RESULT-BASED MANAGEMENT: A SINE QUA NON FOR TOTAL QUALITY ASSURANCE OF NIGERIA'S EDUCATION SECTOR

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Abstract
This paper examines Result Based Management (RBM) as a key component in effective Total Quality Assurance (TQA) of Nigeria education system. The recent paradigm shift in tracking government investment in all sectors paved way for RBM in planning and implementation of all the production process of any given organization/institutions- Education sector inclusive. A hard look at current trends over the last decade in quality evaluation and control leads to some concerns to all stakeholders in terms of assuring quality in the education sector. The adoption of RBM in planning and management of the sector no doubt will have a spill over effect on TQA of Nigeria education thus resulting in continuous improvement of Nigeria education sector making it becoming more aware of the ever-changing societal needs and react immediately to these needs thus resulting in effective utilization of existing resources in making the sector more productive as well as engaging all key players /stakeholders of the sector in quality mission.

Introduction
Education has been tagged the bedrock of the nation's developmental process. It is a tool for social reconstruction hence the huge investment on it by all relevant stakeholders. One of the great concerns of educationist is the perennial question of standards at all levels and the role of the various Government- Federal, State and Local Government in the achievement of quality education. The UNESCO published titled **Status and Trends: Assessing Learning Achievement**, likewise confirmed the aforementioned (UNESCO, 2007).The report revealed that, despite important efforts accomplished in many countries, there

are still serious challenges to quality in education. For example, it was found that a sizeable percentage of children are acquiring only a fraction of the knowledge and skills they are expected to master. All these can be summed as non- assurance of quality within the education sector.

According to OECD, (1989) the issues of quality of education is a global issue, for it presents a critical look between success and failure of the educational sector and this makes it in recent years to have received increasing attention. Within the education settings, there are many interacting factors which contribute to quality in education: students and their backgrounds, staff and their skills and their structure and ethos, curricula and social expectations. The Nigerian educational system therefore, requires RBM for quality improvement in respect of all service delivery in the sector right from the input stage which will serve as a sine qua non for total quality assurance of the education sector.

Demystifying Concepts
1) What Quality is All About
Quality has various meanings attached and focus varies from one educational setting to another. Quality is the ability or degree with which a product service or phenomenon conforms to an established standard and which makes it to be relatively superior to others it is also seen as the degree of excellence of a product or service (Fadokun, 2004; Olagboye, 1997).

Quality is about passions and pride and fitness for use. (Juran and Gryna, 1980). No two experts ever come to the same conclusion when discussing what makes a good school, college, or university. This confirms shields (1999) that Quality has a variety of meanings and its range of meanings does cause confusion as each individual's perception of quality differs. Quality importance is only recognized when we experience the frustration and time wasting associated with its absence. Quality is thus, what makes the difference between things being excellent or run-of- the mill that is ordinary (Bamiduro, 1997).

The source of quality in education would include well-maintained buildings with all required infrastructural gadgets conducive to learning, outstanding lectures, high moral values; excellent examination results; specialisation; the support of parents, business

and the local community; adequate resources; the application of the latest technology; strong and purposeful leadership, the care and concern for pupils and student; a well balanced curriculum or some combinations of these factors.

1a) Nigeria Educational System and Pertinent Quality Challenges

The sector has historically suffered from years of neglect and mismanagement and inadequacy of resources commensurate with national needs, population growth and demand. As a result, education as a strategic priority of the Government has not been well positioned as a transformational tool and a formidable instrument for socioeconomic empowerment due to erosion in quality of the sector service delivery. The education sector has been inundated with a myriad of challenges. Some of the general issues along various sub-sectors of education are documented in the table below:

Access and Quality	Standards & Quality Assurance	Technical & Vocational Education Training	Funds & Resource Utilization
• Out-of-school children • Lack of essential infrastructure • Gender disparity • Poverty • *Almajirai* Challenge	• Infrastructural needs • Teacher development, motivation & retention • Curriculum relevance & review • Information & Communications Technology (ICT)	• Dearth of qualified teaching staff • Low societal estimation of vocational education • Inadequate number of technical and vocational colleges	• Inadequate budgetary allocation • Inadequate funding of schools • Poor management and utilization of funds

Institutional and Legislative Issues	
• Inadequate capacity for policy formulation • Low private sector involvement	• Ineffective, obsolete and outdated policies and legal framework

Fig.1 *Summary of Issues and Challenges in the Education Sector Source: FME, Roadmap, 2009.*

From the Figure above, standard and Quality assurance is one of the major key challenges of Nigeria education sector.

1b) Quality Assurance

Quality assurance (QA) refers to planned and systematic production processes that provide confidence in a product's suitability for its intended purpose. It is a set of activities intended to ensure that products (goods and/or services) satisfy customer requirements in a systematic, reliable fashion. Two key principles characterize QA:

- "fit for purpose" (the product should be suitable for the intended purpose) and
- "right first time" (mistakes should be eliminated).

It is one of the key concepts of Total Quality Management (TQM). TQM is a customer – driven process which focuses on the needs of clients and provides mechanism to respond to their needs and wants. The application of TQM to the school setting requires everybody with the organization to review all their activities and programme for continuous improvement through constant and regular inspection in order to prevent or detect any way in having their quality of product / services assured thus leading to customer satisfaction.

Based on this premise, QA as a key concept of TQM includes regulation of the quality of raw materials, assemblies, products and components; services related to production; and management, production and inspection processes. It is important to realize also that *quality* is determined by the intended users, clients or customers, not by society in general: it is not the same as 'expensive' or 'high quality'. Even goods with low prices can be considered quality items if they meet a market need. Therefore Quality assurance in education is what the industrial concerns have for zero defects in the production of goods and services which can only be achieved through the use of quality assurance system.

A poser!!- Can we adjudge the Nigeria Education Sector based on the identified features of QA?

2) Result Based Management

International Federation and National Societies are is committed to pursue results-based management (RBM). It is an approach that focuses on the achievement of planned goals and objectives to realize

results that make a difference among the target group. RBM strives to improve management effectiveness and accountability by:

i.   Defining realistic expected results
ii.   Monitoring progress towards achievement of expected results
iii. Using results for management decisions and
iv.   Reporting on performance.

Central to RBM is the **'RESULTS CHAIN'** – the causal sequence for an operation that stipulates the necessary sequence to achieve desired objectives – beginning with inputs, moving through activities and outputs, and culminating in outcomes and Impact (overall Goal)s. This provides the framework for the identification of indicators for monitoring and evaluation of the entire programs/project in the education sector towards assuring quality (   ).Thus RBM is a management strategy to ensure that processes, products and services achieve or contribute to the achievement of desired results.   The Results Chain is useful as a starting point because it identifies the different stages along the path towards the realization of the intended results; how these relate to and interact with each other and subsequently how they are monitored and evaluated in assuring *TOTAL QUALITY ASSURRANCE*!!!

Conceptual Framework in the Usage of Result Chain in RBM for TQA in the Education Sector
In realizing a credible quality assurance of education sector service delivery, it must be built on Result Based management which will serve as a preventive management theory towards the realization of productivity and excellence in the system. The Result Chain of RBM will therefore serve as a strong weapon in ensuring plan stated goals and objectives of education service delivery. The adaptation of the Result Chain in capsulating the totality of all educational plans/programmers/projects as well as other services at the planning stage bearing in mind some assumptions and risks. This will serve as a sign post or warning signals to all stakeholders' about the expected intended result right from the input- throughput- output- outcome-impact levels which thus paved way for efficiency and effectiveness of all service delivery in the education sector which will eventually culminate to Total Quality Assurance.

The Results Chain

How?   **What do we Want?**   **Why?**

| Inputs | Activities | Outputs | Outcomes | Impact |

Resources   **Levels of Results**

Assumptions/Risks

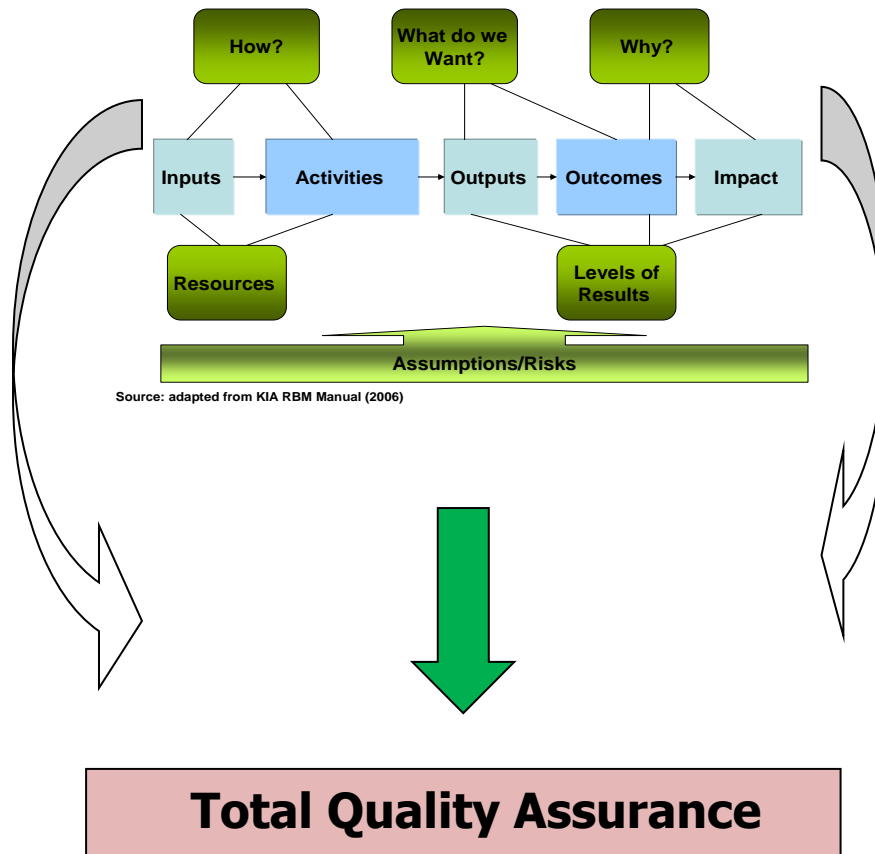Source: adapted from KIA RBM Manual (2006)

Total Quality Assurance

Fig. 2: the interrelatedness of result chain and Total Quality assurance

The Results Chain describes the cause-effect relationships among the different elements, namely, resource inputs, activities, outputs, outcomes and impact. These are in turn underpinned by assumptions and risk assessments and analyses. The Results Chain demonstrates the fact that inputs, activities and outputs are more concerned with the input/output ratio that is the efficiency realized in the acquisition and utilization of resources. Outcomes and impact on the other hand are about the levels of results achieved at a particular

point in time, following the use made of the resources. It is therefore possible, indeed desirable, to monitor and evaluate the relevance, availability, adequacy and use of all the elements within the Chain, starting at the input stage (How). The(why), at the outcome/impact stage is about what results are sought and what monitoring and evaluation mechanisms need to be put in place to inform whether these have been achieved. All thus brings in the desire positive changes/transformation in Education service delivery culminate to Total Quality Assurance.

Nigeria's Educational System and Total Quality Assurance
The importance of values in all educational institutions makes the motive for taking a quality stance complex and diverse. No wonder government in quest for ensuring this have in place various regulatory bodies / agencies established in the education sector such as National Universities Commission (NUC), Universal Basic Education Commission, (UBEC), National Board for Technical Education, (NBTE), National Commission for Colleges of Education (NCCE) and others as an error preventive bodies in ensuing higher productivity of the sector.

In addressing quality issues in the sector, there is a National handbook on Quality assurance by the Federal Inspectorate of Education of the Federal Ministry of Education which connotes a total paradigm shift from the former practice of school inspection to a monitoring and evaluating process that provides a new operative mode of evaluation. It ensures that evaluation processes and practices are carried out according to set standards that bring about improvement in teaching and learning. Thus, the process is open as the same quality standards and indicators are made known to all stakeholders. The findings are valid, reliable, and consistent and inform national and state planning, training and policy developments.

The Handbook contains the following:
  i. information on the principles that guide both internal and external evaluation of school effectiveness and an Evaluation Schedule.
  ii. arrangements for the maintenance of consistent external evaluation quality, including a Code of Conduct for evaluators and the accreditation process.

iii.   The Quality Assurance Instrument for Basic and Secondary Education in Nigeria provides support for the process of conducting self and external evaluation of schools.

The following parameters are addressed in the handbook as per as quality issues are concerned:
  i.   Teaching and Learning
  ii.   Infrastructure
  iii. Learners' Achievement
  iv.   Leadership and Management
  v.   Care, Support and Guidance
  vi.   Curriculum and other activities

Criteria on quality and standard expected are states and pitched judgment set in evaluating each parameters based on the set criteria.

The Concept of Whole School Evaluation
Whole school evaluation is the cornerstone of the quality assurance strategy. It is one of the emergent frameworks for education quality assurance globally. The process is a more interactive procedure which includes both school self-evaluation and external evaluation.

Schools, represented by school head teachers, school management teams, teachers, PTAs, school governing bodies, local communities as well as individual parents, contribute information using national school self-evaluation forms or tools for determining how well a school is doing. Whole school evaluation also helps schools to constantly and internally improve the quality of their performance. This is achieved by self-evaluation leading to high quality development planning. Self-evaluation is validated and enhanced through external evaluation carried out by trained and accredited teams of evaluators who are experienced education professionals.

The inclusiveness of Whole School Evaluation and its pursuit of improvement reduce the opportunity for schools to blame someone or something else for negative judgments as they often did following traditional inspection. Thus, it ensures that the focus of everyone is on the quality of education. This WSE can be likened to Total Quality Assurance.

Quality imperatives and Result-Based Management for Total Quality Assurance

The present quality assurance parameter mechanism for the Nigeria Education sector is based on four quality imperatives. These are the drives or motivating force that challenges any institution that seeks to take a proactive stance on quality issues.

The following quality imperatives are as follows:

i. The Moral Imperative: The link with customer.
ii. The Professional Imperative: The link with professional role of educators.
iii. The competitive imperative.
iv. The accounting imperative

The Moral imperative: The link with the customer

The moral imperatives lies behind the proposition that customers and clients of the education service (students, parent, and the community, etc.) deserve the best possible quality of education. It is the duty of educational administrators to have an overriding concern for providing the very best possible educational opportunities. (West Burnham, 1992).

The Professional Imperatives: The link with the Professional role of educators

This imperative is closely linked to the moral imperatives. This implies a commitment to the needs of the students and an obligation to meet their needs by employing the most appropriate pedagogic practices. All educators have a professional duty to improve the quality of education so teachers and administrators have a burden to deliver services of the highest standards in the best traditional of their profession. The RBM principles will likewise be applied using the result chain to plot their intended result/ desired change as far as this imperative is concerned.

The competitive imperative: the links with competitors.

In this new dispensation, educators must meet the challenges of competition by working to improve the quality of their products, services and delivery mechanisms. Total Quality Management becomes relevant to the survival of any organisation because it is a customer-driven process, focusing on the needs of clients and providing

mechanism to respond to the needs and wants. The act of focusing on the needs of the customers, which is at the heart of quality, is one of the most effective means of facing the competition and surviving it.

The Accounting Imperative
The schools, colleges and universities are part of the communities and since education is meant for the benefit of the community there is need for the education system to strive in meeting the community political demands from education to make the educational system more accountable and publicly demonstrate the high standards of their products, for example, curriculum, learning, graduates and services.

Total Quality Management (TQM) supports the accountability imperative by promoting objective and measurable outcomes. Quality improvement becomes increasingly important as institutions achieve greater control over their own affairs. Greater freedom has to be matched by greater accountability (Bamiduro, 1997).

With the RBM in place, the intended result to be achieved as far as this issue is concerned will be stated in a change language and it will no longer be in an action language.
Example of an action language
- ***Train 1000 teachers in participatory teaching***
  Example of a result (Change) language
- ***1000 Teachers know how to teach in a participatory way (how this will be achieved will be clarified in the activity description)***

Monitoring and Evaluation, RBM and Total Quality Assurance
Monitoring and Evaluation processes are distinct but complementary as shown in the table below:

MONITORING	EVALUATION
Clarifies development programme objectives	Analyses why targeted results were or were not achieved
Links activities and their resources to the objectives	Assess specific causal relationships and contribution of activities to results
Translates objectives into programme performance indicators and sets	Focuses and examines programme implementation process

targets	
Corrects information in light of the indicators on a routine basis in a bid to compare actual results versus expected results	Explores unintended results and brings them to light for intervention as necessary
Reports progress and thereby provides early warning signals on impeding problems	Provides lessons to learn, highlights significant accomplishments or programme potential as well as offering recommendations based on re-design as needed

Information from the two processes can be deemed to be results-based or otherwise depending on which side of the results chain divide it emanates from and what it is intended to inform.

The Concept of Results Based Monitoring and Evaluation
Results Based Monitoring and Evaluation is a management tool that is used to improve project/programme effectiveness and accountability in collaboration with relevant stakeholders. This is done by tracking progress towards the achievement of targeted results, while integrating lessons learnt and identified good practice into policy and decision making and reporting on managing for development results **- Adapted from CIDA'S RBM definition (1996).**

The overall aim is to deepen RBM&E culture in organizations that will lead to good governance in development initiatives, enhanced accountability and transparency as well as learning and improved knowledge management practices thus paving way for Total Quality Assurance.

General Guidelines for the Success of Result Based Monitoring &Evaluation (RBME) in ensuring Total Quality Assurance
i.   RBM&E requires resources such as skills, time equipment, communication channels and access to stakeholders; therefore, it needs to be factored in at the time when the development project/programme is being planned and designed

ii.   There must be staff commitment to quicken the pace of implementing the RBM&E system and enhance the use of the information gathered

iii.   RBM&E needs to be responsive and adaptive to the changing conditions of a project/programme being implemented

iv.   RBM&E should be homegrown and not viewed as an obligation imposed from outside

v.   RBM&E should be incorporated into the systems of implementing partners and stakeholders to ensure ownership

vi.   RBM&E goes beyond focusing on the physical and financial aspects of the development project/programme to focus on how the use of physical and financial resources finds application by the intended user

vii.   Emphasis should be placed primarily on self-evaluation of the performance of the project/programme, and only secondarily on external evaluation

viii. The need for integration and coordination between the RBM&E system and other management activities in the project/programme cannot be overemphasized

ix.   Increasing organizational and staff capacity through the use of participatory and qualitative RBM&E methods and through awareness creation on the need for such methods to make effective diagnosis of the situation in relation to results

x.   Ensure use is made of RBM&E information to enhance policy and decision-making

Conclusion

The adoption of Result Based Management in ensuring Total Quality Assurance in the Education sector will assist in continuous improvement, thus enabling the education sector to be more aware of the ever- changing customer needs and react immediately to their need, efficiently utilize the resources by directing their usage on activities that truly satisfy customer needs and engage both learners as well as the institution members in quality mission thus making the education sector to impact more significantly on socio- economic and political development of all and sundry as well as the entire nation.

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