

Accountability Issues in Basic Schools of Ilorin Metropolis, Kwara State, Nigeria (Isu-Isu Akauntabiliti di Peringkat Asas Persekolahan di Metropolis Ilorin, Negeri Kwara, Nigeria)

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ABSTRACT

Concern for improvement in the quality of education in Nigeria, as in other countries, in recent years has raised demands for accountability from schools and particularly teachers. Using the descriptive survey design, this study examined the level of accountability among basic education teachers, strategies for promoting accountability at the basic education level and likely challenges against holding teachers responsible for their students' learning. Twenty five officials in charge of basic education in Kwara State Ministry of Education (MOE) and State Universal Basic Education Board (SUBEB) and 30 teachers each at the primary and junior secondary schools in Ilorin Metropolis were selected as the study participants, using stratified random sampling technique. Evaluation and Accountability Questionnaire (EAQ) with reliability coefficient of .78 was used for data collection. Descriptive statistics of percentage, mean and rank-ordering were used to answer the five research questions raised in the study, while chi-square was used to test for significant difference on issues relating to accountability between educational administrators and teachers, at .05 level of significance. Findings revealed that teachers felt moderately responsible for their students' academic performance, especially in Mathematics. Thorough supervision and use of rewards were the best measures of promoting accountability while lack of sufficient instructional aids was seen as the greatest obstacle to teachers' accountability. It was recommended that: effective accountability policies be formulated for basic education in Nigeria with explicit rewards and sanctions; meaningful support needs to be provided for the schools, educators and students; and supervision should be all-encompassing, focused on teaching, examinations and overall students' needs.

Keywords: Accountability; evaluation; Nigerian education; basic schools; challenges; prospects

ABSTRAK

Keprihatinan terhadap peningkatan dalam kualiti pendidikan di Nigeria dan negara-negara lain, pada tahun-tahun kebelakangan ini telah menyebabkan berlakunya permintaan terhadap akauntabiliti dari pihak sekolah, terutamanya dalam kalangan guru. Menggunakan reka bentuk kajian deskriptif, kajian ini meneliti tahap akauntabiliti dalam kalangan guru pendidikan asas, strategi untuk menggalakkan kebertanggungjawaban di peringkat pendidikan asas dan cabaran yang mungkin dihadapi oleh guru bertanggungjawab untuk pembelajaran pelajar mereka. Seramai 25 orang pegawai yang bertanggungjawab bagi pendidikan asas di Kementerian Pendidikan Negeri Kwara dan State Universal Basic Education Board (SUBEB) serta 30 orang guru di setiap sekolah rendah dan menengah rendah dalam Metropolis Ilorin telah dipilih sebagai responden kajian. Responden dipilih menggunakan teknik pensampelan rawak berstrata. Instrumen Evaluation and Accountability Questionnaire" (EAQ) dengan pekali kebolehpercayaan 0.78 telah digunakan untuk pengumpulan data. Statistik deskriptif peratusan, min dan sisihan piawai digunakan untuk menjawab lima persoalan kajian. Analisis khi-kuasa telah digunakan untuk menguji perbezaan yang signifikan mengenai isu-isu yang berkaitan dengan akauntabiliti antara pentadbir dan guru asas pendidikan pada skala 0.05 tahap signifikan. Dapatan kajian menunjukkan bahawa tahap akauntabiliti guru-guru adalah berada pada tahap sederhana bertanggungjawab mereka terhadap prestasi akademik pelajar, terutama dalam mata pelajaran Matematik. Pengawasan teliti dan menggunakan ganjaran adalah langkah terbaik untuk menggalakkan akauntabiliti, kekurangan alat bantuan pengajaran yang mencukupi dilihat sebagai penghalang terbesar kepada akauntabiliti guru. Disyorkan bahawa dasar akauntabiliti berkesan perlu digubal bagi pendidikan asas di Nigeria dengan ganjaran yang jelas dan sekatan. Sokongan yang bermakna perlu disediakan untuk sekolah-sekolah, pendidik dan pelajar; manakala penyeliaan harus merangkumi semua peringkat dengan memberi tumpuan kepada pengajaran, peperiksaan dan keperluan pelajar secara keseluruhan.

Kata kunci: Akauntabiliti; penilaian pendidikan Nigeria; asas persekolahan; prospek dan cabaran

INTRODUCTION

Accountability means acceptance of responsibility for one's behaviour, job or role. Teachers are employed to guide their

students' success by maximising educational opportunities at their disposal. To that extent, teachers have responsibility for their students' learning. But, by the nature of education, should the teachers be held exclusively responsible for

students' learning? A positive answer to this question appears to be the posture of some state governments in Nigeria in recent time. However, other parameters such as parental support, instructional materials, infrastructure and students' attitude to learning should be considered.

In 2008, the Kwara State Government, as part of its educational reforms, subjected its teachers in primary schools to what is called diagnostic written and oral tests, to identify their areas of needs for re-training purposes. The tests were designed for teachers of primary four pupils and covered Mathematics and English. The result was a shock to the public. Out of 19,125 public service teachers who took the test, 2,628 were university graduates. The result as published by the State Ministry of Education showed that only seven (7) out of the 19,125 teachers "crossed the minimum aptitude and capacity threshold," only one (1) out of the 2,628 graduates passed the test while 10 of them scored zero (Inyang 2008, p. 1). The release also indicated there were only 1.2 percent pass rate in the literacy test. The then Commissioner for Education concluded that wrong people were in the teaching profession in his state. The question is "were they not employed by state officials?"

In 2012, the Kaduna State Government followed suit. They gave their teachers a test meant for primary four standards in Mathematics and Basic literacy. The result was also shocking. According to the Daily Trust (2013), out of 1,599 teachers who took the test, only one (1) scored 75%, 250 scored between 50% and 74% while 1,300 scored below 25%. The same test was given to 1,800 primary school pupils in the State but most of them failed woefully according to the Commissioner of Education. The Chairman State House of Assembly Committee noted that out of 36 000 teachers in Kaduna State, 15 000 were unqualified. Some anecdotes from the interviewers in Kwara State showed that the teachers' performance in literacy was unimpressive.

The results did not go down well with the teachers and they felt humiliated. The fall-out of these tests was that the attempts by other states to conduct such tests on their teachers were stiffly rebuffed. So serious it is that it seems to have affected the fortune of the ruling party in certain states. For example, the recent Ekiti State Governorship election in which the ruling party lost and the teachers' role was alleged to have been important in the loss. What gave credence to that was that the Edo State Government, which had planned such a competency test, not only shelved it but also reinstated 936 poor quality teachers who had earlier been sacked for poor performance (Okere 2014). It does appear that in Nigeria, holding teachers accountable through evaluation is not palatable to them and is becoming a political issue. This way, education will be the victim as other states are not likely to lift a finger against the teachers.

This development raises some questions: Who should then be held accountable for what aspect of education? Do the teachers feel responsible for their pupils' learning? Is evaluation of teachers through tests the only way to demand

accountability or are there other ways? What about the role of other stakeholders, including the pupils themselves? These are some of the germane issues addressed in this study. While the altercation goes on between the state governments and the teachers, the quality of education continues to dwindle (Ijaiya 2012; Abimbola 2013). It is, therefore, important in the interest of the education system and the learners to find out the perception of the stakeholders on various issues affecting accountability in the school system.

Moreover, the development of a nation's human resources is the bedrock of progress in all sectors of the economy. In order to bring about development, government, organizations and private individuals have established educational institutions, which are to pursue the following goals:

1. Development of individuals into a morally sound, patriotic and effective citizens;
2. Inculcation of national consciousness, values and national unity; and
3. Development of appropriate skills, mental, physical and social abilities and competencies to empower the individual to live in and contribute positively to the society (Federal Republic of Nigeria 2013).

The Federal Government also introduced educational programmes, which could facilitate national development. For example, the Universal Basic Education (UBE), which started in 1999, was meant to achieve among others, acquisition of the appropriate levels of literacy, numeracy, manipulative, communicative and life skills. The UBE programme also set out to inculcate ethical, moral and civic values which are needed for lifelong learning (Obanya 2007).

Therefore, government and private investments on education should be justified by those who are saddled with the responsibilities of educational administration at all levels. However, traces of institutional failure such as skill mismatch and poor preparation of school leavers have been identified in the educational system (Babalola 2007). These have brought the need for constant evaluation of the educational system, and the call on education to account for achievement or otherwise of the educational goals and objectives.

Evaluation, according to Chike-Okoli (2006), is a process through which the educational institution and the society are continuously aware of the extent to which specified educational needs are met. It also assists in determining either a programme is working as planned or not. In evaluation, performances in various aspects of educational system are assessed and measured on different criteria in order to determine the extent to which educational objectives are achieved. Findings from these processes would also enable us to determine the extent to which performance in education is meeting the needs of the society. In doing this, Chike-Okoli noted

that evaluation of an educational system must not focus only on standardised students' outcome, but also on the qualities of the educational environment. This would make it a basis for determining the efficiency and effectiveness of the educational system, and a tool for accountability (Onuka 2008).

Accountability implies responsibility and answerability. A manager is to take the responsibility or be liable for the way an organisation is managed. According to Lulsegg (1980), accountability implies that any person who is given a job to do should be responsible or accountable for effective and efficient execution of the job. In the same vein, Onuka (2008) noted that practitioners in education should accept the right of the public and other stakeholders to know what goes on in the education sector. He stated further that accountability includes explanation on how educational resources are spent, how much learning is taking place and how efficient and effective an educational system is. Accountability features in different dimensions; there are fiscal, programme outcome and goal accountability.

PURPOSE OF THE STUDY

The purpose of this qualitative descriptive research study was to investigate the extent to which stakeholders would hold teachers accountable for students' learning in basic schools of Ilorin metropolis in Kwara State of Nigeria.

In the light of the background and the purpose of this study, the following are the specific objectives:

1. To examine the level of accountability among teachers in basic education in Kwara State, Nigeria.
2. To determine the challenges against accountability in Nigerian basic schools.
3. To find out how basic schools are promoting accountability.
4. To investigate effective strategies that could be used for holding teachers accountable for students' learning.
5. To find out if significant difference exists between educational administrators and teachers on issues related to accountability in Nigerian basic schools.

RESEARCH QUESTIONS

The following research questions guide the study:

1. Do teachers feel responsible for their students' academic performance?
2. To what extent should teachers be held responsible for various aspects of students' learning?
3. How are the schools promoting accountability at basic educational level?
4. Which strategy would be most effective in promoting accountability at the basic educational level?
5. What are the likely challenges against holding teachers responsible for their students' learning?

RESEARCH HYPOTHESIS

- H_0 : There is no significant difference in the perceived level of accountability in Nigerian basic schools between educational administrators and teachers.

METHODOLOGY

The study adopted a descriptive survey design. The target population of the study consisted of all administrators in State Universal Basic Education Board (SUBEB), Ministry of Education (MOE) and Universal Basic Education (UBE) teachers. Twenty-five officials in charge of basic education in Kwara State MOE and SUBEB and 30 teachers each at the primary and junior secondary schools in Ilorin Metropolis were randomly selected as the study participants using stratified random sampling technique. The total sample was thus 85. An instrument entitled: "Evaluation and Accountability Questionnaire" (EAQ) was used to elicit relevant information from the participants. Four experts in Educational Management, and Measurement and Evaluation validated the EAQ. Test-retest method was employed through a pilot study undertaken within a three-week interval to ascertain the reliability of EAQ. A reliability coefficient of .78 was obtained. Descriptive statistics of percentage, mean and rank ordering were used to answer the research questions raised in the study, while chi-square was used to test for significant difference on issues relating to accountability between educational administrators and teachers at .05 level of significance.

RESULTS

STUDENT ACADEMIC PERFORMANCE

Do teachers feel responsible for their students' academic performance?

To answer this research question, responses of the participants to Strongly Agree (SA) and Agree (A) were grouped as Agree, while Disagree (D) and Strongly Disagree (SD) were grouped as Disagree and statistically analysed using frequency count and percentage as shown in Table 1.

Table 1 indicates that 44 (51.67%) of the participants agreed that teachers feel responsible for their students' academic performance, while 41 (48.33%) disagreed. The results indicate that teachers do not accept total responsibility for their students' academic performance but rather put the blame of poor quality of education on the government (73% and 78%, respectively). However, item 4 showed that they demonstrate genuine concern about the poor quality of education (84%). On the whole, the result showed moderate feeling of responsibility for students' academic performance by the teachers.

TABLE 1. Teachers' responsibility for students' learning n = 85

S/N	Items	Agree		Disagree	
		F	%	F	%
1	Teachers do not accept responsibility for their students' academic performance	62	73	23	27
2	Teachers have carefree attitude to their students' learning	48	56	37	44
3	Teachers do not make positive efforts in schools to make their teaching effective.	33	39	52	61
4	Teachers have not demonstrated genuine concern about the poor quality of education at basic level.	14	16	71	84
5	Teachers put the blame of poor quality education on the Government, not themselves.	66	78	19	22
6	Teachers encourage examination malpractice to shift blame of poor student academic performance from themselves.	41	48	44	52
Average		44	51.67	41	48.33

VARIOUS ASPECTS OF STUDENT LEARNING

To what extent should teachers be held responsible for various aspects of students' learning?

Table 2 shows the respondents' opinion on the extent to which teachers would be held accountable. As shown in the Table, numeracy (Mathematics) was ranked the most important aspect of learning in which teachers would

be held accountable with a mean of 2.39, followed by behaviour/discipline (2.33), overall academic performance (2.20) and literacy (2.18). Morality was ranked the least with a mean of 2.09. For the overall academic performance of students, the extent of teachers' responsibility was again moderate (mean of 2.20 and ranked 3rd out of 5).

TABLE 2. Extent of teachers' accountability n = 85

S/N	Aspects of Learning	GE	ME	LE	Mean	Rank
1	Literacy (Reading and writing skills)	23	54	8	2.18	4
2	Numeracy (Mathematics)	43	32	10	2.39	1
3	Behaviour/discipline	35	43	7	2.33	2
4	Morality	23	47	15	2.09	5
5	Overall academic performance	18	66	1	2.20	3

GE – Great Extent. ME – Moderate Extent. LE – Low Extent

SCHOOL PROMOTING ACCOUNTABILITY

How are the schools promoting accountability at basic education level?

The result in Table 3 shows that promotion of accountability in basic schools was mostly through thorough supervision of teachers in the classroom by head teachers (3.01), while arranging effective remedial for their students was the least adopted measure, with a mean of 2.46. It is important to note condoning examination

malpractice ranked 2nd could be a drastic drawback on the ability and focus of supervision. Furthermore, collaboration among teachers in solving students' academic problems and arranging effective remedial measures for students ranked 4th and 6th implying that students with problems cannot be assisted and so effective learning may not be getting necessary attention. Hence, the vital areas that supervision should focus were not receiving sufficient attention.

TABLE 3. Measures for Promoting accountability in schools n = 85

S/N	Items	SA	A	D	SD	Mean	Rank
1	Good and effective teaching of the curriculum	16	43	12	14	2.72	3
2	Thorough supervision of teachers in the classroom by Head teachers	34	32	5	14	3.01	1
3	Beating of students	10	37	25	13	2.52	5
4	Condoning examination malpractice	14	52	8	11	2.81	2
5	Arranging effective remedial measures for their students	10	43	8	24	2.46	6
6	Collaboration among teachers in solving students' academic problems	17	38	9	21	2.60	4

SA = Strongly Agree, A = Agree, D = Disagree, SD = Strongly Disagree

EFFECTIVE IN PROMOTING ACCOUNTABILITY

Which strategy would be most effective in promoting accountability at the basic education level?

Awards for good performing teachers was ranked the most effective strategy for promoting accountability at the basic education level with a mean of 3.11, while withdrawal of hosting of NECO examinations was ranked the least with a mean of 2.56 (Table 4). Incentive, both in cash and kind, is most favoured as a strategy. Linking students' results to teachers' transfer and retirement ranked

2nd and 4th which gives an indication that teachers could be held accountable for student's performance. Therefore, sanctions could be imposed on teachers in form of transfer and compulsory retirement. Though ranking of schools is seen as important (3rd), publishing results of each school in public examinations in the newspapers is not so favoured (6th). Schools should not be punished for the offence of others; hence, withdrawal of hosting of NECO examinations was ranked least (10th).

TABLE 4. Strategies for accountability n = 85

S/N	Items	SA	A	D	SD	Mean	Rank
1	Linking teachers' promotion to students' results	16	44	10	15	2.72	7
2	Linking teachers' transfer to students' results	22	51	8	4	3.07	2
3	Linking teachers' retirement to students' results (compulsory retirement)	27	32	16	10	2.89	4
4	Annual testing of teachers on their subjects	14	43	15	13	2.68	8
5	Awards to good performing teachers	23	52	6	4	3.11	1
6	Internal supervision of teachers by teachers as a learning community (self-accountability)	13	42	11	19	2.58	9
7	Publishing results of each school in public examinations in the newspapers	29	23	15	18	2.74	6
8	Ranking of schools on the basis of students' results in public examinations	25	43	10	7	3.01	3
9	Withdrawal of hosting of NECO examinations	8	43	23	11	2.56	10
10	Provision of legal backing for accountability	19	38	20	8	2.80	5

CHALLENGES AGAINST HOLDING TEACHERS RESPONSIBLE

What are the likely challenges against holding teachers responsible for their students' learning?

Table 5 shows that non-availability of instructional aids and facilities was ranked the greatest challenge of accountability at basic level with mean of 3.07, while students' unseriousness was ranked the least, with mean of 2.58. Other challenge concerned teachers (2.84)

and head teachers' (2.80) resistance, head teachers' incompetence and government-related factors in that order. In a situation where there are inadequate teaching aids and facilities, classrooms will be crowded resulting in ineffective teaching. Other vital challenge were teachers', head teachers' and teachers' unions' resistance measures of holding teachers accountable through any means of evaluation (Inyang 2008; Okere 2014).

TABLE 5. Challenges of accountability n = 85

S/N	Items	SA	A	D	SD	Mean	Rank
1	Resistance by teachers' unions	13	46	16	13	2.76	5
2	Teachers' resistance	14	49	16	6	2.84	2
3	Head teachers' resistance	11	54	12	8	2.80	3
4	Non-availability of instructional aids and facilities.	22	52	6	5	3.07	1
5	Students' unseriousness	6	52	12	15	2.58	8
6	Lack of political will by the government	17	32	25	11	2.65	7
7	Head teachers' incompetence	8	55	17	5	2.78	4
8	Favouritism by government officials	10	48	15	12	2.66	6

RESEARCH HYPOTHESIS

There is no significant difference in the perceived level of accountability in Nigerian basic schools between educational administrators and teachers.

As shown in Table 6, the calculated χ^2 value (.242) is less than the critical value (7.818) at .05 significance level and for three degrees of freedom. Hence, the null hypothesis that states that there is no significant difference

TABLE 6. Perceived level of accountability in Nigerian basic schools between educational administrators and teachers.

Variable	SA	A	D	SD	Total	DF	Calculated X ²	Critical Value	Decision
Administrators	5	13	4	3	25	3	.242	7.818	Ho: Accepted
Teachers	14	28	11	7	60				
Total	19	41	15	10	85				

in the perceived level of accountability in Nigerian basic schools between educational administrators and teachers is accepted. This implies that there was no significant difference in the perceived level of accountability in Nigerian basic schools between educational administrators and teachers. That is, both the UBE administrators and teachers perceived that teachers were averagely responsible for their students' learning (51.67%); there are aspects of students' learning that teachers should be held responsible, measures of promoting accountability as well as strategies for, and challenges of, accountability in the basic schools.

SUMMARY OF FINDINGS

Teachers feel moderately responsible for their students' academic performance. They feel accountable mostly for Mathematics and students' behaviour/discipline but least for their morality. Lack of sufficient instructional aids in schools was considered the greatest obstacle towards holding teachers accountable, while teachers' and head teachers' resistance followed. Students' lack of seriousness was considered the least barrier. This implies that students' lack of seriousness can be handled. The best approach that schools used in promoting accountability was thorough supervision of teachers in the classroom while beating students and remedial measures for students were the least measures used. On the issue of best strategies for promotion of accountability in schools, the use of giving awards to teachers was the most favoured by the respondents. But the findings also favoured the use of sanctions against underperforming teachers in form of transfer and retirement. There was no significant difference in the perception of both the sampled educational administrators and the basic teachers on the issue surrounding accountability among the latter in Kwara State basic schools.

DISCUSSION OF FINDINGS

The picture that seems to emerge from the findings of this study is that basic schools' teachers in Ilorin metropolis felt only moderately accountable for their students' academic performance. This finding is not surprising as it reflects in the poor quality performance of their students in many important skills such as literacy skills (Ijaiya 2012). The finding may also indicate that teachers are not the only group to be held accountable for pupils' learning. Others such as the government, parents, the society and even the pupils have roles to play and therefore accountable. As

noted by Inyang (2008), the teachers may also be victims of poor educational system. This might not be unconnected with poor practical aspect of teachers' educational programmes (Alabi 2000) as well as insufficient teachers' developmental programmes (Alabi et al. 2012). The implication of the result that teachers feel least responsible for their students' morality could be seen in the moral laxity among students in the Nigerian society.

The finding that award should be used for promotion of accountability has been tried few years back by the Kwara State Government by giving brand new cars to the best performing principals but the impact on the system is yet to be seen. In addition, the parameters considered for the award remained shrouded from the public. As for the sanctions, transfer and retirement of poor performing teachers may not be acceptable to many teachers. The case of Edo State which returned over 900 sacked teachers to the classrooms due to politicisation of the matter is good evidence.

The claim that schools promote accountability through classroom supervision may not be fully accepted because this was not being followed by remedial help to needy students. As noted by Ijaiya (2012), instructional supervision is underperformed by head teachers in Nigeria, who spend most of their time on administrative work in the office. This has contributed greatly to ineffective teaching in schools and impacted negatively on the higher level of the educational system.

The finding that inadequate instructional materials pose a great challenge to accountability is clear. Teachers could not be totally held accountable for poor academic performance when the tools for teaching, for instance, well-stocked laboratories and textbooks or where classrooms are overcrowded (Ijaiya 2012).

Lastly, the finding of no significant difference between the perceptions of educational administrators and basic teachers was also not surprising. Most Nigerians know the weakness in the educational system, such as weak teacher training, and politicisation of teaching appointments (Federal Republic of Nigeria 2013; Ijaiya 2012), inadequate teaching aids and facilities, poor monitoring of schools etc and would therefore find it unfair to blame the teachers.

However, in spite of the challenges, teachers must still accept accountability for their students' learning to a more than 'moderate' level and then demand for more support from the government. Giving test to teachers, which they find humiliating, is not the only way by which they can be held accountable or their classroom performance is determined. On the other hand, their students' learning

can be monitored through tests on basic skills especially reading, writing and Mathematics where the results will prove to the school that they are either teaching well or not, based on the students' performance.

The findings in this study imply that all stakeholders are responsible for students' learning. They are accountable for the extent to which they discharge their responsibilities.

RECOMMENDATIONS

Based on the findings of this study, the following suggestions are made towards improved accountability in basic education that would culminate in better students' overall performance:

There is a dire need for formulating effective accountability policies for basic education in Nigeria as well as specific assessment procedures. The standards in the policies should be based on the overall students' performance and focused not only on teachers but other stakeholders such as government, parents and the students themselves. Specifically, the policies should provide:

1. Clear signals of what is expected of everyone whose efforts are necessary to foster high achievement for all students;
2. Regular reports that let everyone know whether they are meeting expectations; and
3. Meaningful incentives or consequences, positive or negative, for meeting expectations or failing to meet them.

In order for the teachers to feel adequately responsible for their students' academic and overall performance, it is essential to provide meaningful support for the schools, educators, and students who are struggling to meet expectations. This support could be in form of provision of adequate facilities and effective continuous training for the teachers.

Thorough supervision is vital for ensuring accountability in schools. However, the focus should be all-encompassing on teaching, examination conduct and overall students' needs. Examinations should be properly planned, conducted and supervised to curb malpractices. This is important in order to ensure credibility of the products of basic education.

Schools and teachers that are accountable need to be encouraged through award of rewards such as public recognition, provision of additional facilities and accelerated promotion for teachers. In the same vein, schools and teachers that are not accountable should also demand to be punished. However, caution should be taken to ensure that academic activities are not negatively affected by the measures taken.

CONCLUSION

It is concluded that in order to improve the quality of education in Nigeria, accountability issues hitherto weak, are mechanisms to be employed. In order to raise schools' achievement and prepare all students for the demands of schooling, work, and society at large the stakeholders in education- government, teachers, and students- must be accountable and ready to provide support for maximizing students' learning opportunities.

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