

**PROPRIETORS' POLICY COMPLIANCE AND ACADEMIC  
PERFORMANCE OF PRIVATE PRIMARY SCHOOL PUPILS IN  
OYO STATE, NIGERIA**

**BY**

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## ABSTRACT

The low Academic Performance (AP) of primary school pupils in Nigeria in external examinations persists, especially in Oyo State despite the inclusion of Facility (FN), Instructional Resources (IRN) and Personnel (PN) Norms in the Primary School Benchmark Minimum Academic Standard (PSBMAS) in the state. Previous studies on AP considered mostly home and teacher-related factors in public primary schools with little attention given to private primary school Proprietors Policy Compliance (PPC) with the PSBMAS in the state. This study, therefore, was designed to investigate the contributions of PPC with FN, IRN and PN to AP of private primary school pupils in Oyo State, Nigeria, and examine the influence of Policy Comprehension (PC), Willingness and ability of proprietors to PPC with FN, IRN and PN.

Stufflebeam's CIPP Evaluation Model provided the framework, while survey design was used. Multi-stage sampling procedure was adopted. Cluster sampling technique was used to select 17 out of 33 Local Government Areas (LGAs) in the state. Simple random technique was adopted to select 296 registered private primary schools from the LGAs. Proprietors' Compliance with PSBMAS Checklist ( $r = 0.88$ ) and Compliance Factor Questionnaire ( $r = 0.74$ ) were used to collect data, while the: very low (1.0-1.4), low (1.5-2.4), high (2.5-3.4) and very high (3.5-4.0) norm was adopted. The average score of pupils per school in the 2017 Common Entrance Examination was calculated using data obtained from school records. These were complemented with 12 sessions of Key Informant Interviews with six each of chairmen of Association of Proprietors of Private Primary Schools at the LGA level and secretaries of Local Government Universal Basic Education Authority (LGUBEA). Quantitative data were analysed using descriptive statistics, Pearson product moment correlation and Multiple regression at 0.05 level of significance, while qualitative data were analysed thematically.

The average AP of private primary school pupils (78.0%) was good. Proprietors' PC ( $\bar{x}=2.15$ ) was low, while willingness ( $\bar{x}=2.88$ ) and ability ( $\bar{x}=2.95$ ) were high. The PPC with FN ( $\bar{x}=3.09$ ) and IRN ( $\bar{x}=3.30$ ) were high, while PN ( $\bar{x}=3.61$ ) was very high. The PPC with FN, IRN and PN (adj.  $R^2=0.55$ ;  $F_{(3, 292)}=120.71$ ) made significant contribution to AP and contributed 55.4% of variations in the dependent variable. Proprietors' compliance with FN ( $r=0.45$ ) and IRN ( $r=0.39$ ) had significant relationships with AP, while PN did not. Proprietors' compliance with FN ( $\beta=0.36$ ), IRN ( $\beta=0.25$ ) and PN ( $\beta=0.28$ ) contributed to AP, while policy comprehension, willingness and ability did not contribute to compliance with FN, IRN and PN. Financial constraint was the major challenge for PPC. Enforcement of FN, IRN and PN by the officers of the LGUBEA was the major event by which high PPC was achieved.

Proprietors' compliance with Primary Schools Benchmark Minimum Academic Standard influenced academic performance of private school pupils in Oyo State, Nigeria. There should be enforcement of total compliance with facilities, instructional resources and personnel norms to enhance pupils' academic performance.

**Keywords:** Pupils academic performance, Private primary school proprietors, Local government universal basic education authority, Primary school benchmark academic standard

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## **DEDICATION**

To God, the owner of my soul and to these great minds, Samuel and David.

## **CERTIFICATION**

I certify that this work was carried out by Bolaji Gabriel Popoola in the Department of Educational Management, University of Ibadan, Ibadan, Nigeria

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# **CHAPTER ONE**

## **INTRODUCTION**

### **1.1 Background to the Study**

The private sector has found a path in bridging the gap created by the government's inability to make education available for every eligible citizen in the country. Governments responsibilities to its citizens entail opening up opportunities to acquire and access quality education, either in public or private schools and most especially at the primary school level. The importance of quality at the primary school level bothers on its nature as the foundation hosting the platform for other levels in the education sector to be built on. The focus on private primary schools is equally important because of the alternative role private schools play in making quality education accessible to pupils which they may not satisfactorily obtain from public primary schools.

As evidenced by the literature, there is a contention about the academic performance of pupils attending public and private primary schools. Some researchers have shown that private school pupils tend to achieve better academic performance than pupils in public schools (Tooley, Bao, Dixon and Merrifield, 2011; Bold, Kimenyib, Mwabuc and Sandefurd, 2013). Generally, the perception of parents is that their children get better quality education in private schools, hence their preference for private schools over and above public schools (Urwick and Aliyu 2003; Tooley and Dixon 2005; Adebayo 2009; National Population Commission (NPC) and RTI International 2011; Härmä 2011a).

There are several factors that have contributed to the low academic performance of pupils, one of which is quality, bothering on the inability of proprietors to comply with norms. Quality can be defined as the conformity of product to principles, stipulations or requirements (Babalola, Adedeji and Erwat, 2007). The definition of quality can be fluid and construed within the broadest sense and is on a regular basis considered against local contexts and benchmarks (Babalola et al. 2007). According to Adetutu and Akinwumi (2014), academic performance is a major index for measuring quality in an educational institution. Relatively, the quality of a school bothers on its ability to meet stated academic standards and ensuring that those standards are met over and over again, translating to good academic performance.

Basically, the Common Entrance Examination (CEE) is the yardstick used to measure the academic performance of pupils in primary schools. Oyo State conducts its own CEE

and it measures pupils' performance in three subjects, namely- Mathematics, English studies and General paper. The aggregate scores of pupils in the CEE, which is scaled to reflect the extent of academic performance is used for placement of pupils into secondary schools across the state.

However, it may not be easy to establish whether better academic performance can be fully attributed to private schools or not. Day Ashley, Mcloughlin, Aslam, Engel, Wales, Rawal, Batley, Kingdon, Nicolai and Rose (2014) stated that, the correct size and effect of private primary school in developing countries is ambiguous and that, in private schools, there is the possibility of many children not being able to achieve basic competencies as expected.

In a related study conducted by Alimi, Ehinola and Alabi (2012) in Ondo State, the study revealed that the difference between the academic performance of students in public and private secondary schools is not significant. Contrary to this position, Ajayi and Faremi (2006) in a study carried out in Ekiti State submitted that the academic performance of students in public secondary schools is better than that of private secondary schools. These research works have presented a contentious debate requiring the contribution of other researchers interested in verifying the claims made in the works.

It was reported by NPC and RTI International (2011) that private primary schools in Nigeria cater for the enrolment of about a quarter of primary school pupils. However, with the growing expansion of private primary schools, it should be the concern of stakeholders such as parents, the association of proprietors of private schools, researchers, and policymakers that there could exist quality disparity such that some private primary schools might not possess the requisite quality attributable to them all.

According to the World Bank (2003) and Ilusanya and Bayley (2014), the quality of education available in private schools in Nigeria has proved to be a source of particular contention. This is an indicator that, possibly there is quality disparity existing in private primary schools which may lead to poor academic performance for the pupils and as such create a faulty educational foundation. This can also present a situation whereby parents spend their money on low-quality education, believing that such is of the requisite standard. The report on Education Sector Support Programme in Nigeria ESSPIN, revealed the following about private schools in Nigeria: that, they are privately financed, run and managed privately; their environment of operation is not as standard as

that of public schools; there is strict restriction about the process and quality of personnel recruitment and the conditions of service is very controlled; the procedure of monitoring and evaluation is mostly unknown; the school management strictly determines the process/criteria of admission; development/in-service teacher training is mostly unknown; quality control/assurance mechanism is mostly undisclosed; government acknowledgement is mostly unknown for several private schools; haphazard registration of candidates for external examinations; inadequate/non-availability of facilities e.g. playgrounds, libraries, laboratories, demonstration farms, and pupils/students do not attend school regularly (Härmä, 2011a).

Most of the reviews on quality of primary schools in Nigeria showed that public primary schools are substandard compared with private primary schools but that, the quality, learning inputs and outcomes vary, even across private schools (Fielden and LaRocque, 2008; Härmä and Adefisayo, 2013; Day Ashley et al., 2014). This disparity reflects the fact that many private primary schools employ untrained and unqualified teachers and operate with unsuitable infrastructure in poor quality physical environments (Härmä, 2013; Save the Children, 2013). According to Agun (2008), private schools sometimes employ under-qualified teachers who have no teaching qualification, just because they are prepared to receive comparatively low salaries that would reduce the wage bills of the school. Afemike, Omo-Egbekuse and Imobekhai (2011) conducted a study in Nigeria on the approval of private schools and their study revealed that, while some approved private schools are of the required standard, others are not.

Corroborating this position, Olaniyan, Adenikinju, Adedeji and Faseyi (2011) conducted a research on private primary schools regulation in Lagos State and discovered that there is criticism against private school providers of education, made by concerned stakeholders for reasons such as providing substandard education and being driven by profit from the school business. These are concerns portending low academic performance, knowing that the state of school infrastructure has an influence on the perceived and actual quality of education and continued pupil access in Nigeria (Universal Basic Education Commission UBEC, 2012; NPC and RTI International, 2011). Studies have shown that adequacy and availability of facilities, instructional materials and teachers' quality have a positive correlation with academic performance of pupils. Owoeye and Yara (2011); Likoko, Mutsotso and Nasongo (2013) investigated the connection between adequacy and availability of facilities and academic performance of

secondary school students. It was established that there is a strong relationship between adequacy and availability of facilities and academic performance.

Also, Ajayi and Yusuf (2009) investigated the association between instructional space planning and academic performance. This study affirmed that the adequacy and availability of instructional materials are very important to the academic performance of students. In addition, Aregbeyen (2011), Kimani, Kara and Njagi (2013) in their studies on teachers' quality and academic performance examined the relationship between teachers' quality and the academic performance of students. It was discovered that there existed a positive relationship between teachers' quality and the academic performance of students. This relationship indicated that to ensure quality education that translates to expected academic performance, the required input variables such as facilities, instructional resources and quality teachers at the private primary school level have to be made available. This would help to compensate parents for their expectation of the private schools.

There is the possibility that parents may be patronising sub-standard private primary schools, for the likelihood of not having adequate information concerning the quality of education received by their children in private schools. This could either be due to their not knowing how to assess quality, or just because they think that no matter what, private schools are better. Given these circumstances, stakeholders can be protected using minimum quality standards by ensuring an "acceptable" level of quality. Regulation could bring about this goal by driving out substandard education supplier or inducing substandard education providers to enhance their services by improving the quality (Blau, 2002).

The major type of government intervention intended at improving private primary education quality is through regulation. According to Babalola (2003), educational policy is a broad statement including rules, principles and regulations, which administer many of the decisions on the ways to educate children, who should teach them, how to pay for their education and where to get them educated. In addition, educational policies are extremely imperative to the attainment of educational system goals. Regulatory policy requires private primary schools to be licensed, approved or registered and to meet up minimum standards of input resources needed to ensure developmental appropriateness and quality academic performance. Regulated targets that fail to comply

with regulatory standards are likely to be deprived of approval to operate. If the inputs that are regulated are not as productive as expected, or if the policies are not complied with or enforced, or if there is significant input replacement in answer to regulations, it would have little effect on quality (Blau, 2002).

The participation of government in the provision of quality private education traverses, ensuring quality control/assurance which involves the setting of minimum academic standards and ensuring compliance. In practice, the term 'standard' relates to diverse areas of education, which are classified into input, process and outcome standards. According to Blau (2002), input standards refer to physical infrastructure and textbook provision which can have compliance implications and focuses attention on quality and enforcement of minimum standards. The Federal Ministry of Education (2005) stipulated the minimum academic standard that must be met by operators of private schools, while State Ministries of Education are saddled with the responsibility of monitoring, setting and improving the minimum academic standard in the diverse states (FRN, 2004).

However, in Oyo State, allegations were that people having nothing to do with education enterprise were establishing private schools and this gave credence to the need to rid private education sector of quacks to ensure quality education (Oyo State Ministry of Education OSMoE, 2010). The Oyo State Government, apparently concerned about the low quality of private schools, saw the need to ensure that quality private education was provided in the state. This led to the Ministry of Education in Oyo State to publish the Private Schools Benchmark Minimum Academic Standard (PSBMAS) in the state (OSMoE, 2010). The PSBMAS in Oyo State begins with preamble, meant to introduce the policy document to the concerned stakeholders, with brief statement of the objectives to be achieved for formulating the policy, followed by general requirements (facilities, instructional resources and personnel) for the establishment of a private school; establishment of a nursery school; upgrading of a private nursery school to primary school; establishment of a private secondary school; establishment of a continuing education center; and establishment of tertiary institutions. The sample of the PSBMAS document is attached as Appendix VII.

More so, in the PSBMAS, the input standard contains the following norms as examined by this study: facilities (buildings and classrooms, furniture, health, library, sports and recreational, water and electricity), instructional resources (instructional materials,

syllabus) and personnel. These norms in terms of appropriateness, adequacy and specification are the least expected to be complied with by proprietors of private primary schools for their schools to be approved for operation by the Oyo State Government.

Ensuring compliance with PSBMAS is a significant aspect in the Ministry's ability to deliver on one of its core mandated responsibilities of ensuring that set education laws are enforced. Research has shown that private schools face extensive regulatory regime in Nigeria, such that extends to every aspect of private school enterprise, but these regulations, in reality, were scarcely enforced (Olaniyan, et al. 2011). Fafunwa (2003) cited in Fagbamiye (2004) noted that there is really no issue with the standard of education, but where the problem lies is actually the declining in our capability to meet up with the set standards.

It is assumed that minimum standard is as good as the extent to which it is complied with but the objective for setting such standard might not be achieved if the process that is expected to ensure compliance is compromised. According to the Federal Republic of Nigeria (2014) in National Policy on Education (section 9 subsection 139 (g)), States Ministries of Education are not just to provide appropriate education laws, they are equally to ensure their enforcement. Adding his voice to the concern of stakeholders concerning enforcement of PSBMAS, the Chairman of Independent Corrupt Practices and Other Related Offences Commission (ICPC), Mr Ekpo Nta, in Ibadan, Oyo State, as reported in the Nigerian Tribune of February 11, 2013, advocated enforcement of minimum standard in the establishment of private schools, so that the rot in the education sector can be restricted.

Some studies have shown that there is a relationship between compliance with regulations and academic performance. Buckley, Schneider and Shang (2003) conducted a study: "Los Angeles Unified School District (LAUSD), school facilities and academic performance". The study examined the relationship between the extent to which schools in the LAUSD complied with health and safety regulations and academic performance. Findings of the study showed that the compliance rating is linked to academic performance. Also, Fielden and LaRocque (2008) in their study on the regulatory context for private education in emerging economies conducted a study in Lagos State. The study showed that there was marginal difference in the scores of pupils in Mathematics (53.5 per cent) for an average sample child in a school that is not registered (a school that

did not comply with PSBMAS) and (57.6 per cent) in a registered (a school that complied with PSBMAS) private school, but there was no significant difference between attainment in both types of private school for English language where score for the average sample child was 64.4 per cent.

Surprisingly, there has been slight theoretical attention, dedicated to the final stage of the implementation sequence: enlightenment on reasons the target audiences of public policies decide for or against compliance with policies. This simply means that public policy targets conduct themselves in ways that are not constant with the stipulated objectives of the policy in question (Weaver, 2009). Policy “targets” occasionally fail to perform in certain ways that policy formulators proposed, most especially, when it seems to be working in their favour if they do so. A good example is that proprietors of private schools may not comply totally with the regulation governing the establishment of schools and continue to run their schools based on partial compliance. Also, the proprietors of private schools may not comply at all with regulation by operating below the radar of compliance enforcement officers or agents.

Target audiences compliance with policies, of both government/organisations also varies enormously, depending on policies (Lu, Sadiq, and Governatori, 2008). In some instances, it appears to be that, target groups compliance with government policies is scarcely observed in the real sense of it, just as some proprietors of private schools do not comply with PSBMAS. Others that comply may have variant compliance rate such that while some may have a high rate, others may have a low rate of compliance.

Compliance is known to have both aggregate and individual elements and given both cases, the demarcation between inadequate and sufficient extent of compliance that indicates policy failure are most times unclear (Buckley, Schneider and Shang, 2003). In certain sectors of the economy, where specific standards are set for individual compliance but there appears not to be clear borderline between unacceptable and acceptable behaviour, a moderate level of non-compliance could be accepted (Weaver, 2009). It was stated by Organisation for Economic Co-operation and Development OECD (2000), that compliance factors (comprehension of regulation, willingness and ability of target audience to complying with regulations) determine the extent of target audience compliance with the regulation. Also, there is a satisfactory level of non-compliance with regulation, which depends on the context on one part and on the nature

of likely risks emanating from non-compliance on the other. This implied that proprietors of private primary schools compliance with PSBMAS is determined by the extent of their comprehension of PSBMAS, their willingness to comply with PSBMAS, and their ability to comply with PSBMAS. In this context, the nature of the risk attached to non-compliance with PSBMAS policy could either be a poor or indifferent academic performance of pupils attending such schools.

Several studies had been carried out to solve the problem of poor academic performance of pupils. These studies looked at the regulation of private schools, provision of facilities, instructional resources and personnel in relation with academic performance, but the problem seems to be persistent. It was observed that none of the studies has actually looked at compliance with PSBMAS with the aim of solving the issue of contentious academic performance of pupils.

It is the concern of policy planners to ensure that evaluation of the implementation phase in the policy process is done with the aim of knowing how well the policy is running and to know if there are compliance challenges. According to Wang (2009), policy evaluation is beneficial and used in several ways for making policy decisions that relate to efficiency, effectiveness, worth and sufficiency which are premised upon diversity of methodical data collections and analyses. It is important for policy planners in education to know what challenges are being faced by policy targets. This is with the aim of using such information to improve on the future formulation of policies and also to know the reasons, if there are, why proprietors of private primary schools in Oyo State may not comply with PSBMAS policy.

It is to be noted, however, that since the introduction of PSBMAS in Oyo State, it seems that the concern of low-quality private schools that brought about the introduction and implementation of PSBMAS did not abate. It is a common sight to see signposts of private primary schools advertising "government approved" but the facilities available in some of the schools and their location seems not to be in agreement with the requirements contained in the PSBMAS. Adeleke (2014) (chairperson National Association of Proprietors of Private Schools) observed that there are approved private schools in Oyo State having low-quality facilities and offering poor quality education. It is expected that, if a private primary school would be pronounced qualitative, input factors such as facilities (buildings and classrooms, furniture, health, library resources,



sports and water and electricity) instructional materials, syllabus and teaching personnel requirements as stipulated by regulation must be complied with.

It is against this background that this study tried to contribute to the contentious debate of quality available in private primary schools by investigating the compliance of proprietors of approved private primary schools with PSBMAS guidelines in relation to the academic performance of pupils attending private primary schools in Oyo State.

## **1.2 Statement of the Problem**

Academic performance of pupils in private and public primary schools have become a contentious issue in the Nigerian educational system. While some researchers attribute better academic performance to private schools, some found that there is no difference in academic performance between private and public schools and others posited that public school pupils perform better academically than private school pupils.

Perceived better academic performance seems to be the reason parents prefer private primary schools to public primary schools, however, concerned stakeholders such as proprietors, researchers and governments have identified that low-quality is pervading the assumed better quality private primary schools. The need to rid private education sector of quacks and ensure uniform quality private education in Oyo State led to publishing the PSBMAS by the Ministry of Education in the year 2010. Six years after the introduction and with the implementation of PSBMAS, there have been allegations by stakeholders, most especially Association of Proprietors of Private Schools that low quality approved private primary schools, having below standard facilities and unqualified teachers abound in Oyo State. It is noticeable that some of these schools have locations that are questionable, having signposts showing them to be government approved. This is suggestive of non-compliance with the PSBMAS policy and could have risk implications for the success of the policy.

The attendant implication could be such that parents might be paying for low-quality education unknowingly. This might lead to a negative impression that private schools are not as qualitative as perceived and contribute to the poor academic performance of pupils. It could also encourage other proprietors/interested investors in private education to copy non-compliant ones. The crucial nature of primary education as the foundation on which literacy and numeracy are hinged makes concern for quality at this level of education important.

Several studies had been conducted to solve the problem of poor academic performance of pupils, by looking at regulation of private schools and provision of facilities, instructional resources and personnel in relation with academic performance, but they have not. This study, therefore, investigated the extent to which proprietors of private primary schools in Oyo State have complied with PSBMAS policy on facilities, instructional resources and personnel norms and how the extent of proprietors compliance relates to the academic performance of pupils in the private primary schools. This is to see if the extent of proprietors compliance is helping the academic performance of pupils or not.

### **1.3 Purpose of the Study**

The main purpose of this study was to investigate the extent to which proprietors of private primary schools adhered to guidelines on facilities, instructional resources and personnel and the relationship of the proprietors' compliance level with the academic performance of private primary school pupils in Oyo State, Nigeria. Specifically, the study was designed to:

- i. estimate the academic performance of private primary school pupils in Common Entrance Examination in Oyo State, Nigeria;
- ii. examine the extent to which proprietors comply with the guidelines on facilities norms (buildings and classrooms, furniture, health, library resources, sports and recreational, water and electricity) in private primary schools in Oyo State, Nigeria;
- iii. observe the extent to which proprietors conform with the guidelines on instructional resources norms in private primary schools in Oyo State, Nigeria;
- iv. investigate the extent to which proprietors adhere to the guidelines on personnel norms in private primary schools in Oyo State, Nigeria;
- v. determine the relationship between proprietors compliance with guidelines on facilities, instructional resources and personnel and academic performance of private primary school pupils in Oyo State, Nigeria; and
- vi. estimate the influence of compliance factors (policy comprehension, willingness and ability) on proprietors policy compliance with PSBMAS requirements in Oyo State.

## **1.4 Research Questions**

The following research questions were raised as a guide to the study.

- i. What is the academic performance of private primary school pupils in external examination in Oyo State?
- ii. To what extent do proprietors of private primary schools in Oyo State comply with the facility, instructional resources and personnel norms contained in PSBMAS?
- iii. To what extent have compliance factors (policy comprehension, willingness and ability) been responsible for proprietors compliance with PSBMAS requirements in Oyo State?

## **1.5 Hypotheses**

The following null hypotheses were formulated for the study and tested at 0.05 level of significance:

- Ho<sub>1</sub>: There is no significant relationship between proprietors compliance with facility norms and academic performance of private primary school pupils in Oyo State, Nigeria.
- Ho<sub>2</sub>: There is no significant relationship between proprietors compliance with instructional resources norms and academic performance of private primary school pupils in Oyo State, Nigeria.
- Ho<sub>3</sub>: There is no significant relationship between proprietors compliance with personnel norms and academic performance of private primary school pupils in Oyo State, Nigeria.
- Ho<sub>4</sub>: There is no significant composite relationship between proprietors compliance with PSBMAS and academic performance of private primary school pupils in Oyo State, Nigeria.
- Ho<sub>5</sub>: There is no significant composite influence of compliance factors (policy comprehension, willingness and ability) on proprietors policy compliance with the PSBMAS norms (facilities, instructional resources and personnel) in private primary schools in Oyo State, Nigeria.

## **1.6 Significance of the Study**

The findings of this study would be a significant source of information to different stakeholders such as parents, policy makers, National Association of Proprietors of

Private Schools, new investors, researchers and the government. The findings of the study would reveal information about the quality status of approved private primary schools in Oyo State. The study would help parents when taking decisions concerning the private primary school to send their children to, based on the academic quality available in Oyo State. The information in the study would aid policy makers when reviewing policies concerning private education sector, particularly Private Schools Benchmark Minimum Academic Standard.

The study would provide the National Association of Proprietors of Private Schools with research-based information that could help out in their negotiation for supportive regulation and relationship with the regulatory agencies. It would also provide prospective investors in the private education sector with insightful information about the need for compliance with PSBMAS to ensure the provision of quality education. The study would also be beneficial to researchers by contributing to the contentious debate of quality available in private schools and opening up other areas of private sector participation in education that could be researched. It would also show the extent to which proprietors of private primary schools have complied with PSBMAS in relation to the academic performance of pupils and help the Oyo State Government to recognize the likely areas where there is the need to get better on implementation of PSBMAS, so as to encourage proprietors compliance.

### **1.7 Scope of the Study**

The study investigated the extent of proprietors compliance with BMAS policy in relation to the academic performance of pupils in private primary schools. It covered the norms of PSBMAS which include facility (buildings, classrooms, furniture, health, library, sports, recreational, water and electricity), instructional resources (instructional materials and syllabus) and personnel (head teacher qualification, teachers' qualification and Pupil-Teacher Ratio) and academic performance (2017 Common Entrance Examination result of pupils conducted by Oyo State Ministry of Education, Science and Technology).

The geographical scope of the study was the 33 Local Government Areas in Oyo State. This study covered all the registered private primary schools in the State as of 2010. This is because these schools had presented pupils that had passed through the implementation of PSBMAS policy and sat for the 2017 Common Entrance

Examination. Primary school level is of interest because quality at this level presents the foundation that guarantees deep rooting of other levels of education, and that private sector participation is more obvious at this level of education.

### **1.8 Operational Definition of Terms**

The following terms are operationally defined:

**Proprietor:** This is a person who owns a particular type of business. In this study, a proprietor is a person, group of people or organisation that owns a private primary school.

**Policy:** It is a detailed plan of action or rule made to guide the application of set standards, aimed at achieving certain objectives. It is a regulatory instrument used by appropriate agencies to ensure uniformity of standard with the aim of achieving probable uniform quality. Benchmark Minimum Academic Standard is an example of a policy in use by the Ministry of Education to regulate the participation of private sector in education with the aim of ensuring quality education.

**Private School Benchmark Minimum Academic Standard (PSBMAS):** PSBMAS is a policy document which states the requirements in terms of adequacy, availability and specification to be satisfied by any interested private school proprietor prior to the school being registered for operation, as having met the minimum quality required by the Ministry of Education. In this study, the requirement that bothers on the establishment of private primary schools includes facilities (buildings, classrooms, furniture, health, library resources, sports, water and electricity), instructional resources (instructional materials and syllabus) and personnel (qualified head teacher, teacher's qualification and pupil-teacher ratio). The sample of PSBMAS is attached as Appendix VII.

**Facilities norm:** These are the requirements stated in the guideline (PSBMAS), the provision of which proprietors of private primary schools must comply with, to ensure appreciable teaching-learning process. These include buildings, classrooms, furniture, health, library resources, sports, recreational, water and electricity.

**Instructional Resources norm:** These are the resources required to be used by teachers to help pupils acquire knowledge as stated in the PSBMAS. In this study, they are instructional materials (magazines/pictures, books in reading corners, educative building

blocks and educative wall charts/pictures) and adherence to the syllabus (9-year Basic Education Curriculum).

**Personnel norm:** These are the requirements aimed at ensuring that proprietors employ headteacher and teachers that possess required minimum qualification and are adequate. This means that teachers should have at least Nigeria Certificate in Education (NCE) and ensure PTR of 1:30.

**Comprehension of PSBMAS:** This is the extent to which proprietors of private primary schools understand what is required of them to comply with input factors contained in PSBMAS. This is measured by (familiarity, simplicity, and adequacy of information).

**Willingness to Comply with PSBMAS:** This is the extent to which proprietors of private primary schools are ready to comply with input factors contained in PSBMAS. This is measured by (cost disadvantages, general acceptability, the technicality of compliance, relevance and necessity).

**Ability to Comply with PSBMAS:** This is the extent to which proprietors of private primary schools have the capacity to comply with input factors contained in PSBMAS. This is measured by (enrolment of pupils, monitoring, taxes, deterrence, location of the school, and paucity of funds).

**Proprietors Policy Compliance:** It is the extent to which a proprietor of private school adheres to minimum academic standard on a particular area of operation. For this study, the areas are facilities, instructional resources and personnel as contained in PSBMAS. The extent of compliance was measured by rating compliance of proprietors with the norms based on the percentage to which they have complied.

**Academic Performance:** This is the outcome of an academic assessment carried out on pupils which indicates to what extent they have performed in the subjects they have been taught. In this study, it is the aggregate score of pupils in each school in Mathematics, English language and General paper in the 2017 Common Entrance Examination conducted by Oyo State Ministry of Education, Science and Technology.

## CHAPTER TWO

### LITERATURE REVIEW

Relevant literature was reviewed under the following sub-headings:

- 2.1 Concepts of Policy and Policy Compliance
- 2.2 Reasons for Compliance and Non-compliance of Proprietors with BMAS
- 2.3 Concept of Facility Norm
- 2.4 Concept of Instructional Resources Norm
- 2.5 Concept of Personnel Norm
- 2.6 Concept of Academic Performance
- 2.7 Regulation of Private Primary Schools
- 2.8 Empirical Review
  - 2.8.1 Policy Compliance and Academic Performance
  - 2.8.2 Facilities Norm and Academic Performance
  - 2.8.3 Instructional Resources Norm and Academic Performance
  - 2.8.4 Personnel Norm and Academic performance
- 2.9 Appraisal of Literature
- 2.10 Theoretical Framework for the Study
  - 2.10.1 The CIPP Model
- 2.11 Conceptual Framework for the Study

#### **2.1 Concepts of Policy and Policy Compliance**

Policy as a concept is broad, and it represents numerous diverse proportions, seeking to achieve a preferred goal which is well thought-out to represent the best of interest for every member of the society (Torjman, 2005). Relevant examples include good quality health, hygienic water, a novel economy, high employment, active trade, minimal levels of poverty, decent and affordable housing, high educational attainment, enhanced literacy, as well as a society with low crime rate.

According to Babalola (2003), policies are generally explicit or implicit statements that guide future thinking, initiatives and actions of managers and that they contain both a 'principle' and a 'rule of action'. Furthermore, Babalola (2003), stated that there are four different types of policies, namely: issue specific, programme, multiprogramme, and strategic, which vary in complexity, level of precision of the decision environment, level

of choices allowed and the broadness of criteria given for decision making. The following were the explanations given for each of the policy types:

- Issue-specific: This type of policy is not as complex as others, as it is precise and allows minimal room for choice and discretion of the user. On the other hand, is the strategic policy which is complex and has an imprecise situation for decision making. This contradicts the issue-specific policy, as it gives large room for choice and the use of discretion.
- Programmes: This type of policy is similar to issue-specific policies. A programme policy is bothered by a particular programme in a particular area.
- Multiprogramme: This type of policy is similar to strategic policies. Such is concerned with competing areas of a broad programme.
- Strategic: This is organisation specific. Strategic policy chooses which of society's problems is to be addressed by the means of public services.

The making of policies has targeted goals, meant either for the generality of the population or certain section of the population. High educational attainment policies have been put in place, which is meant, to ensure quality control and assurance either in public or private educational institutions. The intention of governmental policies is to protect every member of the society by focusing majorly on a select few in different categories of the society who's activities have a direct or indirect impact on all.

There are numerous types of policy, each of them can be put to operate at different levels (local, state, national, or organisational). Legislative policies are laws, or regulations made by elected political representatives of the people. Such policies include guidelines, rules, principles and norms designed by agencies of government that have regulatory power over products and services, while organisational policies are regulations or practices created for use in an organisation or agency (National Center for Injury Prevention and Control CDC, 2011).

A public policy according to Torjman (2005), is a purposeful and typically careful resolution that present direction for addressing special public worries, following several steps of the policy process. These processes include:

- selecting the preferred objective



- identifying the objective target
- determination of the path to attain the objective
- putting in place the programme design and measurement for the goal
- implementation of the measurement and assessment of the impact.

#### **i. Selecting Preferred Objective**

In policy formulation, the first step is the selection of the preferred objective. For example, the position of the Oyo State government prior to the year 2010 was that certain private schools operating in the state were being run by quacks, people having no business to be operating schools. Also, that the quality of education being provided by some private schools was questionable and that, there is the need for intervention by the government to bring about uniformity in quality available in private schools in the state (OSMoE, 2010). These concerns led the State Ministry of Education to publish in the year 2010, the BMAS policy as a requirement for private schools before they can be approved for business in the state. The document stated the objectives to be achieved, and other requirements to be met. This policy directive is an expression of the government, aimed at protecting the commonwealth of societal values and having its target at achieving goodness for the generality of the society.

#### **ii. Identification of the Objective Target**

Identifying the fitting targets for which the policy is meant to be directed entails demarcating whether it should cater to the whole population or a selected group of people that can meet the stated requirements. In respect of the policy document called BMAS, the target population are the operators of private schools. This group comprises operators at the school levels, such as pre-primary, primary, secondary and centres for continuing education. The tertiary institutions were advised to comply with the regulations of the federal regulatory agencies since they have their own benchmark.

#### **iii. Determination of the Path to Attain the Objective**

Determining the pathway to a range of available options on the best way to achieve set objectives is also important in the policy process. This phase entails the policy planners to come up with the best option possible to go about using the policy to bring about the desired outcome but most times, it is difficult and controversial. A good example for illustration is the quest for poverty reduction or the need to upgrade the quality of life in

certain neighbourhoods which can generate considerable discourse when the matter of selecting the best appropriate route to achieve these goals arise (Torjman, 2005). Sometimes the choice may not be difficult. Someone with Ebola disease requires to be treated in a quarantine facility. Although it is possible there could be a divergence of view concerning the degree of force used for the terms of treatment, but very few people would disagree with the fact that it is in the public interest for victims of Ebola to be quarantined to ensure effective and prompt medical treatment.

The concern that low-quality private schools were all over in Oyo State made the state Ministry of Education present a policy position aimed at ensuring uniformity in standard. The pathway chosen was not minding the raging debate as per whether regulation is necessary or not, or that to what extent private schools should be regulated. The minimum standard was made which must be complied with to ensure achievement of set objectives.

#### **iv. Putting in Place the Programme Design and Measurement for the Goal**

Policy formulation, in reality, does not come to an end at the discovery of an ideal path to the desired result selection. There is still some considerable design work that is typical to be done after the approach has been well-known. It should be noted that this is the point where comprehensive work with strong decisions really starts from. An example is a situation where the government decides to fight poverty, using the provision of income remuneration. This could present hard questions which are related to determining what appropriate design to adopt, including policy audience, cost and how to finance the projected measures, and certain political factors.

The design of BMAS was done, by going through some process, a collection of what the benefits accruable to the government are, stating the target audience, at what cost and what will go into the financing of the design and implementation, and giving consideration to likely political factors vis a vis sustainability of the intervention.

#### **v. Implementation of the Measure and Assessment of its Impact**

The implementation phase starts with the publishing and introduction of the BMAS to the targeted audience. This entail that the proprietors should get a copy of the BMAS, familiarise themselves with the content and ensure compliance with the guidelines contained in the BMAS.

According to OECD (2014), a policy impact assessment was defined as an official procedure which is evidence-based and used to assess the social, economic, and environmental impact of public policy. Policy impact assessment is an important aspect of the scheme of making policies in the OECD countries and the European Commission.

OECD (2014) identified that Policy Impact Assessments can bring about improved legislation through:

- Giving potential information about social, environmental and economic consequences to policymakers.
- Improvement of transparency such that discloses every donation to sustainable and improved regulations, thereby discouraging lobbying for special interest.
- Ensuring that public participation is increased consciously so that a variety of considerations could be reflected, thereby bringing about improvement in the legitimacy of policies.
- Clarification of how goals and priorities with policy indicators shall be achieved through public policy.
- Contribution to policy development through a continuous learning with the aid of identifying causalities that give information for the purpose of ex-post policies review.

Assessing the impact of PSBMAS, have to bear with the ex-post review of the extent to which the regulation has been able to achieve what it was meant to achieve. This involves looking at the input factors vis a vis the academic performance of students since the ultimate was to bring about uniformity in the quality available in private schools.

Educational policy is a statement that is general and it contains regulations, principles, and rules, that govern several decisions on how children will be educated, where to get them educated, where and how to get them employed, who should teach them and how to pay for their education (Babalola, 2003). Educational policies are important to the attainment of the educational sector and applicable to all aspects of the educational system. Educational policies are designed to solve issues that are related to the structure, equity, access, management and efficiency of the education system. Babalola (2003) further gave related examples of the functionality of educational policies as follows:

- If a school manager is concerned with where to educate some sets of children, such a person shall refer to the agreed places where children of a particular age grade should learn, that is the policy on educational structure (primary, secondary, tertiary, adult and non-formal). The manager may be interested in knowing the rules of action on each of the structural classification such as entry qualification and so on.
- An investor may want to establish a nursery school, such requires consultation with guidelines or the policy on the establishment and control of nursery schools in that state or country.
- At the school level, a head teacher may want to look at the admission policy to guide management decision on admission issues.

With these examples, educational policies are very important at ensuring that actions taken in the education enterprise are well directed at the set objective to be achieved.

The definition of compliance offered by the Oxford English Dictionary (2006) is “acting in accordance with, or the yielding to a desire, request, condition, direction”. Compliance with regulation involves willing agreement by the target audience to behave in certain ways, however, grudging compliance is equally compliance. According to Weaver (2009), there are several gradations in the way governments specify and insist on the extent of direction which regulators give to the target audience of policy, as pertaining to the stakes of compliance with regulation and the extent of compliance received. It is also to be noted that the government simply warn about compliance using specified policy objectives. Incentives are also used by the government to achieve compliance with regulatory policies, for example, there can be tax reprieve for private school proprietors that timely comply with certain regulations bothering on compliance with BMAS so as to encourage others to timely comply. The government may also make illegal, regulate, or call for precise behaviour, that has non-compliance penalties attached.

Compliance with policy regulations is a critical function in any organisation, most especially private ones. Every organisation commits time and money as investment to ensure that their business procedures are compliant with different regulations to ensure recognition or registration by the regulatory agencies.

Many organisations have difficulty monitoring the compliance process levels of their business and evaluation of compliance impact on the stated organisational goals. Organisations have different stakeholders that have possibly conflicting goals, which make the situation of compliance somehow complicated. Additionally, it is somehow impossible for the target audience to comply with all regulations, most especially, when confronted with limited human and material resources and conflicting rules (Shamsaei, 2012). Hence, the choice left for organisations is to pick the compliance areas they want to deal with, bearing in mind diverse factors. In this context, several organisations may use immediate move towards compliance and only bother themselves with issues after failures had been recorded, instead of taking a proactive move toward preventing such failures in the first place.

In the context of business process compliance, Shamsaei (2012) posited that organisations as a matter of necessity should develop a framework that would allow them to address certain issues and proffer answers to some policy compliance questions, such as: How should an organisation create simple and traceable policies between general business regulations processes and its goals? In respect to one or several regulations, what is the organisations' compliance level? How should an organisation monitor the extent of business compliance process constantly to prevent audit failure? How does a particular compliance process impact organisations goals without ignoring the goals of different stakeholders involved? Given a particular organisation limited resources, how should they choose a good number of important compliance issues to address? This position gives an expose on the much areas of concern when it comes to the debate on compliance with regulations or policies.

Concerning measuring of business process compliance against policies, Lu, Sadiq and Governatori (2008) made a proposal for measuring business compliance process against regulations on contracts rules and using objectives that are controlled from different contract language sources. They explained thoughts of ultimate semantics for the rule of control and for the purpose of categorising various processes between levels of compliance and rules. This gave rise to four groups, which are: irrelevant, ideal, non-compliant and sub-ideal situations. These calculations were made by combining ideal and sub-ideal business processes levels of compliance against control rules. This was done to evaluate the extent to which the process model supports the control rules. The outcome of methods like this can help business process model makers to present a model

that can be used to improve compliance level of businesses, but when the process is complex, it could bring about a hindrance to compliance level of businesses (Shamsaei, Amyot and Pourshahid, 2011).

Silveira, Rodriguez, Casati, Daniel, D'Andrea., Worledge and Taheri (2009) postulated a compliance governance dashboard (CGD), with key compliance indicators (KCI) which they employed to evaluate the compliance level of business processes. This CGD includes diverse stages of concepts. The mainly critical regulatory policy indicators, the major compliance level processes and the general organisations' compliance level were shown at the top-level stage. A researcher can explore more into the details and analyse the individual compliance process in various business units. In addition, compliance violation reports can be viewed as comprehensive reported information available to internal and external auditors, but this framework may not be helpful with identification of regulations impact on organisations objectives (Shamsaei, 2012).

Rifaut and Dubois (2008) proposed a method for the combination and modelling of business requirements for processes and regulations. This involves a combination of requirements with goal models, showing its purposes and the breakdown of the indicators employed for assessment and measurement of the extent of process success. This explained structure can be adopted ex-ante the design and implementation of a chosen process, as well as ex-post for controlling and monitoring the compliance processes. Nevertheless, this framework is a proposal and does not suggest a comprehensive technique that can be used to measure a particular organisation's general compliance level.

Morrison, Ghose and Koliadis (2009) explained how to measure the degree of processes compliance in respect of imprecise compliance requirements. These authors created a model called compliance scale which can be used to measure both qualitative and quantitative values of a particular compliance process. This is a method designed with the aim of assessing the compliance level of a business process, but there is a need for a lot of preliminary work if compliance scales are to be determined.

Shamsaei, Amyot and Pourshahid (2011) proposed a goal-oriented model which can be used to measure the business process compliance level in relation to policies, regulations, laws and standards. This framework contains elements that have been structured into legal and organisation model.

This model started with high-level policy, which then, was broken down to operational/control rules levels, can be used to control the compliance processes of regulations and policies. The authors define a set of Key Performance Index (KPI) for each of the rules that can be used to measure the compliance level by comparing the desired and current target value of each KPI. In addition, they provided a holistic view of the model by bringing together organisation goals and business processes.

The set of KPIs was defined with the aim of analysing the impact of regulation on the organisation goals and to measure the changes made to business processes so as to improve the organisations' compliance level. In the first step of the modelling framework, there are all the aforesaid elements which are required for the use of the framework. This step was designed to simplify linkage between regulations, policies, organisation goals and business processes. The authors associated the business organisation processes in the model to business goals that are related and KPIs using User Requirements Notation (URN) associations. The authors also used the equal technique to link the business processes in the organisation model with the corresponding control rules in the regulation model. The model was later evaluated to discover the organisations' overall compliance level, with reference to one/numerous regulations. A scale was developed to map the evaluation value, to a satisfactory degree, (a scale range of -100 to 100, using linear interpolation to consider the compliance target, threshold, and least values) which can be applied to other elements, such as policies and rules in the objective model as stipulated by the algorithms of goal evaluation.

The Commonwealth of Australia (2011) formulated the Trade Measurement Compliance and Enforcement Policy which contained the principles that were adopted by the National Measurement Institute (NMI). NMI adopted the principles for the purpose of ensuring compliance with the legislation on national trade measurement in the marketplace. This policy clearly stated the compliance approaches the main concern and enforcement alternatives available to NMI as an institution. The compliance policy made use of a number of methodologies to accomplish its expected compliance objectives. Such includes creating awareness for the activities of a national trade measurement system, consultation, prioritisation and monitoring of enforcement cases. The following explains these compliance strategies:

### **Creating awareness for the national trade measurement system**

The creation of high-level awareness for the activities of NMI is the first strategy to make sure that there is compliance with the dictates of the National Trade Measurement System. This implies that NMI ensures the following:

- That customers are conscious of what rights they should expect when they go to make their purchases
- Businesses/investors are aware of their responsibilities under the national trade measurement legislation

NMI gives information, using general and specific publications, online and nationwide hotline, on trade measurement requirements. Information is distributed by NMI to customers, businesses, and licensed investors, including ensuring training programmes to licensees. The trade measurement inspectors of NMI also assist businesses and investors to have a good understanding and encourage compliance with national trade measurement requirements.

### **Monitoring**

The National Trade Measurement System has strategically positioned its administration and monitoring team, both at the state and territories, to ensure that businesses and investors conform to stated requirements. Concerning monitoring, it could be random, targeted or strategic to make sure that the entire businesses and investors comply with the requirements of the national trade measurement system. Monitoring was designed to be strategic, targeted or randomly, which includes:

- appraisal of servicing license holders capability in verifying measuring mechanisms and quality management structure.
- ensure that measuring instruments used for trade are checked.
- ensure that measurements and markings of pre-packaged or non-pre-packaged products for sale are checked.
- ensure checking of public weighbridges.

Designated inspectors for trade measurement all through Australia continuously conduct businesses inspections and take action on customers and other agencies reports on allegations of violations of the national trade measurement legislation.



## **Consultation**

Consultation of NMI with industry associations and consumer groups is regular, and would always respond to information and suggestions acquired from them in a bid to address every compliance related issues or disquiet concerning the national trade measurement legislation.

## **Making enforcement matters a priority**

Guidelines are prioritised to guarantee a balance between complying effectively with the national trade measurement legislation and the opposite use of compliance resources. Enforcement matters are based on the degree of consequences and the probability of non-compliance. This is with the aim of achieving a high degree of business and customers protection with no preventable compliance burdens or costs for businesses and investors. Determining enforcement priority factors include:

- the degree to which the legislation has caused financial disadvantage or contravention to customers or consumers in relation to any laid down regulations.
- the extent to which contravention is repeated over a particular period of time, whether it is in line with or contravene the requirements of the national trade measurement legislation.
- transfers coming from agencies directly in charge of protecting consumers.
- particular contraventions pertaining to lofty public importance.
- particular situations with the aim of providing enforcement activities, which include preventing non-compliance practices by businesses and the protection of certain groups of disadvantaged consumers.

## **2.2 Reasons for Compliance and Non-compliance of Proprietors with BMAS**

Social problems are meant to be solved by government and as such, government form policies and implement the same to ensure the public good. A number of research works (Winter and Peter, 2001; Edwards, 2006; Grindle, 2007) have suggested that the major source of problems with programme implementation, leading to poor government performance, ranges from insufficient synchronization between agencies of government at different levels to government officials who sometimes disagree with the programme and implement it with not so much enthusiasm. Astonishingly, there has been slight theoretical attention, dedicated to the last stage of the implementation sequence,

bothering on explaining reasons the targets of public/government policies comply with policies or their reasons for not complying. This means that public policy targets conduct themselves in certain ways that seem not to be in agreement with the policy objectives (Weaver, 2009). Policy “targets” sometimes do not behave as the designers of the policy intended, even when it is apparent that such action is in their interest. For example, proprietors of private schools may not comply totally with regulations governing the establishment of schools and continue to run their schools based on partial compliance. Also, proprietors of private schools may not comply at all with regulations by operating below the radar of compliance enforcement officers or agents.

There is enormous compliance variance with government policies across different sectors. In some instances, it appears that government policies are hardly complied with, and sometimes, they are not observed at all. This can be related to the likely situation of proprietors of private schools that do not comply with BMAS. Others that comply have variant compliance rates such that while some have a high rate, others have a low rate of compliance.

Compliance transverses not only aggregate but also individual elements. In these two cases, the disparity between the adequate and inadequate degree of compliance, which points toward policy failure is frequently unclear. Certain sectors that have an unclear standard for individual compliance, such as having no clear borderline between acceptable and unacceptable conducts, then, non-compliance level that is moderate can be accepted (Winter and Peter, 2001).

Weaver (2009) stated that there are six extensive factors which determine if individuals or players outside government comply with stipulated government policies. These factors are:

- Incentive and sanction problems apply to a situation where incentives, either negative or positive are not available or not sufficient to guarantee compliance;
- Monitoring compliance problems such that may be costly for target compliance to monitor;
- There are problems associated with resources, where policy target audiences lack the financial resources to comply, despite the fact that they want to;

- Autonomy problems which suggest that target audiences do not have the power to make decisions about compliance with the policy even if their interest is to do so;
- Problems associated with Information, such that is concerning a situation where policy targets are short of information that is required to make it more possible for target audience compliance; and
- Attitudinal and objectivity problems where target audiences appear hostile and with suspicious tendencies toward regulators. Each of these would be looked at in turns.

### **Incentives and Sanctions**

Building on the suggestion above, it is unlikely to achieve high policy target compliance rates, most especially, when there is no sufficient sanctions and/or positive encouragement to ensure compliance. For example, if gasoline taxes are low, it is unlikely to put a stop to people buying sport utility vehicles, in particular in the areas with snow and elongated winters. The policy response that is usually appropriate to help solve sanction problems and the incentive are typically to make stronger those incentives or punishment and make sure that, such are enforced constantly and not randomly. However, the belief that incentives that are stronger are equal to better compliance is based on an assumption that is not most times correct. An obvious example is the U.S. experience when there was a legislative prohibition of alcoholic beverages sales in the 1920s. As an opinion, it should be of concern to policymakers that, when they give increased incentives and enforcement, to a policy position, it could bring about potentially new forms of non-compliance which can be more harmful.

### **Monitoring Problems**

It is likely to be difficult, achieving high rates of target compliance in a situation where compliance with regulation is costly or not easy to supervise. Where there are illegal activities involved or where the activities are private, such a process is likely to have problematic monitoring. Barriers to monitoring, such as illegality and privacy are prevalent in government policies in several countries.

Generally, monitoring problems should have responses aimed at the discovery of cheaper, less obtrusive, and more dependable monitoring mechanisms that will constitute

lesser risks/costs on target audience that are compliant. In most cases, there are certain risks attached to monitoring mechanisms, especially when it bothers privacy concerns.

### **Resources Problems**

Where policy targets the audience might not have the wherewithal that they want to adjust to a policy, they might want to comply with regulation and see the advantages attached to doing such. There is the diversity of resources required to facilitate public policy compliance, and these resources do not only concern monetary assets but also assets such as human capital, good health, well built social system and required capability to build effortlessly on public infrastructures that are in existence. Several residents that are poor in areas such as New Orleans and areas nearby do not have private means of transporting themselves out of New Orleans prior to Hurricane Katrina disaster, and more is that Louisiana as a state and the government of New Orleans failed to make provision for it.

Furthermore, the hurricane disaster happened in late August but many individuals who incidentally depend on government transfer payments monthly and as such did not possess the financial resources required during the evacuation to support their families. According to Grindle (2007), it is particularly difficult for single mothers to transit from welfare help to work, due to the fact that they suffer from several resources barriers, such include domestic abuse, poor access to public transportation and low education.

### **Autonomy Problems**

In a situation where target audiences are non-compliant due to reasons such as lack of autonomy concerning their decisions, it suggests that even if they want to comply, they are somehow unable to. A practical example is the case of some children in certain developing countries where the children lack autonomy in deciding whether to engage in acts of child labour or attend school. Also, domestic violence victims may decide against reporting the assault or seeking medical help because of a perceived threat to their safety. According to Weaver (2009), this type of non-compliance can be addressed if the concerned parties have influence over decision-making process and also if the target audience can gain autonomy over their actions.

### **Problems of Information**

A possible compliance barrier is the lack of information by policy targets. This suggests that they are more likely to comply with regulations if they possess the required information. What constitutes compliance may be unclear to policy targets, such as government presenting vague objective for energy usage reduction. The most probable solution to information problems is the implementation of information campaigns.

### **Issues of Beliefs and Attitudes**

Beliefs and attitudes present certain concern of influences on target compliance. Such beliefs concern the government's imposition or enforcement of policies and the legitimacy of policies. Thus if target audiences see non-compliance as socially unacceptable, then it is likely that compliance rate will be higher. It is noteworthy that recently enacted indoor smoking bans in several countries have enjoyed a generally high rate of compliance. This follows the understanding that smokers appeared to have accepted the argument of concern that their smoking should not be used to inflict passive smoke on non-smokers.

Having a better understanding of reasons for non-compliance by implementers of programmes and policymakers, then such information should help improve governmental performance. It is important that, when policies are being revised or new policies are being designed, their assumption should not be that, they know what the reactions of target audiences about compliance will be. Weaver (2009), stated that a key issue that should be properly addressed when policies are being designed and implementation strategies are being considered, is how to ensure compliance with the policy.

OECD (2000) stated that systemic failures (that is, prevalent and durable non-compliance) of compliance is inevitable if regulation is ineffective in meeting its objectives. This can lead to failures of public governance, thereby reducing the value attached to instruments of regulation, which will invariably affect the government's credibility of abiding by the dictates of the rule of law. It is not always possible to achieve full compliance with government regulations, therefore, there appears to be no broad answer to the question pertaining to what is "the reasonable degree of policy non-compliance", given that each field has its own policy sensitivity, specifications, and differences (OECD, 2006).

According to OECD (2000), a tolerable level of non-compliance with regulation depends on the context generally and in part on the type of likely risks that may arise from non-compliance. Firstly, there must be a decision on the level of non-compliance that is acceptable, such has got to be based on having awareness of the severity of non-compliant behaviour in relation to the damage which can come from behaviour that is suggestive of non-compliant and the extent that non-compliance is responsible for the achievement of stated policy objectives. Secondly, there should be a clear definition of what kinds of behaviour to be considered as constituting serious offences, most especially when it bothers on matters of social policy. Lastly, noteworthy is the importance of the reality that the impact of public opinion can redefine what is obtainable in the first and second stages. For example, non-compliance rate can change unexpectedly to a difficult situation, not minding the existence of non-compliance level that is the same and this might not be viewed in many previous years as a problem. For example, most times, the reaction of government reflects extra enforcement efforts when there are remote instances of non-compliance published in the national newspapers, not minding if the government does not know the extent of non-compliance (OECD, 2006).

Regulatory compliance according to OECD (2014) refers to target populations' obedience with regulations. They further stated that several conditions are needed to answer the question, "Why do people obey any rule"? The foremost condition is for the target audience to be aware of the rule and have a good understanding of it. An example is the lack of clearness in a regulation which may lead to deliberate non-compliance. The subsequent condition expresses the concern that the target audience must be willing to comply with the regulations, bearing in mind that having economic incentives in place can stimulate compliance. Ensuring a tough enforcement regime can put off a behaviour geared towards non-compliance. The last provision is for the target group to be capable of complying. In the case of certain regulations, it is important that policy implementation should include such activities as making provision for technical support and other necessary information. Non-compliance is bound to happen if any of the aforementioned conditions are not met. For regulatory compliance to be guaranteed by policymakers, quality control activities must be directed at making sure that all required circumstances are met, including drafting of regulations and publishing of it.

OECD (2000) explained the three conditions postulated for non-compliance with regulations. These are as follows:

### **Non-compliance that is related to the inability of regulatory targets to comprehend the regulation**

There appears to be a general perception that regulations are most times too complex to understand. The target audience may not be able to comply with regulations if they do not have a good understanding of what to do. When it comes to the issue of designing and developing regulations, policymakers most times are pressured to come up with new policies or expand the former ones. This is mostly done to cover unexpected conditions, to solve the problems posed by new challenges and to block identified loopholes.

Certain studies conducted in Australia and Hong Kong concluded that very few directors of companies have a sound understanding of what their obligations are under the Companies and Securities Regulation (Baxt, 1992). A business survey across different countries was conducted by the Working Party on Regulatory Management and Reform Programme of OECD, which showed that most business concerns in Sweden rated regulations simplicity and clarity low, most especially in areas such as employment, taxes and environment.

This implies that business people are not finding it easy to understand the regulations (OECD, 1998). It is essential to know that the complexity of regulations and rules generally increase the cost of compliance (OECD, 2000).

### **Non-compliance based on target audience willingness to comply with the regulation**

Too costly compliance: compliance that is voluntary is likely to have low costs, in terms of effort, time and money, but when otherwise, complying with regulation can be considerably high. A lot of reasons can contribute to what is likely to be considered as irrational compliance costs, such as: if substantial standards are extremely high, if the conversion time allowed for compliance is very short, or if the regulation is rigid. If a rule appears to be irrational, businesses may devote additional resources and time to persuade regulators for a change of it, instead of complying, or they may be requesting for treatment that is exceptional. Several OECD countries have conducted and implemented various types of regulatory impact analysis with the aim of collecting statistics on actual and estimated costs of compliance with regulation (OECD, 1997). Impact analyses that failed to evaluate the monetary and further inducement brought about by regulations may encourage non-compliance. Essentially, it is good for policymakers to understand clearly the social and economic circumstances that targeted

audience face. This will help them to have a reliable prediction of diverse regulatory instruments impact.

Regulation that is excessively legalistic: target audience may despise regulators if it is mandatory to comply with regulations that are technical and which appear not to have a relationship with any substantial purpose. Any regulation that is excessive in its approach to compliance may have such an effect that can undermine the accomplishment of the government on substantial regulatory objectives. Excessively legalistic rules can manifest in the following forms:

- The unreasonable imposition of regulations, such that are detailed and stringent in situations that do not really translate to good judgment.
- Regulatory unresponsiveness of policymakers, such that does not give consideration to arguments by the regulated audience that there should be exceptions to certain rules that are technical.

There has been a well established negative impact of unreasonable imposition and unresponsive regulation on rates of compliance.

A study of Denmark citizens attitude about their compliance with regulations discovered the likeliness that people perceive non-compliance with regulation as an acceptable norm, most especially when there is the feeling that the regulation is restraining and petty. Danish laws, for example, do not allow weekend cottages usage as residential house all the year round.

Several studies concerned with the impact of diverse styles of inspection adopted by coal mine safety regulators, environmental regulators and nursing home regulators have revealed that dependence on strategies that are strict and coercive to achieve regulatory compliance do often negatively affect the support and enthusiasm of target audience with the willingness to be socially responsible. It is possible for resistance with the cultural pattern to arise from regulations seeming to be unreasonable, with extra deterrence improvement that may lead to outcomes that are superior (OECD, 2000). It is natural with human, that, when dialogue is neglected and punishment is encouraged in regulatory encounters, human psychology will consider this humiliating and get defensive in ways such as abandoning self-regulation.



Rules that are excessively technical can bring about increment in non-compliance, which can encourage creative adaptation and avoidance. The extent of complexity and technicality of regulation can encourage the possibility of the unscrupulous target audience to find the escape gap in regulations by getting involved in self adjudged compliance. This, most time is a problem with compliance with tax, showing specialised advisors as dodging entrepreneurs.

In the United States of America, a study was conducted on nursing home regulation and it was reported that there were over 500 federal nursing home standards, adopted and supplemented in the United States. This increased greatly the number of regulations. In the case of Australia, they adopted just 31 general standards that are result-oriented. Example of which is: numerous rules in the US, which concern recording, dressings and treatments of health problems which are replaced by momentary freedom from pain standard. However, there are Australian standards that are wide-ranging, which are more reliable in rating inspector teams, other than the specific and narrow rules in the US. Implications of the 31 broad outcome standards are that inspection teams in Australia can collect and discuss evidence of all the standards within themselves and staff of the nursing home.

As a result, the search for a reliable US regulation brought about so much complexity that gave out details that made reducing regulation performance wholesome. In all of these, a vicious cycle was obvious, showing disappointment that appears consistent with the regulatory performance which formed requests to tighten-up standards, which could further worsen the rigidity and complexity problems associated (OECD, 2000).

### **Failed prior consultation or the possibility of it not happening with the target audience**

Regulatory failures could arise if there was no prior consultation with the target audience. This could arise because the regulators might know those factors that are pertinent to the needs of target audiences for compliance purposes. Lack of adequate consultation with the target audience could also cause the failure of the regulators to secure the much-needed support for the regulation being proposed. For example, when there is lack of consultation, it might be difficult for the regulators to be able to identify associated compliance costs that are unexpected, the need for clearness of regulation and

the probable identification of likely disagreement between likely cultural practices and regulatory requirements.

When target groups are effectively consulted, it could be a very productive way of informing policy target audiences about the new incoming regulations and the likely consequences attached. This gesture gives an opportunity to target audiences to have input from their own perspective into the proposed regulation. This can actually build a sense of ownership in the target population, which naturally will increase their commitment to the objectives of the regulation. As an added advantage, such input from the target audience, which would be based on their practical experience in the practice being regulated can greatly help the regulators to get improved solutions to issues bothering on the proposed regulation. Substantial dialogue engagement between the regulators and the target audience could bring about a win-win approach, given that, idea exchanges can improve the worries attached to regulations and improve its quality.

**Failure to monitor compliance process:** When a regulation is written in a book, but not monitored for compliance, such regulation is likely not going to be complied with. Occasional inspections of the target audience have pronounced effects, such as making the target audience and concerned organisations which usually are law-abiding to be continually mindful of the continuation of enforcement activities. This has a tendency to decrease the possibility of future non-compliance. However, when monitoring exercise is not rigorous enough, there is the likelihood of little guarantee in ensuring continuous compliance.

In the United States and Canada, studies that measured the usefulness of work-related safety and inspection of health regulation found that short and shallow inspections of firms that only check injury records do not have much cause on injury degree. But inspections that are extra thorough and recurrent can, in fact, be more noteworthy in improving business safety performance. Lack of regulatory compliance monitoring can be most problematic for achieving objectives of regulation and could inadvertently lead to failure of regulation. This is most prevalent when regulators have the intention of upholding regulatory flexibility and increasing voluntary compliance, having relied on self-regulation.

Compliance monitoring that is not sufficient has the tendency of reducing compliance significantly. A study conducted on the US company codes (this code was put in place to

ensure that foreign suppliers do not engage the services of child labourers in the textile industry) revealed that several of the codes contain incomplete provisions for the implementation and monitoring processes. Also, it was discovered that several organisations do not have in use, a dependable system for monitoring. It was also discovered that the child labour use monitoring was not included in the process.

**Procedures that are perceived to cause injustice:** It is trite that, when people feel they are being treated unfairly by either the government or related regulatory agencies, the resultant effect used to be disobedience, such as refusal to comply with regulatory requirements. Target audiences that have the perception of being dealt with fairly by related agencies are more likely to be regulation compliant, much more than those with the fear that the regulators are unfair. This implies that, if performance of regulatory agencies is to be determined by the extent of target audiences compliance with their regulations, regulators perceived as not fair during the course of implementation are likely to be rated poorly. In the USA, a study was conducted in 1992, which discovered that certain taxpayers that heard the stories of how other taxpayers accounts were treated unjustly during audits displayed an unwillingness to comply with tax payment in the future.

**Compliance failure deterrence:** It is possible for regulators to face the failure of deterrence due to the experience that business rule breaking has lofty profits and that possibility of detection is low (Coffee, 1981). When penalties for non-compliance are not commensurate to the possible reward from the offence (example, manipulation in the stocks market can fetch multi-million Naira profit), the regulators can find themselves in a deterrence trap. This suggests that, if the government imposes a large enough fine to deter failure to comply, it could make businesses go bankrupt, which could make both regular and adjunct workers attached to such businesses lose their jobs. In addition, due to inadequate funds available to regulatory agencies or non-availability of approach in enforcement and monitoring, there may be a likelihood of non-compliance due to the possibility of enforcement and detection. Enforcement intimidation cannot restrain the target audience if they do not believe that, there is the likelihood of punishment and detection.

**Non-Compliance that is caused by the Inability of Target Group to Comply with Rules When administrative capacity fails:** Reliance of Government/regulatory agencies should be based on quality practices of policy drafting, enforcement and adequate implementation procedure, which are elements that make target groups compliance with regulation feasible attainment.

It is possible for levels of voluntary compliance to be compromised if the agencies responsible do not put in place the right mechanism that will ensure proper implementation, such as providing the necessary information and some other support processes. An example is when regulation allows only construction materials that are non-polluting and has attached a criteria list which defines its technical and complex requirements for non-polluting. There should be the instigation of a rigorous campaign by the government to inform the target audience about those criteria that must be met. If the likely problem was clearly understood by the regulators, the policy objectives might be extra effectively achieved using other means. The reliance of regulators/government on certain kind of regulatory mechanism for problem-solving without firstly analysing past problems to actually determine the most suitable solution can make compliance with rules difficult. Often times, lack of regulation is the definition given to the problem. If the proper definition is given by the government/regulators to the causes of a particular problem and its policy objectives, then the least effective and coercive method can be used to achieve their stated objectives.

Control and command regulation could be used to give amplification, assurance and inevitability when it is used appropriately. This approach can be used as a measure which allows the regulators, government, regulated audience and the general public to ascertain what is required

Perhaps most importantly, this approach can provide a yardstick that allows the government, the general public, and the regulated firms to know what is required and what is being achieved. If enforcement will be adjudged effective and fair, this earlier position is essential. However, in certain situations, the substitute to control and command regulations may improve the achievement of policy objectives whilst put into consideration the need for the following:

- achievement of desired results by bringing into action the mainly direct means,
- the enormity of the identified problem must be commensurate to the imposed compliance burden,

- allow costs that are both efficient and effective to the enforcement system,
- maintenance of consumer choice,
- flexibility in coping with technological changes,
- improve novelty in the quest for the best method to achieve the desired objective,
- adequate flexibility in coping with changes which are brought about by compliance, and
- be defined by what is consistent and necessary for the public interest.

The repeated usage of a particular type of regulatory apparatus is such that can make government not to think of a more effective instrument or another one. Invariably, a system that worked effectively in one setting may not work in another, thereby rendering the instrument unsuitable in that regulatory environment. Certain regulations are not stated to describe what should be achieved, rather than describe the activity that regulated audience must perform which hopefully will produce the desired result. There are times when outcomes are not easy to measure and this type of regulations are unwanted as a universal approach. This type of actions are prescribed and they may practically achieve very little and at the same time leave small or no room at all for modification by the regulated audience.

Performance-based regulation presents a situation where the expected outcomes are programmed without putting in place the plan to accomplish them, such as leading to enforcement and compliance problem. There are known problems with this type of regulation, which is that it could bring about a confrontation between the regulated audience and results which are not practical and probably impossible to attain at practicable cost. This situation can arise when regulators do not compare costs against expected benefits, or when they do not have a clear understanding of the regulated audience's capacities.

Fielden and LaRocque (2008) asked a probing question in their study on private education in developing economies concerning evolving regulatory context in which they operate. What is a reasonable type of regulation to be adopted by the government? To proffer an answer to this question requires a starting point which looks at the following regulatory barriers examples as identified in some other countries, which include:

- national policies that are not clear or confusing which bother on the private sector role in the education system,
- registration processes that are complex and cumbersome in schools, which are not much transparent and explanatory and putting organisations in a situation of not knowing the documentation needed and how to obtain it. These include the following about registration of schools: the process for school registration is a typical process which is often complex and long. The fundamentals in such a process were submitted by Verspoor (2008) as follows:
  - a. Municipal/District/City Education Officer receives an application for school registration from a prospective proprietor, such will be accompanied by certain documents, which are: (i) Inspection reports from Inspector of Schools and the Public Health Officers (ii) District Education Board Minutes of meetings where the application was discussed, (iii) Certification of registration of business name, (iv) Names of school managers and their education certificates and (v) Proof of land ownership.
  - b. Once the Registrar receives the application, it is presented for evaluation to the Ministerial Committee on Registration of Schools for evaluation.
  - c. If approved, the application is forwarded to the Ministry of Education for authorisation.
  - d. The Minister issues an authorisation to operate.
  - e. Issuance of certificate by the registrar, after the final inspection.
  - f. The unclear and subjective imposition of standards and criteria to meet the requirement for registration. For example, in a particular country, it is the Ministry of Education that makes the final decision on registration of school and it involves the administration of geographical and political decisions which are unknown criteria.
- Criteria that are outdated being used for yearly university monitoring and accreditation that lay emphasis on the number of journals and books available in hard copy and not on access to electronic materials. Certain requirements require all students to use a library desk, instead of using personal computers to source for academic materials from various places.
- There are difficult processes, which provide accrediting body officer with considerable discretion in processing and evaluating applications for students

registration, in that way, leading to the irregular application of stated regulations, with a noteworthy likelihood for illogical decision-making which can lead to corruption.

- Prohibition of private education institutions that are owned by foreigners and the placement of hurdles to send back profits.
- Limited capability of private education institutions, which bothers on fixing of tuition fees at current market rates and their ability to operate as an organisation created for profit.
- Requirements bothering proprietors about land area, financial reserves, infrastructure and facilities on a private organisation (e.g., regulation stating that private schools must have their own landed property, stipulated amount of money as financial security, and satisfying meticulous provision for equipment and books).
- Limitations placed on curriculum content, bothering on religious and political aspects and lengthy curriculum approval procedure which could last for an upwards of 3 to 4 years on private schools.

Fielden and LaRocque (2008) asked a question, "Why does the government regulate"? It is a core obligation for the government to make sure that citizens have access to, and acquire good education from both public and private sources. For public sector schools, there should be in place mechanism that will ensure that facilities, materials, teaching/non-teaching staff, funds and equipment, are well provided and of the best quality. Concerning private sector schools, similar principles as applicable to public schools apply, with such need of improving mechanism of control and ensuring proper monitoring to ensure that both private and public schools are of the best achievable quality.

For the sake of high-quality instructional delivery and provision of required facilities, there must be regulation of private schools, while on equal terms, encourage investment, most especially in countries that are developing, where resources allocated to education is limited but the need for private schools is so great. Sometimes, it seems that regulation is designed by the government to discourage investment in the education sector by private individuals/organisations. Generally, a regulatory regime designed by the government has common features, such as funding policies which generally favours

public schools over the private. This is despite the equity and efficiency impact this disparity can have on the sector.

In real terms, the funding and regulatory structures in several countries provide little or nothing much to serve as an operating environment which is enabling to encourage growth in the private education sector. After a while, there is the likelihood of reducing sustainability, the result of the benefits accruable and the quality of private education sector that provisions like this could contribute to the education sector of a country.

Government has the full powers to exercise rigorous controls and checks on individuals or organisations who are willing to establish private schools. This is mostly acceptable to private entrepreneurs, and in particular, education providers that have a bias for high quality, such that they readily welcome effective regulatory frameworks (including Quality Assurance (QA) mechanisms) because they make provision that guards against poor quality education providers. A regulatory structure that reinforces the quality of education provision of private schools and support for the private sector is the instrument to guarantee the long-term political and economic sustainability in developing countries, for the private education sector. The private education quality bothers on market perception that are essential and can be damaged easily. Appalling exposure in relation to private education providers suggesting that the quality of instruction they offer is poor can cause serious harm to the reputation of the sector, and affect its credibility as a reliable alternative to public education providers, and can lead to a change in policy from by the government. In recent times, this is a reality in countries with the lately established private education system.

Fielden and LaRocque (2008) gave eight areas where propositions that can present a superior practice can be set out. These are the need to ensure that, there is quality encouragement for the development of private education in developing countries, which should help with the formulation and implementation of a clearly expressed policy and regulatory structure. Such a framework should be that which creates an atmosphere where private schools can efficiently and effectively operate, and on the other hand, ensuring delivery of high standard education. Highlighted below is the extensive delineation designed for a regulatory structure in the following propositions.



## **Proposition 1: Sound Policy Framework Provision for the Operation of Private Education Sector**

The cultural heritage in certain countries was hostile to providers of private education, most especially those that are profit motivated. Private education expansion can be encouraged by the government when adequate recognition is given to the important role it can play. This involves promulgation of a policy that is positive and which welcomes private providers. This will clearly make it known to all prospective proprietors wishing to establish new private schools. In an ideal situation, a policy like this should properly describe the place of providers of private education in the national long-term education strategy, so that they can provide interested investors with the required investment confidence. This type of thinking is strategic and needs to be properly placed in the national agenda context for the required educational development. There is also the need to properly define what role the private providers have to play in it. In certain states and countries, this can only be achieved with precise legislative recognition.

Such unambiguous recognition of the private sector functions can help to encourage expansion, based on well structured political and public support for private participation in education. This will somehow reduce the probability of reversing this sector policy and reducing investors' doubt. Particularly, this is imperative, because education is generally perceived as a social good, other than a profitable activity and this informed the general disposition to populist anti-private participation policies. In Nigeria, the peculiarity of the private sector as a key associate has contributed to the policy of assistance in scaling up to higher education enrolments from a very low level. In recent times, there have been calls for the government to pay private providers of education.

There are other two important aspects of a favourable policy, which are, the importance of ensuring the commitment of every tier of government (federal, state and local government) to accommodate the private sector which includes formulation of policies that is in agreement with the national philosophy, and an acceptable partnership proposal where there is collaboration between government and private investors, with the objective of attaining national goals. This type of collaboration can be displayed by organising series of discussions among the private sector about education policies for future purposes.

## **Proposition 2. Introduction of Clear and Objective Processes required for Establishing and Regulating Private Schools**

From the previous discussion, it is clear that the government's imposition of rules sometimes reduces the capacity of new private concerns to enter the education marketplace. The regulatory protection objective is commendable because, the setting of minimum standards can guarantee the provision of safe and quality private sector products and protect students, parents and other stakeholders from dishonest operators. It is important that likely returns to investment should be balanced against likely shortcoming impacts. If registration design was poorly done for the private education system, it could bring about undesirable outcomes, as against stated intentions of the intervention. Regulatory regimes are likely to result in lengthy and complex processes of registration, instead of it resulting in better quality, more interesting schools and more education access. Regulatory regimes have been known to cause a reduction in the speculated required access through the burden of deterring interest of prospective proprietors by the probable concern of regulatory cost. A resultant alternative is that regulation can push certain private schools to ignore regulations and operate their schools as unregistered, operating below the radar of regulation. This will invariably expose the citizens, most especially low-income earners, parents and students to the exploitation of likely provision of substandard educational services.

Quantitative and qualitative criteria should be the bases on which decisions regarding government spending and institutional registration should be premised, other than on whether a school is not for profit or it is for profit. Furthermore, the requirements for registration of new schools should be designed not to strictly restrict prospective investors entry into the private education marketplace.

Establishment of new educational institutions will be encouraged if regulatory requirements are:

- purposeful, with content that is measurable for the sake of reducing discretionary power of regulatory officials which will help to limit the extent of corruption;
- published widely, with the intention of making prospective proprietors have widespread access to the regulations without delay;

- focused on the output to allow diverse delivery and flexible approaches (for example, it must be designed so that open questions can be asked about the proposed standards and not an imposition of rigid national norms);
- consistent application all through different tiers of government that are custodians of registration processes. Regulatory guidebook on registration process should be made available as support to ensure that there is clarity of regulation to prospective investors in private education. Several regulatory agencies give a full description of what it takes to process accreditation and registration and every other form necessary for stress-free application.

Different accreditation or registration levels can be linked by the government to reduce regulation or government financing. This is to ensure that there is a restriction to proprietors that can prove their capacity to perform.

Registration procedures could present a very strong strain on people, and a way out of situations like this is for regulatory agencies in all countries to have in place performance targets that will place time limits on response period for information requests and school/programme accreditation. In certain instances, after a given period of time is over, schools are either considered registered or deregistered, not minding whether these schools received any notification from authorities responsible for their regulation. In an ideal situation, every decision on school approval ought to be situated in one agency but, the contrary is the case in some countries, where national strategic process puts in place a multi-system where the Ministry of Education is saddled with the final granting authority.

In the registration process, private sector firms can be engaged to play a major role. Such roles can be in the area of ensuring that private schools present all the required documents for registration. Globally, there are examples of instances where this type of intervention has worked at the school level. This includes in Cameroon, South Africa and the Philippines. In South Africa and Cameroon, operators of private schools association help intending school owners to prepare their application, help with the review, suggest improvements and present recommendations on the suitability of acceptance.

In the context of regulatory studies, Parker and Nielsen (2011) made a distinction between ‘interpretivist’ and ‘objectivist’ approaches to compliance studies, bearing in mind that there are attitudinal and behavioural responses to regulations by firms and

individuals when regulations are issued. Objectivist approaches to compliance entail identification and explanation of the how, why and the circumstances in which individuals and firms comply with stipulated regulations and reasons they do not.

According to Parker and Nielsen (2017), the objectivist perception of compliance is to seek to explain individuals intentions and attitudes bothering on compliance and noncompliance, firms management processes and what consequences are there for adherence to regulations with the aim of policy goals accomplishments (such as if the goal of a policy, like trying to reduce pollution, was actually attained, which is quite different from knowing if a firm mandatorily complied with technological requirements).

Several objectivist studies of compliance identified that regulation adherence is most times supported by a dedication to the principles and values following the regulation (Braithwaite 2009; Gunningham, Kagan and Thornton, 2003) and a fair and democratic procedure of regulation making and enforcement (Tyler 2006).

Also, some scholars explained Interpretivist approaches to compliance as a complex and ambiguous process in which the meaning and interpretation of the regulation is transformed and implemented by the targeted audience (Silbey, 2011; Parker and Nielsen, 2011).

Compliance, according to Parker and Nielsen (2017), helps to give meaning and interpretation to practices, social habits, relations and connections between different participants at the implementation phase and practices. These authors raised 14 questions which are particularly strong, with the aim of trying to have a good understanding of the interaction between individuals/organisations characteristics and organisational models with the aim of knowing their perception of their regulatory enforcement, responsibility and compliance. These authors intended the 14 compliance questions to be all-encompassing and total in the package to cover all important and significant issues. They are as follows:

1. Social and economic costs and benefits. This focus generated questions such as: Do target audiences think that compliance expenses are excessively much in terms of money, time and effort? Do target audiences think that there is concrete recompense to gain by violating the rules? Do target audiences see any merit as value added to them when they comply with the rules?

2. The degree to which regulation is accepted. This focus generated questions such as: Do the regulated audience concur with the stated principles and policy objectives that support the regulations contiguous to their approved activities? Are the target audiences in agreement with the process that led to the formulation of the policy and values and how they have been put into practice? An example is, when do regulated audiences think that certain obligations are not acceptable?
3. Overall reverence for the law. This focus generated questions such as: Does the target audience usually believe in complying with the regulations?; do the target audience have believed that complying with regulation is the right thing to do, not considering their stance on agreeing or not with a specific regulation?
4. The reality of influence outside government over the regulated audience compliance is a factor. This focus generated questions such as: Do the target audience facilitate compliance?
5. Business model. This focus generated questions such as: Is this compliance process relevant to the target audience's business model, an afterthought, or irrelevant?
6. Knowledge of the rules. This focus generated questions such as: Are the target audiences conscious of obligations expected of them? Are they conscious of the governing rules guiding different activities expected of them? Are these rules understandable or are they extra complex for the target audience to understand?
7. Capacity to comply. This focus generated questions such as: Do target audiences have the required capability to comply with outlined regulations? Or, are they confronted with lack of required funds, time and expertise needed to know what their obligations are for a decision to comply?
8. Respect for the regulator. This focus generated questions such as: Do the target audience accord respect to the regulatory agency, the conduct of its tasks and how they are achieved? Is there a cordial relationship between the target audiences and the officials of regulatory agency? Does the target audience regard the verdicts of regulatory officials?
9. The risk of reporting the act of non-compliance with the rules to the authorities. This focus generated questions such as: Is there the risk of non-compliance with policy being reported to the regulatory agencies by members of the target audience? Is the target audience put off non-compliance due to the concern that, if they do not comply, they will be reported and likely sanctioned?

10. Likelihood of inspection. This focus generated questions such as: Is there the risk of a particular business recording a higher number of times of inspection by the regulators? Do members of the target audience see themselves as likely target of inspection?
11. Detection risk. This focus generated questions such as: Is it likely that regulation violations be detected when there is monitoring? What is the target audience perception of the risk of detection?
12. Inspection selection and detection by the regulatory agency. This focus generated questions such as: Is the regulatory agency discriminatory in the process of classifying and prioritising target audience for monitoring? Do certain members of the target audience see themselves as being left out of priority target scope for inspection? Are the target audiences conscious of how the regulatory agency monitor violation of regulation when carrying out inspection?
13. Likelihood of sanction. This focus generated questions such as: Is there the risk of non-compliance being detected and sanctioned? Does the regulatory agency have a practice of dismissing charges or not enforcing charges? Does the target audience think that the hazard of their being punished by the regulatory agency is little, not minding if the act was found out and the non-compliance proved?
14. The strictness of sanction. This focus generated questions such as: Do the target audience believe that the sanction is severe and that such will be administered on time and will have other cogent disadvantages for the target audience concerned?

It is important to note that, the 14 factors addressed both the reasons for compliance and non-compliance. Numbers 1 to 8 bother on reasons the target audience may not comply with regulations, while numbers 9 to 14 bother on reasons for compliance with regulations.

### **2.3 Concept of Facility Norm**

The facility is a thing created and designed for the purpose of serving a particular purpose and to give a particular convenience (Merriam-Webster dictionary, 2006). School facilities are the physical resources made available for pupils/students and staff to enhance their productivity in the teaching and learning process. The reality of knowledge transfer from the teacher to the learner is not limited to what is obtainable only in the confine of a classroom but that it does, through exploration, detection and relations with the external and internal environment. This has brought about the need for the innovative

and creative development of facilities for teaching and learning that showcase these much-needed changes.

The society with its socio-economic and political needs is ever-changing and schools exist to serve as a constant interaction between them and their external environment. The schools receive inputs (human and material resources) from the external environment and process them and give back the same into the society in the form of finished products and services. It is trite that, there is a direct relationship between the quality of the products from schools and the quality of the deployed facilities in the process of teaching and learning. This places a request that ensures the provision of state of the art facilities in schools, so as to prepare school leavers for life after school, both nationally and globally.

According to Buckley, Schneider and Shang (2003), a viable educational enterprise is supported by good school facility. Research has revealed that a well lit, hygienic air, comfortable, secure and silent learning atmosphere is essential for students' academic achievement (Lackney 1999, Cotton 2001, Schneider 2002). Features like parental involvement and socioeconomic status of students are amongst extremely significant predictors of student academic performance. Importantly, adequacy, circumstance and administration of school buildings are openly under the management of the school district and state, therefore, improving school facilities make available a viable opportunity for improving the academic performance of pupils (Buckley, Schneider and Shang, 2003). The education sector makes use of educational facilities to achieve set educational objectives basically aimed at aiding teaching-learning process. The importance of educational facilities makes its planning a necessity to ensure the aims and objectives of having them in place in the education sector.

Standards are the most important tool in planning (Alonso, 2002). Without standards, proprietors of private schools would just be planning based on what they think the school should look like and what they think students should know about a subject. Guidelines give a clear picture of what is expected of proprietors to do in order to ensure uniformity in the accomplishment of educational goals. To be able to meet compliance with guidelines, planning in every area of the guidelines is very important.

Facilities Planning (FP), according to Korhan (2008) determines how activity of tangible fixed assets best support achieving the activity's objectives. i.e., what is the objective of

putting in place a facility? How has the facility achieved the stated objective? In the case of a school: FP for a school establishes how the school facility supports the very essential process of teaching and learning in the school to bring about the preferred academic performance. Facilities planning can be applied to the planning of a new school or an existing school (upgrade) based on the requirements of guidelines. The tools for FP vary. According to Korhan (2008), FP tools vary from a checklist, cookbook-type approaches to highly sophisticated mathematical modelling approaches.

There are different educational facilities expected to be in a school to ensure that proper teaching and learning takes place. Such facilities vary, ranging from what the school owner has the capacity to provide, to what the guideline provision stipulates. To ensure across board educational quality, minimum input standards are stated, against which school facilities provision are measured. Compliance with the stated minimum facilities guideline determines whether a school would be approved by the government or not. This position shows the importance of facilities norm in the establishment of private schools as a process by which proprietors ensure that the stated facilities guidelines are provided at least to the stated minimum standard. Facilities provided in the context of Benchmark Minimum Academic Standard (BMAS) includes building, furniture, health, library resources, sports and water and electricity.

#### **2.4 Concept of Instructional Resources Norm**

Generally, planning is the preparation for action. Instructional resources planning as a process is ensuring that the teacher makes use of appropriate instructional strategies, curricula, and resources during the planning process, so as to address the various needs of students in the classroom (Panasuk, et al. 2002). Misulis (1997) stated that irrespective of the teaching methods and models adopted, efficient teaching starts with caution, methodical approach, and planning that is organised. A good planning process is essential so that teachers can have the right to use appropriate syllabus and instructional resources to address the needs of students.

All private primary schools in Nigeria are required to follow the national syllabus/scheme of work, tagged 9-year Basic Education Curriculum (BEC). This means that proprietors of private primary schools have to ensure that they are conversant with BEC and ensure that they plan thoroughly what their teachers will be teaching, how it will be taught in-line with the syllabus. Also, instructional materials, because of their



importance in aiding teaching and learning, must not only be provided for but the provision must be well planned for, to ensure that the school meets the stipulated requirement of the guideline.

Thus, to make possible the provision of different forms of instructions, proprietors must make sure that information is well utilised by teachers from a variety of valid and appropriate sources as prescribed by the guideline before they begin planning lessons or teaching. The Proprietors need to decide whether teachers are making use of the several summative and formative investigative processes available, which can be used to assist when planning meaningful instruction. Formative procedures comprise on-going students' monitoring by the teacher, to ascertain their progress when lessons are on-going, during practice sessions, and on daily assignment. Periodically administered measures, such as criterion-referred tests, examinations and grade level tests that are made/conducted by the teacher also give information that is helpful about the academic status of students as learning instruction progresses. Summative procedures on the other hand, such as mastering tests, minimum competency examinations, and standardised tests, make available a dissimilar standpoint from the known formative measures. Data like this type will make it possible for the teacher to evaluate the long-standing retention capacity of their pupils/students and to make a comparison about their learning on a local, state or national basis (Misulis,1997).

## **2.5 Concept of Personnel Norm**

The teacher is the critical driving force for the school system to be effective and efficient. According to Coombs (1998), aside from students, the most crucial and largest input of an education system are the teachers. The quality of teachers available in a school greatly influences the quality of educational output (students) from such a school. The quality of the teachers is an indispensable indicator when measuring the efficiency of the school system. It was observed by Same (2000) that, in South Africa, the utilisation of under-qualified and unqualified teachers have a negative effect on teaching quality, culminating in its implications on academic performance.

The teachers' quality as an important factor in teaching-learning process was as well noted by the National Academics (2007) on its study of teacher preparation programme, that teacher quality is broadly known by researchers, policy-makers and practitioners alike as the most influential school-related determinant of students' academic

performance. Ilori (1987) claimed that teachers' academic and professional qualification degrees have an influence on their productivity. Teacher quality is evidently a critical driving force required for enhancing students' academic performance, which will invariably impact the global economic competitiveness of a nation. Adding to the importance of the academic qualification of teachers, Majasan (1995) critically looked at certain traits of teachers. These traits include the following: keenness, intellectual curiosity, initiative and foresight among others.

The role of a teacher is not just about talking to students and the students listening in the classroom, it bothers on ensuring that it is effective and this includes communication patterns that are interactively, tactically and skillfully directed. In countries all over the world, workers quality in any organisation is usually measured by the degree of certificates obtained by the individual worker as characterized by output (Asuku, 1999). The implication of this is that the quality of a producing organisation is a factor that reflects the quality of its products. After all, one can only give out to another person what one has, and as such, when you do not have anything, you cannot give out something. Relating this to the teaching industry connotes that, when a school has a collection of high-quality teachers, backed up with the availability of quality instructional materials, then the students from such school will be of high academic performance.

In Nigeria educational system, there is a trendy outcry that, the teaching profession as a carrier has become a dump site for every class of unemployed people who mostly use it as a stepping stone to get a better job, even when many of them are not graduates of education. This situation has led to the quality of education falling abysmally. In 1976, during the advent of the Universal Primary Education programme, the primary school teachers then that were unqualified amounted to a little above 50%, and the situation in secondary schools then was more terrible. This further explains the importance of teacher qualification as having a strong influence on the quality of teaching-learning that goes on in the classroom. Realising this fact, the Federal Government stated in the National Policy on Education (FGN, 2004) that, teachers previously given employment into the profession but have not the mandatory qualification should qualify within a specific time or bow out of the profession and that the minimum entry qualification for teachers in Nigeria must be NCE.

Largely, the quality of staff in a school reflects the quality that should be expected of the students. Related literature reviewed on quality of teaching staff has stressed how important the quality of teachers is in the scheme of producing quality students' academic performance. No doubt, there is no argument among various scholars concerning the importance of teacher qualification cum teacher quality as a certain source of good students academic performance.

It also follows that qualified teachers are made available to the quantity that would meet the pupil-teacher ratio stipulated by guideline. This basically reflects the essence with which planning of personnel is important. The proprietor that wants the best for pupils in a private primary school should not only plan for employing qualified teachers, but plan in line with the number of pupils envisaged for enrolment. This will to a large extent positively make the right personnel available and make possible the goal of good academic performance.

## **2.6 Concept of Academic Performance**

The term academic performance shows how well students perform academically in schools. Poor grades are considered as bad academic performance. This also refers to the way students handle their schoolwork and how they accomplish different academic responsibilities given to them in schools by their teachers. Academic performance in general terms means how students are performing in their academic tasks and studies. In addition, there are quite a number of factors that determine the quality of students' academic performance.

Measurement of students' academic performance has attracted significant interest in previous researches, it has become a prominent aspect of academic literature. Student's performance is determined by psychological, social, economic, personal factors and environmental. These factors vary from person to person and they powerfully control student's performance from country to country. Different researchers have reasons for finding out factors that affect students/pupils performance. Most previous studies on student academic performance bothered on certain issues, like teacher's education, gender difference, teaching style, class environment, family education background and socio-economic factor .

Academic performance of students can be calculated, using a number of ways like their examination result, GPA and CGPA (Mushtaq and Khan, 2012). GPA is used to compute

students performance in a particular school term/semester. Some researchers use the result of a certain subject or the result in the previous year to measure students' academic performance (Hijazi and Naqvi, 2006; Mushtaq and Khan, 2012).

There are several factors revealed by researchers as contributing to the academic performance of pupils/students, at different levels. According to Considine and Zappala (2002), the socio-economic status of parents positively/negatively affects the test scores of students' in examinations. The measurement of students preceding educational attainments is a very crucial indicator of students future achievement, which implies that the improved academic performance of a student in the past certainly influences student's academic performance in the future (Staffolani and Bratti, 2002). Quite a lot of studies that have been carried out in the area of students academic performance shows that several factors affect the academic performance of pupils/students at schools. Findings show that self-motivation of students, previous schooling, parent's educational background, students' age, family earnings, learning inclination and entry qualification of students are all significant factors that would have an effect, either positive or negative on academic performance of students.

The height of the academic performance of students determines the success attributable to a school. This invariably translates to the extent to which a student meets the academic standards set by the school. As admission competition grows stronger in the placement of students in schools, the importance of students' doing well in school has caught the attention of concerned stakeholders such as parents and government education departments alike. Parents concern about the academic performance of their children is premised on their belief that job security and better career choices are dependent on good academic results.

According to Aremu (2002), as cited by Adetutu and Akinwumi (2014), several years of research have documented that, primary and secondary school students in Nigeria experience academic problems that are manifested in the form of poor academic performance.

An analysis of the Common Entrance Examination result of pupils that proceeded into the Oyo State Junior Secondary Schools in 2009 in Mathematics and English language in the five urban Local Government Areas (LGA) of Ibadan was 40%. While in the other 28 LGA, it was 30% (Adetutu and Akinwumi, 2014).

Academic performance is a major index for measuring quality in an educational institution (Adetutu and Akinwumi, 2014). In school, academic performance is appraised in several ways. For example, students have to exhibit their knowledge of the subject taught by taking written and sometimes oral tests, perform presentations, taking part in class activities and submission of homework. Therefore, the evaluation of the students is done by teachers in the form of number/letter grades to explain how well they have performed. Although, schools invest in the encouragement of quality academic, they are mostly influenced by the worry about the school's reputation and how to get better finance to improve facilities in their schools.

Academic performance is often measured by teachers' observations which comprises variant evaluation, in summary, or mathematical technique for influencing how well the performance of a student is. The researcher viewed the academic performance of pupils as the percentage score obtained in Common Entrance Examination in the three basic subjects (Mathematics, English language and General paper) and the academic performance of pupils as the aggregate performance of pupils in sampled private primary schools.

## **2.7 Regulation of Private Primary Schools**

Governments in developing countries are faced with noteworthy educational challenges. According to Fielden and LaRocque (2008), in developing countries, about 77 million children, particularly in Sub Saharan Africa and South Asia are not in school, and that, the public sector educational institutions do not have the ability to take up an increasing number of students. This situation is applicable to all levels of education and has contributed greatly to the emergence of private schools.

Fielden and LaRocque (2008) did a study on private education in developing economies and briefly examined what was operational at the international space, concerning the private education regulation at the school level. The examination included an impression of what the private school was and a little discussion of the possible benefits of improved private involvement in education. Their research work raised certain questions which gave an inclination to certain good perform propositions for the consideration of governments. They are:

- What regulatory barriers are there to the growth of the private sector from financial and educational segment angle?

- What policy proposal is possibly available that can be used to tackle the barriers identified?
- What major elements should be addressed when the regulatory framework is being developed for private provision?
- Amid obtainable policies, are there situations of good practices, both in part or whole?
- To make possible new and ground-breaking educational cooperation between the private and public sectors, what precise regulatory issues ought to be addressed?
- What encouraging role can international organisations in the likes of IFC and the World Bank play in their participation in private education?

Delivery of education in the public sector represents the norm at the school level in virtually all but a very small number of developed and developing countries. About 80 per cent of students at school level for example, in OECD and partner countries, were enrolled in public schools as at 2004 (OECD, 2006). It is noteworthy that, private sector contribution to school enrolments exceeded that of the public sector in only three OECD countries which are Chile, Netherlands and Belgium. Importantly, there are research pieces of evidence to show that private sector equally plays a very important role in the delivery of school level education in several other developed countries, which include, France, Australia, Spain and Korea (OECD, 2006). Certainly, in some countries that are non-OECD members, such as Bangladesh, Guatemala and Fiji, have a population of students attending private schools to be a little above 50 per cent. This is both at the primary and secondary levels of education and significantly, however, about 30-40 per cent of the private sector can be found participating in the education sector in some countries that are not OECD members. In tertiary education, however, it is noticeable that private participation is commonly higher than at the lower school level. This is factual for both non-OECD and OECD countries.

There are different sizes and shapes of private participation in education. They are such as formal private schools, informal schools, study centres which prepare students for external examinations, internet-based providers and individual tutoring services. Private education market place is exemplified by a variety of operators, such as religious and not-for-profit institutions. There exist a clear distinction between independent private schools (rely exclusively on fee income to run their schools) and government-dependent

private schools, which, are managed privately, but receives about 50 per cent of their funding from government sources (this is not applicable to Nigeria). There are variations even in the government-dependent private schools. For example, some private schools in Ethiopia use staff employed and facilities owned by the government in the evenings. The caveat attached to government dependent private schools when it comes to regulation is that they are faced with heavy regulation by the government, in comparison with independent private schools. Even though private schools are often tagged elitist, the majority of these schools situated in developing countries are located in poor communities, including Nigeria, Pakistan and India. In many African countries, there are many private schools operating as clandestine schools without being registered by the government to operate. Observably, private schools situated in poor communities are housed mostly in buildings not built for the purpose of schooling, while elite schools are generally known to teach their students with foreign curricula such as the Cambridge International or International Baccalaureate Exams (Harma, 2011).

In the same way, non-government HEIs have qualities which are varied. In countries such as Nigeria, there are many private universities which are of standard and have been ranked among the best universities in the world, while as expected, many others have lesser quality with poorly qualified teaching staff and substandard infrastructures. An observable characteristic as applicable to many private and HEIs is there for profit approach to the provision of education.

These private schools are organised in a diversity of forms, such as franchises, sole proprietorships, and international/national chains of educational institutions. There are certain examples, which include the following: The Educators operate on franchise in Pakistan and they have 230 branches, with students enrolment nearing about 75,000; Groupe Scolaire Loko is a company that is based in Côte d'Ivoire and they operate secondary schools and tertiary education institutions and offer a variety of specialised training; Beaconhouse Schools are based in Pakistan, with a branch network of 120 schools and students' population of about 70,000; Scholastica Group is an education venture consortium based in Bangladesh, with concern in K-12 schools and have about 5800 pupils on enrolment; 'SABIS Schools' is a private concern based in Lebanon but their reach covers 15 countries, operating with 50 schools and a population of about 40,000 students; Laureate International Universities operate in Latin America, Europe

and Asia and they have a group of 20 campus-based schools, with student population of more than 215,000 globally enrolled. There are many other examples of private for-profit higher education institutions (HEIs) in the developing world, they include: NIIT an IT training provider which happened to be the largest in India and has global reach-out, including their presence in many African countries, including Nigeria; the Limkokwing University of Technology which is based in Malaysia and also has a campus in Botswana.

Regulation according to Global Regulatory Survey (2015), has grown to be enormously complex and it is affecting several organisations chances to innovate and grow. This assertion was based on a survey conducted by IFAC on 313 finance, business and accounting professionals. The survey spanned six continents, where survey respondents had a lot to say about four reasons why it is important for stakeholders to talk about regulation. The reasons are growth and innovation, complexity and risk, consistency and collaboration and looking ahead.

#### a. Growth and Innovation

Approximately two-thirds of the respondents held that regulation has a considerable and impactful significance on their organisations' chances to innovate and grow. The survey found out the following:

- Introduction of new rules by regulatory officials that have little understanding about the day to day business issues and operations are certain to add very little value and demoralising.
- It is a fact that regulation has its place in ensuring quality assurance but it must take into cognisance the risk profile attached for organisations and be inclined practically.
- The regulation will eventually slay initial world entrepreneurship culture. There should be reduced regulation and additional values based dependability on businesses and business leaders.
- There appears to have been substantial increase with the regulatory burden, with no cost concern to the real economy and the society.

#### b. Complexity and Risk

About four out of five respondents stated that the impact of regulation on their organisations is whichever complex or very complex.



- Most times, the challenge is that governments are controlling every part of businesses and not-for-profit businesses.
- Their belief regularly is that regulators are not focusing on key issues of risk but concentrating on issues which are suggestive of over-regulation.
- With the recurrent growth of regulatory impact, the more harmful is the effect of regulation which does not have accountability but having increased harmful effects on becoming severely obvious and noticeable.

#### c. Consistency and Collaboration

Approximately, half of the respondents stated that partnership between regulators is unproductive, and a third is of the opinion that the approach to regulation is very inconsistent across different regions.

- Situations exist in which local regulators give out sets of regulations which are different from universal regulations.
- For the sake of a well aligned and more dependable framework, there is the need to revise the regulatory agenda. Sometimes, the agenda approach is small in nature and could be conflicting.
- Communication that is effective is important, so as to ensure that alternative views are heard.

#### d. Looking Ahead

Four out of five people that responded anticipated that the effect of regulation would become much more significant in a few years to come in the following ways:

- Believing that, there is over-regulation in their profession and it appears that politicians are yet to be satisfied, considering the fear that, professions like theirs is likely to be confronted in the very close future with greater regulation.
- Repetition seems to be prevalent in regulations, most especially when people that set standards are failing in their role to align policies with processes, regardless of government overall dedication to reducing attached bottlenecks.

## **2.8 Empirical Review**

### **2.8.1 Policy Compliance and Academic Performance**

Buckley, Schneider and Shang (2003) in their study titled, Los Angeles Unified School District (LAUSD) School Facilities and Academic Performance, measured the relationship that existed between academic performance and the extent to which the

schools in LAUSD have complied with safety and health regulations, using California's Academic Performance Index (API). The API is based on California's Standardised Testing and Reporting (STAR) programme, which is a weighted average of student performance as measured by the California Standards Tests (CSTs) in History-Social Science, Mathematics, and the English-language arts, and the Stanford Achievement Test. The API is a numbered index which ranges from 200 as the lowest to the highest as 1000. The LAUSD carried out an assessment of its schools' compliance with the safety and health regulations. This was done by the researchers' use of the 14 measurement elements to evaluate each school. The elements for measurement are: accident prevention, chemical safety, asbestos management, lead management, indoor environment (such as indoor air quality), emergency preparedness (including earthquake preparation), maintenance and repair, pest management, fire/life safety, restroom facilities (example, mold, supplies, and ventilation), safe school plan, science laboratory safety, traffic and pedestrian safety, and campus security. These 14 elements of the measures were used by the researchers to create an "Overall Compliance Rating" (OCR) for each of the schools.

The relationship between the facility OCR and the API was measured in the LAUSD study and the researchers controlled a variety of other known factors affecting academic performance, and also compared the effect of these other factors with the effect of compliance. The data collected were analysed using regression analysis. API was calculated by combining the scores of each student from each indicator, to arrive at an average number to represent each school academic performance. For the NRT, the national percentile rank (NPR) for each student tested was used for the calculation. For the CSTs, the standards-based performance level (Advanced, Proficient, Basic, Below Basic, or Far Below Basic) for each student tested was used. For the CAHSEE, a level of pass or not pass was used. The percentages of students that scored within each level were weighted and combined to construct a summary result for each of the content areas. Summary of the results for each subject area was then weighted and combined to produce a single number between 200 and 1000, which was the API for a school.

Findings of the study revealed that there is a significant relationship between the academic achievement of the students and the compliance rating. This implies that, the academic performance of schools was predicted by various socioeconomic indicators, and that, health and safety compliance is equally related to the academic performance of

students. A gap for further study was created by the fact that the study looked only at the extent to which schools in the LAUSD complied with facilities (health and safety) regulations in relation to the academic performance of schools (and not the academic performance of students as a unit).

### **2.8.2 Facilities Norm and Academic Performance**

Odufowokan (2011) in a study titled "School Plant Planning as Correlate of Students' Academic Performance in Southwest Nigeria Secondary Schools" looked at the correlation between school plant planning and students' academic performance in secondary schools in southwest Nigeria. School plant planning was used in the context of space planning (administrative space planning, instructional space planning, space for convenience planning and circulation space planning, planning for accessories). The descriptive survey research design was adopted for the study, while multistage, stratified and simple random sampling techniques were used to select the study sample. Data collected were analysed using frequency counts, percentages, means and Pearson Product Moment Correlation. The findings of the study showed that the levels of school plant planning and students' academic performance were relatively close, and as such students' academic performance was significantly related to instructional space planning, and space for convenience planning. A gap for further study was created by the fact that the study picked space planning variables as suggested in the literature, leaving out the consideration for specification as stipulated by a given guideline/minimum standard.

Owoeye and Yara (2011) carried out a study titled "School Facilities and Academic Achievement of Secondary School Agricultural Science in Ekiti State, Nigeria". The study looked at the relationship between the availability and adequacy of facilities and academic achievement of secondary school students in Agricultural Science. The descriptive survey research design of the ex-post facto type was used. One validated instrument (STQF) was used for data collection. One hypothesis was formulated and tested. Data were analysed using mean and t-test. The study was able to establish that there was a strong relationship between availability and adequacy of facilities and academic achievement of secondary school students. The study looked at the relationship between availability and adequacy of facilities and academic achievement of students from the viewpoint of what the researcher thinks school plant requirements should be,

leveraging on literature but did not look at it in relation to any stipulated guidelines and also, the study covered public secondary schools. This created a gap for further study.

Alimi, Ehinola and Alabi (2012) in a study titled, "School Types, Facilities and Academic Performance of Students in Senior Secondary Schools in Ondo State, Nigeria" examined the relationship between academic performance and facilities availability. The design adopted for the study was the descriptive survey. The study sample was selected using the proportionate random sampling technique. Two sets of research instruments were used for the study. T-test was used to analyse the data. The findings of the study showed that there exists a relationship of significant difference between facilities available in private and public schools. The findings, however, revealed that there is no significant difference in the academic performance of students in private and public secondary schools. Also, available facilities were found to be related to students' academic performance. The gap to be filled is the need to find out the composite relationship between facilities, instructional resources, personnel norms and academic performance.

### **2.8.3 Instructional Resources Norm and Academic Performance**

Ajayi and Yusuf (2009) carried out a study titled, "Instructional Space Planning and Students' Academic Performance in Southwest Nigeria Secondary Schools". This study looked at the relationship between instructional space planning and students' academic performance. The design adopted for the study was a descriptive survey. The study sample was selected using multi-stage, stratified and simple random sampling techniques. Percentages, frequency counts, and Pearson Product Moment Correlation were the statistical tools used to analyse the data collected. The study showed a significant relationship between classroom planning, instructional space planning, technical workshops planning and library planning, and students' academic performance. The study, however, did not show any significant relationship between students' academic performance and laboratory planning. This was done without recourse to any minimum standard as a gauge for required facilities observed, and this created a gap.

Likoko, Mutsotso and Nasongo (2013) in a study titled, "The adequacy of instructional materials and physical facilities and their effects on quality of teacher preparation in emerging private primary teacher training colleges in Bungoma County, Kenya" examined the effect of adequate instructional materials and physical facilities and their

effects on quality of teacher preparation in private teacher training colleges. The design adopted for the study was the descriptive survey. The study sample was selected through purposive and simple random sampling techniques. Data were collected using observation checklists and questionnaire and data analysis were done through the utilisation of descriptive statistics such as frequencies and percentages. It was discovered in the study that, there was a negative impact on the quality of teacher preparation as a result of the rapid emergence of private primary teacher training colleges. There are challenges being faced by these institutions, such as inadequate instructional materials, and lack of adequate facilities like libraries. These inadequacies as factors have a negative effect on the quality of teacher trainees produced in these schools. Although this study was done on teacher training colleges, its findings negate the position of some researchers that private schools offer quality education and have better facilities than public schools.

#### **2.8.4 Personnel Norm and Academic performance**

Abe (2014) conducted a study titled "The effect of teachers' qualifications on students' performance in Mathematics". This study made a comparison between professional and non-professional teachers' contribution to the academic performance of students. Descriptive research of the survey design was employed. Random and purposive sampling technique was used to select a sample for the study. The criteria used for selection of Mathematics teachers were the qualifications of the teachers selected for the study. There was a significant difference between the performances of students taught by non-professional and professional teachers. The study, however, did not look at the Pupil-Teacher Ratio as an additive to measuring the impact of teachers on academic performance.

Aregbeyen (2011) in a study titled "Quality of teachers and students performance: evidence from schools in Ibadan metropolis in Nigeria" examined the qualification of teachers as it relates to academic performance. The study combined descriptive and inferential statistical analysis. The sampling technique adopted for the study was purposive technique. Teachers' quality was measured by variables such as creativity, qualification, experience, and communication skills. The academic performance of students was measured using the scores obtained by the students in the two compulsory subjects, Mathematics and English language, in the general school leaving certificate examination. The statistical analysis adopted for the study was inferential and the results

showed a significant difference between the performances of the students and the quality of the teachers. The variations in the students' academic performance could be largely explained by the identified differences in the quality of the teachers.

Kimani, Kara and Njagi (2013) researched into how teacher factors influence students' academic achievement in secondary schools in Nyandarua County, Kenya. The research design adopted for the study was a descriptive survey. Study samples were selected using simple random sampling technique. The academic performance of students in each school was calculated by categorising their scores as above average, average, and below average based on their aggregate performance in Kenya Certificate of Secondary Education (KCSE) in the last three years. Data were collected using a questionnaire. It was discovered in the study that teachers' professional qualifications, age, teaching experience, and gender were not significantly related to the academic achievement of students. But teachers' evaluation of students' Continuous Assessment Test (CATs), weekly teaching workload, time of completion of Form Four syllabus, administration of students' classroom assignments, results, setting performance targets for KCSE, and provision of individualised attention to weak students, all significantly affected students' academic attainment.

## **2.9 Appraisal of Literature**

The importance of the literature review is found in the opportunity of affording the researcher to know areas already covered and what remains uncovered. In this study, the literature review was done by outlining the literature into different subheadings and discussed based on issues and studies on proprietors policy compliance and academic performance. The findings of this study from the literature review contradict the position of other studies that professional qualifications are significantly related to academic performance. Virtually all the studies reviewed for this study were done on secondary schools, while very few bothered on private schools, with practically non-factoring compliance with stipulated guidelines such as PSBMAS to know the relationship with academic performance.

In the review of literature, proprietors policy compliance was described by demarcating the three areas of input standard stipulated by Primary School Benchmark Minimum Academic Standard which are facilities (buildings and classrooms, furniture, health, library resources, sports and recreational, water and electricity), instructional resources

(instructional materials and syllabus) and teaching personnel. The reviewed studies showed that availability and adequacy of these factors enhances academic performance of students (Odufowokan, 2011; Owoeye and Yara, 2011; Alimi, Ehinola, and Alabi, 2012; Ajayi and Yusuf 2009; Likoko, Mutsotso and Nasongo, 2013; Abe, 2014; Aregbeyen, 2011; Kimani, Kara, and Njagi, 2013).

Empirical studies reviewed showed that the majority of the studies conducted on knowing the factors affecting the academic performance of pupils. These studies centred on the availability, adequacy and utilisation of facilities, instructional resources and the quality of teaching staff. They were based on the perception of researchers/sampled population about these factors and carried out on public schools. Hence, this study was designed to fill the gap in earlier studies by looking at facilities, instructional resources and personnel norms based on a stipulated benchmark for the establishment of private primary schools. This is to help policy planners and decision makers get feedback on proprietors' compliance with PSBMAS to be able to improve on compliance aimed at improving the academic performance of pupils.

The empirical study found on the study of the relationship between policy compliance and academic performance focused majorly on facilities bothering on health and safety norms (Buckley, Schneider and Shang, 2003). This study measured compliance of each school based on the 14 health and safety norms contained in the LAUSD policy. This study was done in the United States of America, focusing only on compliance with facilities as measured by health and safety norms. This study is also unique in that there seems to be no local study found relating proprietors' policy compliance with academic performance at the primary school level. More reason why this study was designed to fill the gap in earlier studies by looking at compliance with facilities beyond health and safety to include all the input factors indicated in the policy PSBMAS. This will help the government have external information about the extent of compliance with PSBMAS policy. It will also help inform the parents about the state of input factors in private primary schools.

Review of literature also revealed that data collected in an earlier study were analysed using regression analysis. On the contrary, this study employed the use of percentages, frequency, mean, Pearson Product Moment Correlation and Multiple Regression Analysis to examine the relative and composite relationships between proprietors

compliance with input factors of BMAS and academic performance of private primary school pupils.

### **2.10 Theoretical Framework for the Study**

For educational research work, the identification of relevant theory is important. Therefore, this part discussed the theory on which this study was premised. Theorising according to Nwankwo (2014) is a systematic and deductive way of reasoning and thinking about reality in order to describe and understand such reality. Theory is taxonomic (i.e. gives the researcher a conceptual framework which can be used for the ordering and collection of data, observations and information), explanatory (i.e. it gives suggestions on the stages of events and the likely-consequences and other active relationships amongst procedures) and heuristic (i.e. it is a pointer to certain challenges that require resolution, leading to ideas capable of motivating and guiding research in the field) (Nwankwo and Emunemu, 2015).

The theoretical basis for this study was premised on Evaluation theory. Evaluation theory has evolved over the years, with several scholars contributing to the evolution, with definitions ranging from general to specific. Joint Committee on Standards for Educational Evaluations (1994), referred to evaluation generally, as methodical and paying attention to shaping an object's value. In the opinion of some scholars, this definition was general, leading to a specific definition. Stufflebeam and Coryn (2014) operationally gave a definition of evaluation as the methodical procedure of describing, acquiring, exposing, and pertaining to judgmental and descriptive information pertaining to some purposes' worth, merit, probity, feasibility and significance.

Evaluation is often typified as comparing performance to standard. Setting performance standards is the process of placing a set of scores against which the performance of something (e.g. student's academic performance) is judged, with the score(s) representing conditions, or class/level of performance (Stufflebeam and Coryn, 2014).

Evaluation theory is relevant to this study because this study bothers on comparing compliance with minimum academic standard to the academic performance of pupils. This was done in the context of extent to which proprietors of private primary schools have complied with PSBMAS in relation to the academic performance of pupils. This was done with the aim of estimating the academic performance of pupils as it relates to proprietors compliance with input factors as stipulated in the PSBMAS.



Evaluation theory guides the typologies of different models for evaluation practice, depending on the objects of the policy being assessed and the purpose of the evaluation (Fitzpatrick et al., 2004). The Stufflebeam's CIPP (Context, Input, Process, and Product) evaluation model has been considered suitable as a framework for the purpose of this study.

### **2.10.1 The CIPP Model**

Daniel Stufflebeam designed the Context Input Process and Product (CIPP) model as the outcome of awful situations in the inner-city schools of Chicago in the late 1960s. The CIPP model was the product of determination aimed at creating a method of evaluation that can be used to help people when they need to make better decisions on educational products and programmes. The definition of evaluation, according to the CIPP evaluation model, is a methodical analysis of the value of a programme (Stufflebeam, 2003). A further definition of operational evaluation is that it is a process of reporting, delineating, obtaining, applying and giving judgmental information about some objects' worth and significance (Stufflebeam, 2003). Effective evaluation necessitates ensuring the continuation of guiding and identification of decisions, advocating for effective programme methodologies and providing answerability information (Brewer, 2010).

The CIPP model is a framework meant for formative and summative evaluation of policies, projects and programmes. The intention of the CIPP model is to help stakeholders such as government, school proprietors, policy planners, researchers and parents to get accountability from the education system. The CIPP model also allows for conducting retrospective, summative evaluations of proprietors policy compliance with BMAS as it relates to academic performance as a product.

The CIPP Evaluation Model was designed according to Brewer (2010), to deal with four categories of decision making, which are: structuring (manipulating a programme to capture particular objectives), planning (choosing particular objectives), implementing (working and executing a programme), and recycling (passing verdicts and response). All of these categories correlate directly with the evaluation techniques of this model. The CIPP evaluation model requires the user to have good operational knowledge of it and understand each of the procedures. The model, according to Stufflebeam (2003) and Brewer (2010) can be easily modified by incorporating only the specific information required for decision making by the decision makers.

The CIPP evaluation model- Figure 2.1 shows the relationship and the interaction which exist among the four components of the model - Context (C), Input (I), Process (P), and Product (P). This model which consists of four areas of activities starts with Context, proceeding through Input to Process, and concluding at the Product.

### **Context Evaluation**

Evaluation of the proprietors' policy compliance with PSBMAS starts with the identification of the information contained in the policy document concerning how the policy will function. At the context evaluation stage, in the CIPP evaluation model, the objective is the identification of initial information bothering on the functioning of the programme of interest.

The objective of the context evaluation in the CIPP evaluation model is to identify initial information concerning how the programme will function (Fitzpatrick et al. 2004; Brewer, 2010).

### **Input Evaluation**

Input evaluation is conducted as a means of evaluating the input variables which are human and material resources needed to make a success of the policy implementation. The input variables that must be planned for as identified in the model are facilities, instructional resources and personnel. It is important at this stage for the evaluator to identify and assemble resources that are available, which include accessible and personal materials (Stufflebeam, 2003; Brewer 2010).

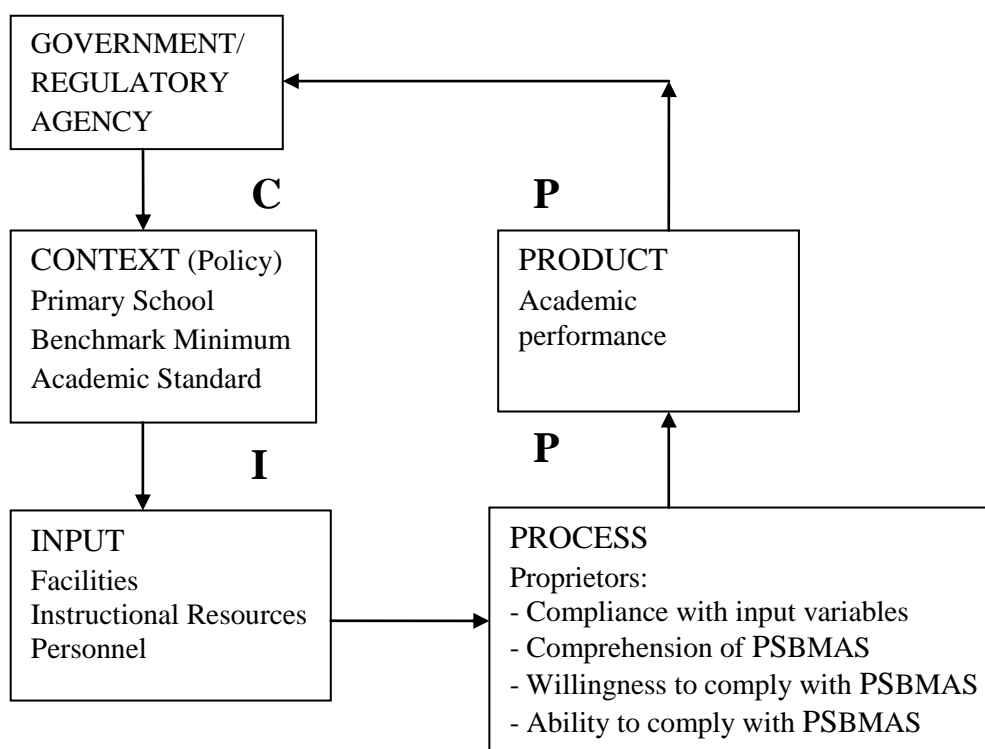
### **Process Evaluation**

At the process evaluation phase, as shown in the model, the evaluator is interested in knowing the extent to which the proprietors have complied with the requirements of PSBMAS in relation to the input variables identified. This will determine to a great extent what the product of the process will be. Also, the evaluator is interested in knowing how compliance factors (policy comprehension, willingness, and ability) as applicable to proprietors have contributed to the compliance process. Basically, the process evaluation phase includes finding out the extent to which the implementation of the programme has conformed to the stated guidelines, and give update information concerning the occurrences in the programme (Payne, 1994).

## Product Evaluation

The product evaluation stage concludes the evaluation by examining the product of the process which is the academic performance of pupils in private primary schools. This would make for a good comparison with what used to be, before the introduction of the policy and what is obtainable after. At the last phase in the CIPP evaluation model is product evaluation, where the decision concerning the fate of the programme is made (Fitzpatrick et al. 2004). This decision should give feedback concerning the need for modification, termination, refocusing, or continuation, of the programme being reviewed (Stufflebeam, 2003).

The CIPP Evaluation Model for summative evaluation of PSBMAS was adapted from evaluation of technical education curriculum in Colleges of Education in Southwestern Nigeria (Alade, 2006).



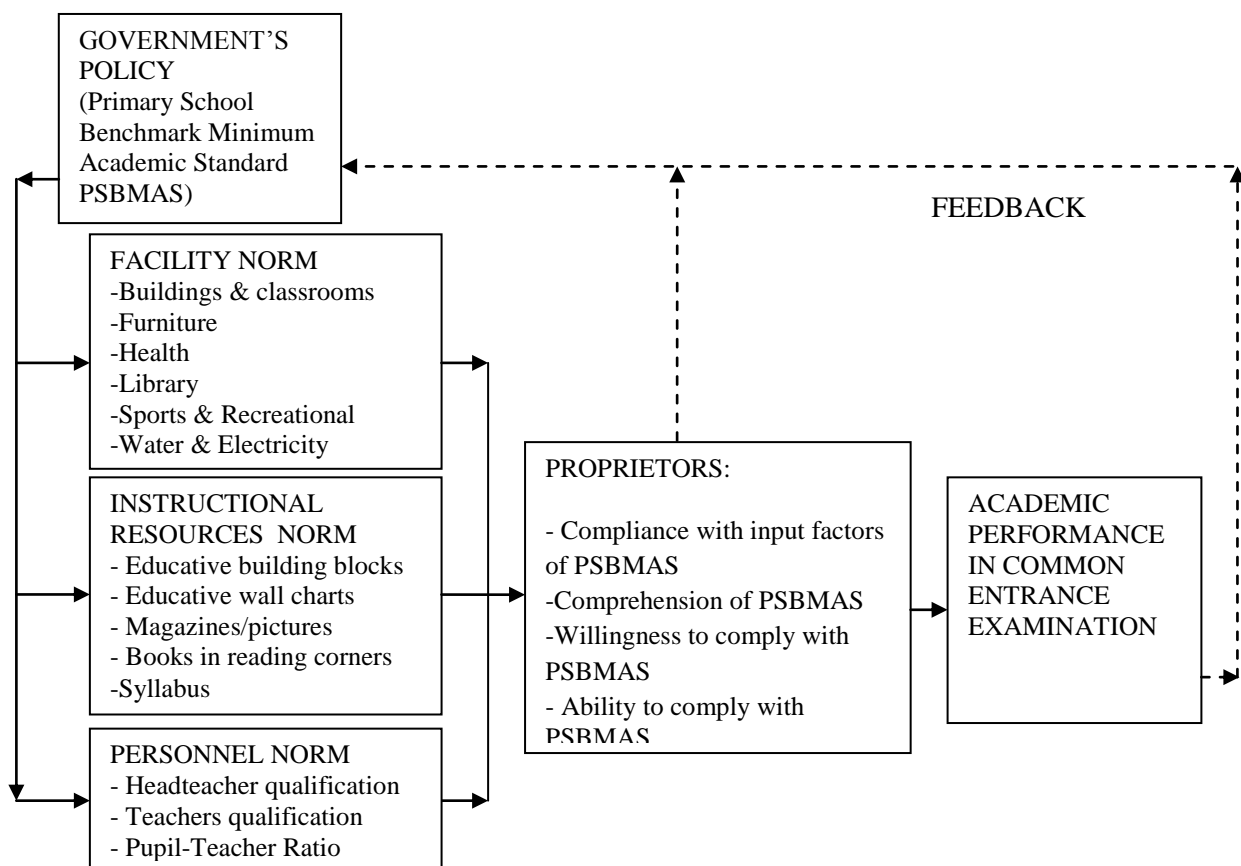
**Figure 2.1. CIPP Evaluation Model for summative evaluation of PSBMAS**

**Source: Adapted from Alade, I. A (2006). Evaluation of technical education curriculum in Colleges of Education in Southwestern Nigeria**

### 2.11 Conceptual Framework for the Study

The conceptual framework for this study describes the relationship between proprietors policy compliance and academic performance. The extent of compliance is expected to

have a positive relationship with academic performance. There are two variables for consideration, they are proprietors policy compliance and academic performance. The postulation is that the extent to which proprietors comply with PSBMAS requirements as categorised by facilities (buildings, classrooms, furniture, health, library resources, sports, recreational, water and electricity), instructional resources (instructional materials, syllabus) and personnel norms determines the academic performance of pupils in private primary schools. Also, proprietors compliance with PSBMAS at the process phase is concerned with the extent to which compliance factors (policy comprehension, willingness, and ability) affect compliance. Figure 2.2 shows the conceptual model ascertaining the relationship between the independent variable and dependent variable.



**Figure 2.2. Conceptual Model for Proprietors' Policy Compliance and Academic Performance**

Source: Researcher's concept

## **CHAPTER THREE**

### **METHODOLOGY**

This chapter presents the procedure involved in carrying out the study. It covers the research design, population of the study, sample and sampling technique, research instruments, the validity of instruments, reliability of instruments, administration of instruments and method of data analysis.

#### **3.1 Research Design**

The descriptive survey research design was adopted for the study. This design was deemed suitable for the study since it provided the approach that can be used to obtain and describe conditions that are already in existence in the study without the researcher manipulating the variables. According to Olayiwola (2007), this method was deemed suitable because it requires the problem is clearly defined, gathering of appropriate and sufficient data, cautious analysis and explanation of data as well as a specialised recording of the findings. Kelly, Clark, Brown and Sitzia (2003) opined that descriptive studies are better conducted using surveys and that the researcher should make no attempt to manipulate or control the variables. This design was used by the researcher because the population was large and to obtain relevant information on variables already identified and as such, this research design was considered appropriate to elicit such information in order to make a generalisation.

#### **3.2 Population of the Study**

The population of the study consisted of all registered private primary schools in Oyo State, Nigeria as of 2010. This is because these schools had presented pupils that had passed through the implementation of PSBMAS policy and sat for the 2017 Common Entrance Examination. As at the year 2010, the population of registered private primary schools in Oyo State was 947. All the 947 proprietors of the approved private primary schools in the state were included in the study. The details of the population are as shown in Table 3.1.

**Table 3.1. The Population of Registered Private Primary Schools in Oyo State**

Local Government Areas	Registered Schools as of 2010
Afijio	16
Akinyele	45
Egbeda	84
Ogo Oluwa	06
Surulere	18
Lagelu	44
Oluyole	51
Ona-Ara	44
Oyo East	17
Oyo West	24
Atiba	15
Saki West	27
Saki East	06
Atisbo	07
Irepodun	06
Olorunsogo	06
Kajola	10
Iwajowa	02
Ogbomoso North	36
Ogbomoso South	27
Iseyin	19
Oorelope	07
Oriire	06
Itesiwaju	02
Ibadan North	100
Ibadan North East	62
Ibadan North West	42
Ibadan South East	61
Ibadan South West	62
Ibarapa Central	13
Ibarapa North	07
Ibarapa East	18
Ido	57
<b>Total</b>	<b>947</b>

Source: Ministry of Education Oyo State (2010)

### **3.3 Sample and Sampling Technique**

The study adopted a multi-stage sampling procedure to generate the sample size. In this study, only the probability sampling technique was employed and it included cluster and the simple random sampling techniques. This is because of the similar characteristics of the samples. At the first stage, the local government areas were clustered in line with the three senatorial districts in Oyo State, which are: Oyo North, Oyo Central and Oyo South. Oyo North has 13 Local Government Areas (LGAs), Oyo Central has 11 LGAs, and Oyo South has 9 LGAs. At the second stage, a simple random sampling technique was adopted to select 50% of the LGAs from each of the senatorial districts which amounted to 17 out of the 33 LGAs. This was followed by the third stage, where 50% of the registered private primary schools as of 2010 were randomly selected from each of the sampled local government areas, totalling 296. The simple random technique was employed using the ballot option. All the 296 proprietors were included in the study. Table 3.2 shows the distribution of sampled private primary schools and proprietors in Oyo State by LGAs and senatorial district.

**Table 3.2. Sample and Sampling Technique**

<b>Senatorial District</b>	<b>Composition of LGA</b>	<b>Registered Private Primary Schools as of 2010</b>	<b>Technique</b>	<b>50% LGA Selected</b>	<b>50% of Schools &amp; Proprietors Selected</b>
Oyo Central	Afijio	16	Cluster/ Random sampling	Akinyele	<b>23</b>
	Akinyele	45		Atiba	<b>08</b>
	Egbeda	84		Egbeda	<b>42</b>
	Ogo Oluwa	06		Lagelu	<b>22</b>
	Surulere	18		Oyo East	<b>09</b>
	Lagelu	44		Oyo West	<b>12</b>
	Oluyole	51			
	Ona-Ara	44			
	Oyo East	17			
	Oyo West	24			
	Atiba	15			
Oyo North	Saki West	27	Cluster/ Random sampling	Iseyin	<b>10</b>
	Saki East	06		Kajola	<b>05</b>
	Atisbo	07		Ogbomoso North	<b>18</b>
	Irepodun	06		Ogbomoso South	<b>14</b>
	Olorunsogo	06		Saki East	<b>03</b>
	Kajola	10		Saki West	<b>14</b>
	Iwajowa	02			
	Ogbomoso North	36			
	Ogbomoso South	27			
	Iseyin	19			
	Oorelope	07			
	Oriire	06			
	Itesiwaju	02			
Oyo South	Ibadan North	100	Cluster/ Random sampling	Ibadan North	<b>50</b>
	Ibadan Northeast	62		Ibadan Northwest	<b>21</b>
	Ibadan Northwest	42		Ibarapa Central	<b>07</b>
	Ibadan Southeast	61		Ibarapa East	<b>09</b>
	Ibadan Southwest	62		Ido	<b>29</b>
	Ibarapa Central	13			
	Ibarapa North	07			
	Ibarapa East	18			
	Ido	57			
<b>Total</b>	<b>33</b>	<b>947</b>		<b>17</b>	<b>296</b>

Source: Fieldwork analysis

### 3.4 Research Instruments

The following research instruments were used to gather information for the study, they are as follows:

- I. Academic Performance in Common Entrance Examination format (APCEE).
- II. Checklist named Proprietors' Compliance with Primary School Benchmark Minimum Academic Standard (PCPSBMAS).
- III. Compliance Factor Questionnaire (CFQ).



IV. Structured interview schedule with the chairmen of NAPPS and secretaries of Local Government Universal Basic Education Authority.

#### **3.4.1 Academic Performance in Common Entrance Examination Format (APCEE)**

The APCEE is an academic performance format used to collect secondary information about the scores of pupils in the Common Entrance Examination for the year 2017 (see Appendix I). It covered the information which was collected from the sampled schools on pupils academic performance in Mathematics, English language and general paper. The results of the pupils for the year 2017 were requested from the sampled schools and used to arrive at the average academic performance of the pupils in each subject and the overall academic performance. The primary school academic performance rating scale was used to determine the overall academic performance of pupils. This rating scale shows scores as: Weak (below 40%); Below average (above 39% but below 50%), Average (above 49% but below 60%), Good (above 59% but below 75%), Very good (above 74% but below 85%) and Excellent (above 84%).

#### **3.4.2 Proprietors' Compliance with Primary School Benchmark Minimum Academic Standard (PCPSBMAS)**

The PCPSBMAS which is an inventory format was adapted from the assessment format for Benchmark Minimum Academic Standard of schools in Oyo State (see Appendix II). It was structured to collect information on the extent to which private primary school proprietors have complied with the guideline named Benchmark Minimum Academic Standard in Oyo State. This instrument has listed guideline norms to be complied with for observation purposes. The researcher and the research assistants ticked as applicable and collected information as appropriate. It has two sections, section (A) provided background information about the individual schools, while section (B) provided information on extent of compliance with facility guidelines (buildings and classroom norms, furniture norms, health norms, library resources norms, recreational and sports norms, water and electricity norms) instructional resources guidelines (instructional materials norms, syllabus norms) and personnel requirements guidelines. This section has 40 items, rated on a 4-point Likert scale as: to a very high extent (4), to a high extent (3), to a low extent (2) and to a very low extent (1). Each of these items was rated based on the extent to which the proprietors

had complied with the norms as stipulated in the PSBMAS. This information was used to generate the extent of compliance by proprietors for each norm.

### **3.4.3 Compliance Factor Questionnaire (CFQ)**

The CFQ was used to gather information about the reasons proprietors do not comply with PSBMAS (see Appendix III). It has two sections, section (A) provided background information on the school, section (B) has information on the reasons why proprietors do not comply with PSBMAS. Section B has three segments (A, B and C). Segment A has three items, segment B has five items, while segment C has six items. These make a total of 14 items, rated on a 4-point Likert scale as: to a very great extent (4), to a great extent (3), to a little extent (2) and to a very little extent (1).

### **3.4.4 Structured Interview Schedule with the Chairmen of NAPPS and Secretaries of Local Government Universal Basic Education Authority**

This comprised an interview guide for the chairmen of NAPPS and secretaries of Local Government Universal Basic Education Authority (LGUBEA) in the state (see Appendix IV). The NAPPS chairmen are the people that coordinate and interface with the government on behalf of other proprietors. The secretaries of LGUBEA are directly responsible for ensuring proprietors' compliance with PSBMAS at the local government level. There were fourteen questions in the schedule that elicited information from the NAPPS chairmen and secretaries of LGUBEA about their opinion on the policy compliance of private primary school proprietors with PSBMAS. These questions were extracted from the compliance factors (policy comprehension, willingness and ability of proprietors to comply with PSBMAS). The interview was structured because it involved only twelve people.

## **3.5 Validity of Instruments**

In order to make sure that the instruments measure what they were purported to measure, the face, construct and content validity were done by giving copies to the researcher's supervisor, lecturers in the Department of Educational Management and the Institute of Education, the University of Ibadan for review of the items and necessary corrections. These experts made constructive criticism and corrections of the instruments. Only items with 70% agreement were retained and appended. The validity approval was obtained for the instruments with the endorsement by the supervisor and the internal/external examiner of these research work.

### **3.6 Reliability of Instruments**

Cronbach's alpha test of reliability was used to determine the internal consistency of the instruments. This is because it determines the degree to which all the items measuring a particular variable (e.g. facility, instructional resources and personnel guidelines) and (proprietors' compliance factors) are measuring the said variable (proprietors policy compliance). The two instruments PCPSBMAS and CFQ were administered in 3 private primary schools, to 3 proprietors in Oluyole Local Government Area. This Local Government Area was not included in the study sample. The reliability coefficient of 0.88 and 0.74 was achieved respectively.

### **3.7 Administration of Instruments**

The period for data collection was six (6) months. A list of all registered private primary schools with their contacts was obtained by the researcher from the Ministry of Education. The proprietors of the sampled private primary schools were contacted and their consent assured with the dates for visitation.

The researcher engaged the services of 6 research assistants who were lecturer in a college of education. They were trained by the researcher for a period of two weeks for the purpose of assisting with the administration of the instruments. This training was done at a private primary school with a practical display of how the research was to be conducted. The 6 research assistants took part in the administration of the instruments.

Letter of introduction was gotten from the department for the fieldwork, soliciting for the cooperation of proprietors. All the research assistants, including the researcher, had photocopies of the introduction letter and showed to the proprietors of the sampled schools. The researcher and the assistants visited each of the sampled schools to gather the required information. All the instruments administered were returned.

The interview sessions were conducted by the researcher and two of the trained assistants. The interviews took place in the offices of the chairmen of NAPPS in their schools and the offices of the secretaries in the designated LGAs.

### **3.8 Method of Data Analysis**

Data collected were analysed using descriptive statistics and inferential statistics. Research questions were analysed using frequency counts, percentages, mean ratings and cut-off points. Pearson Product Moment Correlation was used to test hypotheses one to three, while multiple regression was used to test hypothesis four at 0.05 level of significance.

The qualitative data from the interview were analysed thematically. These themes provided the basis for answers to research question three.

## CHAPTER FOUR

### RESULTS AND DISCUSSION

This chapter presents and discusses the results of the study. The study investigated the extent to which proprietors of private primary schools adhere to facility norms, instructional resources norms and personnel norms as contained in PSBMAS and the relationship between proprietors compliance level and academic performance of pupils. The study also examined the influence of policy comprehension, willingness and ability of proprietors to proprietors' policy compliance with facility norms, instructional resources norms and personnel norms. The results are presented based on the responses to the research questions raised and hypotheses tested in the study.

#### 4.1 Answer to Research Questions

##### 4.1.1 Research Question 1: What is the academic performance of private primary school pupils in external examination in Oyo State?

To answer this question, the average percentage scores of pupils in Mathematics, English language and General paper in the 2017 Common Entrance Examination for each of the sampled 296 private primary schools was generated (see appendix V) from the data collected using APCEE and analysed using frequency count and percentages. Table 4.1, presents the summary.

**Table 4.1. Average Pupils Academic Performance in 2017 Common Entrance Examination by Subject**

<b>Subject</b>	<b>Average Score %</b>
Mathematics	78%
English language	80%
General paper	75%
<b>Overall Average</b>	<b>78% Very Good</b>

Note: For calculations, see Appendix V

Table 4.1 shows the average academic performance of private primary school pupils in 2017 Common Entrance Examination in Oyo State. This shows that the average academic performance of pupils in Mathematics, English language and General paper was 78%, 80% and 75% respectively. This amounted to an overall average score of 78%. This implied that

the academic performance of private primary school pupils in the 2017 Common Entrance Examination in Oyo State was very good. This finding corroborates the perception of parents that private schools offer their children better academic achievement which informed their preference for private schools (National Population Commission (NPC) and RTI International 2011; Härmä 2011a).

The very good academic performance attributable to private primary school pupils as findings in this study shows could be due to the high extent to which the proprietors of the sampled schools had complied with the facility, instructional resources and personnel requirements of PSBMAS.

Even though the extent of compliance with PSBMAS was not total, the academic performance of the pupils in private primary schools reflects the extent to which the proprietors have complied with PSBMAS. This corroborates the findings of Buckley, et al. (2003) that compliance rating is linked to academic performance.

**4.1.2 Research Question 2:** To what extent do proprietors of private primary schools in Oyo State comply with the facility, instructional resources and personnel norms contained in PSBMAS?

To answer this question, Tables 4.2, 4.3, 4.4, 4.5, 4.6, 4.7, 4.8, 4.9 and 4.10 present the summary. Each of the notes under the tables shows that the mean response between 0-1.4 implies proprietors compliance with PSBMAS is very low, 1.5-2.4 shows that proprietors compliance with PSBMAS is low. Also, the mean responses of 2.5-3.4 show that proprietors compliance with PSBMAS is high, while 3.5 and above implies that proprietors compliance with PSBMAS is very high.

**Table 4.2. Proprietors' Compliance with Facility, (Buildings and Classrooms Norms) Guidelines**  
N = 296

<b>FACILITY (Buildings and Classrooms Norms)</b>						
<b>Norms</b>	<b>Very High Extent</b>	<b>High Extent</b>	<b>Low Extent</b>	<b>Very Low Extent</b>	<b>Mean</b>	<b>SD</b>
Appropriate Space	166 (56.1)	130 (43.9)	0 (0.0)	0 (0.0)	3.56	.50
Appropriate School Building	183 (61.8)	113 (38.2)	0 (0.0)	0 (0.0)	3.62	.49
Adequate Number of Classrooms	183 (61.8)	113 (38.2)	0 (0.0)	0 (0.0)	3.62	.49
Classroom Dimension	132 (44.6)	164 (55.4)	0 (0.0)	0 (0.0)	3.45	.50
Availability of Standard Office for Head Teacher	176 (59.5)	87 (29.4)	33 (11.1)	0 (0.0)	3.48	.69
Availability of Standard Staffrooms	103 (34.8)	162 (54.7)	0 (0.0)	0 (0.0)	3.03	.63
Fencing	223 (75.3)	73 (24.7)	0 (0.0)	0 (0.0)	3.75	.43
<b>Cluster Mean</b>					<b>3.50</b>	

**Note:** Mean responses range from 0-1.4=Very Low Extent, 1.5-2.4= Low extent, 2.5-3.4=High Extent, 3.5-4.0= Very High Extent. Figures in parenthesis are percentages. For means calculations, see Appendix V.

Table 4.2 presents the result of the proprietors' compliance with facility guideline as it pertains to buildings and classrooms norms. The seven items of buildings and classrooms norms had a cluster mean score of 3.50 out of maximum obtainable 4.00. The seven items obtained mean: appropriate space (mean=3.56); appropriate school building (mean=3.62); adequate number of classrooms (mean=3.62); classroom dimension (mean=3.45); availability of standard office for head teacher (mean=3.48); availability of standard staffrooms (mean=3.03) and fencing (mean=3.75). Based on these, the cluster means score shows that proprietors compliance with buildings and classrooms norms was above the threshold of 2.5, meaning that the extent of proprietors' compliance with buildings and classrooms norms was high. This result shows that there is variance in the compliance of the target audience with regulations as stated by (OECD, 2014).

The implication of this result is that despite the high extent of proprietors' compliance, some of the proprietors did not properly comply with norms pertaining to buildings and classrooms and that the compliance was partial. This result corroborates the perception of some stakeholders that some proprietors do not really comply with the requirements of the policy for the establishment of private primary schools. It can also be inferred that the extent of proprietors' compliance contributed to the academic performance of the pupils proportionately. Studies such as Buckley, et al. (2003) discovered that proprietors' compliance with regulations is linked to the academic performance of pupils. Also, Alimi, Ehinola and Alabi (2012); Owoeye and Yara (2011) stated that there exists a significant relationship between adequacy and availability of facilities and academic performance of pupils. If there is an improvement in the extent of proprietors' compliance with buildings and classrooms norms, then the academic performance of pupils will improve.

**Table 4.3. Proprietors' Compliance with Facility, (Furniture Norms) Guidelines  
N = 296**

Norms	FACILITY (Furniture Norms)				Mean	SD
	Very High Extent	High Extent	Low Extent	Very Low Extent		
Adequate Number of Desks and Chairs	85 (28.7)	211 (71.3)	0 (0.0)	0 (0.0)	3.29	.45
Appropriate Dimension of Desks and Chairs	85 (28.7)	211 (71.3)	0 (0.0)	0 (0.0)	3.29	.45
<b>Cluster Mean</b>					<b>3.29</b>	

**Note:** Mean responses range from 0-1.4=Very Low Extent, 1.5-2.4= Low extent, 2.5-3.4=High Extent, 3.5-4.0= Very High Extent. Figures in parenthesis are percentages.

Table 4.3 presents the result of the proprietors' compliance with facility guideline as it pertains to furniture norms. It could be observed that proprietors compliance with furniture norms: adequate number of desks and chairs (mean=3.29) and appropriate dimension of desks and chairs (mean=3.29) had a clustered mean of 3.29, This is above the threshold of 2.5, meaning that the extent of proprietors' compliance with furniture norms of facility guideline, as contained in PSBMAS was high. This result shows that there is variance in the compliance of the target audience with regulations (Weaver, 2009; OECD, 2014). This finding shows that the proprietors are likely not to be aware of the specification required



for chairs and desks norms. It should be easier to ensure compliance with desks and chairs requirements. When pupils are comfortable with their furniture, there is the likelihood of them performing better academically.

The result shows that there was a variance of compliance with furniture norms and that compliance was not total as required. This result shows that there is an agreement between the findings of this study that most of the proprietors do not have a good comprehension of PSBMAS and very low proper compliance of proprietors. This corroborates existing literature, showing that there is always variance in the extent to which target audiences comply with government policies (Shamsaei, Amyot, and Pourshahid, 2011; Shamsaei, 2012). If the government can improve the extent of proprietors' compliance with furniture norms, the academic performance of pupils will certainly improve.

**Table 4.4. Proprietors Compliance with Facility, (Health Norms) Guidelines  
N = 296**

Norms	FACILITY (Health Norms)				Mean	SD
	Very High Extent	High Extent	Low Extent	Very Low Extent		
Adequate Pupils Toilet	25 (8.4)	226 (76.4)	45 (15.2)	0 (0.0)	2.93	.48
Adequate Staff Toilet	38 (12.8)	196 (66.2)	62 (20.9)	0 (0.0)	2.92	.58
Availability of Portable Water	52 (17.6)	174 (58.8)	70 (23.6)	0 (0.0)	2.94	.64
Means of Waste Disposal	17 (5.7)	250 (84.5)	29 (9.8)	0 (0.0)	2.96	.39
Availability of Sick Bay	138 (46.6)	158 (53.4)	0 (0.0)	0 (0.0)	3.47	.50
Availability of Equipped First Aid Box	64 (21.6)	232 (78.4)	0 (0.0)	0 (0.0)	3.22	.41
Availability of Trained Health Personnel	15 (5.1)	146 (49.3)	135 (45.6)	0 (0.0)	2.59	.59
Neatness of the Environment	75 (25.3)	170 (57.4)	51 (17.2)	0 (0.0)	3.08	.65
<b>Cluster Mean</b>					<b>3.01</b>	

**Note:** Mean responses range from 0-1.4=Very Low Extent, 1.5-2.4= Low extent, 2.5-3.4=High Extent, 3.5-4.0= Very High Extent. Figures in parenthesis are percentages.

Table 4.4 presents the result of the proprietors compliance with facility guideline as regards health norms. The eight items of health norms had a cluster mean value of 3.01 out of maximum obtainable 4.00. The obtained mean values are as following: adequate pupils toilet (mean=2.93); adequate staff toilet (mean=2.92); availability of potable water (mean=2.94); means of waste disposal (mean=2.96); availability of sickbay (mean=3.47); availability of equipped first aid box (mean=3.22); availability of trained health personnel (mean=2.59) and neatness of the environment (mean=3.08). The cluster mean score of 3.01 shows that proprietors compliance with health norms was above the threshold of 2.5, meaning that the extent of proprietors' compliance with health norms was high.

It was observable that a very large number of proprietors partially complied with the health norms while proper compliance rate was low. This result shows that most of the proprietors might be aware of the requirement but may not have properly complied due to paucity of funds as suggested by the interview of proprietors about the paucity of funds affecting their compliance with PSBMAS. This surely will have implication for the academic performance of pupils as studies have stated that there is a correlation between compliance with health facilities and academic performance of pupils (OECD, 2000; Buckley, et al., 2003).

The result shows that there was a variance of compliance with health norms and that compliance was not total as required. This corroborates existing literature, showing that the extent of compliance with government policies by target audiences varies (Lu, Sadiq and Governatori, 2008; Shamsaei, Amyot and Pourshahid, 2011). Ensuring compliance with the basic health norms will make the pupils learn basic hygiene and prevent them from likely falling sick and give them first aid treatment in case of injuries or sickness. The extent of proprietors' compliance can be very high if the low monitoring of private schools by government officials as observed by this study is improved on.

**Table 4.5. Proprietors' Compliance with Facility, (Library Resources Norms) Guidelines**  
N = 296

Norms	FACILITY (Library Resources Norms)				Mean	SD
	Very High Extent	High Extent	Low Extent	Very Low Extent		
Appropriate Space	38 (12.8)	133 (44.9)	125 (42.3)	0 (0.0)	2.71	.68
Currency of Books	44 (14.9)	132 (44.6)	120 (40.5)	0 (0.0)	2.74	.70
Qualified Librarian	32 (10.8)	135 (45.6)	129 (43.6)	0 (0.0)	2.67	.66
Availability of Relevant Books	32 (10.8)	181 (61.1)	83 (28.0)	0 (0.0)	2.83	.60
Availability of Computer Devices	49 (16.6)	178 (60.1)	69 (23.3)	0 (0.0)	2.93	.63
Availability of Library Furniture	55 (18.6)	137 (46.3)	104 (35.1)	0 (0.0)	2.83	.72
<b>Cluster Mean</b>					<b>2.79</b>	

**Note:** Mean responses range from 0-1.4=Very Low Extent, 1.5-2.4= Low extent, 2.5-3.4=High Extent, 3.5-4.0= Very High Extent. Figures in parenthesis are percentages.

Table 4.5 presents the result of the proprietors' compliance with facility guideline as it pertains to library resources norms. The six items of library resources norms had a cluster mean value of 2.79 out of maximum obtainable 4.00. The obtained mean values for the items are as following: appropriate space (mean=2.71); the currency of books (mean=2.74); qualified librarian (mean=2.71); availability of relevant books (mean=2.83); availability of computer devices (mean=2.93) and availability of library furniture (mean=2.83). Based on the cluster mean score of 2.79, the result shows that the proprietors' compliance with library resources norms was above the benchmark of 2.5. This means that the extent of proprietors' compliance with library resources norms was high.

This result shows that most of the proprietors complied with the library resources norms which appeared partial. This high partial compliance suggests that most of the proprietors

might be aware of the requirement but may not have properly complied due to paucity of funds experienced by the proprietors in compliance with PSBMAS as they suggested during the interview. This is certain to have implication for the academic performance of pupils as studies have stated that there is a correlation between compliance with library resources and academic performance of pupils (OECD, 2000; Buckley, et al., 2003; Alimi, Ehinola and Alabi, 2012).

The result shows that proprietors' compliance with library resources norms was partial, although with high extent status. This corroborates existing literature, showing that the extent of compliance with government policies by target audiences varies (Lu, Sadiq and Governatori, 2008; Shamsaei, Amyot and Pourshahid, 2011). It is important to note that proprietors' compliance with library resources norms had the lowest cluster mean value of all the norms under facility requirement. The implication of this is that library resources which are meant to expose and encourage the pupils to cultivate the habit of reading/exploration had the least proprietors' compliance. Improvement on the extent of proprietors' compliance will appreciably improve the academic performance of the pupils. This corroborates the finding of Todd and Kihlthon (2004). This, however, contradicts the finding of Odetayo which found that availability of library facilities had no significant influence on students academic performance.

**Table 4.6. Proprietors' Compliance with Facility, (Recreation and Sports Norms) Guidelines**  
**N = 296**

Norms	FACILITY (Sports and Recreational Norms)				Mean	SD
	Very High Extent	High Extent	Low Extent	Very Low Extent		
Availability of Sports Field	54 (18.2)	117 (39.5)	125 (42.3)	0 (0.0)	2.76	.74
Availability of Sporting Equipment	29 (9.8)	159 (53.7)	108 (36.5)	0 (0.0)	2.73	.63
Availability of Recreational Facilities	61 (20.6)	199 (67.2)	36 (12.2)	0 (0.0)	3.08	.57
<b>Cluster Mean</b>					<b>2.86</b>	

**Note:** Mean responses range from 0-1.4=Very Low Extent, 1.5-2.4= Low extent, 2.5-3.4=High Extent, 3.5-4.0= Very High Extent. Figures in parenthesis are percentages.

Table 4.6 presents the result of the proprietors' compliance with facility guideline pertaining to recreational and sports norms. The three items of recreational and sports norms had a cluster mean value of 2.86 out of maximum obtainable 4.00. The obtained mean values for the items are as following: availability of sports field (mean=2.76); availability of sporting equipment (mean=2.73) and availability of recreational facilities (mean=3.08). Based on the cluster mean score of 2.86, the result shows that the proprietors' compliance with recreational and sports norms was above the threshold of 2.5. This implies that the extent of proprietors' compliance with recreational and sports norms was high. It was observable that a large number of proprietors partially complied while only a few properly complied with the recreational and sports norms. This compliance status suggests that there is the possibility of proprietors not having the financial resources to really acquire plots of lands such that will ensure that they have sports fields and facilities. The variance in compliance with this norm is in line with the position of Shamsaei, Amyot and Pourshahid (2011) that compliance with government regulations varies across regulations. The appreciable extent of proprietors' compliance with recreational facilities could be as a result of the need for little space to put the recreational pieces of equipment. This is likely to have an impact on the academic performance of pupils as studies have stated that there is a relationship between recreational and sports

facilities and academic performance of pupils (Buckley, et al., 2003; Alimi, Ehinola and Alabi, 2012).

**Table 4.7. Proprietors' Compliance with Facility, (Water and Electricity Norms) Guidelines**  
**N = 296**

Norms	FACILITY (Water and Electricity Norms)				Mean	SD
	Very High Extent	High Extent	Low Extent	Very Low Extent		
Availability of Portable Water	38 (12.8)	198 (66.9)	60 (20.3)	0 (0.0)	2.93	.57
Adequate Volume of Water	11 (3.7)	240 (81.1)	45 (15.2)	0 (0.0)	2.89	.42
Availability of Electricity in the School	159 (53.7)	120 (40.5)	17 (5.7)	0 (0.0)	3.48	.61
<b>Cluster Mean</b>					<b>3.1</b>	

**Note:** Mean responses range from 0-1.4=Very Low Extent, 1.5-2.4= Low extent, 2.5-3.4=High Extent, 3.5-4.0= Very High Extent. Figures in parenthesis are percentages.

Table 4.7 presents the result of the proprietors' compliance with facility guideline as it pertains to water and electricity norms. The three items of water and electricity norms had a cluster mean value of 3.1 out of maximum obtainable 4.00. The obtained mean values for the items are as following: availability of potable water (mean=2.93); an adequate volume of water (mean=2.89) and availability of electricity in the school (mean=3.48). Based on the cluster mean score of 3.1, the result shows that the proprietors' compliance with water and electricity norms was above the threshold of 2.5. This means that the extent of proprietors' compliance with water and electricity norms was high.

This result shows that most of the proprietors partially complied with the availability of potable water norm and adequate volume of water norm, while there was appreciable proper compliance with the availability of electricity in the schools. This compliance status could be connected to paucity of funds as individuals are mandated to make provision for basic amenities such as borehole and purchase of generating sets to serve as a backup for epileptic power supply. The importance of making water available in the school premises is connected to cleanliness in the school and electricity is necessary to power certain

gadgets necessary to aid teaching and learning. There is the likelihood of proper compliance with water and electricity norm to have an influence on academic performance of pupils, as Alimi, Ehinola and Alabi (2012) stated that there exist a relationship between school facilities and academic performance of pupils.

The variance of compliance with water and electricity norms showed that compliance was not total as required. This corroborates existing literature, showing that there is variance in the extent target audiences comply with government policies (Lu, Sadiq and Governatori, 2008; Weaver, 2009; Shamsaei, Amyot and Pourshahid, 2011).

**Table 4.8. Proprietors' Compliance with Instructional Resources (Instructional Materials Norms) Guidelines**  
N = 296

<b>INSTRUCTIONAL RESOURCES (Instructional Materials Norms)</b>						
<b>Norms</b>	<b>Very High Extent</b>	<b>High Extent</b>	<b>Low Extent</b>	<b>Very Low Extent</b>	<b>Mean</b>	<b>SD</b>
Availability of Relevant Books	51 (17.2)	138 (46.6)	107 (36.1)	0 (0.0)	2.81	.71
Availability of Educative Wall Charts	46 (15.5)	179 (60.5)	71 (24.0)	0 (0.0)	2.92	.62
Availability of Educative Magazines	68 (23.0)	117 (39.5)	111 (37.5)	0 (0.0)	2.85	.77
Adequacy of Story Books in Reading Corners	71 (24.0)	130 (43.9)	95 (32.1)	0 (0.0)	2.92	.75
Adequacy of Audio-Visual	54 (18.2)	149 (50.3)	93 (31.4)	0 (0.0)	2.87	.69
Educative Building Blocks	37 (12.5)	190 (64.2)	69 (23.3)	0 (0.0)	2.89	.59
<b>Cluster Mean</b>					<b>2.88</b>	

**Note:** Mean responses range from 0-1.4=Very Low Extent, 1.5-2.4= Low extent, 2.5-3.4=High Extent, 3.5-4.0= Very High Extent. Figures in parenthesis are percentages.

Table 4.8 presents the result of the proprietors' compliance with instructional resources guideline as regards instructional materials norms. The six items of instructional materials norms had a cluster mean value of 2.88 out of maximum obtainable 4.00. The obtained



mean values for the items are as following: availability of relevant books norm (mean=2.81); availability of educative wall charts norm (mean=2.92); availability of educative magazines norm (mean=2.85); adequacy of storybooks in reading corners norm (mean=2.92); adequacy of audio-visual norm(mean=2.87) and educative building blocks norm (mean=2.89). Based on the cluster mean score of 2.88, the result shows that the proprietors' compliance with instructional materials norms was above the threshold of 2.5. This implies that the extent of proprietors' compliance with instructional materials norms was high.

The result shows that most of the proprietors partially complied with instructional materials norms, however, the percentage that poorly complied was also high. The importance of instructional materials to the teaching-learning process suggests that these norms which are not really difficult to acquire should have very high proprietors' compliance rate. This could have bearing with the findings of this study that proprietors' comprehension of PSBMAS is to a low extent, and that there is low monitoring of private schools by the compliance enforcement officials saddled with the responsibilities of ensuring compliance. This presents a situation for concern, as research pieces of evidence exist, showing that there is a strong relationship between adequacy and availability of instructional materials and academic performance of pupils (Ajayi and Yusuf, 2009; Likoko, Mutsotso and Nasongo, 2013). This might have a low influence on the very good academic performance of the pupils as shown in this study. This calls for ensuring that compliance enforcement officials intensify monitoring to bring about proper compliance with PSBMAS.

**Table 4.9. Proprietors' Compliance with Instructional Resources (Syllabus Norms) Guidelines**  
**N = 296**

<b>INSTRUCTIONAL RESOURCES (Syllabus Norms)</b>						
<b>Norms</b>	<b>Very High Extent</b>	<b>High Extent</b>	<b>Low Extent</b>	<b>Very Low Extent</b>	<b>Mean</b>	<b>SD</b>
Evidence of Compliance with Lower Basic Curriculum	191 (64.5)	105 (35.5)	0 (0.0)	0 (0.0)	3.65	.48
Evidence of Compliance with Middle Basic Curriculum	225 (76.0)	71 (24.0)	0 (0.0)	0 (0.0)	3.76	.43
<b>Cluster Mean</b>					<b>3.71</b>	

**Note:** Mean responses range from 0-1.4=Very Low Extent, 1.5-2.4= Low extent, 2.5-3.4=High Extent, 3.5-4.0= Very High Extent. Figures in parenthesis are percentages.

Table 4.9 presents the result of the proprietors' compliance with instructional resources guideline as it relates to syllabus norms. The two items of syllabus norms had a cluster mean value of 3.71 out of maximum obtainable 4.00. The obtained mean values for the items are as following: evidence of compliance with Lower Basic Curriculum (mean=3.65) and evidence of compliance with Middle Basic Curriculum (mean=3.76). Based on the cluster mean value of 3.71, the result shows that the proprietors' compliance with syllabus norms was above the benchmark of 2.5. This means that the extent of proprietors' compliance with syllabus norms was high.

This result shows that the majority of the proprietors complied with the syllabus norm. This high rate compliance can be said to likely be the reason for the very good academic performance of the pupils. This corroborates the existing literature which shows that there is a significant relationship between adherence to syllabus and academic performance of pupils (Shikuku, 2012). The study also shows that most of the proprietors are conversant with the syllabus requirement and complied. This explains that proprietors have a clear comprehension of this aspect of PSBMAS.

The result shows that there was a variance of compliance with syllabus norms and that compliance was not total as required. This corroborates existing literature, showing that

there is always variance in the extent target audiences comply with government policies (Lu, Sadiq and Governatori, 2008; Weaver, 2009; Shamsaei, Amyot and Pourshahid, 2011; Shamsaei, 2012).

**Table 4.10. Proprietors' Compliance with Personnel (Staffing Norms) Guidelines**  
N = 296

Norms	PERSONNEL (Staffing Norms)				Mean	SD
	Very High Extent	High Extent	Low Extent	Very Low Extent		
Qualified Head Teacher	213 (72.0)	83 (28.0)	0 (0.0)	0 (0.0)	3.72	.45
Adequate Number of Qualified Teachers	199 (67.2)	97 (32.8)	0 (0.0)	0 (0.0)	3.67	.50
Pupil Teacher Ratio	133 (44.9)	163 (55.1)	0 (0.0)	0 (0.0)	3.45	.53
<b>Cluster Mean</b>					<b>3.61</b>	

**Note:** Mean responses range from 0-1.4=Very Low Extent, 1.5-2.4= Low extent, 2.5-3.4=High Extent, 3.5-4.0= Very High Extent. Figures in parenthesis are percentages.

Table 4.10 presents the result of the proprietors' compliance with personnel guideline as it relates to staffing norms. The three items of staffing norms had a cluster mean value of 3.61 out of maximum obtainable 4.00. The obtained mean values for the items are as following: qualified head teacher (mean=3.72), adequate number of qualified teachers (mean=3.67) and Pupil-Teacher Ratio (mean=3.45). The cluster mean score of 3.61 shows that proprietors compliance with staffing norms was above the threshold of 2.5, meaning that the extent of proprietors' compliance with staffing norms was high.

The result shows that most of the proprietors employed a qualified head teacher and an adequate number of qualified teachers. This, coupled with proper compliance with syllabus norm could also be responsible for the very good academic performance of the pupils. There are research pieces of evidence showing that there is a strong relationship between adequate and qualified teachers and academic performance (Aregbeyen, 2011; Kimani, Kara and Njagi; Abe, 2014).

The result shows that there was a variance of compliance with staffing norms and that compliance was not total as required. This corroborates existing literature, showing that there is variance in the extent target audiences comply with government policies (Lu, Sadiq and Governatori, 2008; Weaver, 2009; Shamsaei, Amyot and Pourshahid, 2011; Shamsaei, 2012).

**Table 4.11. Proprietors Compliance with Facility, Instructional Resources and Personnel Guidelines Overall Cluster Means**

<b>Variables</b>	<b>Norms</b>	<b>Cluster Means</b>
Facility	Buildings and Classrooms	3.50
	Furniture	3.29
	Health	3.01
	Library Resources	2.79
	Recreation and Sports	2.86
	Water and Electricity	3.1
<b>Overall</b>	<b>(High Extent)</b>	<b>3.09</b>
Instructional Resources	Instructional Materials	2.88
	Syllabus	3.71
<b>Overall</b>	<b>(High Extent)</b>	<b>3.30</b>
Personnel	Staffing	3.61
<b>Overall</b>	<b>(Very High Extent)</b>	<b>3.61</b>

It could be observed that proprietors compliance in all the clusters was above average which implies that the mean responses of all the norms examined were higher than 2.5 (high extent). Hence, it could be inferred that compliance among primary school proprietors with guidelines on the facility, instructional resources and personnel guidelines was considerably high. Also, that proprietors' compliance with PSBMAS was not total. The implication of this varied compliance with PSBMAS suggests that not all the aspects of the facility, instructional resources and personnel requirements required to be put in place by the proprietors were provided. This shows that the compliance enforcement officials saddled with the responsibility of ensuring total compliance are not doing due diligence to the enforcement. Also, the paucity of funds can be said to be responsible for partial and poor compliance of proprietors with PSBMAS.

In all, those areas where partial and poor extent of compliance were observed with proprietors' compliance should be addressed appropriately because of the relationship that exists in literature between compliance with facilities, instructional resources and personnel requirements and academic performance of pupils (Buckley, et al., 2003; Aregbeyen, 2011; Alimi, Ehinola and Alabi (2012; Likoko, Mutsotso and Nasongo, 2013; Abe, 2014).

Even though the requirements are the minimum to be complied with, it was expected that proprietors comply 100% for their schools to be approved but the study revealed that some proprietors' compliance with the norms were proper, many were partial and few poorly. This corroborates existing literature, showing that there is variance in the extent target audiences comply with government policies (Lu, Sadiq and Governatori, 2008; Weaver, 2009; Shamsaei, Amyot and Pourshahid, 2011; Shamsaei, 2012).

### **Research Question 3**

To what extent have compliance factors (policy comprehension, willingness and ability) been responsible for proprietors compliance with PSBMAS requirements in Oyo State?

To answer this question, Tables 4.12, 4.13 and 4.14 present the summary. The notes provided under the tables reveal that, average mean score ranging from 0-1.4 shows that the extent to which compliance factors (policy comprehension, willingness and ability) have been responsible for proprietors compliance with PSBMAS requirements is to a very low extent, 1.5-2.4 means that such extent to which compliance factors have been responsible for proprietors compliance with PSBMAS requirements is to a low extent, 2.5-3.4 implies that such extent to which compliance factors have been responsible for proprietors compliance with PSBMAS requirements is to a great extent while mean responses ranging from 3.5-4.0 implies that the extent to which compliance factors have been responsible for proprietors compliance with PSBMAS requirements is to a very great extent.

**Table 4.12. Proprietors' Comprehension of PSBMAS**  
**N = 296**

Comprehension factors	Proprietors' Comprehension of PSBMAS				Mean	SD
	Very Great Extent	Great Extent	Low Extent	Very Low Extent		
Proprietors are not familiar with PSBMAS	10 (3.4)	30 (10.1)	155 (52.4)	101 (34.1)	1.83	.53
PSBMAS is not simple to understand	10 (3.4)	31 (10.5)	134 (45.3)	121 (40.9)	1.76	.54
Ministry of Education did not give adequate information about PSBMAS compliance	95 (32.1)	102 (34.5)	62 (20.9)	37 (12.5)	2.86	1.01
<b>Cluster Mean</b>					<b>2.15</b>	

**Note:** Mean responses range from 0-1.4=Very Low Extent, 1.5-2.4= Low extent, 2.5-3.4=Great Extent, 3.5-4.0= Very Great Extent. Figures in parenthesis are percentages.

Table 4.12 presents the result of proprietors' comprehension of PSBMAS. The three factors had a cluster mean value of 2.15 out of maximum obtainable 4.00. The obtained mean values for the items are as following: proprietors are not familiar with PSBMAS (mean=1.83); PSBMAS is not simple to understand (mean=1.76) and Ministry of Education did not give adequate information about PSBMAS compliance (mean=2.86). Based on the cluster mean value of 2.15, the result shows that proprietors' comprehension of PSBMAS was below the threshold of 2.5. This means that the extent of proprietors' comprehension of PSBMAS was low. This finding contradicts the excerpts from the interview sessions that proprietors are familiar with PSBMAS, that it is simple to understand and that there has been adequate dissemination of information by the MoE. The implication of this result is that proprietors do not have a good comprehension of PSBMAS. This reflected in the extent to which the proprietors have complied with certain aspects of the facilities, instructional resources and personnel norms of the PSBMAS as discovered in this study, despite the high extent of compliance. These results corroborate the existing literature (Winter and Peter, 2001; Grindle, 2007; OECD, 2009; and Weaver, 2006) which states that lack of regulatory comprehension by the target group is a reason for non-compliance with regulations.

**Table 4.13. Proprietors' Willingness to Comply with PSBMAS**  
N = 296

<b>Proprietors' Willingness to Comply with PSBMAS</b>						
<b>Willingness factors</b>	<b>Very Great Extent</b>	<b>Great Extent</b>	<b>Low Extent</b>	<b>Very Low Extent</b>	<b>Mean</b>	<b>SD</b>
Compliance with PSBMAS has cost disadvantages	42 (14.2)	113 (38.2)	87 (29.4)	54 (18.2)	2.48	.95
PSBMAS was not generally accepted	54 (18.2)	154 (52.1)	88 (29.7)	0 (0.0)	2.89	.68
PSBMAS has technical aspects that can make compliance difficult	88 (29.7)	162 (54.7)	40 (13.5)	6 (2.0)	3.12	.71
Content of PSBMAS is not relevant	94 (31.8)	145 (49.0)	34 (11.4)	23 (7.8)	3.05	.86
PSBMAS is not necessary for quality assurance	62 (20.9)	134 (45.3)	100 (33.8)	0 (0.0)	2.87	.73
<b>Cluster Mean</b>					<b>2.88</b>	

**Note:** Mean responses range from 0-1.4=Very Low Extent, 1.5-2.4= Low extent, 2.5-3.4=Great Extent, 3.5-4.0= Very Great Extent. Figures in parenthesis are percentages.

Table 4.13 presents the result of proprietors' willingness to comply with PSBMAS. The five factors had a cluster mean value of 2.88 out of maximum obtainable 4.00. The obtained mean values for the items are as following: compliance with PSBMAS has cost disadvantages (mean=2.48); PSBMAS was not generally accepted (mean=2.89); PSBMAS has technical aspects that can make compliance difficult (mean=3.12); content of PSBMAS is not relevant (mean=3.05) and PSBMAS is not necessary for quality assurance (mean=2.87). Based on the cluster mean value of 2.88, the result shows that proprietors' willingness to comply with PSBMAS was above the threshold of 2.5. This means that the extent of proprietors' willingness to comply with PSBMAS was high.

The implication of this result is that proprietors have the willingness to comply with PSBMAS. This actually reflected in the extent to which the proprietors have complied with the facilities, instructional resources and personnel norms of the PSBMAS as discovered in

this study. The position of the secretaries of LGUBEA and the NAPPS chairmen somehow agreed with this result, with slight disagreement on the technicality of the PSBMAS. This invariably is expected to have affect on the academic performance of the pupils, since there is a relationship between compliance with PSBMAS and academic performance of pupils. These results corroborate the existing literature (Winter and Peter, 2001; Grindle, 2007; OECD, 2006; and Weaver, 2009). Therefore, efforts should be geared towards ensuring that the factors that will further ensure the willingness of proprietors to comply with PSBMAS are encouraged by policy experts and decision makers.



**Table 4.14. Proprietors' Ability to Comply with PSBMAS**  
**N = 296**

<b>Proprietors' Ability to Comply with PSBMAS</b>						
<b>Ability factors</b>	<b>Very Great Extent</b>	<b>Great Extent</b>	<b>Low Extent</b>	<b>Very Low Extent</b>	<b>Mean</b>	<b>SD</b>
Low enrolment of pupils affects compliance with PSBMAS	75 (25.3)	166 (56.1)	55 (18.6)	0 (0.0)	3.07	.66
There is low monitoring of private schools by government officials	140 (47.3)	109 (36.8)	33 (11.1)	14 (4.7)	3.27	.84
Taxes are too high and discourage compliance	57 (19.3)	162 (54.7)	32 (10.8)	45 (15.2)	2.78	.93
Extent of compliance may be low if deterrent proprietors are not sanctioned	46 (15.5)	133 (44.9)	93 (31.4)	24 (8.1)	2.68	.83
Location of school affects compliance with PSBMAS	50 (16.9)	166 (56.1)	47 (15.9)	33 (11.1)	2.79	.85
Paucity of funds affects compliance with PSBMAS	77 (26.0)	186 (62.8)	22 (7.4)	11 (3.7)	3.11	.69
<b>Cluster Mean</b>					<b>2.95</b>	

**Note:** Mean responses range from 0-1.4=Very Low Extent, 1.5-2.4= Low extent, 2.5-3.4=Great Extent, 3.5-4.0= Very Great Extent. Figures in parenthesis are percentages.

Table 4.14 presents the result of proprietors' ability to comply with PSBMAS. The six factors had a cluster mean value of 2.95 out of maximum obtainable 4.00. The obtained mean values for the items are as following: low enrolment of pupils affects compliance with PSBMAS (mean=3.07); there is low monitoring of private schools by government officials (mean=3.27); taxes are too high and discourage compliance (mean=2.78); extent of compliance may be low if deterrent proprietors are not sanctioned (mean=2.68); location of school affects compliance with PSBMAS (mean=2.79) and paucity of funds affects compliance with PSBMAS (mean=3.11). Based on the cluster mean value of 2.95,

the result shows that proprietors' ability to comply with PSBMAS was above the threshold of 2.5. This means that the extent of proprietors' ability to comply with PSBMAS was high.

The implication of this result is that proprietors have the ability to comply with PSBMAS. This actually reflected in the extent to which the proprietors have complied with the facilities, instructional resources and personnel norms of the PSBMAS as discovered in this study. The position of the secretaries of LGUBEA and the NAPPS chairmen differ on certain aspects but agreed on others as regards this result. The secretaries of LGUBEA think that monitoring was regular and that taxes are not too high. But the NAPPS chairmen, however, stated that the compliance officials visit was occasional and often to ensure renewal of their annual dues and that taxes were too high. They also agreed that low enrollment, inadequate sanction of non-compliance and paucity of funds affect proprietors' compliance but disagreed that location of the school encourages non-compliance.

This result will invariably have an effect on the academic performance of the pupils since there is a relationship between compliance with PSBMAS and academic performance of pupils. These results corroborate the existing literature (Winter and Peter, 2001; Grindle, 2007; OECD, 2006; and Weaver, 2009). Therefore, efforts should be geared towards ensuring that the factors that will ensure the ability of proprietors to comply with PSBMAS are looked into by policy experts and decision makers.

Literature related to reasons target audience may not comply with regulation shows the view from three broad areas which are lack of regulatory comprehension by the target group, the willingness of the target group to comply with the regulation and ability of the target group to comply with the regulation. These results are in line with the submissions of (OECD 2000; Winter and Peter, 2001, Grindle, 2007 and Weaver, 2009) that compliance with regulations have cost implications, that target audience must generally accept the regulation for it to be complied with, that aspects of the regulation must not be too technical for understanding, that low patronage can cause paucity of funds to make compliance difficult, that low monitoring of compliance process by regulatory agencies causes non compliance, that giving targeted regulated audience tax reprieves can make them more committed to compliance, that sanctioning deterrence can discourage non compliance, that non-availability/clarity of information about regulation can discourage

compliance, and that non-availability of funds to target regulated audience can prevent total compliance with regulation.

All these reasons have a link with the extent to which proprietors of private primary schools have complied with PSBMAS, since the sampled proprietors were the respondents to the reasons why they do not totally comply with PSBMAS.

#### 4.2 Testing of Hypotheses

H<sub>01</sub>: There is no significant relationship between proprietors compliance with facility norms and academic performance of private primary school pupils in Oyo State, Nigeria.

**Table 4.15. Relationship between Facility Norms and Academic Performance of Private Primary School Pupils**

Variable	N	Mean	Std Deviation	r	Sig.	P	Remarks
Facility Guideline	296	2.92	.374	.446	0.031	<0.05	Sig.
Academic Performance	296	3.22	.470				

Table 4.15 shows the result of Pearson Product Moment Correlation coefficient calculated for the relationship between proprietors compliance with facilities requirements and academic performance of private primary school pupils. The result reveals a moderate, positive and significant relationship between the two variables ( $r = 0.44$ ,  $p < 0.05$ ). The result implies that an increase in proprietors compliance with school facility guidelines (buildings and classrooms, furniture, health, library resources, recreational and sport, water and electricity norms) will result into corresponding increase in pupil's academic performance, as corollary, decrease in proprietors' compliance with facility guidelines will lead to a decrease in primary school pupils' academic performance. Hence, the null hypothesis was not accepted.

This corroborates the existing literature that shows the existence of a significant relationship between school facilities and academic performance (Odufowokan (2011); Owoeye and Yara (2011); Adesoji and Olatubosun (2012) and Alimi, Ehinola and Alabi (2012)). The reasons for the positive influence of school facilities on academic performance could be linked to proprietors compliance with the facility requirements (buildings and classrooms, furniture, health, library resources, recreational & sport and

water & electricity). For each of the variables contained in the facilities requirements, several studies had been carried out, showing their relationship with academic performance. Owoeye and Yara (2011) opined that non-availability and inadequacy of school facilities such as classroom, library and furniture may lead to overcrowding, causing deficient teaching skills. Adesola (2005) and Alimi (2007) found that the number of available classrooms and acquisition of modern classroom facilities increases the level of ingenuity and commitment of teachers, thus enhancing the effective academic performance of students.

This study reveals that compliance of proprietors with library facilities as a component of facility requirements had a significant influence on pupils academic performance. This finding corroborates the study conducted by Todd and Kihlthon (2004) which found out that 99% of students in grade 3-12 believe that school libraries and their services help them become better learners. The findings of this study are at variance with that conducted by Odetayo (2015) which found that the availability of library facilities had no significant influence on student academic performance.

This study also reveals that compliance of proprietors with water and electricity norms as a component of facility requirements had a significant influence on pupils academic performance. This finding corroborates the study conducted by Skelton (2014) that exceedingly substandard infrastructure has an effect on pupils, as well as teachers. It also corroborates the position of the United Nations Department of Economic and Social Affairs (2014) that the benefits of electricity-based lighting lead to better outcomes in school performance.

This study also reveals that compliance of proprietors with sports and recreational norms as a component of facility requirements had a significant influence on pupils academic performance. This finding corroborates the study conducted by Alimi (2012) which reported that physical activity through interaction with sports facilities have shown significant influence on students' academic performance and better attitudes towards school. The finding of this study is at variance with that conducted by Odetayo (2015) which found that the availability of sports facilities had no significant influence on students' academic performance. This study, however, negates the findings of a study conducted by Sheets (2009), that the examination scores of students increased by 11 points, for every 10% reduction in the moveable facilities. This finding also negates the

study conducted by Fielden and LaRocque (2008) in Lagos State, which showed that the predicted score in Mathematics was 57.6 per cent in a registered and 53.5 per cent for an average sample child in an unregistered private school. In the English language, the difference between the academic performance of students in both types of private schools was not significant, as the predicted examination score for the same child was 64.4 per cent. This shows that there was a very small disparity between the academic performance of pupils in both registered and unregistered private primary schools in Mathematics and that there was no disparity between their performance in the English language. Registered schools are judged to have met the BMAS requirements, while unregistered ones do not.

Ho2: There is no significant relationship between proprietors compliance with the instructional resources norms and academic performance of private primary school pupils in Oyo State, Nigeria.

**Table 4.16. Relationship between Instructional Resources Norms and Academic Performance of Private Primary School Pupils**

Variable	N	Mean	Std Deviation	r	Sig.	P	Remarks
Instructional Resources	296	3.11	.319	.393	0.001	<0.05	Sig.
Academic Performance	296	3.22	.470				

Table 4.16 presents the result of Pearson Product Moment Correlation for the relationship between proprietors compliance with guidelines on instructional resources and academic performance of pupils in private primary schools. The result reveals a moderate, positive and significant relationship between the two variables ( $r = 0.393$ ,  $p < 0.05$ ). This implies that an increase in proprietors compliance with instructional resource guidelines (instructional materials, syllabus) will lead to a corresponding increase in academic performance of pupils in private primary schools. Therefore, the null hypothesis was not accepted.

For this study, it means that, as proprietors compliance with instructional resources guidelines is increasing, the academic performance of the pupils is also improving. This implies that if more effort can be put into the compliance of proprietors with instructional resources guidelines, the academic performance of the pupils will increase considerably. This corroborates the findings of Likoko, et al (2013) that there is a significant relationship between the availability of instructional materials and academic performance. It also

supports the findings of Shikuku (2012) that syllabus coverage has a significant effect on students' performance in Mathematics at KCSE level. This study's findings, however, negate the findings of Odetayo (2015) which found that availability of instructional materials had no significant influence on students' academic performance.

Ho3: There is no significant relationship between proprietors compliance with the personnel norms and academic performance of private primary school pupils in Oyo State, Nigeria.

**Table 4.17. Relationship between Personnel Norms and Academic Performance of Private Primary School Pupils**

Variable	N	Mean	Std Deviation	r	Sig.	P	Remarks
Personnel Guideline	296	3.60	.490	.077	0.185	>0.05	Not Sig.
Academic Performance	296	3.22	.470				

Table 4.17 presents the result of Pearson Product Moment Correlation coefficient calculated for the relationship between proprietors compliance with personnel guideline and academic performance of pupils. The result revealed a low, positive linear relationship between the two variables ( $r = 0.077$ ,  $p > 0.05$ ) which was not significant. This implies that proprietors compliance with personnel guideline is low and has no significant influence on the academic performance of pupils in private primary schools. Hence, the null hypothesis was accepted.

This corroborates the findings of Oke and Maliki (2009) that teachers' qualifications in public and private schools when contrasted had no significant influence on the academic performance of students. This study, however, negates the findings of Aregbeyen (2011); Abe (2014) that show the existence of a significant relationship between teachers' quality and qualifications and academic performance.

Commonly, in many countries, the regulatory frameworks provide very little to ensure an enabling working environment that reduces and promote growth for the sustainability and quality of the private education sector and the consequent profit that such proviso could contribute to the education sector of a given country (Fielden and LaRocque, 2008).

Ho4: There is no significant composite relationship between proprietors compliance with BMAS and academic performance of private primary school pupils in Oyo State, Nigeria.

**Table 4.18. Composite relationship between Proprietors Compliance with BMAS and Academic Performance of pupils**

<b>Model</b>	<b>Sum of Squares</b>	<b>df</b>	<b>Mean Square</b>	<b>F</b>	<b>Sig.</b>
Regression	41692.914	3	13897.638	120.708	.000
Residual	33504.082	292	115.134		
Total	75196.997	295			
<b>Model Summary</b>					
R	.745				
R Square	.554				
Adjusted R Square	.550				
Std. Error of the Estimate	10.73007				

Table 4.18 shows the composite contribution of compliance with the facility, instructional resources and personnel guideline to the academic performance of pupils, the result presents the value of R, R<sup>2</sup> (model summary) and ANOVA Table. The result from the table revealed a multiple correlations of 0.745 between independent and dependent variable. This implies that compliance with PSBMAS input factors could influence the academic performance of pupils to some extent. R<sup>2</sup> of 0.554 which is an indication that compliance with PSBMAS input factors (facilities, instructional resources and personnel) account for 55.4% of the total variance observed in the dependent variable (pupils' academic performance) leaving the remaining 44.5% to other factors that were not considered in the study. Table 4.18 equally showed that the composite combination of all the independent variables also allowed reliable prediction of pupil's academic performance ( $F_{(3,195)} = 120.708, P = 0.00$ ). Hence, the composite contribution of proprietors' compliance with the facility, instructional resources and personnel guidelines is significant. Therefore, the null hypothesis was not accepted.

This result corroborate the findings of some studies that there is existence of significant relationship between school facilities, instructional resources, personnel requirements and academic performance (Adesoji and Olatubosun, 2008; Odufowokan, 2011; Owoeye and Yara, 2011; Alimi, Ehinola and Alabi, 2012; Shikuku, 2012; Likoko, et al. 2013;

Aregbeyen, 2011; Abe 2014). This also corroborates the findings of Buckley, Schneider and Shang (2003) that the compliance rating is linked to academic performance. This study, however, negates the findings of Fasola (2015) that the relationship between the implementation of ECCDE policy and achievement of young children in numbers work and alphabets were not significant.

**Table 4.19. Relative Contribution of Proprietors' Compliance with Facilities, Instructional Resources and Personnel Guidelines to Pupils' Academic Performance**

Model	Unstandardised Coefficients		Standardised Coefficients Beta	t	Sig.
	B	Std. Error			
(Constant)	30.587	2.257		13.551	.000
Facilities	4.586	.682	.356	6.726	.000
Instructional Resources	3.368	.735	.250	4.581	.000
Personnel	3.784	.638	.280	5.936	.000

Dependent Variable: Academic Performance

Table 4.19 reports the Unstandardised Coefficients (B) and Standardised Coefficient (beta weight), t, and p values of each independent variable. The result reveals that of all the independent variables, compliance with facility guidelines made the highest contribution to the pupils' academic performance  $\beta = (.356)$ ,  $t(296) = 6.726$ ,  $p < 0.05$  which was significant, followed by personnel guidelines  $\beta = (.280)$ ,  $t(296) = 5.936$ ,  $p < 0.05$  which was also significant and then instructional resources  $\beta = (.250)$ ,  $t(296) = 4.581$ ,  $p < 0.05$  which was also significant. The result reveals that for a unit change in proprietors compliance with private primary school facility, personnel and instructional resources guideline, there is a corresponding 0.356, 0.280 and 0.250 change in pupils' academic performance. To determine the predictors that may not be contributing to the compliance model, the t-values that are less than 2.0 in magnitude indicate that the predictor is not significant (Amin, 2005). The three predictor variables above have their t-values greater than 2 (6.726, 5.936 and 4.581) respectively. This shows that the three variables are a strong predictor of private primary school pupils' academic performance. Thus, there is significant composite and relative contribution of proprietors compliance with PSBMAS (facility, instructional resources and personnel guideline) to pupils' academic performance. The model of proprietors compliance with the guideline of PSBMAS and academic performance of pupils is represented with:



$$Y=K+ b X_1+ b X_2+ b X_3+e_1$$

$$Y=30.587+ b X_1+ b X_2+ b X_3+2.257$$

$$Y=30.587+4.586X_1+3.368X_2 +3.784X_3+2.257$$

(.682)     (.735)     (.638)

Note: Figures in parenthesis are standard errors.

While:

Y= Pupils' Academic Performance

K=constant (pupils' performance at zero proprietors compliance with PSBMAS)

X<sub>1</sub> to X<sub>3</sub> = Proprietor Compliance (with Facility, Instructional Resources and Personnel Guidelines)

b= contribution of X<sub>1</sub>, X<sub>2</sub>, and X<sub>3</sub> to Y respectively.

e<sub>1</sub>= Standard error of estimate

Ho5: There is no significant composite influence of proprietors PSBMAS compliance factors (policy comprehension, willingness and ability) on compliance with the PSBMAS norms (facilities, instructional resources and personnel) in private primary school pupils in Oyo State, Nigeria.

**Table 4.20. Composite influence of compliance factors on proprietors compliance with the PSBMAS norms**

Model	Sum of Squares	df	Mean Square	F	Sig.
Regression	944.357	3	314.786	2.231	.085
Residual	41201.640	292	141.102		
Total	42145.997	295			
<b>Model Summary</b>					
R	.150				
R Square	.022				
Adjusted R Square	.012				
Std. Error of the Estimate	11.87862				

Table 4.20 shows the composite influence of compliance factors (policy comprehension, willingness and ability) on proprietors compliance with the PSBMAS norms. The result presents the value of R, R<sup>2</sup> (model summary) and ANOVA Table. The result from the table revealed a multiple correlations of 0.150 between independent and dependent variables. This implies that compliance factors could only influence proprietors

compliance with the PSBMAS norms to a low extent.  $R^2$  of 0.022 which is an indication that compliance factors (policy comprehension, willingness and ability) account for 2.2% of the total variance observed in proprietors compliance with PSBMAS input (facilities, instructional resources and personnel) leaving the remaining 97.8% to other factors. Table 4.20 also shows that the composite combination of the compliance factors did not allow reliable prediction of proprietors compliance with PSBMAS norms ( $F_{(3,292)} = 2.231$ ,  $P = 0.085$ ). Hence, the composite influence of compliance factors on proprietors compliance with the PSBMAS norms is not significant. Therefore, the null hypothesis was accepted.

The findings of this study implied that other factors beyond proprietors PSBMAS compliance factors (policy comprehension, willingness and ability) must have brought about the extent to which proprietors have complied with PSBMAS norms in Oyo State. As found out in literature review that, deterrence factors, such as the risk of detection and sanction, which encompass threats such as the closure of school premises could be responsible for target audience compliance with PSBMAS policy. This corroborates the findings of some existing studies (Parker and Nielsen 2017; Weaver 2014) The findings contradict the position of OECD 2014, that comprehension, willingness and ability are the factors responsible for compliance of target audience with regulations.

**Table 4.21. The relative influence of compliance factors on proprietors compliance with the PSBMAS norms**

Model	Unstandardised Coefficients		Standardised Coefficients	t	Sig.
	B	Std. Error	Beta		
(Constant)	128.062	8.236		15.548	.000
Comprehension	-.932	.532	-.108	-1.752	.081
Willingness	-.552	.389	-.086	-1.421	.157
Ability	.588	.290	.120	2.028	.044

Dependent Variable: Proprietors compliance with PSBMAS norms

Table 4.21 reports the Unstandardised Coefficients (B) and Standardised Coefficient (beta weight), t, and p values of each independent variable. The result reveals that of all the independent variables, ability to comply with regulations made the highest contribution to the proprietors compliance with PSBMAS norms  $\beta = (.120)$ ,  $p > 0.05$  which was not significant, willingness to comply  $\beta = (-.086)$ ,  $p > 0.05$  which was also not significant and comprehension of regulation  $\beta = (-.108)$ ,  $p > 0.05$  which was not significant. The result

reveals that compliance factors did not influence proprietors compliance with PSBMAS norms. This relative influence result confirms the not significant influence result as shown in the composite result. It shows that policy comprehension, willingness and ability of proprietors to comply with PSBMAS did not influence proprietors' compliance.

### **4.3 Results from Interview Content Analysed**

In a series of interviews with the chairmen of National Association of Proprietors of Private Schools and secretaries to the Local Government Universal Basic Education Authority (LGUBEA), the following excerpts were arrived at. The secretaries to the LGUBEA stated that from their visits and interaction with the proprietors they can say that the proprietors are familiar with the content of PSBMAS. More so when it was expected that they should get a copy of the PSBMAS at the point of application for approval. The NAPPS chairmen also stated that their members are familiar with the content of PSBMAS but that some members did not get the copy of PSBMAS when they applied for approval as it was out of stock. The chairmen, however, stated that they use to share information about issues related during their meetings, except for proprietors that are not members.

The secretaries to LGUBEA believe that the content of PSBMAS is simple to understand and the chairmen of NAPPS also agreed with this position. Concerning whether MoE gave adequate information about compliance with PSBMAS, the secretaries to LGUBEA stated that information was adequately given and that the dissemination is continuous. But the chairmen of NAPPS, however, stated that in recent times, there has not been much information from the MoE on compliance with PSBMAS. Concerning whether the cost of compliance is heavy on proprietors, secretaries to LGUBEA position was that there is no business that does not have regulation cost and that they do not think it is too heavy since most of the proprietors collect tuition fee from their pupils. The chairmen of NAPPS, however, stated that the cost of compliance is enormous and that compliance cost is really eroding their profit margin and as such making compliance with PSBMAS difficult for their members to comply with. They used the opportunity of this interview to plead that government should cushion the effect of compliance cost on the proprietors.

On whether the PSBMAS was generally accepted when introduced or not? The secretaries to LGUBEA were really not clear on this, as they seem not to have information. They just talked generally that it must have been well accepted since it was well introduced to them. The chairmen of NAPPS, however, stated that it was sort of accepted, just that they felt left

out of the formulation process. The secretaries of LGUBEA do not think that there are technical aspects in PSBMAS that should be difficult for proprietors to understand, as there are members of NAPPS that have properly complied and as such, others should be able to comply. The chairmen of NAPPS however defer and said that there are parts that are technical and gave examples of chairs and tables specification, stating that, to appropriately measure to specification is technical. They even suggested that the specification is really not appropriate for the children. They also mentioned the land specification as not being realistic to achieve, due to cost implication, most especially in the urban areas.

The secretaries to LGUBEA were of the belief that every part of PSBMAS is relevant. The chairmen were also of the opinion that every part of PSBMAS are relevant, just that certain areas need adjustment to suit the realities of now. The introduction of PSBMAS as quality assurance mechanism was adjudged good by the secretaries of LGUBEA and the chairmen of NAPPS and that its introduction has actually helped private educations' development in the state. Concerning enrolment as likely affecting compliance with PSBMAS, the secretaries of LGUBEA and the chairmen of NAPPS stated that enrolment is related to the income of the proprietors for profit-oriented schools. If enrolment is low, income from tuition will be affected and there would not be enough money available for day to day running of the schools and as such, extent of compliance is likely to be low.

The secretaries of LGUBEA stated that monitoring of private schools was regular but the NAPPS chairmen however said that the compliance officials usually visit to ensure that they have renewed their annual dues and that the visits are occasional. The secretaries of LGUBEA do not think that taxes in the state are exceptional, such that can prevent compliance with PSBMAS. They are of the belief that the proprietors are into business and are collecting tuition and as such should pay taxes. They even highlighted that compliance comes before taxation. But the NAPPS chairmen, however, said that taxes imposed are too high, such that reduces their profit margin and can invariably affect continuous compliance with PSBMAS. The secretaries of LGUBEA and the NAPPS chairmen all agreed that sanctioning non-compliant proprietors can deter non-compliance. However, the NAPPS chairmen stated that such sanctioning should be blind to the influence of certain proprietors who are seen as being above the law, as this can negatively influence others.

Concerning if the location of a school can affect proprietors' compliance with PSBMAS, the secretaries of LGUBEA were of the opinion that the policy is not location sensitive and that it is the choice of a proprietor to choose a location that will be suitable for the establishment of a school. And as such, the location should not affect their compliance with PSBMAS. However, the NAPPS chairmen believe that the location of a school can affect proprietors' compliance with PSBMAS in certain ways. They gave the example of land specification in the PSBMAS, that it is difficult and expensive to acquire plots of land in the urban areas. On the likelihood that paucity of funds can affect compliance with PSBMAS, the secretaries of LGUBEA and the NAPPS chairmen all stated that it is very likely since funds are needed to do business and that the more of it that is available to them, the better for their compliance with PSBMAS.

#### **4.4 Summary of Findings**

- I. The academic performance of pupils in private primary schools in Oyo State was very good.
- II. The extent of proprietors compliance with the facility, instructional resources and personnel guidelines of PSBMAS was high but not total.
- III. The factors responsible for non-compliance with PSBMAS according to their mean rating respectively were: 'low monitoring of private schools by government officials'; 'primary school benchmark minimum academic standard has technical aspects that can make compliance difficult'; 'paucity of funds affects compliance with 'primary school benchmark minimum academic standard; 'low enrolment of pupils affects compliance with 'primary school benchmark minimum academic standard'; and 'content of benchmark minimum academic standard is not relevant'.
- IV. There was a moderate, positive significant correlation between compliance of proprietors with facility guidelines and academic performance of pupils.
- V. There was a moderate, positive and significant correlation between compliance of proprietors with instructional resources guidelines and academic performance of pupils.
- VI. There was a low, positive correlation that is not significant between compliance of proprietors with personnel guidelines and academic performance of pupils.
- VII. There was a strong positive correlation that is significant between compliance of proprietors with 'Primary School Benchmark Minimum Academic Standard and academic performance of pupils.

VIII. Compliance factors (policy comprehension, willingness and ability) do not have a significant influence on proprietors compliance with PSBMAS norms (facilities, instructional resources and personnel).

## **CHAPTER FIVE**

### **SUMMARY, CONCLUSION AND RECOMMENDATIONS**

This chapter presents the summary, conclusion and recommendations of the findings of this study. The limitations of the study, implications of the findings, suggestions for further studies and contributions to knowledge are also discussed.

#### **5.1 Summary**

The study assessed the academic performance of private primary school pupils in Common Entrance Examination, examined the extent to which proprietors of private primary schools adhered to facility norms, instructional resources norms and personnel norms of Primary School Benchmark Minimum Academic Standard and found out the relationship between proprietors' compliance level with PSBMAS and the academic performance of private primary school pupils in Oyo State, Nigeria. The study also investigated the influence of policy comprehension, willingness and ability of proprietors to proprietors policy compliance with facility norms, instructional resources norms and personnel norms of PSBMAS. Six purposes were stated, three research questions were answered and five hypotheses were tested at 0.05 level of significance. The theoretical model for the study was the Context Input Process Product evaluation model (Stufflebeam, late 1960's). The descriptive survey research design was adopted for the study and multi-stage sampling procedure was used. Cluster sampling technique was used to select 17 out of 33 Local Government Areas (LGAs) in the state. The simple random technique was adopted to select 296 registered private primary schools from the LGAs. Proprietors' Compliance with PSBMAS Checklist ( $r = 0.88$ ) and Compliance Factor Questionnaire ( $r = 0.74$ ) were used to collect data. The average score of pupils per school in the 2017 Common Entrance Examination was calculated using data obtained from school records. These were complemented with 12 sessions of Key Informant Interviews with six each of chairmen of Association of Proprietors of Private Primary Schools at the LGA level and secretaries of Local Government Universal Basic Education Authority (LGUBEA). Quantitative data were analysed using descriptive statistics, Pearson product moment correlation and Multiple regression at 0.05 level of significance, while qualitative data were analysed thematically.

The study found that the academic performance of private primary schools in Oyo State was very good at 78% (Table 4.1). The study showed that proprietors compliance with:

facility requirement was to a high extent; instructional resources requirement was to a high extent, while personnel requirement was to a very high extent (Tables 4.2, 4.3, 4.4, 4.5, 4.6, 4.7, 4.8, 4.9, 4.10 and 4.11). The study discovered the reasons proprietors do not comply with PSBMAS that: comprehension of PSBMAS by proprietors is to a low extent a compliance factor (Table 4.12); willingness of proprietors to comply with PSBMAS is to a great extent a compliance factor (Table 4.13); while ability of proprietors to comply with PSBMAS is also to a great extent a compliance factor (Table 4.14).

The study found that the relationship between proprietors compliance with facility requirements and academic performance was moderate, positive and significant (Table 4.15). Also, the study showed that the relationship between proprietors compliance with instructional resources requirements and academic performance was moderate, positive and significant (Table 4.16). However, the relationship between proprietors compliance with personnel requirements and academic performance was low, positive but not significant (Table 4.17). Also, the study showed that there was no significant influence of proprietors PSBMAS compliance factors (comprehension, willingness and ability) on compliance with the PSBMAS norms (facilities, instructional resources and personnel) (Table 4.20).

## **5.2 Conclusion**

The importance of regulating private education is to ensure that the input factors necessary for the teaching-learning process and improved academic performance is assured. This informed the decision of the Oyo State government to introduce the PSBMAS. Although there were allegations that registered private primary schools in the state were using facilities that are below standard and employing unqualified teaching personnel, this study discovered otherwise. It can be said that the extent of proprietors compliance with PSBMAS input factors (facility norms, instructional resources norms, and personnel norms) was considerably high. Even though the proprietors' compliance with different norms varies across schools, and was not total. Also, the contention about the academic performance of pupils being low was negated by this study as being very high. It can be concluded that the extent to which proprietors of private primary schools complied with facility norms, instructional resources norms and personnel norms was responsible for the very good academic performance of pupils. This is to say that if the government can ensure total compliance of proprietors with PSBMAS, the academic performance of pupils in private primary schools will be enhanced. Judging by the contributions of proprietors'



compliance with PSBMAS to the academic performance of pupils, it can be inferred that other factors beyond compliance also contributed to pupils academic performance. Also, compliance factors (policy comprehension, willingness, and ability) have been adjudged to be the reason for policy compliance but this study found otherwise. Other factors, such as the threat of sanction might be responsible for the extent of proprietors compliance with the PSBMAS.

### **5.3 Recommendations**

Based on the findings of this study, the researcher makes the following recommendations:

There is need to ensure that proprietors of private primary schools improve their compliance with facility norms, instructional resources norms and personnel norms of PSBMAS, since it is the minimum acceptable academic standard for proprietors to establish and run a private primary school, and because there is a significant relationship between compliance and academic performance of pupils.

There should be awareness and reorientation exercise aimed at making the proprietors know the intentions of the state government for introducing PSBMAS.

Ministry of Education officials/compliance enforcement officials that are saddled with the responsibility of monitoring the implementation of PSBMAS policy should be encouraged to ensure proper monitoring of private primary schools.

Ministry of Education officials should ensure that proprietors that refused to comply with PSBMAS are commensurately sanctioned to serve as deterrence to others.

Adequate information about how the proprietors are to comply with the PSBMAS policy should be well passed across to them by the Ministry of Education officials.

Special loan intervention facilities should be provided and made accessible to proprietors so as to help them meet the huge financial requirements attached to ensuring the provision of required facilities and instructional resources.

There should be an overhaul of the PSBMAS policy by educational policy planners in conjunction with other stakeholders (Parents, Association of Proprietors of Private Schools and Ministry of Education) to address aspects that proprietors adjudge to be technical and making compliance difficult.

Proprietors, through the functionality of National Association of Proprietors of Private Schools (NAPPS) should encourage members compliance with PSBMAS, so that they can continue to enjoy the quality confidence reposed in them by parents and the society.

It will be good if the Ministry of Education can place the Benchmark Minimum Academic Standard document on the internet, for the would-be proprietors/investors in private education in the state to have easy access to the required information.

#### **5.4 Limitations of the Study**

During the course of carrying out this study, certain constraints were encountered, such as difficulty in obtaining information from the Ministry of Education, Oyo State, caused by the attendant bureaucracy in administration; it was extremely difficult to get results of pupils in the year 2017 Common Entrance Examination from SUBEB, and had to result to collection of this from each of the proprietors. Some proprietors were hostile to the researcher and the research assistants because they felt the information requested could become public subject, most especially the Common Entrance Examination scores of pupils.

Some proprietors tried to manipulate the data requested which contradicts the observable actuality on the ground. Particularly is the data bothering on the registration of teachers with TRCN, which led the researcher/research assistants to tactically request for information from the teachers. The study did not include some factors (such as age of pupils, method of teaching, the medium of instruction and need for specialised teachers) that are related to the issue of academic performance in primary school. This is because these factors were not stated in the PSBMAS document.

It was difficult getting the connection that allowed the NAPPS chairmen to honour the interview request. The same challenge was encountered as regards interviewing the secretaries of LGUBEA. This really wasted the time frame for the study.

#### **5.5 Implications of Findings**

This study affirms that the academic performance of private primary school pupils in Oyo State was very good. The proprietors of private primary schools in Oyo State complied to a considerable extent with facility norms, instructional resources norms, and personnel norms of PSBMAS requirements.

The study affirms that the more proprietors comply with facility norms, instructional resources norms, and personnel norms of PSBMAS, the better will be the academic

performance of private primary school pupils. The study shows that the extent of proprietors' compliance with the facility, instructional resources and personnel norms is related to the pattern by which proprietors responded to compliance factors as determining their compliance with PSBMAS.

### **5.6 Suggestions for Further Studies**

The study looked at proprietors compliance with PSBMAS in relation to the academic performance of private primary school pupils. However, there are other levels of education covered by the Benchmark Minimum Academic Standard and as such, further research could be done in secondary schools and continuing education centres. This study used the theoretical model named Context Input Process and Product CIPP evaluation model by holding the Context stage constant. Therefore, other researchers can replicate the study by looking at the Context stage.

Further researches could also be conducted in other states, to ascertain whether other researchers findings will negate or corroborate the findings of this study. Furthermore, other researchers could compare private primary schools that are registered with the government and those that did not to see whether the outcome will agree with or contradict the findings of this study. Researchers having interest in this area in the future could compare between private primary schools that have completed the six years cycle of compliance with PSBMAS and those yet to, to see if their findings will corroborate or negate the findings of this study.

Also, future researchers could measure pupils academic performance by evaluating the pupils that are still in school and not use their performance in external examination. It is suggestive that some other factors at the point of writing examinations might be responsible for the very good academic performance status.

Further researches could be carried out that is tailored at looking at the academic performance of pupils in each school vis a vis the extent to which such school has complied with the PSBMAS.

### **5.7 Contributions to Knowledge**

The study found out that academic performance of private primary school pupils varies with proprietors compliance with facility norms, instructional resources norms and personnel norms of PSBMAS. This study has provided information on the extent to which proprietors of private primary schools have complied with the Primary School Benchmark

Minimum Academic Standard in Oyo State, Nigeria. It has highlighted compliance based on the various norms expected in the policy and established that there exists a positive significant relationship between the extent of compliance with PSBMAS and academic performance of pupils. The study also examined the influence of policy comprehension, willingness and ability of proprietors to proprietors' policy compliance with facility norms, instructional resources norms and personnel norms of PSBMAS.

Additionally, the conceptual model contributed to knowledge by showing the relationship between the academic performance of private primary school pupils and proprietors compliance with facility norms, instructional resources norms and personnel norms of PSBMAS. There is a dearth of literature on education policy compliance on one part and its relationship with academic performance on the other part in Nigeria and as such, this study would form part of the body of knowledge on these identified areas. It is important to further note that people, the researcher inclusive do think that proprietors of private primary schools do not comply with regulations but this study has shown that they do comply and that the extent of their compliance is high.

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**APPENDIX I**

**UNIVERSITY OF IBADAN  
FACULTY OF EDUCATION  
DEPARTMENT OF EDUCATIONAL MANAGEMENT**

**ACADEMIC PERFORMANCE IN COMMON ENTRANCE EXAMINATION  
FORMAT (APCEE)**

The APCEE is an academic performance format meant to collect information about the scores of pupils in Common Entrance Examination for the year 2017. The information is required for research purpose only and all information supplied will be treated with utmost confidentiality. Thank you in anticipation of your support.

Name of school \_\_\_\_\_

Local Government Area \_\_\_\_\_

<b>S/N</b>	<b>School Performance in 2017 Common Entrance Examination</b>	<b>%</b>
1	Mathematics	
2	English language	
3	General paper	

## APPENDIX II

**UNIVERSITY OF IBADAN  
FACULTY OF EDUCATION  
DEPARTMENT OF EDUCATIONAL MANAGEMENT**

**PROPRIETORS' COMPLIANCE WITH PRIMARY SCHOOL BENCHMARK  
MINIMUM ACADEMIC STANDARD (PCPSBMAS) CHECKLIST FORMAT**

This instrument is designed to gather information on the extent to which private primary schools complied with Benchmark Minimum Academic Standard in Oyo State. It would be well appreciated if you could please conduct this with all courtesy and friendliness. Thank you in anticipation of your support.

Name of School \_\_\_\_\_

Local Government Area \_\_\_\_\_

Rating scale: Very High Extent (VHE) (4); High Extent (HE) (3); Low Extent (LE) (2); Very Low Extent (VLE) (1).

S/N	DESCRIPTION	VHE	HE	LE	VLE
<b>1</b>	<b>Facilities</b>				
A	Physical Norms				
	I. Appropriate Space	4	3	2	1
	II. Appropriate school building	4	3	2	1
	III. Adequate number of classrooms	4	3	2	1
	IV. Classroom dimension	4	3	2	1
	V. Availability of standard office Head Teacher	4	3	2	1
	VI. Availability of standard staffrooms	4	3	2	1
	VII. Fencing	4	3	2	1
B	Furniture Norms				
	I. Adequate number of desks and chairs	4	3	2	1
	II. Appropriate dimension of desks and chairs	4	3	2	1
C	Health Norms				
	I. Adequate ratio of pupils toilet (male/female)	4	3	2	1
	II. Adequate ratio of staff toilet (male/female)	4	3	2	1
	III. Availability of portable water	4	3	2	1
	IV. Means of waste disposal	4	3	2	1
	V. Availability of sick bay	4	3	2	1
	VI. Availability of equipped First Aid Box	4	3	2	1
	VII. Availability of trained health personnel	4	3	2	1

	VIII. Neatness of the environment	4	3	2	1	
D	Library Resources Norms					
	I. Appropriate Space	4	3	2	1	
	II. Currency of books	4	3	2	1	
	III. Qualified/knowledgeable librarian	4	3	2	1	
	IV. Availability of relevant books	4	3	2	1	
	V. Availability of computer devices	4	3	2	1	
E	VI. Availability of library furniture	4	3	2	1	
	Recreational & Sports Norms					
	I. Availability of sports field	4	3	2	1	
	II. Availability of sporting equipment	4	3	2	1	
F	III. Availability of recreational facilities	4	3	2	1	
	Water & Electricity Norms					
	I. Availability of portable water	4	3	2	1	
	II. Adequate volume of water	4	3	2	1	
2	III. Availability of electricity in the school	4	3	2	1	
	<b>Instructional Resources</b>					
	A	Instructional Materials Norms				
	B	I. Availability of textbooks in reading corners	4	3	2	1
		II. Availability of educative wall charts/pictures in classrooms	4	3	2	1
		III. Availability of educative magazines in classrooms	4	3	2	1
IV. Adequacy of story books in reading corners		4	3	2	1	
V. Adequacy of audio-visual		4	3	2	1	
VI. Educative building blocks		4	3	2	1	
3	Syllabus Norms					
	I. Evidence of compliance with Lower Basic Education Curriculum Pry 1-3	4	3	2	1	
	II. Evidence of compliance with Middle Basic Education Curriculum Pry 4-6	4	3	2	1	
<b>Personnel</b>						
A	Staffing Norms					
	I. Qualified head teacher	4	3	2	1	
	II. Adequate number of qualified teachers	4	3	2	1	
	III. Pupil Teacher Ratio	4	3	2	1	

### APPENDIX III

**UNIVERSITY OF IBADAN  
FACULTY OF EDUCATION  
DEPARTMENT OF EDUCATIONAL MANAGEMENT**

**COMPLIANCE FACTOR QUESTIONNAIRE (CFQ)**

This instrument is designed to gather information on the reasons why proprietors of private primary schools may not comply with Benchmark Minimum Academic Standard (BMAS) policy in Oyo State. The information is required for research purpose only and all information supplied will be treated with utmost confidentiality. Thank you in anticipation of your support.

Name of School \_\_\_\_\_

Local Government Area \_\_\_\_\_

**Please, answer the questions below by ticking  the box that corresponds with your answer(s).**

Use the following to rate reasons why proprietors may not comply with Benchmark Minimum Academic Standard

1. To a very little extent - VLE
2. To a little extent - LE
3. To a great extent - GE
4. To a very great extent - VGE

S/N	Reasons for non-compliance	VGE	GE	LE	VLE
A	Lack of Regulatory Comprehension by the Target Group	4	3	2	1
1	Proprietors are not familiar with BMAS				
2	BMAS is not simple to understand				
3	Ministry of Education did not give adequate information about BMAS compliance				
B	Willingness of the Target Group To Comply with the Regulation	4	3	2	1
4	Compliance with BMAS has cost disadvantages				
5	BMAS was not generally accepted when introduced				
6	BMAS has technical aspects that can make compliance difficult				
7	Content of BMAS is not relevant				
8	BMAS is not necessary for quality assurance in schools				
C	Ability of the Target Group to Comply with the Regulation	4	3	2	1
9	Low enrolment of pupils affects compliance with BMAS				
10	There is low monitoring by government officials				
11	Taxes are too high and discourages compliance				
12	Extent of compliance may be low if non-compliant proprietors are not sanctioned				
13	Location of school affects BMAS compliance				
14	Paucity of funds affects compliance with BMAS				

## APPENDIX IV

### UNIVERSITY OF IBADAN FACULTY OF EDUCATION DEPARTMENT OF EDUCATIONAL MANAGEMENT

#### INTERVIEW SCHEDULE FOR THE CHAIRMEN OF NAPPS AND SECRETARIES OF LGUBEA IN OYO STATE

1. What do you think about proprietors' familiarity with the content of PSBMAS?
2. What are your views about proprietors understanding of PSBMAS?
3. What can you say about the inadequacy of information given by the MoE to the proprietors on compliance with PSBMAS?
4. What can you say about the cost of compliance with PSBMAS being heavy on proprietors?
5. How can you explain the proprietors' non acceptance of PSBMAS when it was introduced?
6. What do you think about the possibility of PSBMAS having technical aspects that can make compliance difficult for proprietors?
7. What are your thoughts about the idea that PSBMAS have certain aspects that are irrelevant?
8. What can you say about the introduction of PSBMAS as guarantee for quality assurance in private schools?
9. In your opinion, how do you think low enrollment could discourage proprietors' compliance with PSBMAS?
10. What can you say about the non frequency of monitoring private schools by MoE officials as encouraging proprietors' non-compliance with PSBMAS?
11. What can you say about the possibility of taxes imposed on proprietors as a factor that discourages their compliance with PSBMAS?
12. What is your opinion about the possibility of sanctions serving as motivation for proprietors' compliance with PSBMAS?
13. What are your thoughts about the possibility of school location being responsible for proprietors' non-compliance with PSBMAS?
14. How possible is it for paucity of funds to affect proprietors' compliance with PSBMAS?

Thank you

## APPENDIX V

<b>Average Academic Performance of Private Primary School Pupils in 2017 Common Entrance Examination</b>				
S/N	Mathematics	English language	General Paper	Average Score
1	60	65	60	61.67
2	75	73	77	75.00
3	70	75	70	71.67
4	90	90	95	91.67
5	72	75	73	73.33
6	83	82	80	81.67
7	87	85	83	85.00
8	90	95	90	91.67
9	93	96	93	94.00
10	86	92	84	87.33
11	72	78	70	73.33
12	82	87	71	80.00
13	74	75	71	73.33
14	77	93	75	81.67
15	74	77	68	73.00
16	71	76	73	73.33
17	95	97	91	94.33
18	82	80	78	80.00
19	63	72	60	65.00
20	92	96	85	91.00
21	77	75	68	73.33
22	73	75	77	75.00
23	65	72	63	66.67
24	89	93	88	90.00
25	62	63	60	61.67
26	75	70	70	71.67
27	70	70	60	66.67
28	76	90	77	81.00
29	73	77	70	73.33
30	74	75	67	72.00
31	96	95	89	93.30
32	87	91	72	83.33
33	85	95	70	83.33
34	98	95	92	95.00
35	75	73	65	71.00
36	71	76	68	71.67

37	82	84	76	80.00
38	86	92	77	85.00
39	81	79	65	75.00
40	76	74	63	71.00
41	76	82	73	77.00
42	87	85	93	88.33
43	76	80	74	76.67
44	64	70	52	62.00
45	70	72	68	70.00
46	70	74	69	71.00
47	63	73	65	68.00
48	82	80	72	78.00
49	86	84	76	82.00
50	79	75	80	78.00
51	80	84	82	82.00
52	79	81	71	77.00
53	94	92	88	91.33
54	84	80	70	78.00
55	51	62	52	55.00
56	74	81	70	75.00
57	73	82	70	75.00
58	94	92	84	90.00
59	77	81	67	75.00
60	75	69	51	65.00
61	94	98	93	95.00
62	82	89	74	81.67
63	90	88	77	85.00
64	96	93	91	93.33
65	80	90	75	81.67
66	91	95	83	89.67
67	65	61	54	60.00
68	97	99	98	98.00
69	89	84	85	86.00
70	97	98	93	96.00
71	94	98	97	96.33
72	95	98	96	98.00
73	76	79	70	75.00
74	74	80	70	74.67
75	63	72	70	68.33
76	69	66	60	65.00
77	79	74	66	73.33
78	74	71	71	72.00

79	98	97	90	95.00
80	87	92	86	88.33
81	91	96	95	94.00
82	71	69	67	69.00
83	70	68	69	69.00
84	68	70	57	65.00
85	76	81	68	75.00
86	65	61	54	60.00
87	98	99	95	97.33
88	94	97	87	93.33
89	70	64	61	65.00
90	71	75	73	73.00
91	50	52	51	51.00
92	76	81	74	77.00
93	76	79	64	73.00
94	72	70	65	69.00
95	78	71	64	71.00
96	68	75	64	69.00
97	89	91	81	87.00
98	80	76	75	77.00
99	70	81	68	73.00
100	91	92	81	88.00
101	70	70	65	67.00
102	73	75	71	73.00
103	77	79	64	74.00
104	70	75	65	70.00
105	75	77	76	76.00
106	89	81	76	82.00
107	70	73	70	71.00
108	70	73	64	69.00
109	71	78	67	72.00
110	77	86	80	81.00
111	78	77	73	76.00
112	82	81	77	80.00
113	78	83	70	77.00
114	82	77	78	79.00
115	72	68	70	70.00
116	76	73	70	73.00
117	61	78	74	71.00
118	75	76	68	73.00
119	80	94	75	83.00
120	82	93	80	85.00



121	76	72	72	73.33
122	71	75	70	72.00
123	98	96	94	96.00
124	82	96	87	88.33
125	95	93	97	95.00
126	70	70	67	69.00
127	71	73	66	70.00
128	67	70	58	65.00
129	70	83	78	77.00
130	63	61	56	60.00
131	96	93	96	95.00
132	90	91	89	90.00
133	68	70	63	67.00
134	78	77	64	73.00
135	68	66	61	65.00
136	74	83	74	77.00
137	72	78	75	75.00
138	70	73	64	69.00
139	72	76	65	71.00
140	70	74	66	70.00
141	88	86	81	85.00
142	75	80	76	77.00
143	73	70	67	70.00
144	90	91	83	88.00
145	68	71	66	67.00
146	75	77	73	75.00
147	76	80	64	74.00
148	75	78	63	72.00
149	76	76	76	76.00
150	86	81	73	80.00
151	71	77	65	71.00
152	70	71	66	69.00
153	70	74	72	72.00
154	77	78	73	76.00
155	76	86	81	81.00
156	83	82	81	82.00
157	75	78	63	72.00
158	80	80	77	79.00
159	70	70	70	70.00
160	74	78	76	76.00
161	74	78	61	71.00
162	72	77	70	73.00

163	83	87	70	80.00
164	83	90	82	85.00
165	67	63	55	61.67
166	77	75	73	75.00
167	72	75	68	71.67
168	95	90	90	91.67
169	75	73	72	73.33
170	82	83	75	80.00
171	85	85	85	85.00
172	93	91	86	90.00
173	96	93	93	94.00
174	84	87	81	84.00
175	75	75	70	73.33
176	86	83	71	80.00
177	75	79	71	75.00
178	83	90	81	83.00
179	72	74	73	73.00
180	70	74	72	72.00
181	92	97	93	94.00
182	81	91	77	83.00
183	73	70	52	65.00
184	94	89	96	93.00
185	75	75	70	73.33
186	75	77	73	75.00
187	54	62	58	58.00
188	92	90	88	90.00
189	61	65	60	62.00
190	76	71	68	71.67
191	63	70	65	66.00
192	83	83	77	81.00
193	77	78	70	75.00
194	72	74	70	72.00
195	92	90	88	90.00
196	81	90	78	83.00
197	85	82	76	81.00
198	94	92	93	93.00
199	75	76	62	71.00
200	70	75	74	73.00
201	80	83	79	80.00
202	80	86	78	81.00
203	75	74	76	75.00
204	75	80	65	74.00

205	76	80	78	78.00
206	87	92	85	88.00
207	75	83	84	80.00
208	64	65	57	62.00
209	80	70	69	73.00
210	70	74	69	71.00
211	72	68	64	68.00
212	80	78	76	78.00
213	82	85	73	80.00
214	80	78	76	78.00
215	90	90	81	87.00
216	70	74	75	73.00
217	90	88	92	90.00
218	79	80	75	78.00
219	68	71	65	68.00
220	73	78	74	75.00
221	74	78	73	75.00
222	93	91	86	90.00
223	70	80	75	75.00
224	63	67	65	65.00
225	97	92	96	95.00
226	84	86	75	81.67
227	84	86	85	85.00
228	94	90	96	93.33
229	80	87	78	81.67
230	87	93	89	89.67
231	62	60	58	60.00
232	98	96	91	95.00
233	86	88	84	86.00
234	96	95	88	93.00
235	93	98	98	96.33
236	96	97	92	95.00
237	78	76	71	75.00
238	72	78	74	74.67
239	65	73	67	68.33
240	67	68	60	65.00
241	76	78	66	73.33
242	74	72	70	72.00
243	95	98	83	92.00
244	87	92	86	88.33
245	97	96	92	95.00
246	73	70	70	69.00

247	71	72	70	69.00
248	65	67	63	65.00
249	75	80	70	75.00
250	60	62	58	60.00
251	98	95	98	97.00
252	98	97	84	93.00
253	68	70	60	66.00
254	68	80	71	73.00
255	60	58	53	57.00
256	73	78	80	77.00
257	81	70	71	74.00
258	70	73	64	69.00
259	70	75	68	71.00
260	75	68	64	69.00
261	88	91	82	87.00
262	78	80	67	75.00
263	75	72	72	73.00
264	90	93	84	89.00
265	65	70	70	67.00
266	76	78	67	74.00
267	70	77	72	73.00
268	71	70	72	71.00
269	74	82	72	76.00
270	82	80	84	82.00
271	72	75	66	71.00
272	70	64	73	69.00
273	73	75	68	72.00
274	82	85	76	81.00
275	80	75	73	76.00
276	78	86	76	80.00
277	78	80	73	77.00
278	80	72	85	79.00
279	72	70	68	70.00
280	73	75	71	73.00
281	73	72	68	71.00
282	76	70	73	73.00
283	82	85	82	83.00
284	87	86	82	85.00
285	74	75	71	73.33
286	62	78	76	72.00
287	96	94	86	92.00
288	87	92	86	88.33

289	96	98	97	97.00
290	72	70	65	69.00
291	76	85	82	81.00
292	78	78	72	76.00
293	76	81	83	80.00
294	82	77	72	77.00
295	76	81	80	79.00
296	72	76	62	70.00
<b>Total Average</b>	<b>78</b>	<b>80</b>	<b>75</b>	<b>78</b>

## APPENDIX VI

### Mean Calculations manual

<b>FACILITY (Physical Norms)</b>					
<b>Norms</b>	<b>Very High Extent (4)</b>	<b>High Extent (3)</b>	<b>Low Extent (2)</b>	<b>Very Low Extent (1)</b>	<b>Mean</b>
Appropriate Space	166 x 4 664 +	130 x 3 390 = 1054 ÷ 296 = 3.56	0	0	3.56
Appropriate School Building	183 x 4 732 +	113 x 3 339 = 1071 ÷ 296 = 3.62	0	0	3.62
Adequate Number of Classrooms	183 x 4 732 +	113 x 3 339 = 1071 ÷ 296 = 3.62	0	0	3.62
Classroom Dimension	132 x 4 528 +	164 x 3 492 = 1020 ÷ 296 = 3.45	0	0	3.45
Availability of Standard Office for Head Teacher	176 x 4 704 +	87 x 3 261 +	33 x 2 66 = 1031 ÷ 296 = 3.48	0	3.48
Availability of Standard Staffrooms	103 x 4 412 +	162 x 3 486 = 898 ÷ 296 = 3.03	0	0	3.03
Fencing	223 x 4 892 +	73 x 3 219 = 1111 ÷ 296 = 3.75	0	0	3.75
<b>Cluster Mean</b>	<b>(3.56 + 3.62 + 3.62 + 3.45 + 3.48 + 3.03 + 3.75) ÷ 7 =</b>				<b>3.50</b>

**APPENDIX VII**

**OYO STATE GOVERNMENT**

**MINISTRY OF EDUCATION**

**GUIDELINES ON BENCHMARK MINIMUM  
ACADEMIC STANDARD FOR THE ESTABLISHMENT  
OF PRIVATE INSTITUTIONS IN OYO STATE**

**AND**

**ASSESSMENT FORMAT FOR STANDARDLIZATION  
OF SCHOOLS IN OYO STATE**



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## PREFACE

In view of the worrisome development in the sector of Education, the state government has decided to take the bull by the horns by streamlining and regulating the way schools are being run. The steps to be taken are practical and will drastically change the situation in both public and private schools.

This publication, which contains the fundamental requirements for the provision of child friendly environment for the establishment of private academic institutions, attempts to provide answers to the most frequently asked questions by parents, teachers, pupils and the general public. It is our hope that the need to drive quacks out of our education system.

The Ministry is pleased that the proper documentation and streamlining of the operations of the education sector is being carried out during the administration of the Governor of the State, *His Excellency, Otunba (Dr) Christopher Adebayo Alao-Akala.*

In establishing a new school under the present dispensation and to check the operation of quacks and unrecognized private schools, the following steps must be taken:

- (i) The Proprietor/Proprietress shall write a letter of intent
  - (ii) The Proprietor/Proprietress shall attend an interview
  - (iii) The Proprietor/proprietress shall obtain an application form
  - (iv) Facilities inspection shall be conducted on the proposed school
- Based on the report of (iv) above, interim approval shall be given the Proprietor shall commence the process for the employment of teachers and admit students

The registration form shall automatically lapse if not processed within one calendar year of purchase and therefore due for re-purchase.

- (viii) It shall be noted that an intending proprietor shall ascertain the proposed name of the school with the concerned Local Inspector of Education (LIE) before such name is finally accepted and submitted to the Ministry to avoid duplication.

- (ix) The LIE shall ensure that the name is not duplicated within the Local Government Area.

- (x) The intending Proprietor is expected to fulfill all statutory revenue obligations to the Government before approval is granted.

- (xi) No proprietor shall any Proprietor relocate or duplicate the school without due approval from the Ministry of Education.



- (xii) Proprietors cannot operate two schools (Annex) without satisfying all the necessary conditions for the establishment of such schools.
- (xiii) Clearance shall be obtained from the Ministry of Works and Transport as regards the suitability of the building as well as the Ministry of Health/Local Government on the environmental condition of the site.
- (xiv) The Provisional Approval granted by the Honourable Commissioner may be revoked if the school is no longer run in accordance with the laid down guidelines.

In addition, the following photographs shall be provided

- (i) Photographs of the Proprietor (2)
- (ii) Photographs of the school building-whole, left, right & back views.
- (iii) Photographs of each of the classrooms
- (iv) Photographs of the pupils and teachers' toilet (female/male)
- (v) Photographs of source of water and electricity
- (vi) Photographs of recreational facilities
- (vii) Photographs of adjacent buildings showing front, left side, right side and back views.

*Professor Taoheed Adedaja*  
*Commissioner for Education,*  
*Oyo State*  
*2010*



## 1.0 PREAMBLE

Illiteracy has a close correlation with poverty and underdevelopment, and no nation can be said to have established successful conditions for development until at least 40% of her people are educated. Illiteracy, ignorance and poverty are linked and these quickly manifest themselves in any underdeveloped or developing country. It is a kind of hindrance for individuals in participating in all human endeavours within the community as anyone that is uneducated will be strongly tied to his traditional taboos and superstitious belief thus, making him resistant to change and new ideas.

Education legitimately emphasizes a solid base from which we can bring to effect, positive changes in all sphere of human endeavour. However, it is also an indispensable fulcrum in the development of any society. It is only the right education that will make an individual relevant in this modern world.

It is in line with this, that the Ministry of Education, as part of her effort to bring sanity to the education industry decided to develop new guidelines for the establishment of private educational institutions in the state.

The establishment of private educational institutions shall be handled by individuals who have the concept of pedagogy and the art of education. The screening of Proprietor/Proprietresses shall be based not only on academic qualifications, but also on the individual's personal qualities and standing in the community in which he/she lives.

## 2.0 OBJECTIVES OF EDUCATION IN THE STATE

- (i) See to total eradication of illiteracy in the State through formal and non-formal education.
- (ii) Ensure that the opportunity for all to be educated becomes possible and real by providing essential infrastructure in both private and public primary, post-primary and all other educational institutions in the State so as to be able to receive education to the peak of their individual abilities and interest and to develop their natural endowment
- (iii) Issue guidelines on the establishment of private institutions in accordance with stated policy objectives and harmonise the standards of education in all both private and public institutions

## 3.0 GENERAL REQUIREMENTS FOR ESTABLISHMENT OF PRIVATE SCHOOLS

- (i) The Proprietor/Proprietress shall write a letter of intent
- (ii) The Proprietor/Proprietress shall attend an interview
- (iii) The Proprietor/proprietress shall obtain an application form
- (iv) Facilities inspection shall be conducted on the proposed school
- (v) Based on the report of iv above, interim approval shall be given
- (vi) The Proprietor shall commence the process for the employment of teachers and admit students
- (vii) The registration form shall automatically lapse if not processed within one calendar year of purchase and therefore due for re-purchase.
- (viii) It shall be noted that an intending proprietor shall ascertain the proposed name of the school with the concerned LIE before



such name is finally accepted and submitted to the Ministry to avoid duplication.

- (ix) The LIE shall ensure that the name is not duplicated within the same Local Government Area.
- (x) The intending Proprietor is expected to fulfill all statutory revenue obligations to the Government before approval is granted.
- (xi) On no account shall any Proprietor relocate or duplicate the school without due approval from the Ministry of Education.
- (xii) Proprietors cannot operate two schools (Annex) without satisfying all the necessary conditions for the establishment of such schools.
- (xiii) Clearance shall be obtained from the Ministry of Works and Transport as regards the suitability of the building as well as the Ministry of Health/Local Government on the environmental condition of the site.
- (xiv) The Provisional Approval granted by the Honourable Commissioner may be revoked if the school is no longer run in accordance with the laid down guidelines.

In addition, the following photographs shall be provided

- (i) Photographs of the Proprietor (2)
- (ii) Photographs of the school building-whole, left, right & back-views.
- (iii) Photographs of each of the classroom
- (iv) Photographs of the pupils and teachers toilet (female/male)
- (v) Photographs of source of water and electricity
- (vi) Photographs of recreational facilities
- (vii) Photographs of adjacent buildings showing front, left side, right side and back views.

#### **4.0 ESTABLISHMENT OF NURSERY SCHOOL**

##### **\* 4.1 FACILITIES or**

- (i) It shall be free from any type of danger to the lives of the children and staff
- (ii) It shall be free from heavy traffic, factory and deports where inflammable materials are kept.
- (iii) It shall be securely fenced round for safety of the Children.



- (iv) 9m x 15m space shall be provided for playground, recreational facilities and future expansion.
- (v) The school shall be at least 1km away from an existing private Nursery/Primary school in the neighborhood.
- (vi) The minimum dimension of the classroom shall be 7m x 4m x 3m. Also, approval shall be granted to any school occupying or that intends to occupy any uncompleted building or structure or near any uncompleted building or structure, well lit and adequately ventilated. The building shall be separated and shall not be shared with any other tenants.
- (vii) The school buildings shall be plastered and painted.
- (viii) The floor covering shall be concrete.
- (ix) Arrangement of classroom shall encourage free movement.
- (x) The administrative block shall consist of the following:
  - a. Headteacher's room
  - b. Account/Bursar's office
  - c. A General Office
  - d. Store.

Each office shall be at least, a classroom size (7m x 4m x 3m).

## <sup>2</sup> \* 4.2 INSTRUCTIONAL MATERIALS

A good variety of instructional materials to facilitate learning and teaching situation shall be provided:

- a. Books in reading corners
- b. Magazines, pictures etc
- c. Educative wall charts, wall pictures
- d. Educative building blocks, toys etc.

## <sup>3</sup> \* 4.3 FURNITURE

- (i) 1200mm x 880mm x 260mm (bench) and 260m x 12mm x 760mm (desk) classrooms furniture shall be provided for each pupil to encourage group work. This will enhance social interaction and the child's morality, emotions and social behavior.
- (ii) Each staff member shall have at least one standard table and a chair of the following dimension 105cm x 75cm (table).

## 4.4 STAFFING

### 4.4.1 TEACHER'S QUALIFICATION

The Proprietor who has no teaching qualification shall employ the services of a qualified person as Head teacher and shall have attended at least one Early Childhood workshop/Seminar in addition to the initial qualification as a trained teacher.

- Every class shall be manned by an NCE graduate.
- (ii) Each class teacher shall be assisted by a Nursery Assistant (at least Grade II)
- (iii) All the teaching staff shall register with TRCN.
- (iv) The school shall employ 1 caregiver to 10 pupils

### 4.5 ENROLMENT

An ideal class shall not consist of more than 30 children to every Teacher.

### 4.6 HEALTH FACILITIES

- (i) - Provision of portable drinking water (tap, bore hole or deep well)
- (ii) - Wash hand basins shall be designed to promote ideal healthy living and be provided at the rate of 1 per class.
  - (i) - There shall be separate toilets for male/female pupils and teachers at ratio 1 to 10 pupils, and 1 to 5 teachers.
  - (iv) - There shall be provision of Sick Bay/First Aid Box which shall contain at least the following items:
    - a. Crepe bandage
    - b. Iodine
    - c. Methylated spirit
    - d. Cotton wool
    - e. A pair of scissors
    - d. Bandage
    - e. Gentian violet
    - f. Mist magtrisilicate
    - g. Plasters
    - h. Analgesics.



- (v) - The school shall provide the Services of trained First Aid persons (Red Cross Society can help in training personnel)
- (vi) - At least one fire extinguisher should be provided in each block/building.
- (vii) - Provision of good waste disposal system. Each class shall have a waste paper basket and wash hand basins with disposable or liquid soap and disposable towels.

#### 4.7 RECREATIONAL FACILITIES & SPORTS

- (i) There shall be 9m x 15m space for sporting activities.
- (ii) Equipment and apparatus for games and physical activities such as swings, slides, merry-go-round, ladder and playhouse balls should be provided.

The proprietor of a Nursery school which has been running successfully for at least 2 years, if he/she desires, may apply for its upgrading to a primary school.

### 5.0 UPGRADING OF PRIVATE NURSERY SCHOOL TO PRIMARY SCHOOL

#### 5.1 REQUIREMENTS

- (i) - The school shall operate on its permanent site which shall be at least 2 standard plot sizes (36m x 60m).
- (ii) - There shall be at least a block of 6 classrooms.
- (iii) - The classroom dimension shall be 7.75m x 7m or 9.0m x 8.0m
- (iv) - Games field shall be provided (9m x 15m)
- (v) Each class shall not hold more than 30 pupils.
- (vi) There shall be enough classrooms for the number of children to avoid overcrowding.

#### 5.2 FACILITIES

#### 5.3 FURNITURE

- (i) The dual desk of 1.2m x 760mm x 350mm shall be provided.
- (ii) The bench shall be 1200mm x 880mm x 260mm.



**5.4 LIBRARY RESOURCE UNIT**

- (i) Functional library/reading room.
- (ii) The library should have a minimum dimension of twice the size of a classroom.

**5.5 STAFFING**

- (i) There shall be a minimum of an NCE graduate teacher per class.
- (ii) All the teaching staff shall register with the Teachers Registration Council of Nigeria (TRCN).

**5.6 WATER AND ELECTRICITY**

There shall be availability of potable water, and electricity.

- 5.7 SYLLABUS:** The syllabus/scheme of work shall basically be in line with the 9 – year Basic Education Curriculum (BEC) to ensure compliance with National Policy on Education.

**7 ESTABLISHMENT OF PRIVATE SECONDARY SCHOOL**

**6.1 PREAMBLE:**

Approval to run a Private Secondary School shall be in two phases, Junior Secondary and later Senior Secondary.

- (i) The Proprietor of an approved Junior Secondary School shall apply for its upgrading to a Senior Secondary School if he desires.
- (ii) The school must have presented her first set of candidates for the Junior School Certificate Examination.
- (iii) The Senior Secondary School (SSS) approval shall be given only when the school is on its permanent site.

**8.0 JUNIOR SECONDARY SCHOOL**

## 7.1 SCHOOL LAND AREA

The school land area coverage shall be 1 acre and the Certificate of Occupancy (C of O) shall bear the name of the owner of the school. Legal lease of at least ten years' agreement shall be provided on temporary sites in lieu of Certificate of Occupancy. In such cases, the school can be considered to operate provisionally as a JUNIOR SECONDARY SCHOOL ONLY.

## 7.2 FACILITIES

- (i) One block of six classrooms with dimension (8m x 6m x 3m).
- (ii) An administrative block comprising offices for the Principal, the Vice Principal, Staff, Bursar and store. Each of the offices shall be the size of at least 1 classroom (8m X 6m x3m).
- (iii) All the infrastructures shall be certified and approved by the Ministry of Works and Transport and the Ministry of Health

### 7.2.1 LABORATORIES

A Well-equipped multi-purpose laboratory of at least, the size of 2 classrooms and with the equipment listed in section 7.2.2 below:

### 7.2.2 REQUIREMENT FOR MULTIPURPOSE LABORATORY

NO.	DESCRIPTION	QUANTITY	REMARK
1.	Burette	At the rate of 1 to a student	Good
	Conical flask	"	
	Retort stand	"	
4.	Measuring flask 25ml	"	
	Glass jar	"	
	Pipette	"	
	Test tube	Enough to hold all the rest Tubes	
	Test tube rack	"	
9.	Beaker	500ml, 500ml always in stock &	
10.	Chemicals	adequate quantity to go round	
11.	Standard flasks	Always in stock	
12.	Filter paper	"	
13.	Litmus paper	"	
	Clip	At the rate of 1 to a student	



15.	Bunsen burner stand	“	
16.	Mortal	“	
17.	Petri-dish	Always in Stock	
18.	Brush	At the rate of 1 to a student	
19.	Bunsen burner	At the rate of 1 per student	
20.	Galvanometer	“	
21.	Ammeter	At the rate of 1 per student	
22.	Volt meter	“	
23.	Key	“	
24.	Spring balance	“	
25.	Concave lens	“	
26.	Bean balance	“	
27.	Stop watch	“	
28.	Hand lens	“	
29.	Model of human skin	2 per laboratory	
30.	Model of human kidney	“	
31.	Microscope	“	
32.	Model of human body	“	

### 7.2.3 INTRODUCTORY TECHNOLOGY WORKSHOP

Machines	Quantity	Remarks
Vice	At the rate of 1 to 2 students	
Work Bench	“	
Drilling Machine	A set per class	
(a) Hand Drilling	“	
(b) Table Drilling Machine	“	
Hand saw	A set per class	
Lathe machine	A set per class	
Tools	At the rate of 1 per student per practical class	
(i) Hammers	“	
(ii) Screw driver	“	
(i) Saws	“	
(ii) Planes	“	
(iii) Cramps	“	
(iv) Piller-(a) log nose	“	
(v) Clipper	“	
(vi) Punches	“	

#### 7.2.4

#### STAFFING:

- (i) A graduate of not less than five (5) years' teaching experience as Principal.
- (ii) Graduate teachers for English Language, Mathematics, Science Subjects and at least one other subject. Others shall possess the minimum qualification of NCE certificate.
- (iii) A maximum of 30 students to a teacher
- (iv) A teacher shall not teach above JS.III unless he/she holds a degree of a University in related field
- (v) All teaching staff must register with the TRCN.

#### 7.2.5

#### HEALTH FACILITIES:

- (vi) Adequate supply of portable water certified for use as drinking water and other domestic purposes (tap, bore hole or deep well)
- (vii) Toilet must be provided in the ratio of 1 to 25 students. There shall be separate toilets for boys and girls and all shall be within the school premises.
- (viii) A kiosk or tuck shop where snacks and refreshments are provided for both staff and students

#### 7.2.6

#### RECREATIONAL FACILITIES AND SPORTS

1. A play ground that is suitable for running barefooted other concrete or cement that can effectively keep 1/4 of the school population engaged in games at any given time.
2. The following equipment and apparatus for games and physical activities shall be provided:
  - (i) Lawn Tennis Racquets



- (ii) Table Tennis
- (ix) Volley Ball Court and Balls
- (x) Baskets ball court and balls
- (xi) Shot put, Javelins, discuss and batons
- (xii) A sick bay that is manned by a trained personel should be in place. In addition, a well equipped First Aid Box should be in the school with the following items:
  - a. crepe bandage
  - b. iodine
  - c. methylated spirit
  - d. cotton wool
  - e. a pair of scissors
  - f. bandage, gentian violet
  - g. mist magtrisillicate
  - h. plasters
  - i. analgesics, etc

#### 7.2.7 ELECTRICITY:

- (i) There shall be provision of means of generating power to supply electricity for machines in the workshop and minimum comfort of staff and students.

#### 7.2.8 LIBRARY RESOURCE UNIT:

- (i) The library shall be well ventilated and illuminated and shall be at least two classrooms size
- (ii) 2 Fire extinguishers shall be provided
- (iii) A qualified librarian/teacher shall be employed.
- (iv) The library shall be equipped with computer systems and shall have internet facilities

#### 7.2.9 UPGRADING OF PRIVATE JUNIOR SECONDARY SCHOOL TO SENIOR SECONDARY SCHOOL

In addition to the availability of facilities approved for the Junior Secondary School, the Senior Secondary School should have the following additional facilities.

#### 7.2.9.1 CLASSROOM

A minimum of six classrooms which shall not be less than 8m x 3m.

#### 7.2.9.2 LABORATORIES



### 7.3.1 PHYSICS:

- (i) A standard and well equipped Physics laboratory with at least 2 entrances and must be at least the size of 2 classrooms.
- (ii) Every student shall have access to a laboratory furniture.
- (iii) 2 Fire extinguishers and sand buckets
- (iv) 2 Waste paper baskets.

The following apparatus shall be provided.

S/N	DESCRIPTION	QUANTITY	REMARK
1.	Galvanometer	5	Good
2.	Ammeter	10	
3.	Volt meter	10	
4.	Rheostat	10	
5.	Plug key	10	
6.	Spring balance	10	
7.	Spiral spring	100	
8.	Optical pins (pkt of 100)	4	
9.	Turning fork	5	
10.	Hydrometer	5	
11.	Resistance box (constant)	10	
12.	Bar magnet	10	
13.	Pendulum bulb	20	
14.	Standard resistor	1L, 25L, 5L- 15	
15.	Triangular prism	20	
16.	Concave lens	20	
17.	Convex lens	20	
18.	Hydrometer	5	
19.	Stop watch	10	
20.	Ray box	20	
21.	G-clamp	20	
22.	Thermometer	20	
23.	Iron fillings	3	
24.	Triple Beam Balance	2	
25.	Rectangular block	30	
26.	Retort stand boss, head and clamp	30	
27.	Metre rule	60	
28.	Potentiometer	10	
29.	Lens holder	20	
30.	Knife edge	20	



## 7.3.2

**CHEMISTRY.**

- (v) Standard and well equipped laboratory for Chemistry with at least 2 entrances and must be at least the size of 2 classrooms
- (vi) Adequate number of laboratory furniture
- (vii) Fire extinguishers and sand buckets.
- (viii) Waste paper baskets

The following apparatus shall be provided:

S/N	DESCRIPTION	QUANTITY	REMARK
1.	Burette	@ the ratio of 1/student	Good
2.	Conical flask		
3	Resort stand	Enough to hold all the test tubes	
4	Measuring flask 250ml		
5	Glass jar	At the rate of 1 per student	
6	Pipette		
7	Test tube		
8	Test tube rack		
9	Beaker		
10	Wire gauze		
11	Spatula		
12	Boiling tube		
13	Filter paper		
14	Litmus paper		
15	Clip		
16	Bunsen burner stand		
17	Mortal		
18	Petri-dish		
19	Bunsen burner		
20	Calcium chloride fused		
21	Separating funnel	Adequate quantity to go round	
22	Copper II oxide		
23	Sodium carbonate	Adequate quantity to go round	
24	Iron (II) sulphate		
25	Silver nitrate		
26	Sodium hydroxide		
27	Zinc carbonate		
28	Copper nitrate		
29	Copper II sulphate	Adequate quantity to go round	
30	Potassium permanganate		
31	Barium chloride		
32	Methyl chloride		

33	Phenophtaline		
34	Tetraoxosulphate (iv) acid		
35	Ammonai solution		
36	Ethanol		

### 7.3.3 BIOLOGY:

The following should be provided:

S/N	DESCRIPTION	QUANTITY	REMARK
1	Model of human skin	2 per lab	
2	Model for human kidney	"	
3	Model for human heart	"	
4	Model for human eye	"	
5	Model for human body	"	
6	Model for human ear	"	
7	Chemicals D-glucose Jar of formaldehyde solution	Adequate to go round the students	

### 7.3.4 LIBRARY:

There shall be a standard and well equipped library with at least 2 entrances which shall be the size of 2 classrooms with current books and adequate furniture. The available furniture shall sit half of the school population at once.

- (i) Approved list of books shall be in adequate quantity
- (ii) The library shall be well illuminated
- (iii) Fire extinguisher shall be provided
- (iv) A qualified Librarian/Teacher librarian
- (v) Provision of e-library where possible with adequate number of computer systems and internet facilities.

### 7.3.5 SCHOOL HALL

The school hall shall be able to accommodate the school population comfortably.

### 7.3.6 BOARDING SCHOOLS

In addition to satisfying the above requirements, boarding schools shall provide the following:

- (i) Adequate rooms for use as dormitories in which each student shall have at least 1.2m dormitory area. The ceiling of every



- dormitory shall not be less than 3.5m above for level and fire fighting equipment must be installed in all dormitories.
- (ii) Clinic/sickbay manned by a qualified nurse with NRN qualification. In addition the school must provide First Aid Boxes.
  - (iii) A school bus for use of the boarders.
  - (iv) Kitchen and dining halls shall be well furnished. The dining hall shall be large enough to sit all students simultaneously during meals. The kitchen shall be located beside the dining hall or adjoining the dining hall.
  - (v) A burglar-proof store and well secured rooms to be used as box rooms.
  - (vi) A common room or students' welfare centre for receiving visitors.
  - (vii) There shall be house wear for uniformity and identification.
  - (viii) The house wear shall be worn always
  - (ix) Each school have a daily routine of activities that will include period of siesta, games, etc.
  - (x) Visiting and outing days should be clearly stated.
  - (xi) The menu-table shall be clearly stated so that provision for balanced diet is not compromised.
  - (xii) There shall be enough number of housemasters/mistresses at a ratio of 1:50 students for adequate monitoring and supervision.

## **8.0 ESTABLISHMENT OF CONTINUING EDUCATION CENTRES AND STUDY CENTRES**

### **8.1 CONDITIONS TO BE FULFILLED**

- a. It shall be free from any type of danger to the lives of the students and staff
- b. It shall be free from heavy traffic, factory and depots where inflammable materials are kept.
- c. It shall be securely fenced round for safety of the students.
- d. 9m x 15m space shall be provided for playground, recreational facilities and future expansion.
- e. The school shall be at least 1km away from an existing private C.E.C/Study centre in the neighborhood.
- f. The minimum dimension of the classroom shall be 7m x 4m x 3m. Also, approval shall be granted to any school occupying or that intends to occupy any habitable uncompleted building or structure or near any uncompleted building or structure, well lit and adequately



- ventilated. The building shall be separated and shall not be shared with any other tenants.
- g. The school buildings shall be plastered and painted.
  - h. The floor covering shall be concrete.
  - i. Arrangement of classroom shall encourage free movement.
  - j. The administrative block shall consist of Coordinator's room, Account/bursar's office, a General Office and store.

## 8.2 TEACHING

- i. A good variety of instructional materials such as computer sets etc must be provided to facilitate learning and teaching situation (Books in reading corners, Magazines, etc.) E-learning facilities must be provided for each programme.

## 8.3 FURNITURE

- (i) 1200mm x 880mm x 260mm (bench) and 260mm x 12mm x 760mm (desk) classroom furniture shall be provided for each student.
- (ii) Each staff member shall have at least one standard table and a chair in the following dimension 105cm x 75cm (table).

### 8.3.2 STAFFING

Every class shall be manned by a University graduate in related field.

### 8.3.3 ENROLMENT

- (i) An ideal class shall not consist of more than 40 children to every Teacher with minimum qualification of University degree.

### 8.3.4 HEALTH FACILITIES

- (i) Provision of portable drinking water (tap, bore hole or deep well).



- (ii) Wash hand basins shall be designed to promote ideal healthy living and be provided at the rate of 1 per class.
- (iii) There shall be separate toilets for male/female students and teachers at ratio 1 to 10 for students, and 1 to 5 for teachers.
- (iv) The school shall secure services of trained First Aiders.
- (v) At least 2 fire extinguishers shall be provided in each block/building in case of fire out break.
- (vi) Provision of good waste disposal system. Each class shall have a waste paper basket and wash hand basin with liquid or disposable soap and equally disposable towels.

## 9.0 ESTABLISHMENT OF TERTIARY INSTITUTION

The approval of the establishment of a tertiary Institution shall be subjected to the report of the corresponding accrediting bodies.

- (i) **Polytechnic**: This is subject to the approval of National Board for Technical Education (NBTE)
- (ii) **College of Education**: This is subject to the approval of National Commission for Colleges of Education (NCCE.)
- (iii) **University**: The approval is subject to the approval of National Universities Commission (NUC)

### Key words:

LIE:	Local Inspector of Education
ZIE:	Zonal Inspector of Education
TRCN:	Teachers Registration Council of Nigeria
HM:	Headmaster/Headmistress
Ministry:	Ministry of Education
NCE:	Nigeria Certificate in Education
CEC:	Continuing Education Centre

**ASSESSMENT FORMAT FOR BENCHMARK MINIMUM  
ACADEMIC STANDARD OF SCHOOLS IN OYO STATE**

SCHOOL: \_\_\_\_\_

DATE OF VISITATION \_\_\_\_\_

CODE		A	B	C	D	E	Overall
FA	<b>FACILITIES</b>						
	(i) Appropriate Space						
	(ii) Appropriate school building						
	(iii) Adequate number of classrooms						
	(iv) Classroom dimension						
	(v) Availability of furniture and other facilities for disabled and other challenged children.						
	(vi) Availability of standard office for Principal/Headteacher						
	(vii) Availability of standard staff rooms						
	(viii) Availability of site plan						
	(ix) Fencing						
T	<b>TEACHING</b>						
	(i) Availability of Teachers Text books						
	(ii) Availability of Teachers lesson notes						
	(iii) Adequacy instructional facilities						
	(iv) Adequacy of Audio-Visual						
	(v) Evidence of question banks						
	(vi) Teachers rating by pupils						
F	<b>FURNITURE</b>						
	(i) Adequate number of desk and chairs						
	(ii) Appropriate dimension of desks and chairs						
LAB	<b>LABORATORIES</b>						
	(i) Adequate number of laboratories						
	(ii) Sufficient number of science equipment						



	<ul style="list-style-type: none"> <li>(iii) Appropriate size</li> <li>(iv) Safety precaution in the laboratories</li> <li>(v) Has the laboratories inventories</li> </ul>				
LIB	<p><b>LIBRARY RESOURCE UNIT</b></p> <ul style="list-style-type: none"> <li>(i) Appropriate size</li> <li>(ii) Currency of books</li> <li>(iii) A qualified/knowledgeable librarian</li> <li>(iv) Availability of relevant books</li> </ul> <p><b>B. DIGITAL LIBRARY</b></p> <ul style="list-style-type: none"> <li>(i) Availability of computer systems (Minimum of six)</li> <li>(ii) Internet facility</li> <li>(iii) Trained personnel</li> </ul> <p><b>C. ACCESS TO CYBER CAFÉ AROUND THE SCHOOL</b></p>				
STF	<p><b>STAFFING</b></p> <ul style="list-style-type: none"> <li>(i) Adequate number of qualified teachers</li> <li>(ii) Adequate number of teachers in related fields</li> <li>(iii) Students/pupils teacher ratio</li> </ul>				
HF	<p><b>HEALTH FACILITIES</b></p> <ul style="list-style-type: none"> <li>(i) Adequate ratio of pupils toilet (male/female)</li> <li>(ii) Adequate ratio of staff toilet (male/female)</li> <li>(iii) Availability of portable water</li> <li>(iv) Means of waste disposal</li> <li>(v) Availability of sick bay</li> <li>(vi) Availability of equipped First Aid Box</li> <li>(vii) Neatness of the environment</li> <li>(viii) Availability of trained health personnel</li> </ul>				
REC	<p><b>RECORDS</b></p> <ul style="list-style-type: none"> <li>(i) Availability of statutory records</li> <li>(ii) Evidence of holding PTA meeting</li> <li>(iii) Evidence of SBMC</li> <li>(iv) Proper records of students file</li> </ul>				



	<ul style="list-style-type: none"> <li>(v) Proper records of staff file</li> <li>(vi) Computerization of staff record</li> <li>(vii) Computerization of students' record</li> <li>(viii) Proper record of correspondence from MOE, and other government agencies</li> <li>(ix) Proper record of supervising parastatals</li> <li>(x) School record of accounts</li> </ul>					
RC	<b>RECREATIONAL FACILITIES &amp; SPORTS</b> <ul style="list-style-type: none"> <li>(i) Availability of sports field</li> <li>(ii) Organization of annual inter house sports</li> <li>(iii) Availability of sporting equipment</li> <li>(iv) Availability of recreational facilities</li> </ul>					
EXC	<b>EXTRA CURRICULAR ACTIVITIES</b> <ul style="list-style-type: none"> <li>(i) Evidence of participation/performance in external debates</li> <li>(ii) Evidence of participation/performance in quiz</li> <li>(iii) Evidence of participation/performance in external sports</li> <li>(iv) Evidence of participation in co-curricular activities</li> </ul>					
FG	<b>SCHOOL FARM/GARDEN</b> <ul style="list-style-type: none"> <li>(i) Availability of garden</li> <li>(ii) Utilization of the school garden</li> <li>(iii) Management of the school garden</li> </ul>					
WTE	<b>WATER AND ELECTRICITY FACILITIES</b> <ul style="list-style-type: none"> <li>(i) Availability of portable water</li> <li>(ii) Adequate volume of water</li> <li>(iii) Availability of electricity in the school</li> </ul>					
PEE	<b>SCHOOL PERFORMANCE IN EXTERNAL EXAMINATIONS IN THE LAST 3 YEARS</b> <ul style="list-style-type: none"> <li>(i) Common Entrance Examination</li> <li>(ii) Junior School Certificate Examination</li> <li>(iii) National Examination Council</li> </ul>					

	(NECO)						
	(iv) West African School Certificate Examination (WASSCE)						
	(v) Others						
<b>PEEI</b>	<b>SCHOOL PERFORMANCE IN EXTERNAL EXAMINATIONS IN THE IMMEDIATE PAST YEAR</b>						
	(i) Common Entrance Examination						
	(vi) Junior School Certificate Examination						
	(vii) National Examination Council (NECO)						
	(viii) West African School Certificate Examination (WASSCE)						
	(ii) Others						



## ASSESSMENT FORMAT FOR BOARDING HOUSE IN OYO STATE

CODE		A	B	C	D	E	Overall
F	<b>FACILITIES</b> (i) Appropriate space (ii) Adequate number of hostel (iii) Room dimension (iv) Availability of appropriate bed, bedding, lockers (v) Availability of appropriate facilities for physical challenged and other children (vi) Availability of standard Matron's Office (vii) Availability of House Master/Mistress (viii) Availability of laundry facilities						
K	<b>KITCHEN</b> (i) Availability of appropriate kitchen (ii) Availability of kitchen Utensils (iii) Adequate number of kitchen staff (iv) Availability of portable water (v) Availability of cooking utensils						
STF	<b>STAFFING</b> (i) Adequate number of staff (ii) Availability of qualified Matron (iii) Availability of Day & Night Guards (iv) Availability of Cleaners (v) Availability of Gardeners						
F	(i) Adequate number of						



	(ii) Table and benches Appropriate dimension of tables and dimensions					
REC	(i) Availability of recreational facilities (ii) Availability of Indoor Games					
WTE	WATER AND ELECTRICITY (i) Availability of portable water (ii) Adequate Volume of Water (iii) Availability of electricity in the school					
H	HEALTH FACILITIES (i) Adequate ratio of pupils toilet (male/female) (ii) Adequate ratio of Staff Toilets (male/female) (iii) Means of waste disposal (iv) Neatness of Environment (v) Availability of Trained Personnel in the sick bay (vi) Availability of equipped First Aid Box (vii) Availability of student bio- data					

KEY:

- A - 5
- B - 4
- 3

- D - 2
- E - 1

A: Facilities  
Library  
Furniture  
REC: Records  
activities  
FG: Farm/Garden  
PEE: School performance in external examination  
PEEI: School performance in external examination in the immediate past year.

T: Teaching  
STF: Staffing  
RC: Recreational facilities  
WTE: Water & Electricity

LAB: Laboratories  
HF: Health facilities  
EXC: Extra Curricular  
LIB: