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## POLICY IMPLEMENTATION AND EFFECTIVE LEADERSHIP OF HIGHER EDUCATION: NIGERIA PERSPECTIVE

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### ABSTRACT

The paper seeks to explore policy implementation and effective leadership in higher education institutions (HEIs). It outlined the global trend in the 21<sup>st</sup> Century higher education which is characterized by massive expansion and wider participation; the emergence of new players; diverse programmes and their students; more integration of education technologies; greater internationalization; competition and growing pressure on costs and new methods of financing. The study affirms that educational policies and procedures play a significant role in the mission accomplishment of higher education but there are Nigerian factors that hinder the implementation of government policies on higher education Institutions. However, leadership is ultimately responsible for implementation of policies and procedures. The paper asserts that the most significant function of higher education institution (HEIs) relies on its leadership effectiveness in creating a pleasant teaching environment for faculty and in providing students with the quality education they deserve. It concludes by adopting a qualitative approach, using leadership characters and activities as the phenomena. It recommends new modes and roles of leadership with strategies to enhance effectiveness in the globalized era including increasing emphasis on competencies and character.

**Keyword:** Policy, Education Policy, Leadership, Effective leadership, Policy Implementation.

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### INTRODUCTION

Education is the principal instrument for academic progress, social mobilization, political survival and effective national development of any country. Efforts have been made to develop education in Nigeria since independence in 1960. There is a general understanding that skills and

human capital have become the backbone of economic prosperity and social well-being in the 21st century. Prosperity requires nations to retain their competitive edge by developing and sustaining a skilled workforce, maintaining a globally competitive research base and improving the dissemination of knowledge for the benefit of society at large. In contemporary knowledge intensive economies and societies, individual and societal progress is increasingly driven by technological advances. Akinyemi and Abiddin (2013) as cited in Adetunji (2015) argued that the development of government policies on university education is historically linked to the demand for highly skilled workers and national economic growth in Nigeria

Various policies in the interest of education have been formulated. The vision of the Ministry of education is to use education as a tool for fostering development of all Nigerian citizens to their full potential in the promotion of a strong, democratic, egalitarian, prosperous, indivisible and indissoluble sovereign nation under God (FME, 2012). The department of Higher education was created in November 2000, from an existing Department of Formal Education and its initial mandate was to take charge of University Education. In March 2003, all aspects of higher education were moved into the New Department and the name was changed to “Tertiary Education Department” in December 2006 as a result of the initiatives of the Reform (FME, 2012). According to the National Policy on Education (FRN, 2014), the goals of tertiary education include the following:

- Contribute to national development through high level manpower training;
- Develop and inculcate proper values for the survival of the individual and society;
- Develop the intellectual capability of individuals to understand and appreciate their local and external environments;
- Acquire both physical and intellectual skills which will enable individuals to be self-reliant and useful members of the society;
- Promote and encourage scholarship and community service;
- Forge and cement national unity; and
- Promote national and international understanding and interaction.

Going by the goals of tertiary education, the society or country needed to use tertiary education as a fulcrum of development through the production of manpower who are not only capable of causing economic prosperity, technological advancement, political stability internally but also ensure global competitiveness in all ramifications (Agi, 2016). Education Institutions have a mission to constantly attract, develop and graduate competent, knowledgeable and talented individuals. Unfortunately, these efforts have not produced the desired result. The state of education in Nigeria is still deplorable. Regrettably, outcomes of education offered by majority of Nigerian higher institutions are largely contrary to the stated goals in the NPE. Nwangwu, (2011) identified lack of practical skills in teaching; shallow knowledge of subject-matter; poor computer and communication skills; and, lack of entrepreneurial skills as weaknesses among higher education graduates in Nigeria. It is so bad that some resourceful Nigerians prefer to send their children to Europe, America and even small African countries such as Ghana and Benin Republic. The gaps that exists between what is taught in school and the skills required to perform on jobs are proves of poor policy implementation and therefore a high percentage of graduate unemployment in Nigeria.

However, besides the general problems of policy implementation common to most countries, especially those of the third world, some factors have been identified as peculiar to Nigeria which inhibit her educational growth. The budgetary allocation devoted to education has been considered to be grossly inadequate considering the increase in students' enrolment and increasing cost, due to inflation. Much fund is required to maintain the existing infrastructure, execute capital projects, embark on educational research and pay salaries of staff. Ogbondah (2010) asserted that in spite of the inadequacy of allocations to the public university system, any fund made available often go down the drain through the corrupt practices of those entrusted with the implementation of university policies and programmes due to improper monitoring of university income and expenditure. This can also be ascribed to the fact that majority of Nigerian Institutional leaders do not have strong conviction, they lack accountability, humility and integrity, they do not accept ownership and responsibility of their actions, they lack discipline and willingness to sacrifice (Ololube, 2018).

## **BACKGROUND**

The goal and objectives of an educational institution can only be achieved by putting in place certain mechanisms towards ensuring the success of such institutions. In the higher institutions, part of the integral pre-requisites to be put in place towards the actualization of the educational goal and objectives is principled leadership that will make adequate provision of funds, maximum utilization and make appropriate management of education resources to avoid wastages and improve the quality of the teaching-learning process in the academic environment. In addition to their competencies, they should lead by example with humility, integrity and equity as their watch word. Leaders take responsibilities for decisions made that bring about changes in education. They are the ones that empower people to discover and use their talents and potentials. Their success as leaders hinge on their character and actions. Leaders must show strong convictions towards the organizational goal attainment and in this context educational policy implementation.

According to Baporikar (2018), leadership effectively exercised will result in team of people who enjoy clear purpose, shared values, who are empowered by knowing that their initiatives are aligned with and supported by team members and who believe that there is mutual benefit derived from their individual commitment. Policy implementation is the most important part of planning and higher education administration involves the management and coordination of various programs and activities for colleges, polytechnics and universities. To coordinate the various activities of colleges and universities, different types of leadership are needed. While specific job responsibilities can vary from institution to institution, the executive chairman or Vice Chancellors, Rectors and Provosts are generally responsible for setting budgets and hiring faculty. Meanwhile these must be with an approval from the president or the governor for federal or State institution; Registrars may handle student transcripts and school registration information. The problem of policy implementation is traceable to the planning stage which comes immediately after policy formulation. Proactive leader will identify possible ways of increasing revenue and reducing operational costs for them to make positive impact even with inadequate government allocation. Principled leaders give moral support to their subordinate and the quality has the capacity to influence others and legitimize leadership.

## CONCEPTUAL REVIEW

**Higher Education:** Higher Education is otherwise referred to as Tertiary Education. The National Policy on Education of the Federal Republic of Nigeria (FRN, 2014) defines Tertiary Education as “the education given after secondary education in universities, colleges of education, polytechnics, mono-technics including those institutions offering correspondence courses”. Higher Education Institutions (HEIs) provide facilities for teaching/learning, research and community services and are authorized to grant academic degrees. These institutions are under the supervision of National University Commission (NUC), National Board for Technical Education (NBTE) and National Commission for Colleges of Education (NCCE).

### Global Trends in Higher Education

The 21<sup>st</sup> Century Higher education is characterized by massive expansion and wider participation; emergence of new players and diversification of programs and students, broader integration of communication and education technology in enrollment, retention, branding and job alliances, mobility, faculty support, internationalization and competition, growing pressures on costs and new forms of financing as well as new modes and roles of leadership, including increasing emphasis on performance, quality and accountability:

**Massive Expansion:** There is a massive expansion of higher education worldwide. Institute of Statistics Data Centre from 1970- 2010 revealed an accelerating expansion which started in the mid-1990s with a 5.9% average annual growth of higher education in the first decade of the 21<sup>st</sup> Century. The number of higher education students is forecast to expand to 263million by 2025 (British Council and IDP Australia, cited in OECD, 2012). Factors that have fuelled this expansion include the expansion of basic and secondary education which creates a strong potential demand for the tertiary level, the diversification of higher education and new possibilities for the expansion of tertiary education, in order to meet the growing and complex demands of the modern world, social mobility expectation, growing female participation as well as democratization and urbanization processes (World Bank, 1998).

**Emergence of New Players:** There is an emergence of new types of institutions within higher education as alternatives to traditional universities. Some offer shorter programmes and others are able to meet the growing demands at a manageable cost. Privatization of higher education has helped to meet the growing demand for higher education, resulting in a massive expansion of private HEIs. HEIs today include an increasing number of non-traditional students; those who did not enter directly from secondary school or are not studying in a full time, classroom-based mode, they are serving higher education students seeking social mobility, representatives of economic or social minorities as part of equity policies, adults and lifelong learners wanting to upgrade/update their skill (OECD, 2012).

**Diversification:** Higher education institutions have not only become more diverse in type, ownership and programmes offered but also have diversified their missions, targeting specific groups of students (women, minorities, disadvantaged or students with special needs, adults and lifelong learners, international students, etc.) serving specific local or regional needs, specializing in some niche areas or establishing close links with specific firms/corporations (OECD, 2012).

**Competition:** Competition has also been advocated as a tool to improve teaching quality as well as institutions' responsiveness to the needs of the society, the labour market and students with the underlying assumption that students would "vote with their feet" if dissatisfied with the quality or relevance of service provided in a given institution. For instance greater number of postgraduate students of university of Port-Hacourt are moving enmass to Ignatius Ajuru University of Education for better service delivery (researcher observation). Completion on the relevance of higher education to the needs of the local community and labour market as well as additional sources of funding.

**Integration of new technology:** Enrollment, retention, and branding are key areas where technology continues to play an important role. Some schools are now using technology to market their institutions more effectively to attract new students, as well as to create communities among existing students to improve retention. The use of ICT has significant impact on provision of higher education learning as follows: it provides "Blended instruction by mixing face to face and online interactive learning as well as student-faculty interactions, it has made *Open University* education a reality through networking. *Distance learning:* Universities are using distance learning to extend their virtual campus to students all over the world. In addition to using Cisco Tele-presence, universities can create online courses, making content available on a secured network. *Online instructional delivery* is now the fastest growing sector with Massive Open Online Courses (MOOCs), meeting the needs of career-specific education and training needs of adults.

### **Labour Alliances**

New technologies allow students to explore non-traditional internship opportunities. For example, a college could partner with an oil company, placing students on remote rigs. While on board, internship students learn in a real-world environment and can keep up with their studies using distance-learning technologies such as video exchanges, virtual classrooms, and online materials:

**Aligned Curricula:** Education must keep pace with an economy that increasingly relies on emerging and specialized technologies. To prepare students better for their chosen careers, some schools consult with companies to design relevant curricula.

**Continual Seminars and Life-Long Learning:** After leaving school, many students work in fields that require ongoing education and training. Working with local companies, several schools are developing appropriate curricula for continual seminars, distance learning, and just-in-time learning. Many other services and kinds of information are now being made available online:

- Completing online applications;
- Finding and filling out financial aid forms;
- Choosing a dorm room;
- Registering for classes;
- Browsing cafeteria menus and managing a food plan;

- Viewing information about the campus, such as shuttle bus schedules;
- Searching the library catalog and databases of academic articles;
- Checking grades and test scores (Wilten-Daugenti, 2007)

However, these advancements have added some challenges to higher education such as keeping pace with rapid advances in communications and social networking technologies; accommodating the increased costs of technology into existing mechanisms for financing higher education; and taking full advantage of the educational opportunities these technologies provide to expand student access and improve their success in higher education.

**Internationalization:** Internationalization can be defined as “the process of integrating an international, intercultural or global dimension into the purpose, functions or delivery of tertiary education” as world economies become increasingly interconnected, international skills have become ever more important. Internationalization has widened in scope over the past three decades, and is now an essential dimension of national and institutional strategy and policy (OECD, 2008). There are internationalization of programmes’ content and delivery to the mobility of students and scholars, in addition to intermediate forms of trans-national education such as the cross-border mobility of HEIs and/or their programmes.

**Increasing pressures on costs and new modes of financing:** The expansion of higher education systems and wider participation, have increased the financial burden of higher education. Unit cost of higher education in the overall economy accelerated by increasing costs of technology. Again there is reduced allocation of public funding for tertiary education due to depressed economy in addition to political instability. Governmental revenues are supplemented by non-governmental revenues by shifting the burden of higher educational costs from the general taxpayer or general citizen to parents and students especially--but also to philanthropists and to purchasers of university services. Some vehicles of this supplementation, or shift in cost sharing include: (a) the introduction of, or substantial increases in, tuition and full or more nearly full-cost fees into higher education sectors hitherto supported primarily or wholly by public revenues, (b) the introduction of means tested grants and loans, (c) the encouragement of private higher education supported mainly through tuition fees, (d) the encouragement of entrepreneurial activities on the part of the faculty and/or the university, and (e) the encouragement of philanthropy--for endowment, for direct operations, and for scholarships to students.

**Safety and Security:** Safety and security have always essential issues for administrators. In addition to confronting physical threats, administrators must of necessity now address virtual threats such as:

- Lost data due to disaster or failed equipment;
- Identity theft and stolen intellectual property;
- Denial-of-service attacks;
- Worms that infiltrate the network, destroying data and interrupting network service

Whatever the threat, HEIs are employing technology to protect their information assets. To secure physical facilities and protect students, institutions are using network surveillance in all public areas to discourage theft and more serious crimes such as assault. In addition, many use Radio Frequency Identification (RFID) tags to account for classroom assets such as overhead projectors and laptop computers (Wilén-Daugenti, 2007)). Universities are ensuring that students who participate in foreign exchange or distance-learning programs have secure access to university resources in order to have secure services.

### **Policy as a Concept**

Policy refers to a plan or course of action linked with government, politics or business with the intention to influence and determine decisions, actions and other matters, (Imam, 2012). Policy provides an official backing for every organization action and activities without bias and a basis to be followed by all groups, departments or individuals for whom the policies were made, it also brings about a meaningful relationship between business objectives and organizational functions as it discourages deviations from planned courses of action. A policy ensures consistency of action because an organization is governed by approved principles, and it does not have to be rigid, as there should be room for adjustment if necessary after its formulation. Koontz and O'Donnell (2005) as cited in (Adetunji, 2015) believe that "policies are not only formulated but also programmed, communicated, monitored and evaluated. In fact, a good policy is one that can be reviewed as the need may arise.

### **Educational policy**

Educational policies are initiatives mostly by governments that determine the direction of an educational system. Education is a distinctive way in which the society inducts its young ones into full membership. So every modern society needs some educational policies to guide it in the process of such initiation. Educational policy is directed towards increasing the quality of life of a people. He believes that the objective of any policy is to satisfy individual needs, community pressures and the degree of complexity and sophistication to which socialized personnel must be educated and trained to meet these demands. UNESCO supports national education authorities in developing robust and coherent education policies and strategies and in managing their effective implementation all within the context of Sustainable Development Goal 4, which aims to 'to ensure inclusive and equitable quality education and promote lifelong learning opportunities for all'.

### **National Policy on Education**

The National Policy on Education is actually a statement of intentions, expectations, goals and standards for quality education delivery in Nigeria (NPE 2014). The policy must be operated within the framework of the overall philosophy of the nation. Nigeria operated an educational policy inherited from Britain at independence. The inability of this policy to satisfy the national aspirations of the country rendered it unpopular. In 1969 a National Curriculum Conference was organized which reviewed the inherited curriculum and identified new national goals for Nigeria's education. It was published in 1977 and have been successively followed by 2<sup>nd</sup>, 3<sup>rd</sup>, 4<sup>th</sup>, 5<sup>th</sup> and 6<sup>th</sup> editions published in 1981, 1988, 2004, 2007 and 2014 respectively:

**Policy Implementation:** Policy Implementation involves transmitting the goals and objectives of a policy into an action. Education policy issues continue to be a question of critical concern in Nigeria. One of the problems of successful policy implementation is that it lacks in proper direction or guidelines on how to implement it; such direction is supposed to be derived from the theories which it is supposed to follow. According to Adetunji (2015), six participants stated that, while policies are made in theory, discoveries of limitations are made at the point of implementation. A vice-chancellor of a public university stated that the government sets many unrealistic policies, such as free education, because universities are not funded enough to provide free education, which conflicts with the resources available to implementing government policies. There is a consensus amongst the scholars that the discipline “policy implementation” suffers from viable, valid, and universally accepted grand or good theories because the discipline is still in its infancy and implementation has also been seriously overlooked in the broader domain of public administration which restricted the theoretical development of this discipline (Khan, 2016). Again, the implementation of a particular policy is very much context specific as it depends upon political, social, economic, organizational and attitudinal factors that influence how well or how poorly a policy or program has been implemented. For instance; the implementation of any policy in a democratic country is often scrutinized by various stakeholders whereas it is very easy for an autocratic country to implement any policy as there are fewer opportunities for the stakeholders to be involved in the process.

The National Policy on Education has been revised to accommodate changes in the direction of education brought about by technological development (Nwagwu, 2007). Some researchers claim that developing countries (such as Nigeria), may be able to signal mass educational opportunity by expounding the benefits of education, but may be too weak to create stable and effective educational institutions. The unsatisfactory state of education in Nigeria is the resultant consequence of a lack of proper implementation of the national education policy and the funding crises. The findings of the educational sector analysis (Federal Ministry of Education, 2006) confirmed the poor state of education in Nigeria. Amongst the findings of the education sector analysis reported by Igbuzor (2006) as cited in Imam, (2012) are a national literacy rate of 57 per cent, 49 per cent unqualified teachers in the schools, and acute shortages of infrastructure and facilities at all levels. To this end, the policy proposed that admissions into universities be based on 60 per cent science based programmes and 40 per cent humanities. However, the policy failed to achieve its goals for higher education as the universities were unable to meet the prescribed science-humanities ratio in admissions in favour of the humanities which continues to attract more candidates due to social demands. Science and technology are grossly underdeveloped because the educational system at all levels is not equipping beneficiaries with the needed skills necessary for national development.

### **Theory and Policy Implementation**

Khan (2016) suggested that a good theory in public policy should exhibit some characteristics such as validity, economy, testability, organization/understanding, heuristic, causal explanation, predictive, relevance/usefulness, powerful, reliability, objectivity and honesty. It is quite difficult to get a single theory that reflects all these traits so is policy implementation. However, the discipline policy implementation lacks in having grand or classic theories, over a span of time, different theoretical models or approaches as cited by (Stewart et al., 2008 in Khan, 2016):



**Problems associated with policy implementation:** The gap that often exists between policy formulation and implementation provokes inquiry to identify factors that constrain the effective implementation of educational policies. Researchers have stated clearly that good planning will ensure effective implementation. Good planning that can facilitate effective implementation ought to consider such factors as the planning environment, social environment, political environment, and financial and statistical problems. It is in recognition of this observation that Aghenta in Okoroma (2006) noted that for education to achieve all ends, it has to be carefully planned. The plan must take into consideration the needs of the society; the political, socio-cultural, economic, military, scientific, and technological realities of the environment are very important to its survival. He noted that planned implementation is constrained by the following factors:

- **Over-estimation of available resources** – this is a situation where estimated resources are greater than actual available resources to implement a program;
- **Under-estimation of the costs of implementing a plan** – this happens when cost-estimates do not make adequate provisions for inflation and actual implementation costs become unmanageable;
- **Over-reliance upon external assistance** – plans that substantially rely upon assistance from foreign sources for their implementation run into hitches when such aid fails to come, and
- **Inaccurate statistical data** – planning education requires accurate and up-to-date data. Plans that do not adequately provide for this usually have implementation problems.
- The communication process – effective implementation requires that implementers to know what they are expected to do; as messages pass through any communication network, distortions are likely to occur which can produce contrary directives, ambiguities, inconsistencies and incompatible requirements;
- **The capability problems** – ability to implement policies may be hindered by such factors as incompetent staff, insufficient information, political support, inadequate financial resources and impossible time constraints;
- **Dispositional conflicts** – implementation of a policy may fail because those charged with the responsibility of implementation refuse to carry out their own assignments(lack of accountability).

A study by Okoroma (2001) on the evaluation study of the 3-3 aspect of the National Policy on Education in Rivers State revealed that effective implementation of the policy even in higher institution has been hindered by the following factors:

- Inadequate teaching staff;
- Lack of adequate workshops;
- Inadequate laboratories and libraries;
- Insufficient funds, and
- Non-availability of guidance and counseling services.

## **Nigerian factors that Militate against the Implementation of Educational Polices**

**Political Instability:** Perhaps this is as a result of instability of governments or lack of continuity. Between 1960 and 2019 the country has had several governments (sixteen heads of state to be precise). This shows that most Nigerian leaders have never had time to draw-up plans of action before they drafted themselves or were drafted into leadership and therefore have been unprepared for any development efforts whether in education or other spheres. Most of their actions were not patriotic but for personal aggrandizement. Nigeria's development failures have sprung from the lack of success in achieving an effective model of governance.

Nigeria's education sector has again been allocated much lower than the 26 percent of national budget recommended by the United Nations. The global organization (UNESCO) recommended the budgetary benchmark to enable nations adequately cater for rising education demands. But in the proposal presented to the National Assembly President Muhammadu Buhari allocated only 7.04% of the 8.6 trillion 2019 budget to the education (Premium Times, 2019). So, educational polices were formulated by various governments but political instability stopped or discouraged the political will to implement such policies.

### **Corruption**

If anything has contributed greatly to the stagnation of corporate development of Nigeria, it is this virus called 'corruption'. It is found in all aspects of human endeavour in Nigeria. Its prominence in Nigeria has earned our nation a place of negative prominence in the world. Despite enormous oil and gas wealth at the disposal of the country, basic things of life such as food, shelter, portable water, electricity, good roads and education have become luxuries to the citizens. However, people at the various levels of governments and their agents wallow in enormous financial and material wealth. The designers of the policy, from all intents and purposes, were quite visionary.

### **Mismanagement of Fund**

The objectives of most policies in Nigeria are often derailed at the implementation stage due to a number of reasons: (1) the budgets for the implementation of the policies are often passed by lawmakers with strings attached to them; (2) even when the budgets are passed, the executive arm of government is often reluctant to release the funds to facilitate implementation, and (3) the inadequate funds often released to the operators of the education system (tertiary institutions) are not honestly and fully utilized to promote the cause of education. Many corruptly divert much of the available education resources to serve personal interests. The money available is never carefully used. The fund the government votes for running the schools does not get to the schools and the little that gets there is normally wasted by those whose responsibility it is to manage the schools.

Ejiogu (2005) concurs that the cankerworms of corruption and gross mismanagement of resources have been blamed for the deplorable state of the country's educational system. As a result of these two factors, the sector has consistently witnessed scarcity of resources to the extent that less than 20 percent of eligible children of secondary school age get enrolled into schools. At the tertiary level, only 0.3 percent of Nigerian youths who are due for enrolment at that level get the opportunity to go into higher institutions.

**What is Leadership?** Leadership is the art of motivating a group of people to act towards achieving a common goal. Cambridge Advanced Learners Dictionary defines a leader as a person in charge of a group, nation or situation and Leadership as the characteristics that make a leader. Leadership is the process whereby one individual affects the other members of the group towards the attainment of defined group or organizational goals. Success of different organizations, particular educational institutions depend on effective and efficient leaders. Leadership is influence - nothing more, nothing less" because it moves beyond the position while defining the leader, to looking at the ability of the leader to influence others - both those who would consider themselves followers, and those outside that circle (Okoroma,2006). Indirectly, it also builds in on leadership character, since without maintaining integrity and trustworthiness, the capability to influence will disappear. In the context of higher education Institution, leadership refers to the officers of the institution as recognized by the laws and status that established that institution.

**Modes of Operation in Higher Institutions (HEIS):** Briggs (2013) stated that the administrative formation and mode of operation of universities in Nigeria differ and depend to some extent on their stated institutional objectives, the orientation of their proprietor(s), and the university's area of specialization. The Enabling Law or Decree defines the governance structure and clearly spells out the responsibilities and limitations to the powers and authority of each of the organs and officers of the institution. Despite the differences that may exist, there are many common areas in the way higher institutions in Nigeria administer and run their affairs. The tradition is essentially British and is a throwback to the University of Ibadan, with its origin from the University of London. This similarity exists whether the universities are organized in the Colleges, Schools, Faculties and Departments units of University Systems. Colleges are headed by provosts while the Schools and faculties are headed by the Deans. The following are the principal officers of the University:

- The **Chancellor**, appointed by the President of the Federal Republic of Nigeria;
- The **Pro-Chancellor**, appointed by the Head of State;
- **The Vice-Chancellor** is the Chief Executive Officer of the University, appointed by the Visitor after consultations with Council and Senate. The Vice-Chancellor, to the exclusion of any other person or authority, is responsible for directing the activities of the University. He is the principal academic and administrative officer of the University. He or she chairs the Council of the University, the General Board of the Faculties and the Finance Committee of the Council. Among the main tasks of the Vice-Chancellor are to:
  - Provide leadership, academic and administrative to the whole University;
  - Represent the University externally, both within and overseas;
  - Secure a financial base sufficient to allow the delivery of the University's mission, aims and objectives;
  - Carry out certain important ceremonial and civic duties

**Two Deputy Vice-Chancellors** (for administration, and for academic matters) elected by Senate for a period of two years from among the professors. One of the Deputy Vice-Chancellors acts for the Vice-Chancellor in his absence.

**The Registrar** who is normally appointed by the Council, is responsible to the Vice-Chancellor for the day-to-day administration (not including finance) of the University.  
(f) **The Bursar**, appointed by Council, is the Chief Financial Officer of the University and is responsible to the Vice-Chancellor for the day-to-day administration, on financial matters, of the University.

**The Librarian, appointed** by Council, is responsible to the Vice-Chancellor for the administration of the Library of the University.

**The Governing Council** is the supreme governing authority of the University responsible for those policy decisions which have financial implications, the general management of the affairs of the University, and, in particular, the control of the property and expenditure of the University. The Council has powers to do anything, which, in its opinion, is calculated to facilitate the carrying-on of the activities of the University, including the regulation of the constitution and conduct of the University.

The majority of Council membership is drawn from the lay public and representatives of a variety of interests broadly representative of the whole Federation. Other members of the Council are the Pro-Chancellor (who is its Chairman), the Vice-Chancellor and the Deputy Vice-Chancellors as well as representatives of the University Senate, the Congregation and the Convocation. The Registrar is Secretary to Council.

**The Senate:** The formulation of academic policies including the organization and control of all academic activities of the University is the responsibility of the University Senate. The Senate is the coordinating body for recommendations from the various faculties and departments. It consists of the Vice -Chancellor (Chairman), all Professors, Deans and Heads of Department, the Librarian and representatives of Congregation. The Registrar is Secretary to Senate.

The following are the particular functions of Senate as stipulated under the law:

- The establishment, organization and control of faculties and other departments of the University, and the allocation to different departments of responsibility for different branches of learning.
- The appointment and promotion of teachers at the University;
- The organization and control of courses of study at the University and of the examination held in conjunction with those courses;
- The award of degrees and such other qualifications as may be prescribed, in connection with examinations held as aforesaid;
- The making of recommendations to the Council with respect to the award to any person of an honorary fellowship or honorary degree or the title of professor emeritus;
- (f) The selection of persons for admission as students at the university;
- The establishment, organization and control of halls of residence and similar institutions at the University;
- The supervision of the welfare of students at the University and the regulation of their conduct;
- The grant of fellowships, scholarships, prizes and similar awards in so far as the awards are within the control of the University; and

- Determining what descriptions of dress shall be academic dress for the purposes of the university, and regulating the use of academic dress.

In the Polytechnics and Colleges of Education the methods are the similar to the University except that the Rector and Provost replaced the Vice-Chancellor

### **The Role of the Faculty**

A lecturer's role may vary among cultures, they may provide instruction in literacy and numeracy, craftsmanship or vocational training, arts, religion and civic community roles. These roles make a lecturer the greatest aid to learning and the most indispensable entity in the institution which should be comprehensively trained and supported to flawlessly and proficiently perform the teaching duty. The utilization of faculty to achieve maximum result is dependent on the character and quality of leadership which may include being a team leader, with excellent interpersonal skills to deploy and manage human resources; having institutional value function such as integrity, competence, effectiveness, accountability, fairness and being principled as well as availability and accessibility of other educational materials.

### **The Committee System in Nigeria Higher Education**

The work of Senate is carried out through an intricate network of Committees including the Committee of Provost and Deans, the Appointments and Promotions Committee, the Development Committee, and its three principal sub-committees: the Academic Planning, the Finance and the Research Grants sub-Committees. Other principal Committees of Senate are the Academic Board, Student Welfare Board, the Library Committee, Publications Committee, Work and Payments Committee, the Student Disciplinary Committee, Farm Management Committee, the Careers Board, the Board of Postgraduate Studies, among others.

### **Why Committee System?**

Higher Education institutions are immensely complex systems and the interplay between its various elements demand sharing of responsibilities, experience and proper coordination to truly impact quality and value hence committee system. A basic philosophy of faculty participation in the administration of a higher institution underlies the executive committee system. The committee deliberations tend to ensure participation of all to suggest, criticize and make recommendations—on policies and projects, which are binding on all the parts of the organization, and hence, it can work more smoothly. In other words, a committee boosts up inspiration and responsibility. A committee is extremely useful in coordinating plans and in integrating and unifying varying points of view as well as in facilitating their execution.

### **Leadership Effectiveness**

Effectiveness relates to performing the correct activity or operation. Today's leaders need to know new knowledge, abilities and skills to effectively cope with the expansion of student numbers, changes in funding, increased marketization and student choice, and continuing globalization of the sector. The most significant function of higher education institution (HEIs)

relies on its leadership effectiveness in creating a pleasant teaching environment for faculty and in providing students with the quality education they deserve. The educational policies and procedures play a significant role in the mission accomplishment of higher education, leadership are ultimately responsible for implementation of such policies and procedures. Fiedler (1967) as cited in Okoroma, (2006) said that “the effectiveness of a group or an organization depends on the interaction between the leader’s personality and the situation”. An effective leader finds more influence over followers by switching behavior, from task-oriented to relationship-oriented and back, based on the situation at hand. Contingency theory is presented to explain the impact of environmental factors and relationships with followers on leadership. Institutional leadership is rooted in Managerial psychology paradigm. Ololube (2018) linked institutional leadership to the legitimate values, moral principles and ethics of character of leaders in which leadership occurs. To determine the extent to which leadership effectiveness of university leaders can be predicted is a combination of variables including their competencies, roles as well as leadership styles to be a significant factor in leadership effectiveness.

**Competencies:** Competencies are defined as sets of behaviors that are instrumental in the delivery of desired results or outcomes. However defining specific competencies can guide strategic human resource management practices in areas such as in recruitment and succession planning. Competencies and roles, offer a useful tool for leadership effectiveness as follows:

**Strong Conviction:** Conviction according to Munroe (2014) refers to two aspects of leadership: A leader’s certainty that he or she has a unique purpose. Leader’s wholehearted personal commitment to a vision worth sacrificing for; Leaders can lean all the skills, methods and styles of leadership but may not achieve their objectives without strong conviction that guide leadership practice. Leaders that lack conviction can gain it through self-examination and self – awareness while those that already have it must try to express it in pleasant but persuasive and compelling manner. This is because strong convictions are characterized by enduring hope and certainties. As Ololube (2018) stated that leadership is a vehicle of change, while conviction is the battery that propels the vehicle.

**Accountability:** Accountability is an obligation or willingness to accept responsibility (Ololube, 2018). Leader’s action requires being committed and evaluated by others including their superiors and subordinates. Accountability is an additional reality, created by the size and complexity of academic institutions and systems. Funders of higher education – usually government authorities demand information about the management and performance of academe. Higher Institutional leaders are expected to meet regularly with staff and students to build confidence and support in order to collectively work towards implementing the institutional policies and goals. Many researchers presume that educational leadership and management in Nigeria have failed in Nigeria because of lack of accountability and many of them do not make effort to pursue character based leadership. Accountability is being answerable to a higher authority for your actions

**Integrity:** The importance of integrity in an institutional leader cannot be overemphasized because incorruptible leaders cannot be enticed by their desires or overcome by people’s pressure to violate moral standards. Integrity is a core quality or character of a great leader because an incorruptible leader will be consistent with instructions, actions, values, methods, measures, principles, expectations and most specially outcomes. Such leader is consistent with

ethical standards, work with facts, express their views even in dangerous situation and reward honesty and ethical behavior. Leaders with integrity demonstrate proud membership of their institution and abide by its values as well as carry their staff along by making them know why they do what they are committed to do (Ololube, 2018). They lead by example. In education as in other field of human endeavour, every official action of an organization must have a backing or a basis. It is this purpose that a policy serves. A policy defines the area in which decisions are to be made, but it does not make the decision. It usually provides a general guide that facilitates decision-making. Educational policies provide the direction for educational activities.

A principled leader wins subordinates' heart through respect, trust and devotion will

### **Discipline and Sacrifice**

In the face of dwindled economy and therefore inadequate education fund allocation, disciplined leader will not use the funds for personal interest. Effective leaders learn to govern themselves, and they adhere to self-imposed restrictions on their lives for the purpose of achieving goals. They exercise self-control without the need to be disciplined externally. They learn to govern and discipline each area of their lives in order to protect them from ethical lapses and prepare for maximum productivity. They train themselves to do this regardless of external pressures.

**Humility:** Humility refers to modesty, lacking pretenses, not believing that you are superior to others. Level 5 leaders direct their ego away from themselves to the larger goal of leading their company to greatness. These leaders are a complex, paradoxical mix of intense professional will and extreme personal humility. They will create superb results but shun public adulation, and are never boastful. They are described as modest. An example of such a leader who epitomized humility is David Packard, the co-founder of Hewlett-Packard, who, in Jim Collins' words, defined himself as a HP man first and a CEO second. He was a man of the people, practicing management by walking around. Shunning all manner of publicity, Packard is quoted as saying: "You shouldn't gloat about anything you've done; you ought to keep going and find something better to do." Humility is all about maintaining our pride about who we are, about our achievements, about our worth – but without arrogance – it is the antithesis of hubris, that excessive, arrogant pride which often leads to the derailment of some corporate heroes, as it does with the downfall of the tragic hero in Greek drama. It's about a quiet confidence without the need for a meretricious selling of our wares. It's about being content to let others discover the layers of our talents without having to boast about them. It's a lack of arrogance, not a lack of aggressiveness in the pursuit of achievement.

### **Leadership Styles**

Leadership style is the manner and approach of providing direction, implementing plans, and motivating people. Here are three major leadership styles:

- **Authoritarian or autocratic** - the leader tells his or her employees what to do and how to do it, without getting their advice;
- **Participative or democratic** - the leader includes one or more employees in the decision making process, but the leader normally maintains the final decision making authority;

- **Delegative or laissez-fair (free-rein)** - the leader allows the employees to make the decisions, however, the leader is still responsible for the decisions that are made.

Those who occupy the leadership position cannot get the job done alone but must encourage, motivate and compensate their subordinates to work enthusiastically in order to accomplish the task otherwise they may end up frustrating the leader.

## Leadership Models

Most theories of educational leadership refer to the type of leader or style of leader based on essential elements such as capabilities, practices, and approaches. Theory components are classified into three categories: characteristics, concepts, and practices of educational leaders. These three components help in understanding leadership types as a theory:

- Characteristics of educational leadership, which include behaviors, styles, and leadership traits;
- Concepts of educational leadership, which include management vs. leadership, power, coercion, and conceptual frameworks;
- Activities or practices of educational leaders, which include approaches or ways of leading

**The Tri-Dimensional Leadership Effectiveness Model:** Hersey and Blanchard's (1993) Tri-Dimensional Leadership Effectiveness Model explored the situational correlation between relationship behavior, task behavior and the readiness of the group. The situational leadership is based on an interplay among the following parts: (1) the amount of guidance and direction (task behavior) a leader gives; (2) the amount of socioeconomic support a leader provides; and (3) the readiness level that followers exhibit in performing a specific task, function or objective. Other leadership theorists stressed that no single leadership style is appropriate for all situations. Effective leaders adjust their leadership behaviors to the readiness levels of subordinates. In the situational leadership model, the two dimensions of task and relationship are related to a third dimension, which are the maturity levels or readiness of the group or followers.

The basic, fundamental argument to **contingency** theory is that there is no one best way to lead. Contingency theory emphasizes for a leader to truly be effective, he or she must apply different leadership principles in different situations. The contingency model recommends that the effectiveness of a group depend upon the relationship between leadership style and the degree to which the group situation enables the leader to be influential. Mintzbergas cited in Okoroma (2007) observed that managerial work encompasses ten roles, which is grouped into three major categories:

**Interpersonal contact:** In this category, the roles of figurehead, leader and liaison make up the interpersonal contact category. As a figurehead, the leader symbolizes and represents the organization by performing ceremonial duties. In the role of leader, he interacts with followers and also supports, motivates and develops followers. In the roles of a liaison, the leader establishes formal and informal networks to gain information critical to the success of the organization.



**Information processing:** It includes the roles of monitor, disseminator and spokesperson. In the monitor role, the leader gathers information both external and internal to the organization. As a disseminator, the leader distributes information to subordinates through formal and informal means. Acting as a spokesperson, the leader gives information to those outside the organization.

**Decision making:** It consists of the roles of entrepreneur, disturbance handler, resource allocator and negotiator. The entrepreneur designs and initiates organizational change and the disturbance handler handles problems arising from organizational conflict and disruption. As a resource allocator, the leader controls and schedules the allocation of personnel, time and financial resources. As a negotiator the leader represents the organization in both external and internal negotiations.

**Human Resource Development (HRD):** Human Resource Development is an integral aspect of competencies building, development and regeneration, even though it does not cover all aspects of competence management. HRD is a composite process in which knowledge accumulates through training, education as well as work and life experiences. It has been defined as an attempt to improve personal effectiveness through a planned and deliberate learning process and a conscious and systematic process to control the development of human resources in the organization for the achievement of goals and strategies. Development involves changing skills, knowledge, attitudes or behaviors. At the same time it should support the organization to achieve its strategic objectives and build a culture suitable for this direction. The traditional performance areas of HRD have been understood to involve:

- Improving task performance;
- Enabling and supporting change implementation;
- Improving the quality of operations;
- Promoting creativity and innovation;
- Enhancing the employment prospects of individuals.

One of the more heavily scrutinized frameworks of leadership is offered by Kouzes and Posner (2007) cited in Black (2015) Five practices of Exemplary Leadership can be compared to existing models devised within the HE sector.

## Comparing Typical Higher Education Leadership Framework with general Model of leadership

Five Practices of Exemplary Leadership (Kouzes & Posner, 2007)	Transformative Leadership in HE (Astin & Astin, 2000)	Effective University Department Leadership (Bryman, 2007)
<b>Model the Way</b> <ul style="list-style-type: none"> <li>• Establish principles on treating people</li> <li>• Establish principles for pursuing goals</li> <li>• Set standards of excellence</li> <li>• Set interim goals and quick wins</li> <li>• Unravel bureaucracy</li> <li>• Signpost the way to go</li> <li>• Create opportunities for success</li> </ul>	<ul style="list-style-type: none"> <li>• Self-knowledge</li> <li>• Authenticity/integrity</li> </ul>	<ul style="list-style-type: none"> <li>• Acting as a role model and having credibility</li> <li>• Being considerate</li> <li>• Treating academic staff fairly and with integrity</li> <li>• Being trustworthy and having personal integrity</li> </ul>
<b>Inspire a Shared Vision</b> <ul style="list-style-type: none"> <li>• Belief that one can make a difference</li> <li>• Envision the future with a unique image</li> <li>• Enlist others in these dreams</li> <li>• Breathe life into the vision</li> <li>• Get people to see exciting possibilities</li> </ul>	<ul style="list-style-type: none"> <li>• Shared Purpose</li> <li>• Competence</li> </ul>	<ul style="list-style-type: none"> <li>• Clear sense of direction/strategic vision</li> <li>• Preparing department arrangements to facilitate the direction set</li> <li>• Communicating well about the direction the department is going</li> </ul>
<b>Challenge the Process</b> <ul style="list-style-type: none"> <li>• Seek opportunities to make changes</li> <li>• Innovate to improve the organisation</li> <li>• Experiment and take risks</li> <li>• Accept mistakes, disappointments and failures as opportunities to learn.</li> </ul>	<ul style="list-style-type: none"> <li>• A learning environment</li> <li>• Disagreement with respect</li> </ul>	<ul style="list-style-type: none"> <li>• Advancing the department's cause with respect to constituencies internal and external to the university and being proactive in doing so</li> </ul>
<b>Enable others to Act</b> <ul style="list-style-type: none"> <li>• Foster collaboration</li> <li>• Build team spirit</li> <li>• Actively involve others</li> </ul>	<ul style="list-style-type: none"> <li>• Collaboration</li> <li>• Division of labour</li> </ul>	<ul style="list-style-type: none"> <li>• Creating a positive and collegial work atmosphere in the department</li> <li>• Allowing the opportunity to participate in key decisions/encouraging open communication</li> </ul>
<b>Encourage the Heart</b> <ul style="list-style-type: none"> <li>• Keep hope and determination alive</li> <li>• Recognise individuals' contributions</li> <li>• Share rewards within the team</li> <li>• Celebrate accomplishments</li> <li>• Make people feel like heroes</li> </ul>	<ul style="list-style-type: none"> <li>• Commitment</li> <li>• Empathy/understanding of others</li> </ul>	<ul style="list-style-type: none"> <li>• Providing feedback on performance</li> <li>• Making academic appointments that enhance department's reputation</li> <li>• Providing resources for adjusting workloads to stimulate scholarship and research</li> </ul>

Source: (Black 2015) Open Journal of Leadership, in SciRes. <http://www.scirp.org/journal/ojl>

## CONCLUSION

In the 21<sup>st</sup> century, there is a tremendous pressure placed on higher education institutions to cope with increased numbers of students and societal demands such as broader integration of technology and globalization in a context of inadequate resources. In order to make progress with implementation, leadership must view the proposed policy as legitimate. A policy must

have clear, specific, measureable, attainable, rational and time-bound (SMART) goals and objectives. In addition to that, there must be consensus on the set goals and objectives as it is a critical feature of the policy.

Fund is critical in policy implementation. In fact to implement a new policy, human, technical, material and financial resources must be allocated to the effort. An effective leader will raise other sources of revenue internally and externally and must be prepared to be globally competitive. There should be steady flow of resources. At the same time, appropriate technology also leads to implementation success. Governmental revenues should be supplemented by non-governmental revenues by shifting the burden of higher educational costs from the general taxpayer or general citizen to parents and students especially and also to philanthropists and to purchasers of university services.

Delegation of authority, harmonious organization culture will enhance capability of the Institution in implementing a particular policy. Commitment and Skills of faculties who are the focal resources in policy implementation in higher institutions are required. They need encouragement and motivation in using available resources to achieve policy objectives since their incompetency will lead to implementation failure.

Leadership is the key to policy success. Therefore, experienced and tested leader should be chosen to lead a particular policy intervention. There should be clear-cut task responsibilities about the concerned actors of policy implementation. This intervention will guard against “not our problem”. Introduction of reward and punishment system will help to perform tasks in accordance with standard procedure. Faculty must be motivated in their commitment and must be imparted necessary training so that non-compliance from their part does not take place. Competent personnel make implementation easier.

Proper measures should be taken to guard against conflicts, contradictory criteria, factions & divisions. All these depend on character, competency, experience and fairness on the part of the leadership. Does leadership vary the approach and style used depending on situation at hand? Is the leadership interested in the welfare of the subordinate, does he divert funds for his personal interest, is he partial or treat staff and students with equity. Does he lead by example? Can the leadership sacrifice to achieve institutional objective (time, money or other resources)? Is he resourceful and innovative? The answers to these questions will determine the level of the leadership effectiveness to policy implementation in higher education institutes in Nigeria and beyond.

This paper has significant implications for at least two areas. Firstly, it reminds us about the need for undertaking efforts by the scholars towards producing substantial theories so that policy implementation holds water as a discipline in the domain of public administration. It also helps us to revisit some of the major problems of policy implementation and suggest measures to overcome them. In the end, there is reason to argue that successful policy implementation also depends upon having a principled leader.

## **Recommendations**

Make a check and balance of the discretionary leadership: leadership must enjoy autonomy and academic freedom in discharging their responsibilities but there should be a check and balance between excessive or lack of discretionary power. Check and balance in controlling the behaviour of faculty, staff and students will guard against all sorts of intentional non-compliance.

Involvement and Engagement of committee system: Involving concerned stakeholders, professionals as co-producer and engaging actors in the process will enhance implementation success. Implementation should not be done in isolation. Mechanism for monitoring the implementation process from internal and external authorities will enhance implementation performance. Quality, competencies and skills should be emphasized for students in order to meet up global competitiveness. Facilities such as classrooms, offices, laboratories, workshops, libraries, electricity, water etc. are basic requirements in every school environment. These should be relatively adequate in most Nigerian educational institutions by the leadership just as high standard private institutions do.

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