A Study on Accountability Language at the Level of the Primary School

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ABSTRACT The aim of this research is to reveal how teachers, principals, students, and parents think about and behave toward accountability issues in schools. Phenomenology, which is one of the qualitative research designs was used in the study. Data was collected from randomly selected teachers, principals, parents and students in randomly selected two state schools in Istanbul. Focus group interview was used as data collection method. Separately structured questionnaire was prepared for each group. While creating the questions, literature was reviewed and a pilot implementation was conducted to determine the validity. Data was analyzed through NVIVO 10. Parents hold teachers along with others responsible for learning of students, resolving problems that the students confront and to discipline school. Teachers take student expectations into consideration and accept that they are accountable to the students and parents. Teachers evaluate the role of parents and external stakeholders as threatening.

INTRODUCTION

Now, there are some schools which have idiosyncratic organizational characteristics and problems, unique student profile, and instuitive record, in external accountability system. Moreover, these school are placed in particular society in terms of divergency. The reason behind the reality of “idiosyncratic” schools is the pressure of monotony in external accountability systems. External accountability system presumes a world where the same performance is expected from every single student. Besides, this concept is affected with who the teachers and school managers are, their world perspective, their personal way of looking, the expectancy of students and what is a good learning and teaching New educational accountability systems will be successful in the degree of discovering the diversity in the accountability systems (Abelmann et al. 1999:1).

To determine and create means that will ensure schools and the staff to be accountable regarding the responsibilities, it is important to look at their own conceptions, beliefs and values about for what, to whom and how schools and the staff will be accountable. According to John Lello, in an accountability system put forward by politicians, politicians’ value and beliefs don’t coincide with teachers’ value and beliefs in the work environment and educational stakeholders have different conceptions about accountability. So many examples can be seen that are linked with accountability. For example, conflict is one of these. Bureaucratic mandate from the top that the school conduct frequent benchmark testing may conflict with the professional accountability pressure for more instructional time. A disciplinary code that results in the school suspending and expelling a much
larger percentage of students who are from low income families than students who are from high income families may conflict with moral accountability pressure for social justice (Diehl and Gordon 2016: 496). And also accountability, is based precisely on mutually agreed divisions of interest; political accountability sees the extension of autonomy in order to effect control; bureaucratic accountability is supposedly a political intervention that, as such, conveys the legitimacy of politics; institutional accountability is an adjustment to that climate; finally, disciplinary accountability holds all accountable to the refreshing of knowledge. Together, they assemble as an inclusive idea of quality (Leihy and Salazar 2017: 12). This can be seen in different areas, individuals interpret accountability systems in different ways and they feel accountable regarding the responsibilities they believe. In this sense, when schools attempt to understand what their responsibilities are and act on those understandings, they should base their actions on their own interpretation of their responsibilities, rather than on an authority’s definition of their responsibilities (Neuman-Sheldon 2000: 19-20).

The purpose of the study is to learn the ‘language of accountability’ in the schools. This study focuses on how schools develop their own accountability systems. Each school has its own ‘accountability systems’ and it is important to understand that. Whether schools accept this or not, they have accountability systems in their daily life. Teachers, managers, students and parents are important to evaluate the accountability systems (Abelmann et al. 1999: 2). Therefore, in this study the researches have tried to understand how teachers, principals, students, and parents think about and behave toward accountability issues in schools, rather than how they respond to new external accountability systems.

Regarding this problem situation, the problem statement of this study is to reveal the understanding of accountability existing at schools. Sub-problems due to this problem statement are as following:

- What are the opinions of the principals on accountability issues at schools?
- What are the opinions of the teachers on accountability issues at schools?
- What are the opinions of the parents on accountability issues at schools?
- What are the opinions of the students on accountability issues at schools?

**Literature Review**

Accountability systems embody the notion that all schools (or teachers) are responsible for an externally pre-determined standard of student performance, which is enforced through a system of rewards, penalties and intervention strategies (Gupta 2007: 6).

**Accountability of Teachers**

Teachers are like a prism through which accountability systems are filtered. But teacher behavior depends on how teachers understand and act on the systems they face (Gupta 2007: 6). Thus accountability systems aimed at improving quality will succeed or fail to the degree that their design factors in how teachers think about and incorporate accountability into their teaching practice (Abelmann et al. 1999: 4). Gupta (2007: 39) states that “I use the term accountability and responsibility interchangeably when talking about teachers, with the view that teachers will not consider themselves accountable for something they do not consider themselves responsible for.” While teachers may work in isolation, their notions of accountability are not formed in isolation. Teachers are embedded in the institutions where they work. These institutions are expected to act upon the teachers through the formal and informal accountability systems, which are transmitted, in part, through the administrative structure of the school including the school heads. In addition, they may come into schools with prior notions of responsibility which may be derived from their family background (socio-economic background, religion etc.), their education and professional training, and their experiences. These notions may also be affected by other institutional factors, including the power relations and expectations of the various stakeholders (parents, children, community etc.).

Kantos (2010: 95) argues that teachers should be accountable for results and the process that leads to results. In addition, she emphasizes that teachers can give account for only the things under their control. Teachers in schools are obliged to account for the following areas (Leithwood 2005: 16):
ACCOUNTABILITY LANGUAGE AT PRIMARY LEVEL

- Organizational effectiveness,
- Meeting the criteria for professional knowledge and skills,
- Meeting the criteria of ethical behavior,
- The best performance in special tasks or professional practices.

In Gupta’s (2007) study, teachers stated that they are not accountable to parents or students but they would rather be accountable to their conscience and the God. Teacher educators, principals and policymakers are also focusing on the spiritual aspects of education. Teachers are expected to be role models dedicated to the welfare and safety of students.

**Accountability of School Principals**

While school principals are expected to use the resources of school optimally and increase the school performance, on the other hand it is being discussed whether the school principals can allocate time to increase the academic achievement of the school in the current school structure (Kilinc and Guclu 2011: 2111). Accountability imposes six demands on officials or their agents for government or public service organizations, including colleges and universities (Burke 2004: 2):

- They must demonstrate that they have used their powers properly.
- They must show that they are working to achieve the mission or priorities set for their office or organization.
- They must report on their performance for the public.
- They should compare the resources that are used for efficiency and effectiveness with the results.
- They must ensure the quality of the programs and services produced.

Accountability in this context imposes new roles on school principals and creates a great impact on their preparation and training. According to accountability, school principals are required to establish measurable objectives for the success of the school system and standards related to learning. Besides being responsible for establishing and transmitting standards, educational leaders are obliged to create local expectations and understanding of accountability (Balci 2011: 198).

According to the findings in Kilinc and Guclu’s (2011) study, teachers don’t think that school principals show a high level of success related to accountability behaviors that are expected of them. Yet, in Erdag’s (2013) study it was found that although school principals and teachers don’t feel accountable to local people, the media and professional organizations they feel accountable to school community consisting of parents, students and other teachers at a low level but to school principal, senior managers and inspectors at a high level.

**Expectations**

Expectations in nature are collective and they refer to norms and values to get school staff do their work. Expectations shape from individual relationships and they operate in powerful ways to form individual’s behaviours and values. For instance, first grade teachers may have the same expectancy about how fast students should read in the first year. Parents may expect teachers to treat their children in the specific ways and prepare them for the life after school. Also, teachers may expect parents to spend some time for their children’s homework. These expectations may vary from one to another (Abelmann et al. 1999: 4).

Student expectations and the realization level of these expectations at schools is an important factor in the achievement of educational goals. Educational objectives intended to be carried out at schools are expected to be determined in accordance with the needs and expectations of students. Teachers are the most important staff to respond to the expectations of the students at school. Teachers are expected to have certain qualifications in order to respond to the expectations of the people around especially their students. Consideration of student expectations is one of the most important characteristics of a good teacher (Demirtas and Kahveci 2010: 2151).

**Responsibility**

The sides in education – teachers, managers, students, parents – has their own idiosyncratic values. For example, teachers may have strong ideas about what is the extent of the responsibility of student and in what extent parents and students should share these responsibilities. Managers may think that teachers should influence the educational applications
or they can think teacher should get all the responsibility completely (Abelmann et al. 1999: 3). According to Abelmann et al. (1999: 4), the feeling of responsibility do not come either from work environment or accountability. Instead, organizational or external factors can be the reason but it is for sure that individual values play an important role. For example, an English teacher can have strong ideas about what is a good article, what is a good book that student can read, what is the learning capacity of students and how much homework they can do in a week. Moreover, some teachers may feel responsible from the emotional and physical health of students and these responsibilities may be priority over the program. These believes can be shared through all English teachers or can vary from one to another. Believes are defined as personal and totally depend on individual’s self behaviours.

According to another view, each element of the system must take their share of responsibility (Darling-Hammond and Ascher 1991: 11):

- States would be responsible for providing equal and adequate resources to schools and for ensuring the enforcement of equity standards and standards of professional certification.
- School districts would be accountable for the policies they adopt (including everything from staff hiring standards to paperwork requirements), for equity in the distribution of school resources, and for creating processes that make them responsive to the needs and concerns of parents, students, and school-level staff.
- Schools would be accountable for equity in the internal distribution of resources, for adopting policies that reflect professional knowledge, for establishing means for continual staff learning, for creating problem identification and problem-solving processes that drive continual improvements, and for responding to parent, student, and staff ideas.
- Teachers would be accountable for identifying and meeting the needs of individual students based on professional knowledge and standards of practice, for continually evaluating their own and their colleagues’ practices, for seeking new knowledge, and continually revising their strategies to better meet the needs of students.

### METHODOLOGY

#### Research Design

In this study, in order to learn principals, teachers, students and parents’ views on accountability, phenomenology which is a qualitative method was used.

#### Study Group

The study group of this research is randomly selected teachers, principals, parents and students in randomly selected two state schools in Istanbul. The researchers interviewed 6 teachers, 6 parents, 6 students and a school principal in school A and 7 teachers, 6 parents, 7 students and a school principal in school B. The researchers made interviews with 8 different groups in two different schools.

#### Data Collection

Focus group interview was used as data collection method. The principals, teachers, students and parents’ views were taken by face to face interviews. Separately structured questionnaire was prepared for each group to describe the principals, teachers, students and parents’ views on the accountability. While creating the questions, literature was reviewed and a pilot implementation was conducted to determine the validity. In addition, a group of teachers were given question forms by hand, and with teachers’ feedback, interview forms were given their final form.

#### Data Analysis

All the interviews recorded were transcribed. Content analysis was used to analyze the data collected from the interviews and NVivo 10 qualitative analysis programme was used. Responses to questions were analyzed by researchers and codes resulted from this analysis were interpreted in terms of the themes in the discussion part.

### RESULTS

In this part, participants’ opinions will be presented in connection with the problem sentences.
Table 1: Principals’ opinions on accountability issues at schools

| Questions                                                                 | Codes                                                                 |
|---------------------------------------------------------------------------|----------------------------------------------------------------------|
| 1) What are you accountable for?                                          | School coordination, monitoring of employee rights, student affairs, institutional responsibility, accountability to higher authority, curriculum control, resource provider. |
| 2) To whom are you accountable?                                          | Work outcomes, supervision results, stakeholder satisfaction, survey results, feedback from senior management, teachers' and parents' opinions. |
| 3) What do you hold teachers accountable for?                            | Comply with the curriculum, training, accountability to the parents and students, achieving the aims of national education, developing school culture, being student oriented. |
| 4) Do you believe teachers in your school have a clear sense of what they are held accountable for? | Method of promotion, reckless attitude towards the parents and children, insensitivity about accountability, lack of supervision, job guarantee. |
| 5) How well do the formal assessments used at your school reflect student achievement and teaching? | Invisibility of success, failure to value the projects, insufficiency of supervision, lack of justice in the awarding, unfair evaluations. |
| 6) What characteristics do you look for when hiring a new teacher?       | High communication skills, having artistic talents, being outgoing, to give guidance to students, creativity, speciality and intellectual. Teachers’ being late to the class, inability to adopt the strategic plan. Competency in Turkish language, high level of comprehension, researcher, a good career, basic math skills, self-sufficiency. |
| 7) Since the beginning of this year, what has been your most challenging internal issue? | Un timely meetings organized by senior management, people’s negative perspective about education. |
| 8) Since the beginning of the year, what has been the most challenging externally-generated issue? |                                                                                                |
| 9) Upon leaving your school, what should students know (and be able to do)? |                                                                                                |
obtained from the interviews with teachers is given in Table 2.

To the question “As a teacher, what is your job” the teachers answered as to educate, to help students acquire good manners, classroom management, curriculum implementation, communicating with parents, protecting the students, teaching activities, and guiding. A teacher expresses his views on this question in the following way; “A teacher’s position today is guiding, rather than teaching to teach how to learn. Our mission is moving towards that day to day. Because internet is very common nowadays and we should teach students how fast to have Access to the information.”

To the question “Do you think most of the teachers in your school have the same point of view regarding their responsibilities” the teachers said they agreed on increasing student achievement, making sure that students obey the rules and acquire good manners. A teacher expresses his idea on this question in the following way; “There is one point that everyone wants. Everybody expects students to be successful. At the same time we want students not to behave inappropriately. Although there are some individual disagreements, there is a general consensus on these issues.”

The teachers were asked “To whom are you accountable.” The teachers said they were accountable to themselves (conscience), students, parents, the Ministry of Education, administrators, and inspectors. Teachers’ answers to this question is inconsistent with a school principal’s idea “teachers are in a reckless attitude towards parents and students.” Similarly, teachers answered the question “Who or what has an influence (or the greatest influence) over what you do in the classroom” as students, parents, school principals, curriculum, conscientious responsibility. And that is very consistent with the teachers’ answer to the previous question “To whom are you accountable.”

Table 2: Teachers’ opinions on accountability issues at schools

| Questions | Codes |
|-----------|-------|
| 1) As a teacher, what are you held accountable for? | Training, classroom management, curriculum implementation, communicate with parents, protect students, teaching activities, to provide guidance, solve problems. |
| 2) How do you know when you’re doing your job well? | Feedbacks from students and parents, a clear conscience, meeting social expectations. |
| 3) Do you think there’s a common perception in your school regarding what you’re all accountable for? | Student success, following the rules, training. |
| 4) To whom are you accountable? | To our conscience, students, parents, the ministry of education, administrators, inspectors. |
| 5) What does your school principal expect of you and does he/she expect the same of everyone? | To implement curriculum, enter the class on time, not to cause any problems, success in national exams. |
| 6) Are those formal accountability mechanisms an accurate measure of your teaching and student achievement? | No they aren’t. |
| 7) Who or what has an influence (or the greatest influence) over what you do in the classroom? | Students, parents, administrators, curriculum, conscientious responsibility, colleagues. |
| 8) What role do parents, and the larger community play in your school, and how does that compare to what you think their role should be? | a) Trouble maker, threatening, disturbing. b) Collaborative, problem solver, developer, compatible, feedback provider. |
| 9) What do you expect of other teachers? Of your principal? Are they formally responsible to you in any way? (Students?) | Respect, cooperation, compliance with the rules, justice, fulfilling their responsibilities, violence prevention, healthy communication. |
| 10) What factors do you believe influence students’ achievement, and which of those are you in a position to affect? | a) Environment, socio-economic status, school, family, genetic factors. b) Providing guidance, offering different opportunities, dialogue with parents and co-operation with colleagues. |
| 11) If you were hiring a teacher for your position, what characteristics would you look for? | Being conscientious, being sensitive to violence, taking a stand against injustice, professional sensitivity, being expert in the field, being fair, having self-confidence, looking ahead, and being sensitive. |
When the question “What role do parents, and the larger community play in your school, and how does that compare to what you think their role should be” was asked to the teachers, they described parents as troublemaker, threatening and irritating. And according to the teachers, the parents should be cooperative, problem solver, compatible, constructive, and they should provide feedback. A teacher said about it “…parents need to be constructive. So they need to be in collaboration with teachers as much as possible, they need to communicate with teachers and they should be understanding towards teachers.”

Students’ Opinions on Accountability Issues at Schools

Table 3 shows students’ opinions on accountability issues at schools. The data obtained from the interviews with students is given in Table 3.

The students were asked “What is your job as a student” and all the students stated that their job was to participate in class, do homework, do planning, participate in social activities, obey the school rules, and be respectful and honest. A student expressed his idea about this in the following way; “I think the most important thing is participating in class. Instead of working a lot at home I prefer listening to the teacher carefully in class. To do homework and performance project on time is important too.”

As regards the question “What makes a school a good school” students from both schools describe a good school as adequate and qualified staff, physical competence of school, the adequacy of financial resources, social activities, safety, positive relationships, non-crowded classes, non-challenging program. A student’s opinion on this is “School staff must be good. School management and teachers need to be good. The school needs to be clean and rich. A school needs to improve students’ achievement. All the students should get on well with each other. Lastly a school needs to have enough educational technology.”

Students think that it is parents’, teachers’, and school management’s duty to provide students with learning. And they describe a good teacher as concerned, caring, qualified, disciplined and instructive.

Parents’ Opinions on Accountability Issues at Schools

Table 4 shows parents’ opinions on accountability issues at schools. The information ob-
The parents were asked “Whose job is it to ensure that your children are learning.” According to parents; teachers, parents, siblings, relatives, donors, community and school are responsible for students’ learning. One of the parents expresses his idea in the following way: “In my opinion there is a “trivet system” in child development. So of course in my opinion they are family, school and environment. Child development starts in the family. The child ferments in the family. The values learned in the family are reinforced at school. In a supportive environment, these values become a part of student’s character.”

When the parents were asked the question “If your child were having difficulty with his/her work, who would you expect to address that problem” and they answered that they expected teachers, parents, counseling service, and the child himself to address the problem. One of the parents expressed his opinion in the following way; “We need to investigate the cause of the problem. The problem is caused by either teachers or students.” Another parent said that “Firstly, parents need to create environment and talk with their children. If it is a major problem, I decide to get help from the others.”

In response to the question “What do you feel accountable for in regard to your child’s learning” parents answered that they felt accountable for supporting at home, checking homework, personal hygiene, moral development, providing adequate training, participation in social activities, providing discipline.

Table 4: Parents’ opinions on accountability issues at schools

| Questions                                                                 | Codes                                                                 |
|--------------------------------------------------------------------------|----------------------------------------------------------------------|
| 1) Who is accountable for your child’s learning?                         | Teachers, parents, other siblings, relatives, state, society, school personnel and donors. |
| 2) How do you know whether your child is learning?                       | By checking student’s homework and grades, talking to the student’s teachers, examining student. |
| 3) For what information, and by what means, is your child’s school required to give an account of student learning and school standing? | A) Achievement level, information about personality, negative features B) Via meetings, sms, written notice, face to face meetings. |
| 4) If your child were having difficulty with his/her work, who would you expect to address that problem, and what would you expect to happen in addressing it? | A) Teachers, parents, children themselves, guidance service. B) Additional courses, communicating with the teacher, personal effort. |
| 5) What do you feel responsible for in regard to your child’s learning?   | Supporting at home, checking homework, personal hygiene, moral development, providing adequate training, participation in social activities, providing discipline. |
| 6) What do you think your child’s teacher and principal believe your role is? | Checking homework, supporting teacher, being role model, attend meetings, caring personal hygiene. Principals, teachers, parents, students, guards. |
| 7) Who is responsible for maintaining discipline in the school?           | Attendance at meetings, whenever they need or have problem with their children, they can even talk to the principal. |
| 8) What type/degree of school-site involvement is appropriate for parents? | A) I would send because of crowded classes, teacher attitudes, and negative attitudes of other parents. B) I would not send because every school is the same. |
| 9) If you had (have) the option to send your child elsewhere, would you? Why? | A) Teachers, parents, other siblings, relatives, state, society, school personnel and donors. |
DISCUSSION

In this study teachers stated that their duties are to educate students, ensure students have good manners, classroom management, curriculum implementation, communicate with parents, ensure students’ safety, teaching activities, and guiding students. Similarly, administrators also stated that in addition to their official duties, to ensure students have good manners and to be responsible towards students are teachers’ duties. Likewise, in Gupta’s (2007) study in private and public schools in India, teachers assume that ensuring students have good manners is their primary duty among all other official duties. In teachers’ responses, there isn’t any emphasis on management processes. This suggests that teachers prefer to stay away from managerial processes. This finding is similar to findings of Shaw’s (2016) research. In Shaw’s research, it was found that dealing with administrative job responsibilities was stressful for teachers. Administrative job responsibilities are seen as work to be avoided by teacher.

Teachers answered the question “To whom are you accountable” that they are accountable to their conscious, students, parents, the Ministry of Education, administrators, and inspectors. These findings suggest that teachers pay attention to the expectations of students and parents, and they take it seriously. These findings also coincide with the findings obtained in Kocak’s (2011) thesis. In Kocak’s thesis it was found that teachers feel themselves more efficient in responding to student expectations. According to Erdag (2013: 150) being physically close to the teaching process, feeling responsible towards parents and students who are the customers of the results produced by schools and who observes education process closely, and fearing from condemnation can be considered as cause of teachers’ feeling responsible towards students and parents. On the other hand, in Gupta’s (2007) study, teachers stated that mainly they are accountable to themselves and their faith but they are not accountable to students and parents. Teachers who participated in the study stated that parents and external environment are problem makers, menacing, and disturbing. Teachers expect parents to be cooperative, problem solver, compatible, constructive, and feedback provider. In Yilmaz’s (2006) master thesis, parents were found to be insufficient to meet teachers’ expectations in terms of relationships with the school administration and the teachers, and providing assistance and support to students. This finding is consistent with the findings in this study. On the other hand, school administrators, implies that teachers are in a reckless attitude towards parents. The reason for this perception difference between teachers and school principals may be that parents communicate with teachers about students more than with school principals, and they reflect positive or negative all kind of emotion on teachers. But they contact with the school principal only if they cannot resolve problems with teachers and this contact is usually for a negative reason like a complaint.

CONCLUSION

Remarkable results related to accountability issues at schools that this study throws light on are as follows:

- Parents hold teachers along with others responsible for students’ learning, solving the problems faced by students and ensuring discipline at schools. This indicates that at a school parents face teachers most and they expect teachers to meet their expectations. In other words, parents have an awareness that teachers are accountable to them.
- The responses obtained from teachers show that teachers take into account the expectations of parents and students and they admit that they are accountable to parents and students. Teachers’ consideration of parents and students’ expectations is promising and encouraging for education and school development.
- Teachers evaluated the role of parents and external environment at school negatively. This implies that teachers face negative or even threatening behavior of parents.

RECOMMANDATIONS

An accountability system can be established by taking the views of each internal and external stakeholder-senior managers, academicians, local authorities, parents, teachers, school managers-

- In a school formation where the accountability language is dominant, each stake-
holder can be involved in the school process effectively.

- Workshops can be organized with participation of all stakeholders by specialists in order to expand the accountability language.
- Researches that examines the influence of accountability language on different areas such as academic achievement can be disseminated.
- The researches related in accountability language can be extended by involving senior managers.

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