

UNIVERSITY OF ILORIN



THE TWO HUNDRED AND FIFTY-SIXTH (256TH) INAUGURAL LECTURE

“HOLDING EDUCATION ACCOUNTABLE FOR
RESOURCES AND RESULTS”

By

PROFESSOR YUNUS ADEBUNMI FASASI
B. Ed. (Ibadan), M. Ed., Ph. D. (Ilorin)

**DEPARTMENT OF EDUCATIONAL MANAGEMENT,
FACULTY OF EDUCATION,
UNIVERSITY OF ILORIN, NIGERIA**

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Professor Wahab Olasupo Egbewole SAN
LL.B (Hons) (Ife); B.L (Lagos); LL.M (Ife); Ph.D. (Ilorin);
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**PROFESSOR OF EDUCATIONAL MANAGEMENT,
DEPARTMENT OF EDUCATIONAL MANAGEMENT,
FACULTY OF EDUCATION,
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Great Students of the University of Ilorin,
Gentlemen of the Press,
Distinguished Invited Guests,
Ladies and Gentlemen.

Preamble

I am highly honoured to stand before this august gathering today to deliver the 256th Inaugural Lecture of the University of Ilorin. I am full of thanks to my Creator: ArRahman, The Gracious; ArRahim, The Merciful; Rabbul Alamina, The Lord of the worlds, Who has been protecting and directing me at every stage of my life and has decreed that today's lecture is going to be a reality. Allah says in Holy Qur'an Chapter 25, Verse 2: "He to whom belongs the dominion of the heavens and the earth, and who has not taken a son and has not had a partner in dominion and has created each thing and determined it with (precise) determination".

I had an opportunity of starting primary education of Western and Islamic types at an early stage of my life. These two forms of education continued when my parents sent me to a

learned teacher of Arabic and Islamic Studies in the person of Alhaji Yusuf Ashiru Imam at Abajaoro's Compound, Osogbo. Under his tutelage, I completed reading the Holy Qur'an and did graduation ceremony. I also completed primary school, secondary modern school and teacher training college. He returned to his Lord in 1977, the year I sat for my Ordinary Level GCE. I sat for Advanced Level GCE in 1979 and secured admission into the University of Ibadan in 1980 to read Educational Management and Islamic Studies. This marked the beginning of my journey into the field of Educational Management.

I developed an interest in educational administration and supervision when I was a secondary school teacher and, I had the opportunity of being invited to serve as a teacher-inspector of schools by the Local Inspector of Education. In the administrative engagements, I got an insight into supervision, inspection and monitoring of schools. As government officials, we found out through supervisory process, what teachers and non-teachers were doing so that we could determine the extent to which available resources had been utilised for achievement of educational objectives, explore means of improving the educational services and provide feedback to the Government and other stakeholders. This experience boosted my interest in finding means of ensuring that teaching and learning activities in schools were directed towards the achievement of educational objectives. With this at the back of my mind, I started to pursue higher degree programmes and to research extensively into supervision, inspection, monitoring and other aspects of quality management in the education system.

As a lecturer at undergraduate and postgraduate levels in the Department of Educational Management of this great University, my academic, research and community services are focused on different aspects of quality management. I also presented papers and published articles in this area. I conducted resource verification and accreditation of Educational Management programmes in universities across the country. In

these supervisory activities, there were interactions with teachers and non-teachers in order to ascertain the extent to which teaching and learning were in line with the standard set by the Government and enforced by supervisory agencies.

Vice-Chancellor, sir, on my assumption of duty in this great University in 2003 after my years of academic service in the college of education, Professor A. Y. Abdulkareem handed over to me a book titled “Calling Education to Account”; and in the course of my academic and professional development as a lecturer, I have researched different aspects of Accountability in Education under the mentorship of Professor N. Y. S. Ijaiya. The contributions of these two academic giants and accomplished Professors are instrumental to the choice of the topic of today’s Inaugural Lecture titled ‘Holding Education Accountable for Resources and Results’, which is a presentation of part of my research efforts towards advancing knowledge in area of my research interest.

Introduction

A strong belief, expressed and documented severally for many years is that education at basic, secondary and tertiary levels, is an instrument for national development (Federal Republic of Nigeria, FRN, 2014). It has also been asserted that socio-economic, political, scientific and technological transformation at national and global levels, as proposed and executed in different developmental programmes of Nigerian Government and international agencies, are positively and significantly influenced by education. Thus, the achievement of Millennium Development Goals, Sustainable Development Goals, National Economic Empowerment and Development Strategies, and other developmental programmes embarked upon at national and international levels, are heavily dependent on education. Obanya (2007) observed that education is crucial to the development of economic, political, health, agricultural and other sectors of society. He stated further that the educated human resources of the nation would assist in sustainability and goal achievement of all the sectors.

The Nigerian Government, having realised that through education, an individual could maximise the potential for self and societal development, and that education is vital for the promotion of national unity and progress (FRN, 2014), has adopted education as an instrument for the achievement of national goals and objectives. Based on the needs of the country and the desire to be able to compete favourably at the global level, the Federal Government stated that goals of education are the:

development of individuals into a morally sound, patriotic and effective citizen; total integration of the individual into the immediate community, the Nigerian society and the world; inculcation of national consciousness, values and national unity; and development of appropriate skills, mental, physical and social abilities and competencies (FRN, 2014, pp. 2-3).

Goal, according to the United Nations Development Programme (UNDP, 2013), constitutes the target to be met in execution of a plan, and the basis on which performance should be assessed. UNDP stated further that governments in developed and developing countries have expressed their commitment towards the achievement of developmental goals, and that they would be held accountable for the extent to which the goals have been actualised. The goals of education in Nigeria as stated in the national Policy on Education, constitute the government's intention on developmental activities. Therefore, the education system must be able to achieve these goals so that socio-economic, political and other sectors of the nation will be able to secure a skilled workforce to pursue and achieve their mandate (Fasasi & Alabi, 2015). The extent to which all sectors can achieve their goals and objectives will determine the level of national development and national survival. Figures 1a and 1b capture the essence of education and national development; and educational goals, resource inputs, process and results:

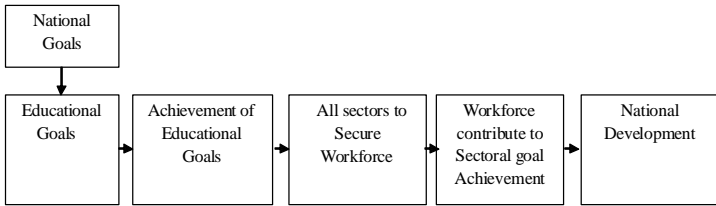


Figure 1a: Education and National Development

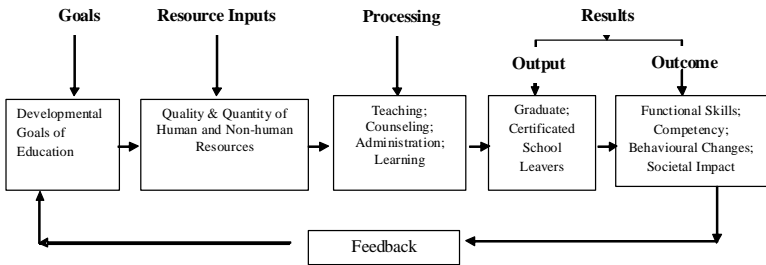


Figure 1b: Educational Goals, Resource Inputs, Process and Results

Indeed, Figure 1a shows that educational goals, which are derived from the goals of the nation, should be achieved so that all sectors would be able to secure required workforce. The workers would contribute to the achievement of their organisational goals and eventually to national development while Figure 1b shows that the goals of education are developmental goals.

Hence, they serve as the source from where all decisions and actions on education should emerge. The goals are expected to be the basis for determining resource inputs, processes and results inform of output and outcome of the education system. They are also to guide the educational administrators in procurement, allocation and utilisation of resources, as well as regulate performance and boost the morale of the employees. Moreover, the confidence enjoyed by the education system at all levels depends on the extent to which the goals are attained.

Stakeholders in all sectors of the nation are looking unto educational institutions for development of their human resources.

They want to know the extent to which education is discharging its mandate. Specifically, parents are interested in what the school is teaching their children; employers of labour want to ensure that their prospective employees are competent graduates from educational institutions, while the government wants to know how resources are utilised, and if a school requires any form of assistance to produce expected results.

The Educational Resources

Vice-Chancellor, sir, resources in education are assets and facilities which are utilised in the process of teaching and learning for the achievement of educational objectives at classroom and school levels. There are human and non-human resources which constitute inputs into the educational system.

Human resources in the educational system are teaching, administrative and technical staff and students. They are to make use of non-human resources for the performance of their duties and achievement of educational objectives. Societal needs and objectives which are spelt out in Government policies, should determine the staff to be employed and students to be admitted. Errors committed at the point of employment and admission would adversely affect the duty performance of the personnel and the achievement of desired objectives.

Non-human resources are:

- a. Financial resources: Money which may be in local and/or foreign currencies;
- b. instructional resources: Audio-visual aids; graphics; printed materials and other items such as chalkboard, magnetic boards, chemicals, writing materials, e-resources (e-books and e-journals);
- c. physical resources: Land, building, furniture, workshop machines, laboratory equipment, vehicles, electrical and water supply infrastructure; and
- d. time resource (Olagboye, 2004; Abdulkareem & Fasasi, 2012).

Provision, utilisation, maintenance and improvement of these resources are to be planned, coordinated, and controlled while staffing and leadership competency should not be taken for granted (see Table 1).

The resources are processed through teaching, learning, administration, counselling and other curricula activities. The processed resources are expected to bring forth results in the form of outputs such as the number of graduates, and outcomes in the form of employability, morality and ability to contribute positively to national development.

Table 1: Holistic Approach to Facility Management

Functions/Stages	Planning	Coordinating	Staffing	Leading	Controlling
Provision	Planning for Provision	Coordinating provision	Staffing provision	Leading in provision	Controlling provision
Utilisation	Planning for utilisation	Coordinating utilisation	Staffing utilisation	Leading in utilisation	Controlling utilisation
Maintenance	Planning for maintenance	Coordinating Maintenance	Staffing maintenance	Leading in maintenance	Controlling maintenance
Improvement	Planning for improvement	Coordinating Improvement	Staffing improvement Activities	Leading in improvement activities	Controlling improvement activities

Source: Abdulkareem & Fasasi (2012, pp. 99-107).

The Results

In this presentation, results in education are derived from students' academic performance in the West African Senior School Certificate Examination (WASSCE) for five years (2018-2022) in Mathematics and English Language (Tables 2 and 3). A summary of the two tables is presented in Table 4.

In Mathematics, the recorded absentees of not less than 10,687 candidates each year have been verified. A year had up to 22,420 absentees. Also, each year recorded an ordinary pass of not less than 58,187. There was a year with up to 220,804 candidates who had ordinary passes of Grades 7 and 8. Each year also recorded the failure of not less than 41,292 candidates. There was a year with up to 144,688 candidates that failed. Similar trends occurred in the English Language within the five years. These results show the level of wastages in the education system. They have implications for output and outcome in terms of efficiency and effectiveness.

Table 2:

SUBJECT	YEAR	TOTAL ENTRY	TOTAL SAT	NO. ABS & AS % OF TOTAL ENTRY	NUMBER AND PERCENTAGE OBTAINING GRADE													FAIL	
					CREDIT AND ABOVE									TOTAL CREDIT			PASS		TOTAL PASS
					1	2	3	4	5	6	1-6	7	8	7-8	9				
MATHEMATICS	2018	1576465	1563457	13008	69367	117152	454814	132661	167163	267300	1208457	129686	91118	220804	77009				
		(%)	99.17	0.82	4.43	7.49	29.09	8.48	10.69	17.09	77.29	8.29	5.82	14.12	4.92				
	2019	1596162	1547997	11052	1596162	257835	246427	492784	91410	98862	136831	1324149	64424	50795	115219	65229			
		(%)	98.62	0.7	16.65	15.91	31.83	5.9	6.38	8.83	85.53	4.16	3.28	7.44	4.21				
	2020	1549740	1534132	15608	60971	101468	423831	151408	144386	263820	1147884	104616	77249	181865	144688				
		(%)	98.99	1.00	3.97	6.61	27.62	9.86	9.41	17.32	74.82	6.81	5.03	11.85	9.43				
2021	1573849	1551429	22420	409536	269193	470977	90098	69214	99157	1408195	33477	24710	58187	41292					
	(%)	98.57	1.42	26.39	17.35	30.35	5.8	4.46	6.39	90.76	2.15	1.59	3.75	2.66					
2022	1607981	1597294	10687	164072	193449	379957	129926	84430	117772	1069606	39441	44655	84096	77770					
	(%)	99.34	0.66	10.27	12.11	23.79	8.13	5.29	7.37	66.96	2.47	2.80	5.26	4.87					

Source: WAEC, 2022

Table 3:

SUBJE CT	YEAR	TOTAL ENTRY	TOTAL SAT ENTRY	NO. ABS & AS % OF TOTAL SAT ENTRY	NUMBER AND PERCENTAGE OBTAINING GRADE													FAIL
					CREDIT AND ABOVE									TOTAL PASS			TOTAL PASS	
					1	2	3	4	5	6	1-6	7	8	7-8	9			
2018		1576465	1564535	11930	6332	113213	163172	182138	428291	894259	248316	178626	426942	215771				
	(%)	99.24	0.75	0.40	7.23	10.42	11.64	27.37	57.15	15.87	11.41	27.28	13.79					
2019		1596162	1548866	10183	14228	208384	247778	226964	407716	1107893	179174	109819	288993	125160				
	(%)	99.03	0.65	0.18	0.91	13.45	15.99	14.65	26.32	71.52	11.56	7.09	18.65	8.08				
2020		1549740	1533954	15786	4145	24729	284248	274020	361361	1175727	140646	82518	223164	102542				
	(%)	98.98	1.01	0.27	1.61	18.53	17.86	14.81	23.55	76.64	9.16	5.37	14.54	6.68				
2021		1573849	1552564	21285	16367	87433	543637	298214	183230	229854	1358735	74582	41017	115599	51930			
	(%)	98.64	1.35	1.05	5.63	35.01	19.2	11.8	14.8	87.51	4.8	2.64	7.44	3.34				
2022		1607981	1597139	10842	2833	19471	297703	283172	208122	269844	1081145	79430	37282	116732	32809			
	(%)	99.33	0.67	0.18	1.22	18.64	17.73	13.03	16.90	67.69	4.97	2.33	7.31	2.05				
ENGLISH																		

Source: WAEC, 2022

Table 4: Summary of Absentees, Ordinary Passes, and Failed Candidates in Mathematics and English Language, WASSCE, 2018-2022

Subject	Grade	Not Less than	Up to
Mathematics	Absent	10,687	22,420
	Pass	58,187	220,804
	Fail	41,292	144,688
English Language	Absent	10,183	21,285
	Pass	115,599	426,942
	Fail	32,809	215,771

Accountability in Education

UNDP(2013) defined accountability as an obligation of people in authority to take responsibility for their actions, justify them to those who are affected, and be subjected to some form of sanction if their explanation is found wanting. Masbridge (2014) sees accountability as an explanation and justification of one's actions to those to whom one is responsible. According to **Fasasi** (2016), accountability requires individuals who are given assignments to carry them out and report on the extent of their performance. In the same vein, Gidado and Abubakar (2017) state that, accountability is a process of performance evaluation with a view to holding an individual answerable, explore means of improvement and giving of feedback to the leadership of the organisation. Accountability in education implies demanding and rendering explanations on activities of those who are saddled with educational responsibilities purposely to improve the system. As observed by Ijaiya, **Fasasi** and Alabi (2015), concern for improvement in the quality of education has raised the demand for accountability, responsibility and answerability.

Babalola (2007) observed that skill mismatch and poor preparation of school leavers have characterised the education

system. These, according to him, are signs of institutional failure which make constant evaluation of educational programmes imperative. Demanding accountability through the evaluation process could eliminate or minimise wastages in form of drop out, repetition and redundancy after graduation.

Educational resources are provided to facilitate desirable performance and production of results in line with the set goals. Hence, the stakeholders will hold education accountable for the resources and the results. According to Anderson (2005), education is accountable because of its expected roles and the investment made into it by government and private bodies. The accountability system measures different aspects of education through schools' performance, identifies schools' and students' needs, and sets standards for high-level achievement (Loeb & Figlo, 2011). As elucidated by Coutts (2020), holding education accountable implies that an individual who is saddled with educational responsibility must tell the society what he is doing towards actualisation of the assignment. It also means holding the individual legally liable for the availability and quality of expected services.

The Government is responsible for formal education of its citizens. It carries out the educational responsibilities through Federal and State Ministries of Education, the FCT Education Secretariat and Local Government Education Authorities (FRN, 2014). The Constitution of the Federal Republic of Nigeria empowers the President to appoint a Minister of Education and assign him the responsibility of educational administration (FRN 1999, Sections 147-148). Similarly, the Constitution empowers the State Governor to appoint an Education Commissioner and assign him the responsibility of educational administration (FRN 1999, Sections 192-193). These and other Government officials are occupying positions of authority at national, state and local government levels of the educational system, and have been statutorily assigned to work on, and ensure actualisation of educational goals and objectives at their levels of operation. They are to account and answer for their actions, justify the

extent to which the goals have been achieved and be aware of the consequences of their actions.

Usman (2016) stated that rendering of account starts with the teacher, lecturer, and facilitator. Each of them is accountable to the head of his institution for the expected results of his job. The school heads and administrators are accountable to the Education Ministry and its agencies which are the supervisory organs set up by the Government to regulate their activities. Thus, the teacher has supervisory responsibility to his students and he is accountable to the head of the educational institution. The head has supervisory responsibility to his teachers and he is accountable to the supervisory agency that the Government has established for monitoring and control of quality. The agency is accountable to the Ministry of Education.

The Federal Ministry of Education is in charge of formulation and review of educational policy at all levels. Its major roles are to ensure uniformity, relevance, quality and maintenance of minimum standards through regular inspection, continuous supervision, and adequate monitoring of Nigerian education at all levels (FRN, 2014). It discharges its responsibilities through the government agencies established for each level and type of education.

One of the units in the Ministry of Education formerly referred to as the Inspectorate (FRN 2004), and currently referred to as the Quality Assurance Agency (FRN 2014), is charged with monitoring and maintenance of standards by organising continuous supervision and regular inspection in all educational institutions under its jurisdiction. In addition, the Ministry has education boards, commissions and agencies, which are saddled with the responsibility of ensuring quality education. These include Universal Basic Education Commission (UBEC), National Senior Secondary Education Commission (NSSEC), State Universal Basic Education Board (SUBEB), State Senior Secondary Education Board (SSSEB)/Teaching Service Commission (TSC) and Local Government Education Authority (LGEA). They also include the National Commission for

Colleges of Education (NCCE), the National Board for Technical Education (NBTE) and the National Universities Commission (NUC) among others (See Figures 3&4).

Empowered by Decree No 16 of 1985, the agencies are mandated to ensure uniform standards and quality education in the country. Qualitative education is a reflection of the extent to which an education system meets the needs/goals of the society. It is to be attained, maintained and improved through the efforts of supervisory personnel in the agencies. Quality in this sense refers to the relevance and appropriateness of educational programmes to the developmental needs of the society for which it is provided (Fasasi & Oyeniran, 2014).

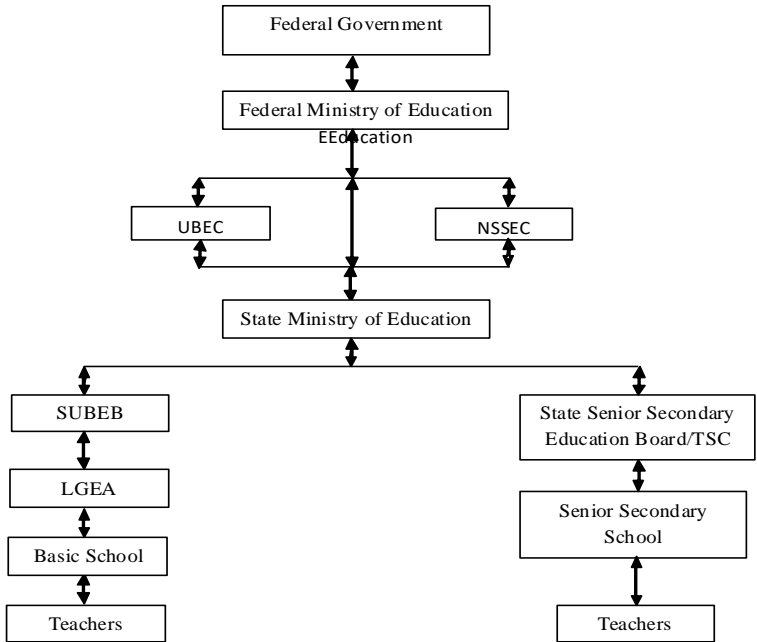
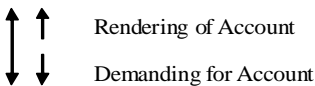


Figure 3: Accountability in Basic and Post-Basic Education



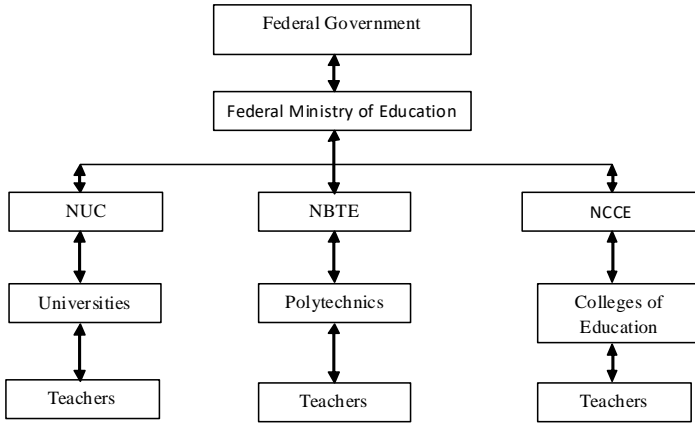
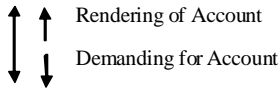


Figure 4: Accountability in Universities, Polytechnics & Colleges of Education



Source: Adapted from Usman (2016, p. 269).

NSSEC: National Senior Secondary Education Commission

SUBEB: State Universal Basic Education Board

SSSEB: State Senior Secondary Education Board

LGEA: Local Government Education Authority

NUC: National Universities Commission

NBTE: National Board for Technical Education

NCCE: National Commission for Colleges of Education

TSC: Teaching Service Commission

Accountability as an Ethical and Religious Obligation

Vice-Chancellor, sir, in addition to the Government's laws and policies on educational activities and their accountability at all levels, there are professional ethics which spell out the duties and rights of stakeholders in education. Professional ethics which is meant to protect public resources and facilitate duty performance by government officials (Ssonko,

2010), is defined by **Fasasi** (2011) as moral principles of right behaviour and high standard of performance which are expected of employees in public and private organisations. An organisation's inability to achieve desired objectives could be attributed to poor ethical compliance on the part of employees. This is professional misconduct which could lead to sanction, termination, suspension and other forms of punishment. Thus, professional bodies in public and private institutions have principles, standards and moral codes which members are expected to comply with. According to Ijaiya, **Fasasi** and Alabi (2015), the members are accountable for their actions.

Despite laws, policies and professional ethics which have sanctions for deviance and make accountability imperative, it should be noted that many individuals in the education sector like other sectors in Nigeria and Africa, tend to evade accountability. It is, therefore, important to state here that there is another type of accountability which people tend to trivialise and take for granted. According to Evans (2021), religious people of the Abrahamic faith hold a central belief that people are created by God to be accountable to God and to one another. Individuals are required to be morally responsible to each other and to God to live well in the society.

Allah (SWT) clearly stated that everyone is responsible for his work and he is accountable for it. Human actions are being recorded and he will be asked to give an account on the day of accountability. Allah (SWT) said in the Holy Qur'an (Chapter 17, Verse 14): "Read your record. Sufficient is yourself against you this Day as accountant." (Al-Isra, 17: 14).

Position of responsibility is an authority delegated to an individual as a trust which should neither be neglected nor betrayed. Rather, it should be taken care of and properly discharged, because the individual will have to account for the way it is discharged. According to Gidado and Abubakar (2017), discharging one's responsibilities is a service (Ibadah) to Allah and a virtuous deed (amalaSalih), which attracts rewards in this

world and hereafter. Therefore, organisational resources in the classroom, school and other educational establishments, should be used to produce desired outputs in line with organisational goals and objectives. Thus, governments, institutional administrators and teachers, have assigned roles as stipulated in Nigerian Constitution, the educational policies of the country and the ethics of the various professions. The roles, which are positions of responsibility, have been assigned to them by their appointments as a trust, a moral responsibility (an Amanah); while their performance or otherwise is to be accounted for.

This implies that accountability in education does not end in the classroom, school or any organisation that we may be. Accountability has legal, ethical and religious implications. There is accountability for human actions and inactions at a time that is divinely ordained.

Educational Supervisors as Government Agents for Accountability

Supervision, a process of professional guidance towards improved performance (Ogunsaju, 1983), has been instituted by the Government as part of quality assurance and strategies for demanding accountability (FRN 2014). According to Fasasi (2013), heads of educational institutions and their assistants are the internal supervisors who are responsible for maintenance of quality within their institutions. He stated further that officials from education agencies and ministries are external supervisors, who visit various educational institutions from their respective offices. The two categories of supervisors are to link the Government with other stakeholders (see Figures 4 & 5). They are to check, evaluate and guide the performance of school personnel with a view to suggesting strategies for improvement. They are also to disseminate information on instructional methods and good practices, obtain information from schools and liaise with appropriate agencies to provide solutions to challenges which are confronting the schools (FRN, 2014). As officials who are charged with the responsibility of holding educational institutions accountable, they are also accountable to

the Government. Therefore, they are expected to act on authority, which according to Ekundayo (2023), is based on a system of rules that is administratively applied in accordance with laid down principles.

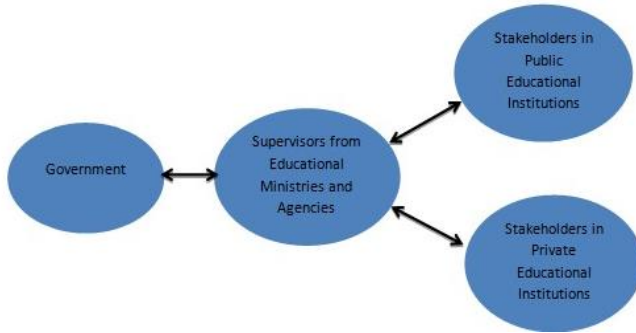


Figure 5: External Supervisors: A link between Government and Stakeholders

Adapted from Oyarekhua (2013)

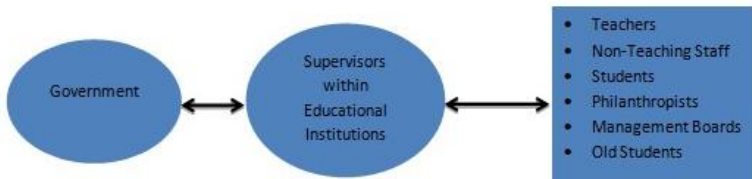


Figure 6: Internal Supervisors: A link between Government and Stakeholders

Adapted from Oyarekhua (2013)

Internal Supervision at all Levels of Education (Basic, Post-basic and Tertiary)

Internal supervision is a process of guidance and accountability which is conducted to identify staff and student needs, ascertain resource availability, direct efforts towards goal achievement and ensure continuous improvement in teaching-

learning activities. It is also referred to as school-self evaluation, internal demand for accountability and personal evaluation. As school-based supervision, it is carried out within the school by the head, sub-heads and other designated personnel (**Fasasi & Tijani, 2014**).

According to UBEC (2012), it is meant to determine the standard attained by an institution as a whole, and the standard of different units of the institution. It is also meant to complement the efforts of evaluators from education ministries, boards, agencies and commissions. It should be conducted regularly and properly documented in line with the guidelines being used in the external evaluation, and its records should provide a veritable source of information for external supervisors. As stated by Chapman and Sammons (2013), it enables members of staff to reflect on their practices and identify strategies for improving teaching-learning activities.

Interestingly, internal supervision as a means of self-evaluation is in line with a tradition of Prophet Muhammad (PBUH), which says ‘evaluate yourself before you are evaluated’ (Jami’at Tirmidhi 2459, Book 37). This implies that an individual and an organisation should conduct internal self-evaluation before external evaluators demand accountability, as it happens during resource verification and accreditation exercises.

Internal supervision was not common in the early period of Western Education in Nigeria because teachers, head teachers and their officers were not trained (**Fasasi, 2013**). The introduction of teacher training colleges provided opportunities for training of teachers and school administrators who eventually became supervisors. Internal supervision has become an integral part of Whole-School Evaluation (WSE) with the introduction of quality assurance practices in the nation’s educational institutions. Its reports should be handed over to external supervisors whenever they visit an educational institution for whole-school evaluation, accreditation, resource verification and other supervisory activities.

Internal supervision is conducted at classroom, departmental and institutional levels by heads and sub-heads of educational institutions (See Figure 7).

An educational institution (basic, secondary, tertiary) is an entity, an organisation and a system with different levels of administration. It comprises units in which administrative and supervisory activities take place. The head of each unit (class/subject teacher, head of class/head of department and head of institution) has supervisory responsibility for which he is accountable.

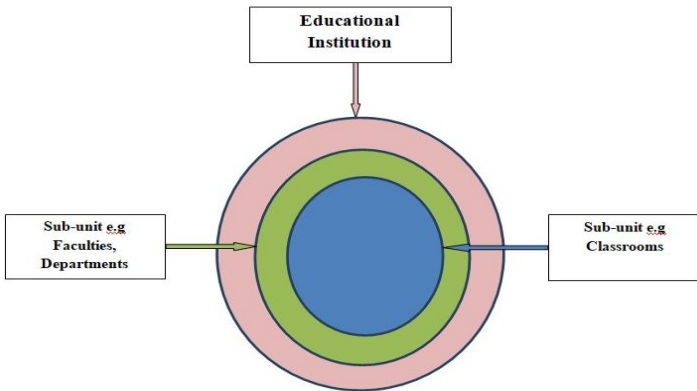


Figure 7: Levels of Supervision within an Educational Institution

External Supervision of Basic and Post-basic Education in Nigeria

In Nigeria, the establishment of primary schools of Western type started in 1842. The British Colonial Administration initially regarded education as a private venture whose establishment and administration would not be tampered with. The priority of the Colonial Government at that time was on security and enforcement of laws in its newly colonised territories (Fasasi, 2002). After forty years of non-interference, there was a need for the Government to take control of education. It enacted an Education Ordinance in 1882 in which

an Education Board was constituted and an Inspectorate was established for the West African British Colonies of Lagos, Gold Coast (Ghana), Sierra Leone and Gambia. This marked the beginning of the demand for accountability in education in the country. Another Education Ordinance was promulgated in 1887 for the Colony and Protectorate of Lagos. This and subsequent ordinances also recognised the importance of school inspection.

Visitation to schools for supervision in the early period of Western Education was exclusively made by external supervisory agents who were employed and assigned to schools by the Boards and Ministries of Education. According to **Fasasi** (2002), the Colonial Government was concerned with adequate staffing, facilities, uniformity in educational practices, staff and student discipline, as conditions for financial assistance.

At different periods of educational development, the Colonial Administration and later the Nigerian Government enacted laws, ordinances, codes, and constitutions which were to guide the establishment and administration of schools, control the activities of proprietors, and ensure quality teaching and learning. Supervisory efforts were extended to secondary schools when they started to emerge in 1859 (Fafunwa, 1974).

School supervisors popularly referred to as inspectors during the early period of Western Education in the country were not professionally trained. They were subject specialists appointed from the civil servants and classroom teachers (Ijaiya & **Fasasi**, 2008). They received instructions from their masters and ensured that teachers complied without hesitation. As a link between schools and government, the supervisors were to visit schools and report their findings to the government with recommendations for teachers' promotion, demotion and termination of appointment. The supervisors also recommended school opening, closure, upgrading and downgrading based on their evaluation of the schools they visited. They exercised a high level of power and authority. They were feared. This could have been the reason behind their dictatorial attitude. They were seen as 'tin gods'.

The Colonial Government established the first government primary school in 1899 and the first government secondary school in 1909 (Fafunwa, 1974). This led to the categorisation of existing educational institutions as government schools to be fully funded by the Government, assisted schools to be grant-aided and mushroom schools to be closed down due to poor standards. Many schools in the mushroom category struggled to meet the expected standard to qualify for operation and financial assistance while those on the assisted list struggled for retention and possible increase in grants. They looked unto the inspectors for favourable consideration.

As a result of the amalgamation of Northern and Southern Nigeria in 1914, the Government issued another Education Ordinance in 1916. The ordinance directed inspectors to visit schools as frequently as possible throughout the year and to report on their level of efficiency. The reports were to be used by the Government for decision-making. The Education Ordinance of 1926 categorised schools into Grades A, B, C and D based on inspection reports. The categorization was meant to determine the rate of financial assistance that was due to a school. Adesina (2005), was of opinion that the supervisors played vital roles in deciding the fate of the schools.

Division of the country into regions in 1954 brought about Regional Education Laws, Regional Ministries of Education and Inspectorate Units to oversee the educational institutions and programmes in the regions. At independence, the Regional Governments continued to be guided by their existing education laws. Education Boards, Ministries and Inspectorate Units were created whenever there were newly established political and administrative divisions in the country. However, educational expansion and recommendations from commissions such as the Ashby Commission of 1959, did not give serious consideration to the expansion of inspection personnel (Fasasi, 2002).

The country was divided into twelve states in 1967. This led to the establishment of ministries of education in each of the States. The Federal Government envisaged the possibility of the

newly created states to have their respective education laws as it happened to regional governments in the 1950s and early 1960s. The Federal Government, therefore, established the Federal Inspectorate Service in 1973 as a unifying supervisory agency for educational institutions. The Inspectorate was autonomous till 1988 when it was made a unit under the Federal Ministry of Education as a result of the Civil Service Decree of 1988. The removal of autonomy was a setback to the Inspectorate as its duty performance was rendered ineffective (FME, 2013; FME, 2014).

The Federal Government published the first National Policy on Education in 1977 to unify the educational practices, remove the existing contradictions at all levels of the education system and make education relevant to the needs of the Nigerian citizens. The policy introduced the '6-3-3-4 system of education'. In recognition of the roles of the Inspectorate Divisions, the Government stated in the policy that the quality of education would be controlled through regular inspection and continuous supervision (FRN, 1977). The Government's readiness to ensure quality education through the Inspectorate was prominently discussed in subsequent editions of the educational policy which were published in 1981, 1989, 1998 and 2004.

In a survey tagged 'Operation Reach All Secondary Schools' (ORASS), which was conducted in 2006 by the Federal Ministry of Education on the performance of secondary schools in Nigeria, it was found that the setback and inefficiency suffered by the Inspectorate was the cause of poor performance in schools (FME, 2014). The Ministry of Education recommended restructuring of the Inspectorate at Federal, State and Local Government levels. It also recommended the introduction of Quality Assurance practices. These were approved by the National Council on Education in 2007 and the Federal Inspectorate Service was renamed Federal Quality Assurance Service (FME, 2014). According to UBEC (2012), quality management efforts in the past were narrow and little was achieved in the improvement of the education system. UBEC stated further that Quality Assurance practice is an effort

towards improving inputs, processes and output of the education system and it is a clear departure from the traditional approach to educational supervision. The newly introduced Department of Quality Assurance replaced the Department of Monitoring and Evaluation. This was seen as a bold attempt towards addressing the challenges of assuring quality in all aspects of the educational system.

In the 2014 edition of the Federal Republic of Nigeria National Policy on Education, the Government reiterated its commitment towards quality education through Quality Assurance Agencies at the Federal, FCT, State and Local Government levels. The Agencies would be monitoring and maintaining standards and be responsible for the inspection and supervision of schools under their jurisdiction (FRN, 2014, p. 64).

Quality assurance service involves School Self Evaluation (SSE) and External Evaluation (EE), a combination of which is referred to as Whole School Evaluation (WSE). WSE is an alternative model to traditional inspection in the evaluation of the education process. It is also a shift from some negative tendencies associated with the concept of inspection such as policing and fault finding. It aims at evaluating the effectiveness of a school in terms of local and national needs (UBEC, 2012).

Supervisory Agencies under the Ministry of Education

The Nigerian Constitution (Federal Republic of Nigeria, 1979, p.79: 1999, p.132) empowered the Federal Government to prescribe minimum standards for education at all levels. The Government, therefore, promulgated the Education National Minimum Standards and Establishment of Institutions Decree No. 16 of 1985 (FRN, 1985), which was amended in 1988 and 1993. The Decree stated the Ministry of Education Agencies which are responsible for prescription, maintenance and monitoring of minimum standards for different levels and types of education. The Decree also empowered each of the agencies to control the quality of education by appointing inspectors who would visit the educational institutions for inspection,

supervision, accreditation, monitoring and evaluation of programmes in the institutions. As a result, existing agencies were saddled with supervisory responsibilities while new ones were established as the need arose. Table 5 shows some of the agencies and their roles.

Table 5: Functions of Supervisory Agencies under the Ministry of Education

S/N	Agency	Level of Education	Type of Education	Functions of the Agencies
1	Quality Assurance Unit of Federal and State Ministries of Education & LGEA; SUBEB, UBEC	Pre-Basic and Basic Education	ECCD&E, Kindergarten, Primary, Junior Secondary Education	<ul style="list-style-type: none"> i. Prescribes minimum standards for pre-basic and basic education ii. Co-ordinates, supervises and monitors implementation of UBE programmes
2	Quality Assurance Unit of Federal and State Ministries of Education; NSSEC, SSSEB/Teaching Service Commission	Post-Basic Education	Senior Secondary Schools, Technical and Vocational Colleges	<ul style="list-style-type: none"> i. Prescribes minimum standards for Senior secondary school, technical and vocational colleges ii. Co-ordinates, supervises and monitors the implementation of senior secondary, technical, and vocational education.
3	National Commission for Colleges of Education (NCCE)	Tertiary Education	a. Colleges of Education	<ul style="list-style-type: none"> i. Establishment and maintenance of minimum academic standard ii. Accreditation of institutional programmes
	National Board for Technical Education (NBTE)		b. Polytechnics/ Monotechnics	<ul style="list-style-type: none"> i. Establishment and maintenance of minimum academic standard ii. Accreditation of institutional programmes
	National Universities Commission (NUC)		c. Universities	<ul style="list-style-type: none"> i. Establishment and maintenance of minimum academic standard ii. Accreditation of institutional programmes

Sources: Adapted from Olagboye, 2004; National Policy on Education, 2014; NSSEC, 2022

The Federal Government established the National Primary Education Commission (NPEC) by Decree 31 of 1988 and re-established it by Decree 96 of 1993 to prescribe minimum standards for primary education. The Universal Basic Education Commission (UBEC) replaced NPEC in September 1999 when UBE was introduced. The UBE Act mandated the Commission to set, maintain and monitor standards in primary and junior

secondary educational institutions (UBEC, 2004). Thus, it became an intervention and quality assurance agency for UBE schools consisting of pre-primary, primary, and junior secondary schools (UBEC, 2012).

The law establishing the National Secondary Education Commission was proposed in 2004. The disarticulation of junior secondary school to basic education led to the amendment of its Bill and it became National Senior Secondary Education Commission (NSSEC) in 2021. Thus, NSSEC started to operate as a regulatory and intervention agency for Senior Secondary Education in Nigeria in 2021. The mandate of the Commission, among others, is to prescribe minimum standards, supervise and regulate senior secondary education in Nigeria (NSSEC, 2022), and work with Ministries of Education and State Senior Secondary Education Board/Teaching Service Commission in all States of the Federation.

External Supervision of Tertiary Education in Nigeria

Tertiary education is the third and highest level of education in Nigeria. It is acquired after post-basic education in federal, state and private universities, polytechnics, mono-technics, institutes and colleges of education, and other degree/diploma awarding institutions. Its goals include high-level manpower training for national development, national unity and international understanding. The goals are to be pursued through quality students' intake, quality system of instruction, research and dissemination of knowledge and skills in the form of community service. According to Okogie (2008), licensing an institution to operate is not enough, its programmes must be constantly evaluated to ensure that they measure up to the expected standards. This is referred to as accreditation, a process of evaluating quality and finding out the condition of the institution in relation to where it is supposed to be. It is also a process of determining the extent to which the government's directives on a minimum standard of education have been met. Accreditation is meant for programme quality improvement,

uniformity and maintenance of minimum standards (Ukoha & Eneogwe, 2007).

Supervision of tertiary educational institutions, commonly referred to as resource verification and accreditation, is also backed up by Decree 16 of 1985 which directed the Government to mandate education agencies to oversee each type of tertiary institution. Thus National Universities' Commission (NUC) took charge of universities, the National Board for Technical Education (NBTE) for polytechnic education, National Commission for Colleges of Education (NCCE) for teacher education below universities, among others.

NBTE was established by Decree 9 of 1977 and in line with Decree No 16 of 1985, the Federal Government issued Decree No 9 of 1993 to empower NBTE to lay down minimum academic standards for polytechnics and other technical institutions in the country. It was also mandated to accredit academic programmes in all technical and vocational institutions for the purpose of awarding national certificates and diplomas.

NCCE was established by Decree 3 of 1989, amended by Decree 12 of 1993 as a supervisory agency for non-degree teacher education programmes in Nigeria. In line with Decree No 16 of 1985, NCCE was charged with the responsibility of harmonising all Nigeria Certificate in Education (NCE) programmes into a minimum standard. This was circulated to all colleges of education in preparation for accreditation which commenced in 1990 (Ukoha & Eneogwe, 2007).

NUC was first established as a non-statutory body in 1962; and re-established as a statutory body in 1974. Its enabling law was amended by decree 49 of 1988 to determine Minimum Academic Standards (MAS) for all universities in Nigeria and to accredit their degrees as contained in Decree 16 of 1985. MAS was developed for programmes in the existing universities in 1989 in preparation for accreditation which commenced in 1990. It was reviewed in 2004 to produce the Benchmark Minimum Academic Standard (BMAS) (Okojie, 2008; NUC, 2023). Subsequent review of BMAS in 2018 led to its expansion from

12 to 17 disciplines and it was referred to as Core Curriculum Minimum Academic Standard (CCMAS). The CCMAS was initiated to reposition the university education to reflect the realities of the 21st century. Its implementation commenced in September 2023 (NUC, 2023; *The Guardian*, August 2023).

Educational Accountability Challenges and Supervisors' Responsibilities

Supervisory activities are initiated to ensure that resources are directed towards the achievement of educational objectives. However, there are challenges arising from educational policies and practices which a supervisor must address in order to be able to discharge his duties effectively. He is responsible for ensuring that activities in educational institutions are not at variance with the objectives of the educational system (**Fasasi**, 2016). Some of the policies and practices which pose challenges to the Nigerian education system and thus become supervisors' responsibilities are hereby highlighted.

1. Education always occupies the position of prominence in all ordinances, constitutions, decrees, policies, rules and regulations right from the period of Colonial Administration to the present day. The relevance of supervision, monitoring and quality management is stated in these laws at the local, state and federal levels. However, awareness of these legislations by some stakeholders is very low while compliance with them is not taken seriously by many of the citizens. In a study on the legal framework of education in Nigeria, **Fasasi** (2018), noted that many stakeholders are ignorant of education laws and policies which are meant to guide their decisions and actions. Ensuring knowledge of the law and its application becomes the responsibility of the supervisors.
2. Proliferation of educational institutions. Nigeria's pre-independence and post-independence eras witnessed the

establishment of many educational institutions at all levels. There were illegal and mushroom schools which were operating without approval while many private schools were licensed by the Government. The Government also embarked on the establishment of new educational institutions, especially at the tertiary level. The institutions were so many that their proprietors could hardly maintain them. Professor Frederic Harbison sounded a note of warning that ‘schools and college buildings can be created in a matter of months, but it requires decades to develop high-level teachers and professors’ (Fafunwa, 1974, p.154). The available number of supervisors and teachers cannot take care of the ever-increasing number of educational institutions while competent and adequate ones cannot be produced within a short period.

3. A major concern of supervisors during the colonial period and after independence was facility inadequacy. Many schools were declared substandard and were denied recognition for lack of facilities. According to a study conducted on facility management by Abdulkareem and **Fasasi** (2012), supply, utilisation, maintenance and safety of facilities constitute major administrative and supervisory challenges in educational institutions.
4. There are schools of large size with high classroom populations, especially in urban centres, due to social demand for education. Some schools also become large due to the admission of students more than their carrying capacity. These have complicated the duties of internal supervisors and have led many institutions to embark on window-dressing to meet requirements of external supervision, resource verification and accreditation.
5. Moreover, programmes such as 1955 and 1979 Universal Primary Education (UPE), and 1999 Universal Basic Education (UBE) which were initiated and executed at

lower levels of the education system, had implications for additional facilities in the future of higher education. By the time the products of UPE/UBE programme got to a higher level of education, the needs of the students in terms of classrooms and other facilities were hardly prepared for. Supervisors and administrators were left to find solutions.

6. The Nigerian education system is designed in stages with a specific number of years as duration in each of the stages. Many school pupils are in the habit of entering primary schools before the officially approved age, while many move to another stage without waiting to complete the previous level. This has led primary six classes to be phased out in many schools, especially in private schools. The same practice occurs in senior secondary schools where many pupils decide to take SSCE examinations at SS2. Physical, mental, social and emotional developments of the pupils are affected. Admission of such pupils into schools poses challenges for effective administration and supervision. It also has implications for output in terms of certification and outcome in terms of employability. Education is not a mere acquisition of knowledge and language. According to **Fasasi** (2008), the goal of continuous nine-year basic education is to ensure that Nigerian citizens acquire the necessary life skills to become self-reliant and contribute to the development of society. Supervisors' responsibility is to ensure that duration in schools for each level is enforced as contained in the educational policy.
7. Financing education is no longer a private enterprise. According to Durosaro and **Fasasi** (2009), it has become part of public finance in which federal, state and local governments are involved in its provision and management in addition to financial inputs made by private organisations and individuals. However, education is always allocated a lesser percentage when compared with many other sectors, while stakeholders are looking to the educational

institutions for their manpower needs. Ensuring adequate financing and effective resource management for the achievement of this goal becomes a challenge.

8. Supervisors and inspectors are to assess the teaching-learning process and produce reports which will be used for decision-making. The autocratic behaviour of many of them could have led to the negative perception of supervisory duties by the supervisees. 'School Inspector' as a title was given a bad connotation. The title continued to change with the probable expectation of redeeming the supervisory image. **Fasasi** (1995) enunciated that the attitude of supervisors should change positively and that the title 'inspector' needs not change. The supervisors' engagement in supervision and not snoopervision becomes imperative.
9. Socio-economic and technological developments in society are causing constant changes in curriculum content, methodology and evaluation process to meet societal needs. There is also a rapid growth of knowledge in different sectors of the society with consequential effects on what should be taught in schools. Supervisors are expected to keep on learning to be able to guide their supervisees appropriately.
10. The quality of service rendered by early supervisors was low because they were not trained. We cannot rule out the presence of untrained teachers who are serving as internal supervisors, especially in private schools. Subject and class teachers who are appointed as school heads would become internal supervisors. Teachers of this category are also invited as external supervisors to join the inspection or accreditation team. Many of the teachers are without pre-or in-service training for supervisory positions.
11. Internal supervision is poorly conducted in many schools. This has made the task of external supervision complex.

12. Poor condition of service for staff: Internal and external supervision are constrained by many public and private school proprietors' poor attitude to staff welfare. Payment of meager salary which is delayed, denied or reduced on many occasions, has prevented the staff from satisfying their physiological needs. Moreover, many workers do not have opportunity for quality improvement programmes (**Fasasi & Ojo, 2014**). In these situations, primary assignments of workers will suffer while supervision would hardly make a positive impact.

My Other Research Works on Performance, Supervision, Monitoring, Accountability and ICT

Fasasi, Akinnubi and Raji (2014) investigated the implementation of Millennium Development Goals and its influence on teachers' job performance in primary schools in South-western Nigeria. The study recommended capacity building programme to be able to train competent human resources for achievement of Millennium Development Goals.

Fasasi and Ingya (2014) conducted a study on the use of electronic access control equipments in monitoring and supervision in educational institutions in Nigeria. They recommended that all educational institutions should adopt ICT in order to strengthen monitoring and supervision within educational institutions.

Fasasi (2014) studied supervision as an effective strategy for improved standard of education in Nigerian primary schools. Provision of adequate facilities and necessary incentives to supervisors were recommended.

Fasasi, Murtala, and Oyeniran (2014) investigated students' perception of postgraduate studies as a strategy for enhancing employability. They recommended that universities should provide adequate resources to accommodate the increasing number of postgraduate students and design skill-based courses that could facilitate employments opportunities.

Fasasi (2016) examined the need for integrity, accountability and development in educational supervision and inspection. He recommended that the welfare scheme for inspectors and supervisors should be improved.

Fasasi, Etejere and Oyeniran (2016) investigated the factors influencing lecturers' motivation towards maximum job performance in Nigerian higher institutions. They recommended improvement of working condition, participatory decision making and friendly supervisory strategies.

Fasasi, Awodiji and Adewale (2016) studied the adoption of electronic supervision of students' research writing in Nigerian Open and Distance Learning Centres. Provision of ICT facilities and training of teachers in their use were recommended.

Fasasi (2017) appraised the operation of UBE in Nigeria. He advocated resource adequacy, effective management and improved staff welfare as strategies for achievement of UBE objectives.

Fasasi, Fawale, and Lawal (2017) investigated academic plagiarism in Nigerian tertiary institutions. They recommended that causes and consequences of plagiarism should be emphasised when teaching research methods and that offenders should be punished without fear or favour.

Conclusions

Supervision is an integral part of the education system. Its legal backing in the Constitution and the education laws since the period of Colonial Administration till date makes it an important instrument for quality management and accountability. Although supervision is mandatory in all public and private educational institutions, a shortage of supervisory personnel has been experienced from the early period of Western Education to date. The expansion rate of its agency has not matched the growth of the educational institutions. This notwithstanding, supervisors and other stakeholders have roles to play in the production of school graduates. They are to give an account of the extent to which they have discharged their duties.

Recommendations

Vice-Chancellor, sir, educational supervision is for positive result and should be encouraged. This is because a nation cannot rise above the quality of its human resources. This underscores the importance of educational supervision whose objective is to ensure high-quality human capital for the socio-political, economic and technological development of the country. The roles of internal and external supervisors in achieving this cannot be brushed aside, as they are to ensure that educational efforts are properly and qualitatively aligned with national objectives. The following recommendations are worthy of note:

1. Government agencies, supervisors, parents and other stakeholders have complementary roles to play towards successful implementation of educational programmes and achievement of educational objectives. Therefore, they should stop pointing accusing fingers, assigning faults and shifting responsibilities to one another for failure in the educational system (See Figures 8, 9 & 10).



Figure 8: Organisational Head and Subordinates
Adapted from Friedle (2023)

In figure 8, the chief executive is accusing his subordinates of not carrying out an assignment while the subordinates are accusing one another.



Figure 9: Larger Society: Government, Institution, Parents and Learner
Adapted from Gurung (2023)

Figure 9 shows that government agents, institutional leaders, parents and learners accusing one another on failure to achieve educational objectives.



Figure 10: Family Setting
Adapted from Reinfeld (2022)

Figure 10 represents a family setting where parents are blaming each other saying ‘NOT ME’, ‘IT IS THEIR FAULT’, ‘IT IS HIS FAULT’, ‘IT IS HER FAULT’

The stakeholders in education should identify and perform their duties appropriately rather than playing a blame game.

2. Supervisors, teachers and other stakeholders should be familiar with policies and laws on education so that they

will be able to understand their rights, duties and limitations. Teachers in training should study education laws. Orientation programmes for new staff and students should contain aspects of education laws. Statutory records to be kept in heads of educational institutions' offices should include documents on education laws and policies.

3. Management of educational facilities is a responsibility of internal supervisors which should not be neglected. The supervisor, should, therefore perform facility management functions such as planning, organising and coordinating activities to ensure adequate supply, utilisation, maintenance and safety of the facilities.
4. Proliferation of educational institutions does not translate to national development. Existing Government and private educational institutions should be adequately funded to enable them actualise the nation's educational objectives. Moreover, the Government's establishment of new institutions and licensing the operation of private ones should be done with caution, as quality requirements for take-off and future expansion of the institutions must be guaranteed.
5. Carrying capacity should be considered before determining the number of students to be admitted into an institution. Large-size schools and classrooms without corresponding facilities tend to complicate administrative and supervisory duties.
6. There should be long-term planning on policies such as the 1955 UPE and 1999 UBE which could increase the population at the implementation stage and in future when the students get to a higher level of education. On-the-implementation planning and lack of consideration for future implications of the current educational programme do not augur well for effective supervision.

7. In line with Government policy, administrators and supervisors should ensure adherence to age specification and duration at each level of education. Parents and stakeholders should be sensitised on psycho-emotional and other consequences inherent in allowing double promotion for their wards.
8. Government and private organisations' budgetary allocation to education should be significantly increased. Moreover, educational agencies and supervisors at all levels should ensure prudent management of financial and other resources.
9. Prospective supervisors should be professionally trained while those already employed should be encouraged to undergo in-service training. Their knowledge and skills must be constantly updated to enable them cope with a rapidly changing society. The Department of Educational Management, University of Ilorin has ample facilities for this. Moreover, National Institute for Educational Planning and Administration, Ondo was specifically established by the Federal Government for this purpose too.
10. Regular internal supervision should be encouraged. This will facilitate the timely correction of errors before it is too late. It will also ease the assignment of external supervisors when they visit educational institutions. More so, quality assurance practices have made internal supervision an integral part of whole-school evaluation.
11. Proprietors of educational institutions such as federal and state governments, corporate organisations and individuals, should provide a safe working environment, regular payment of entitlements and promotion which is accompanied with all benefits to all categories of staff.
12. Recommendations of supervisors should be looked into and implemented.

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