Quality Assurance Units in Nigerian Public Tertiary Institutions: Problems and Ways Forward

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Abstract: The quest by the federal government of Nigeria to achieve quality tertiary education in line with global best practices established some agencies and commissions to help in quality assurance in the various higher institutions such National Universities Commission [NUC], the National Commission for Colleges of Education [NCCE] and the National Board for Technical Education [NBTE]. These regulatory bodies in the bid to attain internal quality assurance directed various institutions under their watch to establish departments or units of quality assurance to help strengthen the internal quality assurance programme of the regulatory bodies. These internal quality assurance units since taking off in some higher institutions, especially in the public universities in Nigeria have been facing some challenges. This paper discussed the problems hindering the effective service delivery of quality assurance units or departments in public tertiary institutions. The paper depends on secondary data and primary data. These data were sourced from both online and print published and unpublished works of literature. Some of these problems facing the quality assurance directorate/units in Nigerian tertiary institutions include inadequate funding, inadequately trained quality assurance officers, and poor capacity-building programme, inadequate infrastructural facilities and working tools. To ensure effective quality assurance units in Nigerian tertiary institutions, the following have been suggested: adequate funding, employment of adequate quality assurance officers, provision of adequate infrastructural facilities, working tools and effective capacity development programme.

Keywords: Assurance, Tertiary Institutions, Problem, Quality, Universities

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Introduction
Tertiary education is an organized education involving advanced teaching and learning. Tertiary education is an educational system that deals with the activities of teaching, activities of research and provision of community services. Tertiary education was defined by the Federal Republic of Nigeria in her national policy on education (2013) as the education given after Post Basic Education in institutions such as Universities and Inter-University Centres such as the Nigeria French Language Village, Nigeria Arabic Language Village, National Institute of Nigerian Languages, institutions such as Innovation Enterprise Institutions (IEIs), and Colleges of Education, Mono-technics, Polytechnics, and other specialized institutions such as Colleges of Agriculture, Schools of Health and Technology and the National Teachers’ Institutes (NTI) (FRN, 2013). The national policy went further to outline the goals of Tertiary Education to include: contributing to national development through high-level manpower training; providing accessible and affordable quality learning opportunities in formal and informal education in response to the needs and interests of all Nigerians; providing high-quality career counselling and lifelong learning programmes that prepare students with the knowledge and skills for self-reliance and the
world of work; reduce skill shortages through the production of skilled manpower relevant to the needs of the labour market; promote and encourage scholarship, entrepreneurship and community service; forge and cement national unity; and promote national and international understanding and interaction (FRN, 2013). Tertiary Educational institutions shall pursue these goals through: Quality student intake; quality teaching and learning; research and development; high standards in the quality of facilities, services and resources; staff welfare and development programmes; provision of a more practical based curriculum relevant to the needs of the labour market; generation and dissemination of knowledge, skills and competencies that contribute to national and local economic goals which enable students to succeed in a knowledge-based economy; a variety of flexible learning modes including full-time, part time, block release, day-release, and sandwich programmes; access to training funds such as those provided by the Industrial Training Fund (ITF), Tertiary Education Trust Fund (TETFund); Students Industrial Work Experience Scheme (SIWES) that is well structured, coordinated and supervised; maintenance of minimum educational standards through appropriate regulatory agencies; an all-inclusive credible admissions policy for national unity; supporting affordable, equitable access to tertiary education through scholarships and students' loans; inter-institutional co-operation and linkages; and dedicated services to the community through extra-mural and extension services (FRN, 2013). The realization of the objectives of tertiary education hinges on effective supervision and quality assurance programme and that is why the federal government established regulatory bodies. Ogunode, Akinlade, & Abubakar (2021) and NEEDS (2014) opined that the Nigerian government to guarantee the quality of education and quality assurance in Nigerian higher education, the Federal government established different agencies and commissions to supervise the activities of higher institutions in the country. The commissions include; the National Universities Commission [NUC], the National Commission for Colleges of Education [NCCE] and the National Board for Technical Education [NBTE]. These regulatory bodies are to ensure internal quality assurance in the various tertiary institutions. However, these departments or units of quality assurance departments are faced with many problems. These problems are mitigating against their effective service delivery. It is against this background that this paper examined the problems hindering effective service delivery of quality assurance departments and units in public tertiary institutions in Nigeria.

**Regulatory Bodies of Tertiary Institutions**

The Nigerian government established different agencies and commissions to supervise the activities of tertiary institutions in the country. The commissions include; the National Universities Commission [NUC], the National Commission for Colleges of Education [NCCE] and the National Board for Technical Education [NBTE].

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**Figure 1:** Regulatory Bodies of Tertiary Institutions in Nigeria  
**Source:** Ogunode & Ayoko (2023)

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National Board for Technical Education [NBTE]
The National Board for Technical Education was first established by Decree No.7 of 1977 but it was later reconstituted by way of amendment to Decree No.8 of 1993. It was established to develop and manage technical and technological education in Nigeria. This board was one of the agencies of the Federal Ministry of Education to oversee institutions offering technical and technology-related courses in Nigeria. National Universities Commission (NUC) was put in place to monitor teaching and learning activities in Nigerian Universities, National Commission for Colleges of Education (NCCE) monitors teaching and learning in the Colleges of Education. National Board for Technical Education (NBTE) was however established to monitor teaching and learning in Polytechnics and Technical institutions in Nigeria.
The functions of the National Board for Technical Education (NBTE) was established to perform some statutory roles, among which we are to:
(i) Coordinate all aspects of technical and vocational education outside the universities in Nigeria;
(ii) Make recommendations on the national policy necessary for the training of craftsmen and skilled manpower in technical and vocational courses;
(iii) Advise the federal government on issues relating to all aspects of technical and vocational education outside the University;
(iv) Set a minimum benchmark for Nigerian Polytechnics;
(v) Make recommendations based on the available data on the need to establish new polytechnics or expand facilities in the existing polytechnics;
(vi) Review the terms and conditions of service of personnel in polytechnics and make a recommendation to the Federal Government;
(vii) Assess the financial needs of polytechnics and technical institutions and advise the government appropriately; and
(viii) Act as channelling agents by channelling all external aids to polytechnics.

National Commission for Colleges of Education [NCCE]
The National Commission for Colleges of Education was one of the agencies under the Federal Ministry of Education established in 1989 by Act No.3 of the constitution of the Federal Republic of Nigeria. The following are among the functions of the National Commission for Colleges of Education (NCCE):
(i) To coordinate the activities of all Colleges of Education and other institution of higher learning offering teachers education other than universities;
(ii) To advise the federal government through the Minister of Education on all the aspects of teacher education outside the Universities and Polytechnics;
(iii) To make recommendations to the government on matters affecting teachers' education;
(iv) To manage the financial affairs of the colleges of education;
(v) To develop a scheme of National Certification for the various products of Colleges of Education;
(vi) To collect, analyse and publish information relating to teacher’s education;
(vii) To set the benchmark for Colleges of Education;
(viii) To accredit courses in Nigeria Colleges of Education; and
(ix) Receive grants from the federal government and allocate them to colleges of education according to the laid down formula.

National Universities Commission [NUC]
The National Universities Commission was established in 1962 and the functions of the NUC are to:
(i) Coordinating the entire activities in all Nigeria universities;
(ii) Harmonizing and coordinating the development of Nigeria universities to meet national goals;
(iii) Advising the government on the financial needs of the universities;
(iv) Distribution of funds to the Universities when such is made available by the government;
(v) Setting the minimum, benchmark for Nigerian universities;
(vi) Ensuring compliance of the Universities to the minimum benchmark set;
(vii) Collecting, collating, analysing and storing data collected from Nigerian Universities for use in advising the government on the need to expand the existing universities or establish new ones;

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(viii) Setting standards to be followed in establishing universities in Nigeria;
(ix) Issue operating licenses to Nigerian universities;
(x) Accrediting courses in Nigerian universities;
(xi) Participating in universities' annual estimate hearings to determine the financial need of the universities; and
(xii) Keeping accurate and up-to-date financial records for all local and foreign transactions.

Ogunode & Ahaotu, (2021); Echichoya & Ogunode (2020); Ahaotu & Ogunode (2021) and Ogunode, Akinlade & Abubakar (2021) observed that to ensure that policies and programmes of quality assurance are fully implemented in various higher institutions in the country, especially in the universities, the National universities commission directed the establishment of quality assurance units or departments in all universities across the country. The unit would serve as the monitoring and evaluation unit of the universities.

**Quality Assurance Units/Directorate**

Quality Assurance Units/ Directorate are special units established by the direction of the National universities commission to help achieve quality education in the universities. The Quality Assurance Units/ Directorate are to operate within the university communities to ensure full implementation of policies and laws regarding quality assurance in their respective institutions. The administrative structure of quality assurance units differs across different universities. Some universities placed her operation under the office of the registrar while in other universities the units are under the academic planning unit. The Quality Assurance Units/ Directorate is headed by a Director, who reports to the Vice-Chancellor in most universities. The Quality Assurance Units/ Directorate will need to be properly established and structured to enable it to provide the required focus and coordination for effective quality assurance service. Quality Assurance Office is under the Office of the Vice-Chancellor.

**The Role of the Directorate of Quality Assurance in Universities**

According to Amaechi & Odaudu (2017), the Quality Assurance Directorate is expected to perform the following roles and report directly to the Vice-Chancellor.

1) Development of a quality assurance policy.
2) Creation of awareness of the provision for QA; Review the existing procedures and make them known to the stakeholders.
3) Preparation of checklists of procedures for performance evaluation.
4) Set up a Quality Assurance implementation committee for the compilation of reports on Quality Assurance issues by departments/faculties.
5) Conduct self-assessment on programs that have completed their cycles.
7) Keep stakeholders (staff and students) to be well informed on evaluation results, efforts made and recommendations periodically.
8) Analyze past accreditations reports of the University and highlight areas of remediation and proffer sustainability strategies preparatory for the next exercise.
9) Create a database for quality assurance activities and information.
10) Ensure adequate publicity for information dissemination to students and stakeholders.
11) Monitor and assess the quality, adequacy and currency of facilities and resources in Departments, Faculties and Colleges.
12) Monitor and ensure compliance to academic brief, staff-student ratio, quality and mix, teaching and research quality.
13) Administer and analyze the results of teaching portfolio instructions.
14) Develop and update criteria and format for assessing teaching quality and effectiveness through peer group and student review.
15) Ensure and oversee the development of instructional technology.
16) Organize regular capacity building and skill acquisition for academic and non-academic staff.

For instance, the QA Unit of the National Open University of Nigeria was established in line with the requirements of the national regulatory body for higher education. Its establishment is a reflection of the University's commitment to promoting institutional excellence through quality enhancement of its educational provisions to meet learners' and stakeholders' expectations and to achieve a competitive advantage in the higher education sector. The functions of quality assurance units/directorates include:
1) Formulate quality assurance policy guidelines for the University,
2) Develop instruments for monitoring the institutional operations of the University and conduct periodic internal reviews;
3) Build capacity for quality assurance within the University;
4) Organise regular sensitisation workshops for all staff to promote an understanding of quality assurance processes;
5) Monitor, guide and provide advice on QA activities to all sections of the University.

Also, the University of Ilorin outlined the following as the functions of the Quality Assurance unit:
a. Develop, apply and periodically review the quality benchmarks/parameters for various academic and administrative activities of the institution;
b. Facilitate the creation of a learner-centred environment conducive to quality education and academic staff professional growth;
c. Provide feedback mechanisms for students, parents, and other stakeholders on quality-related issues;
d. Disseminate information on various quality parameters of education;
e. Organise inter and intra-institutional workshops, and seminars on quality-related themes;
f. Document the various programmes/activities leading to quality improvement;
g. Act as the nodal unit of the Institution for coordinating quality-related activities, including the adoption and dissemination of best practices;
h. Work closely with other academic departments and the institution's Management Information System (MIS) to maintain/enhance the institutional quality;
i. Promote and help sustain the culture of quality in the institution;
j. Lead the Internal Self-assessment process and prepare and submit the Report to the Management of the National University Commission (NUC) annually;
k. Coordinate logistics during external accreditation/assessment;
l. The achievement of accepted criteria of minimum standard of quality;
m. Establish confidence in stakeholders that the inputs, processes and outputs of the educational system fulfil the expectations or measure up to minimum standards; and
n. Put in place a range of procedures designed to safeguard academic standards and which will promote learning opportunities of acceptable quality. The above tasks will be achieved through the following areas of coverage:

**Academic programme**
Teaching and learning, including entrepreneurial skill training and e-learning;
Accreditation
Student motivation
Staff/students relationship, Students’ welfare e.g. access to utility, hostel and toilet and Unionism

**Examination**
Manner of conduct e.g. invigilator/students ratio, the capacity of the hall, sitting arrangement, examination timetable, quality of examination questions, result from feedback and certificate release.

**Facilities**
Buildings – Lecture Theaters, Classrooms, Laboratories, Library, Workshop, Medical facilities, Sporting facilities, and toilet facilities
Teaching and Learning Environment
Terrain, Structure, Security, etc.
Gown/Town relationship and cordiality

**Staffing**
Adequacy in terms of Qualification, Relevance, Distributions and Motivation e.g. salary, allowances, promotion, training/development etc.

**Quality Assurance Variables**
Quality assurance in higher education in Nigeria includes internal and external mechanisms put in place by institutions and accreditation agencies respectively, to ensure standards in all the functions of the institutions. Institutions of higher learning in Nigeria have employed various variables to determine the quality assurance of their programmes and institutions. They are:
a) minimum academic standard
b) carrying capacity and admission quota
c) publications and research assessment
d) Accreditation of programmes or institutions
e) Monitoring, assessment and evaluation of existing staff strength, students and facilities
f) Institutional ranking in terms of undergraduate and postgraduate courses and programmes (Unilorin website, 2019)
In the federal university Wukari (FUW), the functions of the Quality Assurance unit include:

a) Applying the federal university Wukari strategy and policy related to quality,
b) setting and applying the criteria and methodology of periodical assessment of quality;
c) disseminating the information regarding the quality assurance policy and quality standards applied in other successful universities;
d) periodic evaluation of graduates' and employers' opinions concerning the quality of the federal university Wukari educational services based on which it shall initiate debate on these matters in the university senate;
e) regular audit of how faculties meet the demands imposed by the social, economic and cultural environment;
f) monitoring the application of the students-centred education principles;
g) monitor the application of quality standards and legal provisions in the field of education and university research quality assurance and draw up institutional quality self-assessment reports (FUW, 2021).

Indices that will guide the activities of the Directorate of Quality Assurance (DQA) in FUW

For the monitoring and evaluation of the quality of programmes in FUW, The following indices will guide the activities of the DQA, in other words, the directorate will ensure the following;
1) Prompt resumption of students to the campus each semester;
2) All students admitted meeting all entry requirements.
3) Prompt commencement and sustained lectures.
4) That a minimum of 12-15 weeks dedicated to lectures and coverage of course contents.
5) Students assessment – writing and submitting all assignments as well as attending lectures regularly.
6) Supervise the use of marking schemes in marking students' assignments and examinations.
7) Exams and continuous assessments are administered to students.
8) That the stipulated staff mix by rank is met in each programme.
9) The maintenance of the staff-student ratio as stipulated by NUC.
10) Adequate funding of the library and provision.
11) Adequate provision of classroom furniture and well-equipped staff offices.
12) Adequate provision of teaching/learning environment; ensure that there is adequate health care delivery, sport and recreational facilities on campus that are in proximity to lecture halls and are adequate to avoid time lag, also that there is a public address system in halls.
13) Ensure proper orientation of new students through prompt production of the student handbook.
14) Ensure that the use of handouts by lectures is discouraged to encourage students' attendance to Lectures (FUW 2021).

Problems faced by Quality Assurance Units of Public Tertiary Institutions

Many problems are hindering the various quality assurance units in Nigerian tertiary institutions from effectively carrying out their functions. Some of these problems include inadequate funding, inadequately trained quality assurance officers, and poor capacity-building programme, inadequate infrastructural facilities and working tools.

Inadequate Funding

Inadequate funding is a major problem preventing the quality assurance units of higher institutions from effectively carrying out their functions. Adequate funding is critical to the development of quality assurance units in higher institutions across the country. Funding is the key to being able to deliver quality services. Unfortunately, tertiary institutions in Nigeria are faced with the problem of underfunding. The various higher institutions are not adequately funded by the government. Ogunode Akinlade, & Abubakar (2021) submitted that poor funding is affecting individual institutions and their various units or directorate within the system. Quality assurance is among such units that depend on the funding of the school to carry out their statutory functions. Ogunode, Onyekachi, & Ayoko, (2023); Ogunode & Odanwu, (2023); Ogunode, & Emmanuel, (2023) and Udida, Bassey, Udofia, & Egbona (2009) the major issue in educational development is the shortage of funds. One of the most serious problems threatening the survival of the educational system is the dwindling level of public funding in the face of rising demands and hence the rising cost of higher education. This shortage of funds affects job performance and the
growth of the institution. Higher educational institutions cannot perform optimally without funding. This situation calls for increased funding initiatives from both the government and educational stakeholders to sustain the tempo and growth of the education industry. The inability of the Nigerian government to objectively accept and implement the 26% funding formula for education recommended by UNESCO impact negatively on the performance and sustainability of higher education. Thus, it has become obvious that Nigeria’s neglect of the funding formula is detrimental to higher educational institution performance and development aspiration as quality performance is the veritable instrument for the sustenance of the education system. This neglect has further precipitated crises in the entire higher education system as effective teaching, research and service are no longer taking place seriously. The inability of the government to adequately fund the various higher institutions is affecting the various quality assurance units in the various institutions (Ogunode, 2023; Ogunode, Olaoye & Yakubu, 2023; Ogunode, Ohbime & Jedege, 2023 and Ogunode & Abubakar 2023).

**Inadequate Trained Quality Assurance Officers**

Another problem hindering effective service delivery of the quality assurance units across the country is that majorities of their staffers are not trained quality assurance officers. The lack of professional qualifications and experience is affecting the majority of the staff in the quality assurance units. Majorities of the staff and even the Directors do not have quality assurance qualifications and experiences.

**Poor Capacity Building Programme**

Poor capacity-building programme of the quality assurance staff is a major problem affecting the performance of the units in the majority of the higher institutions across the country. Training and retraining programme is very important for quality assurance officers. Training exposes the officers to new methods of assessing quality education and criteria to measure quality education. It is unfortunate that many officers presently working in the quality assurance units of Nigerian tertiary institutions have not been exposed to constant training and retraining programmes to help improve their capacity and abilities. Femi (2015) observed there is a poor capacity for the officers of the quality assurance unit in some tertiary institutions. The various staff working in the units are lack of requisite training, experience and skills for their assigned roles in the unit. This often poses an enormous challenge to the good performance of the unit. It is common knowledge that untrained staff can thwart the achievement of the mission of any organization. Poor staff development is a major challenge facing the non-academic staff of public universities in Nigeria according to Ogunode & Ahaotu & Ajape (2021). Training and retraining programme is very important for the non-academic staff of universities. Capacity-building programmes like workshops, seminars and conferences are meant to develop the skills, knowledge and capacity of workers in the universities. Unfortunately, many non-academic staff in Nigerian public universities are not privileged to attend training and retraining programmes since they have been employed in the university system (Ogunode & Ahaotu & Ajape 2021). Baker (2019) observed that the skills expected from an administrator differ depending on the office, section or unit he serves. An administrator working in Central Administration for instance will need to internalize the modes and manners of the job, the structure and cadence of its minutes, the ways to serve the committees and sub-committees, what to do, when to do them and how to deliver the services. As indicated by Ojo (2012) the present status of quality assurance as a profession and not a practice is far from satisfactory. It is evident that quality assurance officers come to the units from diverse backgrounds and either get ‘trained’ on the job or leave without getting trained. The poor capacity-building programme of quality assurance is affecting the development of quality assurance departments.

**Inadequate Infrastructural Facilities**

Due to the lack of adequate infrastructural facilities in many public higher institutions in Nigeria, many quality assurance units are not having adequate and conducive offices to carry out their functions. Some quality assurance units are located under another directorate or units and share offices. These offices are not provided with adequate tables and chairs. The problem of inadequate infrastructural facilities is affecting the performance of quality assurance units across the country. Ogunode, Ahaotu & Ajape (2021) submitted that inadequate infrastructural facilities
are another major problem facing the non-academic staff working in public universities in Nigeria. According to National Universities Commission Benchmark Mark (2007) it was observed that the infrastructural facilities that should be provided for administrative staff include computer systems, a conducive office with tables, chairs and other supporting administrative facilities. Ogundule (2020) views infrastructural facilities to include classrooms, offices, exam halls, laboratories, tables, chairs, desks, power supply, water, good roads network within the schools etc. Ogundule & Abubakar (2020) listed infrastructural facilities for non-academic staff to include offices, tables, chairs, power supply, stable water etc. They observed that many staff do not have adequate offices for their staff, and no adequate chairs, tables and desks in the various offices. Ogundule, & Ade, (2023) noted that infrastructure facilities are in short supply in many universities in Nigeria.

**Working Tools**

There is the problem of inadequate working tools for the officers of the quality assurance unit in some tertiary institutions in Nigeria. The various staff working in the units lack adequate modern facilities to carry out their work in the unit. This often poses an enormous challenge to the good performance of the unit. Working tools of office equipment like Stapler, Eraser, Push-pin, Drawing pin (U.K)/ Thumback (U.S), Paper clip, Rubber stamp, Highlighter, Fountain pen Pencil, Marker, Ballpoint, Bulldog clip, Tape dispenser, Pencil sharpener, Label, Calculator, Glue, Scissors, Sticky notes, 4A Paper, Notebook, Envelope, Clipboard, Monitor, Computer, Keyboard, Folder, Fax, Filing cabinet, Telephone, Swivel chair, Desk, Wastebasket, printer and calculators are inadequate in many quality assurance units across the higher institutions in the country. Ogundule & Ahaotu & Ajape (2021) observed that inadequate working materials are a very big problem facing non-academic staff of public universities in Nigeria. Many public universities do not have adequate Information, Communication and Telecommunication (ICT) facilities for their non-academic staff to carry out administrative functions.

**Way Forward**

To ensure quality in Nigerian higher institutions, the following have been suggested: Adequate funding, employment of adequate quality assurance officers, provision of adequate infrastructural facilities, working tools and effective capacity development programme.

**Adequate funding**

The government should increase the funding of higher education in the country. There should be committed effort by the governments (federal and state) to promote education through prompt financing to meet UNESCO's budgetary recommendation of 26% of the annual budget. The individual administrators should provide adequate funds for the running of the various quality assurance units in the higher institutions.

**Employment of Trained Quality Assurance Officers**

Tertiary institutions should employ adequately trained quality assurance officers and deploy them to quality assurance units and departments.

**Provision of Adequate Infrastructural Facilities**

The federal government and state governments should provide adequate infrastructural facilities to all the higher institutions in the country, especially the universities. There is a need for adequate infrastructural facilities to ensure quality assurance in the institutions.

**Provision of adequate working tools**

The tertiary institutions' administrators should provide adequate working tools such as Eraser, Push-pin, Drawing pin (U.K)/ Thumback (U.S), Paper clip, Rubber stamp, Highlighter, Fountain pen Pencil, Marker, Ballpoint, Bulldog clip, Tape dispenser, Pencil sharpener, Label, Calculator, Glue, Scissors, Sticky notes, 4A Paper, Notebook, Envelope, Clipboard, Monitor, Computer, Keyboard, Folder, Fax, Filing cabinet, Telephone, Swivel chair, Desk, Wastebasket, printer and calculators, computers, A-4 papers, printers, calculators and office cabinet to the various quality assurance units in the higher institutions.

**Effective Capacity Development Programme**

The government and higher institutions administrators should develop an in-service program for all the quality assurance officers yet to be certified as professional quality assurance officers to go for compulsory educational programmes to enable them to improve their capacity to assuring quality in the various institutions.

**Conclusion**

To achieve quality tertiary education in Nigeria, the government established some agencies and
commissions to help in quality assurance in the various higher institutions such National Universities Commission [NUC], the National Commission for Colleges of Education [NCCE] and the National Board for Technical Education [NBTE]. Regulatory bodies of tertiary institutions in Nigeria directed the various institutions under their watch to establish departments or units of quality assurance to help strengthen the internal quality assurance programme. This paper discussed the problems hindering the effective service delivery of quality assurance units or departments in public tertiary institutions. The paper identified inadequate funding, inadequately trained quality assurance officers, poor capacity building programme, inadequate infrastructural facilities and working tools as problems facing the quality assurance directorate/units in Nigerian tertiary institutions. To ensure effective quality assurance units in Nigerian tertiary institutions, the following have been suggested: adequate funding, employment of adequate quality assurance officers, provision of adequate infrastructural facilities, working tools and effective capacity development programme.

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