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CONSTRAINTS TO RESOURCE MANAGEMENT

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Abstract
It is axiomatic that the survival of any organization depends greatly on the amount of resources at its disposal. No school system can effectively carry out its functions without sufficient funds at its disposal. Money is required to attract, retain and develop the staff, to maintain the school plant and procure other materials for effective functioning of the institution. When provided, such resources need to be properly managed. We have attempted an examination of the relevance and application of the theory and principles of resource management in educational organization with a focus on the primary and university sub-sectors within the Nigerian system. Management strategies and techniques for the operation of both human and physical resources in times of cutbacks are highlighted (African Journal of Interdisciplinary Studies; Volume 5, Number 1, September, 2004: pp79 – 86).

Introduction
Discussion on the constraints to resource management in education would first require a brief on the content of the subject matter. The management process of education involves three principal stages – the sourcing of input, processing of input and delivery of output. The entire input – throughput – output garmut shape has relevance to resources in the development of education. Re-sourcing becomes relevant at the first two stages of the garmut. Therefore, resources include raw materials for the educational development. While the throughput can be the factory stage (processed), the output can be seen as the delivery of the product (products of the school system). Educational resources can be put into three categories the Physical resources, the Liquid resources and the human resources. One may be tempted to add the fourth – the intangible resource.

The Physical resources include infrastructure, facilities, equipment and materials, and land infrastructure is very critical at the provision of the basic facilities to take off. For example, access roads, classrooms, laboratories, offices and residential, including recreational facilities ought to be on ground.

The liquid resources (fiscal capital) are required for the provision of physical facilities especially if the money is well managed with good accountability. If not well managed, the result will be inadequate, substandard and poorly executed management. Liquid resources can also be referred to as reproductive capital. The human resource refers to three different types of people: The pupils/students who must be qualified by age, ability and should possess the potential to provide 1 and 2 above. The pupils are technically referred to as operands (Enaohwo, 1998). They constitute the major input into the system. Their level of success to an extent determines the effectiveness of the school system. The teachers/professionals and other non-teaching staff form the next human resource genre. Fundamentally, these people serve as the operators’ facilitators in the processing mechanism. To succeed in their hard assignment, they have to be properly trained and qualified. Such education and training is needed to provide them the expertise and skills to impart knowledge, to provide guidance and counselling to students, to shape their entire behavioural patterns so that they will become useful.
adults. It must be noted that the provision of basic training alone will not guarantee success in their performance. They need to be professionalised. Critical to the professionalisation process is exposure to management in education that provide for school administration, students' administration, personnel management, facilities management, timetabling and renewal and reclamation of equipment and materials. The next human resource includes the staff of the controlling agencies. Here, we include staff of ministry of education who are directly charged with the planning, management and supervision of the school system. It is equally relevant that such staff be exposed to fundamental principles of management to be able to cope effectively with their responsibilities. Here also we include members of the community who may constitute the board of governors. They may not be experts in the field of education but must exhibit some appreciable level of interest for development of education to be appointed. To Steward (1987) and Enahwo (1990), resource planning and development include a detailed knowledge of the community or environment where the school is located. This is to enable the people in the society contribute their expertise to the growth and development of education in general, and resource development in particular. Intangible resources here would refer to the laws and statutes enacted to guide the success of the system. Equally relevant in this dimension is the good will and patronage of all those who have anything to do with education.

**Development and Sourcing of Resources**

The principal source is the government who shares ninety percent needs of educational institution especially in the third world nations. Though, there are agitations for multinational companies and wealthy individuals to be encouraged to fund education, one can make haste to say that education should be deregulated and the reward system from education should be determined by market forces by adopting the simple rule of demand and supply. Disciplines that are in high demand should attract high fees and high competition and vice-versa.

Primary education should attract investment while higher education should be investment oriented. These fundamental principles should guide investment with various variables such as tax, grants-in-aid (mission school), and subsidy system while government takes charge of salaries/remuneration. The second source could be foreign aid. This can be classified in two categories: Bilateral and Multi-laterial aids. The bilateral aid which is aid given by one country to another shares a-two-nations-relationship. These aids go into the development of any particular programme. Most popular is technical aid programme where highly skilled manpower are seconded to less developed countries to developed countries to develop these areas. Here we have lecturers, doctors, lawyers, etc.

The emphasis on Multi-lateral aid is mainly on technical system. However recently, there has been some emphasis on disbursement of aid for physical infrastructural development. For example in the primary school commission, the World Bank has given some aid/loans for physical development of classrooms. We shall return to this later. Some years ago too, World Bank pumped some money into universities directed by the National Universities Commission (NUC) who purchased nearly everything and merely supplied.

**Politics/Economics of Foreign Aid**

Foreign Aid (FA) especially on Education should be taken with some caution. This because no country/agency gives aid without selfish interest. For example, in bilateral aid, you will notice that the recipient country nearly gains nothing because of conditions. In most cases, some foreign issues apply:
1. The need for counterpart funding in which case the recipient country is made to provide some part of the fund because they stand to benefit. (UNDP, WHO and UNIDO).

2. Foreign aid carries different meaning or bear different economic relevance to both the donor and the recipient countries.

3. We can therefore identify three types of values economically attributable to Foreign Aid:
   a) The value to the donor country (VDC). Here the VDC is the sum total sent to the recipient and the anticipated earnings of that expert. Thus, to a donor country, the economic value of a science graduate (for example) serving in another country will encompass all these dimensions. For instance, if we ascribe some monetary value, the cost of training and the opportunity cost can be Two Million Naira for the donor country, per annum. For example, it is a poverty wage to Britain.
   b) The second value is the value to the recipient country (VRC) which is what it takes to train him which may not add up to half a Million Naira.
   c) Economic value (EV). The EV comprises the free market value of the foreign graduate in the local context. The Foreign Monetary Value (FMV) is the equivalent discounted earnings plus the externalities plus the forgone earnings, plus the counterpart earnings for the graduate provided locally, plus transportation, accommodation, health facilities, etc. All these must be brought to bear in giving and receiving external aid. At the end, it could be argued that external aid have no value because all these are borne by the recipient country just as one can argue that fellowships are aimed at enculturizing you.

National Primary Education Commission (NPEC)
The National Primary Education Commission (NPEC) is an instrument of the federal government put in place to arrest the progressive decay, which characterized the nation’s primary education sub-sector. Prior to its establishment, which came twice (1989 and 1993), the sub-sector was replete with irregular salaries for her staff, their morale was at its lowest ebb, industrial unrest was the order of the day, pupils spent more time at home than in classrooms and it was not certain when a school year calendar would run its full course. Before NPEC in 1989, the local government councils were handling Primary Education independently. This witnessed the collapse of primary education delivery as there was lack of uniformity in standards and salaries of teachers were epileptic and the infrastructural development of primary was left at the mercy of who were in power in those councils. When the situation became unbearable, the federal government established NPEC as an interventionist agency to revive the primary education sub-sector.

In 1991, due to some extraneous considerations, the commission was scrapped by government and primary education delivery returned to the status quo. But in 1993, the federal government re-established the commission through Decree 96 of the same year (Adamu, 1998). By the decree, the commission was charged with the responsibilities of sourcing for and disbursing funds to state primary Education Boards (SPEBs) and local government education authorities (LGEAs) for the purpose of the funding and management of primary education. By the same decree, NPEC was also empowered to supervise the activities of the SPEBs and LGEAs as well as monitor and evaluate the utilization of the funds. NPEC had the powers to withhold funds from any SPEB and/or LGEA if it was not satisfied that the funds have been properly applied.
With these sweeping regulatory and managerial powers, NPEC's activities had attracted the World Bank and other donor agencies to support the primary education sub-sector.

The National Primary Education Commission (NPEC), supervised the activities of more than thirty-seven (37) SPEBs, seven hundred and seventy-four (774) Local Government Education Authorities (LGEAs), and numerous Districts Education and Committees. (DECs) which the LGEAs have established in line with autonomous committees, districts, areas, etc. Primarily, the SPEBs were charged with the responsibility of managing primary schools in their respective states. The LGEAs have the responsibility of the day-to-day running of the primary schools in their areas of jurisdiction.

NPEC was designed to ensure that all the tiers of government, federal, state, and local, participated in the funding of primary education. The federal government was expected to provide capital funds, state government to provide funds for the operation of the SPEBs and some aspects of school capital development; local government councils bore the responsibility of teachers' salaries. Their respective contributions to the primary education fund were as follows: Local government 83%, State Government 11%, while Federal Government contributed 6% (Adamu 1998). In receiving and monitoring these deductions, NPEC acted as a clearing house and a supervisory body with a hold on the management and funding of primary schools. It was from these funds that the commission disbursed funds for the payment of teachers' salaries and emoluments monthly. It was also from the pool that SPECs were given allocations for the infrastructural development of schools. NPEC also prescribes the minimum standards maintained the primary education sub-sector. It performed the functions of similar regulatory agencies in the education sector such as National Universities Commission (NUC) for Universities, National Board for Technical Education (NBTE) for Polytechnics and National Council for Colleges Education (NCCE) for Colleges of Education. NPEC regulated the standards, which the teaching staff must attain; it made sure that the infrastructural development in schools is uniform. Most importantly, NPEC played a big role in the curriculum development of the pupils. It advised government on the cost of primary education and how best to fund it. As part of its functions, NPEC was responsible for the execution of the World Bank Assisted programme for primary Education and Liaison with such bilateral agencies such as UNICEF, UNDB and all such special programmes.

**Constraints to the Work of NPEC**

Adamu (1998) reveals a lot of problems that wedged the wheel of progress of NPEC. Firstly, NPEC was not included in the concurrent list of the draft constitution, yet primary education was concurrently funded. This created conflicts in its operational mechanism. Then, the non-release of capital fund for school rehabilitation. Enahwo (1990) aggress with the importance of maintenance because unattended deterioration and neglect of school buildings could lead to higher outlays in the form of replacement cost. The non-release of capital fund for school rehabilitation had slowed down the rate of rehabilitating dilapidated school buildings. Schools could not afford to install comprehensive maintenance facilities on an individual basis where the shortage of fund was a perpetual problem, and skilled personnel and training staff were also in short supply. Thus, individual school based maintenance facility is a constraint. The surrounding or environment of the school, where pupils generally interact, must be regularly monitored for improvement. World Health Organisation (WHO) in a recent report linked asthma, bronchitis, skin and breathing problems in the oil producing areas
of the Niger Delta to gas flaring (News watch 1998). In a continuous search for effective risk control and management in the use of school resources, Enaohwo (1990) asserts that effective control of pollutants demand a clear perception of the school system. This is necessary to provide children and teachers a healthy environment for the pursuit of educational and social processes of the school. Specifically, a variety of these pollutants cause skin irritation, eye and corollary infections, respiratory disorders and lung cancer.

Non-release of counterpart funding for World Bank assisted Primary Education Project (CR 2191 UN) is another constraining factor; the major concern being that of Nigeria's counterpart funding. Next was the development funding for NPEC field operations, which has been on the decline. This was against the backdrop of the decentralization and strengthening of NPECs operational structures. Non-implementation of an enhance Teachers' Salary Scales (TSS) even in the midst of the N7.500 minimum wage is another constraint. Teachers at all levels need to be paid well ahead of all other civil servants because of the enormous responsibility they perform in shaping the nation.

**Constraints to Resource Management**

The main problem in resource management is mismanagement itself. Nwaoku (1998) argues that the worst problem plaguing University governance in this country is the mismanagement of funds. To Mbajorgu (1988), fraud or misapplication of paid labour-time for purposes not related to the goals of the university, including idleness and late coming, and fraud of conversion of materials for private or unapproved uses can lead to enormous losses comparable with or even sometimes greater than the fraud of misappropriation of cash funds.

Financial constraints hindering the successful administration of a Nigerian University are further symptomized. When the budgetary control system is constrained from performing efficiently, budgeted incomes and receipts are realized at a less proportionate rate than the expenditures against which they are matched, or budgeted expenditures are incurred at a more proportionate rate than the incomes and receipts against which they were matched. Here, two types of constraints are identifiable, those that act to retard income-generating performance and those that act to stultify or weaken expenditure control. Since Nigerian Universities do not generate a significant proportion of their incomes internally and depend on government subventions for more than 95% of their funds, the major constraints affecting their income performance has been pinned down to cutbacks on grant allocations. The second type of financial constraint acts to weaken or stultify expenditure control arising from the accounts of the payroll. For instance, salaries and allowances. Called personal emoluments, they constitute from 50% to 80% of the total recurrent expenditure of the Nigerian University. Owing to its magnitude, all the control efforts a university needs to make in order to be assured of survival against the liquidating effect of fluctuations in recurrent subventions, appears to exist in this sector.

Labour time is money whether paid as hourly rate, monthly rate or as rate per annum. The measurement of loss arising from derelictory attitude to work and the effect on the payroll bill are very difficult to obtain, though the estimated cost of labour malpractices is a significant constraining factor in administration. Similar to the loss arising from misuse of employer's time is that arising from inventory control. Once money has been converted into materials and equipment and leaves the central stores, the departments find it difficult to exercise strict control over the materials and
equipment procured, as the money with which they were acquired was under strict safe custody and control.

An Overview

Resource or library areas need to be developed with international directories, international publications, international careers and related areas. Sanborn (1991), however suggests that budgetary problems are a major obstacle to career centres and can be a large hurdle for establishing internationalisation programmes. To Hull (1992) effective college planning in a period of reduced resources requires that a comprehensive long-range plan, based on consensus, be in place before budgeting begins, so essential resources will not be damaged. Adding that the starting point for planning is a well-stated conception of the institution and of its subsystems and their interactions. Yet Meisinger (1990) in discussing the relationship between planning and budgeting in terms of human and organizational obstacles (the insufficiency of resources to satisfy plans), maligns it to the reallocation of resources (in response to a crisis situation or to institutionalised processes) and a case of political processes. Elms (1992) notes that the constraints of potential shortage of faculty and scarce resources have led to policy analysis of the management of faculty positions.

The lessons from the corporate experience of the 1980s, carefully applied, can strengthen the university in support of its mission in the first quarter of 2,000 years. Those experiences, sifted and shaped for higher education, can help with the difficult tasks of downsizing, rightsizing, restructuring, streamlining, and decentralizing that confront the university in the present millennium (Schaffer 1992). Before Colleges and Universities can take advantage of the full potential of information technology (IT) to improve administration, they must be able to measure its value and justify adoption. A “return on management” methodology links IT, managerial, and organizational performance to assess management value added, thus relatively productivity and of innovation (De-Noia and Sweaingen, 1992). In effect, using institutional mission, strategic planning, lessons learned from previous experience, and sound general management principles to guide reallocation of resources during a period of financial constraints could result in repositioning, not retrenchment and stronger academic programme.

Resource planners’ inability to consider the impact of mortality rate in the society, especially as it affects the school age population is a constraint. Such rate is necessary (Enaohwo 1990) to accurately identify the net utilisatin capacity of the proposed facility. The lack of provisions for adaptability or alteration probabilities; flexibility in user demands or methods; durability and accessibility of facilities to pupils, teachers and society, are in themselves constraining.

To an extent, teachers and physical resources are already overstretched. The evidence in many countries is that existing schools need to be properly equipped, maintained and staffed before establishing new schools to cope with any future increases of enrolment.

Deeper Concerns

Inadequate resource could cripple the efforts of the organization and the attainment of set goals. Odutayo (1998) perceives inadequate funding as the major factor in the present global decline in the pattern of management of higher education because the efficiency of both men and materials is vested in the amount of fund available to them. Eluerahe (1996), Ikejiani (1964), Fafunwa (1971), Taiwo (1980), Edem (1982), Ukeje (1986), and Enaohwo (1990) have elsewhere decried that the increasing arbitrariness in
university governance and frequent violations of university autonomy and academic freedom by government and university administration that have created unconducive working and learning environment. For instance, NUC should receive and channel funds received to the universities and period. There is great need for NUC to be restricted in scope. The carrot and stick premise should stop. University people should main the supervisory functions.

**Conclusion**

We have tried so far, the examination of the relevance and application of the theory and principles of resources management in educational organization, with special emphasis on Primary and the University sub-sectors-on the Nigerian system. Centred on the management strategies and techniques for the operation of both human and physical resources, in times of economic recession, we have zeroed down to the constraints to resource management. Clearly, primary education should attract investment while Higher Education should be investment oriented on the higher the demand of a particular discipline, the higher the fees and request for patronage.

No institution can function effectively without the provision of adequate human and material resources. The human resources are the decision makers and the implementers while the material resources help in implementing the decisions.

**References**


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