to do with the examination of the effects or outcomes of some objects by describing what happens, consequent upon the programme delivery, assessing whether or not the intervention would have caused a better outcome, determining the overall impact of the causal factor beyond the immediate target outcome and estimating the relative cost associated with the object. Summative evaluation is also used to make decision about the overall success of the intervention. This study; therefore, evaluated the effectiveness, uniqueness and efficiency of the collegiate system of administration in the Colleges of Medicine in the three selected federal universities in Nigeria.

## **1.2 Statement of the problem**

There have been protracted mixed feelings in the university administration on the effectiveness of the collegiate system and its importance in the university setting. As the financial resources have been meagre, the retraining of human resources has been a source of concern to the management because little or no priority has been accorded the collegiate system in the university setting. The managements of the colleges seem to be struggling to achieve the aims and objectives for setting up the colleges. In spite of the mixed feelings within the first-generation universities, some newly established private universities opted for collegiate systems for some of the available disciplines instead of the faculty system being operated in most of the first-generation universities. Studies by Ogunsanwo (1983), Ogunmodede (1985), and Olutade (2005) show that research on university administration has centred mostly on isolated administrative styles,

such as the use of the committee system and system approach, among others, with little or no thorough investigation on the administrative process evident in the collegiate system in the universities that have operated the system since its introduction in the 1980's.

### **1.3 Objectives of the study**

The general objective of this study is the evaluation of the effectiveness of the collegiate system of administration in selected federal universities in three geo-political zones in Nigeria. The specific objectives of the study include:

- (i) to examine the administrative structure in the collegiate system as a specific device for effective decentralization of operations, devolution of powers and delegation of authority and responsibilities in the colleges;
- (ii) to determine the effectiveness of the collegiate system of administration as a mechanism for accelerating the process of decision making and implementation;
- (iii) to investigate the problems that prevent enhancement of the images of the colleges in the collegiate system of administration of the selected federal universities;
- (iv) to find out whether or not the objectives of the universities in the College of Medicine have been achieved through the collegiate system;
- (v) to examine the effectiveness of the achievement of coordination and cross-fertilization of related disciplines in the colleges; and

- (vi) to make recommendations, arising from the above, for the effectiveness of the collegiate system of administration of Colleges of Medicine in Nigerian universities.

#### **1.4 Research questions**

The research tried to provide answers to the following questions:

- (i) To what extent is the collegiate system of administration effective in the decentralization of university operations, devolution of power and delegation of authority and responsibility in the Colleges of Medicine?
- (ii) How effective is the collegiate system of administration in accelerating the process of decision making and implementation of decisions in the Colleges of Medicine?
- (iii) To what extent is the collegiate system of administration facilitating the enhancement of the image of the college by the provision of health facilities, running of mobile clinics, provisions of manpower and counselling of community leaders to embrace modern health services?
- (iv) To what extent is the collegiate system of administration useful in the pursuit of academic objectives of the university in terms of the training of medical doctors and allied professionals?
- (v) How effective is the collegiate system of administration in the co-ordination of allied professionals?

#### **1.5 Significance of the study**

Nigerian universities are in dire need of effective administration in order to make the system rank comparatively well with other universities in the world. This study provides the most suitable administrative system for the managements in the universities, government agencies, like the National Universities Commission that monitors and supervises university administration in Nigeria. The findings of this study will assist policy formulation on university education in Nigeria by formulating the right policies that will proffer solutions to the problems that exist in the general administration of the universities. This is achievable through the use of the policy of complete decentralization of the powers of the management.

Furthermore, the findings of this study will serve as an effective reference point for proprietors of private, state and federal universities on the maintenance of equipment/ facilities and the standard of universities based on the collegiate system of administration. The findings highlight the new technique for administering the collegiate system and will, therefore, be a guide to administrators of universities on complete decentralization that leads to devolution of power.

## **1.6 Scope of the study**

This study was restricted to the evaluation of the effectiveness of the collegiate system of administration in selected federal universities in Nigeria. It covered Colleges of Medicine in the Universities of Ibadan, Nigeria, Nsukka and Benin, Benin City from South-East and South-South and South-East geo-political zones of Nigeria, respectively.

## 1.7 Operational definitions of terms

Several definitions and meanings can be given to each of the terms used in this study. Therefore, the researcher limited the interpretations and understanding of the key terms used in this study by defining the terms within the context of this study.

**Administration:** Execution of policies and regulations of the university that involves planning, organizing, co-ordinating and controlling of the university.

**Faculty:** A smaller division in the university system consisting of several department and units.

**Collegiate:** A bigger division in the university system that embraces the faculties, departments, divisions and units.

**Court of Governors of the College:** It is the governing body of a college in a collegiate system of administration.

**University:** A citadel of higher learning responsible for the award of degrees.

**Effectiveness:** The ability of the management of the Colleges of Medicine to secure an advantageous bargaining position and to capitalize on the position to achieve the objectives for the establishment of the colleges.

**Evaluation:** The consideration of the prevailing conditions/situations in the College of Medicine based on the objectives for setting up the colleges.

**Efficiency:** Accurate execution of set goals based on the set standard for the goals.

**Federal Universities:** Universities established and funded by the Federal Government of Nigeria.



**The College Secretary:** The chief administrative officer to the college for the day-to-day administration of the college. She/he is responsible to the registrar of the university through the provost.

**Academic Staff Assembly:** A selected group of lecturers representing various faculties at the college level of a university.

**Academic Board of the College:** It is the body that is responsible for academic matters of the college in a collegiate system of administration.

UNIVERSITY OF IBADAN

## **CHAPTER TWO**

### **REVIEW OF RELATED LITERATURE AND MODELS**

This chapter reviews related literature and empirical studies and evaluates models that are relevant to this study.

#### **2.1 Review of related literature**

In this section, the following items are reviewed. The review presents the current existing knowledge in the following areas:

- (i) The concept of organizational efficiency and effectiveness
- (ii) The concept of decentralization
- (iii) The concept of devolution of power
- (iv) The concept of delegation of authority and responsibility
- (v) The concept of evaluation
- (vi) The concept of collegiate system of administration.
- (vii) The Oxford and the collegiate university idea
- (viii) The use of collegiate system in Europe and the U.S.A
- (ix) The concept of administration
- (x) The concept of bureaucracy
- (xi) The review of empirical studies
- (xii) Appraisal of the literature reviewed.

##### **2.1.1 The concept of organizational efficiency and effectiveness**

The purpose of organizational planning is to ensure efficiency in doing the right thing in order to achieve its goals and objectives with the minimum use of its resources and in the ratio of outputs to inputs. Organizations must also be effective

in doing the right things at the right time and in their outputs related to some specific purposes objectives or tasks. Therefore, performance should be related to such factors as increasing profitability, improved service delivery or obtaining the best results in the important areas of organizational activities. Organizations must also ensure that they meet satisfactorily or exceed the demands and the requirements of customers and stakeholders. In the case of the university systems, there is adaptability to the specific requirements, changes in the external environment and the demands of the situation.

In analyzing the views of Dunderdale (1996), Mullins (1998) avers that an organization can be separated into parts. The university has been separated into parts - registry, colleges, faculties and departments. The effectiveness of an organization or a university system depends on how accurate human design matches the structures of organized behaviour.

In the views of Barnard (1982) (one of the first theorists) an action is effective if the action accomplishes its specific objectives. It is efficient, if the action satisfies the motives underlying the immediate objective(s). He also observes that personal behaviour can be effective and not efficient.

The definition of the goal model of organizational effectiveness theorized by Ammita Etzion (1982) – new perspective organizational effectiveness - is that an organizational goal is a desired state of affairs which the organization attempts to realize. An organization is effective if the observable outcomes of its activities meet or exceed organizational goals. While acknowledging several weaknesses in the goal model, a number of scholars maintain that goals and their relative

accomplishments are essential in defining organizational effectiveness. They claim that the following three types of organizational goals exist.

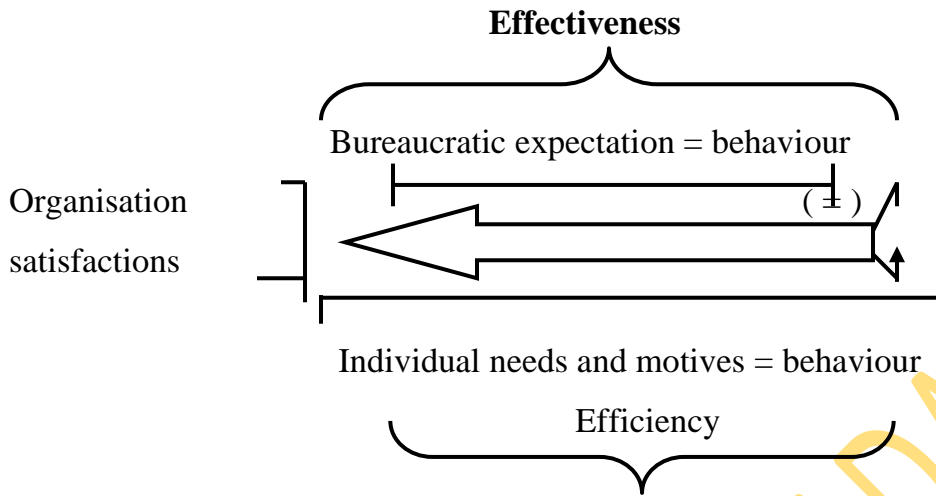
- (i) Official goals - the objective of the management of the school or institution
- (ii) Operational goals - approved criteria and evaluation procedure that clearly delineate how the level of accomplishment will be measured.
- (iii) Assumptions and generalization - there are two assumptions that underlie the goal model.

Scholars have defined effectiveness as the organizational ability to secure an advantageous bargaining position and it rests on the position to acquire scarce and valued resources. The concept of bargaining position implies that specific goals cannot serve as ultimate criteria of effectiveness. The system resource model directs attention towards the more general capacity of the organization to procure assets. This definition of effectiveness focuses on the continuous, never-ending behaviour process of exchange and competition over scarce and valued resources.

The goal and system resource models share one crucial assumption: it is possible and desirable to arrive at the single set of evaluation criteria and, thus, at a single statement of organizational effectiveness. The organizational components must therefore possess the ability to adapt the optimization of leadership, decision making and communicational process.

In an organization like the university the following indicators, shown in figs. 1 and 2, are used to evaluate efficiency and effectiveness:

**Fig. 1: Effectiveness, Efficiency and Organizational Satisfaction**



**Source:** Holy and Miskel (1982:68)

The school indicators, as illustrated in the following diagram, are highly necessary for the evaluation of effectiveness and efficiency in an organisation like the colleges in the university setting. The indicators make the colleges to be unique in the system.

**Figure 2: School Indicators Necessary for Evaluation of Effectiveness and Efficiency**

Dimension of effectiveness- Critical functions of social system	Multiple Indicators for EACH Dimension of effectiveness	Added perspectives for each indicator or effectiveness
Adaptation	Adaptability-flexibility innovation Growth Development Control over equipment	Time: Short-term Intermediate Long-term Level: Individual Classroom School District division District Constituencies: Students Teachers
Goal Attainment	Achievement Productivity Resource acquisition Efficiency Quality	Time: Short-term Intermediate Long-term Level: Individual Classroom School District division District
Integration	Satisfaction Employee turnover Students absenteeism Climate Open communication	Time: Short-term Intermediate Long-term Level: Individual Classroom School District division District
Latency	Loyalty Central life interests Sense of identity Motivation Role and norm congruency	Constituencies: Students Teachers Administrators Public

Source: Holy, and Miskel (1982: 328).

The indices used for the measurement of the effectiveness of the collegiate system of administration are as follows:

- Academic achievement
- Availability of human and financial resources and materials
- Productivity/qualities of graduates from the colleges
- The usefulness of the colleges to its respective environment
- National impact of the colleges
- Contribution of the colleges to national health development
- Job satisfaction of all and sundry in the colleges
- Flexibility in the rules of the colleges
- Innovations in the colleges
- Growth of the colleges
- Development of the colleges
- Control over equipment by the management of the colleges

### **2.1.2 The concept of decentralization**

Christoph Demmke, Gerhard Hammerschmid and Renate Meyer (2005) opine that decentralizing responsibilities increases the efficiency, effectiveness and productivities. Decision making can be taken faster, recruitment can be tailored to the exact needs of the organization like the Colleges of Medicine in the university setting. Less complex procedure are needed. In addition, effectiveness is increased, because decentralization increases the management discretion. It enables the management to recruit, evaluate, offer incentive, promote, suggest training needs and communicate directly. The success of decentralization seems to depend on the skills of managers and Human Resources' professionals to carry out

their tasks and responsibilities. Therefore, greater autonomy and decentralization of responsibilities requires considerable investment in management qualifications at all levels. It is important to combine decentralization efforts with additional management training to provide the professional skills that are crucial for management in a decentralized environment.

It is obvious that decentralization goes with the need for additional coordination and accountability procedures. Consequently, the effectiveness of decentralization systems depends on the existence of very good co-ordination and monitoring systems.

Decentralization, or decentralizing governance, refers to the restructuring or reorganization of authority so that there is a system of co-responsibility among institutions of governance at the central, regional and local levels according to the principle of subsidiarity. This increases the overall quality and effectiveness of the system of governance, while increasing the authority and capacities of sub-national levels. Decentralization could also be expected to contribute to key elements of good governance, such as increasing people's opportunities for participation in economic, social and political decisions; assisting in developing people's capacities; and enhancing government responsiveness, transparency and accountability.

While decentralization should not be seen as an end in itself, it can be a means for creating more responsive and effective local government or division in the collegiate system and for enhancing representational systems of community-level decision making. By allowing local communities and regional entities to manage their own affairs, and through facilitating closer contact between central



and local authorities, an effective system of local governance enables responses to people's needs and priorities to be heard, thereby ensuring that government interventions meet a variety of social needs. The implementation of strategies require decentralized, local participatory processes to identify and address priority objectives for poverty reduction, employment creation, gender equity, and environmental regeneration.

Decentralization stimulates the search for programme and policy innovation, first of all because it is, per se, an innovative practice of governance. Second, because, through its implementation, local governments are required to assume new and broader responsibilities in order to provide public services for all. The assumption of new responsibilities through decentralization often requires improved planning, budgeting and management techniques and practices; the adoption of new tools; and the development of improved human resources to operate the decentralized programmes.

Decentralization is a complex phenomenon involving many geographical entities, societal actors and social sectors. The geographical entities are international, national, sub-national, and local. The societal actors include government, the private sector and civil society. The social sectors include all development themes - political, social, cultural and environmental. In designing decentralization policies and programmes, it is essential to use a systems-approach encompassing these overlapping social sectors and the different requirements which each makes. Decentralization is a mixture of administrative, fiscal and political functions and relationships. In the design of decentralization systems all three must be included

The following are the advantages of decentralization:

- (i) Managers and human resources officials are given more flexibility, freedom and autonomy
- (ii) Adaptation of recruitment, immediate pay, rewards or sanctions to local needs, like in the Colleges of Medicine
- (iii) Enhancement of individual motivation and performance owing to higher responsibility and autonomy, like the enhancement of images of the university and the College of Medicine
- (iv) Avoidance of work-overload at the central level
- (v) Beneficial competition in the human resources management field.
- (vi) Reduction of red tapism

In addition to the advantages of decentralization, the following are the benefits and side-effects

#### **Benefits of decentralization**

- (i) Increased focus on tasks and performance accountability
- (ii) Performance/productivity improvements
- (iii) Increased citizens' satisfaction owing to increased service speed and quality-more value for citizens
- (iv) More flexible human resources management functions better suited to the Colleges of Medicine
- (v) More compatible pay levels
- (vi) Increased motivation
- (vii) Empowerment of management

### **Side-effects of decentralization**

- (i) Constant need for increased co-ordination and accountability
- (ii) Possible duplication and resource/competence deficits
- (iii) Possible danger of increasing personnel costs and salaries
- (iv) Higher transaction costs
- (v) Lack of transparency

Decentralization to the Colleges of Medicine or within the governmental circle can be classified as follows:

- (i) Administrative decentralization
- (ii) Budget decentralization
- (iii) Policy-making/implementation
- (iv) Political decentralization
- (v) Decentralization/deregulation

### **The following are the types of decentralization**

#### **(i) Vertical decentralization:**

Vertical decentralization of competencies in the field of human resources management within administration refers to the distribution of responsibilities and decision making authority between the various hierarchical levels. It also refers to the decision making autonomy of management, a central demand of a new public management philosophy.

#### **(ii) Horizontal decentralization:**

In horizontally decentralized form of human resources, management would transfer the competencies to different lines in the colleges, departments, divisions and units, which could also be vertically decentralized. The horizontal

decentralization of competences in the field of human resources, management, therefore, refers to the distributions of responsibilities and decision-making authority between the university-wide human resources body and the colleges.

### **Administrative decentralization**

Administrative decentralization is, by far, the most common and accepted form of decentralization, as far as development is concerned. The UNDP “forms” of decentralization noted above are based on established definitions of administrative decentralization. Among such definitions, the following is applied: The transfer of responsibility for planning, management, and the raising and allocation of resources from the central governmental and its agencies to field, units of government agencies, subordinate units or levels of government, semi-autonomous public authorities or corporations, area-wide regional or functional authorities, or non-governmental private or voluntary organizations.

Governments in developing countries have attempted to implement a variety of administrative decentralization policies. They include those that are more comprehensive in scope and designed to transfer development planning and management responsibilities to local units of government. Other have been more narrowly conceived, deconcentrating or reallocating administrative tasks among the units of central government. But on an unprecedented scale, central governments are allocating more substantial portions of the national budget to local authorities, more administrative authority implying, more economic responsibility and more political autonomy.

### **Fiscal or financial management decentralisation**

The establishment of effective and transparent financial management is at the core of any effort to reform the public sector. To be genuinely supportive of decentralization process, the basic characteristics of a system for decentralized financial management should include: (a) transparency of allocation, (b) predictability of the amounts available to local institutions, and (c) local autonomy of decision making on resources utilization. In contrast with the widespread practice of ad hoc grants driven by politics, the allocation of resources should be based on transparent formulas. Also, unlike the typical unpredictability of most central-to-local transfer mechanisms prevailing in developing countries, the process should provide local institutions with an upfront indication of how much money will be available in the next multi-year planning cycle. This makes local strategic planning possible and provides a financial ceiling that makes such planning a meaningful exercise and an opportunity for local communities to take autonomous decisions on the use of limited resources.

### **Services delivery decentralisation**

Community services include many different kinds of activities. Some involve collective goods produced by local government, such as water provisions, waste water disposal and creating and maintaining streets and parks. Other services involve individual benefits, for example education and social welfare. A third group involves infrastructure development and includes mapping and land surveying, constructing public buildings and environmental and health protection. Finally, there are those services that involve protecting the citizens' legal security and the exercise of public authority and policy power.

In many countries, certain activities, like social services, education, planning and building permits, environmental health, street cleaning, emergency and rescue services, have been traditionally organized via sectorial committees according to law. More recently, new approaches have been experimented with. These include geographically decentralized and purchaser-provider models. Today one finds all these different principles for the organization of the local government used jointly in new combinations in order to achieve solutions tailored to the needs in each city/authority.

### **Decentralization of participatory mechanisms and citizens feedback systems**

This approach builds upon the growing trend towards quality control of public service production through citizen and customer participation. Above all, it includes systematic and decentralized citizen quality feedback systems and, in some cases, explicit service obligations by the administration towards citizens within the framework of a citizens' charter, focused upon issues such as timeliness, accessibility and continuity of services. Moreover, by abandoning administration by rule in favour of result-oriented steering, organizational space will be created for autonomous action by units at local level. Such an approach can, however, lead to the centrifugal segmentation of the administrative system unless monitoring is developing as a medium for collective observation, learning and self-steering.

## **Some major characteristics of decentralization as stipulated by the –United Nations Development Programme (UNDP)**

### **Decentralization as a trend**

A large number of developing and transitional countries have embarked on some form of decentralization programmes. This trend is coupled with a growing interest in the role of civil society and the private sector as partners to government in seeking new ways of service delivery. The practice of decentralization has, so far, produced cases of both success and failure. In many instances, the slow pace of implementation and organization of decentralization reforms have frustrated the promise of increased efficiency, of more effective popular participation and greater private sector contributions. Innovative approaches and further analysis of concepts and experiences are, therefore, necessary to understand fully the potential outcomes of different local government systems in public service delivery and in private sector development.

The movement to decentralization and the enhancement of local self-governance capacity is not seen only in the public sector. Indeed, in the private sector, the general development tendency which has most affected the organization of work in recent decades is also decentralization. Management by Results (MbR), as a management philosophy, is a natural consequence of the decentralization of an organization, which, in turn, leads to a clear focus on unit results. Responsibility for results means that some definite objectives are to be achieved within a given financial frame or that payment is made according to actual performance.

Decentralization of governance and the strengthening of local governing capacity is, in part, also a function of broader societal trends. These include, for example, the growing distrust of government generally, the spectacular demise of some of the most centralized regimes in the world (especially the Soviet Union) and the emerging separatist demands that seem to routinely pop up in one or another part of the world. The movement towards local accountability and greater control over one's destiny is, however, not solely the result of the negative attitude towards central government. Rather, these developments, as we have already noted, are principally being driven by a strong desire for greater participation of citizens and private-sector organizations in governance.

### **Decentralization as a Process**

In the process of decentralization, that is to say, the redefinition of structures, procedures and practice of governance to be closer to the citizenry, the importance of a general sensitization of the public and a heightened awareness of costs and benefits, especially for direct stakeholders, both at the central and local levels, has to be emphasized. The process of decentralization should be understood from such a perspective, instead of being seen in the over-simplistic, and ultimately inaccurate, terms of a movement of power from the central to the local government. The reality is that government capacity is not a simple zero sum game. In fact, experience shows that strengthening local government inevitably produces enhanced capacity at the local level as well.

Decentralization should not be considered as a process, but a way of life and a state of mind based on the principles of freedom, respect and participation. Above all, it is trusting and recognizing that people are capable of managing their



affairs. There is the need to close the gaps and differences between all levels of governance through interaction and sharing decentralization as consisting of interlocking rings of responsibilities from the centre to the community. Decentralization should not be imposed, but that people should be exposed to it, thereby honoring their intelligence and respecting their independence.

### **Decentralization as a counterpoint to globalization**

Decentralization is a counterpoint to globalization. Globalization often removes decisions from the local and national stage to the global sphere of multi-national or non-national interests. Decentralization, on the other hand, brings decision-making back to the sub-national and local levels. In designing decentralization strategies, it is necessary to view the interrelations of these various dimensions - global, regional, national, sub-national, and local. In this regard, the role of the nation-state gains increased importance as a mediating force between the force of globalization and localization.

### **Decentralization as a mix of four dimensions**

Decentralization involves four dimensions - the collective/exterior, the collective/interior, the individual/exterior and the individual/interior. The collective/exterior has to do with the institutional and legal forms and procedures. The collective/interior deals with the societal culture - the set of values and assumptions which are often unspoken or unacknowledged but nevertheless play a powerful role in human relationships. The individual/exterior dimension has to do with the observable behaviour of individuals within the various societal institutions, whether government, private sector or civil society. The dimension of the individual/interior deals with the mindset, world view, mental models,

emotions and intuitions of individuals within institutions. Effective decentralization governance planning must be based on an analysis of these four dimensions.

### **Decentralization as a holistic and systems approach**

The holistic nature of the people - centred approach is based on recognition of the fact that people do not think of their well-being or development in terms of sectors, level or spheres, or domains, but deal with the whole of their reality. The holistic approach is, thus, made operational by taking a whole systems perspective, including levels, spheres, sectors and functions, and seeing the community level as the entry point at which holistic definitions of development goals are most likely to emerge from the people themselves and where it is most practical to support them. It involves seeing multi-level frameworks and continuous, synergistic processes of interaction and iteration of cycles as critical for achieving wholeness in a decentralized system and for sustaining its development.

### **Comprehensive and limited decentralisation**

Decentralization initiatives can generally be classified into two basic types. The first type has often been unworkably comprehensive, focusing overwhelming technical capacity at both the central and local level, and too heavily threatening bureaucratic and political tolerance at the centre. The second type of decentralization effort has focused on very specific, limited (often technical), rigidly defined activities that are not developed as a rational part of a broader decentralization and inter-governmental fiscal reform agenda. An example of this second type of effort is a programme designed exclusively to reform local government budgeting or accounting procedures. While such reforms are often

critical to support broader decentralization goals and may occasionally serve as a catalyst for decentralization, hardly can they take a system very far on their own. Neither type of reform –the highly comprehensive or the highly limited - takes into adequate account the wider scope of institutional bottlenecks discussed above that make institutional change so difficult in developing countries. To make matter worse, many of these initiatives have been placed under the leadership of a single central agency that is perceived as a rival by other agencies whose cooperation is required for successful decentralization.

There is no simple one-dimensional, quantifiable index of the degree of decentralization in a given country. Similarly, the devolution and deconcentration distinction is too blurred to be helpful - almost every country exhibits some sort of mix at each level. Attempts to measure degrees of national ‘political commitment’ to decentralization is inherently subjective and misses both the formal institutional set up and the policy differences within government. Assessment of the national policy and institutional context should be made in formal and informal terms and should capture the constitutional structure of the state at different levels and political interest or commitment to decentralizing power and control of resources within the structure.

### **Deconcentration**

The third type is subordinate lower-level units or sub-units, such as regional district or local offices of the central administration or service delivery organization. These units usually have delegated authority in policy, financial and administrative matters without any significant independent local inputs. This type of arrangement is most often referred to as deconcentration and involves very

limited transfer of authority. It involves the transfer of authority for specific decision-making, and financial and management functions by administrative means to different levels under the same jurisdictional authority of the central government. This is the least extensive type of administrative decentralization and the most commonly found in developing countries. General deconcentration occurs to the extent that a variety of tasks are deconcentrated to a horizontally integrated administrative system. Functional deconcentration occurs to the extent that specific tasks are deconcentrated to the field units of a particular ministry or agency.

### **2.1.3 The concept of delegation of authority and responsibility**

Delegation of authority, as defined by Chris Marston (2008), is the specific written transfer of authority from one official in the central governance or organization (delegator) to another official in the lower division of the organization. The transfer of authority must be signed by the official authorized to delegate the authority or supported by an act of parliament as in the case of the collegiate system of administrative in the university setting, to include the following:

- (i) Entering into contracts, or cooperative agreements, or making grants;
- (ii) Procuring supplies and services;
- (iii) Publishing documents in the Federal Register; and
- (iv) Any other functions or authority assigned by law or regulation to the secretary, or other official in which the exercise of such authority has legal significance.

The delegation of authority from the management of the three universities to the three Colleges, of Medicine was backed up with an act of parliament. However, the devolution of power and the delegated authority by the university-wide policy to the other faculties outside the Colleges of Medicine was not signed or supported by an act of parliament. Hence, the system collapsed within a short time of setting up the colleges.

Delegation is the second type of semi-autonomous lower-level units, such as urban or regional development corporation to whom aspects of governance are delegated through legislation or under contract. This is a fairly common variant of decentralization that falls short of devolution, but involves significant delegation of authorities and responsibilities. Delegation refers to the transfer of government decision-making and administrative authority and/or responsibility for carefully spelled out tasks to institutions and organizations that are either under government indirect control or semi-independent. The collegiate system of administration in Colleges of Medicine is an example. Most typically, delegation is by the central government to semi-autonomous organizations not wholly controlled by the government but legally accountable to it, such as state-owned enterprises and urban or regional development corporations and federal tertiary institutions.

Redelegation of authority is a delegation of authority from the delegate to another official in the lower divisions of the system.

Administrative delegation is a delegation of authority dealing with the administrative management in organisation. These authorities are generally bound by requirements imposed on the secretary by one of the administrative agencies of the Federal Government, such as the Office of Management and Budget, the

Office of Personnel Management, the Government Accountability Office or the General Services Administration. program delegation is a delegation of authority dealing with laws that establish the programme responsibilities Position delegation is a delegation of authority to a position by title.

### **Responsibilities of the delegate**

The following are some of the responsibilities based on delegated authority:

- (i) Develops policies and procedures governing delegations of authority as outlined in the organization.
- (ii) Serves as Principal Delegation Control Officer and the primary delegator of administrative authority, for the organization.

### **Principal Officers**

- (i) Designate a Delegation Control Contact in the Principal Office to serve as liaison between the Principal Officers and the Departmental Delegations Control Officer.
- (ii) Prepare new delegations and redelegations in accordance with the instructions contained in the directive.

### **Delegation Control Contacts**

- (i) Ensure that each Principal Officer adheres to the policies and procedures for delegating and redelegating authority. In this capacity, the Delegation Control Contact Officer reviews new statutes establishing or reauthorizing programmes and Executive Orders that assign responsibilities to the Secretary to determine whether a delegation of authority should be prepared to rescind, amend, or supersede the current authorities.
- (ii) Serve as advisors and a source of information for their organizations.

- (iii) Provide drafts of all delegations and redelegations to the organization.

### **Criteria for Making Delegations**

The decision to delegate (or redelegate) authority should be based on the following criteria:

- (i) **Legality:** Is the delegation allowed under applicable laws?

Delegations of authority may need to be issued when new, reauthorized or revised legislation is passed by Congress, signed by the President, and is sent to the Secretary of Education for implementation and administration. The Secretary usually delegates functions from the legislation to Principal Officers and employees of an organization. However, the delegated statute must be reviewed to ensure that there are no restrictions that will affect the delegation (for example, restrictions on what may be delegated, to whom the authority may be delegated, or procedures that must be followed in exercising the delegated authority).

- (ii) **Need:** Will the delegation serve the objective of prompt, effective administration?

If an existing delegation is amended, superseded, or rescinded, it is likely to affect any redelegation of authority that previously had been issued. The revisions to the delegation may even implicitly void the existing redelegation. For example, if the original source of authority for the redelegation no longer exists, or the authority originally redelegated has been served from the delegator in the revised delegation, then there is no need for a revised redelegation. Therefore, whenever an existing delegation

is revised, redelegations of that authority should be reviewed to determine if any revision of the redelegation is necessary.

#### **2.1.4 The concept of the devolution of power**

The first type is autonomous lower-level units, such as provincial, district, local authorities, that are legally constituted as separate governance bodies. The transfer of authorities to such units is often referred to as devolution and is the most common understanding of genuine decentralization. Through devolution, the central government relinquishes certain functions or creates new units of government that are outside its direct control. Federal states are by definition devolved, though the extent of legally defined and shared powers devolved by the federal government to lower level governmental units can be quite limited.

Devolution in its purest form has certain fundamental characteristics. First, local units of government are autonomous, independent and clearly perceived as separate levels of government over which central authorities exercise little or no direct control. Second, the local governments have clear and legally recognized geographical boundaries within which they exercise authority and perform public functions. Third, local governments have corporate status and the power to secure resources to perform their functions. Fourth, devolution implies the need to “develop local governments as institutions” in the sense that they are perceived by local citizens as organizations providing services that satisfy their needs and as governmental units over which they have some influence. Finally, devolution is an arrangement in which there are reciprocal, mutually beneficial, and coordinate relationships between central and local governments.



According to Jonathan D. Moffett and Morris S. Sloman (1990), devolution of power is subdivisions and sub-allocations of powers by the university authority to the management of the collegiate system as stipulated by the Act setting up the collegiate system in order to achieve effective results or goals for setting up the collegiate system. There are three key elements involved in the delegated authority with power(s). The following are the key elements.

- (i) **Authority:** In the context of a business organization, authority can be defined as the power and right of a person to use and allocate the resources efficiently, to take decisions and to give orders so as to achieve the organizational objectives. Authority must be well-defined. All people who have the authority should know the scope of their authority and they should not misutilize it. Authority is the right to give commands, orders and get the things done. The top-level management has the greatest authority. Authority always flows from top to bottom. It explains how a superior gets work done from his subordinate by clearly explaining what is expected of him and how he should go about it. Authority should be accompanied with an equal amount of responsibility. Delegating authority to someone else does not imply escaping from accountability. Accountability still rests with the person having the utmost authority.
- (ii) **Responsibility:** It is the duty of the person to complete the task assigned to him. A person who is given responsibility should ensure that he accomplishes the tasks assigned to him. If the tasks for which he was held responsible are not completed, then he should not give explanations or excuses. Responsibility without adequate authority leads to discontent and

dissatisfaction among the affected person(s). Responsibility flows from bottom to top. The middle-level and lower-level managements hold more responsibilities to the person held responsible for a job is answerable for it. If he performs the tasks assigned as expected, he is bound for praises. If he does not accomplish tasks assigned as expected, he is answerable for that.

- (iii) **Accountability:** This means giving explanations for any variance in the actual performance from the expectations set. Accountability can not be delegated. For example, if 'A' delegates this task to B and asks him to ensure that the task is done well, the responsibility rests with 'B', but accountability still rests with 'A'. The top level management is most accountable. Being accountable means being innovative as the person will think beyond his scope of job. Accountability, in short, means being answerable for the end result. Accountability can not be escaped. It arises from responsibility.

As a result of the effectiveness of the collegiate system of administration the followings, among others, have resulted:

- (i) Top management of the university is relieved of much day-to-day problem solving and is left free to concentrate on strategy, on higher level decision making, and coordinating activities.
- (ii) Decentralization provides lower level managers with vital experience in making decisions. Without such experiences, they would be ill-prepared to make decisions when they are promoted to higher level positions.
- (iii) Added responsibility and decision making authority often result in increased job satisfaction. Responsibility and the authority that goes with it

makes the job more interesting and provides greater incentives for people to put out their best efforts.

- (iv) Lower level managers generally have more detailed and up-to-date information about local conditions than top managers. Therefore, the decision of lower level management are often based on better information.
- (v) It is difficult to evaluate a manager's performance if the manager is not given much latitude in what he or she can do.

### **Effects of devolution from the centre**

The following are the likely effects of devolution of power from the centre:

- (i) Devolution will lead to substantial policy innovation.
- (ii) Devolution opens up scope for a widening of economic disparities among the nations and regions.
- (iii) Devolution has been implemented remarkably smoothly because of continuities of procedure and personnel from the pre-devolution era; pragmatic responses.

In the collegiate system of administration, the above-stated elements are strictly adhered to by the managers and the managed with good human relationship within the system in order to be effectively productive and achieve the set objectives.

### **2.1.5 The concept of evaluation**

In *Webster Dictionary*, evaluation is defined as follows:

- i) To determine or to fix the worth or condition of an object.
- ii) To determine the significance, worth or condition of an object usually by careful appraised and study.

According to Wikipedia, evaluation is a systematic determination of a subject's merit, worth and significance using criteria governed by a set of standard. It can assist an organization to asses any aim, realizable concept or proposal or any alternative, to help in decision making, or to ascertain the degree of achievement or value with regard to the aim and objectives and results of any such action that has been undertaken. Wikipedia, in line with the views of William M. K. Trochim (2006), further opines that evaluation is a methodological area that is closely related to, but distinguishable, from more traditional social research. Evaluation utilizes many of the same methodologies used in traditional social research but. because evaluation takes place within a political and organizational context, it requires group skills, management ability, political dexterity, sensitivity to multiple stakeholders and other skills that social research in general does not rely on as much.

According to Muraskin (1993), evaluation is the systematic collection and analysis of data needed to make decisions, a process which most well-run programmes engage in from the outset. Some of the evaluation activities that could be incorporated into many programmes are discussed below:

**Process evaluation describes and assesses programme materials and activities:**

Examination of materials are likely to occur while programmes are being developed, as a check on the appropriateness of the approach and procedures that will be used in the programme. For example, programme staff might systematically review the units in a curriculum to determine whether they adequately address all of the behaviour the programme seeks to influence. A

programme administrator might observe teachers using the program and write a descriptive account of how students respond, and then provide feedback to instructors.

Examining the implementation of programme activities is an important form of process evaluation. Implementation analysis documents what actually transpires in a programme and how closely it resembles the programme's goals. For instance, after a new drug-free school policy has been adopted, how is it enforced? If the policy mandates parent conferences for all first infractions and suspensions for subsequent infractions, is the policy heeded? If not, why? What could be done to achieve better enforcement? Establishing the extent and nature of programme implementation is also an important first step in studying programme outcomes; that is, it describes the interventions to which any findings about outcomes may be attributed.

**Outcome evaluation assesses program achievement and effects:**

Outcome evaluations study the immediate or direct effects of the programme on participants. For example, when a 10-session programme aimed at teaching refusal skills is completed, can the participants demonstrate the skills successfully? This type of evaluation is not unlike what happens when a teacher administers a test before and after a unit to make sure the students have learned the material. The scope of an outcome evaluation can extend beyond knowledge or attitudes, however, in order to examine the immediate behavioural effect of programmes.

**Impact evaluation looks beyond the immediate results of policies, instruction, or services to identify longer-term as well as unintended programmes:**

It may also examine what happens when several programmes operate in unison. For example, an impact evaluation might examine whether a programme's immediate positive effects on behaviour were sustained over time. It might also look at whether the introduction of a community-wide prevention programme with components administered by schools, agencies, and churches resulted in fewer teenage drug-related arrests or deaths.

Some school districts and community agencies may limit their inquiry to process evaluation. Others may have the interest and the resources to pursue an examination of whether their activities are affecting participants and others in a positive manner (outcome or impact evaluation). The choices should be made based upon local needs, resources, and requirements.

Regardless of the kind of evaluation, all evaluations use data collected in a systematic manner. These data may be quantitative - such as counts of programme participants, amount of counselling or other services received, or extent of drug use. They also may be qualitative - such as descriptions of what transpired at a series of counselling sessions or an expert's best judgement of the age-appropriateness of a skills training curriculum. Successful evaluation often blends quantitative and qualitative data collection. The choice of which to use should be made with an understanding that there is usually more than one way to answer any given question.

According to Adeyemo (2006), quoting Trochim (2002), evaluation is a methodological field that is closely related to, but different from, more traditional

social research. Evaluation utilizes some of the approaches used in the traditional social research. The difference between them lies in the fact that evaluation takes place within a political and organizational context and, as such, it requires group skills, emotional intelligence, management ability, political dexterity and sensitivity to multiple stakeholders.

Furthermore, evaluation can be classified into formative evaluation and summative evaluation. The purpose of formative evaluation is to improve upon a project, while formative evaluation helps in object formation by examining the delivery of the programme, the inquiry of its implementation and the assessment of the organizational context, personnel procedures, inputs, and so forth. Summative evaluation has to do with the examination of the effects or outcomes of some objects by describing what happens, consequent upon the programme delivery, assessing whether or not the intervention would have caused a better outcome, determining the overall impact of the causal factor beyond the immediate target outcome, and estimating the relative cost associated with the object. Summative evaluation is also used to make decisions about the overall success of the intervention. This study, therefore, evaluated the effectiveness, uniqueness and efficiency of the collegiate system of administration in the Colleges of Medicine in the three selected federal universities in Nigeria.

Adeyemo (2006) further avers that formative evaluation encompasses the following evaluation types:

- i) **Need Assessment:** This has to do with the issues of who needs the programme, how critical is the need, and what might work to meet the needs.

- ii) **Evaluability Assessment:** This determines when an evaluation is feasible and how a stakeholder can help to shape its usefulness.
- iii) **Structures Conceptualization:** The approach helps stakeholders to define the programme, the target population and the possible outcome.
- iv) **Implementation Evaluation:** This is concerned with the monitoring of the programme. It wants to know how faithfully the programme is being implemented.
- v) **Process Evaluation:** It investigates the process of programme delivery, including alternative delivery procedures.

Summative evaluation can be of the following types:

- i) **Outcome evaluations:** This attempts to find out whether the programme caused demonstrable effects on specifically defined target outcomes.
- ii) **Impact evaluation:** This is broader and assesses both the intended and unintended overall effect of the programme.
- iii) **Cost effectiveness and cost-benefit analysis:** These address questions about the intervention efficiency by defining the outcomes in terms of monetary costs and values.
- iv) **Secondary analysis:** It reexamines existing data to address new questions or uses approaches that have not been used before.
- v) **Meta-analysis:** It integrates the outcome estimates from multiple studies to arrive at an overall judgement or summary on an evaluation question.

### **The Need for evaluation**

The views of the various scholars reviewed above clearly indicate that the purpose of evaluation is to know the worth, merit, value and the cost-effectiveness



of a particular programme, project or a policy. This will enable the organization, management, or individual to know whether or not the said policy, programme or project should be continued or whether the financial and human resources allocated are adequate. The evaluation of the policy on collegiate system of administration in this study will, no doubt, clearly show that there is merit in it and that there is the need to invest and retrain the human resources. Above all, it will reveal whether the policy should be extended to all other fields of disciplines in the university system of all the universities in Nigeria.

### **2.1.6 The concept of collegiate system of administration**

Blum (1976) asserts that the word collegiate or collegiality is derived from the Latin word *collegiums*, a term most often used today to denote educational institution. Originally, the term meant a group of persons living together under a common set of rules (con = “together” + Leg = “law or lego = “I choose”. Indeed, some colleges call their members “fellows”. The precise usage of the term today, varies among English-speaking countries. The concept of collegiate originated from the United Kingdom and it can be classified into collegiate university or collegiate system of university administration (Blum 1976).

In the United Kingdom, the word collegiate encompasses a range of institutions, including:

- Constituent parts of collegiate university, especially referring to the independent colleges that make up the university, for instance, London Oxford, Cambridge, and so on.
- The non-independent constituent part of collegiate university, for example Kent, Lancaster and so forth.

- A name given to large groupings of faculties or departments notably in the University of Edinburgh, and possibly, the University of Birmingham under restructuring plans. Blum (1976) further stated that some faculty members pursued collegiate objectives while others worked towards general university goals.
- University colleges: independent higher educational institutions that have been granted degree awarding power but not University status

In relation to the university system, the term collegiate normally refers to a part of the university which does not have degree awarding powers in itself. Degrees are always awarded by universities. Colleges within the system are institutions or organisations which prepare students for the degree. In some cases, colleges and independent institutions prepare students to sit as external candidates of other universities.

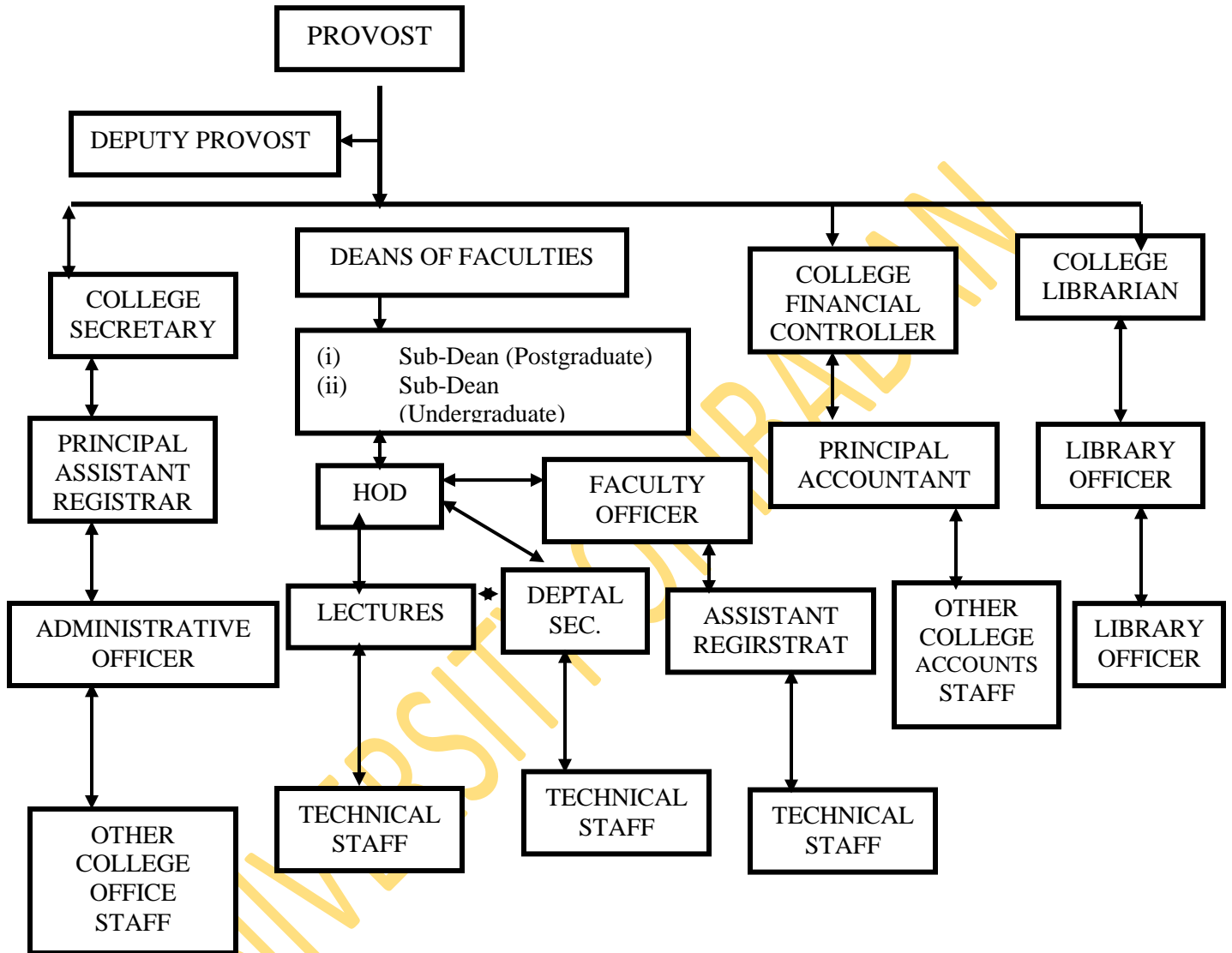
In the past, many of what are now universities with their own degree-awarding powers were colleges which had their degrees awarded by either a federal university or another university. Omolewa (1983), in supporting Blum (1976) notes that University College Ibadan prepared students for the external degree of University of London.

The college and the faculty, according to Baradet (1980), were indistinguishable and that the faculty was the college. He, however, differentiates the two systems by concluding that the Latin word from which the college stems is *collegium*, meaning partnership. College, in other words, began as a collective enterprise that had cooperative efforts to do education. According to Adebayo (2005:7), the collegiate system of administration came from Paris. The first

college was the des Dix-Huit. The most famous college was at La Sorbome, founded by Robert de Sorbon.

However, many other scholars have different views on the collegiate system of administration, Aliu (1997) avers that the collegiate system is the major teaching, research and service division of a university operating collegiate system of administration. According to him, college comprises groups of related disciplines, other academic or research units established by law and statutes. It therefore means that both the Vice-Chancellor and the senate has to delegate major academic, administrative and fiscal responsibilities and decisions to the college, keeping only a review of the decisions at the senate and council levels. The provost is the head of the college elected by the academic assembly. Where the faculties exist in a college, the dean is the head of the faculty but responsible to the provost. The organizational structures of the College of Medicine in Nigeria, and that of the Columbia University, U.S.A, are as captured in Fig. 3 and Fig. 4, respectively:

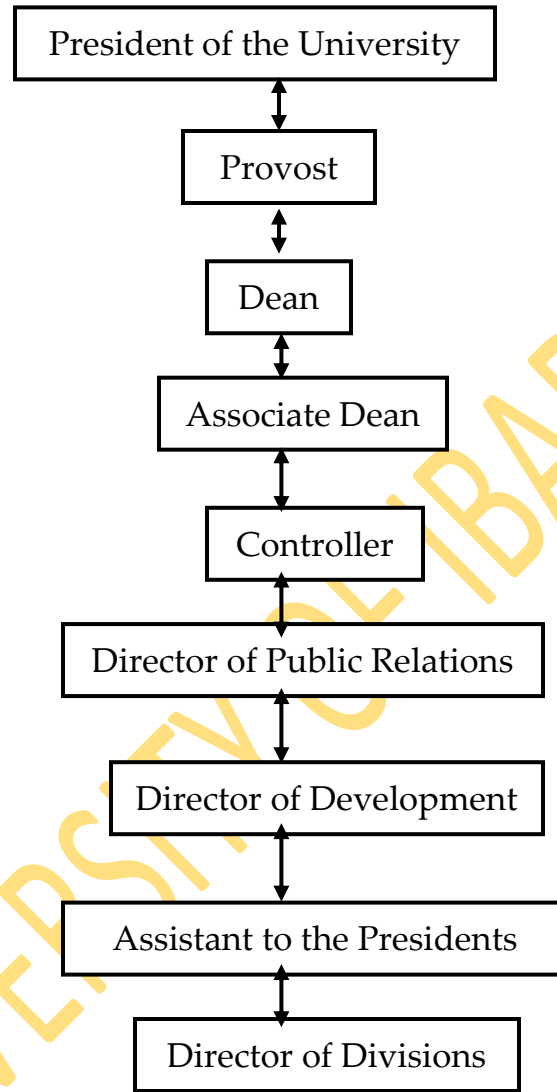
**Fig. 3: Organizational Chart of College of Medicine Ibadan, and applicable in the other two universities**



Source: University of Ibadan Calendar 1999 - 2002

(i) Fig 4: Organizational structure of collegiate system in the

Columbia University (U.S.A)



Source: Ibekwe (1992): *The Influence of selected modulators on university management in Nigeria*

The Vice-Chancellor, through the provost, co-ordinates and regulates the academic and administrative activities initiated by the constituent departments and units in such a way that, harmonizes the college and the university. The collegiate system has a distinctive structure and management process. The uniqueness distinguishes it from other university patterns, such as the faculty system.

The collegiate system of administration for the Columbia University has a board of trustees responsible for the general oversight of its affairs and for its financial support. The collegiate system also enjoys a high degree of autonomy and admits its own students.

In the Columbia University, members of staff of each of the colleges are also regarded as members of staff of the University. However, each of the colleges retains its legal and financial independence.

During the course of the investigation, it was discovered that the legal and financial independence do not exist in the College of Medical Sciences at the University of Benin. The Act that established the college only exists on paper but not in practice. At the College of Medicine, University of Nigeria, Enugu Campus, legal independence and financial independence partially exist. At the College of Medicine, University of Ibadan, the autonomy granted to it at its inception has since been amended. The non-teaching staff of the college can now be transferred to the faculty system in the main stream of the University. The financial autonomy at the inception of the college in the 1980s has also been taken over by the management of University of Ibadan.

Scholars have varying views on the collegiate system: Abdulkadir (1987) , cited by Ibekwe (1992), notes that:

The collegiate system will not only make for better administrative management of the university by decentralization of the office of the Vice Chancellor, the Bursar and the Registrar but would free the hands of particularly the Vice-chancellor to be more innovative and properly chart the course of development of his/her campus.

Furthermore, the Toye's Report of 1981 and accepted by the management of the University of Ibadan/F.G.N, as cited in Ibekwe (1992) formed the following objectives of the collegiate system:

- (i) That the adoption of a collegiate system in the university should be seen as a device for achieving effective decentralization of operations, devolution of powers and delegation of authority and responsibility.
- (ii) That the system should also be seen as a mechanism for eventually minimizing the input of resources into, and accelerating the process of decision making and implementation.
- (iii) That the system should be used to facilitate the enhancement of the image of the university as a centre of excellence by providing a well-articulated institutional framework for the vigorous pursuit of the academic objectives of the university.
- (iv) That the system should further be seen as a means of achieving much greater co-ordination and cross-fertilization of related disciplines.
- (v) That the system should be a major aid for the better assessment of the university and the resultant output.
- (vi) That the system should be used as a device for coping with the current and anticipated expansion of the scale of operation of the university.

Toye's Report also considered the institutional structure, hierarchy of authority and officers of the colleges, as follows:

- i) The provost shall be the head of the college
- ii) The dean of faculties
- iii) The chairmen or heads of department
- iv) The college secretary (representing the university registrar)
- v) The college librarian (representing the university librarian)
- vi) The college accountant (representing The university bursar)

In an American collegiate system, like that of the Columbia University, the uniqueness of the academic structure of the collegiate system is highly pronounced and appreciated by all and sundry in the university. The objectives and autonomy of the colleges as well as the financial independence are well implemented, while the authority is highly decentralized.

It is expected that the managements of the three colleges revisit the objectives of the colleges as highlighted in the various calendars as well as those contained in Toye's report of 1981. This will ensure an acceptable universal uniqueness in the colleges under reference.

### **2.1.7 The Oxford and the collegiate university idea**

In the opinion of Lord Rediffe-Maud (2007), the credit on the collegiate system should go to a king in France who decided, some eight hundred years ago, that Paris was for the French and that the University of Paris should no longer have Britons and other outsiders as members.

Consequently, the University of Paris, according to him, expelled all non-Frenchmen. That French king was the father of the cluster college concept, and



also the Charles de Gaulle of his time. Rediffe-Maud gave him this distinction because it was the scholars expelled by him from the University of Paris who came wandering to England, found their way to Oxford, started lecturing there, and so became the first “dons” in what became the University of Oxford.

Later in 1249, a certain Williams of Durham had a very good idea and died. The idea enshrined in his will was that 320 marks should be given out of his estate to house ten Master’s of Arts who wished to study together residentially in Oxford in order to sit at the feet of the dons. They were to study theology and they were to be needy. And so there was built the Great Hall of the University, Magna Aula Universitatis, which came to be known as University College, the college that was to be the residential part of the university. Seven hundred years later, thirty other colleges have come into existence in the same way, including a few women’s colleges. The earlier colleges were established for men only, and not until the second half of the nineteenth century did women break through the obscurantism of wicked men and create colleges for themselves in Oxford, which were an integral part of the university as the men’s colleges had been.(Rediffe-Maud, 2007).

The result of this development of a university with colleges as an essential part of it is that neither can do without the other. The University of Oxford technically admits each member of the university. To mark their admission into the matrix of the university, the Vice-Chancellor of Oxford carries out the matriculation ceremony for all the men and women presented by the various colleges. It is the university, not the colleges, which prescribes the course of study and the syllabuses which everyone coming to Oxford for a first, second or third

degree must follow. It is the university which appoints the examiners who place the candidates in the fourth, third, second or first class when their final ordeal comes. And eventually it is the university that gives the degree to men and women who have gone through their courses successfully.

One may then say the university is all. But if one looks at it more closely, you find that the university could have done none of these things without the colleges. It is the college which receives applicants for admission to Oxford from schools all over the world. It is the college that examines them and decides which of the candidates can be accepted.

Moreover, since most of the examiners appointed by the university are fellows of one college or another, there could be no examinations without them. Most importantly, the teaching of undergraduates and graduates is done by senior members of the colleges, direct descendants of those original dons of the twelfth century. These dons are members of some particular college as well as of the university. Thus, the idea of a collegiate university, as found in Oxford, precludes the possibility that any college could secede from the university and survive. Nor can a new college be founded within the university unless the university agrees. By the same token, the modern colleges themselves could not exist without the laboratories, libraries, and other services which the university provides.

The development of the natural sciences is something important in considering the development of the cluster college concept. Originally, the colleges of Oxford provided their own laboratories. Before there was any university laboratory there was a laboratory in Balliol, in Magdalene, and in other colleges. But as the sciences developed and there arose the overwhelming need for

expensive equipment, it was clearly uneconomic for each college to try and do its own laboratory work. So, it was the university which provided funds, to which the colleges contributed, for the great laboratories that are now one of the outstanding features of the Oxford scene. None of them belongs to any one college, but every college has rights in all of them. In the same way the lectures given on History, English, Law, Mathematics, and the rest, are open to every member of all the other colleges. Thus, Oxford has the best of both worlds: the advantages of size and smallness, functional interdependence, and corporate independence.

In one of the colleges, there are some three hundred undergraduates, some sixty graduates, and about thirty-five dons. There is another important element in the family: the chef and kitchen staff, the porters in the lodge, and the scouts (as they were called) who work on each staircase and do their best to keep the young men's rooms in order and help in many other still more important ways. The academic members of the family, numbering some four hundred, work, eat, play, talk, and laugh together under the one roof. In the senior common room we admit various people who are not fellows of the college, are admitted, with the pleasure of their company. At the moment there are several distinguished visiting scholars from the United States who are on sabbatical leave. The junior common room is the whole assembly of the undergraduates. Each year, they elect a president, a secretary, and a treasurer, who are their representatives and are in constant touch with the college on any matter on which the undergraduates feel strongly, about. There is a separate common room for the graduates. They are also members of the junior common room and could take part in all the sports and other activities of the

college, but they have their own “middle” common room, elect their officers (for specially close contact with the dons) and, if they like, exploit among themselves their more mature capacities.

Apart from these comparatively formal contacts between senior and junior members of the college, each man has one of the dons as his own tutor, whom he visits at least once a week and reads an essay of his own composition, on some subjects given him the week before. In this way there is some personal contact of an intellectual kind between each undergraduate and at least one senior member of the college. Students, of course, are sometimes tutored by dons in other colleges than their own. If there is a subject which a don is not particularly good at, he would arrange for an undergraduate to have his tutorials in a particular term with a fellow don in another college. In fact, about 32 per cent of all tutorials are between undergraduates and dons in colleges other than their own. Graduate supervision is arranged by the appropriate university faculty, but every graduate also has a college “tutor”.

One may well ask how any don has time for his own research and other academic work if he tutors in this exacting way - and 62 per cent of the tutorials are between one don and one undergraduate. The answer is that those in Oxford have grown up with this way of life. This feverish intellectual and social activity takes place only during full term - that is, for only eight weeks at a time, and for only three terms in the year. This means that undergraduates although they could reside in Oxford out of term and go on independently with their work, are freed from tutorials and lectures for twenty-eight weeks in the year. The eight-week term is more of a reality for the undergraduates than it is for the senior members of

the college, whose term is closer to ten weeks, since most people are fully occupied with college business during the weeks before and after each full term. Even with a ten-week term, the dons are free from nearly half the year to travel and get on with their own scholarly studies, striking a reasonable balance between teaching and research, both of which are an integral part of scholarly life.

Starting about four years ago, a ferment of desire for self-improvement began at Oxford, a sense that there was a special part to play in the new pattern of British higher education, which now consists of forty-five universities compared with the small number that a hundred years ago was all Great Britain could muster. The members had to rethink how one could play a part with the collegiate university idea, with our particular genius for teaching undergraduates. How could the techniques be adapted without losing their special virtue, so as to cope with the larger number of graduate students who were to be helped? How could the colleges be more closely knit to each other in an economic, streamlined university procedure? At about that time a book was published which is one of the two best on Oxford that have recently appeared (the best is *Dialogue on Higher Education*, which resulted from the visit the Claremont Colleges deputation made to Oxford, Cambridge, London, and other parts of England a year ago). It is by James Morris, was entitled *Oxford*, and was written in a light-hearted scholarly style. There is one passage in it which bears repetition. "The progress of this University", Morris wrote, "was no disciplined march of intellectual legionaries, but more the groping, quarrelsome, panicky and sometimes comical advance of a posse of irregulars, blowing trumpets and jostling their way across a soggy sort of battle field". That

was a very fair description of Oxford before the war, and the Oxford that was to some extent still in existence in 1964.

It was in that year that the college decided, because of the desire for self-improvement, to appoint seven intellectual legionaries under the proconsular chairmanship of Lord Franks (one British ambassador in Washington, now head of an Oxford College). These seven were asked to take a hard look at everything in Oxford, to call for evidence and hear it in public (so that at least no one could ever say again that there was anything to hide). An iconoclast professor accordingly denounced, not without some publicity, the system under which colleges elect their fellows as “corrupt”; and all the other criticisms that anybody could make of a collegiate university were duly made. Dead on time, two years later, the verdict of the Commission of Inquiry was handed down - the Franks Reports. And the fact was that the report absolutely endorsed the collegiate university idea. Besides making many detailed recommendations, it said, in effect, fair and square:

Stay a collegiate university; do not have separate graduate departments based on laboratories or faculties; include within the existing colleges the increasing number of graduates that you must certainly have and, if need be, create new colleges to accommodate graduates, not in one particular field but in several, so as to encourage the interdisciplinary idea.

There is now something quite new to Oxford - a kind of federal senate, called the Conference of the Colleges, meeting three times a term with two representatives from each college. It has been agreed that richer colleges should contribute money regularly over an indefinite period of years, particularly during the next decade, so as to bring the endowment income of all colleges up to a certain level. Tentative

efforts have been made to do this in the past, but there is now unanimous agreement to lessen the inequalities of wealth so that no college starts too far behind in the race for educational distinction. The system whereby the head of a college with the longest term of office automatically became vice chancellor of the university has also been changed. Instead, there is now going to be an electoral college, drawn from the colleges and the university, which will recommend one person to be vice-chancellor two years later if his name is approved by the whole congregation of the dons. In future, heads of houses will be eligible: the Electoral College can select anyone prepared to do the job over a four-year stint.

The great virtue of the collegiate university idea lies in its unpredictability. It is difficult to prophesy what the eventual result of "Franks" will be. But it has smoothed the path of university administration and it will give time to get on with the real job - learning and teaching. Unpredictability, the chance of innovation seems to be an advantage for any great university, and there is no doubt that this advantage is more likely to be secured when one has, as obtains at Oxford in the colleges, thirty-one separate growing points from which the new ideas may spring, integrated within a university which has the advantages of size and goes on doing what it can to co-ordinate those new ideas without extinguishing them.

There are clearly some things which the university, acting for all its colleges, can do better than the colleges, acting individually, it can deal better, for example, with government departments with local authorities, with bodies outside the place which is its home. The college is clearly better able to raise money from its alumni and other private sources than the more impersonal university. In the colleges, moreover, there is greater certainty of developing personal relations

between the senior and the junior members of the university, between the scientists and the non-scientists, and between members of different disciplines. The college is the place where morale between the staff and students can best be sustained. It is also the place where not much division is needed between administrators and academics.

The university, of course, must have whole-time administrators, and partly as a result of the Franks Report, it is going to be increasingly recognized that, just as government permanent officials can give indispensable help if they are properly controlled by their political chief, so, in a university, permanent administrators can prove a tremendous asset, provided (as in Oxford) they are kept firmly in their place: they can relieve their academic master of substantial burdens, so that he can get on with his real job. In fact, however vital the role of the college, there is bound, to be an increasingly large number of things which only the university can do. So there is a constant need for colleges to learn new ways of collaboration with each other and to be prepared to trust and, ultimately, even love the university. This is yet to be the case in Oxford. However, people love their colleges and recognize that they are an integral part of a great university.

There is an exciting future for the collegiate university. The pursuit of this ideal is, perhaps, contrary to the trend of our times. Faith in the small unit is nowadays not easy to sustain, at any rate in Britain. But if education necessarily implies a personal relationship between the older and the younger generation, then part, at least, of the future of education of both sides of the Atlantic lies with the collegiate university.



## **Oxford and Cambridge**

The two ancient universities of England: Oxford and Cambridge (collectively termed Oxbridge) are federations of autonomous colleges. While many of the student affairs functions are housed in the colleges, each college is more than a residence hall.

In addition to accommodation, meals, common rooms, libraries, sporting and social facilities for its students, each college admits students to the university and, through tutorials or supervisions, contributes to the work of educating them.

The faculties at each university provide lectures, central facilities, such as libraries and laboratories, and examine for and awards degrees. Academic staff are commonly employed both by the university (typically as lecturer or professor) and by a college (as fellow or tutor) though some may have only a college or university post. Nearly all colleges cater for students studying a range of subjects.

Since the colleges are all fully independent legal entities owning their own buildings, employing their own staff, and managing their own endowments, they vary widely in wealth. It is entirely possible for some colleges to be in better financial health than the universities of which they are a part.

Typically, a student or fellow of an Oxbridge College is said to be “living in college” if the accommodation is inside the college buildings. Most colleges also accommodate students in houses or other buildings away from the college site.

### **2.1.8 The use of collegiate system in Europe and U.S.A**

Ralph W. Tyler (1999), cited *Wikipedia, the Free Encyclopedia*, argues that the term university college is used in a number of countries to denote institutions that provide tertiary education but do not have full or independent university status. A university college is often part of a larger university, but precise usage varies among countries.

In Australia, the term “university college” was used to refer to educational institutions that were like universities, but lacked full autonomy, the ‘Latrobe University College of Northern Victoria was one such college. University colleges existing today generally cater for specific subjects (such as Theology, or the Arts). Avondale College, located in Cooranbong, NSW, offers the widest range of degree subjects for denominational school in the country. UNSW@ADFA was previously known as University College, ADFA, and provides the tertiary education component of officer cadet training at the Australian Defence Force Academy,

Some residential colleges associated with universities are named University College. These halls of residence are common in Australian universities and primarily provide accommodation to students. They may also provide academic support (such as tutorials) and social activities to residents. University College, Melbourne, formerly University Women’s College, is one such residential college. It is affiliated with the University of Melbourne.

In Canada, University College has three meanings: a degree-granting institution; an institution that offers university-level coursework; or a University of Toronto and Laurentian University College.

The title “university college” is extensively used by institutions that do not have full university status, but which do extensive teaching at degree level. The title “university” is protected by federal law in Canada, but the title “college” is only regulated in some Canadian provinces. Some Canadian university colleges are public institutions, some are private; some are regulated by government agencies, others are not. Institutions that are members of the Association of Universities and Colleges of Canada (AUCC) can be generally accepted as providing university-level programs.

“University College” is also the name of a Canadian educational institution. University College is the name of a constituent college of the University of Toronto.

## **Ireland**

The National University of Ireland and Queen’s University Belfast were based on the UK university college system both set up in 1908 before the establishment of the Republic of Ireland and having roots in the earlier Queen’s University of Ireland, which was also a university college-type system. The university colleges of the National universities have since been raised to the status of universities - as they were considered for many years before statute recognition- but the system still maintains its overall federal status. Queen’s University Belfast initially had no university colleges and the first university college was created in 1985 (St. Mary’s) and second in 1999 (Stranmillis). These two institutions were previously associated with the university, offering its degrees since 1968.

## **New Zealand**

Nearly all New Zealand universities were originally described as University Colleges, and were constituent parts of a federal body, the University of New Zealand. All are now fully independent. Thus, the former Canterbury University College is now the University of Canterbury. There is a specific university hall of residence named “University College” at Otago University.

## **United Kingdom**

In the UK, the term university college is used to denote an institution that teaches degree programmes, and may carry out research, but is not recognized as a university. All university colleges must have independent degree-awarding powers (though some still choose to have their degrees awarded by other institutions). Like “university”, the title “University College” is legally protected, and to use it requires government approval. However, it is generally seen as carrying less prestige than “university”, and many university colleges became universities in September 2005, with other seeking to gain the status within the next couple of years.

Many well-established British universities started out as university colleges, teaching external degrees of the University of London. Examples include the University of Nottingham (which was University College Nottingham when D.H. Lawrence attended it) and the University of Exeter, which, until 1955, was the University College of the South West of England. This was the recognized route for establishing new universities in the UK during the first half of the twentieth century.

A related but slightly different use of the term existed in the Federal University of Wales; some of its constituent colleges took titles such as University College Swansea. These colleges were, to all intents and purposes, independent universities (the federal university's powers being largely restricted to the formal awarding of degrees). In 1996, the University of Wales was reorganized to admit two former higher education institutions and the older members became 'Constituent Institutions' rather than colleges and were renamed along the lines of University of Wales, Swansea.

## **United States**

Universities such as Washington University in Saint Louis, Arizona State University, California State University, Long Beach, the University of Denver, the University of Louisiana at Lafayette, the University of Maine, Tulane University, Syracuse University, and the University of Toledo use university college for the name of the division dedicated to continuing education and the needs of the non-traditional student. The University of Maryland University College is a separate institution dedicated to non-traditional education.

The University of Rhode Island enrolls all of its new students into its University College, which does not grant degrees, but instead provides orientation, academic advising, and support for honours students, probationary students, student athletes, and students undecided in their choice of academic major.

The term college is also, as in the United Kingdom, used for a constituent semi-autonomous part of a larger university but generally organized on academic rather than residential lines. For example, at many institutions, the undergraduate portion of the university can be briefly referred to as the college (such as The

College of the University of Chicago, Harvard College at Harvard, or Columbia College at Columbia) while at others each of the faculties may be called a college (the College of Engineering, the College of Nursing, and so forth). There exist other variants for historical reasons. For example, Duke University, which was called Trinity College until the 1920s, still calls its main undergraduate subdivision Trinity College of Arts and Sciences. Some American universities, such as Princeton, Rice and Yale have residential colleges along the lines of Oxford or Cambridge, but the name was clearly adopted in homage to the British system. Unlike the Oxbridge College, these residential colleges are not autonomous legal entities nor are they typically much involved in education itself, being primarily concerned with room, board, and social life. At the University of California, San Diego, however, each of the six residential colleges teaches its own core writing course and has its own distinctive set of graduation requirements.

### **The origin of the U.S. usage of collegiate system**

The founders of the first institutions of higher education in the United States were graduates of the University of Oxford and the University of Cambridge. The small institutions they founded would not have seemed to them like universities - they were tiny and did not offer the higher degrees in Medicine and Theology. Furthermore, they were not composed of several small colleges. Instead, the new institutions felt like the Oxford and Cambridge colleges they were used to - small communities, housing and feeding their students, with instruction from residential tutors (as in the United Kingdom, described above). When the first students came to be graduated, these ‘colleges’ assumed the right to

confer degrees on them, usually with authority. For example, the College of William and Mary has a Royal Charter from the British monarchy allowing it to confer degrees, while Dartmouth College has a charter permitting it to award degrees “as are usually granted in either of the universities, or any other college in our realm of Great Britain”.

In contrast this with Europe, where only universities could grant degrees, the leaders of Harvard College (which granted America’s first degrees in 1642) might have thought of their college as the first of many residential colleges which would grow up into a New Cambridge University. However, over time, few new colleges were founded there, and Harvard grew and added higher faculties. Eventually, it changed its title to university, but the term ‘college’ had stuck and “colleges” have arisen across the United States.

### **The rest of the English-speaking world**

Influenced by their origins in the British Empire, by contact with and sometimes imitation of U.S. academia, and even by modern American pop culture, the rest of the English-speaking world seems to have adopted a mix of the U.S. and British practices.

#### **Australia**

In Australia, the term “college” can refer to an institution of tertiary education that is smaller than a university, run independently or as part of a university. Following a reform in the 1980s, many of the formerly independent colleges now belong to a larger university. Many private high schools that provide secondary education are called “colleges” in Australia. The term can also be used to refer to residence halls, or dormitories, as in the United Kingdom; but compared

to the UK, their tutorial programmes are relatively small-scale and they do no actual teaching towards academic degrees, with the exception of one or two that host theological colleges. In the state of Victoria, many public schools providing secondary education are known as secondary colleges, though most Victorians still refer to this level of education as “high school”.

Additionally, in Tasmania and the Australian Capital Territory, “college” refers to the final two years of high school (years eleven and twelve), and the institutions which provide this. In this context, “college” is a system independent of the other years of high school. Here, the expression is a shorter version of Matriculation College.

In the state of South Australia nearly all private schools, including those with year levels from Reception (5-years-olds) to years 12 and 13 are called Colleges.

## **Canada**

The term “college” also applies to distinct entities within a university (usually referred to as ‘federated colleges’ or “affiliated colleges”), akin to the residential colleges in the United Kingdom. These colleges act independently, but in affiliation or federation with the university that actually grants the degrees. For example, Trinity College was once an independent institution, but later became federated with the University of Toronto, and is now one of its residential colleges. In the case of Memorial University of Newfoundland, located in St. John’s, the Corner Brook campus is called Sir Wilfred Grenfell College. Occasionally, “college” refers to a subject specific faculty within a university that,



while distinct, are neither federated nor affiliated- College of Education, College of Medicine, College of Dentistry, among others.

There are also universities referred to as art colleges, empowered to grant academic degree of BFA, Bdes, MFA, Mdes and, sometimes, collaborative Ph.D degrees. Some of them have “university” in their name (Nova Scotia College of Art and Design University) and other do not (Ontario College of Art and Design and Emily Carr Institute of Art and Design).

Unlike in the United States, there is a strong distinction between “college” and “university” in Canada. In conversation, one specifically would say either “I’m going to university” (that is studying for a three-or four-year degree at a university) or “I’m going to college” (suggesting a technical or career college). Owing to this distinction, the cultural phenomenon known as college radio in the United States is more properly called “campus radio” in Canada.

In a number of Canadian cities, many government-run secondary schools are called “collegiate” or “collegiate institute” (C.I), a complicated form of the word “college” which avoids the usual “post-secondary” connotation. This is because these secondary schools have traditionally focused on academic, rather than vocational, subjects and ability levels (for example, collegiate offered Latin while vocational schools offered technical courses). Some private secondary schools in Toronto (such as Upper Canada College) choose to use the word “college” in their names nevertheless. Some secondary schools elsewhere in the country, particularly the ones within the separate school system, may also use the word “college” or ‘collegiate’ in their names.

A small number of the oldest professional associations use ‘college’ in the name in the British sense, such as the Royal College of Physicians and Surgeons of Canada.

### **Durham University**

Durham University is also collegiate in nature, and its colleges enjoy the same legal status as ‘listed bodies’ as the colleges of Oxford and Cambridge. Generally, however, its colleges are not financially independent (exceptions being Ushaw, St. Chad’s and St. John’s). Although the colleges do not have any teaching duties as part of the university, they do provide meals, libraries, computers, scholarships and recreational facilities for their members. In many ways, colleges at Durham University have a similar functions to that of a traditional hall or residence at many other universities. However, the colleges provide a larger role in the pastoral care of students than a traditional hall, with each college having a personal tutorial system. JCR, MCR & SCR and either a Master or Principal are in charge of the everyday running of the college. The colleges also have a role in the admissions of students, although not as large as those at Oxbridge, and normally confined to identifying students that suit the college ethos and atmosphere.

### **University of London**

The University of London as a federal university comprised twenty constituent colleges. Owing to historical reasons the two founding colleges, University College and King’s College, have their names resembling the Oxbridge colleges. Later the expansion of the University saw the growth of the small specialist colleges, such as School of Oriental and African Studies and School of Pharmacy, either establishing within or merging into the University.

These colleges, whether they are recognized or listed bodies, award the University of London degrees. The Privy Council, however, had recently granted degree-awarding power to Imperial College London (2003) and University College London (2005), while the former had formally decided to leave the federal university to award its own degree and the latter decided not to exercise the power for the time being.

### **University of Edinburgh**

The University of Edinburgh recently restructured and created colleges along academic lines merging the old faculties into larger bodies, and devolving control for most matters to academic schools.

### **University of St. Andrews**

The University of St. Andrew is legally a collegiate university, having two colleges: the United College of St. Salvator and St. Leonard and St. Mary's College. However, each college exists in name only and the power they once held is now vested in the Academic Senate and the Faculties of Arts, Divinity, Medicine and Science.

### **University of Wales**

In the University of Wales, colleges are the lower tier of institutional membership, below constituent institutions, following the reorganization of the university in 1996. Prior to this, the member institutions were all called colleges. There are not currently any colleges in the University of Wales, but this is likely to change in the future.

### **2.1.9 The concept of administration**

The word administration has been used, consciously and unconsciously, interchangeably for management. Many scholars have, therefore, endeavoured to show the significant difference between administration and management.

In the views of Hughes (1998), while administration involves instructions and services, management involves first the achievement of results and secondly personal responsibility by the manager for results being achieved.

*Oxford Dictionary* defines administration as an act of administering; which is to manage the affairs of or to direct or superintend the execution, use or conduct of something. Conversely, management means is to conduct or control the course of affairs by one's own action (Hughes 1998:6).

Mullins (2007) claims that there is often difference in the interpretation of administration and management. The confusion is as a result of the interpretation of Fayol's book on Administration *Industrielle et generale* from French into English. In the wider publication of the same book in 1948, the word administration was replaced with management.

Hughes (1998), analyzing the views of Urwick, expresses concern at the possible division between management being seen to apply only to business organizations and administration as applying to the same functions in public service organizations. According to him, the definitions of most dictionaries tend to see the two words as synonymous. 'Management' is, sometimes, referred to as 'administration' of business concerns and 'administration' as 'management of public affairs.

There is clearly an overlap between the two terms. Although most people tend to perceive a difference between the two terms, the difference is not easy to describe. However, the use of the term administration has traditionally been associated with public sector organizations, while the term management is now used increasingly in business organizations. At the moment, there appears to be growing acceptance of the term management as the general descriptive label and administration as relating to the more specific functions of the operation of the procedures used by management. Administration can, therefore, be seen as taking place in accordance with some sort of rules or procedures, whereas management implies a greater degree of discretion. For the purpose of this research, administration can be interpreted as part of the management process and is concerned with the design and implementation of the systems and procedures to help meet the stated objectives and goals of the university system.

The following are some of the administrative principles mentioned by Fayol, cited in Hughe (1998). The principles of administrative management came into being between 1841-1925, when Henri Fayol, a French industrialist and theorist, began his working life as an engineer. In the industrial world, the principles are known as principles of management while in the bureaucratic governmental set-up, the principles are known as administrative principles. The 14 principles have been practised and tested in all spheres of working life. The principles are division of work/group behaviour, power and authority, discipline, unity of command, unity of direction, subordination of individual interests to the general interest, remuneration, centralization, scalar, order, equity, stability of tenure of personnel, initiative and esprit de corps. In spite of the fact that almost

all the tested principles are relevant to organizations, like the university system, the principles of authority and power, division of works/group behaviour, that are highly relevant to the university system, are effectively discussed in this study.

### **Power and authority**

In the opinion of Ogunsanwo (1983), power is the ability to change the probability that a person will respond in a certain way to a certain stimulus. However, Russel (1980) sees power as the ability to produce the intended results/effects. Also Jourvenel (1957), according to Ogunsanwo (1983), identifies the following three attributes of power relations. Power is comprehensive if the variety of actions to which 'A' (the power holder) can move the Bs.

Power is intensive if the bidding of 'A' can be pushed far without the loss of compliance. Power can, therefore, manifest at every level of social interaction or sphere of life. Power exhibits three characteristics that compound a proper and clear definition of its concept. The three characteristics are force, influence and authority.

**Force:-** Strength that can be felt to do something against one's will. Force in the collegiate system in the university can either lead to inefficiency/efficiency or ineffectiveness/effectiveness depending on the leader - the Provost or the Dean.

**Influence:-** The power to affect people, action, or events by using one's personality or position of importance. Again, this depends on the ability of the Provost of the college.

**Authority:-** Power or right to do something; a person or people who have power in an administration; natural quality in a person which makes a person to control and influence people.

These attributes and “characteristics” of power, no doubt, have adverse effects on efficiency and productivities either at the faculty or the collegiate system of administration in university management. High efficiency and productivities using the stated attributes and characteristics, depend on the abilities of the principal officers and their immediate assistants in the two systems of university management.

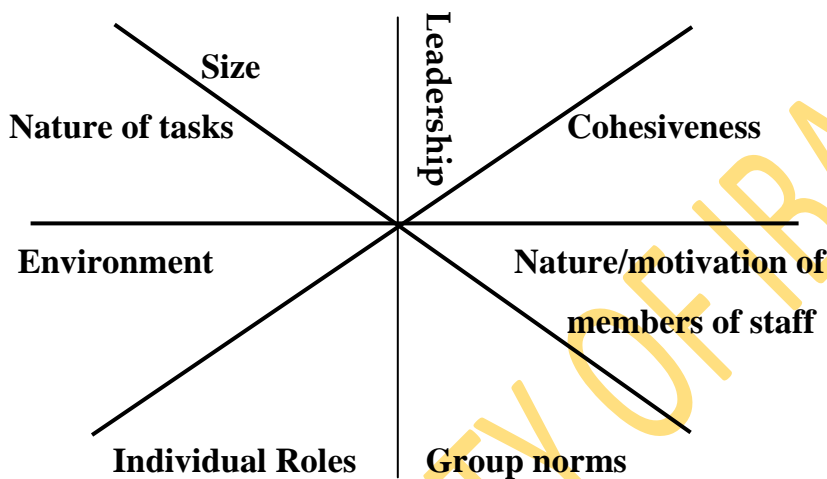
### **Work division/group behaviour**

Groups at work are formed as a direct consequence of an organization’s need to differentiate itself. Differentiation or specialization involves not only the breaking down of the organization into functions but also the formation of groups to support the tasks assigned to those functions that may emanate from decentralization. A group is basically a collection of individuals contributing to one common aim under the direction of a leader and who share a sense of common identity. Thus, a group is more than an aimless crowd of people waiting in an airport lounge or at a bus stop (Cole, 1996).

With the implementation of collegiate system of administration in the university, group behaviour will play important roles in the system to ensure efficiency in the system. The leadership of the group in the collegiate system of administration determines the types of group behaviour that leads to the effectiveness of such groups in the college. The group behaviours would no doubt, however, to a large extent, attain a high level of efficiency and the desired productivity at the collegiate level. Good goal behaviours will lead to perfect decision making that leads to effective development of the collegiate system in the university. The development will lead to the introduction of new courses,

establishment of new departments and subsequently, new faculties. The leadership behaviour also has greater impacts on the level of efficiency that leads to high productivity in the system. Also, the quality and the behaviour of the leadership at the faculty or collegiate levels affect the allocation and execution of schedules as well.

**Fig. 5: Factors for works division Group behaviour**



**Sources:** Cole (1996) *Management theory and practice* London: Letts Educational, Administrative place.

### **2.1.10 The concept of bureaucracy**

The concept of bureaucracy was authored by Max Weber in Europe (Hughes 1998). In setting out a basis for the concept, Weber opines that three types of authorities exist in any organization:

- i. The charismatic authority - the appeal of an extraordinary leader
- ii. The traditional - such as the authority of a tribal chief
- iii. The rational/legal authority - Legal authority is based on enacted laws that can be changed by formally correcting procedures. Obedience is not owed



to a person or position per se but to the laws that specify to whom and to what extent people owe compliance. Legal authority, thus, extends only within the scope of the authority vested in the office by law. In schools, obedience is owed to the impersonal principles that govern the operation of the organization. It is the most efficient of the three forms of authority and it forms the basis of authority for his concept of bureaucracy.

Hughes (1998) further asserts out that there are six principles for modern concepts of bureaucracy deriving from the idea of rational/legal authority. The six principles are:

- (i) principle of fixed and official jurisdictional areas which are generally ordered by rules, that is, by laws or administrative regulations;
- (ii) principles of office hierarchy and of levels of granted authority, meaning a firmly ordered system of super and subordination in which there is supervision of the lower offices by the higher ones;
- (iii) management of the modern office is based upon written documents (the files) which are preserved. The body of officials actively engages in public office along with the respective apparatus of material implements and the files make up a 'bureau'. In general, bureaucracy segregates official activity as something distinct from the sphere of private life. Public monies and equipment are divorced from the private property of the official;
- (iv) office management, at least all specialized office management and such management is distinctly modern - usually presupposes thorough and expert training.

- (v) when the office is fully developed, official activity demands the full working capability of the official. Formerly in all cases, the normal state of affairs was reversed; official business was discharged as a secondary activity;
- (vi) management of the office follows general rules which are more or less stable, more or less exhaustive, and which can be learned, knowledge of the rules represents a special technical learning which the officials possess. It involves jurisprudence or administrative or business managements.

The first of the principles means that authority derived from the law and from rules are made according to law. No other form of authority is to be followed. The second principle is that of hierarchy, perhaps the most familiar of the ideas. Strict hierarchy means that rational/legal authority and power are maintained organizationally not by any individual but by the position he or she holds in the hierarchy functions. This could be delegated to lower levels as the hierarchical structure means that any official could act with the authority of the whole organization.

The third point depicts an organization as something with an institution separate from the private lives of its employees. It is quite impersonal. Written documents are preserved. Something that is essential as previous cases become precedents when similar events recur. Only with the existence of files can the organization be consistent in its applications of the rules.

The fourth point is that administration is in a specialist occupation, one deserving of thorough training. It is not something that could be done by anyone. Fifthly, working in a bureaucracy is a full-time occupation instead of a secondary

activity as it once was. Finally, office management is an activity that could be learned as it follows general rules. These rules would personally be carried out in the same way by whoever occupies a particular office.

The concept of bureaucracy is relevant to this study based on the following:

- (i) collegiate system of administration is a larger division of a university administration.
- (ii) collegiate system of administration in the university emanate from the third type of the concept of bureaucracy as opined by Hughes - rational/legal authority.
- (iii) The six principles of the concept of bureaucracy are relevant to the collegiate system of administration, as the principles are on the managerial structure of an organizational system similar to the university system.
- (iv) the principles also relate to decentralization of authority from the management, an element of administration that the collegiate system is expected to utilize in its operational system.

According to *Wikipedia, the Free Encyclopedia*, bureaucracy is a concept of sociology and political science, referring to the way that the administrative execution and enforcement of legal rules are socially organized. The following four structural concepts central to any definition of bureaucracy, are noted by *Wikipedia*:

- (i) a well-defined division of administrative labour among persons and offices;
- (ii) a personnel system with consistent patterns of recruitment and stable linear careers;

- (iii) a hierarchy among offices, such that authority and status are differentially distributed among actors; and
- (iv) formal and informal networks that connect organizational actors to one another through flows of information and patterns of cooperation.

*Wikipedia*, also claims that everyday bureaucracies include governments, armed forces, corporations, non-governmental organization (NGOs) Inter-governmental organizations (IGOs), hospitals, courts, ministries, social clubs, sports leagues, and constitutions

While the concept existed at heart from the early forms of nationhood in ancient times, the word “bureaucracy” itself stemmed from the word “bureau” used from the 18th century in Western Europe not just to refer to a writing desk but to an office, that is. a workplace, where officials worked. The original French meaning of the word bureau was the baize used to cover desks. The term bureaucracy came into use shortly before the French Revolution of 1789 and, from there it rapidly spread to other countries. The Greek suffix - *Kratia* or *Kratos*-means “power” or “rule”.

The early example of a bureaucracy is the scribe, who first arose as a professional on the early cities of summer. The Sumerian script was so complicated that it required specialists who had trained for their entire lives in the discipline of writing to manipulate it. These scribes could wield significant power, as they had a total monopoly on the keeping of records and creation of inscriptions on monuments to kings.

Subsequently in larger empires, like Achaemenid Persia, bureaucracies quickly expanded as government expanded and increased its functions. In the

Persian Empire, the central government was divided into administrative provinces led by satraps. The satraps were appointed by the Shah to control the provinces. In addition, a general and a royal secretary were stationed in each province to supervise troop recruitment and keep records, The Achaemenid Great Kings also sent royal inspectors to tour the empire and report on local conditions.

The most modern of all ancient bureaucracies, was the Chinese bureaucracy. During the chaos of the spring and autumn period and the Warring States Period, Confucius recognized the need for a stable system of administrators to lend good governance even when the leaders were inept. Chinese bureaucracy, first implemented during the Qin dynasty but under more Confucian lines under the Han, calls for the appointment of bureaucratic positions based on merit via a system of examinations. Although the power of the Chinese bureaucrats waxed and waned throughout China's long history, the imperial examination system lasted as late as 1905, and modern China still employs a formidable bureaucracy in its daily workings.

Modern bureaucracies arose as the government of states grew larger during the modern period and especially following the Industrial Revolution. As David Osborne and Ted Gaebler (2001) point out.

It is hard to imagine today, but a hundred years ago bureaucracy meant something positive. It connoted a rational, efficient method of organization- something to take the place of the arbitrary exercise of power by authoritarian regimes. Bureaucracy brought the same logic to government work that the assembly line brought to the factory. With the hierarchical authority and functional specialization, they made possible the efficient undertaking of large complex tasks.

From a management point of view, agencies differ in two main ways: whether or not the activities of the operators can be observed, and whether the results of those activities can be observed. The first factor deals with outputs, or what the agency does on a day-to-day basis. The second factor deals with outcome, or the overall results of agency work. The extreme cases where outputs and outcomes are either simple or difficult to observe yields four different kinds of agencies: production, procedural, craft, and coping.

- Production organizations are those in which both outputs and outcomes are observable. Examples include the Social Security Administration, and United States Postal Service Internal Revenue Service. In production organizations, managers can observe the outputs of officials, and can, for instance, in the Internal Revenue Services, measure the amount of money collected in taxes, and estimate with accuracy how much more tax money will be produced by increasing the level of auditing activity.
- Procedural organizations are those where outputs can be observed, but outcomes are unclear or not observable. Examples include the Occupational Safety and Health Administration, and the United States Armed Forces during peace time. Occupational Safety and Health Administration may observe the actions of health inspectors, but may not be able to measure how these individual actions add up to improved safety and health in the workplace. In the armed forces, during peacetime, all aspects of training and deployment can be observed, but it cannot be measured how these activities deter aggression, or prepare for a future (unknown) conflict(s).

- Craft Organisations are those where outputs are hard to observe, but outcomes are fairly easy to evaluate. An example is the armed personnel at war, who may operate under a fog of war, but whose battle outcomes can be easily measured. Another example is the United States Department of Labor and their “Wage and Hour Division”. While the outputs of individual inspectors in the field are difficult to measure, overall outcomes of negotiated compliance agreements and referrals to federal attorneys for legal action are easily measurable.
- Coping Organisations are those where neither outputs nor outcomes are observable. Typical activities of diplomats and policeman cannot be observed or measured, for example, sensitive conversations with foreign leaders, and interactions with citizens on the street, and the outcomes are also difficult to judge, for instance, changes in foreign perception of United States interests, and the level of order on a policeman’s beat.

Bureaucratic principles are also important elements in the collegiate system of administration. The bureaucratic policies formulated by the management in the Colleges of Medicine determine the productivity in the system, the effectiveness of the leadership of the Colleges of Medicine and also the ability to source for financial resources and the retention of effective human resources in the colleges.

### **2.1.11 Review of empirical studies**

Ogunsanwo (1983) critically analyzes the utilization of powers in sub-systems in university administration to achieve set goals in the first generation universities in Nigeria. He claims that power is an essential instrument for the achievement of set goals. He does not, however, relate the utilization of the vested

powers for the management for effectiveness at the collegiate systems of university administration for the achievement of the set goals.

In another study, Ogunmodede (1985) does not relate the instrument of authority to the collegiate systems in the university administration. Power and authority in decision making and execution are vital instruments for effectiveness in the collegiate system of university administration. Also Olutade (2005) expatiated on the usefulness of the committee system in the efficiency of university administration and not effectiveness.

In the study carried out by Wayland (2002), titled “Thoughts on the present collegiate system in the United States”, the study does not include the effectiveness in the collegiate system of university administration for the achievement of the set goals and objectives of the colleges.

However, this study is a departure from these existing studies in view of the lapses noticed in four studies. This research, therefore, evaluates the effectiveness of the collegiate system in university administration in selected federal universities in Nigeria. This fills the gap in knowledge on university administration.

### **2.1.12 Appraisal of the literature reviewed**

From the literature reviewed above, there are features and information that are very relevant to this study that has been used to determine the evaluation of the effectiveness of the collegiate system of administration in the three selected Colleges of Medicine in the three federal universities in Nigeria. On the effectiveness of the collegiate system of administration on decentralization of operations, devolution of powers and delegation of authority and responsibilities Aliu (1977), Baradet (1980) Adebayo (2005) have a unanimous views on the



decentralization of operations, devolution of powers and delegation of authority and responsibilities. The system relieves the principal officers of the university from the daily administrative matters but enables them to concentrate on planning and development of the university.

On the concept of bureaucracy, Hughes (1998) analyzes principle six of Max Weber's and also expresses his views on the decentralization of authority from the university management to the collegiate system of administration.

In the literature reviewed on the concept of administration, Hughes (1998) explains the involvement of management to achieve results in an organization like Colleges of Medicine. He also discussed the personal responsibilities of managers in the organization. He avers that there are fourteen administrative principles that have been practised and tested. The 14 principles are division of work/group behaviour, power and authority, discipline, unity of command, unity of direction, subordination of individual interests to the general interest, remunerations, centralization, scalar, order, equity, stability of tenure of personnel, initiatives, and esprit de corps. These principles accelerate decision making and implementation of policies in Colleges of Medicine.

In his study, Ogunsanwo (1983) emphatically states that the effective usage of power and authority in university administration determines the acceleration of decision making and implementation of policies. He notes that force, influence and authority greatly affect the decision making and implementation of policies in administration.

In the literature reviewed on the enhancement of the image of the university by the collegiate system of administration, *Wikipedia* notes that the various

units/departments of the colleges enhance the good image of the university because the functionaries in the units, departments and divisions are specialists who are expected to use the training acquired to assist both the government and the governed during the peace/conflict/war periods or during emergency periods. The effectiveness in their responsibilities enhance the image of the university.

On the concept of collegiate system of administration, Blum (1976) clearly defines collegiate system in a university. He also analyses the roles of the faculty and collegiate members of staff. He further notes that, in some universities, both the faculty and collegiate members pursue the objectives of the university because the colleges have no university status and they are not authorized to award any degree but prepare the graduands for the various degrees to be awarded by the university.

In the literature on “The University”, Okeke (1995), analyzing the study of Kerrs (1962) opines that the collegiate system of administration should be seen as a means for achieving much greater co-ordination and cross-fertilization of related disciplines. He also consents that the collegiate system facilitates the eventual attainment of effective decentralization of power and delegation of functions and responsibilities to the college authorities. The scholars also agree on the pattern of delegated authority as applicable in the Columbia University.

## **2.2. Models**

In this study, the Countenance Model and the Context, Input, Process and Product (C.I.P.P) model are used interchangeably.

### **2.2.1 The Countenance Model**

Models are a comprehensive framework for guiding evaluation of programmes, projects, personnel, institutions, curricula and systems. Models offer a framework and conceptualization that guide both the focus of the evaluator and the orientation of the evaluation (Rose and Nyre, 1997). Models, therefore, provide a broad base for designing evaluation activities.

The Countenance Model was developed by Stake (2003) and was so named because of the title of his article - "The countenance of educational evaluation". The Countenance Model was based on the notion that judgement and description are both essential to the evaluation of educational programmes. He distinguishes between three bodies of information that are elements of evaluation statements that should be included in both descriptive and judgemental acts. The elements are as follows:

#### **Antecedents:**

Antecedents refer to conditions existing prior to implementation of the programme that may relate to outcomes. The existing conditions prior to the introduction of collegiate system was the faculty system of administration that could not carry out any innovation or expansion of the academic programmes in the Faculty of Medicine. The stakeholders were aware of the inability of the faculty system of administration in the Faculties of Medicine. The outcome of this study clearly shows the possible innovations and expansion of the academic programmes.

## **Transactions:**

Transactions are the ‘succession of engagements’ that constitutes the process, that is the instructional process of educational aspect of the programme. Outcomes, as conceived by Stake, refer to much more than traditional student learning outcomes. The outcome includes immediate, long-range, cognitive, affective, person and societal outcomes. It also includes the programme’s impact on the teachers, administrators and others as well as the wear and tear on equipment and facilities in its conduct (Stufflebean, 2003 p.10).

Descriptive information is classified either as intents or observation. Intents include programme objectives, not only intended students’ outcomes, but also the plan for environmental conditions. The judgements matrix includes both the standards used to reach judgements and the actual judgment themselves.

This model is relevant to this study because it helps to assess the objectives of the collegiate system of administration in the three universities and provides the evaluation elements in the standard attained by the colleges based on the collegiate system that make them to be unique within the university system. Besides, it provides insight into the existing conditions in the faculties before the introduction of the collegiate system and also into how the standard of academics in the colleges are attained and the determination of whether or not the standard actually meet the objectives laid down in the Act establishing the colleges.

### **2.2.2 The CIPP Evaluation Model**

The Context, Input, Process and Product (C.I.P.P), evaluation model is one of the most well-known and widely used models developed by Egon Guba and Stufflebeam (2003). The CIPP evaluation model is a process of delineating,

obtaining and providing useful information for judging decision making alternatives. The model contains the following important elements:

- (1) Evaluation is a systematic, continuing process.
- (2) That the process includes three basic steps:
  - (i) Delineating the questions to be answered;
  - (ii) Obtaining relevant information so that the questions, may be answered;
  - (iii) Evaluation serves decisions making.

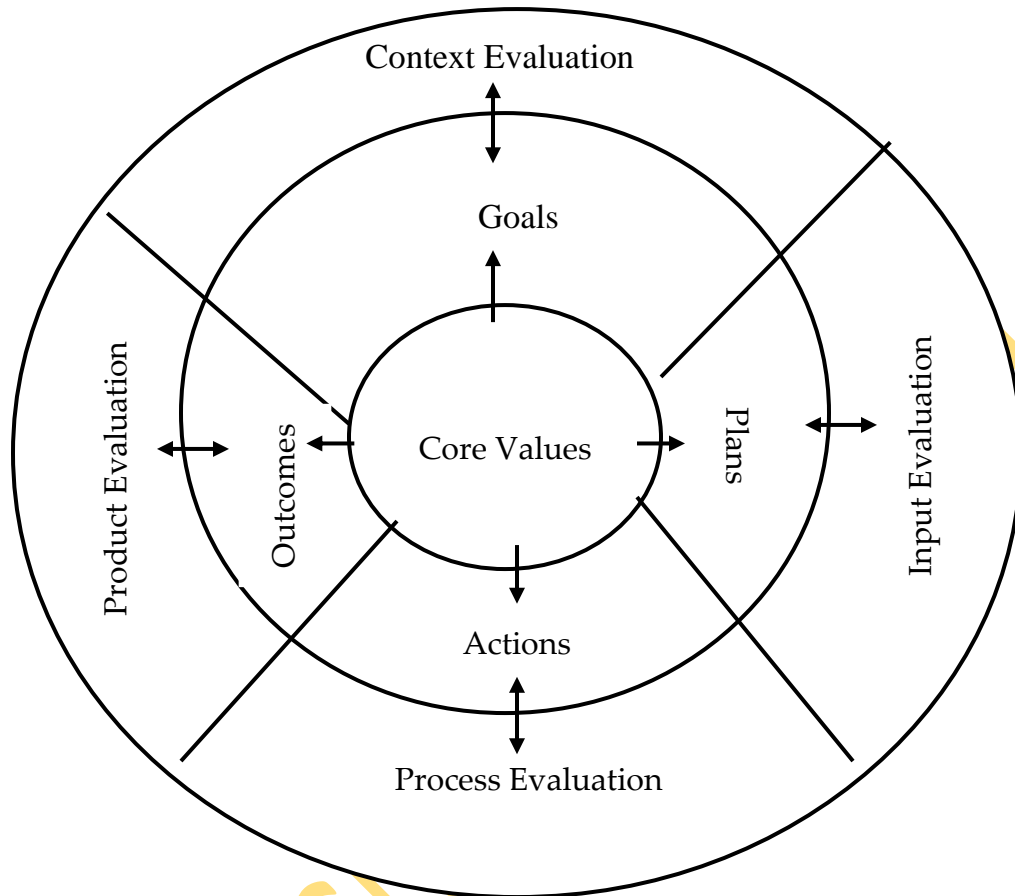
Basically, the CIPP evaluation model answers four questions, namely:

- (i) What objectives should be accomplished?
- (ii) What procedures should be followed in order to accomplish the objectives?
- (iii) Are the procedures working properly?
- (iv) Are the objectives being achieved?

The key components of the CIPP evaluation model and associated relationship with programmes, as defined by Stufflebean (2003), are as follows:

- An update
- A review of the model's development
- A checklist to guide implementation

**Fig 6: Components of the CIPP Evaluation Model**



**Source:** Stufflebeam (2003). *The C.I.P.P model for evaluation*

However, in the review of the CIPP evaluation model in 2003, Stufflebeam adds that evaluation should also assess and report an entity's merit, worth, probity and/or significance and also present lessons learned. The relevance of the CIPP to this study are discussed below:

The CIPP evaluation model provided the researcher the opportunity to critically assess the collegiate system of administration in the university system. The model enabled the researcher to identify, describe and assess the uniqueness of the collegiate system of administration. Previous researches that used the

evaluation model indicated that the model provided an objective and systematic structure for collecting and analyzing evaluation data.

(i) **Context evaluation:** This level of evaluation is used to provide the rationale for determining objectives. It diagnoses and describes the relevant conditions that existed before the introduction of the collegiate system of administration in the Colleges of Medicine of the selected universities. On the basis of this, it sets parameters for the programmes for the Colleges of Medicine in terms of focus to produce world-class medical doctors and other related professionals.

The data for the study were collected with the knowledge of the objectives of the collegiate system of administration.

(ii) **Input Evaluation:** The input evaluation assessed the human and material resources provided by the stakeholders for the implementation of the collegiate system in the programmes of the selected Colleges of Medicine for the purpose of achieving the objectives of the introduction of the Colleges of Medicine in the three universities. In essence, the number of academic and non-teaching staff and financial resources, together with the equipment provided for the training of medical doctors and allied professionals constitutes inputs for the evaluation of collegiate system.

It is also concerned with the human, financial and material resources that are available to achieve the objectives of the collegiate system of administration, like lecture theatres, laboratories, hospital wards and offices.

### **(iii) Process Evaluation**

This level of evaluation focuses on the activities and procedures that are needed in order to achieve the desired outcomes. This process enabled the researcher to determine the effectiveness of the various operational, financial and managerial strategies involved in the collegiate system of administration in the three Colleges of Medicine. This involved the organizational structures of the Colleges of Medicine in the three universities.

**The process:** Evaluation was conducted on the process of the collegiate system of administration based on:

- (i) Admission of students
- (ii) Conduct of examinations
- (iii) Performance of candidate in the various examinations

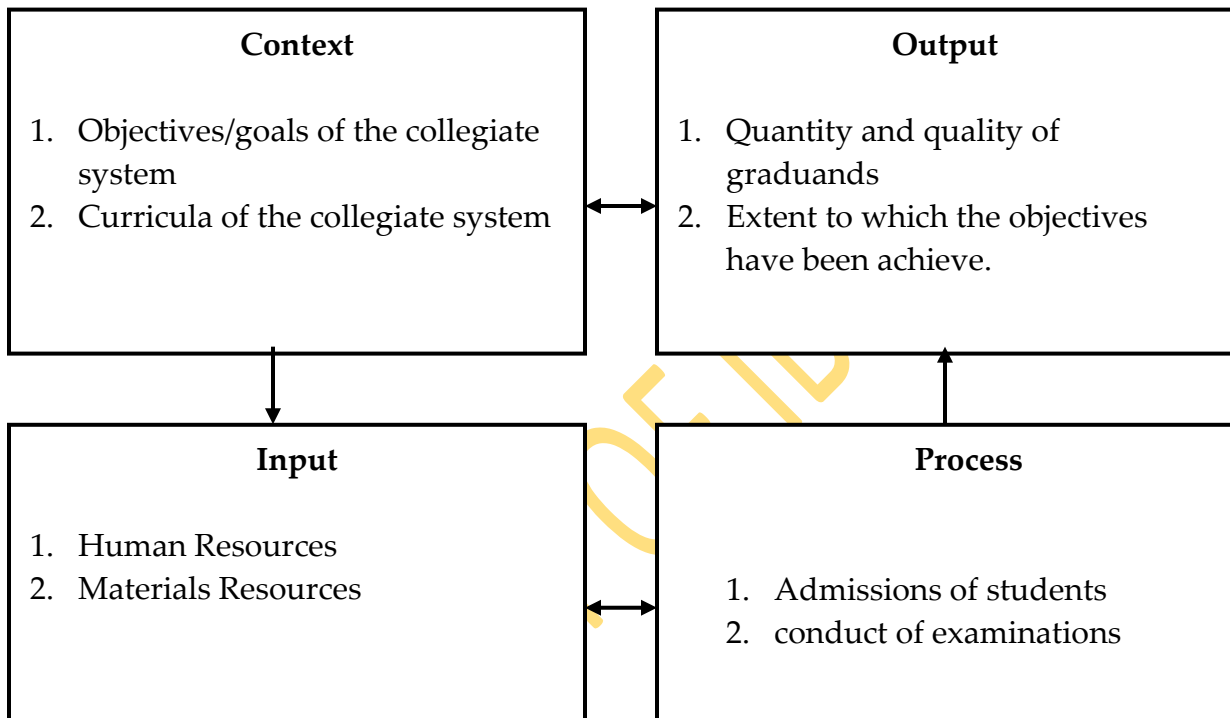
### **(iv) Product Evaluation**

This measured and interpreted the attainment of the objectives of the setting up of the Colleges of Medicine in the three universities under reference. It described and appraised the outcomes, results or product of the collegiate system as well as the impact the system has on the various environments of the colleges. This includes the number of medical doctors and allied professionals produced by the colleges within a stipulated period, for instance, how many medical doctors, physiotherapists, biochemists and so on are produced in a given period. It also includes the quality and standard of graduands produced by the colleges. Product evaluation is also on the qualities and quantities, the total graduands per given period as well as the extent to which the objectives have been achieved.



A conceptualized comprehensive framework for evaluating the collegiate system of administration in the three selected universities is presented below:

**Fig 7: A framework for evaluating the collegiate system of administration**



**Source:** Rose and Nyre (2003) *The Practice of Evaluation*

This framework shows the index that has been used for the assessment of the effectiveness and efficiency of the collegiate system of administration in the three Colleges of Medicine in the three selected geopolitical zones of Nigeria.

## **CHAPTER THREE**

### **METHODOLOGY**

This chapter describes the data collecting techniques and procedures used in this study. It covers research design, population of the study, sample and sampling techniques, research instrument, validity and reliability of the instrument, administration of the instrument and the method used to analyse the data collected from the field.

#### **3.1 Research design**

The descriptive survey research was adopted for this study. This helped to describe the existing collegiate system of administration in the three selected Colleges of Medicine in the federal universities in Nigeria based in South-West, South-East and South-South geo-political zones of the Federal Republic of Nigeria.

#### **3.2 Population of the study**

The target population of the study comprised the management (principal officers of the colleges), heads of department, academic staff, non-teaching staff and students in the three selected Colleges of Medicine. The target population was estimated at about two thousand, five hundred and fifty-eight (2,558).

#### **3.3 Sample and sampling technique**

A multi-stage sampling procedure was adopted which consists of the stratified and proportionate random sampling techniques. This sampling technique was used to select the three Colleges of Medicine, namely - the College of Medicine, University of Ibadan; College of Medicine, University of Nigeria,

Nsukka; and College of Medical Sciences, University of Benin, Benin City. From each of the colleges, the participants were stratified into four: management, academic staff, non-teaching staff and students. They were selected through the stratified sampling procedure.

The final stage of sampling involved selection of 385 participants from the management, 548 participants from the academic staff, 847 from the non-teaching staff and 448 from the students. The population and the sample size selected are shown in table 1.

**Table 1: Staff Categories- Colleges Crossstabulation**

<b>Staff Categories</b>	<b>College of Medicine, U.I</b>	<b>College of Medical Sciences, UNIBEN</b>	<b>College of Medicine, UNN</b>	<b>Total</b>
<b>Management Staff:</b>				
Count	110	103	172	385
% within Staff Categories	12.7%	17,3%	22.5%	
<b>Academic Staff:</b>				
Count	225	148	145	548
% within Staff Categories	29.5%	24.8%	18.9%	
<b>Non-Teaching Staff:</b>				
Count	350	191	306	847
% within Staff Categories	40.5%	32.1%	39.5%	
<b>Students:</b>				
Count	151	154	143	448
% within Staff Categories	17.5%	25.8%	18.7%	
<b>Total:</b>	<b>866</b>	<b>596</b>	<b>766</b>	<b>2228</b>

### **3.4 Research Instrument**

The main research instrument employed for the study was a structured questionnaire titled Collegiate System of Administration Assessment Scale (CSAAS). The instrument was designed in such a way as to be able to significantly evaluate the collegiate system of administration in the three selected colleges. The questionnaire was constructed to solicit the opinions of respondents on the effectiveness of the collegiate system of administration in attracting various staffers into the colleges, decision making, implementation of policies, enhancement of images of the colleges, pursuit of academic objectives, coordination of related disciplines, decentralization of operations and scale of operation in the colleges.

The questionnaire was divided into Sections “A” and “B” “Sections “A” solicits for information on the personal data of the respondents, Section “B” contains items generated from the research questions 1-5 and structured on a scale rating of Very Effective (VE) Effective (E) Fairly Effective (FE) and Not Effective (NE). The section contains question items on the evaluation of the effectiveness of the collegiate system of administration in selected Colleges of Medicine in federal Universities (see appendix i). Also, Key Informant Interview guidelines were used to complement the structured questionnaire (appendix ii).

### **3.5 Validation of the instrument**

The instruments were designed in line with the study objectives. They were shown to experts in the field of evaluation in the Institute of Education, Department of Adult Education as well as the researcher’s supervisor for

comments. Their suggestions and corrections were strictly adhered to and incorporated in the structure of the final instrument.

### 3.6. Reliability of the instrument

In order to determine the reliability of the questionnaire, a pilot study was administered at the Obafemi Awolowo University College of Health Sciences. In all, there were two sections. The reliability value of the sections ranged between 0.78 and 0.81.

### 3.7 Administration of the instrument

Copies of the questionnaire were personally administered by the researcher with the help of some research assistants in each of the three selected Colleges of Medicine returns were as follows:

**Table 2: Distribution of structured questionnaire**

Institution/Colleges	Questionnaire Administered	Questionnaire Returned
College of Medicine, University of Ibadan		
Management	250	223
Academic	280	275
Non-Teaching staff (NTS)	300	217
Students	160	151
College of Medical Sciences, University of Benin		
Management	150	131
Academic	200	192
Non-Teaching staff (NTS)	200	175
Students	100	98

College of Medicine, University of Nigeria, Nsukka:		
Management	185	163
Academic	300	260
Non-Teaching staff (NTS)	240	199
Students	150	144
<b>Total</b>	<b>2558</b>	<b>2228</b>

### 3.8 Method of data analysis

The data collected were analysed using frequency counts, percentages, mean standard deviation and chi-square. The inferential statistics was interpreted at 0.05 level of significance.

## CHAPTER FOUR

### PRESENTATION OF RESULTS AND DISCUSSION OF FINDINGS

This chapter presents the results of the analysis of the data, interpretation of the results and discussions of findings.

#### 4.1 Analysis of demographic information

This section captures the demographic characteristics of the respondents in terms of age distribution, sex, marital status, religion, and educational qualification.

**Table 4.1: Age Distribution of the Respondents**

Age of Respondents	Frequency	Percentage
16-20 yrs	246	11.0
21-25 yrs	656	29.4
26-30 yrs	334	15.0
31-35 yrs	549	24.6
36-40 yrs	210	9.0
41-50 yrs	143	6.0
51 + yrs	90	5.0
<b>Total</b>	<b>2228</b>	<b>100.0</b>

Table 4.1 shows the age composition of the staff of the universities (Management, Academic, Non-Teaching) and Students who participated in this study. The respondents in the age group of 16-20 years were undergraduates; those in 21-25 years were graduate students and non-teaching staff; those in 26-30 years

were in the middle cadres of both the academic staff and the non-teaching staff. The age brackets of 36-40, 41-50, and 51 years and above belong to the management levels as well as middle management cadres.

**Table 4.2: Sex Distribution of the Respondents**

<b>Sex</b>	<b>Frequency</b>	<b>Percentage</b>
Male	1261	56.5
Female	967	43.5
<b>TOTAL</b>	<b>2228</b>	<b>100.0</b>

Table 4.2 indicates that 56.6% of the respondents were males, while 43.5% were females.

**Table 4 3: Marital Status of the Respondents**

<b>Marital Status</b>	<b>Frequency</b>	<b>Percentage</b>
Single	1632	73.2
Married	500	22.5
Separated/ Divorced	96	4.3
<b>TOTAL</b>	<b>2228</b>	<b>100.0</b>

Table 4.3 indicates that 22.5% of the respondents were married, 73.2% were single, while 4.3% were separated or Divorced.



**Table 4.4: Religious Distribution of the Respondents**

<b>Religion</b>	<b>Frequency</b>	<b>Percentage</b>
Christianity	1651	74.1
Islam	447	20.2
Traditionalists	130	5.7
<b>TOTAL</b>	<b>2228</b>	<b>100.0</b>

Table 4.4 indicates that 74.1% of the respondents were Christians, 20.2% were Moslems, while 5.7% were Traditionalists.

**Table 4.5: Educational Qualifications of the Respondents**

<b>Educational qualification</b>	<b>Frequency</b>	<b>Percentage</b>
Undergraduates SSCE	246	11.0
B.A/B.Sc/B.ED/MBBS	1422	63.8
M.Sc/M.A/Ph.D	563	25.2
<b>TOTAL</b>	<b>2228</b>	<b>100.0</b>

Table 4.5 presents the educational levels of the respondents. The table indicates that 11.0% of the respondents were undergraduates, 63.8% respondents had B.A/B.Sc/B.Ed/MBBS, while 25.2% were Master's/Ph.D holders.

## **4.2 Results and discussions of research questions.**

The results of the participants' responses to the questionnaire are presented in the order in which the research questions were presented.

**R.Q. 1:** To what extent is the collegiate system of administration effective in the decentralization of university operations, devolution of power and delegation of authority and responsibility in the College of Medicine?

Table 4.6 presents the frequency distribution as well as the percentages of the participants' responses.

**Table 4.6 Effectiveness of the Collegiate System of Administration: Decentralization, Devolution and Delegation of Authority and Responsibility**

Statements	Responses					
	VE	E	FE	NE	Mean	SD
Effectiveness of the collegiate system of administration:						
i. Decentralization of university operations	1138 (51.1)	744 (33.4)	151 (6.8)	195 (8.7)	3.27	0.93
ii. Devolution of powers	543 (24.4)	848 (38.1)	553 (24.8)	284 (12.7)	2.74	0.97
iii. Delegation of authority and responsibility	564 (25.3)	534 (24.0)	627 (28.1)	503 (22.6)	2.52	1.10

By collapsing Very Effective (VE) and Effective (E), Table 4.6 shows that out of 2228 respondents, 1882 (84.5%) were of the opinion that the collegiate system of administration was effective in the decentralization of university operations, while 346 (15.5%) were of the opinion that it is not effective. On devolution of powers, 1391 (52.5%) were of the opinion that the collegiate system of administration is effective, while 837 (37.5%) were of the opinion that it is not. On delegation of authority, 1098 (49.3%) were of the opinion that it is effective,

while 1130 (50.7%) were of the opinion that it is not. By taking 50% as a benchmark, it is evident that the collegiate system of administration is effective in the decentralization of university operation, devolution of power, and delegation of authority. More importantly, the mean scores of the distribution are 3.27, 2.74, and 2.52 for items i, ii, and iii, respectively. Since the mid-point of the responses is 2, the mean score value of each item also shows that the collegiate system of administration is effective in the decentralization of university operations, devolution of power, and delegation of authority.

1(b) Is there any significant difference among the participants of the three universities in terms of their responses on the effectiveness of the collegiate system of administration?

- (i) Decentralization of university operations
- (ii) Devolution of powers
- (iii) Delegation of authority and responsibility

Table 4.7 shows the Chi square test of the responses of the participants from the three universities.

**Table 4.7: Chi square statistics**

College	Responses					Df	Chi Square
	VE	E	FE	NE	Total		
Item 1(b) (i)							
Ibadan	462	267	64	73	866	6	27.56*
Benin	328	168	43	57	596		
Nsukka	348	309	44	65	766		
Total	1138	744	151	195	2228		
Item 1(b) (ii)	<b>VE</b>	<b>E</b>	<b>FE</b>	<b>NE</b>	<b>Total</b>		
Ibadan	204	321	234	107	866	6	15.84*
Benin	156	202	160	78	596		
Nsukka	183	325	159	99	766		
Total	543	848	553	284	2228		
Item 1(b) (iii)	<b>VE</b>	<b>E</b>	<b>FE</b>	<b>NE</b>	<b>Total</b>		
Ibadan	208	201	252	205	866	6	16.59*
Benin	132	144	166	154	596		
Nsukka	224	189	209	144	766		
Total	564	534	627	503	2228		

**Note:** \*  $p < .05$

The Chi Square statistics shows that there was statistically significant difference in the distribution of the frequencies among the three colleges. For example, for item 1 (b) (i),  $\chi^2 (6, 2228) = 27.56$ ,  $p < .05$ ; for item 1 (b) (ii),  $\chi^2 (6, 2228) = 15.84$ ,  $p < .05$  and item 1 (b) (iii),  $\chi^2 (6, 2228) = 16.59$ ,  $p < .05$ . These figures show that, among the three colleges, there were more respondents from the University of Ibadan than the respondents from either University of Benin or

University of Nigeria, Nsukka who were of the opinion that collegiate system of administration was effective in decentralization of university operations, devolution of powers, and delegation of authority and responsibility.

**R.Q. 2:** How effective is the collegiate system of administration in acceleration of the process of decision making and implementation of decisions in the Colleges of Medicine?

Table 4.8 presents the frequency counts and percentages of the participants' responses.

**Table 4.8 Effectiveness of the collegiate system of administration: accelerating and implementation of decision and policies**

Statements	Responses					
	VE	E	FE	NE	Mean	SD
Effectiveness of collegiate system of administration in:						
(i) accelerating the process of decision making	805 (36.1)	791 (35.5)	330 (14.8)	302 (13.6)	2.94	1.02
(ii) implementations of decisions	729 (32.7)	849 (38.1)	331 (14.9)	319 (14.3)	2.89	1.01

By collapsing Very Effective (VE) and Effective (E), Table 4.8 shows that, out of 2228 respondents, 1596 (71.6%) were of the opinion that the collegiate system of administration is effective in accelerating the process of decision making, while 632 (28.4%) were of the opinion that it is not effective. On implementation of decisions, 1578 (70.8%) were of the opinion that collegiate

system of administration is effective, while 650 (29.2%) were of the opinion that it is not. By taking 50% as a bench mark, it is evident that the collegiate system is effective in the implementation of the policies of senate of the university, council of the university, Court of Governor of the College, Academic Staff Assembly, Academic Board, and standing committees.

More importantly, the mean scores of the distribution are 2.94 and 2.89 for items i and ii, respectively. Since the mid-point of the responses is 2, the mean score value of each item also shows that the collegiate system of administration is effective in the decentralization of university operations, devolution of powers, and delegation of authority. These figures show that, in the three colleges, the respondents were of the opinion that the collegiate system of administration is effective in the implementation of policies of senate of the university, council of the University, Court of the Governor of the College, Academic Staff Assembly, academic board, and standing committees.

The findings of this study show that decision making and implementation are effective in the collegiate system. This means that the management respond to those opportunities and threats that confront them by analyzing the options and making decisions about specific organizational goals and course of action. Effective decision making and implementation result in the selection of appropriate goals and course of action that increases organizational performance, ineffective decisions result in lower performance (Jones & George, 2003).

Different models have been developed to show a step-by-step method of decision making process. One of such models is that management should first recognize the need for a decision and then generate alternative, assess alternatives, choose among alternatives, implement the chosen alternatives and learn from

feedback. However, the existence of rigid operational structures and difficulty of group decision making raise the question of how to improve the quality of the decision of the collegiate system of university administration.

2(b) Is there any significant difference among the participants of the three universities in terms of their responses on the effectiveness of the collegiate system of administration in the:

- (i) Accelerating decision making?
- (ii) and implementation of decisions

Table 4.9 presents the results of the Chi square test which was tested at .05 level of significance.

**Table 4.9: Chi square statistics**

College	Responses					Df	Chi Square
	VE	E	FE	NE	Total		
Item 2(b)(i)						6	28.41*
Ibadan	348	278	126	114	866		
Benin	231	193	84	88	596		
Nsukka	226	320	120	100	766		
Total	1138	744	151	195	2228		
Item 2(b)(ii)	VE	E	FE	NE	Total	6	13.42*
Ibadan	306	328	120	112	866		
Benin	196	240	81	79	596		
Nsukka	227	281	130	128	766		
Total	729	849	331	319	2228		

Note: \* p<.05

The Chi square statistics shows that there was statistically significant difference in the distribution of the frequencies among the three colleges. For example, for item 2 (i),  $\chi^2 (6, 2228) = 28.41, p < .05$ ; and for item 2 (ii),  $\chi^2 (6, 2228) = 13.42, p < .05$ . These figures show that, among the three colleges, more respondents from University of Ibadan than respondents from either University of Benin or University of Nigeria, Nsukka were of the opinion that the collegiate system of administration is effective in accelerating decision making and implementation of decisions.

**R.Q. 3:** To what extent is the collegiate system of administration effective in facilitating the enhancement of the image of the Colleges of Medicine by the provision of health facilities, running of mobile clinics, provision of manpower and counselling of community leaders to embrace modern health services?

Table 4.10 presents the frequency counts and percentage distribution of the respondents to the questionnaire administered.



**Table 4.10 Effectiveness of the collegiate system of administration:**

Statements	Responses					
	VE	E	FE	NE	Mean	SD
<b>Effectiveness of the collegiate system of administration:</b>						
i. provision of health facilities to the community	448 (20.1)	694 (31.1)	696 (31.2)	390 (17.5)	2.54	1.00
ii. running of mobile clinics for communities	750 (33.7)	769 (34.5)	432 (19.4)	277 (12.4)	2.89	1.01
iii. provision of manpower for immunization to the communities	538 (24.1)	972 (43.6)	344 (15.4)	374 (16.8)	2.75	1.00
(iv) counseling of community leaders to embrace modern health services	929 (41.7)	768 (34.5)	295 (13.2)	236 (10.6)	3.07	.98

By collapsing Very Effective (VE) and Effective (E), Table 4.10 shows that, out of 2228 respondents, 1142 (51.2%) were of the opinion that the collegiate system of administration is effective in facilitating the enhancement of the image of the college by the provision of health facilities to the community. Similarly, 1419 (68.2%) were of the opinion that the collegiate system of administration is effective in facilitating the enhancement of image of the college by the running of mobile clinics for communities. Besides, 1510 (67.7%) were of the opinion that the collegiate system of administration was effective in facilitating the enhancement of the image of the college in the provisions of manpower for the immunization to the community and 1697 (76.2%) were of the opinion that the

collegiate system of administration is effective in facilitating the enhancement of the image of the college by counselling community leaders to embrace modern health services. By taking 50% as a bench mark, it is evident that the collegiate system is effective in the enhancement of the image of the colleges by the provision of health facilities to the community, running of mobile clinics for communities, provision of manpower for immunization to the community, counselling of community leaders to embrace modern health services.

The mean scores of the distribution are 2.54, 2.89, 2.75 and 3.07 for items i, ii, iii, and iv, respectively. Since the mid-point of the responses is 2, the mean score value of each item also shows that the collegiate system of administration is effective in the enhancement of the image of the colleges.

3(b) Is there any significant difference among the respondents of the three colleges in terms of their responses on the effectiveness of the collegiate system of administration on:

- (i) provision of health facilities to the community,
- (ii) running of mobile clinics for communities,
- (iii) provision of manpower for immunization to the communities,
- (iii) counselling of community leaders to embrace modern health services?

**Table 4.11: Chi square statistics**

College	Responses					Df	Chi Square
	VE	E	FE	NE	Total		
Item 3(b)(i)							
Ibadan	144	279	270	173	866	6	12.88*
Benin	113	203	158	122	596		
Nsukka	133	214	266	153	766		
Total	390	696	694	448	2228		
Item 3(b)(ii)	<b>VE</b>	<b>E</b>	<b>FE</b>	<b>NE</b>	Total		
Ibadan	264	303	193	106	866	6	14.72*
Benin	201	204	105	86	596		
Nsukka	285	262	134	85	766		
Total	750	769	432	277	2228		
Item 3(b)(iii)	<b>VE</b>	<b>E</b>	<b>FE</b>	<b>NE</b>	<b>Total</b>		
Ibadan	201	397	127	141	866	6	3.10
Benin	148	255	93	100	596		
Nsukka	189	320	124	133	766		
Total	538	972	344	374	2228		
Item 3(b)(iv)	<b>VE</b>	<b>E</b>	<b>FE</b>	<b>NE</b>	Total		
Ibadan	369	298	109	90	866	6	9.23
Benin	266	195	68	67	596		
Nsukka	294	275	118	79	766		
<b>Total</b>	<b>929</b>	<b>768</b>	<b>295</b>	<b>236</b>	<b>2228</b>		

Note: \*  $p < .05$

The Chi square statistics shows that there is statistically significant difference in the distribution of the frequencies among the three colleges in items 3 (i) and 3 (ii). For example, for item 3 (i),  $\chi^2(6, 2228) = 12.88$ ,  $p < .05$ ; for item 3

(ii),  $\chi^2 (6, 2228) = 14.72, p < .05$ . However for item 3 (iii)  $\chi^2 (6, 2228) = 3.10, p > .05$  and item (iv)  $\chi^2 (6, 2228) = 9.23, p > .05$ . These figures show that, among the three colleges, more respondents from College of Medicine, University of Ibadan than respondents from either College of Medical Sciences, University of Benin or College of Medicine, University of Nigeria, Nsukka were of the opinion that the collegiate system of administration is effective in provision of health facilities to the community, running of mobile clinics for communities, provision of manpower for immunization to the community, counselling of community leaders to embrace modern health services. These figures show that, in the three colleges, the respondents were of the opinion that the collegiate system of administration is effective in the enhancement of the image of the colleges by provision of health facilities to the community, running of mobile clinics for communities, provision of manpower for immunization to the community, counselling of community leaders to embrace modern health services.

Furthermore, the result of this study shows that there is enhancement of the images of Colleges of Medicine. That is, staff and students project good impressions which elicit positive attitudes from the public towards the institutions. Like individuals make effort to project positive images to others, organizations are also concerned with impression management which the organizations' employees project, as it has impact on the organizational image (Lussier, 2005).

Individual image projections are developed by their appearance, non-verbal communications and behaviour. As appropriate, non-verbal communication creates the first impressions people have of others at first contact. The climate of an organization shows the prevailing atmosphere surrounding it from the level of

morale, strength of feelings of belonging and care to goodwill among members of the organization (Mullins, 2007). Organization climate and behaviour, therefore, show the image of an organization.

A healthy organizational climate is expected to exhibit such characteristic features as the integration of organizational goal and personal goals; the most appropriate organization structure based on the demands of the socio-technical system; and democratic functioning, of the organization with full opportunities for participation, justice in treatment with equitable human resources management (HRM) and employment relations policies and practices. Others are mutual trust, consideration and support among different levels of the organization; the open discussion of conflict with an attempt to avoid confrontation; managerial behaviour and styles of leadership appropriate to the particular work situations; and acceptance of the psychological contact between the individual and the organization. Also included are recognition of people's needs and expectations at work; individual differences and attributes; concern for job design and the work/life balance; opportunities for personal development and career progression; a sense to identify with; loyalty to the organization', and a feeling of being a valued and important member (Mullins, 2007).

Every organization needs to improve its organizational climate. Hence, Colleges of Medicine need to pay attention to the features of positive organizational climate and promote a positive organizational culture in order to sustain an effective organizational behaviour, which has been shown by the findings of this study to be positive.

An organization culture is considered positive when it has norms that contribute to effective performance and productivity, while a negative organizational culture is a source of resistance and turmoil that hinders effective organizational performance (Bacharach, 2002).

**R.Q. 4:** To what extent is the collegiate system of administration effective in the pursuit of academic objectives of the university in terms of the training of medical doctors and allied professionals.

**Table 4.12 Analysis of the responses of the respondents**

Statements	Responses					
	VE	E	FE	NE	Mean	SD
Effectiveness of the collegiate system of administration in the pursuit of academic objectives of the university in terms of :						
(i) Training of medical doctors	645 (28.9)	953 (42.8)	227 (12.4)	353 (15.8)	2.85	1.01
(ii). Training of allied professionals	423 (19.0)	968 (43.4)	504 (22.6)	333 (14.9)	2.66	.95

By collapsing Very Effective (VE) and Effective (E), Table 4.12 shows that out of 2228 respondents, 1598 (71.7%) were of the opinion that the collegiate system of administration is effective in the pursuit of academic objectives of the university in terms of training of medical doctors. Also, 1391 (62.4%) were of the opinion that the collegiate system of administration is effective in the pursuit of academic objectives of the university in terms of training of allied professionals.

By taking 50% as a bench mark, it is evident that the collegiate system is effective in the pursuit of the academic objectives of the university. The mean scores of the distribution are 2.85 and 2.66 for items i and ii, respectively. Since the mid-point of the responses is 2, the mean score value of each item also shows that the collegiate system of administration is effective in the pursuit of the academic objectives of the university.

The findings of this study show that Colleges of Medicine are pursuing their academic objectives as written in the Act establishing Colleges of Medicine in Nigeria. Management by objectives (MBO) is a management strategy and process by which managers and workers in an industry periodically evaluate the performance of an organization by asking if the organization is actually achieving its stated objectives. Management by objectives is expected to meet the needs for esteem, self-actualization, growth and achievement of employees. In order to achieve the goals of management by objectives, there is need for active participation of the workers. At times, workers need the approval of unions to participate actively in the performance appraisal through the objectives of the organization.

Colleges of Medicine are set up for the achievement of teaching and furthering research in Medicine and related fields as well as supporting community health provision. From the data of this study, the measurement of the effective pursuit of the objectives focuses mainly on teaching and research. Hence, it will be proper to suspect that the effectiveness of the collegiate system within its teaching and research objectives may not ensure its effectiveness to the

community. Much still needs to be deduced from the poor state of primary and community health care in Nigeria.

Since the College of Medicine operates within the system of larger Nigerian society, based on the extent of the effectiveness of its objectives, it cannot be said to have achieved the desired goal, without being too critical that health care provision generally needs to be improved upon all over the world, the situation of the health system in Nigeria calls for immediate attention, especially in the ratio of the health officers and the people.

Going by the current trend of discussion in management by objectives for the search of the one right objective, which of the three objectives of Colleges of Medicine is the most important? The search for one single objective is particularly difficult in the case of Colleges of Medicine because all the objectives of teaching, research and community health service directly affect one another. From observation and the remarks of those interviewed, with the aid of K.I.I. guidelines, the greatest challenge to the achievement of the objectives of College of Medicine is the alarming rate of brain drain among the medical professionals that are turned out yearly from the Colleges of Medicine. What is most worrisome is that young medical doctors and health workers prefer travelling outside Nigeria for better conditions of service and remunerations.

For the government and management, the eight areas, according to Drukcer (2001), in which objectives of performance have to be set, namely innovation, productivity, physical and financial resources, profitability, management performance, development, worker performance and attitude, and public responsibility, have to be considered. The most important of all these areas is the



public responsibility that medical sciences, like other social services, should demand on their practitioners.

4(b) Is there any significant difference among the participants of the three universities in terms of their responses on the effectiveness of the collegiate system of administration in the pursuit of academic objectives of the university in terms of the training of medical doctors and allied professionals?

Table 4.13 presents the results of the Chi Square test. The test was carried out at .05 level of significance.

**Table 4.13: Chi square statistics**

College	Responses					Df	Chi Square
	VE	E	FE	NE	Total		
Item 4b (i)						6	7.71
Ibadan	245	390	108	123	866		
Benin	168	261	73	94	596		
Nsukka	232	302	96	136	766		
Total	645	953	277	353	2228		
Item 4b (ii)	VE	E	FE	NE	Total	6	6.82
Ibadan	172	381	201	112	866		
Benin	117	255	135	89	596		
Nsukka	134	332	168	132	766		
<b>Total</b>	<b>423</b>	<b>968</b>	<b>504</b>	<b>333</b>	<b>2228</b>		

Note: \* p<.05

The Chi square statistics shows that there is no statistically significant difference in the distribution of the frequencies among the three colleges. For example, for item 4 (i),  $\chi^2(6, 2228) = 7.71, p > .05$ ; and for item 4 (ii),  $\chi^2(6, 2228) = 6.82, p > .05$ .

**R.Q. 5:** How effective is the collegiate system of administration in the co-ordination of allied professionals?

Table 4.14 presents the responses of the respondents to the questionnaire on the effectiveness of the collegiate system of administration in the co-ordination of allied professionals.

**Table 4.14: Effectiveness of the collegiate system of administration in the co-ordination of allied professionals in the colleges.**

Statements	Responses					
	VE	E	FE	NE	Mean	SD
How effective is collegiate system of administration in						
(i) the co-ordination of allied professionals in the college?	669 (30.0)	882 (39.6)	399 (17.9)	278 (12.5)	2.87	.98

By collapsing Very Effective (VE) and Effective (E), Table 4.14 shows that, out of 2228 respondents, 1551 (69.6%) were of the opinion that the collegiate system of administration is effective in the co-ordination of allied professionals in the colleges. By taking 50% as a bench mark, it is evident that the collegiate system is effective in the co-ordination of allied professionals in the

colleges. The mean score of the distribution is 2.87. Since the mid-point of the responses is 2, the mean score value of each item also shows that the collegiate system of administration is effective in the co-ordination of allied professionals in the colleges.

5(b) Is there any significant difference among the participants of the three colleges in terms of their responses on the effectiveness of the collegiate system of administration in the co-ordination of allied professionals in the college?

**Table 4.15 Presents the Chi square test.**

**Table 4.15: Chi square Test**

College	Responses					Df	Chi square
	VE	E	FE	NE	Total		
Item 5b							
Ibadan	238	366	156	106	866	6	13.11*
Benin	176	249	96	75	596		
Nsukka	255	267	147	97	766		
<b>Total</b>	<b>669</b>	<b>882</b>	<b>399</b>	<b>278</b>	<b>2228</b>		

Note: \*  $p < .05$

The Chi square statistics shows that there is statistically significant difference in the distribution of the frequencies among the three colleges,  $\chi^2 (6, 2228) = .22, p > .05$ . These figures show that, in the three colleges, the respondents were of the opinion that the collegiate system of administration is

effective in the co-ordination of allied professionals in the colleges. However, more respondents from College of Medicine, University of Nigeria, Nsukka were of the opinion that collegiate system of administration is effective in the co-ordination of professionals in the colleges.

Co-ordination of allied professionals and decentralization of operations are found to be effective in Colleges of Medicine. Management has the concern of how organizations acquire inputs, convert the inputs into outputs and dispose of the outputs. The management of College of Medicine is responsible for admission of candidates, recruitment of staff and acquisition of equipment as well as graduating medical students for the labour market. Managers of the Colleges of Medicine are concerned with quality input, quality process and quality output, efficiency and responsiveness to the needs of society so as to give their institutions a competitive advance. Quality input means that medical students can cope with both intellectual and emotional rigours of their training in order to turn out reliable, dependable and satisfying medical practitioners who can do the job they have been trained to do. Efficiency refers to amount of inputs required to meet the demands and need of customers.

The findings of this study show that the co-ordination of professional discipline and decentralization of operations are effective. This means that the productions are effective. That is, the production system of input, process and output are of desirable qualities and responsive to the public. In other words, the scale of operations achieves business performance; it is directed towards the right performance and contains the least possible number of management levels while forging the shortest possible chain of command (Drucker, 2001). These

achievements are not possible without the application of the principle of decentralization.

Effective decentralization of operations implies that the management of the collegiate system is so organized that it gives the management the maximum level of responsibility and authority, which makes management perform its functions. Effective decentralization of operations in the university setting means that management reserves some decisions to itself, and allows flexibility in systematic promotions and mobility of managers across departments/units and adherence to common aims, values and beliefs in achieving the goals of the organization.

### **4.3 Key Informant Interview /Questions**

The key informant interview (KII) questions of this study include:

- i. How would you judge decentralization, devolution and delegation of authority in the Colleges of Medicine to achieve organizational effectiveness?
- ii. What are the hindrances on policy formulation in the Colleges of Medicine as regards human and financial resources?
- iii. Are there hindrances in the pursuit of academic objectives in the Colleges of Medicine?
- iv. Would you say that the collegiate system of administration in the Colleges of Medicine has effectively co-coordinated the medical and allied professional courses?
- v. Have the Colleges of Medicine served as an institution for the fertilization of ideas in the entire medical field in Nigeria.

- vi. Would you agree that the collegiate system of administration is the best system in the university setting?
- vii. Do you have any comment(s) as regards the training of medical doctors and allied professionals under the collegiate system of the Colleges of Medicine?
- viii. Do you think that the collegiate system unites all members of staff for the effectiveness of the Colleges of Medicine?
- ix. What are your suggestions to ensure the achievement of the laid-down standard(s) by the World Health Organization and the Acts setting up the Colleges of Medicine in Nigeria.

#### **4.4 Content analysis of key informant interviews**

The interview findings corroborated the result of the structured questionnaire, showing the effectiveness of the collegiate system of administration in the selected Colleges of Medicine.

At the University of Nigeria Nsukka, the Registrar, who was the immediate past Deputy Registrar/Secretary to the College of Medicine responded as follows:

The best system of administration to have happened in the University administration was the decentralization/ devolution of powers and delegation of authority and responsibility to the management of the college of medicine.

According to the Registrar, decision making and the implementation of such policies are speedily executed by all and sundry in the college. He further responded that the policies of the Senate and that of the Court of Governor on academic matters were usually implemented by the management of the college.

Also, Council policies on the welfare of the functionaries were usually implemented without delay. Financial resources were usually sourced for without delay in order to carry out the objectives of the university on academic matters relating to the training of medical doctors and allied professionals in the colleges.

Another K.I.I participant, a Senior Lecturer in the College of the University opined that because of the policies on decentralization and delegation of power with authority to the lower managers, the principal officers concentrate effectively on the academic aspect and the planning on all matters relating to the college. This has allowed the college to develop rapidly and achieve the objectives for setting it up. Most of the key informants agreed with the expressions made by the above functionaries in the college.

The Surgery Department of the College has been internationally recognized as a result of greater height achieved in the field of surgery (Okonkwo, 2003). The collegiate system of administration at the College of Medicine has been effective, enabling the management of the college to be productive in research and teaching. The effectiveness of the collegiate system of administration has made the college to compete favourably with other top medical schools particularly in Africa thereby achieving greater efficiency.

At the University of Ibadan, the Bursar and his Deputy who was the former Financial controller of the College of Medicine, expressed the same opinion with the functionaries at the University of Nigeria Nsukka. Without mincing words, he claimed that the collegiate system of administration is obviously the most effective system of administration in the university setting. According to him, the system

allows the principal officers of the University, particularly the Vice Chancellor, the opportunity to concentrate on developmental matters of the university.

Another K.I.I participant at the College of Medical Sciences of the University of Benin agreed that the collegiate system of administration is obviously the best system. The system according to him, creates cordial relationship within the college and also brings good image to the various communities as a result of the medical contributions to the communities on social and on health grounds. Although there are some hindrances as a result of financial constraints, the College, according to him, has produced manpower that effectively competes with functionaries from developed countries of the world. This is an indication that the college achieves the objectives for setting it up and enhances good image of the university to the various communities in the state. The participant concluded that the college had produced medical personnel that have been appointed into the top-ranked positions in various institutions and agencies in Nigeria and in some countries all over the world.

One of the participants, a postgraduate student in the Department of Preventive and Social Medicine at the University of Benin agreed that the collegiate system of administration is very effective, but did not hesitate to suggest that equal attention should be given to all the disciplines in the college in order to achieve the objectives of the college. Another participant, a Senior Lecturer in the Department of Surgery of the College of Medical Sciences/UBTH consented that the collegiate system of administration is the best in the administration of a University. However, he suggested that, in order to meet with the standard as applicable in the universities that operate collegiate system in the developed



countries, funds should always be made available for seminars and conferences so that lecturers and administrative staff will update their knowledge.

A Principal Assistant Registrar in charge of personnel at the College of Medicine, University of Ibadan, who also participated in the K.I.I., agreed that collegiate system is the best and, since its adoption, it has recorded remarkable successes. The college has continued to provide experts in the medical field and related disciplines for manpower development in Nigeria. However, he suggested that the autonomy enjoyed by the college at its inception should be retained and that constant interference by the authority in the mainstream of the university should be eradicated. He also suggested that retired staff, both in the academic and administrative sections, should constantly be replaced in order to retain excellence, efficiency and effectiveness.

The various responses analysed from the K.I.I participants, no doubt, corroborated the results of the findings from the use of research questions and Aliu's (1977) view that:

The collegiate system of administration incorporating the use of committee at all levels of administration ensures greater performance of members of staff (Academic and Non-teaching staff) in their duties and responsibilities.

## **CHAPTER FIVE**

### **SUMMARY, CONCLUSION, POLICY IMPLICATIONS AND RECOMMENDATIONS**

This chapter contains the summary of the major findings of this study, conclusion derived from these findings, the policy implications of these findings and the suggestions that are consistent with the areas that were not covered and the recommendations associated with the findings.

#### **5.1 Summary**

The study evaluated quantitatively the effectiveness of the collegiate system of administration in selected Colleges of Medicine in federal universities in Nigeria. As observed from the study, the Colleges of Medicine as they are called in most federal universities, tend to capture a nomenclature that provide an autonomous administrative and power structure as distinct from faculties in operation. This distinct nature became a factor of interest which provided the premise on which this study was carried out. Arising from the evaluative investigation, the following are the highlights of the findings of the study:

- (i) The collegiate system of administration provides clear decision-making process, acceleration of such decision implementation process and effective alignment of policies with decision, which sustains goal-driven administration in the college-based university system;
- (ii) It is the most focused, academic-goal-driven and standard enhancement in its academic objectives when compared in relative and absolute contexts with other systems of administration;

- (iii) It is effective in the decentralization of technical operations in the Colleges of Medicine in federal universities, promotes synergistic corporate governance whereby corporate values, quality, best practices and capacity are consistently harnessed for the advancement of excellence in the university system;
- (iv) It ensures maximum expansion in the scale of operations. For example, the College of Medicine, University of Ibadan houses more faculties, departments or units than any other faculty in the University. This scale of operations enhances flexibility and effective resolution of administrative power structure in the system
- (v) The collegiate system of administration is effective in the expansion of the scale of operations in the colleges.

## **5.2 Conclusion**

From the findings of this study, the collegiate system of administration appears to be the most suitable system of administration, as noticed in the Colleges of Medicine in the federal universities in Nigeria. The collegiate administrative system provides a nexus of integrating institutional decisions within its policy implementation framework for effectiveness and performance. This has, perhaps, lent credence to the continued application of the system within the context of multi-campus operation in selected states universities.

The findings justify the assumption that, although the collegiate system may look outdated or inconsistent with modern institutional schools of thought, its features of flexibility, participation, and resources management effectiveness, when compared with other styles of administration, indicate and justify its

continued relevance and acceptance. It is empirically deduced from this study that the collegiate system should be sustained as it ensures synergy of operations, higher performance, effectiveness and productivity index in group behavioural dynamics in university administration in Nigeria and, perhaps globally.

### **5.3 Policy implications of the study**

The main findings of this study indicate that the collegiate system of administration is effective in the operation of Colleges of Medicine in federal universities in Nigeria. Therefore, the legal framework on the system need to be strengthened to further ensure that the vision associated with the system is sustained with references to productivity and performance.

It is also of policy impact to disaggregate the decision-making process from policy implementation in the operation of the system. A level of autonomy must be attained by the various participating units in the collegiate system.

### **5.4 Recommendations**

Arising from the findings of this study, the following recommendations are made:

- (i) Training and retraining of personnel should be encouraged to ensure that the existing pool of manpower required for effective functioning of the collegiate system is sustained at all times. This should involve decentralization of operations, devolution of power, and delegation of authority and responsibility. Management should retain regular remuneration, compensation, promotion and welfare of staff to ensure the effectiveness of staff in the colleges. The retraining of the personnel will

- enable the staff to understand the rules and regulations governing the collegiate system of administration and, therefore, be productive;
- (ii) Universities should adopt the collegiate system of administration because it encourages decentralization of operations, and accelerates the processing of decision making and implementation of policies in the Colleges of Medicine;
  - (iii) For effective universal acceptability, the collegiate system of administration should be made to operate in all parts of the university system;
  - (iv) The collegiate system that works for the Colleges of Medicine should be extended to the state universities as well as the private universities to ensure an equal standard of education;
  - (v) The Federal Government, through the National Assembly, should set up legal framework to make it compulsory that all Nigerian universities adopt the collegiate system of administration. This will further enhance efficiency and effectiveness of all Nigerian universities.

## **5.5 Limitation of the Study**

The study was faced a lot of challenges. Among the major limitations was the use of the descriptive survey research method. The method described the exact data collected from the respondents. The data could not be manipulated by the researcher in any form.

## **5.6 Suggestions for further studies**

There are some essential areas that have not been addressed by this study.

Therefore, it is suggested that studies be carried out in the following areas:

- Study in the Colleges of Medicine in the remaining three geo-political zones on the effectiveness of the collegiate system of administration.
- A comparative study on the efficiency and effectiveness of the Colleges of Medicine and the faculty system of administration in Nigerian universities should be researched upon.

UNIVERSITY OF IBADAN

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**APPENDIX I**

**UNIVERSITY OF IBADAN, IBADAN**  
**DEPARTMENT OF ADULT EDUCATION**  
**QUESTIONNAIRE ON THE COLLEGIATE SYSTEM OF**  
**ADMINISTRATION ASSESSMENT SCALE (CSAAS)**

**Dear Respondent,**

This questionnaire is designed to collect data for academic purposes. Kindly provide responses to the items contained in the questionnaire. All information given will be treated with absolute confidence.

Thank you for your cooperation.

**SECTION A: PERSONAL DATA**

**INSTRUCTION: Please tick (✓) in the box as appropriate**

- 1) Sex: Male  Female
- 2) Age: 16-20 years  21-25 years  26-30 years   
31-35 years  36-40 years   
41-50 years  50 years and above
- 3) Marital Status: Single  Married  Separated   
Divorced
- 4) Religion: Christianity  Muslim  Traditionalist
- 5) Educational qualifications: Secondary School Certificate   
NCE/OND/HND  B.A/B.Sc/MBBS   
Master Degree  Ph.D/MD
- 6) Present studentship position in the university:  
Undergraduate  Postgraduate
- 7) Name of University: University Ibadan, Ibadan   
University of Nigeria, Nsukka  University of Benin, Benin City
- 8) **Present position in the university**  
Management  Academic staff  Non-teaching staff

Student

**SECTION B: This section seeks to know your opinion about the effectiveness of the collegiate system of administration.**

Please place a (√) in the appropriate box. For example, if you believe that the collegiate system of administration is very effective in attracting financial resources to the college, place a tick in the box representing ‘Very Effective (VE). However if the collegiate system is not very effective but only effective, place a tick in the box representing (E). The same applied to ‘Fairly Effective’ (FE) and Not Effective (NE).

		VE	E	FE	NE
1(a)	To what extent is the collegiate system of administration effective in the decentralization of university operations, devolution of power and delegations of authority and responsibility in the Colleges of Medicine?  (i) decentralization of university operations (ii) devolution of power (iii) delegation of authority and responsibility				
2	How effective is collegiate system of administration in acceleration of the process of decision making and implementation of decisions in the Colleges of Medicine?  (i) accelerating the process of decision making (ii) implementation of decision making				
3	To what extent is the collegiate system of administration in facilitating the enhancement of the image of the Colleges by the provision of health facilities, running of mobile clinics, provision of manpower and counseling of community leaders to embrace modern health services?  (i) Provision of health facilities to the community (ii) Running of mobile clinics for communities				

	(iii) Provision of manpower for immunization to the communities (iv) Counselling of community leaders to embrace modern health services?				
4	To what extent is the collegiate system of administration in the pursuit of academic objectives of the university relating to the training of medical doctors and allied professional disciplines? (i) Training of Medical Doctors (ii) Training of Allied Professional disciplines?				
5	How effective is the collegiate system of administration in the coordination allied of professional disciplines?				

UNIVERSITY OF IBADAN

## APPENDIX II

### EVALUATION OF THE EFFECTIVENESS OF THE COLLEGIATE SYSTEM OF ADMINISTRATION IN COLLEGES OF MEDICINE IN NIGERIAN FEDERAL UNIVERSITIES.

#### KEY INFORMANT INTERVIEW GUIDELINES/QUESTIONS

- i. How would you judge the decentralization, devolution and delegation of authority in the Colleges of Medicine to achieve organizational effectiveness?
- ii. What are the hindrances on policy formulation in the Colleges of Medicine as regards human and financial resources?
- iii. Are there hindrances in the pursuit of academic objectives in the Colleges of Medicine?
- iv. Would you say that the collegiate system of administration in the colleges of medicine has effectively co-coordinated the medical and allied professional courses?
- v. Has the colleges of medicine served as an institution for the fertilization of ideas in the entire medical field in Nigeria.
- vi. Would you agree that the collegiate system of administration is the best system in the university setting?
- vii. Do you have any comment(s) as regards the training of medical doctors and allied professions under the collegiate system of the Colleges of Medicine?
- viii. Do you think that the collegiate system unites all members of staff for the effectiveness of the College of Medicine?
- ix. What are your suggestions to ensure the achievement of the laid down standard(s) by the World Health Organization and the Acts setting up the Colleges of Medicine in Nigeria.





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**Mathew O. Akintayo** B.Ed, M.Ed, Ph.D. (Ibadan)  
Professor and Head of Department

Our Ref: .....

October 12, 2006

The Registrar,  
University of Nigeria,  
Nsukka.

Dear Sir,

**Introductory Letter - Mr. M.A. Itakpe (Matric No. 108926)**

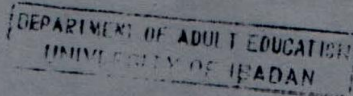
I write to introduce the above named person to you. He is a Ph.D candidate in this Department. He is currently working on his Ph.D thesis titled "A Comparative Analysis of the Collegiate and the Faculty System on the Efficiency of University Administration in Selected Federal Universities in Nigeria". In this connection, he wants to obtain some information/data from your establishment.

It will be highly appreciated if you would oblige him.

Thank you.

Yours sincerely,

Mathew O. Akintayo, Ph.D  
Professor and Head of Department



PAST DIRECTORS/HEADS:

R.K.A. Gardiner (1949-53); J.W. Welch 1953-54); S.G. Raybould (1954-55); A. Ogunshye (1955-70); Ira de A Reid Visiting (1961-62);  
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J.T. Okedara (1983-87; 1990-91; 1997-99); C.N. Anyanwu (1991-94, 1999-2000); M.A.L. Omole (2000-2003);  
M.O. Akintayo, (2003-date)