

**TOPICAL ISSUES IN EDUCATION:  
PAPERS IN HONOUR OF PROFESSOR C.O. UDON**

**Retiring Dean of the Faculty of Education,  
University of Ibadan.  
Nigeria.**

**EDITORS**

Yomi Awosika

Joel F. Babalola

Martins Fabunmi

Jonathan O. Osiki

Benedict O. Emunemu

*All rights reserved.*

No part of this publication may be reproduced, stored in a retrieval system, or transmitted in any form or by any means, mechanical, photocopying, recording or otherwise, without the prior permission of Codat Publications, Ibadan, Nigeria.

ISBN 978-196-77-9

*Published by:*  
**Codat Publications,**  
*U.I. P.O. Box 9400,*  
*Ibadan,*  
*Nigeria.*

<b>INNOVATIVE HEALTH EDUCATION IN NIGERIAN PRIMARY SCHOOLS</b>	
<b>Ajala, James A.</b> .....	<b>1</b>
<b>SOURCING FUNDS FOR EFFECTIVE ADMINISTRATION OF SCHOOL SPORTS IN NIGERIA</b>	
<b>Oyeniyl, Pat. Ola.</b> .....	<b>11</b>
<b>ENHANCING WELFARE SKILLS OF WOMEN FOR FAMILY SUSTAINABILITY IN AN UNSTABLE SOCIO-ECONOMIC AND POLITICAL ENVIRONMENT</b>	
<b>Fadeyi, Theodocia</b> .....	<b>19</b>
<b>A STUDY OF THE EDUCATIONAL IMBALANCE IN NIGERIA</b>	
<b>Osokoya, Israel &amp; Johnson, Adlyn O.</b> .....	<b>29</b>
<b>THE SPORTS ADMINISTRATOR'S ROLE IN THE PREVENTION OF HAZARDS IN SPORTS</b>	
<b>Asagba, B. O.</b> .....	<b>39</b>
<b>COPING WITH SEVERE ILLNESS: IMPLICATIONS FOR THE SICK INDIVIDUAL AND THE FAMILY</b>	
<b>Mojoyinola, J.K.</b> .....	<b>47</b>
<b>DISTANCE LEARNING PROGRAMMES: AN ASSET TO THE UNREACHED AND THE MINORITIES</b>	
<b>Egunyomi, D. A.</b> .....	<b>53</b>
<b>TRADITION IN RURAL DEVELOPMENT: THE USE OF INDIGENOUS CHANNELS FOR DEVELOPMENT COMMUNICATION, THE EXAMPLE OF AN IGBO COMMUNITY IN NIGERIA.</b>	
<b>Madu, Evarest C.</b> .....	<b>59</b>
<b>PATTERNS OF UNDERGRADUATES' ATTITUDE TO ACADEMIC WORK</b>	
<b>Okwilagwe, E. A.</b> .....	<b>73</b>
<b>EDUCATION: A VISION, NOT A VIEW POINT</b>	
<b>Balogun, Femi</b> .....	<b>83</b>
<b>TEACHING MANPOWER DEMAND AND SUPPLY IN OYO STATE SECONDARY SCHOOLS</b>	
<b>Emunemu, Benedict O. &amp; Ayeni, Abiodun Olumide</b> ...	<b>95</b>

# ACCOUNTABILITY IN EDUCATION: THE PROGRAMME EVALUATION APPROACH

By

**Otu, A. Umoru-Onuka,**  
*The Chapel of the Resurrection,  
University of Ibadan.*

## **Preamble**

*Accountability and education are twin concepts in education. One cannot be divorced from the other. In fact the latter is the means to determine the former. As we have various types of accountability so there are many types of evaluation. The purpose of evaluation determines the type of evaluation one undertakes. However, the most effective type of accountability is programme evaluation, in the sense that it approaches accountability of any institution or programme from the global or holistic perspective, assessing every segment of the programme to determine its performance or otherwise as well as its responsiveness to the environmental dynamics and its responsibility for the purpose of it establishing. Accountability enhances programme success. Hence the need for accountability in education cannot be overemphasized.*

## **Introduction**

The fact that the accountability policy thrust of the Obasanjo democratic government has thrown confusion to the real meaning of the term: 'accountability', makes it imperative to try to view the administration's educational perspective and ensure that accountability becomes more relevant in our educational system. It is commonly held that accountability in education and educational evaluation are inter-related. According to Anderson (1971), accountability and evaluation in education are inter related concepts which imply the determination of effects (planned or otherwise) of educational programmes and institutions as well as their efficiency. He states that the distinction that can be made between the two concepts is the fact that evaluation is primarily concerned with impact or outcomes or the effectiveness of a programme while accountability seeks to determine programme efficiency i.e. the relationship between outcomes and resource utilization. However, accountability in education had been largely untested. Accountability has been defined as responsibility, explicability or answerability. It is an act of stewardship of those

charged with the responsibility of providing education as a public service. According to Pring (1978) the three areas of interest in educational accountability include: the need to be answerable for what has taken place in relation to what was expected to be done, locating responsibility for what happened and the right of those to whom account is rendered to intervene. Umoru-Onuka (1996 and 2000) asserts that we cannot talk of accountability of an education programme, unless evaluation is involved. He further states that the accountability is effectively determined through evaluation. Thus accountability is a holistic determination of all that takes place in a programme. According to Ogunwuyi (1995) accountability is interested in matching resource utilization to the performance of legally assigned responsibility. Umoru-Onuka (2000) posits that financial accounting does not necessarily amount to educational accountability but evaluation will reveal whether or not an educational programme has been accountable. He explains that, it is because evaluation considers all aspects of education including the taught. Umoru-Onuka unequivocally asserts that one of the chief purpose of evaluation is accountability.

Accountability like all concepts in management or social science has no universal definition but operational definition. Thus the use to which we wish to put accountability in education informs its definition. We are therefore going in this paper, to consider some definitions and then operationalize the definition for our purpose and context. Cooley and Lohnes (1976) views accountability as the notion that educators should be required to give account to the public of how well schools or programme are performing. Babarinde (1992) sees accountability as explicability and answerability; Umoru-Onuka (1996) feels that it is the responsiveness of a programme to the dynamics of its environment or clientele. It is an educational concept that implies the quest for efficiency of a programme. Popham (1970) defines accountability thus:

*Educational accountability is the instructional system designed to take responsibility for achieving the kinds of instructional objectives that are previously explicated.*

Lieberman (1970) sees it as relating results to resources and efforts in ways that could be useful for policymaking, resource allocation or compensation. Lopez (1970) posits that accountability is the process of expecting each member of an organization to answer to someone for doing specific things according to specific plans and against certain timetables to accomplish tangible performance results. But according to Lessinger (1970), it is the answerability for performance of a programme, by those charged with such responsibility, according to the pre-determined standards in relation to the resources made available for the purpose. While Alkin (1970) concludes that it is a negotiated relationship in which

the participants in advance accept specified rewards and costs on the basis of evaluation findings as the attainment of specified ends. This tallies with the view of Umoru-Onuka that accountability is determined by evaluation.

Suchman (1967) asserts that programme evaluation leads to the determination of accountability and thus programme improvement. Gronlund (1974) is of the opinion that the use of accountability in education had in view: a new focus on the specification of intended learning outcomes, and the assignment of responsibility for students successes and failures in learning. According to him, the overall goal of school accountability is the improvement of learning. Jonathan-Ibeagha (1986) states that accountability is often used with regard to service to the public (which the school system is all about).

Once a school programme gets its funds from one or more sources, it is then incumbent on those executing it to give an account of the use made of the funds. This is underscored by the assertion of Alkin (1970) that "the public now demands that school should demonstrate that resources are properly utilized", and not by mere statement of financial expenditure. Accountability is meant to reveal the actual performance or input of a social programme.

Our working definition can therefore either be that "accountability is the determination of efficiency of a programme relative to available resources" or "that accountability is the answerability for consequences, by those to whom citizens have entrusted the public service of education".

Literature reveals that evaluation is a major tool for determining educational accountability, the result of which is used as feedback to the system for corrective purpose (Rebarber 1991; Enwell and Jones 1991 and Mehrens, 1991; Umoru-Onuka, 1996).

Ogunwuyi (1992 & 1995), Babarinde (1992) and Umoru-Onuka (1996 and 2000) all link evaluation to accountability to stress the fact that evaluation is used to determine programme accountability. They conclude that evaluation provides feedback, which in turn makes for accountability.

The American Joint Committee on standards for educational evaluation (undated) report states that: accountability implies various things to various people. It asserts that, however, one of its implied meanings in educational evaluation is concerned with the evaluation use of funds. Thus, the evaluation of allocation and expenditure or resources must reflect sound accountability procedures and otherwise be prudent & ethically responsible.

The emphasis here is financial accountability. But accountability in education goes beyond resource allocation and utilization. It dovetails into efficiency of the programme.

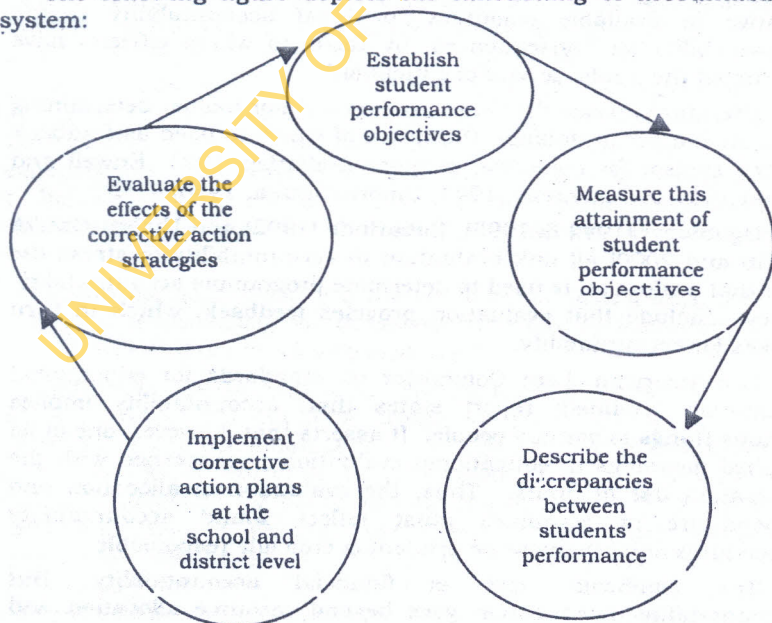
According to Cooley & Lohnes (1976): An accountability programme in education which was designed by Educational Testing Service (ETS) in 1972 conceptualized accountability as a continuous process for obtaining, interpreting and using information to improve students educational performances.

The design consists of three components as follows:

- i. Assessment of the performance and progress of the students in school.
- ii. Diagnosis of differences among schools with respect to students' performance.
- iii. Corrective action to improve the students' performance.

According to Cooley and Lohnes, Forehand in 1973 presented a paper on the ETS report in which a practical and sensible operational design for implementing accountability programme in schools was enunciated. The proposal provided a solid information base for specific evaluation activities in the school system. The paper asserted that the purpose of accountability in schools is to 'promote student development' or 'to promote student achievement'. By implication, accountability is both part of educational evaluation and integral part of the education system rather than an extraneous or grafted appendage.

The following figure depicts the functioning of accountability system:



**Fig. 1: Source: Cooley & Lohnes (1976) p. 314**

The loop can be characterized as an information system for making decisions about actions that are necessary to change the educational process for the purpose for improving student achievement. Here, an assessment is carried out, diagnosis is done and corrective action taken by evaluation of the system.

According to Anderson (1971): accountability puts education on the alert and also makes them responsive to the dynamics of the society as well as brings about innovation to avoid failure with its penalty.

Accountability as a continuous monitoring process provides information for the public on educational progress. This information comes from evaluation of the system, which explains the expenditure, and returns on investment as well as gives alternative ways of effectively achieving goal within a given period and budget constraints.

Accountability is a joint responsibility of all stakeholders in education namely: the legislature, proprietors, principals/managers, teachers, parents and students. Rebarber (1991) stress that an accountability system must include:

- i. Clear and measurable goals that describe the intended outcomes.
- ii. Assessment tools that measure progress towards these goals.
- iii. Incentives that reward goal achievement and ensure adjustment in a case of failure.

### **Types of Accountability**

Smith (1970) identifies the following three types of accountability:

- i. Programme Accountability which involves programme execution taking responsibility for the success or otherwise of the programme.
- ii. Process Accountability, which ensures that each element of the programme implementation components are appropriate for successful programme outcomes.
- iii. Fiscal accountability, which deals with the financial property of the programme.

While Alkin (1970), Jonathan-Ibeagha (1986) & Ogunwuyi (1995) agree on the following types of accountability in education:

**Goal accountability:** this makes the higher policy making body accountable to the public for selecting and ensuring the proper execution of goals and objectives of the programme.



**Programme accountability:** this provides for an intermediate body, which becomes responsible for the development and selection of instructional programme appropriate for achieving the stated programme goals and objectives.

**Outcomes accountability:** involves the teacher as the instructional manager being held accountable to the intermediate body for providing envisaged programme outcomes. This latter school of thought implies that there are levels of accountability hierarchy in the school system.

McKenna (1983) in a paper titled: 'Evaluation for Accountability' holds the view that evaluation is the documentation of a programme activities to prove that stated objectives of a programme are being achieved or otherwise as well as to determine how well they have been achieved, how efficiently the programme has been achieved i.e. programme accountability. Thus, the type of accountability that is of concerned to us in this paper is programme accountability.

### **Programme Evaluation as a means of Programme Accountability**

From the foregoing, it is obvious that accountability in Education cannot be discussed without discussing programme evaluation since the latter takes accountability beyond the realms of prudence and returns on investment to the realms of programme impact and efficiency on its stakeholder (the various 'publics'). Umoru-Onuka (1996) states that accountability of a programme is a consequence of an evaluation exercise.

### **Types of Evaluation**

However, there are various types of evaluations in education. These include the following amongst others: (i) Project Evaluation; (ii) Programme Evaluation; (iii) Diagnostic Evaluation; (iv) Achievement/Performance Evaluation; (v) Formative Evaluation; (vi) Summative Evaluation; and (vii) Goal based or Goal free Evaluation

It is pertinent at this juncture to state that the purpose of an evaluation determines which type to employ. For instance, if one wants to determine the entry behaviour of a student, the obvious choice is the diagnostic evaluation. The evaluation of a curriculum, calls for project (curriculum) evaluation, which in fact is a component of programme evaluation. If it is meant for immediate correction then the only option would be formative (development) evaluation while summative evaluation could be used to determine whether or not a programme should be retained, it can also thus be used to determine the impact of an institution or programme. If we were to determine the level of performance or achievement of the

students, we employ achievement or performance evaluation. All of the aforementioned except the summative and programme types of evaluation could be termed as 'micro' evaluation, because they are carried out on a micro-level, in that, they examine only a part/some parts of the system rather than the entire system while the summative, impact or programme evaluation examines the entire system. In the micro evaluation, the criteria examined are usually not global in the sense of examining every material criterion that can be contributory to the accomplishment of the corporate objective of the school system. For example, we could decide to examine the more effective instructional strategy employed in the system. This compares one instructional strategy against another or the other under some given parameters while a programme evaluation takes cognizance of all parameters that could either make it effective or mar the realization of its objectives.

### **Accountability in Education and Programme Evaluation**

It has already been pointed out that accountability and evaluation are interrelated, that they can hardly be divorced from each other if we refer to educational accountability. We have also discovered that evaluation is the chief tool of determining accountability in education. Having outlined some types of evaluation, we may now ask ourselves which type of evaluation is best suited for determining accountability in education? Unless we examine carefully the purpose of each type, we cannot say which one is best suited.

Evaluation of the student aims at evaluating the achievement of the student without referring to the conditions precedent to the achievement or otherwise. Project evaluation may only examine whether the instructional strategy or curriculum or some parts of the system such as the teacher effectiveness.

The same can be held for all other forms of evaluation but programme (which can sometimes be called summative or impact) evaluation adopts macro approach in the sense that, the others do employ holistic approach to determine their objectives. Therefore, programme evaluation takes a global or holistic approach to the investigation/study of accountability in Education. Accountability also views totality of a programme and not just its financial or any other aspect alone. Umoru-Onuka (1996) for instance in his evaluation of the impact of a management training programme took holistic/global views of the programme. He examined the antecedents, (input and contexts) of the programme; transactions or processing (transformation) including instruction and the output – their efficiency and effectiveness at work place after the training. That study found that the programme possess some relatively high degree of accountability because it justified the investment on it to

an aggregate 71% of programme expectation. He did also examine fundings and resources and their utilization.

In 1990, Umoru-Onuka undertook programme evaluation of the then Christian Educational College, Okene. His findings was that the college can only be accountable with respect to funds committed to it and the product it was expected to turn out only if the college was upgraded to a Full Theological Seminary. As at that time, its degree of accountability was found to be 40% (aggregate). In 1991, the college was so upgraded and is now known as Crowther College of Theology, Okene. It has since started to fulfill the purpose for which it was set up, hence it is now a provincial rather than a Diocesan Theological College. In this programme accountability undertaking via programme evaluation the following variables/parameters were evaluated for their contribution to the programme responsibility (accountability).

The level of funding, the quality and quantity of teaching staff, facilities, the entry qualifications of the students, the efficiency and effectiveness of the products of the school in their posts, the response of the populace to its advertisement for students, the quantity of patronage by its corporate clientele etc.

Programme evaluation determines the responsiveness of a programme clientele by answering some questions as to how it has been responsible for achieving its goals, thus obviously programme evaluation becomes an appropriate means of determining programme accountability.

Accountability in education is joint responsibility of all stakeholders in the industry viz: legislature, proprietors, parents, teachers, principal/manager and students. If we agree with this postulation, then programme evaluation, which investigates the contributions of all the stakeholders towards objective realization or otherwise of the programme is the appropriate means of determining programme accountability.

Mehrens (1976) agrees with the notion that accountability and programme evaluation have some common grounds when he asserts thus: *"A typical definition of accountability would include setting correct goals, evaluating their degree of achievement and at what price, presenting and interpreting this information to the public..."* He further posits that: *"Accountability depends upon a good measurement (a form of evaluation) and the correct use of that measurement data. He also defines accountability as: "the process of justifying costs by presenting the positive effects derived from expenditure".*

### **Some Models**

Some programme evaluation models include Stake's (1967) Antecedents, Transactions and Outcomes (ATO) which implies: inputs, processes and product evaluation, Shufflebean's contexts,

inputs, processes, products (CIPP), evaluating each of these aforementioned components and Provus (1971) Discrepancy Model: evaluating differences between actual and intended programme outcomes or Scriven's (1967) Programme goal evaluation models. Using any of these models does reveal whether or not the programme is accountable or responsible at all for attaining its purpose(s).

### Conclusion

Accountability in Education is a relatively new but dreaded concept in Nigerian's educational administration and practices, yet it is worth experimenting in full so that our education system might put on track. This is so because whoever knows, he will be held accountable for his actions or inactions, contribution or lack of contribution, will be diligent at his duty post. Whether he is an instructor in education or an educator, a manager, a parent or a pupil, he will ensure that he does his best well to escape blame for failure. So the spirit of honesty that has for a long time eluded the Nigerian Society will come to the fore and corruption will thus be prevented. However, for accountability in education to take its proper place, all our educational programmes must be evaluated to prove their accountability or otherwise. This will better place our educational system placed as it becomes responsible and responsive to the vagaries of the economy and political climate as well as current social demands.

### References

- Alkin, M.C. (1990): *Accountability Defined*. A mimeograph. University of California, Los Angeles.
- Anderson, S.B. (1971): *Accountability: What, Who and Where?* *School Management* 15(9), 28-29.
- Babarinde, E.O. (1992): "NUC and development of university education in Nigeria since 1974 - An evaluation study. A Ph.D Thesis proposed at the Dept. of Educational Management, College of Education, and University of Ibadan.
- Cooley, W.A. and Loihnes P.R. (1976): *Evaluation Research in Education*. New York: Irvington Publishers Inc.
- Enwell P. and Jones, D.P. (1991): *Assessing and Reporting Student Progress: Response to the "New Accountability"* Washington, DC: National Centre for Education, Statistics (edition).
- Gronlund, N.E. (1974): *Determining Accountability for Classroom Instruction* New York: Macmillan Publishing Co. Inc.

- Jonathan-Ibeagha, E.I. (1986): Instructional Strategies of University Trained Physics Teachers As Correlates of Leaving Outcome to Secondary School. An unpublished Thesis at the Institute of Education, University of Ibadan.
- Lessinger (1970): Emerging Accountability for Results in Public Education, *Phi Delta Kappan* 52, 217-225.
- Lopez, F.M. (1970): "Accountability in Education" *Phi Delta Kappan* 52, 231-235.
- Luberman, M. (1970): An Overview of Accountability, *Phi Delta Kappan* 194.
- McKenna, C. (1983): Evaluation for Accountability in Lawrence, R.L. (ed.) *Journal of Extension*, Vol XXI, Sept/October, 1983.
- Mehrens, W.A. (1991): Using Performance Assessment for Accountability Purposes: Some Problems, *Educational Measurement: Issues and Practice* Vol. 1, No. 1. pp. 3-9, 20 Spring, 1992.
- (1976): Measurement and Evaluation New York: Rinehart Winston.
- Ogunwuyi, A.O. (1995): Accountability in Nigerian Schools: A Quest for Quality Education in Fadipe, D.O. et al (eds.) *The Moulder, Journal of School of Education*, St. Andrew's College of Education, Oyo.
- (1992): Curriculum Evaluation As a Means to Accountability in Education. A Paper presented at the Workshop on Curriculum Development and Evaluation (6th - 10th April, 1992, at Conference Centre, University of Ibadan.
- Pophan, W.J. (1970): 'Instructional Objectives Exchange 1960-1970' CSE Reprint No. 19, Centre for the Study of Evaluation, university of California, Los Angeles.
- Pring, R. (1978): 'Accountability' in Lawson, D. *et al.* Theory and Practice of Curriculum Studies, London: Routledges and Kegan Paul.
- Provus, M. (1971): Discrepancy Evaluation, Berkeley California.
- Rebarber, T. (1991): Accountability in Education (Better Evaluation Through Informal Legislation Series) National Conference of State Legislatives, Washington D.C: Vanderbilt University.
- Smith and Staughton (1983): Evaluation for Accountability in Lawrence, R.L. (ed.) *Journal of Extension*, Vol. XXI, Sept/October, 1983.

The American Joint Committee on Standards for Educational Evaluation (undated) Report.

Umoru-Onuka, A.O. (1986): An Impact Evaluation of Agricultural Management and Rural Training Institute, Ilorin, Unpublished Thesis at the Institute of Education, University of Ibadan.

Umoru-Onuka, A.O. (2000): Evaluation as a Means of Enhancing Student Achievement, A Paper delivered at WAEC Monthly Seminar, February, 2000. Lagos.

UNIVERSITY OF IBADAN LIBRARY