

TO: Program Office et al, USAID/Lagos May 21, 1969

FROM: Charles P. Edwards ^{CPE} - EDU: Advisor in Higher Education and Public Administration and USAID Contract Representative

SUBJECT: Univ of Lagos, School of Administration - NYU Contract AID/afr-296, Project 620-11-770-739:PROJECT APPRAISAL REPORT (PAR)

I-A. General Narrative Statement on Project Effectiveness, Significance, Efficiency

Historical Survey

The objective of U.S. assistance at the outset of the project (1962) was to help establish by 1968 -- using U.S. University contract services -- an indigenous, degree-granting constituent unit of the new University of Lagos, having its own staff and programs for a student enrollment of 450, and capable of high standards in the disciplines of Commerce, Business Administration, and related Social Sciences. Since the 1962/63 school year, which began with 46 students (out of 350 applicants) and an interdisciplinary program in business administration and social sciences with proposed options in Business Administration, Accounting, Public Administration (i.e. Political Science), and Economics, the major thrust of student interest and enrollment and of U.S. assistance input, has been on the side of Business Administration and Accounting. This, plus growing specializations in three-year degree courses developed in Business and in Social Sciences, promoted "spin off" of a separate Social Sciences unit in June of 1966, thus establishing two distinct, yet complementary, Faculties of the University of Lagos: the School of Social Studies (Economics, Political Science, Sociology), and the School of Administration (Business Administration, Accounting). Major concentration of U.S. contract services has been on the latter.

This project was initiated within the framework of the report of the Ashby Commission ("Investment in Education, 1960") which called for an urban, service-oriented University in the greater Lagos area with particular attention to day and evening programs in "Commerce and Business Administration" and Economics and Social Sciences", in response to a stated need for trained management talent for the new nation. A UNESCO study team reinforced this directive in the next year, and proposed an intake of 150 students per year in these fields by 1965/66 (actual intake was 120). Consequently, the original School of Business and Social Studies was initiated as one of four Faculties (the others being Medicine, Law and Engineering) under the University of Lagos Act, April 1962, coincidentally with completion of arrangements for provision of contract services to it by New York University by the Ford Foundation until February 1963, when United States funding came into effect. A first-year class of 46 (out of 350 applicants) was enrolled with expansion in the next years limited by temporary quarters pending completion of construction of a new University campus in 1966.

The terms of reference of the original Project Agreement (executed January 22, 1963) enumerated four specific targets (viz enroll students for 1962/63, initiate studies in commerce and business, establish a Faculty in these fields with eventual enrollment of 450, and complete development and training support by 1968 or the end of Nigeria's first six-year Plan). Subsequently, these targets were expanded to six objectives (see below (1)), and termination of contract services was extended to September 1, 1970. Coincidentally, the contractor issued a Five-Year Work Plan for the period 1963-68, and later a Development Program for the years 1966-73.

Part I-A (1) Overall Performance and Effectiveness in achieving stated project targets:

Performance must be weighed against two set of targets: (1) achieve indigenous institutional viability with enrollment of 450 by 1968, and (2) fulfill six specific objectives to: organize a Faculty of Business and Social Sciences, develop by 1965 full three-year Bachelors degree curricula in three fields, organize an extra-mural (Continuing Education) program, develop research, establish student standards, and build a core library collection. These initial targets were modified by a decision in 1966 to concentrate U.S. resources on the disciplines of Business Administration and Accounting, thus excluding Social Sciences, and to stretch-out contract services until late 1970 because of the disruptive effect of temporary closure of the University of Lagos in 1965.

At this writing, all of the specific targets have been fulfilled on schedule, with B.Sc. degrees (29) granted in 1965 (first graduates) and an enrollment of 428 (as against the 450 target) in 1967/68. There has been organized within the University of Lagos since June 1967 a School of Administration having constituent Faculty unit with its own Dean and Board of Studies; a core library collection has been built, research is under way, and the contractor scored an outstanding success in launching a University-wide Continuing Education program and Center. Underlying these facts, and significant for the future impact of the project, has been real success in affirming the feasibility of professional education for business management within a cultural context hitherto favorable only to the university generalist and the attendant impact of introducing a problem-solving and services-oriented educational methodology. The project has also contributed to development of a complementary Faculty in Social Sciences.

Overall performance has been less successful in meeting the objective of institutional viability initially scheduled for 1968 -- extended at that time to September 1, 1970. While a solid Nigerian faculty, trained to the MBA in the United States is on-the-job in Business Administration, these men will have to achieve the Ph.D. level before satisfactory standards will be reached, and even more qualitative and quantitative improvements are needed on the Accounting side. Furthermore, a competent Nigerian Dean for the School of Administration has not yet been identified. Suffice it to say, however, that U.S. contract services can be terminated by September 1970, with only selected assistance inputs required thereafter to safeguard the satisfactory performance existing at the date of completion.

Specific problems affecting the above performance and effectiveness include the following factors - some of which are outside the control of the U.S. contractor concerned:

a) University of Lagos Crisis and Closure, March - Sept. 1965

The University of Lagos "crisis" erupted in March of 1965, touched off by the issue of selection of the Vice Chancellor, the Executive leader of the University, with attendant tribal politics affecting the entire University community. The senate, favoring the Ibo incumbent, opposed the University Council's decision to bring in a Yoruba successor, with a resultant factional split across-the-board necessitating close down of the University for the rest of that school year. An evaluation of the impact of these events upon institutional development indicated a loss of two years, specifically on account of resignation of key counterparts, reshuffling of students between regions, direct involvement of three U.S. contract technicians leading to their forced withdrawal from the project, the disruptive effect of the extended close-down of the University, and the continued cleavages in the University community which stem from this traumatic incident.

b) Contractor Difficulties: Recruitment, Friction, and excessive Operational Involvements

It has not been possible for the contractor to provide from his own staff the four-to-five man-year of senior personnel required to do the job per year since project inception; indeed, the record to date shows six men representing the home office as against eight from outside. This did not always promote satisfactory results, and the present Vice Chancellor of the host University was not always pleased with the quality of personnel provided. Recruitment difficulties were compounded by friction between certain contractor and host country personnel, first during the University of Lagos crisis, then involving the contract Accounting Professor and an admittedly fractious counterpart. Finally, inevitable delays in securing and training counterparts in terms of optimum overlap schedules imposed upon the contract team excessive operational-type involvement in classroom teaching, committee and department-head assignments, and the like. Partly because of this, as well as the other problems noted above, optimum standards for research, library development, preparation of teaching materials, consultancy and advisory services have not been achieved. By contrast, when an exceptionally able senior man was secured for the Continuing Education component, outstanding results were achieved.

c) Nigerian Disturbances and Budget Stringency

The Nigerian disturbances since 1966, not yet resolved at this writing, adversely affected project operations by making recruitment of American staff more difficult and temporarily reducing employment opportunities for graduates in certain fields. In particular, local funds

for university development have become progressively tight, with some reduction from previous levels and a "freeze" on new positions, capital improvements, and student scholarships. This has impaired host country support across the board for recurrent operations, including provision of local staff, office supplies, teaching materials, and in planning improvements, both recurrent and capital.

I-A (2) The contribution to achievement of sector and goal plans:
Higher Education Management Education, Industrial Development

In his studies on Nigerian manpower, Professor Harbison has pointed to critical shortages in senior and middle management personnel and other "bottlenecks" in the technical or scientific categories. Harbison and others have pointed, further, to a non-scientific bias underlying Nigerian educational philosophy leading to an excess of graduates in humanities, law, and arts, and impeding reorientation of the educational system to meet specific needs for scientific, technical, and managerial manpower at senior and middle grades. These analysts, backed by reports of the Nigerian Manpower Board, point out the critical shortage of Nigerians with management training for the executive cadres of Nigeria's nascent industrial enterprises, for public corporations, and for the senior grades of the public services. A major technical assistance effort by the United States to establish at Nigeria's first Federal urban university what has been to date the largest faculty (in terms of degree graduates) capable of providing advanced professional training, supports one component of a comprehensive strategy to help "practicalize" and "reorient" the educational establishment, both as regards its methodology, and its planned response to identified priorities, such as training managerial leadership for economic development.

The impact of this project upon Nigeria's industrial development is equally clear. Nigeria is the dominant nation of black Africa in terms of its population and its resources. With an internal market of over 55 millions, enormous energy resources, industrial and other raw materials and foods, an established infrastructure, an already nascent enterprise community and a favorable investment climate (barring the current disturbances), the potential for a fairly immediate "break-through" to accelerated industrial growth is clear. At this writing, most top business executive of Nigerian firms are expatriates, but there is increasing pressure to "Nigerianize" these slots as reflected in quotas which limit the numbers of expatriate staff for already expanding industrial and energy-producing establishments. In short, Nigeria is determined to provide the executive leadership for imminent major industrial growth from the graduates of her own universities, and this project represents the establishment of one of only two institutions in the entire nation capable of providing degree programs in Business Administration. The other institution - the Department of Business at the Zaria Institute of Administration - is also AID-assisted, and so these two represent a paramount United States impact upon this key Management Education Sector, which is so essential for Nigeria's industrialization.

I-A (3) Anticipated Results Compared to Costs - Efficiency in Resources Utilization

Contract costs of the project will average somewhat less than \$300,000 per year over a six-year period. This is not out of line with costs of comparable U.S.-assisted contract activities in other parts of the world. On the basis of an enrollment of 270 (1967/68 year) in the U.S.-assisted School of Administration, this represents a U.S. investment of about \$1,100 per student per year in comparison to a range of anticipated earnings in the first ten years after graduation between \$3,000 and \$10,000 per year.

In the first year (1962/63) of operation of the University of Lagos in temporary facilities, the host country budgeted \$418,000 for a student enrollment of 150. By contrast, the University of Lagos budget for 1967/68 was \$4,500,000 covering fees, board and room recurrent and capital costs for a student enrollment of 1,100 -- or about \$4,500 per student per year (slightly higher when the U.S. input is added). This is comparable to current per student costs at the University of Ghana, but somewhat higher than for other African Universities (such as \$3,500 per student at Ibadan University, and \$2,100 at Makerere College, Uganda). It is comparable to costs of higher education in the top private schools of the United States, but is three times such costs in the U.K. Again, it should be compared to the earning ranges cited above. Capital costs for construction of the new University of Lagos was \$15,000,000 of which an estimated \$3,000,000 can be apportioned to the Business Administration and Social Sciences facilities. The operating budget for the Business department, 1967/68, was \$60,000. Harbison's studies have stressed the importance of management education for graduate and post-graduate degrees for a leadership elite and to upgrade existing cadres, if Nigeria's development goals are to be met. Given Nigeria's commitment to public planning for development and to industrialization, the contribution of this project to the economy as a whole is manifest.

A second measure of efficiency of U.S. resources utilization, is the catalytic effect of U.S. dollars strategically placed where there is host country and other support and interest. The figures above on the host-country input are indicative of this effect, and there has been other donor input as well. For example, Ford Foundation provided a grant of \$80,000 so that the project could get underway at the beginning of the 1962/63 school year. To date, however, with the exception of support for programs of a Continuing Education Center developed coincidentally with the School of Administration, tangible financial support from the business community has not been generated.

Part I-A (4) The Continued Relevance - Importance and Significance to country development and U.S. objectives

A definitive test of continued relevance of a project designed to introduce degree-level professional education in the administrative sciences is the success of, and the demand for, the training and the product of the training, particularly when weighed against non-professionally trained graduates. As regards admissions, 350 applied with 50 selected for the first year, and the ratio of applications to places available since then has averaged 10 to 1. On the other hand, with only four graduating classes to date and 132 graduates (88 in Business and 44 in Accounting), time and numbers are insufficient for conclusive results. All graduates to date have been placed, although current demand by the business community has lessened probably because of the effect of the civil war on commercial enterprises. This slack has been taken up by recruitment for the public sector with about one-half of all graduates to date entering the public service, thus indicating the relevance of this training for public affairs. On the other hand, summer internships in firms for students in course continue at high levels.

The pattern of placement and of student interest is to seek an executive career in a large firm or agency, principally in the Federal Capital. Spot checks with representative large firms indicate satisfaction with performance on-the-job. In one instance, a graduate has risen to a top executive position (personnel officer of a large brewery); however, graduates typically enter at junior executive or trainee slots and are oriented by the School program towards working up the ladder as experience reinforces pertinent professional backgrounds.

As noted above, Nigeria has the resources for a major industrialization break-through in the next decade. Consequently, the project's increasing relevance to country development and U.S. objectives is assured. To the extent that a sound professional education program for Business Administration is fully developed in response to needs of the large-scale modern sector, attention may well be given to supporting indigenous, smaller-scale enterprise throughout the nation in the interest of a "rural transformation" of the traditionalists sector which is felt to be essential for total national development. However, the project in its present form, is not designed to address this problem.

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Part I-B Project Effectiveness

I-B-1 Output Report and Forecast

Targets

Actual and Planned Outputs (all data cumulative)

	Actual Cum. to Date	As of Prior June 30		Planned by next June 30	Project Total for Project
		Planned	Actual		
<u>1. Organize Framework for Faculty Business and Social Science</u>					
<u>a) Organization</u>					
- Combined Faculty (21 staff to 1967) 1/	1	NA	NA	NA	NA
- School of Social Studies (includes Board of Studies, Committees, Dean)	1	1	1	1	1
- School of Admin. - Business & Accounting (includes Board of Studies, Committees, Dean)	1	1	1	1	1
<u>b) Sets of Administrative Regulations</u>					
- University of Lagos Act (June '62)	1	1	1	1	1
- Entrance requirements (set)	1	1	1	1	1
- Degree qualifications (set)	1	1	1	1	1
<u>c) Staffing: Training of Counterparts 1/</u>					
- Social Sciences	3	3	3	3	3
- Business Administration	4	4	4	5	5
- Accounting	-	-	-	2	2
- Quantitative Methods	-	-	-	1	1
<u>d) Staffing: Total Positions 1/</u>					
- School of Social Sciences	26	NA	NA	NA	NA
- School of Administration 2/					
- Business	10	10	10	10	10
- Accounting	5	5	5	5	5
- Nigerian Dean for School of Admin.	-	-	-	-	1

	Actual Cum. to Date	As of Prior June 30		Planned by next June 30	Project Total for Project
		Planned	Actual		
e) <u>Enrollments</u> 2/					
- Business and Social Sciences 1/	1,082	750 4/	1,082	NA	NA
- School of Administration	-	NA	268	468	650
f) <u>Graduates</u> (B.Sc. Degree)					
- Business and Social Studies	68	NA	NA	NA	NA
- School of Administration	50	50	50	100	150
g) Business Advisory Service	-	-	-	-	1
2. <u>Curriculum Development</u>					
a) <u>Social Sciences</u> (3-year day and 5 year evening)					
- Syllabus for common core (first yr)	1	NA	NA	NA	NA
- Syllabi for Political Science (second and third years)	2	NA	NA	NA	NA
b) <u>School of Administration</u> (3-yr. day and 5-year evening)					
- Syllabus for common core (1st yr)	NA	1	1	1	1
- Syllabi for Business (2nd & 3rd yr)	NA	2	2	2	2
- Syllabi for Accounting (2nd and 3rd year)	NA	2	2	2	2
c) <u>Public Administration</u> , Report on recommended program	1	1	1	1	1
3. <u>Library Development</u>					
a) Book Committee organized	1	1	1	1	1
b) Aquisition (texts, references)	7,500	25,000 5/	7,500	10,000	12,000

1/ Combined Faculty of Business and Social Studies was constituted through June 1967.

2/ As of May 1964, 8 of 15 places are filled by Nigerians (5 Business, 3 Accounting)
There are 5 vacancies and 2 expatriates

3/ Slight decline in enrollments 1968-1970 because of Nigerian crisis and cuts in
quotas for entrance.

4/ Per 1963 Work Plan

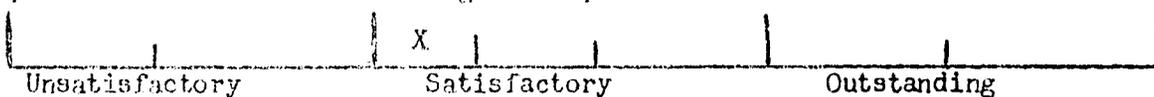
5/ Per 1963 Work Plan

	Actual Cum.to Date	As of Prior June 30		Planned by next June 30	Project Total for Project
		Planned	Actual		
4. <u>Research and Publications</u>					
a) Research Committee organized	1	1	1	1	1
b) Journal of Business & Social Studies published	1	-	-	1	1
c) Successive programs by years (start 1966/67)	2	2	2	3	4
d) Completed papers to date	3	6	3	8	10
5. <u>Extra-Mural Program (Continuing Educ.)</u>					
a) Organization and Framework (Deans' Committee)	1	1	1	1	1
b) Center established as constituent unit, University of Lagos	1	1	1	1	1
c) Nigerian Director appointed	1	1	1	1	1
d) Short Courses (Numbers offered)	90	75	75	95	112
6. <u>Physical Plant</u>					
a) Temporary facilities (to 1966)	1	NA	NA	NA	NA
b) New Campus (\$15,000,000 of which estimated \$3,000,000 attributed to Business and Social Studies facilities)	1	1	1	1	1

Part I-B B 2 Overall Achievement of Project Targets

OIO

place "X" in bracket following seven-point scale



Part I C - Project Significance

011 C-1 Relation of Sector and Program Goals

b. Sector and Program Goals

(1)	Potential	Actual
(1) Manpower Development -- Senior Levels in Business Administration	3	2
(2) Encourage Reorientation of Education System - Related to professional manpower requirements for Business Administration and Industrialization	3	3
(3) Promote National Unity through Education System - reinforce nationally-oriented University for professional education	2	1

012 Narrative for 1-C-1

(1) Manpower Development

Potential and actual impact needs to be measured against the magnitudes of the context for project operations. In the modern economic sector, a recent survey by the Nigerian National Manpower Board (A Study of the Educational and Training Content of Occupations, 1966, Lagos, 1968) covered 124 establishments representing 65,000 employees, or a "significant percentage of estimated total employment in Nigerian establishments with ten or more employees (exclusive of government service, health, and education)." There were a total of 2,242 senior grades included in this large sample. In addition many super grades were reported held by expatriates, with a "high preponderance of expatriate personnel as far down as the "technician" level." (Ibid, p.17)

Clearly, present project-generated output of 50 graduates per year (total of 132 graduates for 1965-68) has very limited quantitative impact upon needs of this magnitude, let alone the problem of expatriate replacement. On the other hand, while the supply of qualified students is quite large the number of places for them at the University is limited, by prohibition of new University construction during the current disturbances. The project has, however, kept pace with numbers of enrollments projected at the outset for the first six years.

It is equally important to measure potential and actual impact against qualitative criteria. The task of developing quality university degree syllabi in Business Administration and Accounting and the supporting Social Sciences, and combining this with a research and problem-solving orientation towards higher education, has been successfully accomplished through prompt introduction of balanced B.Sc. programs for Business and Accounting majors based on a common core of courses (including economics, statistics, mathematics, political science). Flowing from these steps has been the awarding of the first degrees in 1965 as targeted (there were 29 graduates, completing the degree in November 1965 despite the University close-down that previous March). Evidence that the concept of professional education for top business executives has "taken hold" in Nigeria is documented by the Manpower Board survey, cited above, in which employers' responses indicated that the primary route to jobs in the Senior Category is through higher education....", and "Most employers required specialized forms of university education in the field of Engineering, Business and Science while a relatively small number of places were for people with a liberal education (*ibid.* p 7). This is a marked reversal in attitudes and practice of a cultural environment hitherto favoring the liberally trained "generalist" for senior administrative cadres.

012 (2) Encourage Reorientation of the Education System

It is generally accepted that the cultural inheritance of Nigerian education through independence (1960) was non-scientific, non-professional, and non-responsive to attempt to relate academic preparation to manpower requirements for the technical, administrative, industrial and related fields of economic and social development. With reference to the administrative sciences per se, this inheritance favored the liberally educated "generalist" for senior grades; there was also a bias in favor of careers in the professions or the public services rather than business and commercial enterprise. Commencing with the Ashby Commission report of 1960, Nigerian planners supported by manpower studies resisted these biases and looked to the United States for assistance in an area of recognized U.S. preeminence -- the field of management education. Principally, as a result of this particular project, a professional, degree-level program for top management has been successfully introduced, and, as noted above, has gained acceptance by the professional, managerial community. Although the actual numbers entering the pool of trained administrators from this particular project are small, they represent graduates of one of only two faculties in Business Administration (both U.S. AID-assisted) for all Nigeria and they have been the largest single body of graduates to date from Nigeria's first nationally-based urban university, the University of Lagos. Furthermore, their professional orientation, in turn, helps to reinforce other embryonic university-level faculties in the sciences of engineering, agriculture, veterinary science, mathematics, and education at the other three extant Universities in Nigeria (some launched with U.S. assistance), and hence also promotes the effective reorientation of higher education plus a redirection in preparation of secondary school graduates. That this reorientation is now well advanced, is demonstrated by the recommendation of the Nigerian National Manpower Board (July 1965) that university student enrollment be "built up to ensure an ultimate 75% enrollment in the Sciences, Mathematics and Technology".

1-C-1 (3) Promote National Unity through Education System

To counteract disruptive influences of parochial tribalism and to provide educated leadership dedicated to assuming responsibilities in an emerging 12-state National Federation, it is hoped that the education that the education system under the leadership of nationally-oriented universities will be the catalyst for nation building within guidelines already set forth by the Ashby Commission and updated by the National Universities Commission. The University of Lagos was conceived as a national University with a representative student body and faculty, and this project was initiated as a major building-block within the spirit and reality of this objective. Instead, the crisis over the Vice-Chancellorship in 1965 and the subsequent outbreak of civil war, have given the University a preponderantly tribal (Yoruba) caste, and the potential of the project for nation-building has been impaired accordingly. To the extent that the project has helped establish a major university department dedicated to advanced professional education for Nigeria's "modernizing" elites, and specifically those whose self-interest demands a united economy, the project can be said to contribute to national-unity.

Part 1-C- C 2 - General Questions

013	Significant results	Y
014	other than project measures	Y
015	other donors	NA
016	project less necessary	N
017	important lessons	Y
018	research requirements revealed	Y
019	publicity aspects	N
020	lack of effective media coverage	Y

021 Narrative for 1-C 2

013 - Significant Results

The major, unanticipated result of the project as it has focused upon the Business Administration and Accounting discipline, has been its impact upon a sister faculty at the University of Lagos, the School of Social Studies (i.e. Economics, Political Science, Sociology). To be sure, the Social Studies area received limited U.S. assistance at the outset of the project as part of a combined Faculty of Business and Social Studies through June 1967; however, its evolution and present stature as a constituent department of the University represents a complementary exercise in "self-help". This School provides one-half of the courses taken for the B.Sc. in Business or Accounting (such as economics, statistics, government, money and banking, and sociology) and has twelve instructors trained in the United States (of which three were trained under the project), and a total of twelve Ph.D's out of 22 teaching positions. Clearly, this strengthens degree training in Business subjects and reinforces orientation towards American concepts in education.

A second result, was the unexpectedly strong and prompt support by all University departments and the outside community (governmental and private) of introduction of the concept and practice of Continuing Education, contributing to the project's outstanding success in this area. Unfortunately, U.S. support was limited to the two-year tour of one specialist.

014. Effect other than Project Measures

The principal extraneous event adversely affecting project accomplishment was tribal conflict at the University of Lagos over selection of the Vice Chancellor, which caused shut-down of the University from March to October 1965 and left lasting scars. Likewise, the outbreak of civil war in Nigeria in 1966 and its continuation to the present has impeded host-country recurrent and capital budget support as well as contractor recruitment. For analysis of these points see above 1-A (1), a, b, c.

016. Subject to Modification

In view of the set-back to project momentum (per 014 above), the project was slightly modified by an extension of the close-out date from 1968 to September 1970 involving additional technical assistance inputs for expatriate professors, participant training, research and library commodities.

017. Lessons having Broad Applicability

1. Validity of transfer of U.S. concepts in Business Administration and Need for Adaptability

The three-tiered composition of manpower in Nigeria ("modern", "intermediate" and "traditional") and the components and nature of each, have been documented by Professor Harbison and others. Suffice it to say that the modern sector of Nigeria is sufficiently large, advanced, and influential to warrant a major U.S. initiative. Receptivity to principles of business administration as practiced in the United States has been pronounced on the part of the larger firms having an expatriate (West European) control or supervision as well as the larger companion indigenous firms in the modern sector. This is borne out by studies showing preference for university graduates with professional training for senior administrative jobs.

On the other hand, certain deficiencies limiting transfer of techniques have had to be faced. Specifically, it has been necessary to give special attention to (a) reorienting student attitudes towards acceptance of problem solving methodology, (b) compensating for weak secondary school preparation in mathematics and sciences, and (c) overcoming a cultural bias tending to view accounting and control practices as static restraints rather than dynamic tools for decision-making -- but these problems are amenable to successful adaptation.

As regards the small indigenous entrepreneur, it is evident from experience to date that principles of advanced Business Administration and individuals with this training have little immediate relevance to the small-scale indigenous entrepreneur of the "intermediate" and "traditional" sectors. New graduates with the kind of training provided under this project, are not going "out in the bush" to help instigate the "rural transformation" deemed important for total national growth. Significant adaptations of modern methods through research in values, attitudes, and indigenous practices, will be essential before transfers to the traditional sector can be undertaken.

2. Public-financed Technical Assistance as Reinforcement of Private Direct Investment

Where host-country resources and the public policy climate is favorable to large-scale investment by U.S. and other private enterprises (as in Nigeria), a major component of U.S. assistance strategy should be developing institutions capable of providing advanced management training. This is important to help assure entrance into the public service of managerial personnel receptive to modern concepts, as well as a cadre of competent indigenous managers capable of participation in expatriate-assisted firms. By the same token, capital resources generated by business firms can be directed toward assisting proper development of training institutions. Project planning and communications between parties concerned should include a fruitful interaction between public-financed technical assistance and private capital investment.

3. Danger of Over-optimistic planning of technical assistance targets in developing nations

This project has revealed failure by the Government of the United States and the selected University contractor to appreciate the long-term nature of the institution-building process in professional higher education. For planning purposes, 20 years (as recommended by UNESCO) is more realistic than the ten years or less typically projected by A.I.D. and the six years planned for meeting targets set at the outset of the project under review. While minimal quantitative targets, such as for enrollments, output of graduates, and training of participants were fairly well met, equally essential supporting components of a quality institution - research, publications, a tested faculty with Ph.D. trained leadership, a corporate sense of institutional identity -- are wanting, and an initial plan to introduce a graduate degree had to be abandoned. Further more, there has been insufficient time for overlap by senior expatriate advisors with returned participants.

By the same token, greater allowance for longer-term processes would be a factor in limiting selection of institution-building agents to those with sufficient "muscle" and concern to accept the full responsibility for a multi-dimensional effort over time.

4. Danger of Excessive Operational Involvement by U.S. Advisors

The concept of U.S. university-level technical assistance for long-range institution-building is not always understood by the host-country authorities, or, if understood, may not be possible of implementation until conditions are suitable to make best use of this kind of costly expertise. In the project under review, senior members of the contract team were heavily engaged in meeting class-room teaching responsibilities and filling administrative positions (i.e. Deans of Faculty), thus limiting their opportunities for research and for work with counterparts. In retrospect, a good measure of this type of work might have been handled by a different arrangement not requiring home campus backstopping or the misdirection of talents of senior men until a more propitious plateau for institution-building had been reached. A tested formula in the British-based Nigerian environment is a "topping off" of base-salary for "operational" personnel, or possibly a "mix" of this resource with contract services. Admittedly, this approach presents complications, but the advent of the Overseas Educational Services as a recruiting agent and the availability of a growing body of Americans experienced in overseas work lends itself to this technique.

018 - Project revealed requirement for research or new technical aids

As indicated above (017, 1), research is warranted on problems related to transfer of business management techniques to indigenous enterprise of the "intermediate" and "traditional" sectors of a developing economy. This involves (a) fact-finding regarding cultural aspects and the conduct of operations; (b) studies on attitudes and motivation and on the adaptation of techniques and concepts to the native environment; and (c) the testing of methods for transfer of knowledge, such as through demonstration, extension, in-service training, and the like. A promising field would be David McClelland's research on "Need to Achieve" applied to business-oriented students.

As regards technical aids, attention can be given to programmed education in the higher-level administrative sciences and application of this to class-room and to in-service training schemes. The problem of the textbook "bottleneck" needs to be addressed by, for example, utilization of microfilm or photo-copy techniques. Research into computer applications or adaptations of computer sciences to business administration in developing countries is under review in the present project through relationships established between the assisted School of Administration and an Institute of Computer Sciences at the host-university.

019 - Project lends itself to Publicity in the United States

This project, which is limited to technical assistance for long-term institution-building, has few especially dynamic or dramatic aspects to date for news media treatments. In time, there could be human-interest success stories on graduates of the assisted school or on returned participants -- particularly in relation to a U.S. subsidiary in Nigeria. A film, televised

report, magazine story, or news release on the assisted School of Administration as a component element in the annual, colorful degree-granting convocation of the University of Lagos, would have general interest and appeal. A management seminar conducted by the School would be of specialized interest.

O20. Lack of Effective Cooperating Country Media Coverage

Continuing crises in Nigeria during the life of the project, have undoubtedly inhibited publicity on the project, which has been generally limited to routine and infrequent newspaper stories. The assisted School was praised by the Head of State in his widely-disseminated address (January 18, 1968) on the installation of the Chancellor of the University. and when the assisted School organized a collegium for business leaders in 1968, wide and effective press coverage was given. It is to be hoped that a quality assistance provided over time will generate the right kind of publicity and that host-country institutions will improve upon very limited coverage to date once the Nigerian disturbances are over.

Part II - Implementation Report

II-A: Status of Schedule

Major Actions or Steps .	Status		
	Behind	On Schedule	Ahead
1. Project Start-up		x	
2. Initial Project Plans			
- Five-year Work Plan, 1963-68		x	
- Development Plan, 1966-1973		x	
3. Organize Framework of School		x	
4. Participant Training		x	
5. Procurement (Library Books)	x		
6. Curriculum Development			
- Social Sciences Curriculum		x	
- B.Sc. in Business Admin. (day and evening)		x	
- B.Sc. in Accounting (day and evening)		x	
- Diploma and short-courses	x		
- Graduate (post-graduate) study	x		
7. Development of Teaching Materials	x		
8. Research and Publications	x		
9. Organize Continuing Education Center			x
10. Organize Business Advisory Service	x		
11. Host-Country Senior Staff			
- Positions on Establishment		x	
- Actual positions filled			
- Business		x	
- Accounting	x		
- Nigerian Dean for School of Admin.	x		
12. Host-Country Support			
- Operational Budget support		x	
- Physical plant, first phase		x	
- Physical plant, second phase	x		
13. Contract Reports	x		

Major Actions or Steps	Status		
	Behind	On Schedule	Ahead
14. Contractor recruitment of staff		x	
15. Contractor Phase-out Plan			
- Activities per revised plan (to Sept.1, '70)	x		
- long-term recommendations	x		
023	<u>Part II -- II A 2 Overall -- Timeliness</u>		
(c) Behind Schedule	x	(is behind schedule)	
(Because of:)			
(2) Contractor	x		
(6) -- Cooperating Country	x		

IIB Resource Inputs

1. Factors -- Implementing Agency -- Contract

All "P" except the following, which are "N"

027, 032, 033, 039

2. Factors --

All "P" except the following, which are "N"

061

3. Factors, Commodities

066 "P"
 067 "N"
 074 "P"
 075 "P"
 all others "NA"

079 -- Narrative for Part II-B

A. Overall Implementation Performance

All in all, considering the total picture and the more than usual difficulties impeding progress such as the shut-down of the host University

and the Nigerian civil war (see above 1 A (1) on this and other problems) overall implementation progress must be judged satisfactory. The principal objectives set at the outset of the project will have been achieved as planned, subject only to a two-year stretch-out of contract services, plus some limited additional non-contract support. Three-year degree syllabi have been introduced, projected targets have been met for enrollments and graduates, the organizational framework of a School of Administration (Business and Accounting) has been set forth, there is on-the-job a sufficient component of trained Nigerians (10 out of 15 positions) to assure institutional viability, and a Continuing Education program was successfully launched. In addition, attention has been given to research, publications, library development, preparation of teaching materials, and student placement. In short, a recognized degree-granting university faculty is now in - being as a result of this project.

Inevitably, a higher level of performance and output might have been achieved had certain deficiencies, as described below, not been encountered. In some cases, corrective action is possible; however, weaknesses will have to be identified, and concerted measures must be undertaken by the host country if a quality institution meeting high standards across-the-board is to emerge. These specific problem areas are covered below:

b. Implementing Agency

The implementing agency - the School of Business of New York University - represents a consortium of undergraduate and graduate faculties of one of the great urban Universities of the United States. Combined with sister departments in supporting fields, it has the potential and resources for high-level performance. Nevertheless, while performing a workmanlike job on basic elements of the project which were readily adaptable, plus creditable training of contract participants, output on research, case studies, teaching materials, consultancy, in-service "extension" programs, and library development, has lagged. Furthermore, the contractor has gone outside his own staff for a majority of the personnel employed on the project, with the result that the overall staffing record was not entirely satisfactory to the Vice Chancellor of the assisted university. Comment on planning, reports, and recruitment follows:

027 - Project Planning and Management (N)

Project planning suffered at the outset from an excessively broad mandate covering the gamut of business studies plus social sciences, with lack of focus and concentration of resources. This was eventually corrected (1966-67) by the decision of the host-country to limit the project to the business field. Certain targets proposed by initial work plans, for example, an input of 5,000 books per year and the start-up of graduate study during the life of the project (six years), were excessively over-optimistic in view of resources programmed. Total man years of expatriate staff for the project to date (about 24 man-year for a seven-year period) were not adequate for the full range of responsibilities assigned to project personnel in addition to teaching in the class-room, especially in relation to delays

in getting participant training underway. This meant almost no time was available for overlap between departing technicians and return counterparts. The problem was eventually recognized by the contractor, who negotiated with AID a two-year stretch-out beyond the phase-out target (1968) which, however, had to be limited to only four-man years of technician services in view of (a) AID's funding stringencies, and (b) less than optimum host-country satisfaction with the contract team then on-board, which would have required a major recruitment effort to remedy. Furthermore, there has been imbalance in the commitment of U.S. resources, with no participant-training starts to date in Accounting and only two-man years of expatriate staff provided by the contractor in this field. Corrective action, urged by USAID and the contractor, calls for two accounting participants plus a senior professor in Accounting to be provided on a salary-topping arrangement outside the contract.

As regards management by the implementing University, there were promising initiatives including formation of an ad hoc committee of senior NYU department heads for curriculum building and institutional development, and several inspection visits to Nigeria have been made by top officers of the University. However, campus backstopping has become excessively legalistic and rigid, with, for example, research funds blocked and implementation of book orders delayed because of budgetary omissions which originated with the contractor but which AID failed to correct (see TOAID A-2023, Oct. 7, 1968).

Finally, with the exception of the successful start-up of a broad continuing education program having general University support and involvement, the contractor has not as yet implemented project plans for a Business Advisory Service to upgrade executives' skills. It is doubtful if this can be accomplished in the one year remaining to the contract.

032 - Quality of Reports (N)

Semi-annual reports prepared in the first two years of the project were concise, well-organized, and informative. Reports received since 1966, however, have been ~~excellent~~ excessively general and discursive, with little analytical treatment of specific problem areas, and few constructive recommendations.

033 - Promptness of Reports (N)

After meeting required dead-lines in the first two-years reports through January 31, 1968, came in a year or more late, and the latest two semi-annual reports are delinquent.

039 - Timely Recruiting of qualified technicians (N)

While numerical quotas were generally met on time, "qualified" technicians as desired by the host government were in short supply as the contractor either failed to supply senior men from ~~his~~ his own campus or was not able to spare such men for tours of more than two years in most cases.

This resulted in contract teams with less than the proportion of high-level personnel expected by the host-country and composed of men who had little or no relationship to the home campus and sense of "team" effort. (At one stage in the project the Chief of Party was recruited from outside the NYU staff.) Recruitment difficulties were compounded by the shut-down of the University of Nigeria in 1965, and then the outbreak of civil war in 1966. As the project nears completion, the Chief of Party on-board is a staff member of the implementing University who served with the project since its inception thereby providing continuity of leadership, and the contractor has secured the services of second man with extensive experience in Nigeria. Nevertheless, the present Vice Chancellor of the Lagos University has privately stated to this writer that he was not impressed with the overall quality of the team of expatriate technicians provided since his appointment in 1965, and this does not augur well for an on-going university-to-university relationship after termination of external financing. On the other hand, one member (Advisor in Continuing Education) received highest praise.

c. Participants

061 Limited Counterpart to Advisor relationships (N)

As described elsewhere in this report, a variety of factors -- some of them beyond the control of the implementing agent -- have contributed to less than optimum follow-up on participants, particularly in the domain of advisor-to-counterpart relationships. This stemmed in part from the University of Lagos crisis in 1965, which disrupted the contract team (three were forced to leave Nigeria), led to resignation of two counterparts, and delayed the start of participant training. Consequently, "at the other end" after completion of training, departure of technicians in the summer of 1968 coincided with return of four participants, leaving only one experienced contract specialist (the Chief of Party) to work with them during 1968, and only two technicians after that time (to September 1, 1970).

d. Commodities

067 - Timeliness in Procurement (N)

The only commodities procured under this project have been library materials and a very limited number of teaching aids at the start of the project. The major objective has been to establish a core library including basic texts and periodicals in the disciplines assisted. To this end, the first work plan (1963) proposed acquisition of 5,000 volumes per year for five years, or a total of 25,000 books. Actual accomplishment during this period has fallen far short of this admittedly optimistic goal: there are 8,000 titles secured and shelved under the project (of which 2,000 supplied by the USIG book program). Unfortunately, there has been excessive delay by both AID and the contractor in processing a balanced order of some 2,300 additional titles prepared in January 1968 but not yet shipped to Lagos. Furthermore, preparation of bibliographies for a final \$10,000 budgeted under the project has not begun. A shortfall in meeting maximum targets, combined with delays in preparing and shipping orders, has impaired optimum library and text-book support for the project.

Part III - Role of the Cooperating Country

Specific Operational Factors:

(All items on the table to be marked "P" except the following, which are marked "N")

106: Narrative for Part III

With the exception of the close-down of the host institution, the University of Lagos (March to Oct. 1965, as reported above) and the traumatic repercussions of this incident upon the institutional development of the project, host-country support must be judged satisfactory - despite the impediments to anticipated growth caused by the continuing Nigerian civil war (1966 to date) with its restrictions on operational and capital budgets, admission of students, faculty appointments and the like. The project was launched on the basis of specific recommendations of the distinguished Commission, led by Sir Eric Ashby, which established the framework for Nigerian Higher Education development since 1960. These recommendations were subsequently endorsed by a top-level UNESCO commission and a Government of Nigeria white paper. A new \$15,000,000 campus was speedily constructed, relatively high quotas for admission of students permitted, and a number of competent Nigerians attracted to staff positions. Demand for admission by students ~~remains~~ has been strong, and graduates have been ~~successfully~~ placed successfully. Interest and support by the Business Community has been generated.

As reported below (099) a major stumbling block to optimum institutional growth, has been appointment to the two senior positions occupied by local staff. (Associate Professor in Business, and Senior Lecturer in Accounting respectively) of the two Nigerians who do not have the professional qualifications to meet Deanship requirements, and who are lacking in leadership qualities need to generate effective outside support for the School and also for good relationships among the faculty. By contrast, the junior Nigerian staff is outstanding; however, their advancement and promise is partly blocked by the men noted above. This, and other negative factors, are described below:

082: Availability of Reliable Data (N)

The principal weakness is the paucity of reliable and detailed manpower statistics to show, for example, specific categories of senior managerial positions, by sector and type of firm, including data on actual Nigerian and expatriate cadres on-board with projections of need over five to ten years as supported by reliable indexes of industrial production. In the absence of this kind of data, planning for enrollments and outputs of graduates is not accurate - although general manpower studies have confirmed an overall shortage in management fields.

Systematic data to follow-up on performance of graduates and to pinpoint actual needs of client agencies and firms for the product of the assisted-institution has not been developed to date.

083: Competence and Continuity of Executive Leadership

The major setback to the project caused by the cooperating country was a traumatic incident brought on by conflict over the selection of the top executive (the Vice Chancellor) of the assisted university. This incident stemmed from political and constitutional turmoil in Nigeria in 1965 when northern and western tribalism tipped the precarious regional political balance. The Federally-sponsored University of Lagos was caught in the political cross-currents. As a result, the first Vice-Chancellor, a competent educator and administrator, was not continued in office by the Council, and a less prominent man with the "right" tribal connections replaced him. The University Senate, representing the senior staff, opposed a procedure which violated University statutes and exacerbated tribal tensions. The upshot was resignation by many of the senior faculty and students, a closure of the University (March to October 1965), and a residue of recrimination and unrest. Whatever the merits of the case, the University suffered a decrease in the quality of staff and a setback to the nascent processes of corporate institution-building, which adversely affected all departments and from which it has not as yet fully recovered. Secondly, the present Vice-Chancellor, although a competent scholar and articulate spokesman, needs, in the opinion of well-placed observers, more experience for effective executive leadership to better promote plans, budgets appointments, promotions and the stature of the assisted institution.

090 - Resolution of tribal, class, or caste Problems (N)

Endemic tribalism in Africa, has been particularly acute given conflict and competition between Nigeria's three dominant tribal units: Hausa in the North, Yoruba in the West, and Ibo in the East, which caused the temporary closure of the University of Lagos in 1965, the breakdown of civil rule in 1966, and civil war since mid-1967. On the other hand, the policy and evident determination of the present military government is to resolve these differences in a constructive manner in the interest of "one" Nigeria, as witness the 12-state Federation now in-being. Within this context, Nigeria's Universities are recognized as one of the principal catalytic agents in the interests of national unity while accepting authentic and pacific cultural differences. In the case of the University of Lagos, inability to resolve tribal differences in the crisis of 1965 (reported above, 083) may have impaired capacity to respond constructively in this realm although a constructive attitude by the leadership is now apparent. On the national plane, however, unity appears to be strengthened as the civil war draws to a close, and it is to be hoped that tribal problems will be resolved in a way for the assisted-University to fulfill its role as a truly national or Federal institution. To do so will require a larger-than-present representation of Eastern and Northern elements.

092 - Political Conditions (N)

Given the dominance of tribal factors in Nigeria politics, the points made above in this section on tribalism (083 and 090) are sufficient evidence of a negative political environment to date for optimum institution-building of a University intended to be Nigeria's first urban national university.

Host Country Counterpart Technician Factors

099 - Level of Technical Education and/or Experience (N)

Unfortunately for optimum institutional growth and standing of the project there are presently lodged in the two senior posts held by Nigerians at the assisted School of Administration (Associate Professor of Business Administration and Senior Lecturer in Accounting respectively) two individuals who constitute a negative influence on the project and represent a stumbling block to the advancement of the five good junior men trained under the project and now on-the-job in Lagos. Likewise, securing new participants is inhibited. Paradoxically, both these senior men have good technical credentials: (one a U.S. Ph.D. in Economics and the other with qualifications for membership in Chartered Accountancy organizations backed by advanced training in the U.K.) However, their capacity for leadership appears limited, and the accounting man is a divisive influence within the School and a poor representative vis-a-vis the outside community. He also clashed with the expatriate Accounting Professor under the contract (1966-68), thereby frustrating advisory services in the key managerial accounting field. To the extent that School leadership is presently lodged in expatriate personnel (Acting Dean, and Senior Professor respectively) the situation while not satisfactory is under control. The contract terminates in 1970 and is hoped to attract to the Deanship a tested and respected Nigerian from the outside, and hopefully to bring about withdrawal from the faculty of the accounting incumbent. However, in view of the difficulties in finding a qualified Nigerian for the Directorship, there exists the real possibility that the situation will take a serious turn for the worse after departure of the NYU team.

103 - Willingness to Work in Rural Areas (N)

Manifestly, participants trained for positions in Nigeria's first urban university, cannot be expected to demonstrate concern for rural problems although it is to be hoped that attitudes toward service in rural areas in the interest of indigenous enterprise can be inculcated among students now enrolled and that research and in-service or "extension" efforts will be directed towards rural as well as urban elements as they relate to management education. But in Nigeria, as elsewhere in the developing world, there is very evident preference by the modernizing sector for location in urban areas, and, in the case of management education, this is where larger scale business enterprise is found. For the immediate future, emphasis must be given to improving upon a fairly good beginning with an urban orientation before steps should be taken to direct attitudes, techniques and supporting research to service in the rural areas.

105 - Upgrading of Senior Staff (N)

At this writing, the assisted-university has taken a negative position on upgrading the skills of senior teaching staff such as through leaves-of-absence for advanced study beyond one graduate degree, or instigating a system for sabbaticals. Tentative discussions on these points with university officials indicate that this is caused by shortages of staff and budgets. We expect the problem should be resolved when these shortages are eased after conclusion of the civil war.

PART IV - Programming Implications

IV A - Effect on Purpose and Design

107 - Narrative

No major adjustment in project purposes or design is envisaged at this writing, and it is expected that the objectives necessary for institutional viability of the project will have been realized when contract services are concluded September 1, 1970. In one area, however, a minor adjustment has already been initiated: this involves the Mission's decision to finance outside the contract during the period 1969-71, a senior Professor in Accounting, and a specialist and participant in quantitative methods. This is needed to achieve project purposes for lasting institutional capacity in managerial accounting and in applications of quantitative techniques to management.

In bringing this activity to a close approximately on schedule, it is important to note that a "first step" only has been taken in the field of management education in Nigeria. This project has initiated a program which is the equivalent of the undergraduate B.Sc. degree and its supporting components, meeting immediate needs at less cost than expensive post-graduate study would entail. Given the fact that Nigeria has already achieved a sophisticated infrastructure and is on the brink of a promising "break-through" towards advanced industrialization, it will be imperative that the School of Administration have a senior staff trained to the Ph.D. capable of providing graduate-level professional education as well as advanced-level consultancy and other services to the business community. The project, as conceived and implemented, has established a foundation, but a major endeavor must be undertaken over the next decade if the School of Administration is to respond fully to implicit future demands. While Nigeria should be able to finance a considerable portion of this endeavor, technical services by a leading graduate faculty -- preferably from the United States -- will be required.

IV B - Proposed Action

108 -- This Project should be: continued as presently scheduled in PIP

109 -- Narrative for IV-B

At this writing, there are no problems foreseen such as would require substantive revisions, and it is expected that project contract services will end as is now scheduled on September 1, 1970, and directly financed assistance will end in 1971.

In addition, given the point made above (107) on estimated immediate requirement for institutional graduate-level capacity in management education in Nigeria, it is to be hoped that the foundations established by this project can be linked to a separate "second-stage" effort involving a coordinated approach by all Nigerian Universities, and with U.S.-Nigerian University relationships.