

**CHALLENGES AND ISSUES FACING TEACHER AND STUDENT GOVERNORS IN
SECONDARY SCHOOLS, IN THE MAFIKENG DISTRICT OF THE NORTH WEST
PROVINCE**

BY

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EDUCATION**

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DECLARATION

"I declare that the dissertation for the degree of Masters of Education at the University of the North West hereby submitted, has not previously been submitted by me for a degree at this or any other university, that it is my own work in design and execution and that all material contained herein has been duly acknowledged."

.....
N. P. Mphahlele (Mrs)

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ABSTRACT

The purpose of this study was to determine the challenges and issues facing teacher and student governors in secondary school governance, in the Mafikeng district of the North West Province.

Little has been documented about the challenges facing teacher and student governors in the new dispensation in South Africa. In addition, little attention is paid to support such stakeholders in their roles.

The subjects of the study were teacher and student governors in the Mafikeng district. Out of 56 secondary schools in the district, 2 teacher governors and 2 student governors, in each secondary school, were each administered with a questionnaire. The study, with a sample of 224 ($n = 224$), revealed that teacher and student governors experience problems like discipline among the students, administration and a lack of relevant knowledge of their roles, especially the student governors. The statistical analysis revealed the fact that there is no significant difference between the opinions expressed by teacher and the student governors on the composition of the governing body ($t = 0.511013$, $p = 0.05$, $t < 1.96$).

On the basis of the challenges and skills identified from the literature and the empirical study, in-service training for teacher and student governors is recommended. In-service training is seen as one of the best strategies in helping the governors to perform their duties effectively.

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LIST OF ABBREVIATIONS

RSA	- Republic of South Africa
NEPI	- National Education Policy Investigation
EDM	- Educational Development and Management
SGB	- School Governing Body
COSAS	- Congress of South African Students
SASA	- South African Schools Act
PTA	- Parent-Teachers Association
LEAs	- Local Educators Administrators
USA	- United States of America

SBM	- School-based Management
PTSA	- Parent-Teacher-Student Association
ERS	- Educational Renewal Strategy
ANC	- African National Congress
NCHE	- National Commission on Higher Education
NTTMD	- National Task Team on Education Management Development

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CHAPTER 1: ORIENTATION

1.1. Introduction

More than ever before, there is a growing awareness of the fact that governance in schools should aim at providing effective teaching and learning. It should be a partnership of parents, teachers, learners as well as the community. However, a striking aspect of efforts made to improve the governance in schools by means of the role and responsibilities of the aforementioned stakeholders, is not clearly understood. In some instances, however, it may even be considered to be questionable (RSA, 1995:53).

Within the context of this chapter, a statement of the problem is provided to facilitate an understanding of the problem under investigation. Thereafter, the research design is given and the terms relevant to the study are defined.

1.2. Statement of the problem

Dispute over the governance of education has been a feature of South Africa's political life throughout the century. The debate over power and control was not revealed by the uneasy compromising effects created by the establishment of the Union in 1910. It was exacerbated by the accession to power in 1948 by the National Party, who implemented the apartheid policies. Today, governance in education is a key issue. In an attempt to transform the South African education system, there is a need to devote considerable attention to decisions concerning the policy-making process, how the system is to be controlled, managed and administered (NEPI, 1992:1).

With the struggle against apartheid, education has become a consistent call for a unitary system. There is a demand for a democratic system of schooling which facilitates the participation of all legitimate interest groups in its governance. Against this background, the Education Planning System, Structures Research Groups and the Governance and Administration Research Group of the National Education Policy Investigation (NEPI),

were all asked to formulate policy options for a post-apartheid system of educational governance. The idea behind this was to maintain democracy in policy formulation and implementation (NEPI, 1992:1).

The birth of the new South Africa has been seen as a ray of hope for all its people in eradicating the shackles of apartheid. This is attributed to the emergence of liberation from the years of struggle against apartheid. South Africa faces a serious challenge of transforming a society that was weakened and corrupted by misrule, mismanagement and exploitation, into a vibrant and successful democracy. For the man in the street, that is, at grassroots level, there was never a thought of the challenges involved in the democratisation of education (Legotlo, 1994:80).

It was further realised that no thought was given to the far-reaching organisational and structural changes that were required to address the severe imbalances in provision and the strong bureaucratic controls over the system. The main focus was on "the urgent need for change". This was without consideration to the components of change such as the very nature of service, the way it is conceptualised, its resources and its deliverance (Educational Development and Management; EDM, 1996:11).

During this transitional period in education, it is observed that there are a number of challenges in regard to school governance. It is observed that schools in the old Republic of South Africa, before April 1994, were still operating with their former Acts in governance. However, the ones in the erstwhile Bophuthatswana are unsure of their stance (RSA, 1995:37). Some schools in the latter have clung to Act No. 150 (School Council Act No. 36 of RSA, 1976), while others have changed the concepts of Governing Bodies (SGB) in secondary schools. This, in itself, created an enormous problem as to who-is-who in the governance of secondary schools.

According to the White Paper I, on Education and Training (RSA, 1995:5), many secondary schools are encountering problems on how to go about the establishment of the new governing structures. It is observed that parents are reluctant to involve students in

the decision-making process at school (Moate:1996). On the other hand, teachers are interested in knowing their boundaries as far as management in secondary schools is concerned. This proves that members of the governing bodies are in "limbo" as to whether they should 'remain with the old' or 'choose the new'.

According to the White Paper II on education, it is stated that the role and responsibilities of the governing bodies include the decision on the code of conduct (behaviour) for staff and learners. This provision causes concern because members of staff have a say in the code of behaviour for learners, but learners have no say in the code of conduct for teachers. This is especially true for the principal as a key figure at the school. It is expected that he/she will be respected by the entire school population (RSA, 1966a:56).

Legotlo & Setsetse (1996:79) argue that the role of governance in educational institutions, among others, is to protect the conditions of the staff and students. This is to ensure that the goals of educational institutions are realised by providing the necessary human and physical resources. This causes concern especially in the remote rural areas where it is clear that many schools lack adequate human and physical resources. This is mainly due to the lack of funds. Legotlo (1996:81) found that the role of governing bodies should be seen in the light of the problems facing historically black schools, which refers to a shortage of almost everything except for hungry children. Therefore, governance in such situations is faced with harsh realities that represent challenges that need to be addressed.

White Paper II (RSA, 1996a:12) states that education is a partnership of parents, students and teachers. Each member has a say in the affairs of the school, as a community institution. Gone are the days where governance in schools was a hierarchy that used the top-bottom approach, with the principal at the top, followed by the staff, then the students and finally the parents.

According to White Paper I (RSA, 1995:53), stakeholder groupings should be involved where policy matters are decided. They have the right to comment and make suggestions with regard to such decisions. It is further stated that no corporal punishment should be

applied to students. Thus, the question of discipline among students remains the topic of the day among parents and teachers. The concept of discipline has changed over the years. Hence, teachers encountering problems in the handling of disciplinary problems among students is now commonplace.

It is observed that there is reluctance on the side of parents as far as the payment of school fees are concerned. This is because the School Act 84 (1996c) provides free and compulsory education. However, the communities misinterpreted this. They thought that no more funds would be paid for students at school. This made it difficult for governing bodies to exercise their tasks in governance, as governance cannot be separated from funding in all organisations (NEPI, 1992:4). The administration and maintenance of every educational institution depends on the availability of funds. If there are no funds available, education cannot take place.

1.3. Purpose of the study

Question that guides the study:-

- * What are the views of teacher and student governors on their involvement in secondary school governance?

The aims of this study are:-

AIM 1: To determine the nature and scope of school governance.

AIM 2: To determine, empirically, the views of teacher and student governors on the challenges and issues of secondary school governance.

AIM 3: To suggest and recommend ways and means of improving school governance.

1.4. Method of research

1.4.1. Literature study

In the literature review, a thorough study of secondary and primary sources was made with the view of gathering more information on the problems encountered in secondary school governance. A DIALOG-search was conducted using the following terms:-

teacher governors, learner governors, parent governors, principals, administrators, management problems, staff view of the matter and the relationships between parents, pupils and teachers.

1.4.2. Empirical investigations

1.4.2.1. Questionnaire

A questionnaire was developed and pre-tested. The aim of the questionnaire was to gather information from secondary school teachers and pupils, as members of the governing body in the Mafikeng District. This focused on the problems that they faced and what was expected from them for the effective performance of their jobs.

1.4.2.2. Population and sampling

There are 56 secondary schools in the Mafikeng District of the North West Province, from which 26 are high schools (Grades 10 to 12) and 30 middle schools (Grades 7 to 9). The district consists of 6 circuits. From each school two teacher and two learner governors were selected ($n = 224$). Each was administered with a questionnaire.

1.5. Data analysis

With the assistance of a statistical consultant from the North West University, computer-

aided statistical analysis was employed. The following data was presented as follows:-

t - test;

F - frequency and percentages; and

$\bar{X}$ - means.

1.6. Definitions of the terms

1.6.1. Governance

Legotlo (1995:52) defines governance as a process or art with which the scholars, students, teachers and parents in a school establish and carry out the rules and regulations that minimise conflict, facilitate their collaboration and preserve their essential freedom.

According to the Oxford dictionary, governance is a process of carrying out regulations designed to maintain an institution or a system. In this study, governance refers to the responsibility of all stakeholders in the implementation of their roles and responsibilities according what is stated in the South African Schools Bill.

1.6.2. Transformation

Transformation, in simple terms, means 'change' (Dlamini, 1995:39). Transformation in this study is directed at addressing the core of education, which is practised in changes such as the role of the learners, teachers and the principal of the school system.

1.6.3. Democratic education

According to the South African School's Act (1996c), democratic education is viewed as a form of education. There is freedom of participation for all members in the decision-making process, so as to ensure the smooth running of their institution.

In this study, democratic education is concerned with the extent to which teachers and students are involved in secondary school governance.

1.6.4. A secondary school

A school providing secondary education following primary education or, in some cases, middle school education (Oxford, 1979:297). In this study, a secondary school refers to Junior Secondary schools (Grades 7 to 9) and Senior Secondary schools (Grades 8 to 12).

1.6.5. A teacher

Anybody employed by the Department of Education, as an educator in a school setting with full qualifications, as desired by the department.

1.6.6. A learner

A learner refers to any person receiving education or is obliged to receive education in a particular school (South African School Act, 1996).

1.6.7. A parent

The South African School Act (1996c) defines a parent as:-

- A parent, a guardian or a person legally entitled to the custody of a learner; or
- a person who undertakes to fulfil the obligations of a person referred to as a learner.

1.7. Summary

In this introductory chapter, a brief orientation to the study is provided by outlining the problem to be investigated and formulating the aims of the study. The main aim of the

study is to find out from teacher and student governors the challenges that they encounter in performing their jobs in secondary schools.

1.8. Chapter Readings

1. Orientation
2. Literature review
3. Research methodology
4. Data analysis
5. Summary, recommendations and conclusion

CHAPTER 2: LITERATURE REVIEW

2.1. Introduction

This chapter gives an overview of the challenges and issues faced by teacher and student governors in secondary schools. Musaazi (1982:53) states that the survival of any organisation, like a school, depends on the quality of management available. The literature illustrates that stakeholders, in secondary school governance, are the key structures in any effort to achieve excellence in schools (Anderson & Reed, 1989). This implies that there is a need for these stakeholders to be provided with specialised training to enable them to perform their functions. Furthermore, there is a need to provide continual training to governing bodies to promote the effective performance of their functions or to enable them to assume additional functions (RSA, 1996a:12).

According to Kogan (1994:24), a concern about school governing bodies and the training of school governors has resulted in Britain and America developing a programme for the training of school governors. This enables the governors to know how far they should exercise their powers and duties. It is said that in Britain, a certain amount of money is allocated to the training of school governors.

2.2. Further definitions of the concept 'Governance'

In this chapter, certain definitions of the concept 'governance' are given. These concepts enable one to comprehend the content of this study. More importantly, it enables one to understand the challenges and issues involved in the governing of secondary schools. Governance as a term is a multidimensional concept with various interpretations (Legotlo, 1996).

White Paper II on education and training (RSA, 1996a:17), defines the governing body as a "body entrusted with the responsibility and authority to formulate and adopt policy for each public school.

Governance in the context of this study includes the responsibility of

secondary school teachers and students in the formulation and adoption of policy for their respective schools.

Birnam (1991:4) defines governance as the structure and process of how individuals or role players (teachers, administrative students, tax payers, parents, participants) interact with each other and communicate in a larger environment. This definition applies to this study as there should be a good relationship and co-operation between the students, teachers and the entire community. Hence, the stated mission and goals of a specific educational institution will be achieved. Governance is discussed in terms of structures, legal relationships, authority patterns, rights, responsibilities and the decision-making process (Legotlo & Setsetse, 1996).

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According to Corson (1960), governance is the process or art with which scholars, students, teachers, administrators and trustees associate together in a university. They establish and carry out rules and regulations that minimise conflict, facilitate their collaboration and preserve essential freedom (Legotlo & Setsetse, 1995). This definition is also supported by (Corson, 1960: 79) with what he termed the intention of the South African Educational Governance.

Governance refers to the procedures, ways of reaching and carrying out decisions on the policy, management, administration issues by all constituencies, and the Acts which were published for the regulation and control of public affairs. This explanation applies to the study as teacher and student governors in secondary schools are also responsible for carrying out decisions on policy and the implementation of administrative issues.

The South African School Act, Act 84 of 1996, defines school governance as "a function of the governing body to determine the policy and rules by which a school is to be organised and controlled. It includes ensuring that such rules and policies are carried out effectively in terms of the law and the budget of the school". This is also stated in NEPI (1996:4), that decisions about the governance of the system cannot be taken separately from decisions about finances and resources.

Legotlo (1995:65) is of the view that effective governance is essential for the organisation to survive. An ineffective, inappropriate and ill-concerned governance means frustration, conflicts and deterioration. This is quite evident from the previous South African educational system, with its apartheid policies. This ended up in conflicts and the deterioration of the system which finally led to its downfall.

School governance is concerned with school rules and guidelines. These guide principals, teachers, parents and pupils to perform efficiently and effectively. School rules or governance help in the implementation of school policies and procedures. School rules should be drawn to common law requirements. The laws governing schools are to be obeyed by all teachers, students and parents. Laws are not preceded by a thorough debate on desirability, validity and practicality. Rules do not come into being overnight. They should be clear, explicit and understood by everyone. They should be fair and just to all the parties concerned (Mokwana, 1992:16).

2.3. Scope of school governance

The nature and scope of school governance is very broad and complex. The focus is placed on the school governing bodies, their common structure, functions, responsibilities and the situation in developed and developing countries.

In South Africa, school governance was previously ignored but has suddenly become a burning issue over the past few years. The effectiveness of the secondary school governance has become a challenge and an issue all over the world. Mirel (1993:515) indicates that the silence of students has become vibrant. Students have become aware of their rights. They demand even more than what is expected (Moate, 1996:40).

Fundamental political issues and interests played an important influence in school governance. Since the 1976 uprisings, educationists and politicians have started to question the role of parents, teachers, students and communities in the issue of school governance and control (Ogawa, 1993:519). The control of finance, role of teachers,

teacher organisations and the hopes and fears of parents have become burning issues in school governance. Politicians are becoming concerned about issues which strike deeply at vested interests in secondary school governance (Mirel, 1993:515).

2.3.1. Theoretical framework: Three organisational models

In this section, a number of approaches or models are employed to understand the nature of governance in secondary schools. The basis of the organisational models that are accepted in examining the governance of educational institutions are the bureaucratic model, collegial model and the political model.

2.3.1.1. The bureaucratic model

Birnam (1991), regarded bureaucracy as being burdened by rigidity, waste and the lack of human concern. Bureaucracy is a type of organisation that was designed to accomplish large scale administrative tasks related to organisational programmes, for the achievement of specific goals.

The larger the organisation, the more complex, and the greater the number of positions between the leader and an ordinary member of the teaching staff. If the stratification is high, the relationship between the leader and the ordinary member is very weak. Some departments or individuals may be isolated from the leader and interaction may turn out to be weak and poor (Legotlo, 1995:94). The governing bodies should be careful to take into account bureaucratic shortcomings when decisions are to be taken as far as school governance is concerned (Legotlo, 1995:4).

The bureaucratic model was designed to facilitate decision-making and was less concerned with human relations. It insists upon following carefully prescribed procedures of operation. It does not recognise that human beings are unpredictable in behaviour and that it is not easy to achieve maximum efficiency in organisations. Weber, who contributed to the formulation of this theory, was insensitive to human factors (Legotlo, 1995:94).

2.3.1.2. Characteristics of a bureaucratic model

Legotlo states that “the icon of all bureaucracies is the organisational chart. The vertical lines of the organisational chart are lines of authority, or lines of communication. They show the flow of directives from the leader to the ordinary members of the organisation and how reports are communicated to the leader of the organisation” (Legotlo, 1995:95).

An organisational chart may show the relationship between ordinary teachers and the principal. There may be three or four levels between the principal and the teacher. Information may reach the teacher in a distorted manner. With fewer levels of communication, less distortion may occur as only two levels would be involved. Some secondary schools and colleges may show characteristics of a bureaucracy. Principals are not elected by teachers but are appointed by the Department of Education. Ranks are recognised and respected. Schools may be viewed as formalised hierarchies. The regulations are set to specify relationships. The bureaucratic model explains how these policies are formulated (Legotlo, 1995:95).

According to Kneznovich (1984:28), one of the developers of the model summarised the characteristics of bureaucracy as follows:-

- * division of labour based on specialisation of talents;
- * well-defined hierarchy of authority with superior and subordinate relations being clearly defined and formally indicated;
- * a system of rules and regulations which clarify the rights and duties of the incumbents;
- * a statement governing work to be performed;
- * impersonality prevailing over interpersonal relationships, that is, no favouritism to friends or those with special emphasis on maintaining school distance between persons employed in positions at different levels in the organisational hierarchy; and
- * a commitment to merit, objectivity is determined in the selection and assignment of persons to various positions. Technical qualifications and past performances rather than the political, social family or other connections were to be used in a position to

determine the employment of persons.

2.3.1.3. The collegial model

According to Legotlo (1995:95), this model may be defined as a collegium or community of scholars. In this model, academic or teaching staff were encouraged to participate in the decision-making process. The model emphasised personal interactions between all the parties involved. There should be consultations between parents, teachers and students. Consultation is democratically orientated.

2.3.1.4. Characteristics of the collegial model

Hall (1992:33) summarised the characteristics of the collegial model as follows:-

- * Authority resides in the collectivity as a whole;
- * minimal stipulated rules, individual decisions and some capability is possible on the basis of knowing the substantive ethics involved in the situation;
- * ideals of community and relations are to be holistic and of personal value in themselves;
- * normative and solidarity incentives are primary;
- * minimal division of labour, administration is combined with performance, task division between intellectual and manual work is reduced; and
- * there is a generalisation of jobs and functions. There are also holistic roles against maximum specialisation.

Work is done through a dynamic consensus rather than through the superordinates and subordinates of persons or groups. Teachers hold authority on the basis of knowledge rather than position, as in the case of the bureaucratic model. There is power-sharing with a commitment to hard work and the satisfaction of an aspiring community. Consultation plays a vital role in the collegial system. There is emphasis on shared decision-making. The principal, in the case of school governance, is not seen as the final person in the chain of decision-making, but as the first equals (Legotlo, 1994:95; Schwartzman, 1995:12).

Collegiality is made by a sense of mutual respect for the opinions of others. There is emphasis on good scholarship, effective teaching and learning which goes hand-in-hand. There should be no sign of 'the boss' in the case of the principal. The principal is to build a good rapport among the teachers and students at all costs. Teachers and students should feel comfortable in supporting each other. Governing bodies have the profound responsibility of speaking on behalf of the children. They should advocate socio-economic improvement of co-ordinated services and ensure that the children receive the required services. Through the collegial model, governing bodies may become effective in school governance (Legotlo, 1995:96; Campbell, 1994:396).

According to Birnham (1991), the following questions on the collegial model could be asked:-

- to what extent are the views of non-academic staff and students welcome?;
- to what extent are staff members given opportunities to speak?; and
- are there fair chances for each participant to state his/her views?

As open discussions are allowed in the collegial model, each individual is given the chance to state his/her position. Participants are expected to be comfortable in supporting the outcomes even if their views did not carry a greater load in the final decisions.

2.3.1.5. The political model

Current issues in the governance of secondary schools include the debate of the involvement of students in decision-making issues. Organisational politics involve acquiring, developing and using power to obtain the desired or preferred outcome in a situation where groups differ. Without interdependence, there can be no politics.

According to Legotlo (1994:97), students and teachers may want to have more powers, if not the absolute power, at the others' expense. They may be interested in contributing to the preparation of the budget, setting of school funds and student levies (in the case of

colleges). Teachers, on the other hand, may demand from management certain powers of control concerning sensitive issues. This may bring about a conflict of interest between teachers, students, parents and even school management, particularly the principals. To cite an example, Madlala (1996:11) states that in the Pietermaritzburg district, there was a clash of interest between the parents and students over the inclusion of corporal punishment in the South African Schools bill. Parents pressurised the principal by demanding corporal punishment for their children while the Congress of South African students (COSAS) said "away with corporal punishment" (Madlala, 1996:11).

2.4. Composition of school governing bodies

From White Paper I (1995), the Ministry of Education announced that the decision-making authority of schools in the public sector would be shared among parents, teachers, the community and learners in ways that would support the core values of democracy. A school governance structure involves all stakeholder groups in active and responsible roles to encourage tolerance, rational discussions and collective decision-making (RSA, 1995:1).

According to Dlamini (1995:1), the government and various education formations feel that there is a need for parents and communities to participate in the governance of schools. However, they hold different views as to why parents and communities should have a say in the governance of schools, as they perceive different forms and representations within the school governing structure. They also assign varying powers, duties and functions to their governing bodies (Dlamini, 1995:1).

Moorad (1992:46) considers school governing bodies from different countries as having common characteristics such as similar functions and basic common structures. The governing bodies may have different names such as school committees, school boards, school governing bodies or boards of governors. However, the essence of the fact is that in terms of functions and structure, they are similar. The aim of governing bodies is the decentralisation of school management (Moorad, 1992:46). The stakeholders enable

education to be more equitable by increasing the universal access to intermediate secondary schools. This may also be done by increasing community participation in education through the government and communities by financing, co-operating and managing schools. A large number of schools would require an effective management mechanism to sustain the principles and purposes of cost-sharing (Mannathoko, 1996:67; Moate, 1996).

According to the South African Schools Act (SASA, 1996:17), the governing body of a public school should be a representative of:-

- * parents or guardians of learners currently enrolled in the school;
- * learners in secondary schools;
- * non-teaching staff member; and
- * the principal as an ex-officio and teachers.

According to the list of representatives in SASA (1996), this study will focus mainly on the role of teachers and students in secondary governance. However, in some instances, the parents, principals and the community will be dealt with due to the significant positions that they hold as important members of governing bodies in secondary schools.

2.4.1. Powers of governing bodies

According to Weininger (1989:176), school governing bodies operate on behalf of the government, formal and informal structures of the community. School governing bodies have mandatory powers. The powers and functions of the school governing bodies were based on the expectations of parents. This is to ensure that all the students under their care will acquire and master competencies required for successful lives. The governing bodies must ensure effective participation by all citizens in the development of learners towards adulthood. It should also ensure employee excellence and competence.

*** The empowerment paradox**

Mitchell (1994:142), considers the nature and quality of governance to determine the extent to which communities will be empowered in the school governance, as the community is empowered through governing bodies. The governing body should ensure that the goals of the school are identified as priorities.

*** Legal representation**

Education is considered to be a public commodity which is utilised by students as a direct beneficiary together with society. The question about 'who governs?' and 'is governance democratic enough?' is stipulated in the legislation related to school governance. The school governance holds particulars on policy direction until such time that the community members become sufficiently dissatisfied, demanding a new direction and ultimately causing a change (Weininger, 1988:163).

*** Accountability**



According to Holt (1990:85), accountability goes hand-in-hand with satisfaction and security. Thus, it is important to give the governing bodies an opportunity to do something more than to express themselves. This is in order for the governing bodies to understand the nature of accountability involved.

*** Responsibility**

According to Thomas (1992:329), governing bodies have excessive responsibilities which need more time to be efficiently executed. The responsibilities of schools are provided for in the state legislation. They have the full responsibility of schools and premises.

*** Curriculum**

It is the duty of the governing bodies to ascertain that the curriculum is balanced and promotes the spiritual, mental and physical development of the learners and the community. The governing body should encourage pastoral care in relation to curriculum by seeing to it that the curriculum is professionally sound and workable. This should be in consultation with the parents and the community members (Lea, 1993:39).

*** Budget**

The school vision may be achieved through a sound budget, which supports the organisation in its quest. Thus, the governing bodies must control school funds. They decide the priorities for the budget as the budget aids them in deciding how many teachers are required for the school. The governing body is also responsible for the redistribution of funds (Thomas, 1992:327).

*** Control and discipline**

According to Shannon (1994:171), secondary school governance had been an object of concern. There should be a driving force behind restructuring of discipline in schools. Children and young serving agencies should be introduced in schools to help with school discipline.

Minor (1991:31) is of the view that the principal and the school governing body should administer control in the school without violating other school users, like teachers and students' liberty or property rights. School governors should be familiar with special education that mandates and addresses questions of discipline in general. The school governing body should guarantee that legal mandates are met (Minor, 1991:31).

2.5. The role of stakeholders

This section focuses on the role of governing bodies in secondary schools. These governing bodies include the teachers and students.

2.5.1. Role of teachers in secondary school governance

This section gives a picture of the role of teachers in secondary school governance. The teachers' roles and responsibilities, in secondary school governance, are important. They refer to certain stakeholder groupings as stated in the South African Schools Act 84 (1996).

2.5.1.1. Administration and other activities

A large number of activities on which teachers spend their time are usually concerned with the routine of the school as an organisation, rather than with direct teaching and its associated preparation. Thus, the term administration covers all these activities (Campbell, 1994:105). These are two broad kinds of administration which are in and out of contact with pupils.

2.5.1.2. Activities involving teachers contact with pupils

This section depicts some of the activities involved with the teachers' contact with pupils.

2.5.1.3. Pastoral care

According to Campbell (1994:112), female teachers have a tendency to significantly spend more time than male teachers on pastoral care. There is no association between age, experience and time on pastoral care. Responsibility for pastoral care leads to more diffusive sets of duties rather than a single category of pastoral care. This results in a better life for learners in the religious and moral spheres of life.

2.5.1.4. Supervision.

Supervision is defined as the performance of executive duties related to the management and conduct of programs, for the improvement of instruction. Those duties comprise of responsibilities for the establishment and operation of the system. This supports the work of the supervisors, implementation, funding, staffing, development of policy, improvement of supervisory operations and formative and summative evaluation operations.

Furthermore, general supervision comprises of those operations which are centrally concerned with the selection and preparations of curriculum, materials of interest, development of in-service courses and workshops, the evaluation of instructional materials and the co-ordination of auxillary services of instruction (Cogan, 1976:17).

There is no statistical association between sex, age, teaching experience and the time spent on supervision. Statistical differences appear in different associations with regard to salary status. Teachers of a higher status, spend more time on their duties than ordinary teachers (Campbell, 1994:112).

2.5.1.5. Liaison

This is defined as 'working in collaboration' or 'union or bond of unions' (Chambers dictionary, 1990). It is believed that there is no difference in time spent on liaisons, according to the length of experience or sex of the teacher. However, there is a strong association between salary status and the time spent on these liaisons (Campbell, 1994:113).

Staff members are often the people who are most affected by new or revised policies. Hence, it is mandatory that their direct or representative involvement, earlier on in the process, is most advantageous. This may be in the form of committee work, advisory function or reaction panels. Employee judgements should not always be viewed as self-

serving. Many staff members hold the welfare of students and community as a top priority (Clemmer, 1991:258).

2.5.2. Role of students in secondary school governance.

Students represent a set of formidable influences in respect of policy development. This is seldom tapped into. Many districts in England install high school students as non-voting members of the board, realising the importance of the involvement of students in the decision-making process. Although these students cannot legally vote in a board meeting, the more effective ones contribute meaningfully to the adult understanding of issues. Many issues are "policy" types that really concern the community's youth (Clemmer, 1991:258).

Unlike the Central School District, students in school districts that are governed by comprehensive policies enjoy a consistent, even-handed approach to such mundane matters as attendance, calendars, grading, discipline and graduation requirements. Relocation within the district, such as that experienced by many children, is characterised by confirmed expectations rather than disillusioning inconsistencies. In addition, students at every level enjoy the benefits of all individual advantages described by other beneficiaries. Students stand to profit from the more systematic and professional environment which is afforded by parents, teachers and the administration. This is through their own efforts which are governed through policy instead of protest (Clemmer, 1991:32).

According to Clemmer (1991:43), school districts have run into legal problems because they trampled on students constitutional rights. They did not allow the students sufficient time to process the district policies on student behaviour. However, they were considered to be vague and administered in a fashion that the courts deemed arbitrary or capricious. District policies obviously guard the students' rights. They demanded that their obligations be included in every political manual.

2.5.3. The role of principals

Building principals become deeply involved in the regulations business each time they interpret policies which apply to their teachers or students. With some exception, boarders and superintendents are loathe to be too descriptive when it comes to telling principals how to run their schools. They prefer to acknowledge the professionalism of each school's administrators and teachers. They are aware that no two schools operate in an identical environment. On the other hand, district policies are formulated to ensure that there is, at least, a modicum of consistency in the handling of matters. However, they are much alike regardless of the schools in which they occur (Clemmer, 1991:260).

2.5.4. The role of community patrons

The community patrons can be positive contributors to the policy process, if their naturally constructive instincts are properly cultivated. Even vocal dissenters reason logically much of the time, despite the erroneous presumptions on which their complaints are often based. The secret to effective utilisation of citizen potential lies in the maintenance of positive relationships all year long. It should not just be when tax or bond elections become imminent. Many boards and superintendents, as well as principals and schools, establish advisory boards to foster better communication and improve mutual understanding. In some states, community participation is mandated (Clemmer, 1991:258).

2.6. School governance in some selected countries

The purpose of this section is to give the structure and composition of school governance in some developed and developing countries. The example of developed countries are Scotland and England. The developing countries considered are Botswana, Kenya and South Africa.

2.6.1. Scotland

In 1988, the School Board Act of Scotland became a law and many developed countries have similar bodies. There is one council for each school which enables elected parents, teachers and others to influence school provision, though powers differ from country to country. Such boards/councils have been introduced by political parties of differing persuasions (Macbeth, 1994:1).

The school board of Scotland was introduced by a conservative administration. A board may be a focus for local empowerment which is designed to benefit all children, greater inter-school competitiveness or any other purposes. Scottish school boards, as established by the 1988 legislation, have a considerable degree of freedom whereby each board has to decide for itself where its emphasis lies.

2.6.1.1. Purposes for school board in Scotland

This section depicts the purposes of school boards in Scotland in terms of the 1988 legislation.

*** Emphasis on parents.**

The purpose of a school board is to establish closer links between the schools and parents.

*** Influence of school management**

The school board's purpose is to give parents a greater say in the running of schools

*** Influence on school education**

The school board's purpose is to provide an effective input of parental views on the provision of school education, at the level of the individual school.

*** Delegation of power**

The school board's purpose is to provide an effective mechanism of progressive delegation for executive functions from educational authority level to school level.

*** Emphasis on consumerism**

The school board's purpose is to provide a sound and responsive service at the individual school level.

*** Public forum about school**

The school board's purpose is to provide a forum for parents, the community and school staff to discuss how they want their school to be run.

*** Information, accountability and presentation of views**

Section 10 of the School Board Act is concerned with the mechanisms by which members of a school may request information from the head teacher or the education authority, on how to make representation (Macbeth, 1994:20-22).

*** Accountability of the service.**

The professional decision of the head teacher and his/her colleagues should be open to the reasonable demands of parents and the local community (Macbeth, 1994:20-22).

2.6.1.2. Functions of the school board in Scotland.

Macbeth (1994:45-49), summarised the functions of the school board in Scotland as follows:-

- Representation;
- point of focus for school education;
- prime purpose of being accountable for a public service and client influence;
- control or influence of school education;
- involvement in policy implementation;
- looking inwards and out of the school; and
- home-school education partnerships.

2.6.1.3. Structure within the board school

According to Macbeth (1994:89), there are four specific standing committees. These are the curriculum and assessment committee, the parents in the education committee, the finance committee and the general purpose committee.

2.6.1.4. Function of different committees

This section outlines the functions of different committees as structures within the Scotland School Board.

- The curriculum and assessment committee



This committee is responsible for a variety of activities as follows (Swanson & King 1992:177):-

- * Assessing the objectives of the curriculum and ascertaining parental and the local expectations expected from them;
- * scrutinising national, regional and other reports as they appear, and considering how they might apply to the school;
- * looking systematically at different facets of the school's educational provision according to a rolling programme over time, and to comment on it;
- * taking topics of current concern and considering how the school should be covering

them in the curriculum;

- * reporting back to parents on these issues, as well as the analysis of assessment and examination results for the school; and
- * suggesting how the school could best help parents to reinforce in the home what students learn at school.

- Parents in the education committee

The functions of parents in the education committee are as follows:-

- * Parents should be legally responsible for their children's education;
- * they must provide child education at home;
- * they should think, say and influence the child's motivation to learn;
- * they should initiate any steps relevant to encourage the formation of parent-teacher associations (PTA); and
- * they should also work as partners with the teachers.

- The finance committee

This committee deals with the finances of the school as follows:-

- * The finance committee must handle money for the board through the educational authorities;
- * they may raise funds and receive gifts; and
- * they must inform the school board of the running costs and capital costs of the previous financial year, and propose expenditure for the current year.

- The general purpose committee

This committee is responsible for individual cases like appealing against the exclusion of:-

- * community issues with little bearing on the education of children;
- * letting of school facilities;
- * other educationally peripheral matters; and
- * minor matters.

2.6.2. England

This section shows how school governance is maintained in England which offers a particularly interesting case at the moment. Centralisation and decentralisation forces are at work simultaneously. England has, traditionally, one of the world's most decentralised educational systems. In 1998, the English Department of Education and Science described the system as a national system, which is locally administered (Swanson & King, 1992:177).

2.6.2.1. The Local Education Authorities (LEAs)

The LEAs, in collaboration with the National government, allocate the funding for educational development. However the pedagogical decisions, which include the development of curriculum, is the main task of the LEAs. These were made at the school building level with the headmaster or headmistress being the key decision maker. This has led to different educational programmes which are distinct from one another within the same LEA (Swanson & King, 1992:178).

In the 1987 General Election, all of the major political parties advocated a national curriculum for schools. The Thatcher Government moved decisively in that direction by legislating the Education Reform Act in 1988. The Act provided a nationally mandated core curriculum with the preparation of study guides for each core subject. It defines the minimum content and competencies. A national system of assessment is being established to measure pupil performance in core subjects at ages 7, 11, 14 and 16 (Swanson & King, 1992:178).

2.6.2.2. Powers of school authorities

While the Act expands the national government's authority over curriculum, it gives the schools complete discretion over the implementation of the curriculum and the determination of offerings beyond the core. In other areas, the scope of the school's authority, through their board of governors, is increased by granting boards control over admissions, budget allocations, appointments and dismissals of teaching and non-teaching staff (Swanson & King, 1992:178).

2.6.2.3. Funding of schools

Schools are funded by a direct appropriation from LEAs through pupil-driven formulas. These funds can be dispersed by school building authorities, as they feel appropriate, to implement their programme philosophy and by stripping LEAs of their former allocated powers. This funding scheme, coupled with parental choices of schooling, generates market-like incentives for schools. The fewer pupils served, the less money for a school and vice-versa. Under this agreement, schools can become financially bankrupt as well as educationally bankrupt (Swanson & King, 1992:180).

2.6.2.4. The role of the English society

Over the setting of goals and objectives, through mandating a core curriculum, the allocation of resources is in terms of the expenditure per pupil. The production of services is in accordance with the prescribing and monitoring of the core curriculum. On the other hand, the family voice their decisions on the distribution of services (i.e. the selection of schools), which when enhanced, indirectly strengthens its influence on all other decisions. The profession, while losing much discretion over the curriculum, still maintains strong influence over the implementation of the curriculum (Swanson & King, 1992:178).

2.6.3. United States of America (USA)

In the USA, no element of restructuring has received more attention than the issue of devotion of authority to the school site. The core of transformational efforts to improve education is based on the belief that the individual school community must become the focus of attention. The resources and authority to change must reside with those teachers, parents and administrators who are closest to the learners (Murphy, 1993:36).

2.6.3.1. School-based management (SBM)

The literature reveals that in the definitions and descriptions of SBM, two elements keep appearing: structural decentralisation and devolution of authority. Structural decentralisation generally entails the dismantling of larger organisational units into smaller, more responsive ones. Decentralisation refers to the degree to which authority is delegated in an organisation. Thus, the terms are used to describe the levels at which decisions are taken in the management hierarchy.

There does not exist a fully centralised or decentralised organisation. The term 'centralisation' refers to a greater degree of central control. Decentralisation refers to a greater degree of delegated authority.

Advantages of centralisation

The advantages of centralised education are as follows:-

- The management body can exercise a greater control over the activities of the school;
- procedures can be standardised throughout the school;
- the school governors could make decisions from the school's point of view; and
- in times of crisis the school may need strong leadership by a central group of managers like the governors.

Advantages of decentralisation

The advantages of decentralised education are as follows:-

- It reduces the stress of school governors;
- provides the teachers with greater job satisfaction by giving them more say in the decision-making process which affects their work situation;
- the educators have a better knowledge of local conditions affecting their area of work; and
- it allows greater flexibility, a quicker response to challenging conditions and speedier decision-making (Van der Westhuizen, 1995:69)

This strategy is typically employed in larger, more heavily centralised districts like Milwaukee, New York and Chicago (Murphy, 1993:37).

2.6.3.2. School governance under the SBM system

Under this system of governance, schools in effect, become deregulated from the district office. There are "sweeping alterations in the basic authority and accountability of relationships" (Murphy, 1993:38). The basic message is one of expanded local control and influence, of schools being given greater responsibility for their own affairs. The strategy of improvement is a bottom-up change. Benefits expected from devolving authority of the school site prevents the school from being the master of its own fate. This includes: enhanced concern for equity issues, stronger educational programmes, better student performance and greater satisfaction among school personnel and constituents (Murphy, 1993:38-39).

2.6.3.3. Roles at school level: shared decision-making

School-based management is primarily an alteration in the organisational arrangement in school districts. Authority and influence are passing from higher to lower levels of the

organisation. SBM is concerned with the redistribution of authority between organisational levels and the reallocation of newly acquired influences among the participants at school level (Murphy, 1993:39).

2.6.3.4. Teachers' role in decision-making

Strategies to expand the teachers' role in decision-making are key components of many restructuring reform reports. These rest upon the following assumptions:-

- about the professional nature of teaching;
- about the moral dimension of education; and
- upon the marketing philosophy of bringing the product as close as possible to the customer.

There is a growing belief that real education improvement is dependent upon empowering teachers to lead (Murphy, 1993:40). The goal of SBM is to move away from a position in which teachers are treated as hired-hands or assembly-line workers. This must lead to a change which is teacher-driven, and not authority-driven. Restructuring strategies employed to date include (Murphy, 1993:40) :-

- Providing teachers with formal decision-making authority and other avenues of influence;
- to help them share work environment, especially at school-level with structures over which they have historically exercised minimal control;
- establishing opportunities for professional development; and
- creating norms at district level that support teacher professionalism (Murphy, 1993: 40).

2.6.3.5. The school and its regulatory environment

There is a belief that school restructuring is so deeply enmeshed in a regulatory swamp of rules and prescription that even if schools were decentralised and teachers empowered, local attempts at improvement are likely to be choked off. There is considerable agreement

that, as is currently constituted, a degree of freedom is enjoyed by schools which are heavily constricted by union contracts, state and federal regulations. As freedom from external control is a key piece of transformational reform, both of these organisational-environmental constraints are receiving a good deal of attention in discussions concerning the restructuring of the American education system (Murphy, 1993:41).

2.6.3.6. Union contracts

Reinvention of schooling necessitates the rethinking of the traditional labour-management perspective that underlies relationships between teachers and the school boards. The basic concepts contained in restructuring plans often strike at the heart of the trade union doctrine. The industrial bargaining model is replaced with new foundations for relations between teachers and administrators, to break free of conventional collective bargaining and to form a partnership in encouraging school improvement (Murphy, 1993:41).

2.6.3.7. Parental empowerment

Parents are portrayed as a key group of players with choice as one of the main strategies in restructuring. Changes in governance structures and authority flows, in turn, are at the centre of a new relationship between schools and their constituents. Restructured schools empower parents and the community. Parents are able to exercise considerably more influence over the school's decision-making process. For example, each school in Chicago is now governed by an eleven-member committee which is composed of eight representatives from the community, (six parents and two other citizens) and three professionals (two teachers and the principal) (Murphy, 1993:45).

2.7. School governance in some developing countries

The structure of school governance in some developing countries will be considered and the extent to which they manage their schools, as well as the structure of the governance

involved. Botswana, Kenya and Mozambique will be discussed, and the South African situation highlighted.

2.7.1. Botswana

According to Duma (1995:60), the Botswana education system is presently facing problems. These include the deterioration of student discipline, inappropriate curricular and excessive centralisation of authority. The Ministry of Education is ill-equipped to provide the necessary leadership and guidance to solve these problems (Moate, 1996:70).

2.7.1.1. Composition of the school boards

Duma (1995:65) states that the board members are drawn from the school catchment area. They should be representatives of the communities which they serve. Four of the seven members are elected by the local community and parents in a particular school. The elections are held once every three years. The elections are initiated by the secretary of the board. The second representative comes from the local members of parliament. The local authority also sends its representatives (Mannathoko, 1992:77).

The district commissioner acts as the electoral officer or supervisor of the elections. The chairperson of the board is also called. The school manager, who is the chairperson of the board, is annually elected. There is a joint responsibility between the parents and the school management. The structure is, in fact, the power base of the school governance (Kogan, 1994:95).

According to legislation, all community Junior secondary schools are to be under the control and management of the board of governors. Management of the local school lies in the hands of the local board of governors, whose membership is elected. The other half comprises of ex-officio members, representing the local government and central administration. The principal acts as the secretary of the school governing body (Moorad, 1992:46).

2.7.1.2. Power and the duties of the governing body

The main function of the governing body is to raise funds, build school teachers' quarters, budget, develop policy, legalise problems, maintain classrooms and care for the campus.

Mannathoko (1995:75) summarised the functions of the school governing body of Botswana as follows:

- * Establishment and recreation of school facilities;
- * admission of pupils in a school;
- * entering contractual agreements with the employees;
- * employment and termination of non-teaching staff;
- * management, promotion and discipline of both staff and pupils;
- * provision of all necessary facilities for the school;
- * determining educational tours;
- * directing efforts to fund-raising;
- * provision of an annual financial statement to the community; and
- * regular visitations to the school to ensure that the buildings are properly maintained.

The principal is responsible for implementing the decisions of the school board, reporting to the school board, writing proposals and strengthening linkages between the school and the community. The principal is also responsible for developing local resources to help the school satisfy its needs, identify specific general issues and seek solutions for the development of the school (Mannathoko, 1992:57; Moate, 1996:72).

2.7.2. Kenya

In Kenya, as one of the developing countries being considered, education plays an important role in the modernisation process and the natural resources, as it has disposed individuals towards change. It provides the necessary participatory skills for any developing country. There was no state involvement in Native education until 1913. It was

in 1920 that the Colonial government became involved in African education. There was much discrimination and Africans struggled for equal education (Duma, 1995:50).

2.7.2.1. State controlled education

The Ministry of Education in Kenya was in charge of secondary schools. In primary schools, control and management was delegated to the local authorities. Authority was exercised from top to bottom. There is centralisation of education. People have little say in the administration and management of education. Secondary schools have sufficient funds for education. Educational facilities outpace the availability of funds. The government is appealing for voluntary contributions. The possibility of raising funds from the private sector is zero. The private sector is encouraged to operate schools for the dependents of their employees. Kenya is burdened by financial constraints (Duma, 1995:53; Moate, 1996:73).

2.7.2.2. Involvement of parents



Parents are involved in the establishment of 'harambee' schools. Harambee means "let us pull together". Parents and communities felt that they should establish and support their own schools. The governance of such schools were, in fact, in the hands of local leaders such as chiefs and teachers (Duma, 1995:54; Moate, 1996:73).

The parents established the schools but left them in the hands of the principals and teachers. This meant that parents were not that involved in the governance of the school. The authority of the principal was seldom challenged. The community hardly knows anything about what goes on in the school. The assumption is that only the teachers can teach and govern the school efficiently (Duma, 1995:56). It is of late that the government started to pay attention to school governance (Moate, 1996:74).

2.7.2.3. Teachers and the Church

Education was established by foreign Christian and Muslim Missions. The schools were established for propaganda. School governance was entirely in the hands of the church. It meant that there was little encouragement for community participation in school governance (Duma, 1995:56; Moate, 1996:74).

There is a strong desire and willingness in Kenya for local communities to support their schools with money. They work for matters concerning the curriculum. Parents should not remain isolated from the decision-making process with regard to the teaching and learning of their children. There should be devolution of managerial responsibility to the local communities. Hence, school communities should assist in school governance (Duma, 1995: 58-59; Moate, 1996:74).

2.7.3. South Africa

In an African context, South Africa plays a leading role in the introduction of governance. This form of governance is organised by the participation of all stakeholders, namely the parents, teacher governors and student governors. This governing body includes the principal as an ex-officio member.

2.7.3.1. Democracy, participation and equity in educational governance

In current policy debates in South Africa, there are continuous references to the democratisation of the educational system (NEPI, 1992, RSA, 1995). Central to the nation of educational democracy in South Africa is the idea that democracy entails and should enhance greater participation. Thus, critical examination of educational policies in South Africa, in respect of the moves towards greater democracy and participation in the educational system, is important. The key policy text issued by the Ministry of Education in South Africa in 1996, with particular reference to the South African Schools Act (SASA), will be examined. The examination of the policy text focuses on key

recommendations pertaining to school governance and the notion of participation (Sayed, 1997:91).

2.7.3.2. Educational policy development in South Africa in relation to school governance

The demand for democracy and participation in South Africa education has a long history. This stretches from the flight of the first slaves, from their colonial masters on the early 17th century, to the intense and bitter student protests of the 1980s. Central to these struggles are the following key issues:

- that decision-making in schools and school governance structures should include all sectors/role-players/stakeholders; and
- that greater representation would ensure educational accountability, legitimacy and democracy.

These demands concretely manifested themselves in the 1980s in the growth and development of parent, teacher and student association (PTSAs). At one level, PTSAs reflected the belief in community participation (Sayed, 1997:91).

With the changes in the South African political terrain in the 1990s, the rôle and the focus of the PTSAs became subjected to intensive political debate. Various key policy documents were produced, namely: the Educational Renewal Strategy (ERS); the National Education Policy Investigation (NEPI) and the African National Congress Education and Training (ANC) framework document. Of these, NEPI placed greater emphasis on elaborating the role of the PTSAs as school governance structures (Sayed, 1997:91).

Central to the NEPI, the School Governance option was the argument that the PTSAs conflated the demand for participation and their ability to effectively manage schools. In fact, an endemic problem of PTSAs was that they did not necessarily possess the required skills to manage. Thus, PTSAs were unable to separate the function of governance from

administration and management. To this option, the proposal was that PTSAs should primarily function as representative structures determining school policy within a specified national framework. The implementation of policy generated by the PTSAs would be left to the Management Executive which would consist of the Principal and Senior staff (Sayed, 1997:92).

The elections in April 1994 marked a significant shift in policy development. The installation and establishment of a legitimacy, non-racial and democratic National Ministry of Education, opened the way for the enactment of official policy acts. These policies were decisive in character and explicit choices were made. These included the integration of previously separate departments, macro-policy bills and those focusing on specific issues and areas such as school governance. The policy documents, bills and acts that have been produced thus far include:

- * The Educators Employment Act (1994), which has an impact on the powers of governing bodies vis-à-vis teacher employment;
- * the draft of the Educators and Training White Paper (September, 1994), which outlines the macro principles for education;
- * the National Education Policy Bill, which outlines the competencies of the minister, and by implication of the powers of the provinces;
- * the South African Qualification Act (September, 1995);
- * the Hunter Review Committee's Report (August, 1995);
- * the Organisation, Governance and Financing of Education discussion document, White Paper II (February, 1996); and
- * the South African School Bill, which directly addresses school governance (April, 1996), later to become the South African Schools Act (SASA), November 1996. The constitution outlines the political arguments about school governance structures.

In addition, a host of other policy documents, bills and acts have been produced. These included provincial acts and nationally commissioned investigations. Three major national investigations have been undertaken or are currently in progress. These include:

- * the National Commission on Higher Education (NCHE);
- * the National Task Team on Education Management Development (NTTEMD); and
- * the task team for the Education of learners with Special Education Needs (Sayed, 1997:92).

2.7.3.3. Genesis of the South African School Act (SASA)

The origin of SASA can be traced to the Hunter Commission Report (HCR) on the organisation, funding and financing of schools in August 1995. Its aim was to recommend a national framework of school organisation funding and ownership, and the norms on school governance and its funding. This is likely to command the widest public support (HCR, 11). From the onset, it was clear that school governance was a politically motivated issue of which the prime function of the policy was to ensure that hegemonic consensus could be engendered (Sayed, 1997:92).

The committee proposed that two categories of schools should operate in South Africa. These would be public schools and private schools. The public schools would be controlled by the Department of Education. The private schools will remain independent, without any form of control whatsoever from the Department. The report proposed that parents, students, teachers, non-teaching staff and the principal (ex-officio) should serve on the governing bodies of the public bodies. It further suggested that members of the community should be represented in the school governance. It is interesting to note that there is provision for the inclusion of owners and tribal authorities as well (Sayed, 1997: 93).

2.7.3.4. SASA and educational governance

Community representation has always been problematic for governing bodies. The following forms of community representation can be traced through the policy texts:

- * community representatives nominated by parents and elected by governing bodies

(Hunter Report);

- * community representatives elected only by governing bodies (White Papers, II A & II B); and
- * community representatives co-opted by governing bodies (Department of Education 1996 C).

When the White Paper on Schools Act (RSA, 1996) was introduced nationally, there was ambiguity as to the category of community representation, whether it was excluded or simply replaced by co-opted members who may be members of the community (Sayed, 1997:94).

In addition, the School Act (1996c), specifies nineteen powers and functions of governing bodies. Some of these could be demarcated as follows:

- * key policy matters such as the language of instruction, fees, religious observance, code of conduct and recommendation for employment;
- * day-to-day matters inclusive of time tables, purchasing and maintenance of physical assets; and
- * financial matters pertaining to accounting, fund-raising, charging and the collecting of fees.

A critical issue is the “menu made of governance: Whilst governing bodies have nineteen powers and functions, the provincial member of the Executive Council may either add more or impose limitations on some, determined by, inter alia, capacity or unsatisfactory performance” (Department of Education, 1996:13-15). If the menu operates, then governing bodies need to ensure competence before being able to assume certain powers and functions (Sayed, 1997:94).

2.7.3.5. Participation, equity and redress

Central to policy debates concerning school and educational governance, two inter-related concerns, namely, the understanding of participation and the relationship between

participation, equity and redress.

The discourses of participation in South Africa are a constant source of debate. The notion of participation is currently in vogue. Everyone mentions the word, and for many, it is naturally a good thing and something that is highly desirable. However, the notion is in different contexts. In the South African Educational policy discourses, four competing notions of participation relating to school governance can be discerned. These are 'community', 'stakeholder', 'regulation' and 'weighted approaches of participation' (Sayed, 1997: 94-95).

2.7.3.6. Governance in schools

The governance policy for public schools is based on the core values of democracy. It is envisaged that the representative governing bodies will be established in all public schools following negotiations prescribed in section 247 of the constitution and the enactment of the South African School Act. Governing bodies have substantial decision-making powers selected from a menu of powers according to their capacity. Teachers in public schools will be employed by their provincial education departments on the recommendations of and in consultation with governing bodies (RSA, 1996:16).

Working definitions of the concepts of 'governing bodies', 'governance' and 'management' assist in clarifying the role of governing bodies. The sphere of governing bodies is governance, which refers to policy determination for which the democratic participation of the schools' stakeholders is essential. The primary sphere of the school leadership is management, which refers to the day-to-day organisation of teaching, learning and the activities which support teaching and learning, for which teachers and school principals are responsible (RSA, 1996:16).

2.7.3.7. Structure of public school governing bodies

The Ministry of Education will propose, as a basis of negotiation, that public school

governing bodies should comprise of the following elected representatives:

- parents and/or guardians of learners currently enrolled as school teachers;
- learners (in secondary schools only);
- non-teaching staff;
- the principal (ex-officio); and
- members of the community, elected by the governing body.

According to White Paper II, good public school governance requires a flourishing partnership which is based on mutual interest and confidence among the many constituencies. This makes up and supports the school. The appropriate balance of different constituency rights and interests in the composition and operations of each school governing body is, therefore, a matter of importance. The Ministry of Education requested the public to balance the constituency membership on school governing bodies. Parents have the most stake in the education of their children. This should be reflected in the composition of the governing body (RSA, 1996b:18).

2.7.3.8. Roles and responsibilities of public school governing bodies

It is worthy to note that public school governance is part of the country's new structure of democratic governance. Each public school governing body should be responsible for a set of basic functions, bearing in mind that schools differ vastly in their material conditions and the managerial experience of their school communities. The funding responsibility lies on the shoulders of the provincial departments of education (RSA, 1996b:19).

2.7.3.9. Proposed menu of responsibilities of public school governing bodies

This section gives some of the responsibilities of the school governing bodies as proposed previously by RSA (1996b:19) as follows:-

*** Broad policy**

Broad policy implies some of the responsibilities of the governing body. A proposed broad policy includes:-

- The school's mission, goals and objectives;
- department implementation and the review of governing body policies; and
- promoting the best interest of the school community.

*** Personnel**

Personnel is one of the school governing body's responsibilities, as reflected in RSA (1996:19). These functions include:-

- Recommending and negotiating teachers' temporary and permanent salaries (in consultation with the provincial department); and
- Recommendation and appointment of administrative staff (in consultation with the provincial department).

*** Admission**

This implies the admission of policy is performed by the local governing body. The school governing body does this in consultation with the provincial department.

*** Curriculum**

The governing body is expected to function in the curriculum. According to RSA (1996:19), such duties include:-

- School times and the time-table (following provincial guidelines);
- a language policy (within the appropriate framework, provided that form of racial

discrimination may be practised in exercising this policy);

- school-level curriculum choices (within national and provincial frameworks);
- extra-mural curricula; and
- codes of behaviour for staff and learners (following provincial guidelines).

*** Financial**

The governing body is also expected to give assistance on financial issues such as:-

- Raising and controlling funds;
- school budget priorities;
- the purchase of textbooks, materials and equipment; and
- payment of light and water accounts.

*** Maintenance**

The school governing body is expected to feature in the maintenance of school activities such as the maintenance of buildings.

*** Communication**

It is one of the many duties of the school governing body to function on communication channels such as:-

- Reporting to the parents; and
- school-community communication.

*** Community Services**

The school governing body is not only expected to function on school governance issues, but to feature in community services such as:-

- Local services for the children and youth; and
- community health, social, recreational and nutritional programmes (RSA, 1996b: 19-20).

2.7.3.9.1. The principal

The principal is one of the key components of school governance in the proposed South African Schools Act. The principal previously played an important role as an ex-officio member of the governing bodies (RSA, 1996b:15). The governing bodies may become a proper decision-making forum only if the head is prepared to sponsor development. That means, the principal should give assistance to the governing body so that their knowledge and competence may be increased. Thus, they will be capable of making their own well-informed decisions (Thomas, 1992:332).

The principal occupies a pivotal management position in South African school governance. Yet he/she is not obliged, at any stage, to obtain further management qualifications. Educational management takes place on an ad hoc voluntary basis. There is poor in-service training. There are few opportunities for teachers in terms of skills, knowledge and attitudes to be effectively trained for school governance, and how to jump the first hurdles (Legotlo, 1994:1).

2.7.3.9.2. Parents

The present South African government emphasises the participation of parents in school governance. The emphasis is placed in the representation of a cohesion or interviewees of different social structures, with parents featuring greatly. There should be parental involvement in school governance for effective teaching and learning. There should be collective involvement of parents in the education of their children (Duma, 1995:19).

According to the new dispensation, school governance is based on the core values of democracy. It is envisaged that representatives of governing bodies will mainly be parents. They will have substantial decision-making powers in so far as school governance is

concerned. School governing bodies will work in consultation with provincial education departments. Parents should meet their responsibilities to learners (RSA, 1996b:16).

2.7.3.9.3. Teachers

The teacher forms part of the stakeholder groupings in the governing bodies of secondary schools. As a member of the school governing bodies, teachers would not function in isolation. They would have to work with other structures. They would be in the forefront of all activities in the teaching and learning situations (Duma, 1995:37-38; Moate, 1996:100).

Teachers possess authority which imposes responsibility on their pupils. This means that they may be helpful as far as school governance is concerned. It is important that a school governing body should know how to work with teachers and govern schools effectively.

Today, teachers have organisations to represent them in all matters affecting them. They are in a position to negotiate with the government over a number of issues through collective bargaining. For instance, Sadtu and Naptosa are negotiating about the South African Schools Act with regard to its composition and who should be included in the Act. Sadtu is of the opinion that there should be equal representation of teachers, parents and students in the governing bodies of high schools. Naptosa is wary of giving school children that much power. Its feeling is that students should be excluded from matters affecting the selection of teachers, interviews, appointments or the discipline of staff (Madlala, 1996:11; Moate, 1996:101).

2.7.3.9.4. Students

The recommendation of students into governing bodies in South Africa has raised concern. A number of teacher organisations question the presence of students in the governing bodies. South Africa may be the first country in Africa to take such a move. It is only Sadtu which is supporting the inclusion of students in the governing bodies.

Naptosa, on the other hand, is strongly against the matter (Madlala, 1996:11; Moate, 1996:106).

School governors are responsible for the decision-making, so they are brought before a court of law. A pupil governor may not be taken to court if he/she is less than 18 years of age. Only a mature person may be in a position to handle the situation, if the governing body is under cross-fire. Governors are expected to strive for accuracy (Holt, 1994:85).

2.8. Research findings on the role of teachers and students in school governance

The purpose of this section is to highlight the research findings on the role of teachers and students in school governance.



According to Swanson & King (1992:180), the pattern in England is the clearest, highly developed single system. The reallocation of power is apparent. It is suggested that it is not government versus citizens but a redressing of the balance of power among government and citizens to improve efficiency and liberty. The pattern, struck by the English Educational Reform Act, could well be a prototype of the educational structure which England and USA are groping towards (Swanson & King, 1989).

The committee for Economic Development (1985), for example, has recommended that each state in the USA promulgate a core curriculum. In its Winter 1990 issue, the official journal of the American Federation of Teachers, *American Educators*, featured a discussion of what a national curriculum might look like. While Scotland has not had a national curriculum, nor does it seem to be moving in that direction, it has traditionally had uniform curricular at the state level. In the euphoria of devolution, some attempts have been made to place the authority over curriculum in the hands of schools, initially experience, however, suggests that school units are much too small to conduct curriculum development efficiently (Swanson & King, 1992:180).

School based Management (SBM) frees the "procedures" of education at services to use

their professional knowledge, experience, insight and imagination to design an instructional system to fit specific situations as they assess them. Family choice of schooling permits clients to select, among available options, the ones that they feel are best for their children and family circumstances (Swanson & King, 1992:182).

Throughout the literature, there is a consistent theme that the school, rather than the district or classroom, is the basic unit of instruction at that level. The SBM provides teaching professionals with authority to make decisions of productions which require technical expertise. This enables schools to adapt to unique local and individual circumstances (Swanson & King, 1992:181).

2.8.1. Teachers' legitimacy

Kgotso de Wee rejoined Mosoge's article titled "Teachers in Management: Some misconceptions" published in *Educamus* (1994, 39), which focuses on two key issues, namely, the legitimacy of the existing education departments and the matter of teacher participation. De Wee realises that Mosoge failed to locate the source of the current conflict between teachers and principals in Black Schools. This lies in his misunderstanding of the illegitimacy of the current education departments (De Wee, 1994:10).

According to De Wee (1994), Mosoge's conception of teacher participation seems to be a two-way interaction between principals and teachers. It is realised that such interaction occurs mostly between teachers who teach the same subject. It can also be facilitated by teachers who teach the same subject. It can also be facilitated by teacher participation in the management of schools (De Wee, 1994:11).

Teachers' struggles to participate in school management should also be understood as part of their broader struggle to challenge their marginalisation in decision-making processes dealing with issues that affect them. This marginalisation is appropriately characterised by Van der Berg (1987: 20) and De Wee (1994:11-12).

De Wee (1994) sees the problem of illegitimate state education departments as the principal being the source of conflict between principals and teachers. To resolve this problem, a legitimate state with a single non-racial and non-sexist education department should be created. Lessons can be drawn from research about whether teachers should participate in school decision-making (De Wee, 1994:11-12).

2.8.2. Teachers' participation in decision-making

Decision-making is a fundamental process in any organisation. The importance of decision-making in educational organisations has been recognised as a key function required by administrators. In schools, where commitment to student learning is apparent, more teacher participatory decision-making is crucial to the overall effective operation of the school. It is through this increased interest in empowerment and greater participation in decision-making that one can recognise the need for site-based management, the role of principals in establishing an effective decision-making team, the components of effective participatory management systems, the benefits of shared decision-making and the anticipation of problems that shared decision-making poses on policy making (Pashiardis, 1994:14).

2.8.3. The principal's role in school leadership for shared decision-making

To convert public educational institutions into excellent schools, researchers agree that instead of supervising teachers to death, schools should understand that the entire system benefits when people exert substantial control over their work environment. Schools must accept and favour a participatory style that affords decision-making and work. To co-operate well, the parts of this complex system must work in concert, as such harmony is exceedingly difficult to bring about without the participation of all the acts (Pashiardis, 1994:14).

Rice (1998) explained that by putting decision-making powers as close to the point of delivery as possible, makes implementation of those decisions not only possible, but

successful. Supported by innovative management theories, schools need to be autonomous and have their own personalised school culture and decision-making process. Empowering teachers with more decision-making authority requires that a crucial mass of teachers be willing to spend extra time and energy on the process (Rice, 1994; Pashiardis, 1994:14).

Both administrators and teachers agree that teachers should have greater participation in decision-making, but the groups differ between their perception of what is and what ought to be. According to other researchers, the mid-management levels of administration must assess teachers' actual and desired levels of personal involvement and what it ought to be in the participatory level of decision-making. Therefore, a change in attitude and perceptions of what participatory management can do for the schools is needed (Pashiardis, 1994:14).

Quality leadership by principals at the building level is necessary for effective staff participation in decision-making. As many experience the shared decision-making process for the first time, it can be threatening to staff members. The principal should ensure that teachers and staff feel comfortable by providing an open, trusting school climate. In schools where several different interest groups and functions exist, "the principal ensures that everyone understands that the shared decision-making process is designed to improve the school's needs by working collaboratively" (Pashiardis, 1994:15).

The principal must be prepared and encouraged to exert leadership on instructional issues. The mission and goals for the school must be the foremost priority for all participants in the decision-making process. It is the principal's duty to make them known.

Principals can be a powerful force for school change when they are flexible enough to allow teachers to take part in rational problem-solving, responsibility and widely shared decision-making. The allocation of time as evidence of administrator commitment will encourage teachers to initiate and continue their involvement in the process. Teachers should no longer have to become principals to influence policy. They now have the

opportunity to work with administrators as partners and to share power (Pashiardis, 1994:15).

2.8.4. Shared decision-making

Mosoge (1993:20) is concerned about the importance of understanding the distinction between authority and authoritarianism. No teacher would deny that he/she is subject to the authority of the principal, just as pupils must accept the authority of the teacher for learning to take place. As any teacher or principal knows, consent to that authority is received through effective participatory management. This accords dignity and respect to all concerned. One resorts to dogma about the "right to the last word is a sure way of moving to the authoritarian relationship" (Chapman, 1990:123).

The shared decision-making school of thought is opposed to the tradition of centralised decision-making in education. The principal in schools operates as an agent of the department by implementing policies and decisions that were made by officials in a central office (Chapman, 1990). It decentralises decision-making and devolves responsibility to schools within an explicit framework of both autonomy, responsibility and accountability. It is intended to enhance the leadership of school administrators and promote the empowerment of principals, teachers and pupils so as to make the school a more satisfying workplace and productive learning environment. Shared decision-making requires a fundamental restructuring of processes and practices of educational governance, and the recasting of roles and relationships (De Wee, 1994:12).

In schools, where shared decision-making has been put into practice, principals find themselves working with new values, new decision-makers, and a new set of management responsibilities and decisions. Within such a context, the principal no longer sees himself/herself as an authority symbol, supported and at times protected by system-wide and centrally determined rules and regulations. Under shared decision-making, the principal ceases to have the number of people representing different interest groups in the

school community who, together, determine the direction that the school has to follow (De Wee, 1994:12).

Shared decision-making provides teachers with a sense of political efficacy which is derived from psychological qualities. This is developed through participation in various spheres. Teachers involved in school decision-making increase their trust in the organisation of the school. Associated with this is the teacher's knowledge that structures and mechanisms exist to reduce excessive influence to a few (Chapman, 1990; De Wee, 1994:12).

Keith & Girling (1991) argue that, generally, a high degree of educational effectiveness is associated with participative managerial styles and a satisfactory organisational climate. Results from research, according to them, indicated that schools in which the teaching staff reported that they were involved in developing the school's goals, making decisions, designing staff development plans and learning from their colleagues. This had a significantly higher pupil performance rates on standardised test measures than others with less involvement (De Wee, 1994:12).

2.8.5. Challenges

In short, shared decision-making enhances the professionalism of teachers and principals, and it also enhances learning (De Wee, 1994:13). However, shared decision-making does have its own problems. In some cases, principals tend to interpret their changed roles as a complete abdication of their powers. There is also considerable role ambiguity where principals play the role of co-ordinators, as is demanded of them. However, they must remain the system's most senior officers in the school.

On the issue of accountability, for example, more traditional principals are likely to continue to defer to the central legal authority and steadfastly guard their claim to the ultimate responsibility in the school. They are also said to be frustrated by being expected to assume responsibility for implementing decisions determined by groups and not by

themselves. In addition, principals find it difficult to balance collaboration with supervisory duties. For example, it is difficult for them to discipline a teacher in one context, and then work again with that teacher on another matter in a collaborative setting. Yet effective leaders, in education and elsewhere, have succeeded in balancing the demands of accountability with their commitment to participation (Chapman, 1990; De Wee, 1994:13).

De Wee attempted to indicate that the source of the conflict between teachers and the principal lies in the state's lack of legitimacy. In addition, it also lies in the denial of space for teachers to participate in decisions that critically affect them. Thus, it is suggested that a consideration of the concept of shared decision-making is a contribution to the broader debate of how to decentralise schools (De Wee, 1994:13).

2.9. Summary

The literature review on challenges and issues, for governing bodies, was conducted. Focus was placed on teacher and student governors as the title of this research indicated. The important aspect of governance such as the composition of the governing body, their duties and responsibilities were discussed.

Focus was also directed to secondary school governance in developed countries. These developed countries included England, Scotland and the USA. School governance in some developing countries was also discussed. These developing countries included Botswana, Kenya and South Africa.

Research findings on the role of teacher and student governors in secondary school governance was also highlighted. The literature revealed that school governance was not so different from one country to the next. The only difference given to such bodies are the names. This is also supported by Moorad (1992).

The literature revealed that the composition of the governing body in all the countries

consulted is more or less the same. This is due to the fact that the key figures in the governing body include parents, teachers, students and the principal. Duma (1995:66) supports this statement.

It was also revealed that the duties and responsibilities of the governing bodies do not differ from one country to the other. The governing body is vested with the responsibility of maintenance and administration of schools. This implies that the governing body has many of the powers as the Department of Education (MacBeth, 1994:46).

CHAPTER 3: RESEARCH METHODOLOGY

3.1. Introduction

The main objective of this chapter was to outline the method of research used to collect valid and reliable information about the variable under investigation. The empirical investigation, which was designed in the form of the questionnaires, determines the challenges and issues faced by students and teacher governors within the Mafikeng district of the North West Province.

3.2. Instrumentation

Questionnaires and interviews were vital instruments used in the collection of data in research (Legotlo, 1994; Borg, 1987:418). The method of data collection was, to some extent, guided by the purpose of the study. In this case, the researcher wanted to gather information on the views of teacher and student governors in secondary schools.

3.2.1. Questionnaire as a research tool

According to Schnetler (1989:44), a questionnaire is a device which enables subjects to answer questions. A questionnaire is a data collecting instrument that is mostly used in surveys. A well-designed questionnaire boosts the reliability and validity of the data to acceptable levels of tolerance.

A questionnaire is a data collection instrument which contains a select group of questions chosen because of their relevance. Thus, the questionnaire is carefully worded for clarity. Questions asked should produce the data needed for the study. Questions are a creative means to tap subjects for ideas. To gather information, one requires an artistic touch. This touch may be fostered by carefully recreating the best type of questions which one has used in everyday life. One should be creative in developing the questionnaire (Baker, 1988:166; Guy, 1987:229; Moate, 1996:128).

A good questionnaire must create a feeling of importance on the part of the respondents, a sense of relevance and that their co-operation is vital. The researcher should avoid emotionally charged words. He/she should allow the respondents to report on what is really true for their situation. Some people may distort their responses and feel the need to comply with these types of items (Adams, 1985:207; Moate, 1996:129).

3.2.1.1. Characteristics of a good questionnaire

Constructing a questionnaire is not an overnight task. It requires considerable time and thought. It should embrace all the concerns of the research. Questions should be clear on the part of both the researcher and the respondents. It should clearly state what specific aspects of the research need to be tested. The researcher should be careful not to measure in one item what other items have already measured (Mabena, 1995:98; Moate, 1996:129).

A good questionnaire allows the researcher to collect data directly from a person. By providing access to what a person's needs are, a questionnaire should be a powerful instrument of survey research. It should be made possible for a researcher to measure what a person thinks, the experience taken, one's likes and dislikes, and what a person's experience has been (Guy, 1987:229).

3.2.1.2. Criticism against the use of the questionnaire



The questionnaire is commonly used as a tool for data collection. According to Schnetler (1989:44), however, there are some criticisms against the use of the questionnaire like:-

- excessive non-response rates;
- poorly constructed items;
- the questionnaire dealing with trivial information; and
- data from different questionnaires being difficult to synthesise.

Schnetler (1989:44) argues that the major criticisms against the use of questionnaires is the poor design rather than the questionnaire per se.

3.2.2. Questionnaire construction

The information required plays an important role in questionnaire construction. The most important questions are those of opinion and attitude, as one tries to establish the feelings and the perceptions of the respondents at a specific time on a specific subject. The two basic types mainly used are the open ended questions and close ended questions.

The process involved in questionnaire construction:-

When constructing a questionnaire, the researcher should bear in mind the objectives of the research, the problem under investigation and the hypotheses postulated. The questionnaire should be the best instrument for the researcher to collect the wanted information.

According to Borg & Gall (1989: 430-431), some of the rules for constructing a questionnaire are:

- Clarity. Items should mean the same to all the respondents;
- short items are preferable;
- negative items should be avoided;
- double-barrelled items which require the subject to respond to two separate ideas with a simple answer should be avoided; and
- biased questions are to be avoided.

3.2.2.1. Development of questions

The view of literature helped the researcher to find out more on challenges and issues involved in secondary school governance, especially for teacher governors and student

governors. With such information, the questionnaire was developed to find out what the views of the teacher governors and student governors concerning secondary school governance in the Mafikeng district were.

3.2.2.2. Open-ended questions

Open questions or unstructured questions allow the respondents to express their feelings freely. These types of questions are used to obtain resources for a particular behaviour or attitude adopted by the respondents (Singleton, 1993:282).

3.2.2.3. Advantages of open-ended questions

Open-ended questions provide opportunities for the researcher to ascertain a lack of information on the part of the respondents. They are preferable in situations where the respondents have not yet crystallised their opinions. They will also provide a clear idea of the respondents' perceptions (Moate, 1996:135).

3.2.2.4. Disadvantages of open-ended questions

According to Singleton (1993:285), it creates a problem among semi-literate respondents. Many respondents may be reluctant to reveal detailed information required in open-ended questions, as open-ended questions involve more work on the part of the respondents. Those who are more talkative may put more words than is required, and so spoil the good work of the researcher and the respondents. It should also clearly state what specific aspects of the research need to be tested. The researcher should be careful not to measure in one item what other items have already measured (Mabena, 1995:98; Moate, 1996:129).

A good questionnaire allows the researcher to collect data directly from the person. By providing access to what is inside a person's need, a questionnaire should be a powerful instrument of survey research. It should make it possible for a researcher to measure what

a person thinks, the experience taken, one's likes and dislikes, and what a person's experience has been (Guy, 1987:229).

3.2.2.5. Closed-ended questions

The closed-ended questions required the respondent to select one category that best suits his/her response. These types of questions require the respondent to make a choice that covers a whole range of possible responses (Singleton, 1993:286).

3.2.2.6. Advantages of closed-ended questions

Closed-ended questions are said to be:-

- easy to administer;
- less time-consuming; and
- data processing is facilitated by pre-coding.

To overcome the difficulty of poorly constructed questionnaires, items should deal with meaningful research problems. Questionnaires are to be carefully structured and effectively administered to the qualified respondents. The closed-ended questions are an appropriate format for sensitive information such as marital status, income, etc. (Singleton, 1993:286).

3.2.2.7. Disadvantages of closed-ended questions

Closed-ended questions give instructions on behalf of the respondents whose options are not accommodated. They may force respondents to make insincere choices. The opinion of those uncertain may be lost. The questionnaire may be unnecessarily long and, thus, discourage respondents resulting in unreliable results (Singleton, 1993:287).

3.2.2.8. Validity

Validity is the extent to which one can assess a questionnaire. Validity is specific to the particular aspect that one wishes to assess. The questionnaire should be constructed in such a manner as to satisfy the purpose for which it is required. The questionnaire should be judged for adequacy (Labuschagne, 1994:51). Validity is more surely to be achieved if the answers obtained from the respondents are honest and reliable.

3.2.3. Format and content of the questionnaire

One questionnaire was developed for teacher governors (c.f. Appendix C) and another for student governors (c.f. Appendix B). Each questionnaire consisted of two sections, A and B. Section A required the biographic and demographic information of the respondents. Section B required information concerning the challenges and issues facing students and teachers as members of the governing body. Respondents were required to indicate how serious a challenge has been for him/her as a member of the school governing body.

3.2.3.1. Pre-testing the questionnaire

The questionnaire construction involved pre-testing through a pilot study. The pilot study gave the researcher a chance to discover unforeseen problems of administration, coding and the analysis of the questionnaire. The pilot study was essentially a pre-testing to survey the instruments. It was conducted to test the instrument for ambiguous or misleading questions. It also offered the researcher an opportunity to evaluate the effectiveness of the survey instrument prior to its general distribution (Guy, 1987:235).

In this research, a pre-test was done on a small sample of ten (10) teachers and ten (10) students. The respondents clearly understood the questionnaire.

3.2.3.2 Final questionnaire

The researcher distributed two hundred and twenty four (224) questionnaires after pre-testing one hundred and twelve (112) teachers and one hundred and twelve students.

3.2.3.3 Covering letter

The covering letter was a means to introduce the questionnaire officially to the respondents. It gave the respondents directives as to how to complete the questionnaire, and how to return the questionnaire to the researcher (Legotlo, 1994: 168; Moate, 1996:138).

A simple and straight forward covering letter accompanied the questionnaire. It provided information and instructions on how to fill the questionnaire. Most importantly, it indicated who should fill the questionnaire in each school.

3.3. Administrative procedures

There are various ways of distributing and administering a questionnaire. The atmosphere should be sufficiently serious to complete the questionnaire objectively. A light mood could have serious effects on the results of the questionnaire. A researcher should consider whether the tool has been properly used (Baker, 1996: 139).

3.3.1 Mail questionnaire

The mailed questionnaire reduces costs in time and money for the respondents and the investigation. There is also a little personal bias involved with mailed questionnaires. The respondents are in a position to answer the questionnaire by themselves at their own convenience (Baker, 1998 : 178; Moate, 1996 :141).

Legotlo (1994:162) summarised the advantages of mailed questionnaires as follows :

- * Low costs: travelling and subsistence costs are minimal;
- * homogeneous stimuli: since the questionnaires are identical, the stimuli provided are identical;
- * anonymity of respondents: names of the respondents are not given;
- * geographic coverage: respondents can be reached all over the country;
- * speed: information from thousands of respondents could be obtained within a short period of time; and
- * ease of processing: the questionnaire should be carefully structured and recorded so that very little of the open-ended questions is used.

3.3.2. Disadvantages and limitations of mailed questionnaire

Mailed questionnaires have limitations and disadvantages. One may never know for certain who filled in the questionnaires. In some instances, the questionnaire may be completed by someone other than the intended respondent. This may lead to a low response rate (Guy, 1987:244; Moate, 1996:142).

Legotlo (1994:162) summarised the limitations of mailed questionnaires as follows:-

- * Representation: the high non-response rate is quite common;
- * impersonal: impersonality may cause frustrations to some respondents;
- * negative attitude to the questionnaire: questionnaires are commonly used to the degree that some subjects may be negative towards them; and
- * availability of address of the sample population poses some problems.

In this research, the University of the North West Province issued a letter to the District Manager to obtain permission. The purpose of this letter was to allow the researcher to visit the secondary schools in his/her district. The District Manager also issued a letter to the principals of the secondary schools to give permission for the researcher to distribute the questionnaires, and finally to collect them.

3.4. Follow-ups

The principals were contacted personally and even telephonically to check on the progress of the questionnaires.

3.5. Population and sampling

From 56 secondary schools in the district, two learner and two teacher governors (n=224) were selected to participate in the study.

Table 3.1. Distribution of the sample population

Group	N	%	Response	%
No of responses			S	
Teachers	112	50	112	50
Students	112	50	112	50
Total	224	100	224	100

Table 3.1. shows the distribution of the sample population per group. Each group represented 50% of the sample population. The two groups obtained the same response rate of 100%.

Table 3.2. shows the response rate per group. Each group represented 50% of the sample population. The two groups obtained the same response rate of 100%.

Table 3.2. Response rate per group

No. of group response	N	Response	%
Teachers	112	112	100
Students	112	112	100
Total	224	224	100

Table 3.2. reflects that out of a sample population of 224, 100% returned useable questionnaires. This response rate may be due to direct contact, contacting persons at school level and a vigorous follow-up strategy.

3.6. Statistical techniques

3.6.1. Descriptive data

Statistical analysis of data, by computer, was employed. Program SSPS was used to compute the results of the study. The first step was to compute descriptive data for each group. Then one had to compute statistics such as the frequency distribution, means, standard deviations and percentages.

3.6.2. Quantitative Data

The inferential statistics of the t-test was used to see if there are any significant changes involved in the group (Guy, 1981:204). The objective was to find out whether there is any significant difference between teacher and student governors. The results will help to build a shared vision in so far as secondary school governance is concerned.

3.7. Summary

The researcher in this study decided to use questionnaires because of its advantages. Questionnaires were personally delivered to all the secondary schools in the Mafikeng district. Statistical techniques were given careful consideration in all cases, and were employed accordingly. Challenges and issues of secondary governance were investigated.

CHAPTER 4: EMPIRICAL RESEARCH, STATISTICAL ANALYSIS AND THE INTERPRETATION OF DATA

4.1. Introduction

The objective of this chapter is to discuss the results of the empirical investigation conducted to determine the challenges and issues facing teacher and student governors in the Mafikeng district of the North West Province. The quantitative and qualitative data collected through the investigation are summarised and discussed.

4.2. Review of the subjects

A total of one hundred and twelve (112) teachers and one hundred and twelve (112) students were identified as subjects of this investigation. Of the total number of respondents, which was two hundred and twenty four (224) respondents, 112 (100.0%) teachers and 112 (100.0%) students returned useable questionnaires.

4.3. Biographic and demographic information of the respondents

Table 4.1. is drawn to depict the biographic and demographic information of the respondents. Such information helps one to gain an understanding of the profile of teacher and student governors. The information provided in table 4.1. is also discussed.

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Table 4.1. Biographic and demographic information for student governors

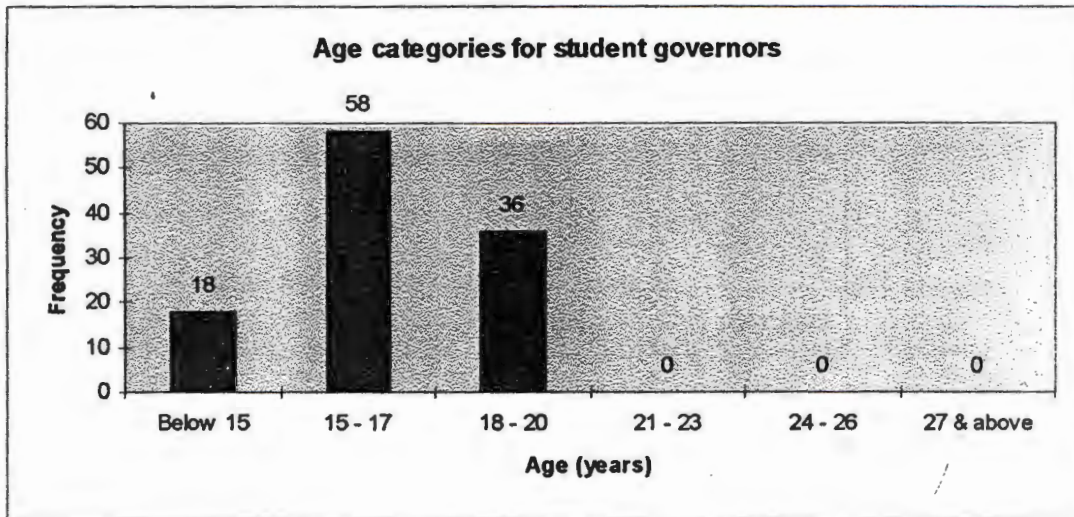
1. AGE	F	%
1.1. Below 15 years	18	16.1
1.2. 15 - 17 years	58	51.8
1.3. 18 - 20 years	36	32.1
1.4. 21 - 23 years	-	-
1.5. 24 - 26 years	-	-
1.6. 27 years & above	-	-
Total	112	100.0
2. SEX		
2.1. Male	36	32.1
2.2. Female	76	67.9
Total	112	100.0
3. EXPERIENCE		
3.1. Less than 6 months	-	-
3.2. 6 - 12 months	68	60.7
3.3. 12 months & above	44	39.3
Total	112	100.0
4. PRESENT GRADE		
4.1. Grade 7	6	5.4
4.2. Grade 8	13	11.6
4.3. Grade 9	11	9.8
4.4. Grade 10	27	24.1
4.5. Grade 11	35	31.2
4.6. Grade 12	20	17.9
Total	112	100.0
5. SETTLEMENT TYPE OF THE SCHOOL		
5.1. Urban	26	23.2
5.2. Rural	86	76.8
Total	112	100.0

Table 4.1. Biography and demographic information for student governors
(Continued)

6. CLASSIFICATION OF SCHOOL	F	%
6.1. Public	105	93.8
6.2. Private schools	7	6.2
Total	112	100.0
7. NUMBER OF EDUCATORS		
7.1. Below 18	2	1.8
7.2. 11- 20	8	7.2
7.3. 21 – 30	78	69.6
7.4. 31 & above	24	21.4
Total	112	100.0
8. NUMBER OF LEARNERS		
8.1. Below	5	4.5
8.2. 250 – 299	-	-
8.3. 300 – 399	-	-
8.4. 400 – 499	-	-
8.5. 500 – 599	-	-
8.6. 600 – 699	5	4.5
8.7. 700 – 799	37	33.0
8.8. 800 & above	65	58.0
Total	112	100.0

4.3.1. Age

Six categories were provided for the subjects to select the age under which they fall. From table 4.1., it is noted that 18 (16.1%) respondents were below 15; 58 (51.8%) were between the ages of 15 to 17 years; and 36 (32.1%) were between the ages of 18 and 20 years. From this finding, it was noted that many students are within the correct school-going age. The fact that many respondents fall under the ages of 15 and 17 years implies that they were in their adolescent stage. This is also depicted by Figure 4.1.

Figure 4.1. Age categories for student governors

Respondents were also asked whether age should be considered when electing students as members of the governing body. Table 4.2. shows that out of the total number of respondents, 85 (75.9%) respondents felt that age was important when electing students as members of the governing body. Only 27 (24.1%) respondents disagreed with this idea.

Table 4.2. Consideration of age

	F	%
Yes	85	75.9
No	27	24.1
Total	112	100.0

The implication of this finding is that age plays an important role in secondary school governance. This is due to a mature respondent being able to reason out any action taken, and is capable of making decisions.

4.3.2. Sex

Table 4.2. shows that 76 (67.9%) respondents were female. Only 36 (32.1%) respondents

were male. The implication of this finding is that female students occupied more seats in secondary schools' governing bodies in the Mafikeng district rather than male students. Thus, female students seem to carry more responsibility.

Respondents were asked whether gender should be considered when electing students as members of the governing body. Table 4.3. reveals that 67 (59.8%) respondents felt that gender should be considered. Only 45 (40.2%) respondents thought that it was of no importance when electing members for the governing body.

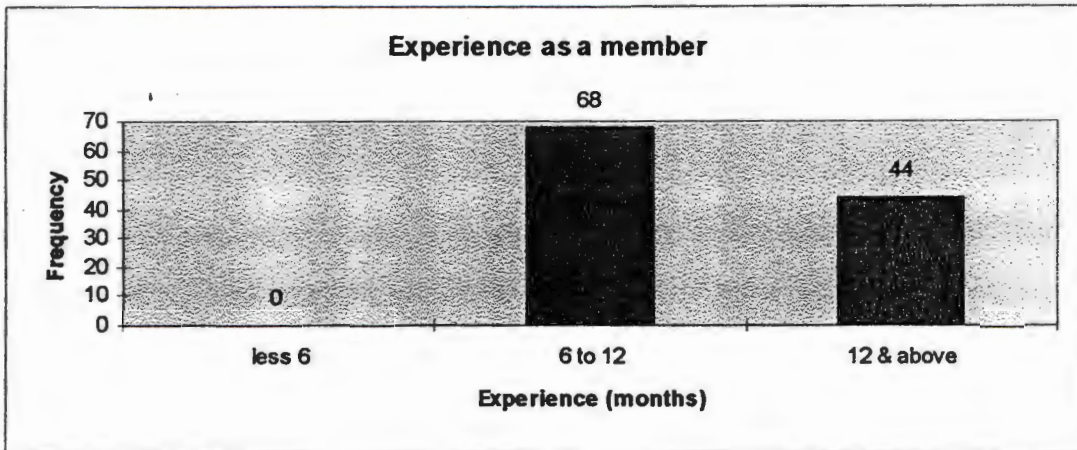
Table 4.3. Consideration of sex

	F	%
Yes	45	40.2
No	67	59.8
Total	112	100.0

The implication of this finding is that sex should not be considered when electing students as members of the school governing body.

4.3.3. Experience

Table 4.1. reveals that 68 (60.7%) respondents had experience between 6 to 12 months. Of the respondents, 44 (39.3%) respondents had experience between 13 months and more. This is depicted by Figure 4.2.

Figure 4.2. Experience as a member

The importance of this finding is that many respondents have less than 12 months of experience in their positions. This implies that the respondents had less experience in their jobs and perform their positions effectively.

Respondents were also asked if experience played any role in school governance. Table 4.4. shows that 72 (64.3%) respondents considered experience to be important for members of the governing body. Only 40 (35.7%) respondents disagreed.

Table 4.4. Consideration of experience for members of the SGB

	F	%
Yes	72	64.3
No	40	35.7
Total	112	100.0

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4.3.4. Present grade

The respondents were given six categories to choose from. Many respondents, 35 (31.2%), chose Grade 11. Few respondents, 6 (5.4%) indicated Grade 7. The implication is that students elected as members of the governing body in secondary schools in the

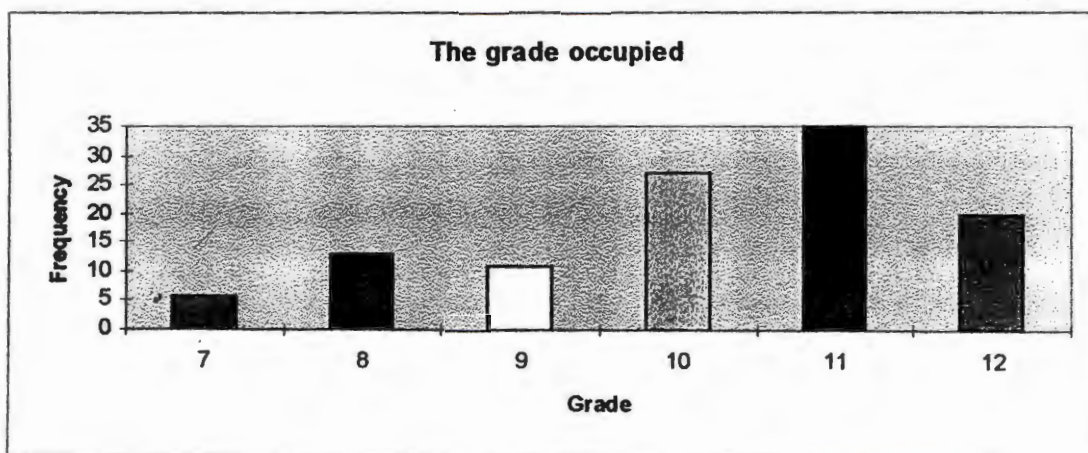
Mafikeng district, are mostly in Grade 10 and 11. They had little experience at school. However, they stand a chance to complete the 3-year service as members of the governing body, as stipulated in the SASA (1996).

Table 4.5. The grade occupied

	F	%
Yes	44	39.3
No	68	60.7
Total	112	100.0

The respondents were further asked whether the grade occupied should be considered when electing students as members of the governing body. Table 4.5. reveals that 68 (60.7%) respondents were of the view that grade occupiers were of no importance when electing students as members of the governing body. Only 44 (39.3%) respondents considered it to be an important matter when electing students as members of the governing body. This is depicted by Figure 4.3.

Figure 4.3. The grade occupied



From the findings it is noted that many respondents felt that grade occupancy is not important when electing students as members of the governing body. Secondary school

students are considered to be mature enough to take part in their education.

4.3.5. Settlement type of school

Table 4.1 reveals that 86(76.8 %) respondents indicated that their schools are situated in rural areas, whereas 26 (23.3 %) respondents indicated that their schools are situated in urban areas. The significance of the findings is that many secondary schools in the Mafikeng district are situated in rural areas. This proves that many secondary schools lack enough educational facilities. This is because rural areas are mainly characterised by a lack of basic facilities, such as water and electricity (Legotlo, 1994).

4.3.6. Classification of schools

Table 4.1 reveals that 105 (93.38 %) secondary schools were classified as “Public Schools” before the April 1994 elections. Only 7 (6.2) were classified as “Private Schools”. The significance of the findings is that many of the rural schools were ignored before the April 1994 elections. Before 1994, the Department of Education concentrated more on Urban Schools than Rural Schools.

4.3.7. Learners’ enrolment

From the total number of respondents, 65 (58 %) indicated that their schools had more than 800 learners. Only 5 (4,5 %) respondents indicated that their school ranged between 250 and 299 learners. This implies that many of the secondary schools in the Mafikeng district have excessive enrolments. In such instances, it is imperative to have effective governance structures in place, to ensure discipline, effective teaching and learning.

4.3.8. Number of educators

Table 4.1. reveals that 78 (69.6 %) respondents indicated that their schools had between 21 and 30 educators. Only 2 (1.8 %) respondents had below 10 teachers. The significance

of these findings is that even with a number between 21 and 30 educators, many schools experience a shortage of educators. This is due to the stated learners' enrolment proving that there is no balance in the teacher-pupil ratio (1:35) according to SASA (1996).

4.4. Composition of the governing bodies

This section gathers the views of student governors in relation to the composition of the school governing body. The respondents were given 'their' views on a four-point scale (1 - Strongly disagree, 2 - Disagree, 3 - Agree, 4 - Strongly agree). The analysis of the findings is also provided in Table 4.6.

Table 4.6. Composition of the governing bodies

	SA		AG		DA		SD	
	F	%	F	%	F	%	F	%
2.1. The community should decide its composition.	-	-	45	40.2	40	41.1	21	18.8
2.2. Teachers to be excluded	-	-	-	-	24	21.4	88	78.6
2.3. Students to be included	57	50.9	53	47.3	46	41.1	13	11.6
2.4. Parents to be given more seats	57	50.9	44	39.3	11	9.8	-	-
2.5. Principal must not be excluded	84	75	19	17	7	6.3	2	1.8

Key: SA - Strongly agree; AG - Agree; DA - Disagree; SD - Strongly disagree.

4.4.1. Analysis of items on the composition of the governing bodies

The composition of the governing bodies is further analysed and interpreted according to the items reflected in table 4.6.

Item 2.1. Community to decide about its composition

Table 4.6. reveals that of the total number of respondents, 40 (41.1%) disagreed that the community should decide about its composition. Only 21 (18.8%) respondents strongly disagreed. Of the respondents, 45 (40.2%) agree with the statement. The implication of

this finding is that more than half the respondents (81%) felt that the community, as a whole, should decide the composition of the school governing body. According to SASA (1996), the community should be represented by the governing body.

Item 2.2. Teachers to be excluded

Table 4.6. reveals that 88 (78.6%) respondents strongly disagree with the idea that the teachers ought to be excluded from the SGB. Only 24 (21.4%) respondents feel that teachers should be excluded. The significance of this study is that many respondents feel that the teachers are important figures in the SGB. They need not be left behind when stakeholders are consulted.

Item 2.3. Students to be included

Of the total number of respondents, 57 (50.9%) respondents strongly agreed that students should be included in the school governing body. Only 13 (11.6%) respondents strongly disagreed that students be included. This is a very low percentage of respondents. This implies that many respondents are of the view that students should also participate in secondary school governance.

Item 2.4. Parents to be given more seats

From the total number of respondents, 57 (50.9%) respondents strongly agreed that parents should be given more seats. Forty four respondents (39.3%) agreed that parents should be given more seats, and only 11 (9.8%) respondents disagreed. From the findings, it is noted that many respondents felt that it was time that parents participate in school governance.

Item 2.5. Principal must not be excluded

Table 4.6. reveals that 84 (75%) respondents were of the view that the principal should

also be included in the school governing body. Only 2 (1.8) respondents strongly disagreed with this statement. This implies that respondents view the principal as a key figure in school governance.

4.4.2. Views of student governors on the duties and responsibilities of the governing bodies

The duties and responsibilities of the governing bodies, as viewed by the student governors, are further analysed and interpreted.

4.4.2.1. Analysis of items on duties and responsibilities of the governing body

This section gives a list of duties and responsibilities of the school governing body, as stipulated in SASA (1996). The respondents were expected to indicate the intensity of the problem or challenge facing the SGB.

Table 4.7. Duties and responsibilities of the governing bodies (Students)

	NC		MC		AC		SC	
	F	%	F	%	F	%	F	%
2.6. Determine school fees	76	66.1	37	33	1	0.09	-	-
2.7. Be in charge of the development of school policy	39	34.8	18	16.1	55	49.1	-	-
2.8. Draw up school policy	40	35.7	37	33	35	31.2	-	-
2.9. Deal with discipline and staff development	25	22.3	86	76.8	1	0.09	-	-
2.10. Administer and maintain school	11	9.8	18	16.1	16	14.3	67	59.8
2.11. Handle school legal issues	14	12.1	5	4.5	33	29.5	60	53.6
2.12. Recommend appointment of teachers	13	11.6	7	6.2	4	3.6	88	78.6
2.13. Be paid for services rendered	-	-	-	-	20	17.9	92	82.1
2.14. Not to have a say in the professional duties of the principal and the staff	3	2.7	17	15.2	-	-	92	82.1
2.15. May determine corporal punishment for pupils	11	9.8	2	1.8	27	24.1	72	64.3

Key: NC (1) - Not a challenge; MC (2) - Minor challenge; AC (3) - A challenge; SC (4) - Serious challenge

Item 2.6. Determine school fees

Table 4.7. reveals that 76 (66.1%) respondents felt that there is no challenge in determining school fees. Only 1 (0.09%) respondent viewed determining school fees as a challenge. The significance of the finding is that many respondents felt that if they were responsible for the running of the school, they would be able to determine the fees structure of the school.

Item 2.7. Be in charge of the development of school policy

Table 4.7. reveals that 55 (49.1%) respondents felt it was a challenge for them to be in charge of the development of the school policy. This implies that students find it challenging to develop a school policy.

Item 2.8. Draw up school policy

Table 4.7. revealed that 40 (35.7%) respondents felt that drawing up a school policy was not a challenge. However, 35 (31.2%) respondents felt that it was a challenge. This implies that 40 (35.7%) respondents felt that developing a school policy is a challenge to them as members of the SGB.

Item 2.9. Deal with discipline and staff development

Table 4.7. shows that 86 (76.8%) respondents felt that it was a minor challenge for them to deal with school discipline and staff development. Only 1 (0.09%) respondent felt that it was a challenge. This implies that many respondents felt it was a minor challenge to deal with school discipline and staff development. Although SASA (1996) prohibits corporal

punishment, it does not refer to discipline as a whole. Thus, discipline is encouraged in schools.

Item 2.10. Administer and maintain school

Table 4.7. revealed that 67 (59.8%) respondents were of the view that administering and maintaining a school is a serious challenge for them. Only 11 (9.8%) respondents felt that it was not a challenge. The significance of the findings is that many respondents might have a feeling that the administration and maintenance of a school entails most of the professional duties which they cannot handle.

Item 2.11. Handle school legal issues

Table 4.7. revealed that 60 (53.6%) respondents felt it was a serious challenge to handle school legal issues. Only 14 (12.1%) respondents felt that it was not a challenge. The significance of the findings is that many respondents felt that some of the school legal issues are too sensitive for everyone to deal with. It was suggested that such issues should be left to the professional staff to deal with.

Item 2.12. Recommend appointment of teachers

Table 4.7. revealed that 88(78.6%) respondents felt that recommendation of appointments of teachers is a serious challenge. Only 13 (11.6%) respondents felt that it was not a challenge. This implies that many respondents felt that they were unfamiliar with the channels of appointment for teachers. They are unclear on the qualifications and placements of teachers at school level.

Item 2.13. Be paid for services rendered

Table 4.7. revealed that 92 (82.1%) respondents thought it was a serious challenge to be paid minimum wages for services rendered. Only 20 (17.9%) respondents felt that it was

not a challenge. From the findings, it was noted that many respondents found it a challenge to be paid minimum wages for services rendered. This implies that the respondents find it a serious challenge to be paid according to the proportion of their services.

Item 2.14. Not to have a say in the professional duties of the principal and the staff

Table 4.7. revealed that 92 (82.1%) respondents felt that it was not a strong challenge for them as members to have a say in the professional duties of the principal and the staff. Only 3 (2.7%) respondents thought that it was not a challenge. This implies that many of the respondents did not feel comfortable featuring in the professional duties of the principal and the staff, as they themselves were not professionals.

Item 2.15. May determine corporal punishment for pupils

Table 4.7. revealed that 72 (64.3%) respondents are of the view that determining corporal punishment is a major challenge for them. Only 11 (9.2%) respondents did not view it as a challenge. The significance of the findings is that respondents felt that it was difficult to administer corporal punishment on a pupil. This may be due to the stipulations of SASA (1996), that states that corporal punishment be abolished. Thus, it creates serious disciplinary problems at secondary schools.

4.4.3. Additional views on school governance challenges, issues and recommendations facing student governors

The objective of these open-ended questions was to find out from the respondents what their views were concerning the challenges and issues they encounter as student governors in the SGB.

Table 4.8. Additional views of student governors on school governance

Items of teachers and students in school governance	F	%
1. Partnership in school governance recommended	99	88.3
2. Workshops recommended	112	100.0
3. Training of all governors recommended	103	91.9
4. Maintenance of discipline among students and teachers	100	98.3
5. Maintenance of schools (e.g. physical structures)	97	86.6

Item 1. Partnership in school governance

Table 4.8. revealed that 99 (88.3%) respondents felt that a partnership in secondary school governance is important to the Mafikeng district. This partnership is expected to include all the stakeholders concerned. These include the parents, teachers, students, the community and the principal as an 'ex-officio' member (SASA, 1996). This implies that the majority of the respondents feel that they should participate in school governance.

Item 2. Workshops recommended

From table 4.8., it is noted that all the respondents (100%) recommend workshops for school governors on the duties and responsibilities that they are expected to perform. The significance of these findings is that workshops prove to be important for members of the governing body, as it uplifts the standard of knowledge that they have on their jobs.

Item 3. Training of all governors

Table 4.8. revealed that 103 (91.9%) respondents felt that they needed to be trained for the jobs that they are expected to perform. The importance of these findings lies in every individual needing training for his/her job performance. This aids one to master his/her job specifications.

Item 4. Maintenance of discipline among students and teachers

From table 4.8., it is noted that students should participate in solving disciplinary problems in secondary schools within the Mafikeng district. The significance of the finding is that secondary school students are the main victims of mal-discipline in schools. Their involvement in the school governing body will help stakeholders decide which of their members should act against students who misbehave.

Item 5. Maintenance of schools (e.g. Physical structures)

From table 4.8. it was observed that 97 (86.6%) respondents felt that students should participate in the maintenance of their schools. The importance of this finding is that in many instances, students are responsible for the damages involved around the school yard. For example, breaking of windows. It is believed that if students are given the responsibility to participate in the maintenance of their schools, they may become more responsible to avoid certain errors.

4.5. Analysis of teacher governors' views

The views of teacher governors are further analysed and interpreted



4.5.1. Biographic and demographic information of teachers

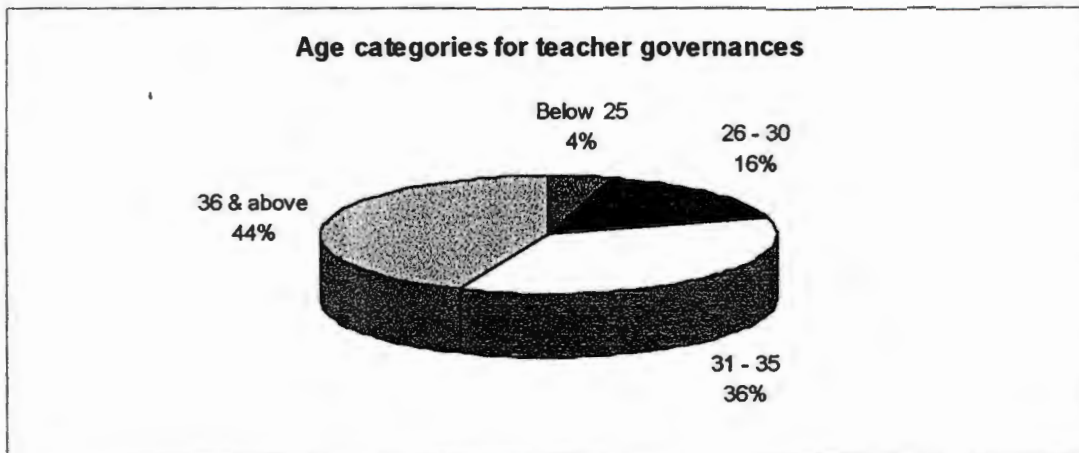
Table 4.9. is drawn to give a picture of the biographic and demographic information of teachers in secondary schools in the Mafikeng district of the North West Province. Such information helps to gain an understanding of teachers as secondary school governors. The analysis of the findings is also provided.

Table 4.9. Biographic and demographic information of teachers governors

1. AGE	F	%
1.1. Below 25	5	4.5
1.2. 26 - 30	18	16.1
1.3. 31 - 35	40	35.7
1.4. 36 & above	49	43.7
Total	112	100.0
2. SEX		
2.1. Male	49	43.8
2.2. Female	63	56.2
Total	112	100.0
3. EXPERIENCE		
3.1. Less than 6 months	26	28.2
3.2. 6 - 12 months	27	33.0
3.3. 13 & above	49	43.8
Total	112	100.0
4. QUALIFICATIONS		
4.1. Grade 12 plus degree courses	49	43.8
4.2. A degree (B.A)	40	35.7
4.3. Honours degree (B.Ed)	12	10.7
4.4. Masters Degree	10	8.9
4.5. Doctorate	1	0.9
Total	112	100.0

4.5.1. Age

Table 4.9. reveals that of the total number of respondents, 49 (43.7%) respondents are above 36 years of age. Only 5 (4.5%) respondents are below 25 years of age. The significance of this finding is that many of these respondents are adults in secondary schools in the Mafikeng district. This implies that they can take decisions with regard to school governance. This information on teachers' ages is depicted in Figure 4.4.

Figure 4.4. Age categories of teacher governors

Respondents were asked whether age should be considered when electing members of the governing bodies. Table 4.10 shows that of the total respondents, 60 (53.6%) respondents felt that age should be considered when electing members of the governing body. Only 52 (46.4%) respondents felt that age was not an important factor for being elected.

Table 4.10 Should age be considered?

	F	%
Yes	60	53.6
No	52	46.4
Total	112	100.0

The implication of the study is that many respondents feel that age is an important aspect to consider when electing members of the governing body. This implies that mature members perform their jobs effectively.

4.5.2. Sex

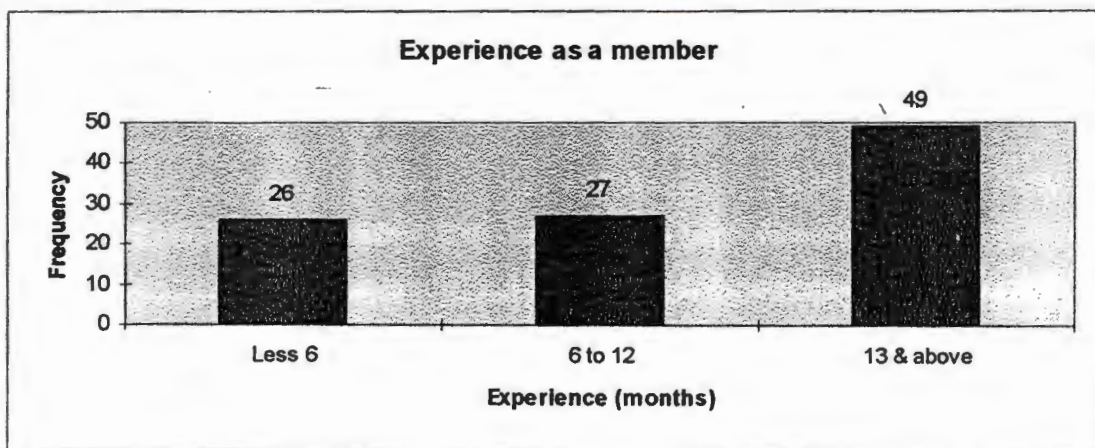
Table 4.9. revealed that 63 (56.2%) respondents are female and 49 (43.8%) are male. This implies that many respondents are female in secondary schools in the Mafikeng district.

The female respondents occupy more seats than their male counterparts in secondary school governing bodies. This implies that female respondents provide more manpower than the male respondents in the Mafikeng secondary school governance.

4.5.3. Experience

Respondents were asked to indicate their experience as members of the governing body. Table 4.9. indicates that 49 (43.8%) respondents had over 13 months of experience. Only 26 (23.2%) respondents had less than 6 months. This implies that many respondents are still not experienced enough to serve in the school governing bodies. More experience is needed for them to perform their duties effectively. This is elaborated by a bar graph.

Figure 4.5. Experience as a member



Respondents were also asked if experience played any role in school governance. Figure 4.5. shows that 67 (59.8%) respondents considered experience to be important for members of the governing body. Only 45 (40.2%) respondents felt that experience was not important for members.

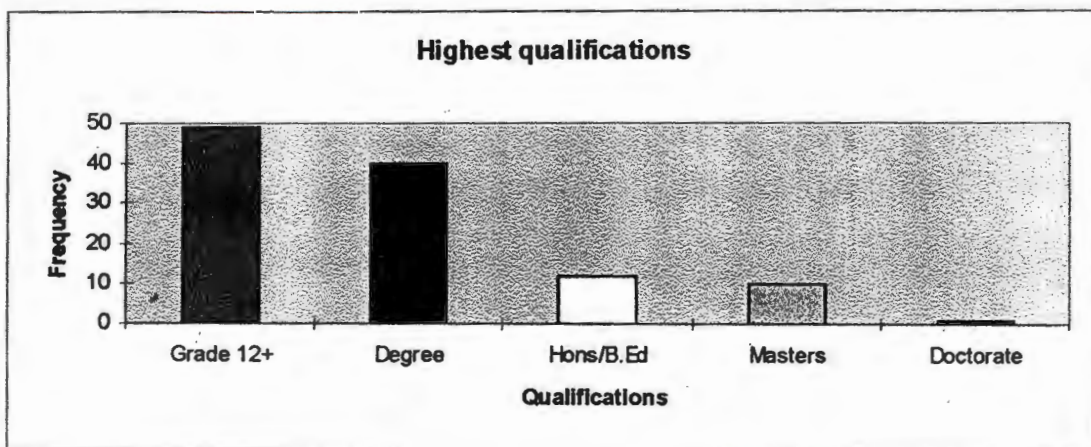
Table 4.11. Does experience play a role in school governance?

	F	%
Yes	67	59.8
No	45	40.2
Total	112	100.0

From Table 4.11., it is revealed that many respondents found the experience to be important for the effective performance of any job.

4.5.4. Highest qualifications

Table 4.9. revealed that 49 (43.8%) respondents possess Grade 12 plus degree courses. Of the total, 40 (35.7%) respondents possess a degree and 12 (10.7%) respondents obtained an Honours degree. Only 10 (8.9%) respondents have a Masters degree and 1 (0.09) possesses a Doctorate degree. The significance of this finding is that many respondents are qualified to serve in secondary schools. This is further depicted by Figure 4.6.

Figure 4.6. Highest qualifications of teachers

Key: Grade 12+ = Grade 12 plus degree courses

Respondents were further asked if qualifications should be considered for members of the governing body. Of the total number of respondents, 71 (63.4%) respondents felt that qualifications should be considered, and 41 (36.6%) felt that it was unnecessary to consider qualifications for members.

Table 4.12. Do qualifications play any role in school governance?

	F	%
Yes	71	63.4
No	41	36.6
Total	112	100.0

The implication of the finding is that many respondents consider qualifications an essential aspect of the job requirement, so as to obtain good results thereof.

From questions 9 to 12, it is noted that the information provided by both teacher and student governors is the same. The findings, reflected in table 4.1. for student governors, is the same as that provided by the teacher governors. The information is the same, as questionnaires were distributed to both the students and teachers in the same schools. The information included settlement types of the school, classification, learners' enrollment, number of educators and the number of learners. Thus, the analysis is also the same.

4.6. Composition of the governing bodies (Teachers)

This section provides information on the views of teacher governors with regard to the composition of the governing body. There are four categories provided for the respondents to choose from. Table 4.13. depicts the findings, frequencies and percentages. From table 4.13., discussions and the analysis of the findings from the respondents follows.

Table 4.13. Composition of the governing bodies (Teachers)

	SA		AG		DA		SD	
	F	%	F	%	F	%	F	%
2.1. Local people decide its composition	83	74.1	29	25.9	-	-	-	-
2.2. Teachers representatives to be included	111	99.1	1	0.09	-	-	-	-
2.3. Students to be included	-	-	75	67	37	33	-	-
2.4. Parents to be given more seats	-	-	69	61.6	43	38.4	-	-
2.5. Principal to be an ex-officio member	85	75.9	27	24.1	-	-	-	-

Key: SA (1) - Strongly agree; AG (2) - Agree; DA (3) - Disagree; SD (4) - Strongly disagree

Item 2.1. Local people should decide its composition

Table 4.13. indicates that 83 (74.1%) respondents felt that the local community should decide the composition of the school governing body. From the findings, many respondents felt that the local people should have a say in the composition of the school governing body. This is because the local people should also be represented in the SGB, as is reflected by the SASA (1996).

Item 2.2. Teachers representatives to be included

From table 4.13. it is revealed that a total of 111 (99%) respondents felt that teachers should be represented in the school governing body. This implies that the respondents are of the view that teachers are clearly more on the side of governance rather than any other stakeholder. This might be due to the fact that they spend most of their time at school than any other member of the school governing body.

Item 2.3. Students to be included

Table 4.13. revealed that 75 (67%) respondents felt that students should be included in the school governing body. Only 37 (33%) respondents disagree with this view. The significance of this finding is that many respondents felt that the students should

participate in the composition of the school governing body in order to have a say in the running of their school.

Item 2.4. Parents to be given more seats

From table 4.13., it is revealed that 69 (61.6%) respondents agree that parents should be given more seats in the school governing body. Only 43 (38.4%) respondents think that the parents should not be given more seats. This implies that many respondents are of the view that parents should have a say in the running of their local schools.

Item 2.5. Principal to be an ex-officio member

Table 4.13. reflects that 85 (75.9%) respondents are of the belief that principals should act as ex-officio members of the school governing body. This implies that many respondents regard the principal as a key figure in school governance.

4.7. Duties and responsibilities of teacher governors

This section finds out from teacher governors what their views are concerning their expected duties and responsibilities. There were four categories listed for the teachers to choose from. The relevant table is provided and the findings are analysed.

Table 4.14. Duties and responsibilities for teacher governors

	NC		MC		AC		SC	
	F	%	F	%	F	%	F	%
2.6. Determine school fees	57	50.9	53	46.6	3	2.6	-	-
2.7. Be in charge of policy development	66	58.9	40	35.7	5	4.5	1	0.09
2.8. Draw up the school budget	13	11.6	48	42.9	48	42.9	3	2.7
2.9. Call annual parents meeting	106	94.6	6	5.3	-	-	-	-
2.10. Deal with school discipline and staff development	15	13.4	22	19.6	33	29.5	42	37.5
2.11. Administer and maintain school	80	71.4	26	23.2	2	1.7	4	3.5
2.12. Give financial reports to parents annually	58	51.8	45	40.2	2	1.7	7	6.3
2.13. May recommend dismissals of employees	1	0.09	2	1.7	25	22.3	84	75
2.14. Handle school legal issues	-	-	-	-	28	25	84	75
2.15. May recommend appointment of teachers	-	-	-	-	25	22.3	87	77.7
2.16. May determine corporal punishment for pupils	-	-	-	-	75	67	37	33
2.17. Be paid minimal wages for services rendered	24	21.4	-	-	-	-	88	78.6
2.18. Not to interfere with professional duties of the principal and staff	88	78.6	24	21.4	-	-	-	-

[Key: NC (1) - Not a challenge; MC (2) - Minor challenge; AC (3) - A challenge; SC (4) - A serious challenge]

Item 2.6. Determine school fees

Table 4.14. reveals that 57 (50.9%) of the respondents felt that it was not a challenge for them as members to determine the school fees. Only 3 (2.6%) respondents felt that it was a challenge for them. The significance of the finding is that many respondents felt that they could determine the school fees if they are the ones responsible for the day to day running of the secondary schools in as far as finance is concerned.

Item 2.7. Be in charge of policy development

From table 4.14., it is revealed that 66 (58.9%) respondents felt that the governing body

should be in charge of the policy development. Of the total, only 1 (0.09%) respondent felt that the governing body should not be involved in policy development procedures. This implies that respondents are willing to participate in the secondary school development.

Item 2.8. Draw up school budget

Table 4.14. indicated that 48 (42.9%) respondents felt that drawing up the school budget is a challenge to them as members of the governing body. Only 13 (11.6%) respondents felt that it was not a challenge to them. The significance of this finding is that many respondents felt that they could not draw up the school budget. This implies that respondents felt that they were incapable of such a job. They felt that this job should be left to the professionals, in the institution, to deal with.

Item 2.9. Calling annual parents meeting

Table 4.14. shows that 106 (94.6%) respondents felt that calling annual parents meetings is not a challenge for them as members of the governing body. Only 6 (5.3%) respondents felt that it was a minor challenge for them. This implies that respondents felt that parents should be informed of all activities taking place at school level. This is due to the fact that parents are responsible for the education of their children.

Item 2.10. Dealing with school discipline and staff development

From table 4.14., it is revealed that the 42 (37.5%) respondents believe that dealing with discipline and staff development is a serious challenge for them as members of the school governing body. Out of the total, 33 (29.5%) respondents feel that this is a challenge. The implication could be that the respondents are familiar with what is stipulated in SASA (1996), concerning discipline in school. In as far as staff development is concerned, it could be that the governing body felt that it was the duty of the Department to see to it that teachers have in-service training skills to develop their profession further.

Item 2.11. Administer and maintain schools

According to what is reflected in table 4.14., 80 (71.4%) respondents view administration and maintenance of school as not a challenge for them as members of the SGB. Only 4 (3.5%) respondents view it as a strong challenge for them. The implication of such findings is that many respondents feel that they possess the necessary skills to administer and maintain secondary schools in the Mafikeng district. This is due to them being professionals in their field.

Item 2.12. Give financial reports to parents annually

Table 4.14. reveals that 58 (51.8%) respondents felt that it was not a challenge for them as members of the governing body to give financial reports to parents annually. Only 7 (6.3%) respondents felt that it was a strong challenge for them as members of the governing body. From such findings, it was revealed that governing bodies thought that it was important for the parents to be given financial reports annually. This is due to the fact that the parents are responsible for the payment of fees for their children.

Item 2.13. May recommend dismissal of any employee

Table 4.14. shows that 84 (75%) respondents felt that it was a serious challenge for them, as members of the governing body, to recommend the dismissal of any employees. Only 1 (0.09%) respondent felt that it was not a challenge for him to recommend the dismissal of any employee. The significance of this finding is that it is not an easy task for one to recommend the dismissal of an employee. This could be due to the fact that the dismissal of an employee is a very sensitive aspect. This should be left to the relevant personnel to deal with. Thus, it is better that one be guided by rules and regulations in a job situation to avoid major issues against him/her.

Item 2.14. Handle school legal issues

Table 4.14. shows that 84 (75%) respondents viewed handling of school legal issues as a strong challenge for them as members of the SGB. This implies that many respondents are of the view that school legal issues need to be attended mainly by professionals in the field. This could be due to such matters that need one to have an in-depth knowledge of the teaching profession.

Item 2.15. Recommend appointment of teachers

From the table 4.14., it was revealed that 87 (77.7%) respondents felt that it was a serious challenge for them, as members, to recommend appointments and dismissals of teachers. From such findings, it is revealed that recommendations of appointments and dismissals of teachers is also a sensitive aspect in the profession. This also implies that such recommendations should be left to the specialists in the Department, who know all the channels followed in terms of appointing employees.

Item 2.16. May determine corporal punishment for pupils

Table 4.14. shows that 75 (67%) respondents felt that it was a challenge for them, as members, to determine the corporal punishment for pupils. The significance of such findings is that many respondents felt uncomfortable applying corporal punishment. This implies that this is a sensitive aspect especially in a democratic state, where everyone including students have to voice their feelings. It is stated in the SASA (1996), that corporal punishment be abolished.

Item 2.17. Be paid for services rendered

From table 4.14., it was revealed that 88 (78.6%) respondents were of the view that being paid for services rendered is a challenge. This means that the Department is paying the professionals and the other employees in the field. It will be difficult, however, to pay the

governing bodies. Respondents feel that it is wise to offer their services for free for the benefit of their children.

Item 2.18. Not to interfere with the professional duties of the principal and the staff

Table 4.14. reflects that 88 (78.6%) respondents view interference with the professional duties of the principal and the staff as not being a challenge for members. The significance of this finding is that the respondents feel that it unprofessional of them to interfere in matters that do not concern them. Such matters need to be attended to by professionals in the field.

4.8. Additional views of teacher governors on school governance

This section provides information on additional views by teachers on school governance. Items are discussed according to the respondents' views concerning secondary school governance in the Mafikeng district.

Table 4.15. provides information on the respondents' views concerning other opinions that they may have. The findings are discussed and analysed. The information is provided in frequencies and percentages.

Table 4.15. Additional views on school governance (teachers)

Item	F	%
1. Workshops	112	100.0
2. Specification of job (duties and responsibilities) for students	98	87.5
3. Attendance to discipline problems	101	90.2
4. Participation of all stakeholders	100	89.3

Table 4.15. revealed that all the respondents (100%) recommend workshops for the governing bodies. Workshops would provide members with the information expected for

the effective performance of their jobs.

From table 4.15., 98 (87.5%) respondents felt that students should be given specific jobs in the governing body. This implies that some of the duties and responsibilities listed in the SASA (1996), cannot be done by student governors.

From table 4.15., 101 (90.2%) respondents believe that discipline is a problem among students in a secondary school. Such problems need attention. The implication is that education cannot take place without discipline.

Table 4.15. revealed that many respondents recommend that all stakeholders (i.e. parents, teachers, the community and the principal as an ex-officio member) should participate in school governance. This implies that each member of the community must be represented as far as secondary governance is concerned.

4.9. Comparing mean scores and standard deviations for teacher governors and student governors

The objectives of this section is to find out whether there is a significant difference between the views of the teacher and the student governors on the composition of the governing body, the duties and responsibilities for members of the governing body.

Table 4.16. is provided to depict the views of students and teachers. Information is provided in terms of the mean, standard deviation and the t-value. The greater the mean value and the lower the standard deviation indicates that the respondent is in favour of the stipulated view. The lower the mean and the less the standard deviation indicates that the respondent is against the stipulated view.

The t-value shows that there is no statistical significant difference between the views of teacher and student governors on the composition of the school governing body.

4.10. The composition of the governing body

Table 4.16. is provided as an analysis of the composition of the governing body according to the views of teacher and student governors. The information provided is analysed in terms of the means, standard deviations and the t-value.

Table 4.16. The composition of the governing body

Item	Teachers		Students		T-value
	Mean	SD.	Mean	SD	
2.1. The locals decide its composition	1.26	0.44	2.79	0.74	
2.2. Teachers' to be represented	1.01	0.09	3.79	0.41	
2.3. Students to be included	3.67	0.47	2.64	0.68	
2.4. Parents to be given more seats	2.38	0.49	1.59	0.67	
2.5. Principal to be an ex-officio member	1.24	0.43	1.35	0.68	*0.511013

* $t = 1.96$; $p = 0.05$, n_1 (teachers) = 112, n_2 (students) = 112

Item 2.1. The locals decide its composition ($\bar{X} = 1.26$)

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Table 4.16. reveals that the mean score for the teachers response to item 2.1., that is, the local people decide about the composition of the governing body, is 1.26. This implies that all the respondents are for the idea of the community deciding the composition of members of the governing body. This may be due to the teachers being aware that the community's decisions will be based on performance and the contribution to society, rather than through nepotism. Everyone has a say.

In the very same item, 2.1., students could be rated as being positively biased. This means that they support the concept of the community deciding on the composition of the governing body. This is probably due to the community being mainly made up of the students' parents and, thus, being aware of the advantages and disadvantages that they are facing schools from the same perspective.

Item 2.2. Teachers' to be represented ($\bar{X} = 1.01$)

Item 2.2. for teachers was that the teacher's representative should not be included in the governing body. The mean score on the said item was 1.01. This implies that the rating is a highly negative response. Thus, the respondents believe that teachers are closer to the students than any other stakeholders in the governing body. Thus, they feel that teachers' representatives should be included. The students scored a mean of 3.79, which could be rated as highly positive. This indicates that teachers' representatives should be included in the governing body.

Item 2.3. Students to be included ($\bar{X} = 3.67$)

In item 2.3., whether students should not be included in the governing body, the teachers scored a mean of 3.67 and the students had a mean of 2.64. Both scores are rated as being positive (> 2.5). This implies that the respondents, the teachers and the students are in favour of students not being included in the governing body.

Item 2.4. Parents to be given more seats ($\bar{X} = 2.38$)

Table 4.16. reveals that in item 2.4., that parents should be given more seats, the teachers scored a mean of 2.38, which suggests that their responses could be rated as neutral with a slightly positive bias. The students obtained a mean of 1.59, which suggests that they are highly positively biased. This indicates that they are in favour of the said item. It may be due to students believing that their parents will contribute to the governing body, as they are directly concerned in the progress of the students themselves. They could contribute meaningfully towards solving problems that are being experienced by students.

Item 2.5. The principal to be an ex-officio ($\bar{X} = 1.24$)

Item 2.5. which reads 'the principal should not be included...' was approved by the respondents. Teachers obtained a mean value of 1.24 and the students had a mean value of

1.35. This indicates that the respondents were against the idea of the principal being an ex-officio member of the governing body. This could be due to the Parent-Teachers Association (PTA) wanting to act independently without the influence of the principal. Also, the community knows its own needs better than the principal.

As the value of t is less than 1.96 ($p = 0.05$), the null hypothesis is accepted. This means that there is hardly any significant difference between the opinions expressed by students and teachers on the composition of the governing body.

4.11. Duties and responsibilities of the governing body

The objective of this section is to find out whether there is any significant difference between the mean scores of the teachers and students. The views are compared on the basis of duties and responsibilities for members in the governing body. Table 4.17. is provided and an analysis is made thereafter.

Table 4.17. Duties and responsibilities of the governing body

Item no.	Students			Teachers			T-value
	r	Mean	SD	r	Mean	SD	
2.6. Determine school fees	4	1.35	0.50	5	2.48	0.55	*0.522964
2.7. Develop school policy		2.14	0.91		1.47	0.63	
2.8. Draw up school policy		1.96	0.82		2.37	0.72	
2.9. Discipline and staff development	3	1.79	0.43	3	2.91	1.05	
2.10. Administration and maintenance		3.24	1.05		1.38	0.70	
2.11. Handle legal issues		1.76	1.02		3.75	0.43	
2.12. Non-interference in professional matters	2	3.49	1.04	1	3.78	0.42	
2.13. Payment of wages	1	3.82	0.38	4	3.33	0.47	
2.14. Recommendation on dismissals		3.43	0.94	1	3.78	0.42	
2.15. Recommendation of appointments	5	1.21	0.47		1.21	0.47	

* $t = 1.96$; $p = 0.05$; $r =$ position / rank (1 - Highest mean; 5 - Lowest mean)

Item 2.6. Determine school fees

Item 2.6. indicates that one of the duties of the governing bodies is to determine the fees paid at the school. On this item, teachers have a mean of 2.48, thereby, being in support of this idea. This could be due to the teachers being more involved in the daily educational activities of students, thus, they know most of the expenses incurred by the running of the school.

On the same item, 2.6., the students score a mean of 1.35, which means that they do not support this idea. This may be due to the students having no idea of how the administration of the school functions. They may also fear that the principal may exorbitantly charge high fees using his own discretion without any consultation either from the students or their parents.

Item 2.7. Develop school policy

Item 2.7., which has a rank of 5 for students, shows that the students had a mean score of 2.14, which is a neutral response. This indicates that they may not be clear about the item and so do not want to commit themselves to it. Teachers had a mean score of 1.47, which implies that they do not agree with this concept. It might be due to teachers, as professionals, believing that students do not have the sufficient knowledge to make decisions on policy development matters.

Item 2.8. Draw up school policy

In item 2.8., where the governing body should draw up the school policy, teachers obtain a mean score of 2.37. This suggests a neutral but slightly negative response. This may be due to some members (students) being unable to participate in school policy matters. This implies that they are indecisive regarding the formulation of school policy by the school governing body.

Item 2.9. Discipline and staff development

Table 4.17. reveals that item 2.9., which has a rank of 5 for teachers, scored a mean of 2.91. The students scored a mean of 1.79. Thus, the respondents obtained a neutral value. This implies that the respondents do not want to commit themselves to this item. This could be due to the fact that they are bound by the rules and regulations of SASA (1996) on school discipline and staff development.

Item 2.10. Administration and maintenance

The teachers scored a mean of 3.75 in item 2.10. The students, who had a rank of 4, had a mean of 1.76. This implies that the teachers had a highly positive rating about the idea of the governing body administering and maintaining the school. The students had a slightly negative rating on this aspect. This may be due to the students being unclear on the said duty as proposed by SASA (1996).

Item 2.11. Handle legal issues

In item 2.11., the idea was that the governing body handle the school legal issues, obtained a negative response from the respondents. This was indicated by the teachers, who had a rank of 3, scored a mean of 1.21 and the students scored the same mean. The respondents felt that the legal issues should be handled by professionals in the school, as they involve aspects which are beyond some members' (i.e. parents, students) comprehension.

Item 2.12. Non-interference in professional matters

Item 2.12. had the teachers, with a rank of 1, scoring a mean of 3.78. The students, who had a rank of 1, scored a mean of 3.49. This was concerned with the governing body not interfering with the professional duties of the principal and staff. This implies that the respondents had a highly positive rating, which means that issues for teachers and the principals should be resolved by themselves.

Item 2.13. Payment of wages

Item 2.13. had teachers with a rank of 4, who obtained a mean score of 3.33. The students had a mean of 3.82, and thus, ranked as 1. This implies that the respondents were against the idea of being paid minimum wages for services rendered. This may be regarded as a good response as members feel that they should freely offer their services to the community at hand.

Item 2.14. Recommendations on dismissal

Table 4.17 revealed that in item 2.14., the teachers had a rank of 1 and a mean of 3.78. The students had a rank of 3, with a mean of 3.43. This suggests that the respondents feel confident that they are capable of recommending the appointment of teachers, as they are the ones nearer to the school. Thus, they are aware of some of the school's needs.

Item 2.15. Recommendations on appointments

Item 2.15., on the recommendation of the dismissal of any employee in school, had respondents (teacher and student governors) with a mean score of 1.21. This implies a negative rating in all aspects. It may be that they felt incompetent to make decisions on drastic measures such as dismissing employees.

As the value of t is less than 1.96 ($p=0.05$), the null hypothesis is accepted. This means that there is no significant difference between the views of teacher and student governors on the duties and responsibilities of the governing body.

4.12. Summary of the chapter

This chapter outlines the findings on challenges and issues encountered by teacher and student governors in secondary school governance within the Mafikeng district. The major findings in this investigation revealed that challenges and issues experienced by student

and teacher governors are similar.

From the findings on the composition of the governing body (cf 4.10.), it is revealed that teacher and student governors are of the view that local people should decide the composition of the governing body. This is due to the fact that there is no statistical difference between the views of the student and teacher governors.

In Item 2.3. Students to be included in the school governing body (cf 4.10), it is revealed that both teacher and student governors scored a low mean value. This indicates that they both agree that students should be included in the school governing body. This is an important finding as it reveals that the respondents feel that the students should participate in the running of their schools.

It is found that the t-value is less than 1.96 ($p=0.05$) this indicates that there is no significant difference between the opinions expressed by students and teacher governors on the composition of the governing body. This preference by both students and teachers, may be due to their desire for effective governance. Thus, they tend to be more meaningfully involved.

The findings on duties and responsibilities of the governing body indicates that in item (cf 4.6) teacher governors are of the view that the governing body should determine the school fees. Student governors disagree. From such findings it is noted that the determination of school fees by the school governing body is a challenge which needs to be addressed.

Findings on item (cf 4.7) which relate to policy development and formulation, teacher governors feel that students should not be involved in school policy matters. Student governors remained neutral on the said duties and responsibilities. The implication of the finding is that this was a challenge for the school governing body in the Mafikeng district. Thus, it needs to be addressed.

In item 2.9, on discipline and staff development, both parties showed a neutral mean value. This is an important finding as it is a stipulation in the SASA (1996). This item still has to be addressed.

From the findings it is revealed that in item 2.10., administration and maintenance of the schools, teacher governors obtained a highly positive rating. This is an important finding which indicates a challenge to be addressed.

Findings in item 2.11, the governing body should handle school legal issues, had both parties issuing a negative response. The respondents scored a lesser mean of 1.21. This is an important finding which suggests that legal issues need to be handled by professionals in the school.

The findings reveal that in item 2.12, concerning non-interference by the governing body in professional matters, teacher and student governors scored a high mean of more than 3.5. This implies that the respondents are against the idea. Such findings are important when considering the duties of the school governing body as stipulated in the 1996 Schools Act.

From the findings, it is revealed that in item 2.13, teacher and student governors scored a mean higher than 3. This implies that they are against the idea of being paid minimal wages for services rendered. This is an important finding for secondary school governors in the Mafikeng district, which need to be addressed.

The findings reveal that in item 2.17, the recommendations on appointments of teachers, both parties obtained a mean greater than 3. This suggests that they are for the idea. This is also an important finding, as secondary school governors formulate a clear picture of the school's needs.

From the findings it is revealed that in item 2.15, on the recommendations on dismissals of employees, the teacher and student governors had the same mean of 1.21. This is an

important finding which indicates a challenge in the Mafikeng district.

The empirical study reveals that there is a significant difference between the viewpoints of teacher and student governors on the duties and responsibilities of the school governing body, as stipulated in SASA (1996).

The challenges identified by the respondents from the analysis of data presented in this chapter which need attention are:-

- * The governing body should be in charge of the development of school policy (cf 4.7);
- * dealing with school discipline and staff development (cf 4.10);
- * handling of school legal issues (cf 4.14);
- * issue relating to corporal punishment for schools (cf 4.16); and
- * recommendations on the dismissal of any employees (cf 4.13).

CHAPTER 5: SUMMARY, RECOMMENDATIONS AND CONCLUSION

5.1. Introduction

The purpose of this chapter was to give a summary of the study, to recommend suggestions on some of the issues and to come to a conclusion. Areas of further research will also be highlighted.

5.2. Summary of the study

This study focused on the challenges and issues of teacher and student governors in secondary school governance.

Chapter 1 outlined the statement of the problem and the rationale behind the study. The problems that were paid attention to in secondary school governance, like the clear distinction of duties between members, were outlined.

Chapter 2 highlighted the nature and scope of school governance (cf 2.3.). Further definition of the concept and the theoretical framework was also outlined. Focus was also directed to secondary school governance in developed countries such as the USA, England and Scotland (cf 2.8).

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The chapter also gave an overview of secondary school governance in developing countries such as South Africa, Botswana and Kenya.

The literature revealed that the major role players are the parents, teachers, students and the principal. Vide supra literature also revealed that there are challenges and issues facing school governing bodies, especially in developing countries like South Africa. There are no clear boundaries of the responsibilities and duties for each member. The role players are expected to take part in all the duties listed in the Schools Act (1996) (cf 2.11.7.). This creates a challenge for members like the students and parents in terms of responsibilities,

such as legal issues and policy implementation. In most developing countries, governing bodies experience a challenge of not having any knowledge of their job descriptions. This may be due to the elected members not having any experience nor training for the job. (cf 2.9.).

Chapter 3 discusses the development of the questionnaires for student and teacher governors, which were pre-tested on the challenges and issues that they face secondary school governing bodies.

- Two hundred and forty (240) questionnaires were distributed to all the secondary schools in the Mafikeng district of the North West Province. From the total number distributed, 224 of the questionnaires that were returned were used by the researcher (vide supra, 3.6.).

Chapter 4 deals with the interpretation and analysis of data. The chapter also highlighted the discussions and interpretations of the findings from the empirical investigations. The respondents were concerned about the specifications of their governing bodies. Some recommendations and additional views from members were revealed.

5.3. Research findings

In chapter 1, aims of the study were highlighted. Thus, this section will discuss each of the findings for all the mentioned aims.

5.3.1. Findings on Aim 1:

- * To determine the nature and scope of school governance.

The literature revealed that the nature and scope of school governance involves its composition, as well as the duties and responsibilities of members (c.f. 1.3.) The findings were as follows:

- The students demand more rights than what already exists (c.f. 2.3.);
- the quest for the roles of each member in the SGB (c.f. 2.3.);
- the control of finance (cf 2.3.);
- the role of teacher organisations (cf 2.3.); and
- parental involvement in school governance (cf 2.3.).

5.3.2. Findings Aim 2

- * To determine empirically the views of the teacher and student governors on the challenges and issues encountered in secondary governance (c.f. 1.3.)

The research revealed that secondary school governors (teachers and students) encounter problems in some of their stated duties and responsibilities such as:-

- handling school legal issues (c.f. 2.11.; 2.14.);
- recommending dismissals of any employees (c.f. 2.13.; 2.12.);
- development of the policy and determining corporal punishment (c.f. 2.15.; 2.16.);
- dealing with school discipline and staff development (cf 2.11.9.); and
- determining corporal punishment for schools (cf 2.11.8.).

5.3 Findings Aim 3

To suggest and recommend ways and means of improving school governance.

The research revealed that secondary school governors encounter many problems in their duties which include :

- Lack of relevant skills (cf. 4.15)
- Workshops in the field (cf 4.1)

5.4. Recommendations

5.4.1. Recommendation 1

The Department should organise workshops for governing bodies with specific reference to SASA (1996).

Motivation

- Workshops are recommended, as it is never stated if the governing bodies ever received any workshop on their duties and responsibilities. It would help SGB members to cope with all the challenges that they come across.

5.4.2. Recommendation 2

Well-structured training programs should be designed by the department to be offered to governing bodies annually.

Motivation

- This should be for both the new members and the experienced ones. This program is important as the responsibilities and duties of the governing bodies will be similar from one institution to another.

5.4.3. Recommendation 3

It is recommended that members need not be paid for services rendered. This might cause problems in regard to the school funds, as no extra funds will be allocated for extra-curricula services.

Motivation

- SGB members should provide their services for free to the communities in which they belong.

5.4.5. Recommendation 4

It is further recommended that the governing body should not interfere with the professional duties of the principal and his/her staff.

Motivation

- This area should be left to the specialists of the Department of Education to deal with.

5.4.6. Recommendation 5

The governing body should recommend which teachers should be appointed in schools, as they can decide who possesses the relevant qualifications and attributes

that can benefit their schools.

Motivation

- The appointment of employees in an institution should depend upon the needs of such an institution. Thus, the said responsibility (appointment) should be done by the SGB, who are familiar with the needs of the institution.

5.5. Conclusion

This study was conducted to determine the challenges and issues experienced by student and teacher governors in the Mafikeng district of the North West Province. The respondents proved to have some problems in effecting their jobs effectively.

When the South African School Act was passed in 1996, it stated some of the duties and responsibilities which school governors are expected to perform. As the school governing body consists of students, parents, teachers and the principal, it is not clearly stated which of the four participants is to perform the function. It is clear from the investigations that some of the duties listed in the SASA (1996) cannot be performed by all members, especially students and some of the parents, due to a lack of the relevant knowledge of their jobs.

When the new government took over South Africa, after the 1994 elections, it came out with new expectations of democratic education which many citizens were unfamiliar with. For example, new democratic education is a new concept which none of the school governors were trained for, to perform the necessary duties. It is clear that the problems experienced are due to a lack of training on the job.

The government expects school governors to perform their duties effectively. Thus, it is important that the school governors be given induction programmes (workshops) as a part of their job description. Thus, they will be aware of what is expected from them for the effective performance of their jobs. For each person to master his/her job, it is necessary to have the skills to deal with whatever challenge he/she comes across in the job situation.

In conclusion, it is revealed that more research should be conducted on the duties and responsibilities of secondary school governors in the Mafikeng district. This needs urgent attention, as it might harm the smooth running of secondary schools and the performance of students. The effective performance of a job leads to the achievement of the set of goals and objectives of the institution.

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APPENDIX (A)



Department of Planning and
Administration

Private Bag X2046 MMABATHO 2735
Republic of South Africa
Telephone : (0140) 892111
Fax No. : (0140) 25775

Date 02 /03/99

Your reference

Our reference

TO: COLLEGE RECTORS
DISTRICT MANAGERS
CIRCUIT MANAGERS
PRINCIPALS
TEACHERS

RESEARCH PROJECT: FIELDWORK

The Department of Educational Planning and Administration hereby request you to grant our B.Ed and M.Ed Postgraduate student(s) permission to conduct research in school(s)/College(s) under your jurisdiction.

TOPIC: THE CHALLENGES AND ISSUES FACING

TEACHER AND STUDENT GOVERNORS IN SECONDARY

SCHOOLS IN THE MAFIKENG DISTRICT OF THE N.W. PROVINCE

STUDENT NAME: NOMHLOBO PRECIOUS MPHAHLELE

Thank you in anticipation

Sincerely

A handwritten signature in dark ink, appearing to read 'B. e' or similar, above the printed name and title.
DR M.W. LEGOTLO
SUPERVISOR

APPENDIX B: THE QUESTIONNAIRE FOR STUDENT GOVERNORS

TOPIC: CHALLENGES AND ISSUES FACING STUDENT AND TEACHER GOVERNORS IN SECONDARY SCHOOLS IN THE MAFIKENG DISTRICT OF THE NORTH WEST PROVINCE.

GOVERNORS IN THIS STUDY REFER TO TEACHERS/STUDENTS ELECTED TO SERVE IN THE SECONDARY SCHOOL GOVERNING BODY.

Please indicate your response to each question by crossing (X) in the appropriate block. The information provided will be treated in strict confidence.

SECTION A. BIOGRAPHIC AND DEMOGRAPHIC INFORMATION

1. Your age category, in years:

1.1. Below 15

1.2. 15 - 17

1.3. 18 - 20

1.4. 21 - 23

1.5. 24 - 26

1.6. 27 and above

1	
2	
3	
4	
5	
6	

2. Should age be considered when electing students as members of the governing body?

2.1. Yes

2.2. No

1	
2	

2.3. Give reasons for your answer in 2.1.

.....

.....

3. Sex

3.1. Male

3.2. Female

1	
2	

3.3. Should gender be considered when electing members of the governing body?

3.3.1. Yes

3.3.2. No

1	
2	

3.4. Give reasons for your answers in 3.3.

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4. For how long have you been a member of the governing body in your school?

4.1. Less than 6 months

4.2. 6 - 12 months

4.3. 13 months and over

1	
2	
3	

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4.4. Does experiences as a member of the governing body play any role in school governance?

4.4.1. Yes

4.4.2. No

1	
2	

4.5. Give reasons for your answer in 4.4.

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.....

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.....

5. Your present grade

7	1	
8	2	
9	3	
10	4	
11	5	
12	6	

5.1. Should the grade occupied be considered when electing students as members of the governing body?

5.1.1. Yes

1	
2	

5.1.2. No

5.2. Give reason(s) for your answer in 5.1.

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6. Settlement type of your school

6.1. Urban

1	
2	

6.2. Rural

7. Your school was classified as before the April 1994 elections

7.1. Private

1	
2	

7.2. Public

8. Number of educators in your school

8.1. Below 10

1	
2	
3	
4	

8.2. 11 - 20

8.3. 21 - 30

8.4. 31 and over

9. Number of learners in your school

9.1. Below 250

9.2. 250 - 290

9.3. 300 - 399

9.4. 400 - 499

9.5. 500 - 599

9.6. 600 - 699

9.7. 700 - 799

9.8. 800 and over

1	
2	
3	
4	
5	
6	
7	
8	

Key:

- | | | | | |
|--|---|---|---|---|
| 1. Composition of the governing body | | | | |
| 1.1. The community should decide the members of the governing body | 1 | 2 | 3 | 4 |
| 1.2. Teachers to be excluded | 1 | 2 | 3 | 4 |
| 1.3. Students to be included | 1 | 2 | 3 | 4 |
| 1.4. Parents to be given more seats | 1 | 2 | 3 | 4 |
| 1.5. The principal to be included | 1 | 2 | 3 | 4 |

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4. What are your views pertaining to the inclusion of teachers in the governing body of a secondary school?

.....

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.....

5. What are your views regarding teachers to be excluded in the governing body of a secondary school?

.....

.....

.....

6. Do you feel comfortable as a member of the governing body?

6.1. Yes

1	
2	

6.2. No

6.3. Give reasons for your answer in 6.

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.....

7. Responsibilities and duties of the governing body

Below are some of the duties and responsibilities of the governing body. How intense are the following challenges to members of the school governing body?

Key:

1. Not a challenge (NC)
2. Minor challenge (MC)
3. A challenge (AC)
4. A serious challenge. (SC)

7.1. Determine school fees	1	2	3	4
7.2. Be in charge of the development of school policy	1	2	3	4
7.3. Draw up school policy	1	2	3	4
7.4. Deal with school discipline and staff development	1	2	3	4
7.5. Administer and maintain the school	1	2	3	4
7.6. Handle school legal issues	1	2	3	4
7.7. Recommend appointments of teachers	1	2	3	4
7.8. Be paid minimal wages for services rendered.	1	2	3	4
7.9. Not have a say in the professional duties of the principal and staff.	1	2	3	4

8. What other duties and responsibilities should be given to the school governing body?

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9. In your opinion, how can the governing body members in secondary schools be empowered?

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10. Suggest ways of improving secondary school governance

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11. What specific roles should students play in school governance?

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APPENDIX C: THE QUESTIONNAIRE FOR TEACHER GOVERNORS

TOPIC: CHALLENGES AND ISSUES FACING STUDENT AND TEACHER GOVERNORS IN SECONDARY SCHOOLS IN THE MAFIKENG DISTRICT OF THE NORTH WEST PROVINCE.

Please indicate your response to each question by crossing (X) in the appropriate block.
The information provided will be treated in strict confidence.

SECTION A. BIOGRAPHIC AND DEMOGRAPHIC INFORMATION

1. Your age category, in years:

1.1. Below 25

1.2. 26 - 30

1.3. 31 - 35

1.4. 36 and above

1	
2	
3	
4	

2. Should age be considered when electing students as members of the governing body?

2.1. Yes

2.2. No

1	
2	

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2.3. Give reasons for your answer in 2.1.

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3. Sex

3.1. Male

3.2. Female

1	
2	

3.3. Should gender be considered when electing members of the governing body?

3.3.1. Yes

1	
2	

3.3.2. No

3.4. Give reasons for your answers in 3.3.

.....

.....

.....

4. For how long have you been a member of the governing body in your school?

4.1. Less than 6 months

1	
2	
3	

4.2. 6 - 12 months

4.3. 13 months and over

5. Does experiences as a member of the governing body play any role in school governance ?

5.1. Yes

1	
2	

5.2. No

5.3. Give reasons for your answer in 5.

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6. Highest qualification

6.1. Grade 12 plus degree courses

1	
2	
3	
4	
5	

6.2. A degree (e.g. B.A.)

6.3. Honours degree or B.Ed

6.4. Masters degree

6.5. Doctorate

7.1. Should qualifications play any role in school governance?

7.1.1. Yes

1	
2	

7.1.2. No

7.2. Give reason(s) for your answer in 7.1.

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8. Settlement type of your school

8.1. Rural

1	
2	

8.2. Urban

9. Your school was classified as before the April 1994 elections

9.1. Private

1	
2	

9.2. Public

10. Number of educators in your school

10.1. Below 10

1	
2	
3	
4	

10.2. 11 - 20

10.3. 21 - 30

10.4. 31 and over

11. Number of learners in your school

11.1. Below 250

1

11.2. 250 - 290

2

11.3. 300 - 399

3

11.4. 400 - 499

4

11.5. 500 - 599

5

11.6. 600 - 699

6

11.7. 700 - 799

7

11.8. 800 and over

8

1	
2	
3	
4	
5	
6	
7	
8	

**SECTION B. CHALLENGES AND ISSUES FACING TEACHER GOVERNORS
AS MEMBERS OF THE GOVERNING BODY IN SECONDARY
SCHOOLS.**

Please indicate how serious each of the following challenges has been for you as a member of the governing body by crossing (X) in the appropriate number.

Key:

1. Strongly agree (SA)
2. Agree (AG)
3. Disagree (DA)
4. Strongly disagree (SD)

1. Composition of the governing body				
1.1. The local people decide its composition	1	2	3	4
1.2. Teachers' representatives to be included	1	2	3	4
1.3. Students to be included	1	2	3	4
1.4. Parents to be given more seats	1	2	3	4
1.5. Principal to be an ex-officio member	1	2	3	4

2. What are your views pertaining to the inclusion of students in the school governing body?

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3. What are your views regarding students to be excluded in the secondary school governing body?

4. Below are some of the duties and responsibilities of the governing body. How intense are the following challenges to members of the school governing body?

Key:

1. Not a challenge (NC)
2. Minor challenge (MC)
3. A challenge (AC)
4. A serious challenge. (SC)

4.1. Determine school fees	1	2	3	4
4.2. Be in charge of the development of school policy	1	2	3	4
4.3. Draw up the school budget	1	2	3	4
4.4. Call annual parents meetings	1	2	3	4
4.5. Deal with school discipline and staff development	1	2	3	4
4.6. Administer and maintain the school	1	2	3	4
4.7. Give financial report to parents annually	1	2	3	4
4.8. Recommend dismissals of any employee in the school	1	2	3	4
4.9. Handle school legal issues	1	2	3	4
4.10. Recommend appointments of teachers	1	2	3	4
4.11. May determine corporal punishment of pupils	1	2	3	4
4.12. Be paid minimal wages for services rendered.	1	2	3	4
4.13. Not have a say in the professional duties of the principal and staff.	1	2	3	4

5. What other duties and responsibilities should be given to the school governing body?

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6. In your opinion, how can the governing body members in secondary schools be empowered?

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7. Suggest ways of improving secondary school governance

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