

***A management model to facilitate
external stakeholder participation
in school governance***

by

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DECLARATION

I hereby declare that:

A MANAGEMENT MODEL TO FACILITATE EXTERNAL STAKEHOLDER PARTICIPATION IN SCHOOL GOVERNANCE

is my own work, that all the resources used or quoted have been indicated and acknowledged by means of complete references.

GEETHA DEVI DEENANATH

DEDICATION

I, **GEETHA DEVI DEENANATH**, humbly dedicate this thesis to:

- my late parents **HARRIAM AND JAYANTI JEEBODH**, my late brother **BHIMRAJ JEEBODH**, for the values, virtues and spiritual wisdom instilled in me throughout my journey of life which has provided me with lasting inspiration.

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SUMMARY

SASA (SA, 1996) caters for the participation of a wide range of stakeholders who have an interest in education. In terms of section 23 of SASA (SA, 1996) the membership of the School Governing Body (SGB) consists of representatives of parents, educators, learners, support staff and the principal as ex-officio member. Section 23 (6) of SASA (SA, 1996) states that SGBs may co-opt a member or members of the community to assist in discharging its duties. This implies that participation in school governance is extended to members of the community, who are referred to as external stakeholders in this study. Therefore the aim of this research study was to investigate the extent to which these external stakeholders participated in the activities of school governance. The research made use of a qualitative research design to determine the extent of participation by external stakeholders in school governance. The findings revealed a lack of participation by external stakeholders in activities of school governance. The study further highlighted some of the challenges that hindered participation by external stakeholders such as transport problems which resulted in non-attendance of meetings, poor communication of information, lack of trainings resulted in lack of knowledge of the roles and responsibilities of SGBs, language barrier, lack of time and lack of confidence from some stakeholders. A model is thus proposed as a solution to involve external stakeholders to participate in the activities of school governance. This model would assist SGBs to involve external stakeholders in school governance.

KEYWORDS:

School Governing Body

School Governors

Professional Management

External Stakeholders

Community

Participation

OPSOMMING

SASA (SA, 1996, soos gewysig) maak voorsiening vir deelname van verskeie belange groepe wat belang het in die Onderwys. In terme van afdeling 23 van SASA (SA, 1996, soos gewysig) bestaan „n Skool Beheerliggaam (SBL) se lidmaatskap uit ouers, onderwysers, leerlinge, administratiewe personeel en die skoolhoof as “ex-officio” lid. Afdeling 23 (6) van SASA (SA, 1996, soos gewysig) stipuleer dat die SBL by magte is om „n lid/lede van die gemeenskap te nomineer om die SBL by te staan in die uitvoering van hul pligte. Dit beteken dat deelname in skoolbeheer is uitgebrei na lede van die gemeenskap, na wie verwys word as “eksterne belangegroepes” in hierdie studie. Derhalwe is die doel van hierdie navorsing om die mate van deelname van hierdie eksterne belangegroepes in die skoolbeheer te ondersoek.

Die navorsing maak gebruik van „n kwalitatiewe navorsings-ontwerp om die omvang van deelname deur eksterne belangegroepes in skoolbeheer te bepaal. Inligting was verkry deur onderhoude en observasies. Die teikengroep vir hierdie navorsing was Skool Beheerliggaam lede van geselekteerde skole. Die bevindinge het „n gebrek aan deelname deur eksterne belange groepe in SBL aktiwiteite geïdentifiseer. Die studie het sommige van die struikelblokke geïdentifiseer wat deelname deur eksterne belangegroepes verhinder. Voorbeelde hiervan is vervoer probleme wat tot gevolg het dat vergaderings nie bygewoon word nie, swak kommunisering van inligting, gebrek aan opleiding wat „n gebrek aan kennis van Beleidsdokumente tot gevolg het, rolle en verantwoordelikhede, gebrek aan taalvaardigheid, gebrek aan tyd en gebrek aan selfvertroue by sommige eksterne belangegroepes. „n Model word hiermee voorgestel as „n oplossing om eksterne belangegroepes te betrek in aktiwiteite van skoolbeheer. Die model kan SBL help om eksterne belangegroepes te betrek by skoolbeheer.

SLEUTELWOORDE:

Skool Beheerliggaam , Skool beheer, Professionele Bestuur, Eksterne belangegroepes, Gemeenskap deelname

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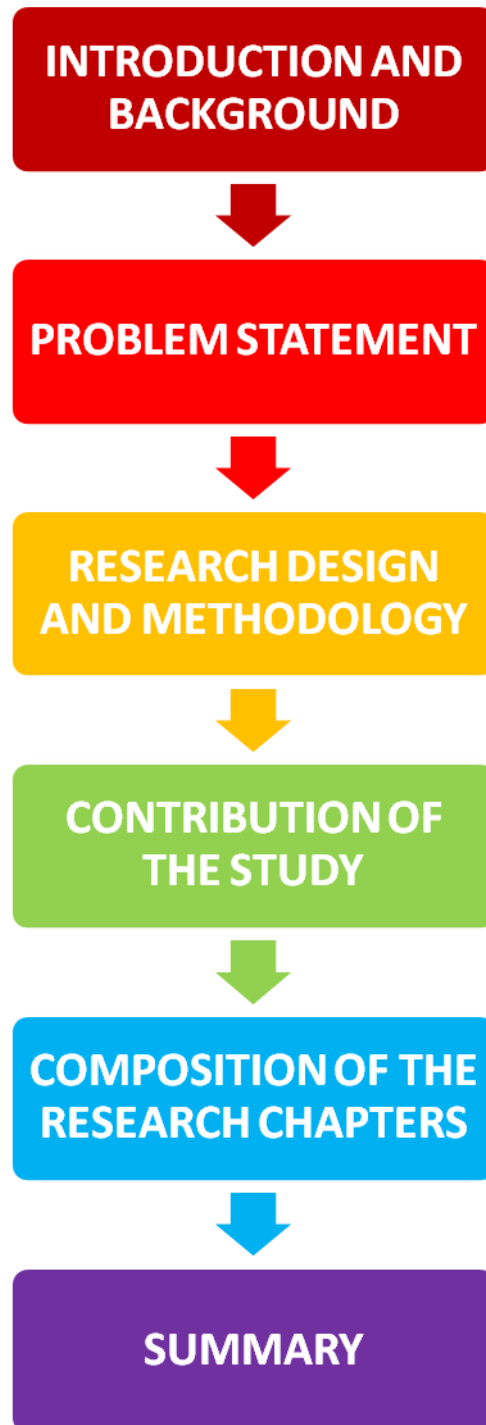
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CHAPTER ONE

ORIENTATION TO THE STUDY

OVERVIEW



1.1. INTRODUCTION AND BACKGROUND

The transformation that has occurred in South Africa since 1994 poses challenges to management and leadership in the educational field. When a country experiences a change of government, policy changes are inevitable. Most of these changes have redirected management practices to focus on democratic management styles which emphasise collaborative, inclusive and participatory approaches to school management. Schools are complex organisations and, increasingly, require skilled, professional leaders and managers who are well prepared for the challenges of leading schools in the social conditions prevailing today and, specifically, in the context of their school communities (Naidu & Conley, 2008: 20).

Marishane (1999: 78) states that the concept of decentralisation originates from the belief that the state alone cannot control schools, but should share its power with other stakeholders, particularly those closer to the school, on a partnership basis. The devolution of authority, it is argued, will lead to a healthier and stronger relationship between schools and communities and provide an alternative form of accountability to bureaucratic surveillance. This is based on the premise that when educators and communities collaborate in making important decisions about educational alternatives, a true mutual responsibility will grow. Thus advocates of decentralisation base their reforms on the assumption that those closest to the learners should be offered the authority to make key decisions to ensure improvement in schools (Parker & Leithwood, 2000: 38).

The greatest challenge facing schools as a result of decentralisation, is to move from a tradition of dependency to a culture of enterprise. School Governing Bodies (SGBs) are now responsible for their own finances and budgets, they implement and monitor school policies, manage and maintain existing resources, plan for the acquisition of new resources and provide for the teaching and learning required by the National Curriculum Statement (The Star, 2007: 27). Mabasa and Themane (2002: 112) note that School Governing Bodies are even required to make important decisions that have an impact on the quality of education.

In terms of section 20 of the South African Schools' Act (SASA) (SA: 1996a) all governing bodies must administer and control the school's property, and buildings and grounds, including school hostels. Furthermore, allocated functions of the governing body in terms of section 21 of SASA (SA:1996a) include maintaining and improving the school's property, and buildings and grounds, purchasing textbooks, educational materials or equipment for the school and paying for services. The Department of Education thus expects some of the School Governing Bodies to decide what to do about challenges such as poor toilet facilities, lack of textbooks, no transport for learners, security problems, drug-dealing and crime, which make teaching and learning difficult in the school (Gauteng Department of Education, 1997: 2).

From the above arguments, it is clear the newly-gained independence of the school places a mammoth task on the shoulders of the School Governing Body. In South Africa, neither parents nor educators, let alone the community at large, have had much experience in participatory decision making because, in the past, principals were generally considered to be the only people with the knowledge and authority to make decisions (Heystek & Paquette, 1999: 191). According to Maluleka (2008: 57) School Governing Bodies still need the implementation of capacity-building programmes to enable them to perform their duties effectively.

SASA (SA: 1996a) caters for the participation of a wide range of stakeholders who have an interest in education. In terms of section 23 of SASA (SA: 1996a), the membership of the School Governing Body (SGB) consists of representatives of parents, educators, learners and members of staff who are not educators. The principal serves as an ex officio member of the SGB. Section 23 (6) of SASA (SA: 1996a) the governing body states that a governing body may co-opt a member or members of the community to assist it in discharging its duties. This implies that participation in school governance is extended to community members who, for various reasons, may be co-opted to School Governing Bodies (Naidu, Joubert, Mestry, Mosoge & Ngcobo, 2008: 131).

It may be concluded then that the concept “external stakeholders” does not only refer to co-opted members of the SGB, but also includes members of the community. In this way, SGBs provide an opportunity for communities to play a significant role in improving the quality of education (Maluleka, 2008: 92) by providing needed assistance and expertise to the school, therefore enhancing service delivery. Parents and community members are in the best position to understand school needs and problems. Thus, the contributions of community members can be harnessed to improve the quality of education (Dlamini, 2004: 1).

The stakeholder participation model presented by SASA (SA: 1996a) has generated considerable interest in the functioning of the SGB in research circles. Some studies (Stofile, 2005; Ntembu, 2006) explored the perceptions and understanding of what the various stakeholders perceived participative management to be. The findings in these studies generally reveal that stakeholders attach different meanings and interpretations to the idea of participation. Other studies (Bush & Heystek, 2003; McLennan, 2000; Heystek, 2004, 2006,) examined the complexity of social relationships within the SGB and how this affected the functioning of the SGB. From the point of view of rural schools Maluleka (2008) investigated the impact of the SGBs’ capacity on school governance. The general tendency on research on SGBs is to concentrate on one or two categories of representatives in the SGB, notably,

- the principal (Singh, 2006; Masheula, 2003),
- learners (Heystek, 2001) and
- parents (Heystek & Louw, 1999; Mabasa & Themane, 2002; Heystek, 2003).

The above tendency neglects the participation of co-opted members and the unique contributions that these members can bring into the activities of the SGB. This also implies that the SGB is seen in isolation from the community in which it is embedded. This research, therefore, aims at developing a model that will facilitate the participation of all stakeholders mentioned in the South African Schools’ Act with special emphasis on the external stakeholders.

1.2. PROBLEM STATEMENT

From the above studies on participation in school governance, it is clear that no one has researched participation of co-opted members with regard to the activities of the School Governing Body. This implies that while the role, challenges, contributions and participation patterns of the elected members of the School Governing Body have been researched, little is known about the functioning of the co-opted members, let alone the involvement of other community members in school governance. SASA (SA: 1996a) envisages that the community, notably through the co-opted members, participate in activities of the school and, in this way, expand and deepen democratic participation. Research by McLennan (2000) reveals a gap between the stated governance policy and its implementation in practice. How School Governing Bodies implement legislation concerning co-opted members is, therefore, a matter for further investigation. Of concern to researchers is the relationship between culture and participation, which Maluleka (2008) notes as an aspect for further research.

This research, therefore, investigated the participation of external stakeholders in the activities of the SGB. This entailed exploring how external stakeholders satisfied the needs and expectations of learners by providing high quality education. This research further explored the partnership links between the SGB and the community, and the specific knowledge, assistance and expertise that external stakeholders brought into the SGB.

From the above discussion, the problem of this research may be formulated in the form of the following research questions:

- What is the nature of stakeholder participation in schools?
- How does the SGB involve external stakeholders in its activities?
- What is the role of the external stakeholders in school governance?
- What are the issues in which the external stakeholders take part?

- What is the extent of the participation of external stakeholders?
- What model can be formulated to facilitate the participation of external stakeholders in the activities of the SGB?

1.3. RESEARCH AIMS

In view of the above research questions, the aims of the research may be stated as follows:

The research aims at seeking to understand the participation of external stakeholders in the activities of the SGB.

The following sub-aims may be stated:

- 1.3.1 To explore the nature of stakeholder participation in school governance
- 1.3.2 To understand the role of external stakeholders in school governance
- 1.3.3 To find out strategies that may be employed by SGBs to involve external stakeholders in its activities.
- 1.3.4 To explore the perceptions and experiences of SGB members with regard to the involvement of external stakeholders in school governance.
- 1.3.5 To propose a model for the optimal participation of external stakeholders in school governance.

1.4. RESEARCH DESIGN AND METHODOLOGY

Le Roux (2000:36) maintains that all studies require an outline of the research methods where the issue of research methodology is discussed, described, planned and determined on the basis of the particular study.

A qualitative research design will be used in this study. Cresswell (2003: 179) notes that qualitative research is an umbrella term used to refer to several strategies that share certain characteristics. For purposes of this research the ethnographic method will be utilised. Previous studies (Maluleka, 2008) indicate that stakeholder participation is deeply embedded in the culture of participation prevalent in the community. This makes the ethnographic approach suitable for investigating participation of external stakeholders in the activities of the SGB.

According to Leedy and Ormrod (2005:137) in an ethnographic approach the researcher studies a group in its natural setting for a period of time, focusing on the everyday behaviour (e.g. interactions, language) of the people in the group with the intent of identifying norms, beliefs, social structures and other cultural patterns. To achieve this, the researcher will study six groups of SGBs in their schools in a selected area of investigation.

This study will employ the following research methods:

1.4.1. LITERATURE STUDY

Cresswell (2003:30) states that literature review provides a framework for establishing the importance of the study as well as a benchmark for comparing the results of the study with other findings. In agreement with the above statement, McMillan and Schumacher (2001:108) maintain that a literature review adds much to an understanding of the selected problem and helps place the results of the study in a historical perspective. Therefore, a literature study of both local and international sources will be undertaken to determine the nature of stakeholder participation.

A literature study of databases (Google Search)/ textbooks/reference books, journal articles, magazines, newspapers articles, dissertations, theses, educational legislation, circulars, manuals, internet programmes such as Proquest, Eric and Google Scholar was conducted with

the aim of investigating theories of policy implementation and to explore the nature of external stakeholder participation in school governance.

The following descriptors was used:

School governing body, governance, stakeholders, community, management, policy implementation, principal, learners, parents, educators, educator unions, non-governmental organisations.

1.4.2. EMPIRICAL INVESTIGATION

An empirical investigation was conducted to understand the participation of external stakeholders in the activities of the SGB. This involved exploring the perceptions and experiences of SGB members regarding the involvement of external stakeholders in school governance with regard to the role of external stakeholders, patterns of their participation, issues in which they are involved and the extent of their participation. As indicated earlier, the empirical investigation was based on the ethnographic approach.

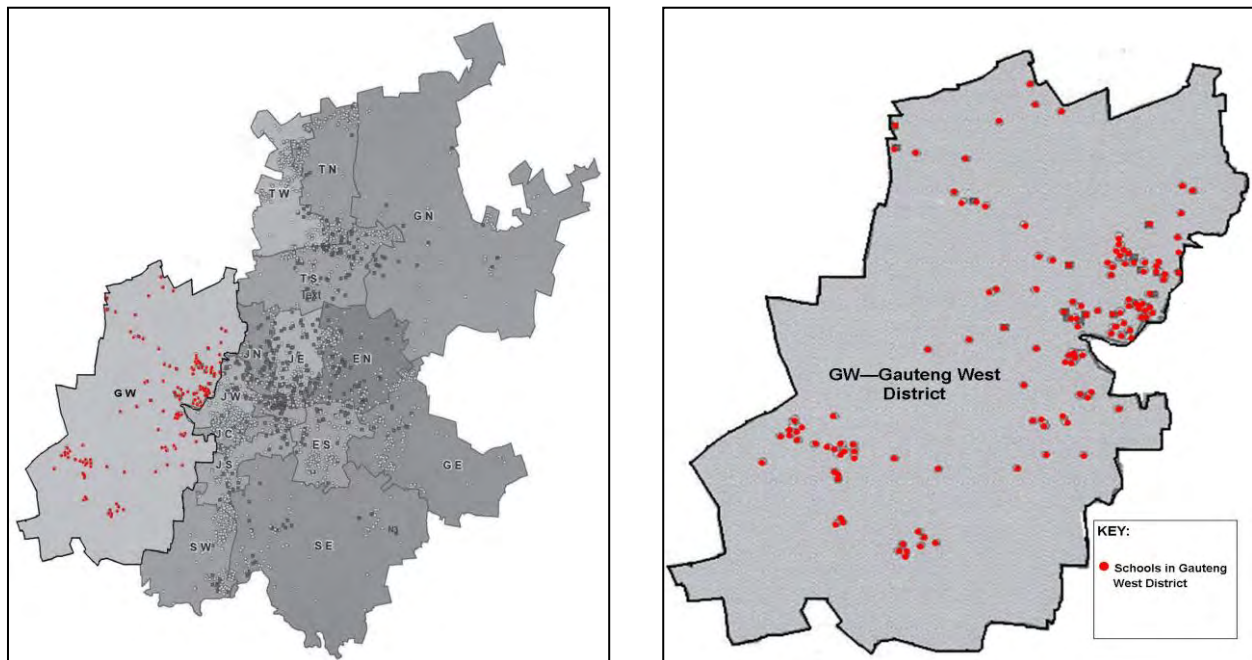
1.4.2.1. POPULATION AND SAMPLE

As a result of the ethnographic approach adopted in this study, purposeful sampling, as recommended by Strauss and Myburgh (2002:71), was used in order to obtain rich information from participants. The researcher selected a few participants who, by virtue of being members of the SGB, were knowledgeable about the participation of external stakeholders. According to McMillan and Schumacher (2001:404) purposeful sampling does not aim at involving a large number of randomly-selected participants, but a few information-rich key participants who can provide many insights into the topic.

The researcher collected data from the SGBs of three primary and three secondary schools (6 schools) in the Gauteng West District where the researcher works and is known among

participants. In each of the 6 schools the sample consisted of the principal, chairman of SGB, one parent, two learners, two educators, one non-teaching staff member and one co-opted member (N=54). Members from each component of the SGB (parents, learners, educators, non-teaching staff and co-opted members) was selected by simple random sampling. The sample was stratified into two township schools and one urban school in each category of schools as well as primary and secondary schools to make comparisons possible. The aim was to generalise results, but to obtain deeper insights into the problem of the research.

Figure 1.1: Geographical spread of Schools and Districts in Gauteng



1.4.2.2. Data collection methods

The collection of data allows researchers to anchor what they wish to discuss in the empirical world. The ethnographic methodology, adopted in this research, involved the use of various data collection methods such as observation, interviews and document analysis (Strauss & Myburg, 2002: 41). In this research the following data collection methods were used:

- **Observation:** This was done by attending SGB meetings in each of the selected schools to observe patterns of participation, issues discussed and especially to explore the role of co-opted members. From the literature study, the researcher constructed a suitable observation schedule to guide the process of observation. As a result of the limited time to complete the research, the researcher did not spend extended periods of time observing the SGBs, but attended only three meetings of the SGB in the selected schools.
- **Semi-structured interviews:** Individual structured interviews were conducted with members of the SGB in each of the 6 selected schools as follows: principal, chairman of SGB, one parent, two learners, two educators, one non-teaching staff members and one co-opted member (N = 54). Semi-structured interviews allowed interviewees more latitude to express their experiences and perceptions while keeping the interview focused.

The above methods necessitated the use of an audio tape recorder, careful note-taking and a heightened sense of observation in order to capture and understand the great volume of information that would be gathered. The methods also enabled the researcher to obtain rich and varied information and to explore the participation of external stakeholders in depth. In turn, this gave structure and substance to a proposed model.

1.4.2.3. Data Analysis

Data analysis is a technique for giving structure and attaching meaning to apparently unrelated pieces of information within the context of the research. The researcher listened to the tapes, read transcripts and study field notes in order to list key ideas, categories and recurrent themes. These ideas, categories and themes were initially named and coded according to analytical and theoretical ideas developed during the literature study. The researcher then adopted constant comparison in which he/she searches for consistencies and differences between the codes. The

codes showing consistencies was grouped together to form major categories. However, the researcher continued to code data until no new codes emerged. The various major categories or key themes was used to develop an overall description as seen by the respondents (McMillan & Schumacher, 2001:468).

1.4.2.4. Validity and Reliability

The question of validity is considered to be the “strength of qualitative research”. Validity refers to whether the research instrument actually measures what it is supposed to measure (White, 2005:202). It is used to determine the accuracy of the findings from the viewpoint of the researcher, the participant or the readers of the account (Cresswell, 2003: 195). To establish validity, the researcher used triangulation whereby responses from transcripts, field notes and draft reports were compared to establish consistency and accuracy of statements (Gall, Gall & Borg, 2003: 463-464). This was strengthened by the fact that the researcher used observations and interviews for data collection as required by the ethnographic approach (Niewenhuis, 2007a: 80).

Reliability refers to how well the interviews consistently yield similar results (Schulze, 2003:46). The researcher established reliability by probing for more specific answers and repeating questions when the responses indicate that the participants misunderstood the question. All questions were explained to the respondents and clarified so that participants understood the questions in the same way.

1.4.2.5. Ethical Aspects

McMillan and Schumacher (2001:196) define research ethics as dealing with beliefs about what is right or wrong, proper or improper, good or bad. The researcher observed and carried out the following ethical issues (Creswell, 2003: 69):

- ensured that participants remained anonymous,
- ensured that the information was kept safely and out of reach of unauthorised persons by the university,
- provided an accurate account of the information,
- used unbiased language regarding race, gender, ethnic group, sexual orientation, disability or age,
- avoided fraudulent practices such as suppressing, falsifying or inventing findings to meet the researcher's or audience's needs.

The research proposal and the questionnaire was also submitted to the NWU Ethics Committee for approval. Participants completed the Informed Consent Forms stating that they would participate willingly and have the right to withdraw from the research at any time without adverse consequences. The prescribed research request document of the Gauteng Department of Education was completed and submitted to the Department for approval to administer the research in selected schools. A letter of permission to conduct the research in Gauteng West District was forwarded to the District Director. The research request document from GDE and the letter of approval from the District Director was produced to the selected schools seeking permission to conduct the research.

1.5. CONTRIBUTION OF THE STUDY

The research contributed to a deeper and better understanding of the nature of participation, clarified the roles of external stakeholders in school governance and revealed ways in which external stakeholders could be involved in activities of the School Governing Body. The proposed model to facilitated the participation of external stakeholders which would assist School Governing Bodies in accessing the talent that could be offered by the community in developing and improving the quality of education at schools. The proposed model would also

clarify relations between the school and the community, thereby achieving more congruence between the SGB and the community and also enhancing feelings of ownership of the school among communities. Through the envisaged model, the study endeavoured to meet the challenges related to implementation of legislation with regard to involvement of external stakeholders and community members in school governance.

1.6. COMPOSITION OF THE RESEARCH CHAPTERS

The research is divided into the following chapters:

CHAPTER ONE: ORIENTATION TO THE STUDY

This chapter motivates the importance of investigating the specific research problem. The research methods to be applied in the study are introduced. The research aims, which are based on the statement problem, are clearly indicated in this chapter.

CHAPTER TWO: THEORETICAL BACKGROUND OF EXTERNAL STAKEHOLDER PARTICIPATION: A LITERATURE STUDY

Theories of participation and theories of policy implementation, concepts of school governance, international trends in school governance and school governance in South Africa are discussed in this chapter.

CHAPTER THREE: EXTENT AND PATTERNS OF PARTICIPATION BY EXTERNAL STAKEHOLDERS IN SCHOOL GOVERNANCE

This chapter explores the participation of external stakeholders, patterns which emerge and the extent of their participation as revealed by the literature.

CHAPTER FOUR: EMPIRICAL RESEARCH ON DATA COLLECTION OF STAKEHOLDER PARTICIPATION

The chapter focuses on the research design for this particular study. The research design, methods of data collection and data processing techniques are described. Furthermore the collected data are presented, analysed and interpreted.

CHAPTER FIVE: DEVELOPMENT OF A MODEL TO FACILITATE STAKEHOLDER PARTICIPATION IN SCHOOL GOVERNANCE

This chapter describes the model, including: explanation of what a model is, its form and structure, considerations of previous models and the presentation of a new model.

CHAPTER SIX: FINDINGS, RECOMMENDATIONS AND CONCLUSIONS

In this chapter the findings of the research are discussed and interpreted, followed by recommendations in relation to the research topic.

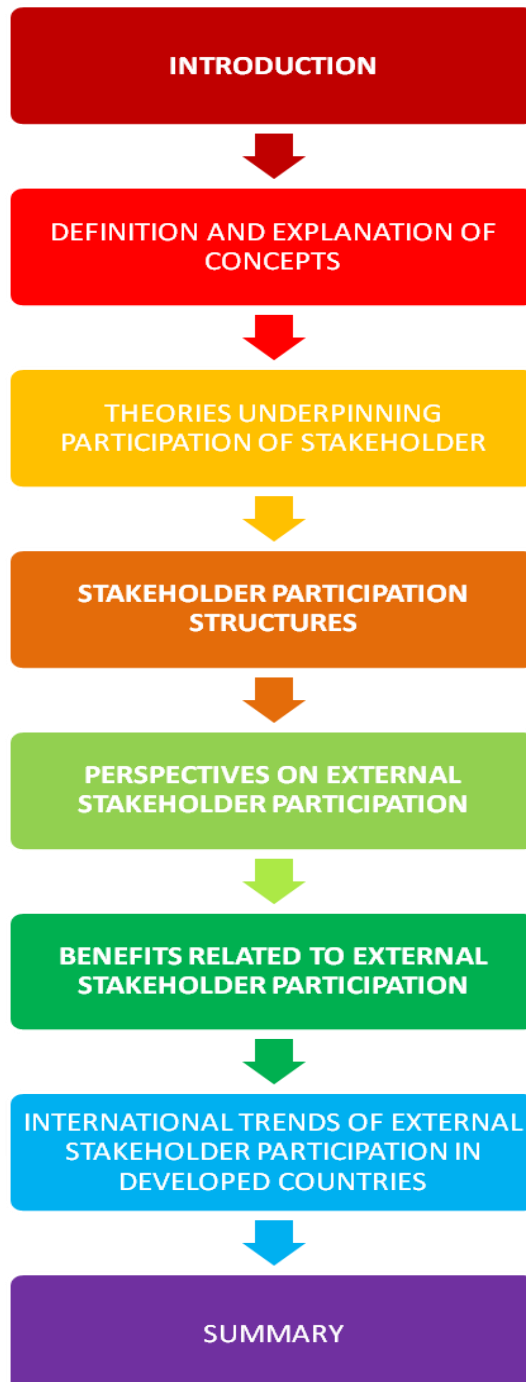
1.7. SUMMARY

In this chapter an orientation of the research is given. This comprises of a brief background and underlying the research, a discussion of the research problem aims of the research and an indication of the methods employed to achieve the research aims. The research design and methodology for the study, as well as the composition of the research chapters are outlined.

CHAPTER TWO

THEORETICAL BACKGROUND OF EXTERNAL STAKEHOLDER PARTICIPATION: A LITERATURE STUDY

OVERVIEW



2.1. INTRODUCTION

The first chapter of this research provided a background and motivation for the study of a management model to facilitate external stakeholder participation in school governance as one of the aspects of providing quality education for all learners. In order to investigate the participation of stakeholders in school governance it is necessary to trace the nature of school governance in schools. Therefore, this chapter covers a general background of school governance in a literature study.

In the 1970s and 1980s the National Education Coordinating Committee (NECC) incorporated democracy into all schools. The NECC started Parent-Teacher Association (PTAs) in primary schools and Parent-Teacher-Student Association (PTSAs) in secondary schools. But the authorities at the time had established school management councils and the PTSAs were in conflict with these councils. The government banned many PTSAs and detained many PTSA members. However, parents and teachers worked together in many schools to make them better. The National Department of Education decided to use the example of the PTA and PTSA when it started preparing a new act on the governance of public schools, the South African Schools Act, (SASA, SA: 1996a). The South African Schools Act, (SASA: SA: 1996a) which came into effect on 1 January 1996, was ushered into a new era of the South African education system.

The Act provides for a uniform system for the organisation, governance and funding of schools, thus bringing to an end the past system based on racial inequality and segregation. SASA has made it a requirement that every public school must establish a governing body which represents the school community. The governance of public schools requires active participation of parents, educators, learners in case of secondary schools, non-teaching staff and co-opted members. Section 23(1) of SASA (SA: 1996a) prescribes three categories of membership-elected members; co-opted members; and the principal of the school, who serves as an ex officio. Four types of members who may be elected are prescribed in section 23(2) of

the Act – parents of learners at the school; educators at the school; members of staff who are not educators; and learners in the eighth or higher grade at the school. Section 23(9) contains an important provision, namely that the number of parent members must comprise one more than the combined total of other members of a governing body who have voting rights. This last provision gives an important perspective on the views of the legislators, who are obviously of the view that parental views and inputs are important with regard to the governance of the school. SASA (SA: 1996a) recognises the rights and duties of these stakeholders.

This chapter covers a theoretical background of these stakeholders concerning their participation in the activities of school governance. The discussion commences with the definition and explanation of concepts regarding the research title. This is followed by theories underpinning the participation of stakeholders, which comprise of models of school management, as well as theories and models of participation. Thereafter stakeholder participation with reference to historical and nascent structures and a perspective on participation are discussed. The benefits and challenges related to stakeholder participation are mentioned in this chapter. Lastly international trends of the participation of external stakeholders in developed and developing countries are discussed.

All of the above discussions will assist the researcher in developing a conceptual framework that will enable her to collect, examine and analyse the data. A summary concludes this chapter.

2.2. DEFINITION AND EXPLANATION OF CONCEPTS

In order to assist readers to understand the problems being studied, the researcher has identified certain key concepts. These concepts are used throughout the research as they relate to the study. The research defines and explains each concept below.

2.2.1. Governance and School Governance

According to Joubert and Bray (2007:19) governance deals with the processes and systems by which an organisation or society operates. For these processes and systems to be unfolded in organisations and societies, a government should be established. The word “governance” is derived from Latin origins which means “*steering*”. This sense of steering a society can be contrasted with the traditional “top-down” approach of governments “driving” societies. The World Bank, on the UNESCO website, defines governance as “*the exercise of political authority and the use of institutional resources to manage society’s problems and affairs.*” There are three broad ways in which governance occurs:

- Through top-down methods that primarily involve governments and the state bureaucracy.
- Through the use of market mechanism where market principles of competition are employed to allocate resources while operating under government regulations; and
- Through networks involving public-private partnerships or with the collaboration of community organisations. School governance falls under the latter.

Karlsson (2002:329) refers to the Education White Paper 2 that unequivocally states “governance policy for public schools is based on the core values of democracy,” which are representation of all groups of stakeholder participation in active tolerance, rational discussion and collective decision-making. In terms of the United Nations Organisation for Economic Co-operation and Development “good, effective public governance helps to strengthen democracy and human rights, promote economic prosperity and social cohesion, reduce poverty, enhance environmental protection and the sustainable use of natural resources and deeper confidence in government and public administrations.” Hence (Joubert & Bray, 2007:20) agree that the above view coincides with the South African view that school governance is vested in SGBs.

These SGBs contribute to the democratisation of school education and the decentralisation of participation at community (school) level.

Hornby (2000:514), provides the following meanings for the word “governance”: the activity of governing a country or controlling a company or an organization; the way in which a country is governed or a company or institution is controlled.

In an article in the Finance and Development which is a quarterly publication of the International Monetary Fund, the authors define governance *“as the traditions and institutions that determine how authority is exercised in a particular country. This includes the process by which governments are selected, held accountable, monitored and replaced; the capacity of governments to manage resources efficiently and formulate, implement and enforce sound policies and regulations; and the respect.”*

The Education White Paper, No. 130 of 1996 defines the term governing body as a body entrusted with the responsibility and authority to formulate and adopt policy for each public school in accordance with the national and provincial policies and regulations. It is a statutory body of people elected to govern a school. As outlined in the Education White Paper 2, 1996:1 governance refers to *policy determination in which the democratic participation of all stakeholders at schools is essential*. In terms of SASA (SA: 1996a) (Section 16(1)), governance is vested in the SGB. This means that SGB’s at schools have been accorded the responsibility for the governance of schools, that is, determining the policy and rules where the school is organised, controlled and managed.

For the purpose of this research governance and schools governance refers to the participation of internal and external stakeholders in decision-making processes on specific educational matters related to governance issues.

2.2.2. Management

According to SASA (SA: 1996a) (section16(3)), the professional management of a school is undertaken by the principal, under the authority of the Head of Department (HOD). This means that the principal's task is to organise and control teaching and learning at the school effectively. The day to day administrative activities is the responsibility of the principal. The principal manages personnel as well as the finances of the school. Thus, the HOD has the power to expect cooperation and compliance from the principal in matters of school management.

Prior to 1990, SGBs of public schools in South Africa had restricted powers assigned to them. Their powers were symbolic in nature. The role currently played by SGBs in schools according to Davidoff and Lazarus (1999:66), is a management role to ensure functionality of schools. According to them, certainty, trust and security implies successful school management.

Davidoff and Lazarus (1999:67) have identified the following management aspects which are important to the management role played by the SGBs in schools:

- Management of systems (ensuring that the appropriate structures and procedures are in place and function well).
- Management of time (setting of priorities, time limitations and rules to abide by).
- Management of tension/stress (the creation of a work environment without unnecessary tension).
- Management of conflict (the design of mechanisms to handle conflict successfully).
- Care for all in the school (their background, feelings, opinions, etc.).

The above definition for the purpose of this research involves actions executed by internal and external stakeholders in management aspects regarding governance issues.

2.2.3. School governance and professional management

The previous systems of school governance, namely the PTAs, the PTAs and the school management committees had no or limited legislative powers. These committees were used only to raise funds for the schools. This changed with the democratically elected government in 1994 whereby SGBs managed school governance. School governance is primarily about the distribution of authority and voice. Authority includes explicit authority such as financial and policy decisions, as well as implicit authority involving the culture and values that determine the ethos of a school. Thus greatly impacting on the SGBs ability to contribute to education processes and decision-making (McLennan, 2000:10).

Governance is the responsibility of the SGB. It is about ensuring that schools have a clear mission and strategy, but not necessarily about developing it. It is about ensuring that schools are well managed, but not managing them. It is about giving guidance on the overall allocation of resources, but is less concerned with the precise numbers. Governance is about taking responsibility for the school's performance, but not involving the governing body in the detail of the performance measurement system. Governance is ultimately concerned with providing insight, wisdom and good judgment (Hudson, 1999:42).

Professional Management, which is a principal's responsibility, is about getting systems to operate effectively: Principals are responsible for supporting the process of developing the strategy. Once this strategy has been agreed upon by the SGB, it is the responsibility of the principal to turn the intentions of the governing bodies into actions and administer the systems and procedures needed to get results. Principals should ensure that all governance processes run smoothly (Hudson, 1999:42).

The functions of school principals which have implications on SGBs are spelt out in section 16 of the Amendment Act of Education Law (2007). While the original SASA (SA:1996a) addressed the functions of SGBs at great length, it was almost silent on the functions of

principals. The amendment starts by making it clear that principals are representatives of the HOD. The functions of principals in professional management can be categorised as follows:

Principals are required to implement all educational programmes and curriculum activities. The academic improvement plan should be developed by principals on a yearly basis indicating strategies for the improvement of academic performances. This plan is forwarded to the HOD and tabled at a SGB meeting. Annual reports on academic performances are forwarded to the HOD by the principals. Principals are to manage all educators and support staff. Disciplinary issues related to learners, educators and support staff which the SGB handles, must be assisted by principals. The implementation of policies at schools are managed by principals. Principals are to manage the utilisation of learning support material and other equipment at schools. The amendment requires principals, in their professional capacity, to provide assistance to the SGB in performing its functions. Principals are required to report to SGBs on issues relating to professional management at schools. Principals must inform SGBs about policy and legislation. Lastly, principals are expected to attend and participate in all meetings of SGBs.

The above mentioned concepts clearly defines the core duties and responsibilities of the SGBs and principals in regard to school governance and professional management. SGBs are responsible for the governance of the school while the principal manages the professional aspects of the school.

2.2.4. Stakeholders

The concept of „stakeholders“ has become fashionable in many countries, including South Africa. The notion is based on the assumption that, certain groups and individuals have an interest or a „stake“ in the activities of an institution. The word “stakeholders” can be defined as *those individuals who have a legitimate interest in the continuing effectiveness and success of an institution*. The primary clients are the learners, whose expectations and demands need to

be fulfilled (Waring, 1999:18). This concept is reflected in the language of the South African Government, which emphasises duties, as much as rights. The democratisation of education includes the idea that stakeholders such as parents, teachers, learners, non-teaching staff, co-opted members and community members must participate in the activities of the school (Department of Education, 1997:6).

According to Hornby (2000:410), the word “external” means *connected with or situated on the outside of* and the word “stakeholder” refers to *a person or company that is involved in a particular organisation, project or system*. External stakeholders in school governance would refer to the governing body members outside of the school organisation. These members would be the parents, unions, co-opted members and NGOs.

Hornby (2000: 849) defines “participation” as *an act of taking part in an activity or event*. Hence participation in this research is linked to the concept “stakeholder”. Stakeholder participation involves the participation of interested groups in school governance. These interested groups according to SASA (SA: 1996a), does not only call for the participation of managers, educators, parents, learners, non-support staff, but also the external participation to community members.

Davies (2005;58) states that the governance of schools resides in a body known as the governing body. A governing body is a group of people who govern a school. They are either elected or appointed. Members of governing bodies represent the school and its community. In other words the job of the governing body is to promote the best interests of the school and to ensure that all learners at the school receive the best education possible. The main job of the governing body is to help the school principal to organise and manage the school activities in an effective and efficient way. In other words, it must help the principal to govern the school well. A governing body must make sure that the school is run in the best interests of all stakeholders. It stands in a position of trust towards the school.

SASA (SA:1996a) consists of sixty four sections. Twenty two sections deal with governing bodies and a further twelve sections make reference to governing bodies. This shows that the education authorities see the governing body of a school as a very important entity in the governance of education. In the Employment of Education Act 76 of 1998 references are made to the role, status and functions of governing bodies. The primary reference source that deals with the powers, functions and duties of governing bodies is SASA. The Act, together with the labour relations Act 66 of 1995 and the Employment of Educators Act 76 of 1998, is of crucial importance to all parties interested in education.

Prior to 1994, educators, learners, parents and communities were largely excluded from governance. In 1996, with the promulgation of SASA (SA:1996a), the guiding principles namely access, redress, equity and democratic governance was emphasised. This Act provides, inter alia, for the decentralisation of power to schools through the establishment of school governing bodies that have considerable powers.

In the context of this study, stakeholders are divided into internal and external stakeholders. Internal stakeholders refer to members of SGBs who are elected parents, educators, learners in secondary schools and non-teaching staff. External stakeholders refer to people outside of the school organization such as Unions, NGOs, Co-opted members, Private Sectors, Government Departments, Association of SGBs and Stakeholder Forums. Thus the above concept stakeholder implies to people who assist with governance issues at schools.

- **Parents**

In the Constitution of the Republic of South Africa, Act 108 of 1996c, the rights and responsibilities of parents in the governance of schools are clearly outlined. Subsequent to the South African Constitution is the National Education Policy Act, 27 of 1996 which determines the national policy for education. This Act also underlines the rights of parents in school

governance. The South African Schools Act, 84 of 1996 is also quite clear about the rights and responsibilities of parents in the schools. This Act has given parents of all public schools full power over governance. Parents according to SASA (SA: 1996a) are fully involved in the policy and decision making process.

The National Education Policy Act of 1996e, Section 4 (m) states: ensuring broad public participation in the development of education policy and the representation of stakeholders in the governance of all aspects of the education system. The above statement reveals parental involvement of the highest level, since it deals with policy issues. Parents are to be competent and knowledgeable. Parent participation and empowerment are two possible ways in which parents can be involved in schools and exercise influence. Participation refers to the involvement of parents in providing input with regards to school affairs and the progress of their children without exercising influence. Empowerment refers to the parents' role in exercising influence within a school, typically through a decision making forum and is usually accomplished by legislated sources of power and authority,

According to Lemmer (2002:211), a number of legislations emphasising parental involvement were passed, catering for parents of different population groups. These legislations included the Regulation No 634 of 18 March 1966, the Education Policy Act, Act No 39 of 1967, the White Paper on the provision of education of 1983 and the General Education Affairs Act, Act No 76 of 1984. The above mentioned legislations made tremendous progress on maximising parental involvement in educational matters.

Mncube (2009:84) states that the role of parental involvement in education has been receiving greater interest. According to Lemmer and Van Wyk (2004:183-188) the model of Epstein with regards to parental involvement suggests that home/school communication should be a two-way communication and reflect a co-equal partnership between families and schools. Due to the involvement of parents as stakeholders in education many positive academic outcomes

have resulted such as low drop-out rates, fewer retentions and better results. (Gutman & Midgley, 2000:233).

One of the positive outcomes is that parent now have a keen interest in the type of education provided for their children. They want the type of education which will make their children not only employable in a highly competitive market, but also which will be able to make them succeed in whatever endeavours they are engaged in. Therefore parents play a pivotal and supportive role in the lives of the learners and the performance/functioning of the Department. It is absolutely essential that there should be a good working relationship between the parents and the schools. Regular parents' meetings are there to facilitate this good working relationship and to ensure that parents are well informed of what is happening at schools. Parents represent and are elected by other parents. So, parents need to be aware of what the other parents in the school are thinking. They need to find ways of consulting and reporting back to the other parents in the school. Therefore effective communication with the parents as a stakeholder group is vital.

- **Educators**

SASA (SA: 1996a), regards educators as an important group of stakeholders in school governance.

In order to restore or improve the culture of teaching in South African Schools as common purpose or mission among learners, educators and principals governing bodies must be developed, with clear, mutually agreed upon and understood responsibilities and lines of cooperation and accountability (RSA,1995:21-23). However, because there is a limited representation of educators on the SGB, the perception may be created that their input into school governance is under-valued. School governance was introduced with insufficient school-

level preparation and that, for many educators, this change appeared as a “top-down” state instruction.

To promote and support democracy, it is important that educators are involved in the decision making process, thereby sharing their professional expertise. They represent all educators in the school and are accountable to them. As Beckmann and Visser (1999:153-154), explain that educators as learned people are required to understand the legality of having to represent the interests of other educators who elected them democratically. Educators as knowledgeable people should be dedicated and committed in their tasks as governors. As SGB members their compliance in line with the constitution and code of conduct of the school is important.

However, challenges between the educators and SGB will always exist. Educators undermine the status and roles of parents. There are a number of reasons. These are: accepting change, ignorance of school laws, nature and value of parental involvement and knowledge of democratic ideas outlined in the South African constitution (Lemmer, 2002:201). Legislation namely, the SGB code of conduct, the South African Council of Educators (SACE) code of professional ethics and Employment of Educators Act, 76 of 1998 are codes of ethics which serve as a guide to the educator’s activities. These codes of ethics will assist the principal and chairperson of the SGB to monitor the quality of the educators’ performance and behavior in school governance. They have much legal content to deal with, for instance the maldiscipline of the educator aiming at defeating the purpose of school governance, namely to democratise the education system of the country (Beckmann & Visser, 1999:160).

- **Non – Teaching Staff**

Non-teaching staff refers to all staff members who are employed at the school and are not teaching the learners for example, gardeners, cleaners, admin clerks, night watchmen and typists. They are there to give support in order to ensure that there is effective teaching and

learning at a school. One representative of the non-teaching staff serves on the SGB. This representative is elected by the non-teaching staff to participate in the SGB.

- **Learners**

In a South African context the notion of learner participation in school governance was brought about by the democratic elections in 1994. SASA (SA:1996a) states that:

A representative council of learners (RCL, formerly SRC) must be established at every public school enrolling learners in the eighth grade and higher, a member of the Executive Council (MEC) may by notice in the Provincial Gazette, determine guidelines for the establishment, election and functions of RCLs (Department of Education 1996:10). Understanding the South African Schools Act (1997) it is the duty of the RCLs to elect learners to serve on the SGB (DOE, 1997b:42), which results in secondary school learners legally having stakeholder status.

Christie (2001:56) further emphasizes that in secondary schools, learners are to be represented. This is in line with the democratic principles of the new constitution and the international trend of increasing powers at school level. Learner participation through their RCLs, is in keeping with the principles of democratic management, i.e. transparency, participation and recognition of stakeholders.

Learners are defined as an important group of stakeholders in SASA (SA: 1996a). The establishment of the Representative Council of Learners (RCL) is provided for in Section 11 of SASA (SA:1996a) and states that some of the members of the RCL be included in SGBs. Learner participation in school governance is defined by SASA (SA: 1996a) as a mandatory, legal and recognised arrangement (Anon, 2001:5-7). It is compulsory for all secondary schools to establish a RCL.

The SGBs should be aware of all the restrictions governing learner participation as outlined in SASA (SA: 1996a). It excludes learners from the financial and management decision process. The reasoning is that learners are not yet financially accountable for themselves. These learners are financially dependent on their parents. The SGBs should possess the ability and knowledge to work with learners that serve the same structures as they do. SASA (SA: 1996a) should be used as the guideline in this regard.

According to Mda and Mothata (2000:6), the system of school management took a top-down form, which gave rise to rigid control mechanisms that, more often than not, alienated the pupils, staff and community from the formal authority figure, namely the principal of the school. Educators and learners on the other hand had no formal powers in school governance.

However, learners continued to put pressure on authorities to create some form of representation through which their voices could be heard. Their call was to be allowed to form school Representative Councils (SRCs) that would be recognised by all authorities. The Soweto riots of 1976 marked the beginning of a startling new development in school governance. For the first time it became clear that learners would have to be considered as active participants in the way schools were run (Hartshorne 1999:68).

What, in essence, does learner participation in school governance imply? It implies that if this concept of learner participation in school governance is widely developed, it will greatly contribute to educating the youth on how to positively contribute to democracy now and in the future.

From the above definitions, it may be said that this research study deals with the participation of parents, educators, learners and non-teaching staff as internal stakeholders in school governance.

- **Co-opted Members**

SASA (SA: 1996a) makes provision for SGBs to co-opt people on the basis of their knowledge and expertise. In other words, individuals who have special skills or expertise can be asked to assist the SGB with fulfilling its functions. However, co-opted members do not have voting rights. For example, in case of special schools, SGB members might include representatives of parents of learners with special needs, disabled persons, representatives of organisations of disabled persons, experts in appropriate fields of special needs education and representatives of sponsoring organisations. Representatives of parents of learners with special needs and disabled persons would have voting rights, but the others would not (Chaka,2008:16).

SASA (SA: 1996a) (Section 23 subsection 10), states that the number of parents at any stage is not more than the combined total of other members with voting rights. If a parent is co-opted with voting rights, the co-option ceases when the vacancy has been filled through a by-election which must be held within ninety days after the vacancy has occurred according to a procedure determined in terms of section 28 (d) in SASA (SA: 1996a).

Co-opted members are chosen for their experience and skill. They are there to broaden the experience of the governing body, so that it reflects the local community. A governing body may invite members of the community to be members of the school's governing body. They are called co-opted members. Co-opted members help the governing body to fulfill its functions, but they do not have the right to vote. If, for example, a school is on a private property, then one of the co-opted members will be the owner of the property or someone the owner chooses. Schools that provide education for learners with special needs should have at least one co-opted member who is an expert in this area.

The above-mentioned definition describes that co-opted members are optional and are there to help SGBs with its functions.

2.2.5. Participation

Hornby (200:849) defines “participation” as *an act of taking part in an activity or event*. Hence participation in this research is linked to the concept “stakeholder.” Stakeholder participation involves the participation of interested groups in school governance. These interested groups according to SASA (SA: 1996a), does not only call for the participation of managers, educators, parents, learners and non-support staff but also for external participation to community members.

The decision of the members of governing bodies to participate in government policy in South Africa can be complex, because the term “participation” has different meanings for different people against the background of the cultural diversity in South Africa. Distinguished four ways of participation in the governance and management of schools in South Africa:

- Community participation that points to common and shared aspects of human interaction. Participation in communities becomes different and fragmented on grounds of class, race, sex and nationality.
- Participation as partners implies that legal partners obtain the right to participate in educational processes.
- Regulated (co-operative) participation, which assists in moving away from the potential antagonism caused through community participation.
- Weighted participation, where groups of participants have more rights than others, for example the parent component constitutes the majority in SGBs.

The above definition implies how internal and external stakeholders take part in the issues of governance at schools.

The table below is designed to help governors to differentiate between governance matters (the work of governors) and professional management matters (the work of the principal).

TABLE 2.1: GOVERNANCE AND PROFESSIONAL MATTERS

Governance Matters	Professional Matters
<ul style="list-style-type: none"> • Finance (budget, fee setting, fee remission criteria, monitoring of income and expenditure, maintenance of financial records, auditing of financial records, inventory and stock control) • Funding for maintenance of buildings and grounds (if the school has section 21 rights) • Maintenance of buildings and grounds • Subject choice (must act within provincial education department policy) • Admission policy • Code of conduct, school rules and disciplinary policies • Drugs policy • Extra-curricular policy • HIV / AIDS policy • Language policy • School uniform and dress code • Serious misconduct procedures and suspension of pupils • Teacher appointment recommendations • First aid policy • Pupil transport and the use of safety of school vehicles 	<ul style="list-style-type: none"> • Implementation of and compliance with the policies and procedures of the provincial education department • Implementation of and compliance with the policies and procedures of the school governing body • Control safekeeping and maintenance of pupil and staff records • Homework policy timetable and allocation of teaching load • Staff code of conduct and dress code • Compliance with the occupational Health and Safety Act • As the representative of the provincial education department on the school governing body, the principal also has the responsibility of ensuring that the school governing body acts within legislative framework of South African Schools Act.

The above table clearly distinguishes between governance and professional matters. However, one area where governors, particularly the chairperson of the SGB, need to step with care is in

their relationship with the principal and his duties as the operational head of the school. It is the duty of the provincial education department and the SGB to put in place the framework within which the school must operate and provide the resources that it requires to function. Therefore it is the duty of the principal to ensure that it functions according to that framework and that the best use made of the resources provided. The closer the co-operation between the principal and the SGB, the better the relationship, the better it is for the school.

Below are examples whereby the SGB and SMT work on different aspects of the same matter:

TABLE 2.2: SCHOOL GOVERNING BODY AND SCHOOL MANAGEMENT TEAM

Governance	Professional
School Governing Body	School Management Team
<p><u>Activities in school</u></p> <ul style="list-style-type: none"> - Will develop the mission statement of the school - Will decide on activities after school hours <p><u>Staff</u></p> <ul style="list-style-type: none"> - Will interview new staff and make recommendations to the Head of Department - Will support the staff in their professional development <p><u>School discipline</u></p> <ul style="list-style-type: none"> - Will make sure that the code of conduct is respected in the school, to maintain order and good behavior <p><u>School finances</u></p> <ul style="list-style-type: none"> - Will prepare an annual budget - Will raise funds - Will keep the financial records of the school - Will ensure that school fees are collected in accordance with decisions made by all stakeholders - Will start and administer a school fund - Will open and maintain a bank account 	<p><u>Activities in school</u></p> <ul style="list-style-type: none"> - Will administer and organise the teaching and learning activities at the school in accordance with the mission statement developed by the governing body - Will decide on teaching and learning activities during school hours <p><u>Staff</u></p> <ul style="list-style-type: none"> - Will manage and supervise the work of staff - Will deal with complaints about individual staff members <p><u>School discipline</u></p> <ul style="list-style-type: none"> - Will make sure that the code of conduct is respected in the school, to maintain order and good behavior <p><u>School finances</u></p> <ul style="list-style-type: none"> - Will manage school finances in accordance with decisions made by the governing body

The underlying principle is to ensure that educators, parents, learners and non-teaching staff actively participate in the governance and management of the schools with a view to providing a better teaching and learning environment. As school managers principals should enhance an effective school climate that supports high expectations for learning and commitment to continuous improvement. They should help the SGB with effective governing strategies and recognise and reward SGBs efforts to improve governance effective learning. The demise of a rigid centralised and bureaucratic approach to education brought about by SASA (SA:1996a) has paved the way for a more interactive approach to school governance and management

According to SASA (SA: 1996a) there are defined responsibilities that need to be attended to by the SGB and other matters that must be decided on by the principal. The day to day teaching and learning activities of a school are the responsibilities of the principal. The SGB executes policy matters. However, there may be areas where management and governance overlap. Therefore it is important that governors and management work as partners to ensure effective and efficient schools. An example where there are areas of overlap between management and government is the area of budgeting. The principal and teaching staff needs to indicate their classroom needs clearly to ensure accurate budgeting.

2.3. THEORIES UNDERPINNING PARTICIPATION OF STAKEHOLDERS

According to Bush (1999:246), theory and practice are often regarded as separate aspects of educational management because academics develop and refine theory, whereas managers engage in practice. Thus a gap is created between theory and practice. The theory-practice gap stands as better theories are constructed which predict the effects of practice (English, 2002:1-3).

Theory may be perceived as esoteric and far away from practice, which could be a weakness. Yet in educational management the test of theory is its relevance to practice. The importance of theory is to explain practice and provide an action guide to managers. It provides the

framework for managerial decisions. In schools managerial activities are enhanced by the explicit awareness of the theoretical framework underpinning practice (Bush, 2003:24).

Of course theory is useful as long as it is relevant to practice. Theory for practice is significant to managers in education. The relevance of theory should be judged by the extent to which it informs managerial action and how it contributes to the resolution of practical problems in schools.

2.3.1. Models of School Management

According to Mosoge (1996:120) in order to achieve uniformity and account for new developments, models of participative structures such as the school management team should perform basic functions. These functions would be performed by the various stakeholders in this team. There are five models that would now be discussed regarding participation of stakeholders.

2.3.1.1. Structural Model

Structural models refer to the pattern of relationships between people in institutions. How these individuals relate to each other in order to achieve the institution's goals/objectives is brought out in this model. The unity and integrity of the institution focusing on the interaction between its component parts with the external environment is emphasised in the systems model. It stresses the unity and coherence of the institution. As prime institutions schools have integrity. All stakeholders recognise the school as a meaningful entity, a place of belonging. This model emphasises the agreed on objectives which have the support of all stakeholders.

2.3.1.2. Systems Model

System models emphasise the unity and integrity of the organisation. It focuses on the interaction between the component parts and the external environment. Members form the organisation and externally recognise the school as a meaningful entity. This model shares with other formal models, where the emphasis is on agreed organisational objectives. The institutions develop policies in pursuit of these objectives, thereby assessing its effectiveness. This model is categorised into closed or open systems in terms of the organisations relationships with its environment. Organisations such as schools are viewed as open systems in order to encourage interchanges with the environment. In education, open systems theory shows the relationship between the institution and external stakeholders such as parents, NGO's, community, etc.

2.3.1.3. Bureaucratic Model

A bureaucratic model seeks efficiency by approaching management through rational processes. In this model there is a hierarchical authority structure, based on accountability to the head of the institution. It emphasises goal orientation of the institution. These goals are to be achieved by all stakeholders. There is division of labour with staff specialising on the basis of their expertise. In bureaucracies decisions and behaviour are governed by rules and regulations rather than personal initiatives. This model emphasises impersonal relationships between staff and other stakeholders to minimise individual decision-making. Merit is used as criteria for recruitment and career progress of staff members in this model. Heads of schools are accountable to the SGB for the operation of the school in this model.

2.3.1.4. Rational Model

The rational model emphasises managerial processes. It focuses on the process of decision-making. This process of decision-making takes place within a recognised structure of achieving

the institution's objectives. In the rational model resources are allocated according to the organisational objectives. The expenditure of these resources are related to the achievement of objectives. This model emphasises on the value for money, the concept of economy, efficiency and effectiveness.

According to Coleman and Anderson (2000:1102) this model is normative as it reflects how the organisation and individuals should behave. Due to emphasises being placed on objectives to be achieved there could be disputes. The choice of solution could be impartial and detached, because individuals or groups would promote their own interests at the expense of the goal of the organisation.

2.3.1.5. Hierarchical Model

The hierarchical approach stresses vertical relationships within organisations and the accountability of leaders to external opinions. In schools principals should cascade all information downwards via the Deputy Principal and heads of Department for implementation. The concept of accountability is important. In schools, the principal is accountable to the HOD for the performance of staff members.

2.3.2. Theories and Models of Participation

According to Bush (2003:31), there are six models of decision-making, but the researcher will only discuss three of these models which are relevant to this research. The models are political, collegial and formal. A discussion on each model follows:

2.3.2.1. Political Model

According to Bush (2003:89) political models embrace those theories which characterise decision-making. This model assumes that in institutions policy and decisions emerge through a

process of negotiation and bargaining. In schools political models are described as „micropolitics“. Mawhinney (1999:161) defines micropolitics as the interaction and political ideologies of social systems of educators, administrators and learners within school buildings.

Hoyle (1999:214) makes a useful distinction between policy and management micropolitics:

„the concerns of policy micropolitics is how the school and its staff members respond to external pressures such as resistance. Micropolitics are concerned with strategies deployed in the conflict of interests between educators, the main focus being the conflict of interests between school leaders and educators.

Political models differ from both the formal and collegial approaches. They focus primarily on the goals of sub-units or groups of individuals rather than on the objectives of the institution. Ultimately, goals become „organisational“ according to the resources of power that could be mobilised in their support. The purposes of the most powerful groups emerge as organisational goals.

According to Bush (2003:102) organisational structures emerge from the process of bargaining and negotiation. Formal and collegial models present structure as a stable aspect of the organisation, while political models regard it as one of the uncertain and conflicting elements of the institution. The structure is developed to determine which interests are to be served by the organisation.

Hoyle (1999:217) adds that „the nature of micropolitics has changed with the increasing permeability of the school boundary“, an explicit recognition that the greater the decentralisation of power to self-managing schools, the greater the requirement for effective boundary management within what is essentially a political framework. SGBs have a political role in representing community interests and harmonising them with the aims and culture of the school.

Political models fit into the day-to-day reality of schools and provide a guide to theory-for-action to the principal, SMT, educators and learners. They emphasise the prevalence of conflict in an organisation. Interest groups form and pursue their interests at every opportunity. Decision-making depends on bargaining and negotiation and the outcome depends on who has the power. This model is regarded primarily as a descriptive or explanatory theory. It advocates decision-making processes amongst stakeholders in the participation of school governance.

2.3.2.2. Collegial Model

Bush (2003:64) defines collegial models as determining policies and making decisions through processes of discussions leading to consensus. Power is shared among members of schools who share the same aims of the institution.

In 1980s and 1990s this model was used as most appropriate way to manage schools. It was closely associated with school effectiveness and school improvement and regarded as the official model of good practice (Bush, 2003:64). The collegial model reflects the prescriptive view that management ought to be based on agreement. It believes that decision-making should be based on democratic principles. It is an idealistic model rather than one that is founded firmly in practice. The normative dimension of collegiality is evident in post-apartheid South Africa. There is a commitment in democratic institutions to eradicate the injustices and inequalities of the past. This is particularly evident in the decision to establish SGBs in all schools. Collegial models are appropriate for schools. The South African government links governance to wider democratic objectives in its advice to school governors: "Just like the country has a government, the schools which children in the community attend requires „government“ to serve the school and the school community (Department of Education, 1997:2)".

Bush (2003:65) explains that the empowerment of SGBs is largely a matter of faith as this change has been matched by professional collegiality in schools. According to Bush (2003:72, 73) the collegial model deals with the aims or objectives of the institution. It assumes that all

stakeholders agree on the goals of the institution as they have a shared view of the purposes. Agreement on the aims or objectives is the core element in participative approaches to school management. Goals have three main functions:

- they provide a general guide to activities, enabling stakeholders to link their work to school objectives.
- they serve as a source of legitimacy, enabling activities to be justified if they contribute to achievement of the goals.
- they are a means of measuring success; a school is successful if it achieves its objectives.

This model supports the principle of consultative, participatory and democratic leadership or decision-making. Every stakeholder and member of the school participates in decision-making, which results in the consultative process. This promotes ownership of action which results in decision-making. The process of decision-making includes all stakeholders within the institution (Makhubela, 2005:20).

Decisions in the collegial model is reached by consensus as it is a democratic process, which should be encouraged amongst all stakeholders. This approach to school decision-making could be difficult to sustain, as principals remain accountable to SGBs. Participation represents the internal dimension of democracy while accountability refers to the external aspect of democracy. Collegiality is an elusive ideal, but a measure of participation is essential if schools are to be harmonious and creative organisations. This could be achieved through the participation of stakeholders in the activities of school governance.

2.3.2.3. Formal Model

The formal model, as defined by Bush (2003:37), is a model that assumes a hierarchical system in organisations in which managers use rational means to pursue agreed goals. The managers

possess the authority within the organisation and are accountable to sponsoring bodies for the activities of their institutions.

The term „formal“ is used to emphasise the official and structural elements of organisations. This model focuses on pursuing the objectives of the institution through rational approaches (Bush, 2003:37). Formal models assume that organisations are hierarchical systems in which managers use rational means to pursue agreed goals. Heads possess authority legitimised by their formal positions within the organisation and are accountable to sponsoring bodies for the activities of their institutions.

Several common features of this model are:

- It tends to treat organisations as systems. A system comprises elements that have clear organisational links with each other. Within schools, and colleges, for example, departments and other sub-units are systematically related to each other and to the institution itself.
- Formal models give prominence to the official structure of the organisation. Formal structures are often represented by organisational charts which show the authorised pattern of relationships between members of the institution.
- In formal models the official structures of the organisation tend to be hierarchical. Organisational charts emphasise vertical relationships between staff. In secondary schools staff is responsible to heads of department who, in turn, are answerable to heads and principals for the activities of their departments. The hierarchy thus represents a means of control for leaders over their staff.
- All formal approaches typify schools and colleges as goal-seeking organisations. The institution is thought to have official purposes which are accepted and pursued by members of the organisation. Cheng (2002:52) claims that goal development and achievement is one of two main general elements in leadership: „How to set goals, create

meanings, direct actions, eliminate uncertainty or ambiguity and achieve goals is also a core part of leadership activities in education." Increasingly, goals are set within a broader vision of a preferred future for the school.

- Formal models assume that managerial decisions are made through a rational process. Typically, all the options are considered and evaluated in terms of the goals of the organisation. The most suitable alternative is then selected to enable those objectives to be pursued. The essence of this approach is that decision-making is thought to be an objective, detached and intellectual process.
- Formal approaches present the authority of leaders as essentially a product of their official positions within the organisation. Heads and principals possess authority over other staff because of their formal roles within schools and colleges. Their power is regarded as positional and is held only while they hold these senior posts.
- In formal models there is an emphasis on the accountability of the organisation to its sponsoring body.

For this model to be effective at schools participation of stakeholders in school governance is important. This model would assist stakeholders in understanding the goals and objectives of schools which are to be achieved through their participation in SGB activities.

2.3.2.4. JAPANESE MODEL

The Japanese model offers a participative management approach which should be used by SGBs in promoting the participation of external stakeholders in school governance. This model comprises of the following characteristics which are discussed briefly:

- **Life-Time Employment**

The Japanese model as cited by Mosoge (1996:25) is built around the concept of life-time employment which stresses team spirit and commitment by the SGB. Adopting this concept

would lead to teamwork and commitment amongst all stakeholders in governing schools. This concept would form the basis for a participative relationship between the SGBs and schools (Mosoge, 1996:25).

- **Team Building**

Teamwork forms the basis of the Japanese model. The Japanese manager works side by side with his sub-ordinates which fosters a sense of intimacy and communal responsibility in attaining objectives (Mosoge, 1996:26).

According to Haines (2007:25) the SGB is made up of people from different backgrounds. They may have different ideologies which could result in conflict with each other. Thus the principal, as the manager of the school, has to find ways to support the SGB to work together in attaining the objectives of the school. Trust and respect among SGB members is important. Trust is built when people get to know each other's beliefs, values, interests and strengths. As trust developed over time, SGB members would be more open to taking risks, sharing their opinions and resolving conflicts in positive ways.

- **Consensus Forum of Decision-making**

Mosoge (1996:26) states that decision-making is a participative approach which would not occur from individual effort, but rather through co-operation and sharing of tasks and responsibilities within a team. SGBs as teams jointly work together in making decisions on school governance through a consensual approach.

- **Precept of Subtlety**

This concept describes the deep-rooted intimacy that exists among team members. However, through subtlety SGBs could find that certain decisions are not based on facts and therefore

cannot withstand scrutiny of an outsider. This results in the Japanese model emphasising trust and commitment in the team approach, instead of relying on hierarchy and monitoring in directing and controlling behavior of team members.

- **Evaluation and Conclusion**

Mosoge (1996:27) describes the Japanese model as a perfect example of participative management because it clearly indicates how participation should be practised in management. The participation should be adapted and modified to the culture in the community where the school operates. Thus teamwork is the basis to this model.

2.3.2.5. Democratic Theory

According to Karlsson (2002:327), the post-apartheid model of school governance is structured to represent democracy through the tri-annual electoral process and inclusion of relevant stakeholders. Based on this principle of democratic theory all SGB members have equal rights to be involved in the running of schools. From this theory three views of democracy emerge, namely, direct democracy, liberal democracy and proletarian democracy (Mosoge, 1996:32)

A brief discussion on the three views of democracy will be discussed in relation to stakeholder participation in school governance.

- **Direct Democracy**

Democracy, as defined by Hornby (2000:309) *“is fair and equal treatment of everyone in an organisation and their rights to take part in making decisions,”* as well as *“a system of government in which all the people of the country can vote to elect their representatives.”*

SGBs contribute to direct democracy in schools through the voting process that occurs during elections of SGBs. The election procedures allow parents to be engaged in democratic processes as well as in decision-making and equal opportunities. This assists them in developing democratic skills and values. In this way parents spread democracy to the wider society (Mncube, 2007:129).

The aim of SASA (SA: 1996a), was to promote democracy in society through SGBs. One of the strategies used by SGBs to accomplish this was by allowing learner governance to participate in meetings and decision-making. SGBs have gradually accepted learners as full members. According to Mncube (2007:140), as SGB members practise democracy in schools, they eventually accept democracy as a way of life and spread it in the wider society of South Africa.

Through direct democracy the values of democracy-participation, representation, collective decision-making, tolerance and rational discussion takes place.

- **Proletarian Democracy**

Proletarian democracy is based on the principles of social democracy. This refers to the expansion of the state's influence and power in civic society (Mosoge, 1996:34). A proletarian democracy also uses representation in its government. This democracy refers to the government being in the hands of the proletarians or workers. In the political process the masses participate through a system called consultative democracy (Mosoge, 1996:34).

SGBs, through consultative democracy, keep in regular contact with the school and external stakeholders on governance issues. Consultative democracy assists SGBs with policies whereby consultation occurs at all levels of governance during formulation, ratification and implementation processes. Continuous feedback to all stakeholders on issues of governance promotes the democracy of consultation.

- **Liberal Democracy**

Liberal Democracy represents the principle of equality. The rights of individuals, as well as their basic freedom of speech, assembly and press, form part of this type of democracy. Through these rights the participation of stakeholders in school governance is guaranteed. In the period between elections these rights and freedom can be used as a tool for changing policies. These rights and freedom are incorporated in the constitution (Mosoge, 1996:33).

SGBs use liberal democracy whereby their members are divided into constituents and the community elects representatives to serve on its behalf on this body. The participation of the community is through voting during the SGB elections to elect these representatives (Mosoge, 1996:33). Although this participation is limited to voting for representatives, participation occurs in decision-making.

From the above discussions it was evident that the models emphasised the participation of various stakeholders. These various stakeholders perform various functions within the SGB.

2.4. STAKEHOLDER PARTICIPATION STRUCTURES

2.4.1. Historical participation structures

One of the most significant achievements of South Africa's democratic government has been the transformation of the school governance system, that is, changing the way in which decisions are made about how schools are run and making sure that all the main groups are able to play a role in making those decisions. The introduction of democratic school governance, particularly school governing bodies (SGBs), is a break from the centralised system of education governance under apartheid and an acceptance of a democratic education system. These changes in the education system came about through SASA (SA: 1996a).

Education governance and administration under apartheid were characterised by racial and ethnic fragmentation. There were nineteen education departments one for each of the different racial and ethnic groups that were created by the apartheid government.

In 1948 the National Party came into power and established the Eiselen Commission. An enquiry into the so called Native Education was conducted by the Commission from 1949 to 1951. A report was compiled by the Commission. Based on this report governance of black people's education was transferred from the missionaries and civil society to the National Party government. In Bantu Education, decentralised structures were established down to school level.

School governance structures, which were called school boards or management councils existed in all nineteen education departments. However, participation of stakeholders in the school governance structures was limited, as it comprised of the parent component while educators and learners were excluded. The decision-making powers lay with the central government, and not the school governance structure. Policies were made by the central government to be implemented by the decentralised structures. These structures were also utilised to transfer part of the financial burden for education from the apartheid government to black communities. This prevailed in the Bantustan-based community schools. These communities had the responsibility for the school buildings and school fees.

At state schools it was not necessary for parents to contribute financially. However, fundraising for schools by parents was voluntary. This was a strategy used by the apartheid government to advance the development of the white minority while oppressing the black majority. Differential education was part of this strategy whereby whites were educated to be dominant and blacks were educated to be subordinates. The parents of black children wanted structures in which all interest groups could participate, such as mass democratic movement, non-governmental organisations (NGO's) and teacher organisations.

In black primary and secondary schools Parent-Teacher-Students Association (PTAs) respectively were formed through the apartheid school governance. The National Education Crisis Committee (NECC) which was later renamed the National Education Coordination Committee, coordinated the formation of PTAs and PTSAs.

In 1990 the African National Congress (ANC) was unbanned. This resulted in the country undergoing changes which pressurised the apartheid government. The Department of Education and Culture in the House of Assembly responsible for white education converted white state-aided schools to other models, including private schools and model C schools whereby SGBs were responsible for financing the school. The Department of National Education announced in 1992 that all state-funded schools could be converted to Model C schools. This was possible only if majority of the votes were by parents. Hence, parents chose this option and the majority of state schools converted to Model C. The governing bodies in model C schools and PTSAs & PTAs in black schools formed the basis for the post-apartheid school governance structures.

2.4.1.1. School Boards And Management Councils

It is important to meet the requirements as set out in SASA (SA: 1996a) for the election of governors in certain schools. This also implies to boarding and special schools. In the case of boarding schools, the majority of the parents live far away from the school, which creates a challenge for them to attend SGB meetings and participate in various activities. At special schools learner governors may not be able to participate as members of the SGB due to their disabilities (Clarke, 2009:71). Therefore permission should be sought for learner governors at special schools to be omitted. To overcome the challenge faced by boarding schools, where more than fifty percent of parents reside far away from the school, the principal should apply to the Head of Department to nominate parent members. The names of these nominated parent members should be submitted to the District Office (Clarke, 2009:71).

In South African Black Schools in the late 1970's and early 1980's the governance structures was the School Committee. The secretary for Bantu Education, as well as tribal authority nominated the members for the school committee. This committee played an advisory role as well as making recommendations on selection of staff, discipline, admission of learners and was also involved in fund-raising activities (Maraj, 2000:59-60).

The Department of Education and Training (DET) schools experienced a change in structures of governance in the late 1980's. The School Management Council or Governing Council was formed. This structure had greater community representation than the former (School Committee) and was expected to represent the wishes and aspirations of the parents and the school community (DET Annual Reports, 1984:02 and 1989:04). These governing structures contributed more to policy matters.

2.4.1.2. Parent Teacher Associations (PTA)

In 1990 the Parent Teacher Association (PTA) was formed as the most democratic governance structure which represented important stakeholders namely, parents, teachers, and principals. The PTA, a school governance body operated at primary school level. Students at primary schools were presumably too young to be involved in school governance and therefore not included in PTAs (Maraj, 2000:65). Although PTAs provided a link between school staff and parents, their participation was limited to fundraising activities.

PTAs have been replaced by SGBs at primary schools without learner representative and the SGBs have greater responsibility. Today many schools have PTAs as a sub-committee, whose function is mainly to promote close relationships between parents and educators. This committee consists of elected parents per grade and staff representatives. They plan and organise activities at schools. This committee is also called the parent service groups (Clarke, 2007:60).

These service groups consist mainly of mothers who are happy to support the school in terms of activities rather than governance and management issues. The PTA committee should give regular feedback to the SGB (Clarke, 2007:176-177). Through this committee a strong partnership is built among the school, the SGB and the parent community. The strength of this partnership depends on the extent to which the principal and staff encourage and welcome parental involvement in school activities (Clarke, 2007:60).

2.4.1.3. Parent Teacher Student Associations (PTSA)

Due to the continued struggle by learners for their own structures, recognition and to have a say in the running of their education institutions, the concept of Parent Teacher Student Associations (PTSAs) was formed in 1990. This democratic structure was designed to give both parents and learners the opportunity to participate in school governance, through representation in secondary schools (Nongubo, 2004:12). According to Nongubo (2004:12-13), in black schools PTSAs played a minimal role in decision-making processes. PTSAs were established to replace school committees, which served as advisory bodies in matters such as school uniform and they had very little say over educational matters.

According to Evans (2000:280):

“Principals were free to lead without worrying about being viewed as autocratic.. they could worry less about whether they were using the right style and less about other process-based concerns... contrary to the laws of human relations, which remind us always to involve people....”

The above quotation outlines the fact that governance structures in schools did not have the participation of all stakeholders, that is parents, learners, teachers and external organisations. This was due to the fact that structures in place did not allow the participation of stakeholders to take place. Therefore stakeholders did not collaborate or co-operate in school governance (Nongubo, 2004:13).

The 1994 democratic elections brought about changes that formalised learners' participation in school governance. To that effect SASA (SA: 1996a) states that:

"A representative council of learners (RCL, formerly SRC) must be established at every public school enrolling learners in the eighth grade and higher. A member of Executive Council (MEC) may by notice in the Provincial Gazette, determine guidelines for the establishment, election and functions of RCLs (Department of Education, 1996a:10).

The concept of learner participation in governance through their RCL is in line with the democratic principle of the new constitution and increasing certain powers at school level (Christie, 2001:56).

2.4.2. Nascent participation structures

The structures that are discussed below are to be fully developed. These structures are now beginning to participate in the activities of school governance.

2.4.2.1. Non-Governmental Organizations

A non-governmental organisation (NGO) is a legally constituted organisation created by natural or legal persons that operates independently from any government. The term is usually used by governments to refer to entities that have no government status. In the cases in which NGOs are funded totally or partially by governments, the NGO maintains its non-governmental status by excluding government representatives from membership in the organisation. The term is usually applied only to organisations that pursue some wider social aim that has political aspects, but that are not overtly political organisations such as political parties. Unlike the term "intergovernmental organisation", the term "non-governmental organisation" has no generally agreed legal definition. In many jurisdictions, these types of organisation are called "civil society organisations" or referred to by other names (<http://en.wikipedia.org/wiki/>).

NGOs are difficult to define and classify due to the inconsistent use of the term. An NGO, a non-profit organisation (NPO) and private voluntary organisation (PVO) are the most used terms and are used interchangeably, despite differing definitions. Classifying non-governmental organisations within defined boundaries excludes NGOs that fall outside each specific boundary. Additionally, it is beneficial for NGO networks to create a classification that allows similar organisations to exchange information more easily. To attempt a classification of NGO's requires a framework, that includes the orientation and the organisation's level of operation. An NGO's orientation refers to the type of activities an organisation takes on. These activities might include environmental, development, or advocacy work. An NGO's level of operation indicates the scale on which an organisation works, like the difference in work between an international NGO and community or national NGO (<http://en.wikipedia.org/wiki/>).

All kinds of private organisations that are independent from government control can be recognised as "NGOs." "NGOs" cannot seek to diminish a nation's government in the shape of an opposing political party. NGOs also need to be non-criminal and nonprofit organisations. Two main types of NGOs are recognised according to the activities they pursue: operational and campaigning NGOs. Their activities are unrestricted; thus operational NGOs may need to campaign and campaigning NGO's may need to take on structural projects (<http://en.wikipedia.org/wiki/>).

NGOs exist for a variety of reasons, usually to further the political or social goals of their members or funders. Examples include improving the state of the natural environment, encouraging the observance of human rights, improving the welfare of the disadvantaged, or representing a corporate agenda. However, there are a huge number of such organisations and their goals cover a broad range of political and philosophical positions. This can also easily be applied to private schools and athletic organisations (<http://en.wikipedia.org/wiki/>).

Operational NGOs seek to “achieve small scale change directly through projects.” They mobilise financial resources, materials and volunteers to create localised programmes in the field. They hold large scale fundraising events, apply to governments and organisations for grants and contracts in order to raise money for projects. They often operate in a hierarchical structure; with a main headquarter that is staffed by professionals who plan projects, create budgets, keep accounts, report, and communicate with operational fieldworkers who work directly on projects—Operational NGOs deal with a wide range of issues, but are most often associated with the delivery of services and welfare, emergency relief and environmental issues. Operational NGOs can be categorised even further. One frequently used categorisation is the division into relief-oriented versus development-oriented organisations; they can also be classified according to whether they stress service delivery or participation; or whether they are religious or secular; and whether they are more public or private-oriented. Operational NGOs can be community, nationally or internationally based. The defining activity of operational NGOs is implementing projects (<http://en.wikipedia.org/wiki/>).

Non-governmental organisations need healthy relationships with the public to meet their goals. Foundations and charities use sophisticated public relations campaigns to raise funds and employ standard lobbying techniques with governments. Interest groups may be of political importance, because of their ability to influence social and political outcomes. There is an increasing awareness that management techniques are crucial to project success in non-governmental organisations. Generally, non-governmental organisations that are private have either a community or environmental focus. They address varieties of issues such as religion, emergency aid, or humanitarian affairs. They mobilise public support and voluntary contributions for aid; they often have strong links with community groups in developing countries, and they often work in areas where government-to-government aid is not possible. NGOs are accepted as a part of the international relations landscape, and while they influence national and multilateral policy-making, increasingly they are more directly involved in local action (<http://en.wikipedia.org/wiki/>).

The following are advantages of NGOs:

- They have the ability to experiment freely with innovative approaches and, if necessary, to take risks.
- They are flexible in adapting to local situations and responding to local needs and therefore able to develop integrated projects, as well as sectoral projects.
- They enjoy good rapport with people and can render micro-assistance to very poor people as they can identify those who are most in need and tailor assistance to their needs.
- They have the ability to communicate on all levels, from the neighbourhood to the top levels of government.
- They are able to recruit both experts and highly motivated staff with fewer restrictions than the government.

The following are disadvantages of NGOs:

- Paternalistic attitudes restrict the degree of participation in programme/project design.
- Restricted/constrained ways of approach to a problem or area.
- Reduced/less explicability of an idea, due to non-representativeness of the project or selected area, relatively small project coverage, dependence on outside financial resources, etc.
- “Territorial possessiveness” of an area or project reduces cooperation between agencies seen as threatening or competitive.
- Top-down models of development minimise the role of local knowledge and ownership to submit or conform to international norms and expectations.
- Dependency on external assistance decreases the pressure on local and national governments to provide for their citizens.

2.4.2.2. Union involvement

According to Clarke (2007:172), union and union representatives do not, and should not, have anything to do with the day-to-day running of the school, unless there are disciplinary issues involving union members. Normally negotiations regarding conditions of services and other labour related issues between the employer (the Department of Education) and the unions take place, in the bargaining chamber of the Education Labour Relations Council (ELRC). Unions are a useful source of information. When changes are implemented in policies through the departmental bureaucracy, the unions are informed well in advance before these are disseminated to schools. Therefore it is worthwhile for principals to keep in contact with the local or regional office. However, there is one place where unions are involved, namely in the appointment of educators on SGB posts. The labour agreements between the unions and the department of educators are not binding on the SGB with regard to SGB-employed educators. The SGBs are not compelled to honour the conditions of employment negotiated by unions and the Department of Education in the bargaining chambers of the ELRC. Educators employed by the SGB are bound by the conditions of their contract and not by the conditions of employment of state-employed educators (Clarke, 2007:172).

There are also a number of unions which represent the interests of non-educator staff. These include the Public Service Associations and the COSATU-affiliated National Educational, Health and Allied Workers Union. The same issues that apply to educators would be applicable to those non-educator staff that belong to the above mentioned unions if they are employed by the SGB (Clarke, 2007:173).

2.4.2.3. Federation of Associations of Governing Bodies (FEDSAS)

FEDSAS is a national organisation of SGBs that has been in existence for twelve years with the primary aim to represent the interests of SGBs in particular and those of parents in general. This is achieved by engagement with the National and Provincial Departments of Education, making

inputs on amendments to education legislation, representing parents in national and provincial bodies, and providing training for and advising SGBs on all aspects of school governance. A FEDSAS representative stressed that his organisation saw itself as an “agitator for parental control and ownership of education” and is involved with its membership on an ongoing basis through training, assisting with SGB elections, legal advice, and assistance with interpreting regulations. At various times since 1994 it has challenged legislation that it deemed to be not in the interest of its members. FEDSAS has provided legal opinions on: Acquisition of Learning Materials and Equipment, Functions of Governing Bodies, School Transportation, Withdrawal of Section 21 Functions, Appointment of Temporary Educators, Composition of Governing Bodies, Language Policy in Schools, etc.

One of FEDSAS biggest campaigns is to promote consultative forums in every province to advise the minister on issues of school governance. This is in line with FEDSAS’s decentralised structure comprising of a national executive and corresponding provincial executives made up of officials elected by member SGBs within each province. The national executive is made up of 3 representatives from each province, elected by provincial representatives. While the majority of its membership is from the ex-model C, ex HOD and ex-HOR schools, there has been a concerted effort by FEDSAS to attract township and other “Black” schools.

The main national SGB associations are:

- Federation of Associations of Governing Bodies of South Africa Schools (FEDSAS).
- National Association of School Governing Bodies (NASGB).
- Governing Body Foundations (GBF).

2.4.2.4. National Association of School Governing Bodies (NASGB)

The National Association of School Governing Bodies (NASGB), formed in 2001, has representatives from governing bodies in mostly the “Black” schools and includes members

from South African Democratic Teachers Union, the Centre for Education Policy Development, Evaluation and Monitoring (CEPD), the Wits Education Policy Unit and the Department of Education. The NASGB sees itself as playing a key role in the transformation of education and “to promote participatory democracy by supporting school governing bodies in implementation of SASA” (NASGB,2002). The NASGB also has a comprehensive campaign plan for free and compulsory quality education that involves its membership across all nine provinces.

According to the NASGB, many communities country-wide have always participated in community activities that involved intellectual inputs, defining traditional laws and value systems, provided leadership and informed life decisions. In addition to providing training and support for parents at school level to ensure their active participation in governance and to challenge misconceptions about parents’ ability to govern, the NASGB is also involved in policy dialogue. Its National Executive Committee (NEC) holds formal meetings annually to discuss policy issues that affect governance and school communities in general and comments on policy through a variety of media campaigns. This is supplemented by submissions to special committees established by the government to inform legislation.

2.4.2.5. Governing Body Foundations

The Governing Body Foundations (GBF) is essentially a service organisation founded in 1999 to propagate the best interests of sound governance in South African public schools. This organisation has offices in Cape Town, Johannesburg, Durban and Port Elizabeth. This is due to the fact that it represents over seven hundred public schools in all nine provinces, offering information, guidance, advice, training and general support on all aspects of the governance of the schools (Mosoge, 1996:27)

In order to efficiently service its members’ needs, the GBF has established the necessary resources and infrastructure, possesses the legal and general expertise, knowledge and

experience of school governance. These facilities will assist SGBs facing similar governance challenges.

SASA (SA: 1996a) makes provision in Section (20)3 from SGBs to join a voluntary association representing governing bodies of public schools. The reason being that SGBs required an organisation which would provide them with sound assistance and advice regarding their roles and responsibilities. Hence the GBF is such a voluntary association which was officially constituted in 1999.

After a number of years acting informally in the interests of public schools in the Western Cape, this association expanded to a national organisation. In July 2004, the then National Minister of Education, Naledi Pandor, indicated that “I have been assured by our officials that your organisation has the necessary profile and membership base to meet the minimum requirements for recognition in the National Consultative Forum.” (<http://www.glb.org.za/>). Thus the foundation plays a major role in the consultative process between the National Department of Education and SGB Associations. It also plays an important role in public education in South Africa and provides a significant and meaningful service to its member schools.

The GBF primary objectives are:

- To represent School Governing Bodies (SGBs) of public schools in the Republic of South Africa in the manner envisaged in Section 20 (3) of the South African Schools Act No. 84 of 1996.
- To maintain and promote quality, non-racial education in public schools.
- To uphold and promote the rights and interests of parents in the governance of public schools.
- To uphold and promote the rights of SGBs in public school education.

- To assist SGBs of public schools in exercising their rights and performing their obligations.
- To act as a resource centre for SGBs of public schools and in particular to provide guidance and information on all aspects of education, management and governance of public schools.
- To promote equity and a learner-centred approach in the delivery of public school education and the redress of imbalances in public school education, and to uphold and promote the Constitution of the Republic of South Africa and its values, including those pertaining to education.
- To represent its members in consultation and negotiations with any other stakeholder(s) in the education arena.
- Generally to publicise and promote the above objectives.
- To raise funds with which to finance the pursuit of the above objectives.

The GBF strongly believes that the above objectives would add value to a greater number of SGBs faced with governance challenges and impact largely on the participation of all stakeholders in school governance.

The GBF is run by an elected Board of Trustees and various office-bearers whom have expertise in the legal, financial and governance fields. These Trustees have set up facilities to assist SGBs in the performance of their functions. The facilities are staffed by an executive officer with wide experience in the challenges faced by school governance. These Trustees make their time and expertise available on a voluntary basis to render services to the SGBs. Hence they are consulted on matters relating to the governance.

2.4.2.6. Governors Alliance Council

The Governors Alliance Council members collectively have more than a hundred years of experience in governance matters. They has a substantial number of member schools in its fold.

The Governors Alliance runs a “help line” on all governance and legislation matters during office hours with an average turnaround time of twenty four hours. They have an excellent resource base and expert knowledge with regard to the latest on the education front. The Governors Alliance assists members of school governing bodies with education legislation as it pertains to the effective and efficient governance of public schools. The Governors Alliance sends out regular informative Newsletters addressing current and essential education issues. This association sets reasonable membership fees which are suited to all public school governing body pockets.

Governors Alliance is a South African organisation. It is structured to co-ordinate members of public school governing bodies into a collective forum which pertains to school governance. Legislation dictates that the governing bodies of a school may join a voluntary association representing governing bodies of a public school, (South African Schools Act 1996 – as amended – Section 20(3)).

According to SASA (SA: 1996a) the powers, functions and duties of governing bodies are grouped according to a list of managerial duties that have to be carried out by all governing bodies and a list of tasks that may be given to governing bodies that have the ability or means to fulfill these tasks.

2.5. PERSPECTIVES ON EXTERNAL STAKEHOLDER PARTICIPATION

2.5.1. African perspective

The present policy of the DOE encourage the principal to form a school management team (SMT). The SMTs comprises of the principal, deputy principals and heads of department (HODs). Some schools would include subject heads or learning area co-ordinators in the SMT depending on the needs of the school.

The main purpose of a school's existence is to enable teaching and learning to take place. School leaders need to focus their vision and goals on this central task and to organise schools so that teaching and learning happens (DOE, 2000:24).

The DOE explains the most important functions of the SMTs as follows

- the day-to-day professional and operational management of the school.
- policies agreed on by the SGB are put into practice.
- all departments function effectively.
- achieving the school's vision and mission

The responsibility of the SMT is under the leadership of the principal. This responsibility entails issues such as human resource management of educators and non-teaching staff, teaching and managing the curriculum and extra-curricular programmes (Joubert & Bay, 2007:20).

The SGB is responsible for the governance of the school under the leadership of the chairperson. The drawing up of the vision and mission statement and the school development plan is the responsibility of the SGB. This is where the SMT, the entire school community and SGB work together (Joubert & Bray, 2007:20).

According to Du Preez (2003:115) SMTs should build relationships with all stakeholders in order to obtain the goals of the school. Turnbull and Mee (2003:376) emphasise that SMTs should ensure participation of staff, parents and the community in school level decision-making and to develop a culture of cooperation, accountability and commitment, focusing on improving the learners' achievements. Hence Joubert (2006:17) stresses that the world of teaching and learning and protecting the best interests of the learners is the domain of school governors.

Ubuntu is an ethic or humanist philosophy focusing on people's allegiances and relations with each other. The word has its origin in the African languages of Southern Africa. Ubuntu is seen as a classical African concept. The word „Ubuntu“ originates from one of the African dialects of

Africa. It is a traditional African philosophy that offers us an understanding of ourselves in relation with the world. According to Ubuntu, there exists a common bond between us all and it is through this bond, through our interaction with our fellow human beings, that we discover our own human qualities ([http://en .wikipedia.org/wiki/Ubuntu/\(philosophy\)](http://en.wikipedia.org/wiki/Ubuntu/(philosophy))).

The South African Nobel Laureate Archbishop Desmond Tutu describes Ubuntu as: It is the essence of being human. I am human because I belong. It speaks about wholeness: “A person with Ubuntu is open and available to others, affirming of others, does not feel threatened that others are able and good, for he or she has a proper self-assurance that comes from knowing that he or she belongs to a greater whole and is diminished when others are humiliated or diminished, when others are tortured or oppressed” (<http://en.wikipedia.org/wiki/Ubuntu/philosophy>). He further explains, “One of the sayings in our country is Ubuntu, the essence of being human. Ubuntu speaks particularly about the fact that you can’t exist as a human being in isolation. It speaks about our interconnectedness. You cannot be human all by yourself, and when you have this quality – Ubuntu - you are known for your generosity. We think of ourselves far too frequently as just individuals, separated from one another, whereas we are connected and what we do affects the whole world. When we do well, it spreads out, it is for the whole of humanity.” ([http://en .wikipedia.org/wiki/Ubuntu/\(philosophy\)](http://en.wikipedia.org/wiki/Ubuntu/(philosophy))).

Thus the concept of Ubuntu is outlined in the working relationship between principals and SGBs. Although the SGBs and principals have different tasks, the principal’s professional expertise is extremely valuable to the SGB, which brings out the interconnectedness and interdependence of human beings. The promotion of co-existence between principals and governors is thus imperative. To be successful in soliciting the support of the SGBs, principals require a leader to be competent. Principals as leaders should be competent.

According to Chetty (2003:131), principals as competent leaders should be:

- Dedicated and loyal to their duties

- Enthusiastic, open-minded, tolerant and culturally sensitive
- Knowledgeable, with a strong will power and a sense of purpose.
- Behave in an exemplary manner
- Trustworthy, respectful and depended upon
- Able to create opportunities for parents to exercise their legislative rights to govern schools.

It is therefore important for the principal to have a warm and inviting personality. Gray (1997:103) believes the key attribute of an effective principal is the skill that he/she displays in personal relationships and the effectiveness of his/her human relations. This would have a bearing on the principal's leadership, thus creating a good impression to all stakeholders, both internally and externally. The concept Ubuntu is clearly defined above as the individual in his or her several relationships with others. Ubuntu diplomacy as described by Elizabeth Frawley Bagley in her swearing-in remarks as U.S. Department of State Special Representative for Global Partnerships in June 2009, is "where all schools belong as partners, where we all participate as stakeholders and where we all succeed together, not incrementally but exponentially" (<http://en.wikipedia.org/wiki/Ubuntu>).

On 19 February 1997, the South African National Assembly passed the White Paper For Social Welfare, and Geraldine Fraser-Moleketi, the then Minister for Welfare and Population Development announced:

"The passage of the White Paper for Social Welfare through the National Assembly signals the start of a new era in welfare delivery in South Africa. For the first time in our country's history delivery in the welfare field will be driven by key principles such as democracy, partnership, ubuntu, equity, and inter-sectoral collaboration, among others."

Source: (<http://en.wikipedia.org/wiki/Ubuntu>).

The policy of Ubuntu is explained in the White Paper, published in August 1997, in Point 24 of Chapter 2, namely the National Developmental Social Welfare Strategy -

"The principle of caring for each other's well-being will be promoted, and a spirit of mutual support fostered. Each individual's humanity is ideally expressed through his or her relationship with others and theirs in turn through a recognition of the individual's humanity. Ubuntu means that people are people through other people. It also acknowledges both the rights and the responsibilities of every citizen in promoting individual and societal well-being." Source: (<http://en.wikipedia.org/wiki/Ubuntu>).

2.5.2. Western Perspective

The South African heritage is made up of both the Western and African perspective (Naidu, Joubert, Mestry, Mosoge & Ngcobo, 2008:13). Therefore it is important to acknowledge both perspectives when facilitating stakeholder participation in school governance. SGBs need to understand that differences may exist between the Western and African perspective. Therefore they need to manage the process of embracing the best of both worlds when involving external stakeholders in the activities of school governance. Some of the characteristics being fair and transparent, keeping the community together, enabling a shared vision, trusting people and being respected are applicable to both the perspectives. They should be adapted to lead and manage the facilitation of external stakeholders in school governance.

2.5.3. Eastern Perspective

SGBs need to explore different ways of bringing external stakeholders together. This should be achieved by creating shared responsibility and leadership amongst stakeholders. In order to achieve this, the SGBs should find a balance between bureaucracy and democracy. This perspective includes practices-decision-making, it is informed by power relations rather than consensus; due to power positions conflicts occur and managerial designs are based on

strategy, organisational structure, systems, financial and other controls (Naidu, et al, 2008:13). Some SGBs experience challenges in establishing cohesion and trust in schools due to a bureaucratic structure. There is not enough time to listening to all voices or allowing for deliberation and collective contributions to decisions. This would result in unresolved decisions or problems and dissatisfaction among stakeholders resulting in lack of participation.

2.5.4. Managerialism

South African principals, as leaders of schools, perform their functions within a managerialistic school system. This system focuses on prescribed standards, quality and outcomes which aims at labelling the school principals as leaders rather than as managers. However, school principals are expected to perform within a framework of control systems and performativity which are the core features of managerialism. Although principals are labelled as leaders, the functions that they perform are managerial (Heystek, 2007:491).

The terms leadership and management are labels frequently and interchangeably used for the function of heading a school. Leadership is therefore conceptualised according to Bush and Glover (2002:10) as the activity of leading people, that is, of getting things done, through people with an emphasis on relations, communication, motivation and an approach based on emotional intelligence. The leader is more inclined to open communication and to risk-taking, while being less restricted by prescribed policies. The terms „management“ and „managers“ refer to the more structured role or approach of working within the confines of the rules, regulations and boundaries provided in a school situation (Early & Weindling,2004:5).

Although Hoyle and Wallace (2005:68) consider management and leadership as referring to the same activity, they clearly distinguish both concepts from managerialism. According to them, managerialism proposes that everything falling under the authority of the manager or leader could and should be controlled with management tools and techniques. According to Hoyle & Wallace (2005:68), the solution for any management problem is entrenched in management

techniques. Therefore from this perspective managerialism emphasizes management concerns over other factors. Managerialism has less consideration for other important factors such as people, context or outcomes. It negates the importance of a leader who may have significant influence on other people or has the abilities to respond to a given context, but focuses on management techniques, which are related to administration concerns. This new label denoting a shift to leadership is supposed to be suggestive of a political empowering of principals (Gunter, 2004:21) but is bound by centralised directives through policies, guidelines, accountability measures and public expectations. An example of such empowerment is receiving the status of self-managing schools as a result of the decentralising approach associated with neoliberalism.

It may therefore be argued that „leaders“ in the current managerialistic context should more accurately be labelled as managers or even administrators than as leaders, which is in line with the American and Australasian conceptualisation of the lower-order management functions performed by principals (Early & Weindeling, 2004:5). This labeling of principals resonates with the view of distinguishing between an educational leader and a school leader. The implications is that school leadership would be a managerial function, while educational leadership is associated with “meaning and the activity of doing, leading and experiencing leadership” (Gunter, 2004:6). This implies that a real leader has more freedom and is less restricted than a manager or moulded leader.

2.5.5. Neo-liberalism

According to Heystek (2007: 495), school leadership may be influenced by managerialism and neoliberalism. Neoliberalism and managerialism refer to conceptualisations and a combination of activities and philosophies that lead to particular types of policies and legislation.

Bottery (2005:84) indicates that, in terms of neo-liberal economic policies, governments aim to separate themselves from having a direct financial influence on education and prefer to make

use of a free-market principle. This tendency has culminated in self-managing schools that are less financially dependent on government funding and that have acquired more decentralised decision-making powers.

The two examples listed below will be discussed to indicate the possible influence of managerial and neoliberalism on school leaders and quality education. The features of neoliberalism originated in developed western, capitalistic countries while South Africa is a developing country with a wide socio-economic diversity.

- **Freedom of choice and quality education**

The democratic principles and the core value, of no unfair discrimination, embedded in the South African Constitution and SASA (SA: 1996a) provide parents with the choice in which school they can enroll their children. These democratic principles are associated with neoliberalism and managerialism.

In accordance with the neoliberal approach, the government has decentralised the decision-making power to SGBs to support schools in improving education standards (Republic of South Africa, 1996: Section 20(1)d). SASA (SA: 1996a) which indicates that the government accepts the ability and authority of SGBs to make recommendations about the appointment of teachers. SGBs have the authority to make recommendations about disciplinary actions against gross negligence or against non-performing or low-performing teachers, powers which are in line with the decentralised principles of democracy and decision-making. This could make SGBs stronger allies in the process of school improvement.

- **Leadership training or leadership moulding**

Leadership training has become an important component in the quest for standardisation and quality control. It has become a basic departure point that leaders must be trained to be able to perform as expected.

Thrupp and Willmott (2003:237) provide a strongly critical reflection on the influence that they believe managerialism has had on the training of heads of schools. They argue that the primary purpose of leadership training in managerialistic terms is to equip people with tools and techniques to manage a certain situation better in order to achieve the aims determined by policy more efficiently, within the financial constraints determined by national budgets.

In the South African context, the National Department of Education (DOE) recently initiated a new Advanced Certificate in Education (ACE) in Educational Leadership to suit the specific requirements of the government to set a national standard, notwithstanding the fact that there were already many other ACE programmes available at various universities. This initiative may be an indication of how important it is to the South African government to maintain power and control over leadership training for principals. It is a positive indication of their political will to improve quality education, in spite of the restricted accountability and involvement in education as a result of the neoliberal market approach.

Simkins (2005:14) has raised the challenging contention that a managerialistic approach does not in fact allow for „leadership“ in an organisation. He implies that this format of „leadership“ training for example, the ACE in South Africa should rather be seen as a governmental training model to enhance the capacity of school managers to implement departmental policies, instead of being portrayed as a leadership development programme that enhances educational leadership to ensure more successful schools (Thrupp & Willmott, 2003:230).

Managerialism and neoliberalism cannot be wished away, as global patterns influencing educational practice they require careful consideration as important components in the field of, educational leaders. The discourse about the conceptualisation and labelling of principals as either leaders and/or managers is far from being resolved. Thus the managerialistic form of training and creating moulded leaders is derived from a particular critical perspective. The argument has focused on a labelling process (Gunter,2004:21) and is not intended as a conclusive attempt to discredit or promote the form of training. Training remains an important

issue in the discourse: the format and result of the training leads to a further debate with the attempt to improve quality education as an elusive vision.

2.6. BENEFITS RELATED TO EXTERNAL STAKEHOLDER PARTICIPATION

The notion of stakeholders working together in SGBs for the benefit of schools and their learners is underpinned by a determination to promote equity and equality in a society previously devoid of these qualities.

2.6.1. Improvement of quality of education

The movement nowadays is towards decentralised governance and self-management. The rationale for this type of governance as Lemmer (2000:145) describes it, is to make schools more efficient and effective, to improve the quality of education, raise the levels of learner performance at schools and respond to the needs of learners. The success of democratic decentralised governance will depend on factors such as stakeholder participation, commitment to shared decision-making, structures and processes to assist stakeholders to operate, the availability of resources (physical and human) and the provision of training programmes (Lemmer, 2000:145).

In a study of twenty-four schools in the Gauteng Province, 70% of the stakeholders interviewed felt that the formation of the SGB had led to “greater participation by parents in school activities, such as meetings, fund-raising and extra-mural activities” (GDE,2001:28). This has led to all stakeholders working together and making decisions by consensus in pursuit of a common interest, to improve the quality of education at schools.

2.6.2. Benefits to the community

The government’s call for greater participation in education has growing support. The call is based on the assumption that if more people were included in school governance, then

democracy in education would be boosted and equality among schools would be ensured (Dieltiens & Enslin, 2002:5). They argue that the ideal underlying democratic school governance is that “if education shapes democracy, democracy must shape education.”

Community participation has emotional and popular appeal, but communities divided by class, race, religion, gender and nationality find it difficult to participate and sustain feelings of group solidarity. Karlsson (2002:335) demonstrates this in two case studies on the implementation of school governance legislation. She concludes that, despite the efforts to develop community participation, genuine community involvement is limited for the following reasons:

The form of democratic governance was followed in all schools through the establishment of governing bodies and representative councils for learners. But the electoral process that sustains the structure of school governance has not yet achieved significant shifts in representation from South Africa’s apartheid power relations in terms of race (at racially mixed schools) and gender. Further, governance functions through which democracy was intended to become a daily practice, are contingent on social conditions.

Through the development of partnerships by SGBs within the community schools benefit greatly by promoting quality education for all learners. These benefits are:

- Improved learner attendance. Positive attitude towards the school and learning by learners. Communication among the school’s staff, children and SGBs as well as their attitude have improved. There is also improved job satisfaction among people in education (NASP:1999).
- Improved financial support for schools, resulting in resources being supplied, building and school premises maintained. Community involvement is a resource for school improvement projects (Sanders & Lewis, 2005:6).

- An infusion of graduates who are able to contribute to the economic and social welfare of the community (Naidu, *et al*, 2008:134).
- Provision of crucial services to the community for example out of school programmes whereby workshops or courses are conducted on parenting and literacy, as well as adult education. Levels of illiteracy are reduced. Schools could be used by the community as venues for functions at a nominal fee. This would establish links with the community thus making the school to become a centre of cultural, artistic and educational activities (Naidu, *et al*, 2008:138).

These services should be aimed at enhancing the development and education of the community through the learners at school.

2.6.3. Benefits to democracy

According to Karlsson (2002:331) post-apartheid school governance is structured to represent democracy through the electoral process and inclusion of relevant stakeholders. School governance lays a foundation for democracy through issues such as freedom of expression, right to participation in decision-making and representation. This allows parents to spread democracy to the wider society of South Africa.

In this regard Mncube (2007:140), found that as SGB members practised democracy in schools, they learnt that it was a way of life and spread it to the wider societies. He further explained that SGBs are drawn from various sections of South African society; what takes place in the SGBs also takes place in the wider society of South African and in this way democracy is spread (Mncube, 2007:140).

Stakeholders learn more about how democracy works by practising it in schools. In this way they could apply democracy outside the school in the same manner. This participation,

representation, collective decision-making, tolerance and rational discussions as characteristics of democracy, take place in SGBs.

2.6.4. Issues of equity and redress

Equity in recurrent funding is likely to be achieved quicker, as a consequence of the strategy to target resources at the poorest schools and communities, a form of positive discrimination (Government Gazette, 1998:26). As Conradie (2001:87) points out, SASA(SA,1996a) stipulates that : “The state must fund public schools from public revenues on an equitable basis in order to ensure the proper exercise of the rights of learners to education and to redress the inequalities of the past. SGBs have been empowered at a time of significant change and are expected to become a prime vehicle for democracy, equity and equality. Therefore, SGBs should focus on achieving equity and equality in schools.”

Van Wyk (2004:54) recommends a system of co-operative school management and describes it as an interactive approach to education where all the stakeholders are represented and take co-responsibility for the efficient and effective management of the school activities. This will result in trust being established amongst SGBs, meaning that all members of SGBs should at all times act in the best interest of the school (Colditz, 2002:2).

Schofield (1999:112,113) is of the opinion that the formal education system in any country in the world has to be aimed at mobilising the members of the community to deliver services to the school, such that the school makes their knowledge and facilities available as a service centre for use by the community. Van Wyk (2004:54) indicates that the SGBs have a clear statutory responsibility to execute critical functions in the school to achieve this end. In doing so, SGBs could make useful contributions to ensure the schools’ efficiency and sustained improvement. Karlsson (2002:330) explains that the powers and functions of SGBs fall into two categories, thereby enabling certain schools to have different levels of SGBs participation. The functions in section 20 and the financial responsibilities are mandatory for all SGBs, while those in section

21 are available on application to the Head of the Provincial Education Department (Karlsson, 2002:330).

2.7. CHALLENGES RELATED TO EXTERNAL STAKEHOLDER PARTICIPATION

Since its introduction in 1997, many studies have been conducted into the functioning of a SGB. In 2003, the Department of Education conducted a review of school governance and published “A Review of School Governance in South African Public Schools”. This document was widely circulated, although it was never officially released by the Department (Chaka, 2008:24).

These studies provided the basis for assessing the state of school governance in South Africa. They indicated that SGBs are a way in which stakeholders could become involved in the school decision-making process. This would then build democratic practice. These studies suggested that SGBs would experience a number of challenges (Chaka, 2008:24).

The challenges faced by SGBs are:

2.7.1. The relationship between democratic participation and equity

When SASA became law in 1996 it had an impact on the functions and powers that were given to SGBs. As Blade Nzimande and Sue Mathieson argue in *Transforming South African Education*:

Study Group: Elements of the old order wanted to use the powers of school governing bodies to take privileged public schools out of the hands of the state. They wanted school governing bodies to have control and final say over admissions, language, fees and religious policy. A dilemma around the powers of school governing bodies was experienced. On the one hand, the democratic movement had over decades struggled for meaningful powers and democratic control over schools by governing bodies. This was a major struggle against the powerless

apartheid school committees. On the other hand, it had to be ensured that democratic school governing bodies were not abused to protect privilege. It was as a result of these seemingly contradictory imperatives that compromised Section 21 schools. Again, the dilemma was how to tap into the resources of the privileged schools without simultaneously creating a two-tier education system (Nzimande & Mathieson, 2004:9).

According to Chaka (2008:25) this resulted in the SGBs dealing with both democratic participation and issues about equity. SGBs had to make important decisions and develop policies. They had to fund the school through charging school fees and engage in other fundraising activities. Thus SGBs were seen as an extended arm of the state in its finding role.

2.7.2. Complexity of functions of the SGBs

Another challenge is the complexity of functions SGBs are required to undertake. These functions include developing policies, recommending the appointment of teachers and drawing up of school budgets. SGB members are required to have a certain level of expertise in these areas. They are required to have an understanding of education policies such as Employment of Educators Act, the Public Service Act and Labour Relations Act.

According to Chaka (2008:27), various studies conducted on the functions of SGBs reflected that members do not have the necessary knowledge and skills required to undertake their responsibilities. The SGBs relied heavily on the principals and educators on the processes of decision-making and agreed fully on the decisions made by them. Illiterate parents followed the guidance of the school principal with technical issues such as drawing up the budget. Therefore SGBs function at different levels depending on the type and location of the school.

2.7.3. Lack of training of SGBs

It is the responsibility of the Provincial Department of Education to provide training and support to SGBs in order for them to perform their functions successfully.

There were a number of challenges regarding such training. These challenges were:

- The level of communication was either too simple or too complicated.
- Facilitators were under-prepared or lacked knowledge on how schools operated.
- Timing of trainings – SGB members were trained after a year of being elected.
- A set number of members were trained and not the entire SGB.
- The rest of the members had to rely on information from their trained colleagues.
- Dominance of English as a medium of language.
- Training materials in English.

Hence for SGBs to function effectively appropriate training is crucial.

2.7.4. Under-representation and under-participation

SGBs are represented by all stakeholders such as parents, educators, non-educator staff and learners. In certain instances some groups are usually under-represented or even excluded from SGBs. One such under-represented group is African parents. These parents serve former House of Assembly, House of Delegates and House of Representatives schools - that is schools that used to cater for White, Indian and Coloured learners. The learner population in many of these schools has changed rapidly as a result of African learners leaving under-resourced schools in search of better education. The Review of School Governance in South African Public Schools, published in 2003, pointed out that while African learners made up 28% of enrolment in former House of Assembly schools, African parents only made up 7% of SGB members in those schools. This situation existed in former House of Delegates and House of Representatives schools.

Chaka (2008:29) explains that the under-representation of African parents in SGBs is due to the fact that these parents do not make themselves available to be elected. The possibilities are that they live greater distances from schools and rely on public transport which may not be available in the evenings.

Another group of people that tend to be under-represented in SGBs are women. According to the Review of School Governance in South African Public Schools, in 2003 women made up 46,8% of SGB members. Some SGBs do not have a single female representative. The exclusion of women did not end with the election process as proven by some research studies. Those women who were elected to SGBs found themselves in feminine positions such as a secretary, while males dominated as SGB chairperson (Chaka, 2008:29).

Less literate people are another group that are marginalised in SGBs. Non-support staff members such as gardeners and cleaners are elected to SGBs in rare cases because female administrative staff are favourably elected.

According to Chaka (2008:30) learners tend to be marginalised in terms of actual participation. Learners are excluded when decisions are taken on finances. They are asked to leave when certain issues such as promotional posts are discussed.

2.7.5. Blurring of governance and management functions

Previously SASA (SA, 1996a) was silent on the role of school managers. There was a lack of clarity between management and governors. This led to conflict between SGBs and SMTs which resulted in the blurring of governance and management roles. However, the amendment to SASA (SA, 1996a) in 2007 defined the roles and responsibilities of principals and governors.

2.8. INTERNATIONAL TRENDS OF EXTERNAL STAKEHOLDER PARTICIPATION IN DEVELOPED COUNTRIES

2.8.1. England and Wales

As far back as 1967, the Plawden Report emphasised the importance of parent involvement in education and called for greater representation. However, it was the Taylor Report of 1977 (A

New Partnership for our Schools) that provided the most detailed recommendations for the restructuring of SGBs and the decentralisation of decision-making powers. This report called for all schools to have their own SGBs that exercised full authority and full decision-making powers. The composition of the SGB would constitute different groups, that is, teachers, parents, older learners, Local Education Authorities (LEAs) and community representatives. Some LEAs experimented with learner governors, which were later prohibited under the Education Act of 1986. The 1986 Education Act established the structure of the SGBs and set out their basic functions. The SGBs are composed of five parent governors, one or two teacher governors, the principal (head) and first time governors. There are no learner governors. Since 1988, co-opted and parent members achieved dominance on SGBs (Lemmer, 2000:133,134).

The 1988 Education Reform Act (Lemmer, 2000:134) led to complex changes with responsibilities being transferred to central government and individual institutions. This Act increased the responsibilities of SGBs by giving them more power and responsibility for decision-making over finances, admission of learners, appointments of heads and the legal status of the school. The 1988 Education reform Act required LEAs to allocate a budget to all its schools, thus covering all costs. SGBs had the responsibility of managing the budget and appointing and dismissing staff. In recent years, the role of SGBs had become increasingly important as schools have become more independent of LEAs and more responsible for managing their own affairs. This trend is set to continue as a result of the 2006 Education and Inspections Act which paves the way for an expansion of „trust“ schools, which are answerable to outside organisations rather than to local councils.

School governors face major challenges in their work to ensure that the school is run effectively in a way that matches the local context. A study by a team from the University of Manchester investigated how English governors meet those challenges where they were most acute, in schools serving disadvantaged areas. This research found that:

- SGBs could make valuable contributions to schools if they had an adequate supply of governors with time, commitment and expertise, which is difficult to create.

- SGBs faced complex tasks, time and expertise which many members did not have. External policy frameworks limited their freedom of action.
- There was confusion regarding specific roles of SGBs.
- In some instances, schools increased the capacity and representatives of SGBs.
- Membership did not reflect the composition of the SGBs.
- SGBs felt that they acted in the best interest of the school and its learners however lacking the ability to voice those interests clearly.
- SGBs had to be strategic leaders of their schools, but they offered support and relied on the principals to set the strategic direction for the school.

The role of legislation in clarifying the functions of various stakeholders is of great importance in educational governance. The English Education Act 2 of 1986 clearly outlined and defined the roles of the LEA, governors and the school head. In South Africa, SASA (SA,1996a) merely separates professional duties (principal) from administrative duties (SGB). More clarification is required in order to prevent misunderstandings and to avoid overlaps between SGBs and principals.

Campbell (2000:132) argues that the English model of school governance is geared for the development of a learning community in which communities, rather than a few elected parents, shape educational institutions. While parents are elected and co-opted onto SGBs, they remain accountable to the school community and play a vital role in supporting, empowering, developing and contributing to a particular learning society.

2.8.2. Australia

According to Bush and Gamage (2001:39) the final decade of the twentieth century saw a major shift to self-governance for schools in many countries including Australia which had used a centralised education system for many years. Schools were given greater powers to manage their own affairs within clearly defined national frameworks.

Lemmer (2000:135) clearly defined the term devolution in Australia as the process of restructuring and decentralisation of the education system. This process was driven by issues such as quality, effectiveness, accountability and flexibility. New South Wales became the first Australian state to initiate decentralisation. Bush and Gamage (2001:40) points out that the Australian education system endorsed the policy of decentralisation as well as transferring of powers to SGBs rather than to principals.

According to Lemmer (2000:135) the establishment of school councils namely, SGBs effected the devolution of power and authority to school communities. In 1983 the Education Act 1985 was amended enabling school councils to determine the general education policy of the school, emphasizing the importance of local responsibility and sharing decision-making on educational policy. The powers given to school councils were extensive. School councils were empowered to be responsible for the general education policy of the school, buildings and grounds, including maintenance, the selection of principals and deputy principals, employment of ancillary staff, maintenance of accounts, general budget planning and effecting auditing. School councils consisted of the principal and elected parents, community members and learners of secondary schools.

Bush and Gamage (2001:41) state that the day-to-day management and implementation of council decisions are left to the discretion of the head of the school. In Victoria and the Australian Capital Territory a research conducted in ninety-nine schools suggested that there had been difficulty in distinguishing between governance and management.

As Bush and Gamage (2001:42) point out, in most countries which have moved towards self-governance the composition of SGBs is similar. SGBs comprise of parents, educators, community representatives and the principal. However, in Australia non-teaching staff and learners are included in their SGBs. Parents and community representatives are the majority in school councils. SGBs have both lay and professional members. In order to meet the needs of the school, these interests should be balanced. There could be conflict between the two

interests as they have different and opposing aims, approaches, decision-making skills, etc. to issues they face jointly. Schools depend for their success on a strong reputation in their local communities. Building effective SGBs as a forum for community interests is an essential part of the process of forging and enhancing a positive reputation for the school.

2.8.3. USA

Education in the USA (Watson & Reigeluth, 2008:45-65) is undergoing a systematic and perceptual change. This is as a result of society's dissatisfaction with individual learners' achievements in education. In education, most systematic transformation efforts involve stakeholders that are critical to achieving the desired changes, as asserted by Watson and Reigeluth.

These stakeholders are school board members, superintendents, site administrators, teachers, parents and students who are closely involved in the overall operations of the school. These stakeholders are discussed in relation to their participation in the decision-making process. The local school district is governed by a Board of Governors.

- **School Board Members**

A school board is comprised of members that are usually elected by the residents of the school district, but in some districts they are elected by the mayor or another executive of jurisdiction that may include towns, cities or countries. The size and power of a school board varies between districts and from city to city. School boards have the power to hire and fire teachers and administrators. They are the guardians of the policy that helps implement change that will benefit the district or support the superintendent of the district who has the responsibility of implementing and maintaining the policies set out by the board.

According to Darden (2008), the school board has to take legal considerations into account when making decisions pertaining to policies governing them. Darden argues that a school board policy is equivalent to local law for those people who work in the district. This policy or law encompasses not only the teachers and administrators, but also the students and their parents. Ideal school boards will be educationally focused and will avoid risking legal action.

- **Superintendent**

In most cases, the school board selects the school district superintendents. The school board's responsibilities are similar to that of a chief executive officer of a large corporation. Through the help of the school board, the district superintendent has the responsibility of making sure personnel selections meet state standards and benefits the district with their educational experience. The district superintendent, as a stakeholder also makes important decisions in matters such as new school construction, the district's finances, and a major part of the curriculum and teaching that goes on in schools of the district. The district superintendent has other responsibilities that include creating long-term plans for technology, education delivery and district growth.

- **Site Administrator**

The site administrator represents the single most influential stakeholder in the school setting (Spillane, Camburn & Pareja, 2007), and is expected to set the academic tone for students, parents, staff and community members through effective participatory leadership. Effective site administration leadership develops a collaborative team approach to decision-making and problem-solving (U.S. Department of Labor, 2008), while simultaneously and consistently developing and maintaining district-wide policies and guidelines. Additionally, the successful site administrator employs a distributive approach to routine school operations to ensure maximum involvement of other internal and external stakeholders (Spillan, et al, 2008). For

example, the site administrator may choose to set up task force committees including parents, teachers, community leaders and learners to research a particular issue and report their findings to the School Improvement Team.

- **Teachers**

The teacher, along with the student, plays an interactive role in the education process because one cannot function without the other. The empowerment of teachers will facilitate the empowerment of students (Short & Greer, 2002). Teacher empowerment takes the form of providing teachers with a significant role in decision-making, control over their work and conditions and opportunities to serve in a range of professional roles (Short & Greer, 2002). The teacher, as a stakeholder, is expected to possess the professional knowledge to lead the students in instructions. In addition to serving in an instructional role the teacher can be a mentor, supervisor, counsellor and community leader. The teacher can be a mentor to students or other teachers. The role of supervisor is present in every aspect of a teacher's daily responsibilities. The teacher's role as counsellor can be used to offer advice to students or school advisory committees.

The motivational factors for teachers is related to the impact their role plays in producing individuals who are an asset to the community they live in. The ends of education have to do with such things as providing the society with a culturally literate citizenry, a world-class workforce, people who can think and reason (Schlechty, 2001). The teachers are motivated to fulfill their roles with an understanding of how important teachers are to society. Without teachers, society will not be able to function as a global competitor

- **Parents**

Parents play key roles as educational stakeholders. The primary objective of parents is assurance that their children will receive a quality education which will enable them to lead

productive rewarding lives as adults in a global society (Cotton & Wikelund, 2001). Parents bring a valuable quality to the educational experience of their children, because they may better understand their own children and can significantly influence student behaviours such as time management and study habits, eating practices and their personal safety and general welfare. Parents, as educational stakeholders, provide additional resources for the school to assist with student achievement and to enhance a sense of community pride and commitment, which can be influential in the overall success of the school. For instance, parents' involvement with their children's educational process through attending school functions, participating in the decision-making process, encouraging students to manage their social and academic time wisely, and modelling desirable behaviour for their children, represent a valuable resource for schools across this nation, according to Cotton and Wikelund. In addition, parents have the right and the responsibility to be involved in their children's educational process (Department for Education and Children's Services, 1996). Legislation such as Public Law 93-380 encourages and enhances parent involvement in their children's education.

Parents are very important stakeholders in the educational decision-making process. Many parents' decisions on educational issues are significantly influenced by their values and beliefs rather than school law. In addition, each geographical area is subject to present different beliefs and values. Therefore, the parents' position on the nativity scene may be dependent on his or her value system or the area he or she lives in (Waters, 2011:4).

- **Students**

The students play the lead role in the educational process and as stakeholders they are expected to participate in the process. Successful schools encourage significant participation by parents, students and teachers (Wilson, 2008). Although the students' primary role is that of a recipient, students should be encouraged to exercise their decision-making role in the education process. By supporting the decision-making process, students become an integral

part of a successful institution. Empowering students with shared decision-making increases their choices and responsibilities for their own learning (Short & Greer, 2002).

Participation is not the only role of students, but they are used as a determining factor for some aspects of education. The student determines the educational services offers, such as special education for those who are gifted and learning challenged. The number and needs of students can be a determining factor for allocating resources. As a result of their participation, students gain the skills and knowledge needed to be productive and a viable part of our society. Students as stakeholders possess both intrinsic and extrinsic motivational factors. The intrinsic motivation comes from understanding the values of an education. Extrinsic motivations are the accolades students receive for successfully completing their education.

The board of Governors are elected for a period of four years (one term). These governors meet as often as the requirements of the school deem necessary, although the minimum requirement is once per term. The Board of Governors establishes sub-committees for particular issues for example finance, staffing, etc. and this may require members of those committees to meet on a more frequent basis.

The Board of Governors is responsible for making sure the school provides good quality education. To achieve this their responsibilities are wide, therefore they select governors to assist them in fulfilling these functions. These governors participate in the activities of the school.

Governors nominated by the Department of Education are people invited to serve as governors because of their skills and experience and their interest in education in general. The Department will give priority to those with business or management experience. It is only in this category that the Department takes a role in nominating the DE Representative.

Governors nominated by an Education and Library Board are either – one of the members of an education and library board or someone asked by the education and library board to serve as a governor, because of his/her interest in education in general and in the particular school. These governors are appointed by the Education and Library Board.

Transferors are nominated by those Protestant Churches (and a few other interested such as family estates and factories) which transferred their schools into a system of management/partnership with the local education authority.

Trustees are nominated by the legal trustees of the school representing those who own the premises.

Foundation Governors (Grant-Maintained Intergrated Schools) are founded members of the group of people who sponsor the establishment of the school.

The **Co-opted** Members-Boards of Governors may co-opt up to three persons from the local business community. Co-opted members do not have a vote.

The role of each stakeholder in a school district provides an integral part of the entire organisation.

2.9. INTERNATIONAL TRENDS OF EXTERNAL STAKEHOLDER PARTICIPATION IN DEVELOPING COUNTRIES

2.9.1. Brazil

Borges (2007:273) states that in the last decades there has been a movement of worldwide dimensions towards the decentralisation of educational management. In both developed and developing countries reforms have been aiming at the devolution of administrative and financial

powers to schools to empower school communities. This would be a solution to educational problems such as poor learner's performance, and lack of parental involvement in school affairs. Research conducted on school reform indicated that social fragmentation and inequalities in education can be reinforced with the devolution of power and authority to school communities.

Carvalho (1999:3) states that in Brazil parental and community participation are included in educational decentralisation and the public school restructuring policy. The participation of internal and external stakeholders (principals, teachers, technical and support staff, learners, parents and other community members) has been a condition and requirement of democratisation of school governance. In Brazil this participation will contribute to the betterment of the quality of educational.

During the military dictatorship (1964-1984) the decentralisation policies of education in Brazil appeared. The education reform included restructuring of the education system and the creation of Parent-Teacher Associations (PTAs).

As Carvalho (1999:3) outlines, in the 80s the re-democratisation process moved from authoritarian and centralised towards democratisation of social intervention and participatory planning. Principals in public schools were elected by the school community and teachers' unions. There was no participation of parents as PTAs remained formal. This resulted in the call for decentralisation of public accountability and citizen participation in the formulation and implementation of education policies. The new Constitution, promulgated in 1988 (Article 206 established the democratic management of public schools), stressed the democratic management of education, meaning decentralisation of decision-making processes, participation, implementation, control and evaluation of educational policies. The 1995/1998 Ministry of Education called for increasing decentralisation to attain school autonomy, efficiency and equity, hence reinforcing its role as coordinator, regulator and promoter of services. The educational decentralisation policies (Carvalho, 1999:4) targets greater participation and

democracy to enable school autonomy, community participation, and collective decision-making.

In the 1994/2003 State Plan of Basic Education of Rio Grande do Norte, the new school administration model is described as the decentralisation of power and resources, increase of school autonomy, modernisation of planning and strengthening of management. Its objectives are:

- To ensure school autonomy in order to reflect the demands and aspirations of communities.
- To implement a planning process in order to demand education of high quality.

The creation of School Councils for the management of schools is one of the goals of the State Plan. The search for partnerships with local groups, unions, churches and NGOs and promotion of community participation in the management of the educational system are strategies of the state plan.

As defined by Carvalho (1999:5) School Councils are charged with the management of the school budget and the approach of the schools political-pedagogical project. They should include parents, learners, teachers, principals, technical staff and support staff, one of each per shift, as Brazilian schools have three shifts namely, morning, afternoon and evening. Learner representatives should be older than ten years. Community members other than parents are not included in the composition of the School Council. The parents are equated to community. The school staff is greater than the parent component hence limiting community participation.

These School Councils should bridge the group between technical and popular knowledge, promote the exercise of citizenry, be responsive to communities' interests and the education of active citizens. The community, through the School Councils, must be able manage and control

the quality of schooling, propose actions and follow-up education provided by the State. School Councils have decision-making as one of their functions, they provide parents with access to intervene at schools and participate in compiling policies.

“Thus far, participation in school governance has been more a conquest of teachers than of parents and community participation in its broad sense, remains as an appealing maxim,” states Carvalho (1999:7).

2.9.2. India

In recent years, strengthening and better functioning of local governance have become prime consensus of educational reform agenda. Establishment of effective local governance has been part of overall changes in educational governance for several years in many countries including India. It is now widely recognised that effective local governance considerably impacts on access to education as well as the enrolment, retention and learning experiences of learners at school.

Bandyopadhyay (2010:1) states that governance reform in recent years has become an important concept of policy-making and the implementation of development programmes. In educational governance change should be viewed as part of the reforming in public governance structures and processes. The Dakar Framework of Action (UNESCO, 2000) calls for accountable systems of educational governance and management.

According to UNESCO (2000:19) the experience of the past decade has underscored the need for better governance of education systems in terms of efficiency, accountability, transparency and flexibility in order to respond more effectively to the diverse and continuous changing needs of learners. There is an urgent need for reform of educational management to move from a highly centralised form of management to a more decentralised, participatory decision-making and accountability level.

Due to the changing priorities across different Indian states, the contours of decentralisation in education have undergone a variety of transformations in different parts of the country. Educational governance in India has undergone changes and innovations resulting in meaningful access to education for all children. From this discussion it is clear that in India decentralisation has a special significance because it advocates for a shift of decision-making centres closer to the people at the grassroots level. According to Bandyopadhyay (2010:3) when India came into existence, it brought together territories with diverse historical, socio-cultural and linguistic contexts, thus educational governance was given immediate attention. State governments were given the responsibility for school governance.

Decentralisation in educational governance moved decision-making powers to structures and authorities at sub-state levels. In order for the implementation of decentralisation to be successful the key focus was on the establishment of the institutional mechanisms under the state level. Many years after the independence of India the concept of Panchayati Raj and the community development frameworks were adopted (Bandyopadhyay, 2010:3).

In the Districts, the District Education Office (Bandyopadhyay, 2010:3) remained the main centre of governance of school education. Due to the increase of a primary education system a separate office of the School Education Department was established. In many states the Block Education deals with elementary primary education while the District Education Office governs the secondary education.

According to Bandyopadhyay, (2010:3) decentralisation of education governance was recommended by the Education Commission to ensure community involvement in school education. This would lead to greater participation by the community in education, thus improving the deteriorating efficiency and effectiveness of the school system.

The Panchayati Raj Institute (PRI) Act provided a new perspective in the decentralisation of educational governance. Therefore different states took the initiative and implemented this Act.

In the State of Madhya Pradesh (Bandyopadhyay, 2010:9) the PRI Act did not define the roles and responsibilities of the Panchayati Raj bodies regarding education. The village Government System decentralised the power of administrative structure from the state level to the district and village level. Additional powers such as the recruitment and transfer of educators, construction of school buildings and procurement of school equipment have become the responsibilities of Panchayat (GOL, 2001)

According to (Bandyopadhyay 2010:9) the function of the Panchayat in Bihar is restricted to the construction and management of schools whereas in Uttar Pradesh the function of the PRI has been clearly outlined by the Act. Due to the extent of the implementation of the Act a survey was conducted by the Centre for Participatory Research in Asia (PRIA). The survey concluded that limitations were imposed on the functioning of the Panchayat in two districts of Himachal Pradesh. The different village level bodies such as School Committees, Mother-Teacher Association, Parent-Teacher Association which are set up by the State Government are bypassing the Institutions of Pradhans (Head of the village Panchayat) and other elected Panchayat representatives (ISS, 2002:3).

In 2002 a study on the devolution of powers of primary education to Panchayats was conducted by Matthew and Nambiar in fourteen states. This study revealed that the Panchayats were unclear about their functions in education due to lack of communication from the State Governments (Bandyopadhyay, 2010:10).

In Kerala, like all the other states a three-tier system of PRI came into existence in 1995. At the same time a new Panchayat Act was promulgated. This three-tier system was authorised to formulate and implement local plans with the active participation of people. In 1996 a Government order was issued to the Panchayat with powers related to primary education which included supervision of performance of teaching and non-teaching staff, monitoring of the Post Establishment of the school at the beginning of every academic year, supervising the construction, repair and maintenance of school buildings, the supply of midday meals to

learners and the distribution of scholarships and grants to learners and the implementation of programmes to improve the quality of education at schools (Bandyopadhyay, 2010:10).

According to Bandyopadhyay (2010:11) West Bengal was the first and only major state that had Panchayat elections every five years. West Bengal lags behind other states in terms of devolution of power, finances and functions of the Panchayat. There is a lack of participation by the people compared to Kerala.

As Bandyopadhyay (2010:11) states, in most cases Panchayats have been responsible for construction, repairs and maintenance of school buildings only and the lowest-tier of Panchayat has very little say in the educational matters of learners in the functioning of local schools.

Recent studies have re-emphasised the need for democratic decentralisation by involving Panchayats in the education system. Mehrotra (2006:39), based on a study strongly recommends that the State Government should decentralise decision-making to the Panchayats in respect of schooling to improve teacher accountability.

Community participation is now the hallmark of various educational programmes in the states, but still there is a lot to do to ensure the effective participation of the community in school affairs. One such an effort may be to improve the trust of the community by involving them in different activities, including financial transactions. One document of the Government of India states:

“To ensure effective participation, it is essential to have faith in the community’s ability without which all efforts to bring about their participation would be half-hearted. The community is heterogeneous, stratified and has different sections with differing and sometimes antagonistic interest too. While eliciting community support, it is important that persons belonging to deprived sections get due representation in the form created for community participation (GOL, 1999:13).”

2.9.3. NEPAL

In Nepal schools were effectively governed by the community. In 1971 they were nationalised and placed under central state. This led to decentralisation which involved the participation of people in school governance.

According to the National Planning Commission (NPC, 2003:382) the tenth Five Year Plan (2002-2007) had made important commitments to decentralisation. This plan stated that the responsibility for school management would be handed over to the community, to ensure the participation in policy development, plan formulation, implementation, monitoring and evaluation. And also to work together with administrative and educational decentralisation. The strategy of devolving school management responsibility to the local level was adopted by this plan. According to the Department of Education (DoE, 2003:4) a demand-driven model with the implementation of bottom-up planning would replace the existing supply model of education. There was confusion around the issue of devolving the management of the school to local bodies or to the school itself or to any other agency. The Ninth Plan (NPC, 1998:611) states that the involvement of guardians, locally elected bodies and people in programme formulation, implementation monitoring and evaluation in different educational activities would be recommended. The Tenth Plan committed to the above recommendations.

According to Daun (2007:200) due to the failure of the nationalisation of schools in 1971 which affected the quality and accountability of education, the government opted for decentralisation. The Ninth Plan accepted the participation and role of the community in matters such as planning, organisation, management, financial issues and different activities of the education system (NPC, 1998:611).

The failure of decentralisation was due to the local people. According to the Tenth Plan, the reason for not decentralising educational management policies was because of the lack of people's participation in improving the quality of primary education, parental lack of interest in

their children's learning achievement and lack of actively playing a role by the local bodies (NPC, 2003:383). Thus the government accepted that decentralisation in educational governance was not a reality because of the lack of interest of the people.

The New Educational Act, did not delegate any authority to other agencies or local bodies, School Management Committees (SMCs) or civil society. Hence schools would continue to be controlled by the government or by the District Education Office (DEO) which would result in very little or no participation from stakeholders. However, according to Maraj (2000:87) education in Nepal has expanded rapidly since 1951 due to the active participation of the community. The community participated in:

- Financing most of the schools
- Supplementing salaries of educators
- Paying expenses incurred by physical fatalities
- Financing other operating costs at schools

A committee called the Management Committee was formed to coordinate the above functions. This committee comprised of 5 to 7 people that represented the parents and the community. The functions of the committee were:

- Responsibility for the entire functioning of schools
- Administration of schools
- Supervision of schools

The National Education System Plan stated that the Government Plan was to involve local communities in the planning and organisation of the education system at schools. This would add more financial responsibilities to the communities. According to this plan the communities would have to provide:

- School buildings
- Furniture
- Other expenses
- Labour construction
- Money to supplement teachers' salaries

The Management Committees were replaced by the School Co-operation Committees which were affiliated to the District Education Committees (DEC). The DEC took over the functions of the Management Committees (Maraj, 2000:89). This led to parental participation being reduced from local to district level. The DEC merely provided guidelines to the District Education Office on issues such as educating planning, teacher administration, financing of education, organising education seminars and exhibitions and providing guidance to the School Co-operation Committees in the districts.

The ineffectiveness of the committees as cited by Maraj (2000:89) led to decisions to be merely rubber stamped by higher authorities. The members of the committees lacked financial expertise, capacity building and were inexperienced in handling educational issues. With the new national plan the administration of the school was vested in the principal. This led to the School Co-operation Committees functioning less effectively, because they lacked authority. According to Maraj (2000:92) lack of stakeholder participation in educational governance was due to the removal of power from the parents which affected the education system in Nepal negatively.

2.9.4. Zimbabwe

In April 1980, Zimbabwe became an independent state. Zimbabwe, a Southern Africa country was previously known as Southern Rhodesia.

According to Chikoko (2008:245) school governance could only be explained against the policies of the colonial period, the era during which inequalities prevailed. Governance became highly centralised. The main focus was on redressing the imbalances of the past which was driven by the central government. This cost the central government a lot in terms of salaries and allowances, transport services, pupil grants, furniture and equipment, student loans and examination expenses.

Due to the high government expenditure on education by the end of the first decade, sustainability was a challenge. Critics noted a steep and evident decline in pass rates and the quality of education resulted in a high unemployment rate for school graduates. The highly centralised, top-down system of governance posed difficulty for the stakeholders to participate in decision-making processes. This resulted in the decentralisation of governance in education. A community of collaboration between government, schools, parents, communities and other stakeholders was created (Chikoko, 2008:245).

The 1996 Revised Education Act, created School Development Committees (SDCs) in non-government schools and School Development Associations (SDAs) in government schools by means of decentralisation in order to govern the institutions in Zimbabwe. According to Section 9 (1) of this act, schools in Zimbabwe should be classified as either government schools or non-government schools or other categories, depending on the socio-economic standards in which the schools are situated. Government schools are established and run by the government through the Ministry of Education. Non-government schools are government-aided, but established and run by bodies such as local authorities, churches and companies. These local authorities include Rural District and Town/City Councils (Chikoko, 2008:246).

Chikoko explains that Rural District Councils (RDCs) fall under the Ministry of Local Government, Public Works and National Housing. The majority of the Zimbabwean population lives in rural areas. Therefore most of the schools are situated in non-urban areas where the RDCs are local authorities. The RDCs own these schools in the rural areas and not the Ministry

of Education, Sports and Culture. The Ministry of Education, Sports and Culture employs the professionals, namely the, educators and principals, while the RDCs oversee the election and operations of School Development Committees.

The SDCs consists of:

- Five (5) persons elected by parents of pupils at the school
- The head of the school (principal)
- The deputy head of the school (deputy principal)
- A teacher at the school
- A councilor appointed by the local authority or in the case of any other authority a person appointed by the authority (Government of Zimbabwe, Statutory Instrument 87 of 1992)

According to the same Statutory Instrument, the objectives of every SDC are to:

- Provide and assist in the operation and development of the school.
- Advance the moral, cultural, physical and intellectual welfare of pupils at the school.
- Promote the welfare of the school for the benefit of its present and future pupils and parents and its teachers.

The SDC is empowered by the Instrument. This committee must be chaired by a parent. The committee employs staff to serve the needs of the school and to develop the school in the best interest of its present and future pupils, parents and its teachers (Chikoko, 2008:247).

Zimbabwe's legal framework (Chikoko 2008:249) which guided the role of the SDCs suggested that strong community control in decision-making at schools was rife. Power was ascribed to the members of the community served by the school (the parents) since the parent members made up the majority in the SDCs. This concept of community control is described by Lethwood and Menzies (1998: 233-285) as the Locuo of Decentralised Decision-Making power at schools.

According to (Herman, 2004) as cited in Chikoko (2008:249), community control should increase the accountability of the parents and the community. The curriculum of the school should reflect the values of the local community. Therefore decisions regarding curriculum, budget and personnel should be taken by the schools' parent/community constituents. Therefore this model positions parents/community members as the dominant stakeholders in decision-making at schools. They are significant players in school governance and not merely fundraising and building consultants.

In conclusion, the education systems of seven countries were examined in order to determine the role of stakeholders in school governance. The countries researched were: England, Australia, USA, Brazil, India, Nepal, Zimbabwe.

The role and involvement of stakeholders was examined to determine the impact this would have on the improvement of the school, learner performance and the transformation of education.

2.10. SUMMARY

This chapter dealt with participation in regard to the involvement of external stakeholders in school governance. Various concepts relating to participation were defined and explained. Theories and models that had an influence on how stakeholders participated in school governance were given attention. This led to the historical participation structures that led to the establishment of SGBs. Nascent structures in relation to their role in participating in school governance was alluded to. Different perspectives in relation to external stakeholders' participation was discussed.

The various benefits and challenges experienced by external stakeholders during their participation in school governance was highlighted. International trends were traced in developed and developing countries on how external stakeholders participated in school

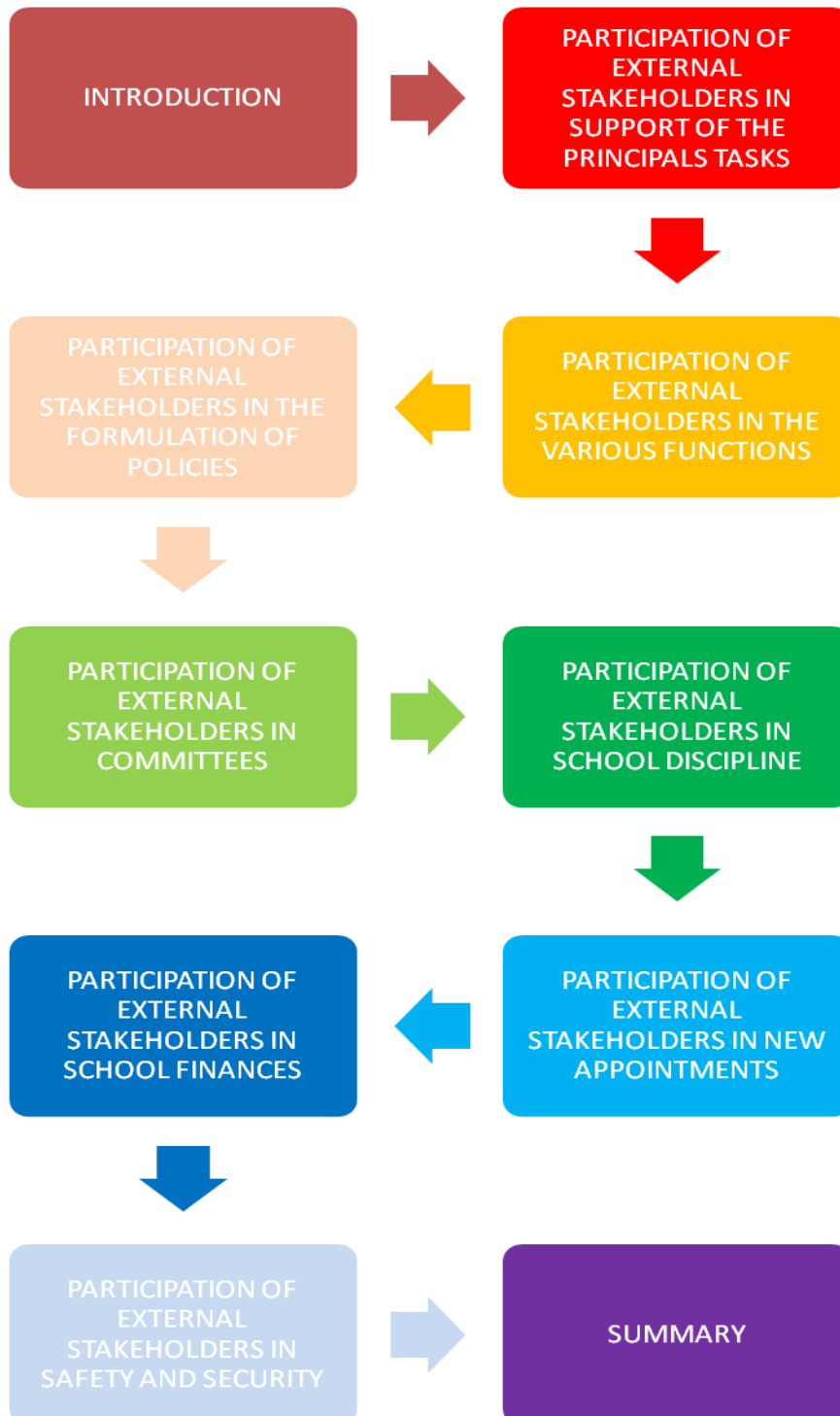
governance. This was aimed at providing enriching lessons in regard to stakeholder participation. The chapter ended with a summary.

The next chapter will examine the extent and patterns of participation by external stakeholders in school governance.

CHAPTER THREE

THE EXTENT AND PATTERNS OF PARTICIPATION BY EXTERNAL STAKEHOLDERS IN SCHOOL GOVERNANCE

OVERVIEW



3.1. INTRODUCTION

In the previous chapter, it was mentioned that SASA (SA: 1996a) introduced democratically elected SGBs in South African schools. These SGBs are vested with far greater responsibility than school committees, prior to 1994. The SGBs are statutory bodies which ensure participation of parents, educators, support staff, principals, learners and co-opted members of public schools in South Africa (Beckmann & Blom, 2000:1).

According to SASA (SA: 1996a), section 16 (1), the governance of every public school is vested in its governing body and the principal of the school has authority over the management of the school (RSA, 1996:9). According to the Department of Education 1995, SGBs were formed to address the inequalities of the education system. The Education White Paper 2 states that schools, by means of their governing bodies, address the issues of redress by using public resources to improve the quality of education and provide for democratic decision-making at schools.

It is for these reasons that this chapter investigates the extent and patterns of external stakeholders' participation in the governance of schools. The discussions focus around how these external stakeholders namely parents, community members, co-opted members, unions, Government Departments, Association of SGBs, Higher Education Institutions (HEIs) and Private Sectors participate in the various school activities mentioned in this chapter. A summary concludes this chapter.

3.2. PARTICIPATION OF EXTERNAL STAKEHOLDERS IN SUPPORT OF THE PRINCIPALS

The Principal, with the School Management Team (SMT), is responsible for the professional management of the school (SA, 1996). The SGB, with external stakeholders, should support the

principal and SMT to fulfill this responsibility. The role of the principal in executing his/her management tasks are outlined below.

3.2.1. Management Tasks

3.2.1.1. Role of Principal

According to SASA (SA: 1996a), section 19(2), the HOD should ensure that principals and departmental officials render the necessary assistance to governing bodies in performing their functions as stipulated in the Act. The principal functions in two capacities, as SGB member and as a principal/departmental official. When the principal operates in the capacity of a SGB member he/she has to watch over the interests of the provincial education departments and also over the interests of the SGB when dealing with the provincial education department. The principal should ensure that the conduct of the SGB is lawful, fair and reasonable (Joubert & Bray, 2007:40). In terms of Section 23(1)(b) of SASA (SA, 1996a) the principal is an ex officio member of the SGB. This simply means that, the principal is a member of the SGB and has to provide it with the necessary support and assistance; therefore he/she is regarded as the school governing body's representative or executive officer of the school. This applies to the matters falling within the competence of the SGB. The principal remains a government employee and has been delegated by the Head of Department (HOD) to perform specific duties/functions. Therefore the principal acts on behalf of the education department and is accountable to the HOD.

3.2.1.2. Role of School Governing Body

Joubert and Bray (2007:41) emphasise that SGBs should display honesty, integrity and openness in its supportive role to the principal. There are seven principles which Joubert and Bray (2007:41) stress that should be observed by all SGBs. They are:

- Selflessness – decisions by SGBs are to be taken in the interest of the school and not for personal financial gain or any other material benefit.
- Integrity – SGBs should not place themselves under obligation to others which would affect their functionality of carrying out their duties.
- Objectivity – choices made by SGBs when carrying out their governance duties should be on merit.
- Accountability – SGB members are accountable for their decisions and actions to all stakeholders.
- Openness – SGB members should be open about all decisions and actions taken. They should provide reasons for their decisions.
- Honesty – SGB members are to protect the best interests of their school.
- Leadership – SGB members should use their leadership skills to promote these principles.

According to Joubert and Bray (2001:41) the school governing body has the overall responsibility to ensure that the school delivers quality education to all learners enrolled at the school. Hence, the SGB and SMT should work together as a team to complement each other. They should co-operate with one another. However, conflict does arise due to the different capabilities that SGB members possess. Some schools have SGB members with vast financial, legal and managerial skills while other have fewer skills and experience which deters them from participating effectively.

Van Wyk (2004:49) emphasises six points for governing bodies to be effective. These are working as a team, good relationships with principals, effective meetings, knowledge of the school, effective time management and delegation and training development of SGB members. Bush and Joubert (2003:5) and Karlsson (2002:328), report that empirical research outlined that the level of governor involvement and the role that governors play in school development,

varies. Karlsson (2002:330) also notes that governor decisions tend to be peripheral and that their influence rarely impacts upon teaching and learning.

3.2.2. Support offered to School Governing Body by External Stakeholders

External stakeholders support SGBs in achieving the below mentioned activities:

3.2.2.1. Appointment of additional educators

Section 20(4) and (5) of SASA (SA: 1996a) provides that subject to the Act, the Labour Relations Act, 1995 and other applicable laws, a public school should establish posts for educators and non-educators at the school. The employer is the school, but the SGB acts as an agent of the school in making decisions. At the annual budget presentation, the SGB should provide sufficient details of any posts envisaged in terms of sections (4) and (5). The estimated costs must be met for the appointment of additional staff and should be outlined in the annual budget section 20 (9). NGOs assist in fund raising activities for payment of salaries to those additional educators.

3.2.2.2. Support of academic staff

Although SASA (SA: 1996a), states that the SGB should support the staff in performing their professional duties, research has shown that there is little support by SGBs (Van Wyk, 2004:51). This is due to the lack of adequate expertise within the field of education. Thus the support of co-opted members with educational background is appropriate in order to assist the academic staff. HEIs as external stakeholders also support them by offering workshops and training.

3.2.2.3. Promote the best interest of the school

SASA (SA: 1996a) (Section 15) states that every school is a juristic (legal) person with legal capacity (power) to perform its functions. Thus the SGB should be viewed as the instrument (body) through which the school operates. Hence the SGB and SMTs should put the interest of the school above their own personal, political, religious and language interests. SASA (SA: 1996a) refers to the governing body standing in a position of trust towards the school. It simply means that mutual trust should exist between the principal, educators, learners of the school and the SGB. Hence, relations of trust are required for the management and governance of the school.

The SGB is composed of individual members. Every member of the SGB should be prepared to play his/her part actively, thus reaching an understanding of what it means to be a good member of the SGB (DoE, 1997:10). It is the collective action of these individual members that infuses the trust relationship.

To ensure that SGBs promote the best interest of the school and strive to provide quality education for all learners at the school they need to be developed in the field of school governance. In order for SGB members to govern their schools effectively, they require competencies. Through trainings the SGB members are developed, capacitated and made competent. Training should be provided for newly elected SGBs and on-going training should also be provided to assist SGB members to perform their duties effectively (SA, 1996a) Section 19. For training to be successfully implemented, the Association of SGBs as one of the external stakeholders, will support SGBs in this venture.

3.2.3. Recruiting people from community/outside community to render voluntary service

3.2.3.1. Partners in learning

Joubert and Bray, (2007:44) states that one of the main priorities of the South African education system is to improve the quality and standard of the school system. A positive attitude can be developed through a culture of teaching and learning if all stakeholders work as partners in learning. The SGBs could recruit parents from the external community, businesses, non-governmental organisations (NGOs), and others mentioned in chapter 2 to become “partners in learning”. This would result in:

- Supportive development of a global perspective in the school curriculum;
- Delivering the school curriculum as well as enhancing the teaching of core subjects;
- Setting up and developing a learning partnership with schools;

Partnerships should be beneficial to both parties. These partnerships should aim to:

- Provide professional development for educators.
- Add value to the ethos of the participating school, thus improving performance.
- Enhance the content of classroom teaching in all learning areas.
- Enable learners to acquire new skills, attitudes and experience through contacting their peers from different cultures directly.

Educators and school staff work hard and are always under pressure. This pressure varies from school to school. Therefore educators should see this learning partnership as assisting them in their duties. This learning partnership with external stakeholders such as HEIs, Private Sectors, NGOs, community members would support the educators through SGBs in the following activities:

- Exchange of letters or e-mail amongst a group of learners, educators, classes or the entire school. This would lead to developing communication and presentation skills, personal contact, and build empathy and sympathy relationships.
- Information Technology links such as internet, e-mail and fax used for communication purposes. Computer skills could be practised in a meaningful way.
- Information exchange where partners agree on a topic and exchange information.
- Communication and language learning, since South Africa has 11 official languages and sign language.
- Joint communication projects where schools could agree to work together on different learning areas over a period of time (Joubert & Bray, 2001:45).

3.2.3.2. Fundraising

SASA (SA, 1996a), section 36(1) mandates the SGB to engage in fundraising activities. These activities will be beneficial to the school and supplement the budget received from the Education Department.

The SGB should allow the use of the facilities of the school for community, social and fundraising purposes which would include the charging of a fee. In disadvantaged communities parents are unable to pay school fees. By using the school's property in fundraising activities, it would assist these schools to alleviate some of their needs (Nyambi, 2004:26). The organisation of fundraising events by SGBs over weekends whereby learners, parents and the community attend to financially participate in these fundraising activities should take place.

3.3. PARTICIPATION OF EXTERNAL STAKEHOLDERS IN THE FOLLOWING FUNCTIONS

3.3.1. Functions within Legal Framework

3.3.1.1. Legal Status

Since public schools function in the public education system, all schools are regarded as “organs of state” in terms of section 239 of the Constitution of the Republic of South Africa, 1996c (hereafter Constitution) and is therefore bound by the democratic principles and values prescribed for public administration in section 195 of the Constitution.

Legal status refers to the position the law gives to a body or person. In terms of SASA (SA: 1996a), section 15 a public school is a juristic person with the legal capacity to perform its functions in terms of this legal personality (juristic person). A school not only has the capacity to enter into contracts with other legal persons, but it also carries the responsibilities and liabilities attached to a legal person. Furthermore, the governing body stands in a position of trust towards the school and always acts on behalf of the school with the best interest of the school at heart. This implies inter alia that the governing body should put the interest of the school in general and the learners in particular above their own personal, political, religious and language interest (Beckmann & Visser, 1999: 154).

3.3.1.2. Expectations of SGB

Pampallis (2004:5) divides school governance functions into three groups, namely:

- Providing for the democratic participation of all constituencies in the running of schools;

- Mediating the interests of various constituencies in the school to ensure that different interests do not lead to the development of destructive conflicts; and
- Helping to create an environment conducive to teaching and learning at schools.

The function of a governing body can be divided into two main categories, namely general functions which apply to all governing bodies and so-called allocated functions. All functions of governing bodies, whether they be general or allocated, could also be divided into two further categories, namely functions of an obligatory nature and functions of a discretionary nature.

It is important to note the different words used in SASA (SA: 1996a) to describe the role and functions of governing bodies. Examples are:

- Adopt - Accept or formally approve a document or a report that was prepared by another body.
- Should - Expresses permission for someone to do something but it is not compulsory to do so.
- Should - expresses the fact that something has to be done, thus a person or a body is obligated to do something.

Governance and management are interwoven in a process aimed at enabling schools to provide effective and efficient education. Management decisions on day-to-day teaching and learning are in the hands of educators under the professional leadership of the principal. On the other hand, governance is a democratic process to develop school policy which involves the participation of a number of interested parties and is clearly the responsibility of the elected governing body.

3.3.1.3. Information from schools

An effective governing body that acknowledges the values, skills and knowledge of its members in order to promote its vision and build successful relationships between the governing body and the school, reflects three basic requirements, namely, the need:

- To know each other better and build trust;
- To understand each other's way of functioning; and
- For better skills to work together effectively and in the best interest of the school.

SGB members should to be well informed about their school. Essential aspects to consider in this regard are-

- The history of the school;
- The size of the school (number of learners, educators and classrooms);
- The facilities at the school and the state of these facilities;
- The school's extra-mural curriculum;
- The present and past achievements of the school (academic, cultural and sport);
- The existing school policies (vision, mission, admission, language, religious, discipline, finance); and
- The context of the environment (feeder area, community).

3.3.2. General Functions

3.3.2.1. Adoption of Constitution

SASA (SA: 1996a) states very clearly that the governing body of a public school should function in terms of a constitution (section 18). The constitution is a document that sets out the guiding principles and values that underpin the functioning of the governing body.

The constitution should provide for

- (a) a meeting of the governing body at least once every school term;
- (b) meetings of the governing body with parents, learners, educators and other staff at the school, respectively, at least once a year;
- (c) recording and keeping of minutes of governing body meetings;
- (d) making available such minutes for inspection by the Head of Department; and
- (e) rendering a report on its activities to parents, learners, educators and other staff of the school at least once a year (section 18(2)).

The governing body should submit a copy of its constitution to the Head of Department (hereafter HOD) within 90 days of its election (section 18(3)).

3.3.2.2. Code of Conduct

SASA (SA: 1996a) provides that the MEC should determine a code of conduct for the members of the governing body of a public school after consultation with associations of governing bodies in that province.

The code of conduct referred to should be aimed at establishing a disciplined and purposeful school environment dedicated to the improvement and maintenance of a quality governance structure at a public school.

The code of conduct should contain provisions of due process, safeguarding the interests of the members of the governing body in disciplinary proceedings. All members of the governing body should adhere to the code of conduct. The HOD should suspend or terminate the membership of a governing body member for a breach of the code of conduct after due processes. A governing body member should appeal to the MEC against a decision of a HOD regarding the suspension or termination of his or her membership on the governing body.

3.3.2.3. Vision and Mission

Schools' governing bodies are re-elected every three years. This means that schools are not assured of permanence or continuity in its governance structures. Yet, for a school to develop a particular style and direction of management and governance, a school culture (human behaviour) and climate (atmosphere) that is acceptable to all the role players is necessary. Each school needs a clear idea of what the school wishes to achieve. Written goals and objectives are one way of bridging stability to the management of a school.

Before a school can formulate such goals and objectives, each of the role players needs to have a shared vision of what the school should be. This vision then needs to be translated into a mission statement. The mission statement should not only be compatible with the vision, but should reflect the shared values of all those directly concerned with the school.

In the adoption of a vision and mission statement for school, the following legal requirements should be considered in order to meet the requirements of the Department of Education:

The Bill of Rights (Chapter 2 of the Constitution) provides that everyone has the right to:

- Equality.
- Human dignity.
- Privacy.
- Freedom of religion, belief and opinion.
- Freedom of expression.
- Assembly, demonstration, picket and petition.
- Fair labour practices.

These rights should all be considered in writing a vision and mission for the school. A governing body should further consider the stipulations regarding a vision and mission for its school in the relevant provincial education legislation.

A good vision statement (a written document) should –

- Provide an attractive but realistic picture of the school's future;
- Be clear and shared by all stakeholders;
- Provide meaning to the work of the school's personnel and the school community;
- Provide an opportunity for the school to adapt to changing circumstances; and
- Lead to action and be achievable in time.

A good mission statement should –

- Provide reasons for why the school exists;
- Say what the core business of the school is;
- Guide policy decision at the school;
- Be seen in the daily practice of the school;
- Be easy to read and shared by all stakeholders;
- Be changed over time; and
- Be displayed in public places.

The mission statement further aims to establish and maintain a sound infrastructure for the delivery of a committed, client orientated, equity based service, that redresses inequalities, whilst promoting sound work practices.

3.3.3. Administrative Functions

3.3.3.1. Administration and control of property

In terms of section 55(1) of SASA (SA: 1996a) immovable property (land and building) of schools that have been declared state-aided schools (in 1992) in terms of section 29(2A) of the Education Affairs Act 70 of 1988 reverted back to the State on the date announced by the Minister in the Government Gazette. The implications of this is that the State became the owner of the land and buildings of the former Model C schools (now all public schools). The State, not the school is therefore liable for the payment of rates, whilst schools pay for services (for example, water and electricity, sanitation, etc.), only if this function was allocated to them in terms of section 21.

Section 13 of SASA (SA: 1996a) provides that a school occupying immovable State property, has the right, for the duration of the school's existence, to occupy and use the property to the benefit of the school and for educational purposes only. The MEC should be informed, should the immovable property not be used by the school in the interest of education. The right to occupation and use of the State's immovable property provides the school with an insurable interest in the immovable property. The school now has the rights of a usufruct or at least an occupier, compared to those of the State which constitute the right of a mere owner. Also note section 20(1)(g) which states that the governing body should administer and control the school property, as well as the buildings and land occupied by the school, including hostels.

3.3.3.2. Use of facilities

Section 20(1)(k) of SASA (SA: 1996a) provides that the governing body of a public school should, at the request of the HOD, allow the reasonable use under fair conditions – to be determined by the HOD - of the facilities of the school for educational programmes not conducted by the school.

The governing body should allow the reasonable use of the facilities of the school for community, social and school fundraising purposes, subject to such reasonable and equitable conditions as the governing body should determine, which should include the charging of a fee or tariff that occurs to the school.

3.3.3.3. Asset Management

Section 20(1)(k) of SASA (SA: 1996a) determines that the governing body should administer and control the school's property (including land and buildings that the school occupies).

Section 37(5) of SASA (SA: 1996a) provides that all assets obtained by a public school at or after the promulgation of the Schools Act, to remain the property of the school, except that this applies only to schools that have not had section 21 functions allocated to them.

Colditz (2003:11) explains that in terms of Government Notice 1423 of 26 November 1999 the Minister determined that, on that date, all movable assets were to be reverted back to schools that had had section 21 functions allocated to them. This applies only to schools that were not so called "Model C" schools.

In terms of section 37(6) public school assets should be used only for-

- Educational purposes at or in connection with such school;
- Educational purposes at or in connection with another public school, in terms of an agreement with such school and with the approval of the HOD;
- The execution of the functions of the governing body; and
- Another educational purpose as agreed on between the governing body and HOD.

School buildings include all classrooms, the administrative block, storing facilities, and grandstands. Schools with both section 20 and section 21 functions have the responsibility to look after all built-up structures. Schools with section 20 functions must inform the provincial department of education (PDE) via the district office of any maintenance that is required. The governing body of a school with section 21 functions, is responsible for the maintenance of these facilities and should provide for this function in the annual budget.

Creating and maintenance of sporting facilities is the responsibility of the governing body. PDEs would normally provide infrastructure in the sense that grounds would be levelled, but it rests on the governing body's shoulders to develop sporting facilities for those sporting codes that the school offers as part of the extramural curriculum.

3.3.3.4. Purchasing Learning and Teaching Support Material (LTSM)

Paragraphs 108 to 110 of the National Norms and Standards for School Funding (1998) provides for the following:

- (108) Each provincial education department should develop a "section 21 list" of schools that have been allocated functions and should carry out their own procurements in this manner.
- However, in terms of section 22 of SASA (SA: 1996a) a school should be removed from the list if the governing body proves unable to undertake the additional functions.
- (109) Schools on the section 21 list receive a lump-sum, per-learner transfer for the payments for which they have responsibility in accordance with the Resource Targeting Table.
- If a school's bills for these services or items are lower than the lump-sum transfer, the governing body should allocate the transferred amount to the purchase of other education-related items.

- (110) School governing bodies that are on the section 21 list should deal directly with suppliers and contractors for the relevant budgeted items in accordance with standard procurement procedures. They should keep documents as evidence of correct dealing with such suppliers and contractors, and records of how the materials and services were used, and produce such documents or records at the request of officials from the PDE and for audit purposes.

3.3.3.5. Managing school facilities

The governing body should allow the reasonable use of school facilities to the community under conditions determined by governing body, which should include the charging of a fee to strengthen the school fund.

A written contract should, for example, include the following conditions:

- The payment of a deposit (if necessary).
- Insurance on the facility (for example, school hall) if it is not yet covered.
- The venue, date and time of the activity.
- The condition of the facility before and after activity.
- The signing of the agreement before and after the activity.

Where a governing body ceased to perform its functions in terms of SASA (SA: 1996a), and persons are appointed by the HOD to perform the functions of a governing body, such persons should build the necessary capacity within the period of their appointments to ensure that the governing body would perform its functions (section 25(1) and (4)).

3.3.3.6. Applying for additional functions (Sect. 21)

In terms of section 21(e) of SASA (SA: 1996a), a governing body could apply to the HOD in writing to be allocated other functions consistent with the Act and any applicable provincial law.

Governing bodies are strongly advised to apply for section 21 functions. It should also be remembered that the allocation of functions is an ongoing process. Governing bodies should take note of efforts by the HOD to encroach upon some of the allocated functions (for example, the so-called protocol for music and for sport which interferes with the function of the governing body to determine the extra-mural curriculum of the school: the directive by some provincial departments regarding suppliers of textbooks and stationery which seeks to limit the function of the governing body to purchase textbooks, educational materials or equipment in terms of section 21 (1)(b) and (c)) (Colditz, 2001:6). If these functions have not been allocated, Colditz (2001:6) strongly advises governing bodies to apply for these functions.

3.3.4. Withdrawal of functions

The Head of Department has the power to withdraw functions from a SGB on reasonable grounds, such as misappropriation of funds.

SASA (SA: 1996a), section 22 stipulates the following in regards to withdrawal of functions from SGB:

- the HOD could not withdraw a function unless s/he has:
 - Informed the SGB of his/her intention to act and the reasons therefore granted the SGB a reasonable opportunity to make representations to him/her relating to such intention.
 - Given due consideration to any such representations received.
- In cases of urgency, the HOD could withdraw a function of a SGB without prior communication to the SGB, if the HOD thereafter:
 - Furnishes the SGB with reasons for his/her actions;
 - Gives the SGB a reasonable opportunity to make representations relating to such actions; and
 - Duly considers any such representations received.

The HOD could for sufficient reasons reverse or suspend his/her action to withdraw the functions in cases of urgency.

- Any person aggrieved by a decision by the HOD in terms of this section should appeal against the decision to the MEC for education.

Mosana (2001:34) argues that the HOD has more power than the SGB if s/he could withdraw the functions from the SGB at any time. These powers should be carefully exercised keeping in mind the democratic principles in South Africa.

3.4. PARTICIPATION OF SGB IN THE FORMULATION OF POLICIES

SASA (SA: 1996a) stipulates that SGBs as the elected representatives of school communities, are responsible for drafting certain school policies. The values of each community influence the development of the school's policy. The main values that affect policy formulation are choice, quality, efficiency and equity (Nieuwenhuis, 2007:56). The way in which a community expresses its values, setting principles and developing rules (policies) reflects what the community regards as right or wrong (Nieuwenhuis, 2007:18). SGBs with co-opted members from within the community should reconcile their values with constitutional values. In most schools the formulation and implementation of policies take place in due course, with new policies being introduced and current policies being reviewed in response to problems or events.

To avoid conflict when policies are formulated and introduced stakeholders should follow the process outlined below by Clarke (2009:60):

- Decide on the purpose of the new policy
- Involve all stakeholders in debate about the issue and invite them to make recommendations;

- Make it clear what the process entails and who the ultimate decision makers are;
- Establish a small committee which includes stakeholder representation to collate the ideas and to formulate a draft policy;
- The committee circulates the draft policy for comments by all involved;
- The committee amends the draft document in response to any comments received. Where this is appropriate the committee submits the draft document to the SGB to finalise it. The SGB should ensure that the policy serves the intended purpose and is not in conflict with existing school policy legislation;
- The final approval of the new policy is given;
- Monitor implementation of policy (Clarke, 2009:61).

External stakeholders with legislation knowledge would be useful in assisting the SGB in formulating the language policy. These would include co-opted members who have education background, unions and Association of SGBs.

It is vitally important for SGBs and external stakeholders to understand the legal principle of distinguishing between a policy and a law, because such a distinction determines the extent of decision-making by the SGB. These principles will now be discussed.

3.4.1. Principles of Policies

3.4.1.1. Legal principles of policies

In the formulation of school policies there are limitations, such as all policies should be in line with the constitution (CRSA, 1996c), national and provincial legislation. SGBs cannot adopt policies if they are not compatible, relevant and proper in regard to circumstances prevailing at schools; policies should be tested on administrative legislation and lastly the compliance of legality. The majority of SGBs do not have the capacity to formulate school policies. Through

the participation of co-opted members, for example, a lawyer who has the expertise in legislations would assist SGBs to compile these policies.

3.4.1.2. Constitutional Principles

According to the Constitution (Section 28(2)) the best interest of the child is of paramount importance in every matter concerning the child. Therefore SGBs should determine policies that address the educational needs of all learners at schools.

In homogenous schools, where learners belong to one cultural background and one language, the drawing up of policies do not pose any challenges. South African schools are multicultural and multilingual. Therefore, the determination of policies such as a language policy or a religious policy poses challenges. The SGB should look into factors such as the demography, majority and minority language choices, availability of human and physical resources as well as the cultural background of the school and community when formulating policies (Joubert & Bray, 2007:61).

3.4.1.3. Educational Principles

In terms of the Revised National Curriculum Statement, the academic objectives of education consist of seven critical outcomes. These outcomes allow the learners to identify and solve problems, work with others effectively in a group, organise and manage themselves, collect, analyse, organise and critically evaluate information, communicate effectively using symbolic and language skills, use science and technology effectively, demonstrate an understanding of the world as a set of interrelated systems. These critical outcomes should be achieved through the school's language policy (Joubert & Bray, 2007:61). The Revised National Curriculum Statement states that the primary socialising function of education is the attachment of five development outcomes. These outcomes allow learners to participate as responsible citizens in life communities; reflect on and explore a variety of strategies to learn more effectively; be

culturally and aesthetically sensitive across the range of social contexts; explore education and career opportunities; and to develop entrepreneurial opportunities. The school's language policy should assist learners to attain these outcomes.

In order for learners to attain the above mentioned outcomes, SGBs in consultation with members from the community should formulate a language policy which is in the best interest of all learners. The language policy is discussed next.

When formulating these policies SGBs should involve external stakeholders, who have knowledge and experience in such matters. These stakeholders consult with legislations such as the Constitution, national and provincial legislation in the compilation of these policies. Factors such as the demographic, cultural and linguistic diversity of the school community, as well as the protection or promotion of minority languages, should be considered by these stakeholders when drawing up the language policy. This policy must be in the best educational interest of all the learners.

External stakeholders with legislation knowledge would be useful in assisting the SGB in formulating the language policy. These would include co-opted members who have education background, unions and Association of SGBs.

3.4.2. Language Policy

3.4.2.1. Legislative Provisions

SASA (SA:1996a) allocates policy-making authority to governing bodies to determine language, religion and admission policies. Education policy should be in accordance with the constitution, national legislation, provincial legislation and the regulations thereto. Factors such as the demographic, cultural and linguistic diversity of the school community, as well as the protection

or promotion of minority languages should be considered when deciding on a language policy that is in the best educational interest of all the learners.

3.4.2.2. National Language Policy

In the preamble of the Norms and Standards for Language Policy in Public Schools (1997) the government recognises the South African cultural diversity as a valuable national asset and accepts the task to promote multilingualism.

The National Policy addresses the following:

- The learner has the right to choose the language of learning and teaching;
- The parents on behalf of the learner have the right to choose the language of learning and teaching;
- Maintain home languages, but also acquire additional languages;
- In Grades 1 and 2 at least one approved language should be offered. Grade 1 and 2 learners are taught in their home language. In Grades 3 to 9 the language of learning and one additional language as a subject should be offered. From Grades 10 to 12 two approved languages should be passed.
- The SGB should indicate how multilingualism will be promoted when determining the language policy.

The National Language Policy supports additive bilingual education based on a numerical formula model. All this looks impressive on paper and sounds reasonable, but according to Heugh (2002:173) the fact is that language policy differs vastly from these laudable ideals as mentioned above in the National Policy. In practice the National Language Policy pays mere lip service to the promotion of multilingualism (Malherbe, 2005:711). English as the dominant language is promoted to the detriment of African languages and Afrikaans (Foley, 2004:62).

3.4.2.3. Provincial Language Policy

In terms of Schedule 4 of the Constitution the responsibility for the provision of education in each province is seated in the provincial sphere of government. Therefore, each Provincial Government should execute the responsibility to provide public education to eligible learners in the respective provinces. All provinces have their own legislation regulating education. If there is a conflict between the national and provincial language policies, then the national policy would prevail.

In terms of section 18(1) of the School Education Act of 1995, in Gauteng the language policy of a public school should be drawn up by the SGB. External stakeholders with legislation knowledge would be useful in assisting the SGB in formulating the language policy. These would include co-opted members who have education background, unions and Association of SGBs.

3.4.3. Admission Policy

Despite the constitutional imperatives of decentralisation and parent participation in school education, and the positive improvement of democratisation, certain public school SGBs still use their powers to discriminate against learners and refuse them admission to school. The legislative framework on the admission policy and discriminating factors that impact on learner admission will now be discussed.

3.4.3.1. Learner Admission:

According to The Constitution of the Republic of South Africa 1996c, Section 9 does not allow for discrimination in learner admission. In terms of NEPA Act 27 of 1996, the admission of learners is governed and regulated by the Admission Policy. This policy clearly defines the roles, powers and functions of the structures responsible for the process of admission. It further

outlines what is legally permitted and prohibited when admitting learners (SASA, SA: 1996a: Section 5).

Through SGBs (SASA SA: 1996a:Section (5)), admissions of learners are decentralised to public schools and communities. This encourages participation of communities in education at schools. SGBs are to encourage parents to apply for admission of their children before the end of the preceding school year. The SGBs, in line with the Constitution, SASA (SA: 1996a) and applicable provincial law (item 7), determines the admission policy at schools. SGBs are prohibited from administering any form of tests for admission purposes or authorise the principal or any other staff member to administer such a test (Joubert & Bray, 2007:72).

3.4.3.2. Discriminatory Factors

- Languages:

According to Joubert and Bray (2007:73) the protection of languages and cultural rights is an intrinsic part of the education of every person. Currie and De Waal (2005:273-275, 622-628) outline that not only does recognition of language and culture reflect respect of human dignity, but it also underlines a specific entity as well as respect and recognition for diversity. The Bill of Rights protects the language and cultural freedoms. Therefore the admissions policy of the public schools should uphold this protection as demanded by the Constitution.

- Language Tests:

As studied in the equality clause (Section 9) of the Bill of Rights an admission policy cannot unfairly discriminate any learner directly or indirectly. De Klerk (2002:3-6) investigated the relationship between language and race in learner admission to public schools. It was observed that school principals were careful of using language tests as a basis for admission decisions. However, the previous school's records were used to determine the learner's proficiency in

English. This resulted in refusing admission to learners whose English was not up to standard. (Fiske & Ladd, 2004:94).

- School Zoning

School zoning was introduced to control overcrowding in public schools which are situated in city centres and urban suburbs that performed better than other public schools, especially these schools classified as Model C Schools. This overcrowding of schools resulted in the movement of people from rural areas and neighbouring countries to settle in informal settlements which are situated close to cities. School zones have enhanced the democratisation of education and increased access to school education, thus removing discriminatory practices that previously restricted the movement of learners, especially from the so-called “townships” schools to the former “Model-C” schools (Joubert & Bray, 2007:75).

- School Fees

Besides language and race, the payment of school fees is used to prevent the admission of certain learners to public schools (Joubert & Gray, 2007:76). The parent community of most public schools determines the school fees. Once the school fees have been adopted at a meeting it becomes the responsibility of the parents to fulfill this obligation. The SGB should enforce such payment by legal means (SASA, SA: 1996a: Section 39-41). School fees enable SGBs to acquire additional resources for schools, thus promoting and maintaining quality education at schools (Joubert & Bray, 2007:76).

3.4.4. Religious Policy

Religious observances in a public school may be conducted under rules issued by the governing body if such observances are conducted on an equitable basis and their attendances by learners and members of staff is free and voluntary. Religious education, however, forms

part of the national curriculum and is therefore compulsory in public schools for all learners. The national policy on religion and education (DOE, 2003) states that:

“In all aspects of the relationship between religion and education, the practice must flow directly from the constitutional values of citizenship, human rights, equality, freedom from discrimination and freedom of conscience, religion, thought, belief and opinion. Public institutions have a responsibility to teach about religion and religious in ways that reflect a profound appreciation of the spiritual, non-material aspects of life, but which are different from the religious education, religious instruction or religious nurture provided by the home, family and religious community.”

School governing bodies have no obligation or authority regarding the teaching of these compulsory learning programmes.

However, in terms of this policy, school governing bodies are required to determine the nature and content of religious observances for educators and learners. This ensures coherence and alignment with the policy and applicable legislation. It may also determine that a policy of no religious observances be followed. Where religious observances are held, these may be determined at any time by the school, and may form part of school assembly. Religious organisations from the community assist addressing learners on moral topics and life skills at schools.

3.5. PARTICIPATION OF EXTERNAL STAKEHOLDERS IN COMMITTEES

3.5.1. Purpose of committees

For governance to be effective at schools SGBs should form committees (Clarke, 2009:79). These committees assist greatly in schools where financial systems are complex, the infrastructure is extensive and a variety of extra-curricular activities are offered.

Clarke (2009:79) reveals that one of the biggest advantages of these committees is that the SGBs could co-opt members with expertise to these committees.

The following aspects should be taken into consideration when establishing these committees:

- the purpose of the committees
- the extent of authority
- report back on decision-making

The decisions should be in the form of recommendations to the SGB. The SGB have the final decision on whether to accept or reject the recommendations (Clarke, 2009:79).

3.5.2. Processes and procedures of committees

For committees to be effective, the following processes and procedures by SGBs should be adhered to:

- The committee should meet to discuss a matter that falls within its area of responsibility. For example a safety and security committee could meet to discuss the correct maintenance of school vehicles. This committee should also include the drivers of the vehicles and a community expert such as a mechanic or traffic officer who could provide specialist advice.
- Having discussed the matter, members of the committee agree on a certain issue in regard to the maintenance of school vehicles.
- These issues then take the form of recommendations. The recommendations are presented at the SGB meeting in the form of a report.
- At the meeting the SGB could do one of the three things:
 - Endorse or support the recommendations.
 - Reject the recommendations.

- Ask the committee.
- At the next meeting Clarke (Clarke, 2009:79-81) suggests that each SGB should decide which committee structure would best serve its needs and those of the school.

3.5.3. Sub-Committees

Sub-committees that could be formed are listed below:

- **FINANCE:** this is the most important committee of the SGB, which should meet on a monthly basis to monitor the school's income and expenditure. The drawing up of a draft budget and making recommendations on school fees is also the responsibility of this committee. Co-opted members with finance background are members of this committee.
- **PHYSICAL AMENITIES:** This committee's function is the overseeing of the routine maintenance and repairs of the school's physical amenities. They need to identify NGOs that could be recruited to serve on this committee for future requirements such as sporting facilities.
- **SPORT AND EXTRA-CURRICULAR ACTIVITIES:** This committee can make recommendations on the school's extra-curricular programme and prepare a policy to monitor the participation of learners and educators. Sports organisation from the community form part of this committee.
- **STAFFING:** This committee has the following functions – managing and monitoring staff appointments, appointment procedures, staff contracts of employment and staff remuneration packages. The members should also focus on strategies for the recruitment and retention of staff. Staff members who are leaving should be given an exit interview by this committee to determine their reason for leaving. Unions and Association of SGBs play an important role in this sub-committee.

- **SAFETY & SECURITY:** This committee works on the safety and security of the learners, staff members, and parents on site. The maintenance of the school vehicles, as well as outside contractors which are used to transport learners and staff members, is the responsibility of this committee. The appropriate licensing of drivers who transport learners is an important aspect as well. SAP offers adopt-a-cop, safe-school services and are part of this committee.
- **SCHOOL DISCIPLINE AND LEARNER SUPPORT:** This committee manages the procedures dealing with cases of learners' misconduct. It also monitors the compliance of the schools code of conduct. Co-opted members with legal background should assist with these formalities.
- **HEALTH AND SOCIAL:** This committee monitors and provides guidance via school programmes to those learners and families that require support from this committee. This committee's responsibility is also first aid and issues relating to HIV/AIDS. The health and social services in the community are members of this committee.
- **STRATEGIC PLANNING:** This committee should research the school's long-term needs and plans for the future (Clarke, 2009: 79-82). NGOs form part of this committee.

3.6. PARTICIPATION OF EXTERNAL STAKEHOLDERS IN SCHOOL DISCIPLINE

3.6.1. Code of Conduct:

Van Wyk (2001:196) states that in South Africa a lack of learner discipline is a serious problem. However, the occurrence and seriousness of learner discipline problems is not limited to this country only, it is a universal concern.

Mabeba and Prinsloo (2000:34) define discipline problems as “disruptive behaviour that significantly affects fundamental rights to feel safe, to be treated with respect and to learn”. Research reveals that, due to a lack of order and the disruptive nature of learner conduct, educators in many schools are not free to teach and all learners are not free to learn. Research by Nxumalo (2001:77) has shown the need for both learners and educators to be disciplined for effective functioning of schools. According to this research, discipline is vitally important for teaching and learning to be effective. The importance of positive discipline and maintenance of a positive learning environment in schools cannot be ignored (Rossouw, 2003:415).

The SGB should play an important role in the establishment and maintenance of sound discipline. In terms of section 18A (2) of SASA (SA: 1996a) the SGB is to establish “a disciplined and purposeful school environment”. Both sections 8 and 20 of SASA (SA: 1996a) state that the SGB is responsible for the drafting of a code of conduct for learners, which is part of the policy-making duties of every SGB.

3.6.1.1. Drafting process of Code of Conduct

The preamble in the code of conduct outlines the importance of a culture of reconciliation, teaching, learning, mutual respect thus establishing a culture of tolerance and peace through proper discipline. Parents, learners, educators and non-educators should be involved during the drafting process of the code of conduct. During reviews all stakeholders should be consulted (Joubert & Bray, 2007:82).

3.6.1.2. Implementation process of Code of Conduct

Research has shown (Rossouw, 2003:427) that many schools still resort to a punitive approach towards school discipline, although a preventative approach appears to be more effective in the long run. As prescribed in SASA (SA: 1996a) section 8, the creation of the code of conduct is the most effective preventative measure for learners. According to the code, all stakeholders

should know the kind of conduct required. The implementation of the Code of conduct at schools is important to measure discipline.

3.6.2. Disciplinary Procedure

3.6.2.1. Disciplinary Committee

According to Joubert and Bray (2007:86), cases of serious misconduct are referred to the disciplinary committee of the SGB. If a learner is accused of a serious offence, the principal refers him/her to the disciplinary committee, as appointed by the SGB for a period of 12 months. However three to four different SGB members could be chosen to investigate cases of serious misconduct. This means that it need not be the same committee members investigating all the cases. SGBs with legal background are represented on this committee. The disciplinary procedure, should be followed by the committee taking into consideration the principles stated in the code of conduct for learners. This committee should not be limited to cases of suspension and expulsion only, as Roos (2003: 511) mentions.

In cases of serious misconduct the incident is reported to the principal. Depending on the seriousness of the case it should lead to suspension or expulsion. The principal is not allowed to suspend or expel a learner. The principal should inform the disciplinary committee and the chairperson of the SGB. The learner should be given a chance to state his/her case before being removed from the school premises as stated in the newly amended section 9 (1) of SASA (SA, 1996a).

3.6.2.2. Disciplinary Hearing Policy

For a disciplinary hearing to sit, the learner who has been accused of a serious offence should be formally charged. The accused should be given five school days notice of the date, time and venue of the hearing. All necessary documentations should be prepared in advance for the

hearing such as the name and grade of the learner accused of misconduct, the allegation and rule transgressed. The details of the complainant should also be available for the hearing. The documents that are required for the hearing are official statements from witnesses and proof of previous counseling or corrective action taken (Joubert & Bray, 2007:87).

Five days before the hearing, signed copies of the charge sheet, with dates should be distributed to the learner accused of misconduct, his/her parents, the chairperson of the SGB and the disciplinary committee and other members of the committee.

The evidence collected should be taken into account in terms of the code of conduct of the school. In each charge the committee tries to reach consensus regarding a verdict of guilty or not guilty. At this stage of the hearing, any previous offences by the accused learner is not taken into account. The evidence on hand decides the verdict. If the accused learner is found guilty, the previous offences play a role deciding on an appropriate sanction (Joubert & Bray, 2007:87).

The members of the disciplinary committee should treat the proceedings and information of the hearing with strict confidentiality. The chairperson of the disciplinary committee should be an elected parent member of the governing body. It is advisable that one of the committee members have experience in legal matters so as to handle the hearing with authority and confidence (Joubert & Bray, 2007:87).

The Code of Conduct (item 13) and SASA (SA: 1996a) section 8 have provided guidelines on which processes the disciplinary committee should follow during the hearing procedures. Therefore this committee should meet before the set date of the hearing to discuss the procedures, the role of each member and recording of minutes. The authority of the SGB regarding the most drastic sanctions, that is suspension and expulsion, should be discussed.

3.6.2.3. Suspension and Expulsion

The Education Laws Amendment Act 24 of 2005 (SA, 2005) which was signed by the President on 23 January 2006, provides for SGBs to suspend a learner for longer periods, compared to one week's suspension only previously, but not expel a learner. Only the provincial HOD has the authority to expel a learner.

According to Joubert and Bray, (2007:88), shorter periods of suspension could be used as a corrective and effective measure resulting in a positive behaviour of the accused learner. SGBs should also use this sanction as a precautionary measure in such cases where the presence of the accused learner poses a negative influence during the investigating process on matters such as theft or drug abuse or should the presence of the accused learner be a threat to fellow learners or educators. The time frame has been amended, therefore the SGB and HODs have to act promptly and decisively. The disciplinary hearing should take place within seven days after the suspension period commences. If the SGB experiences challenges in this regard, they should obtain the approval of the HOD to extend the suspension period. The SGB could impose a further suspension not longer than seven days if the accused learner is found guilty. A recommendation to the HOD is made by the SGB to expel the learner from the school. Within fourteen days the HOD should reach a decision. During this period the SGB has the authority to extend the suspension period for another fourteen days. The HOD, in some instances, does not expel the learner and refers the case back to the SGB.

3.7. PARTICIPATION OF EXTERNAL STAKEHOLDERS IN NEW APPOINTMENTS

3.7.1. Principles of appointment

The objectives of the appointment process are to fill the posts as soon as possible in an objective, just and acceptable manner by ensuring meaningful and democratic participation of relevant stakeholders (DOE, 2005a).

The various provincial education departments usually commence the process by sending circulars to all the schools of a province setting out the principles, requirements and procedures to be followed. These circulars are guidelines and vary from time to time.

However, the legal principles with regard to appointment of educators are determined by the Employment of Educators Act, SASA (SA, 1996) as well as court decisions interpreting the legislation as it applies to the facts of particular cases.

3.7.1.1. Consent by educators

The first requirement is that an affected educator should give prior approval and consent to the intended appointment, transfer or promotion (Employment of Educators Act section 8 (1)(a)).

3.7.1.2. Recommendations by School Governing Body

No appointment or transfer to a public school should be made unless the recommendation of a governing body has been obtained (section 20(1)(i) of the School Act and section 8(2) of the Employment of Educators Act).

In terms of section 20(1)(i) of SASA (SA, 1996a) the governing body of a public school should recommend the appointment of educators to a school, subject to the Employment of Educators Act and the Labour Relations Act. The Employment of Educators Act contains the specific provision in section 6(3)(a) that any appointment, promotion or transfer to any post at a public school, should only be made on the recommendation of the governing body. These provisions are phrased in the imperative, which confirms that the required recommendation of the governing body is peremptory. In essence the criteria, procedures and provisions regarding transfers are identical to the requirements for appointing educators.

3.7.1.3. Statutory provisions

The education departments distinguish between a closed vacancy, which posts are not advertised in accordance with the PAM (Chapter B, item 3.1), and an open vacancy list which is advertised to invite all interested applicants.

3.7.2. Processes and procedures of appointments

3.7.2.1. Advertising

The procedure to be followed when appointing an educator is clearly spelled out in the PAM. Vacancies in public schools should be advertised in a gazette (usually the Provincial Education Gazette) or a Departmental bulletin or circular.

3.7.2.2. Sifting Process

After advertising of the posts in accordance with the PAM (Chapter B, item 3.1), the employing department should handle the initial sifting process to eliminate applications of candidates that do not comply (item 3.2). The regional office of an education department handles the sifting process to eliminate applications of those candidates who do not comply with the requirements for the post as advertised. All the applications that meet the minimum requirements should be handed over to the governing body of the specific school. As a rule the regional office of the education department also forwards the applications which do not meet the minimum requirements to the governing body for informational purposes only. Teachers unions should be given a full report of educators who meet the requirements, as well as those who do not meet the requirements.

3.7.2.3. Short Listing Process

After the list of applicants has been received by the governing body, short-listing should be conducted by teams of at least three persons. The governing body should formulate additional criteria for short-listing in consultation with the relevant employee organisations who are recognised members of the Educational Labour Relations Council. A list of appropriately weighted indicators should be arrived at using information provided in the advertisement as well as curricular needs, subject or post requirements, duties, skills and qualities that are relevant to the post. Short-lists are the lists of the best candidates selected on the information contained in the curriculum vitae of the applicants. The short-list should consist of at least three candidates and all candidates who have been short-listed should be invited for an interview. The relevant teachers' unions should be given the opportunity to observe the short-listing process to satisfy themselves that the criteria were applied properly. The teachers' unions should be given at least five working days notice, but should any such union be unable to attend the short-listing process, such inability will not negatively affect the process.

3.7.2.4. Interview Process

After the short-list has been compiled, the governing body should establish an Interviewing Committee that comprises of the following persons:

- One departmental representative as an observer
- The principal of the school
- Members of the governing body
- One union representative as an observer (item 3.3(b): PAM)

The principal should act in the dual capacity as departmental representative (observer and resource person) and as principal. Each Interview Committee should appoint a chairperson and secretary from amongst its members. The function of the chairperson is to preside over the

meeting and to lead the process. The secretary's functions are to keep record of the proceedings and decisions, to complete the minutes of the interview meeting and to perform the administrative duties such as completing the recommendations form and communicating the result to the Department. The decision of the Interview Committee should not be based on undue influence.

The members of the Interviewing Committee should be unbiased and therefore educators or principals applying for the advertised vacancy should obviously not sit in on the interviewing process (item 3.3(b)(i):PAM). Interviews should be conducted by panels which include at least two persons who have appropriate knowledge or expertise or involvement in the domain covered by the post. Candidates should be given seven working days' notification of the time, date and venue of the interview (unless a shorter period is mutually agreed upon). Every possible attempt should be made to contact candidates, including in writing, fax, phone, telegram or personal contact. All interviewees should receive the same treatment during interviews, although this does not mean that all candidates would necessarily be asked the same questions.

It should be accepted that the candidate with the highest score would not necessarily emerge as the recommended candidate, because the interviewing processes might be flawed. The candidates should be ranked in order of preference, giving a brief motivation for their choice. The governing body should ensure that accurate records are kept of the proceedings and should store these documents for reference purposes for at least one year. The interviewing panel should remain unaltered until all interviews have been completed. All the panel members and observers should append their signatures on the score sheet. Thereafter the governing body should receive, consider and ratify the recommendations of the interview panel.

The governing body should complete the required recommendation forms and deliver the short-list of five names in order of preference to the relevant department within two months of being requested to make a recommendation (section 8(4), Employment of Educators Act). The legality

of the interview, selection and recommendation process has been questioned in a number of court decisions concerning the appointment of educators.

3.7.2.5. Appointment by HOD

The HOD of the employing department should make a final decision of appointing a candidate as recommended, by ensuring that the legal requirements have been complied with.

3.7.3. Role of Union representatives as observers

According to Clarke (2009:185), the SGB plays an important role in the appointment process of state-employed staff, both civil servants (CS) and public servants (PS), although the final decision lies with the provincial head of department. It is during this process that the unions form part of the selection committee. In this committee one union representative per union, that is a party to the provincial chamber of the Education Labour Relations Council (ELRC), should be chosen. The union representatives have the option of attending the process of short-listing, interviews and the drawing up of a preference list as observers (Clarke, 2009:186).

The organised teaching profession also has a stake in the fair and just transfer or appointment of every educator/non-educator staff. Unions play a supervisory role by observing the compliance with the legal prescriptions. For this reason the unions should be informed of the names of candidates that have met the minimum requirements. They are also informed of applicants that did not comply with the minimum requirements. The role of the unions is not to interfere with any of the decisions during the sifting, shortlisting, interviewing or recommendation phases. However, as observers the unions could draw any unfairness or procedural irregularities to the attention of the HOD before an appointment is finalised (Joubert & Bray, 2007:99).

3.8. PARTICIPATION OF SGB IN SCHOOL FINANCES

3.8.1. Legal Responsibilities of School Governing Body

Financial management is a process that ensures that the school has the money/funds and other resources that it needs in order to reach its developmental goals and vision. Financial management is a responsibility of the SGB, however the Principal and School Management Team (SMT), should be consulted and involved. They should help the SGB, as development is both a governance and management issue. The role of the SMT, as a body that manages the day to day activities of curriculum delivery at the school, is to support the SGB in financial management. The ultimate goal of the Department of Education is that schools become self-managing institutions. This implies that schools are given their annual budget with regards to its financial obligations.

3.8.1.1. Advisory Capacity

According to the Ministerial Committee (2004:104) finances and school fees occupied most of the SGBs time. Financial management was ranked as the most important of the SGBs function.

The SGB should prepare a budget for their school each year (SA, 1996a) and the finance committee elected is responsible for doing the basic work on the budget. This committee should report back to all the other members of the governing body. Members should be elected on the basis of their knowledge of financial matters. The budget serves as a guide to the spending of the school funds. The budget should reflect the school's prioritised educational objectives, seek to achieve the efficient use of funds and be subjected to regular, effective financial monitoring (Mestry, 2004:131).

This is the most daunting task for SGBs. Therefore the involvement of external stakeholders with expertise in finances should support and assist SGBs. These could be auditors, chartered accountants, etc.

3.8.1.2. Financial Committee

Accordingly to section 30 of SASA (SA: 1996a) the SGB should form committees and sub-committees. These committees are established to provide assistance to the SGB. School governing bodies delegate various financial functions to the finance committee to manage aspects of the school's finances. These functions are also delegated to individuals who have the necessary expertise, specialised knowledge or skills in schools finances (Bisschoff & Mestry, 2003:42). However, the finance committee has to co-ordinate all financial activities. Feedback from the finance committee is critical for the effective management of the school's finances.

Some of the most important functions of the finance committee in addition to developing and implementing a financial policy, are the drawing up and controlling of the budget, monitoring and controlling all expenditure and ensuring that all procurement (purchasing of goods and services) is done through correct quotation and tendering procedures.

From the above it is clear that the school financial committee plays an important role in managing the finances of the school. Therefore, if SGB members have no or little knowledge with regard to finances and related procedures, they should solicit the services of an expert with sound financial knowledge from the parent community. If such a person is unavailable, the committee could co-opt someone with the necessary knowledge and expertise from the parent community. Schools in rural areas normally experience difficulty in co-opting members with the necessary knowledge and skills to assist in the management of the funds of the school. The Department of Education provides the necessary support to the SGBs of these schools.

The committee should conduct regular meetings to discuss financial matters. All members should be committed to carrying out their financial responsibilities. All decisions taken by the financial committee should always be ratified by the SGB, as this body is accountable for all school funds.

3.8.1.3. Annual Financial Audit

The SGB is required to submit the school's annual audited statement to the Department of Education within six months after the end of the financial year. This audited statement should be made available to any member of the public or parent upon request.

The finance committee should ensure the following:

- Financial records are kept
- Accountability and responsibility for all funds/fundraising activities
- Independent audit
- SGB is informed and approves of the financial statements

This is one of the most critical and challenging functions of the SGB. By handling the school's finances correctly, the community gains confidence and trust in the SGB. This should encourage external stakeholders to support SGBs in the finances of the school.

SGBs often do not have the necessary skills to handle their finance in a satisfactory manner. This implies SGBs should involve external stakeholders who have adequate skills in budgeting and accounting procedures to assist them in handling the finances at schools.

3.8.2. Budgetary Process

The biggest and most challenging task that the SGB is faced with is the drawing up of the annual budget. The vision statement sets the school's priorities and goals for the next three to

five years, with the strategies for achieving these goals. The budget should be part of the strategy by ensuring that the money of the school is spent in such a way that it would assist in achieving its goals (Clarke, 2009:116).

A budget should assist SGBs to monitor and control expenditures at schools. It is a plan used by SGBs:

- To control finances;
- to ensure that funding is available to meet financial commitments;
- To make confident financial decisions to meet objectives;
- To ensure that money is available for future projects (Clarke, 2009: 116).

3.9. PARTICIPATION OF EXTERNAL STAKEHOLDERS IN SAFETY AND SECURITY

Although the issue of safety and security at public schools is essentially the responsibility of the provincial education department and the school, SGBs should ensure that departmental officials, together with the school carry out their responsibilities. SGBs are to ensure that policies on safety and security are in place and implemented at schools.

3.9.1. Safety and Security Committee

In terms of the Occupational Health and Safety Act, No. 85 of 1993, every school should appoint a safety and security officer and representative and form a safety and security committee. This committee's (Clarke, 2009: 221) function should be to review and monitor the school's safety systems and records. Normally, schools that are situated in safe and relatively crime-free zones are often neglected by this committee. SGBs should ensure that this committee is functional and preventative systems are in place (Clarke, 2009:221).

SGBs in schools that are situated in areas which are prone to crime, gang-related activities and drug abuse should put additional measures in place to protect the school, staff and learners.

They should play an important role in the following areas:

- Forming and developing of a good relationship with the South African Police Service, Welfare Service and District Office.
- Working with NGOs, churches and other community organisations.
- Securing the school site at all times by alarm systems, access gates, boundary fences and entrance barriers.

3.9.2. Safety and Security Policy

SGBs are to approve the safety and security policy at schools and ensure that all staff members receive a copy. It is the function of the school safety and security committee which is a sub-committee of the SGB, to review the policy on a quarterly basis.

According to Clarke (2009:222), the following should be included when drawing up the policy:

- Systems for checking and maintaining the perimeter boundary of the school site (wall or fence, access gates)
- Systems and procedures for controlling access to the school site during school hours
- Systems and procedures for monitoring visitors to the school site (access points and signing-in procedures, etc.)
- An emergency evacuation procedure (practised at least once each quarter)
- A medical emergency procedure (for dealing with a pupil or staff member who is seriously injured or becomes seriously ill while on the school site, or during sport or excursions off-site)

- A system for monitoring the insurance and roadworthiness of all school vehicles which the school hires to transport pupils (such as buses and mini-buses) and professional driving licenses of the drivers
- A system for the monitoring and provision of first aid on the school site
- Systems to ensure that the school site is maintained as a drug-free and weapon-free zone
- The safety of learners is secured during tours and sporting activities, including insurance in the event of accidents
- The school obtains written consent from the parents of learners who participate in a tour
- Learners are taught about the appropriate safety measures when swimming in rivers, dams, and the sea
- The school has an early release procedure that allows parents or designated persons to collect learners from school early or during school hours. This would include keeping a record of the name and grade of the learner, the name of the person collecting the learner, time, date and purpose of early release. Proof by the person designated to collect the child should also be produced.

3.9.3. Health Committee

The Government Department as one of the external stakeholders, participates by providing health services to schools to cater for the learners' needs. SGBs enter into partnership with the department, where members from the community with health expertise, for example a nurse, doctor, etc. are co-opted onto the SGB. These co-opted members with the knowledge and experience of health issues serve on the health sub-committee.

This sub-committee interacts with health officials, health clinics as well as other community based organisations to render voluntary services to the school. This would entail nurses visiting

schools to diagnose health problems among learners on a regular basis. To maintain this participative structure, principals and educators should report regular cases. Health officials could deliver lessons on health issues including personal hygiene, HIV/AIDS and other illnesses and ailments.

The committee should ensure that the school staff has basic first aid training. Courses in first aid should be arranged by the sub-committee. The first-aid kits at schools should be serviced on a regular basis.

Research has found that HIV/AIDS have a major effect on education. SGBs need to ensure that appropriate policies dealing with educators and learners who are or become infected, as well as strategies for dealing with HIV infections and AIDS, are in place. The sub-committee by means of support structures provide counselling and support for learners who have family members who are HIV-positive or who have AIDS, while ensuring confidentiality is maintained.

This sub-committee reports back to the SGB with appropriate recommendation. On-going feedback to the SBG is important to maintain the health of learners at schools.

3.9.4. Health Policy

SGBs should ensure that schools have the necessary policies and procedures in place to meet the statutory requirements for all acts applying to schools. These are those which are non-statutory, but are required for the effective operation of the school. The Health Policy is one of them.

It is the responsibility of the health sub-committee, together with the principals and SMTs, to draft the policy. At a formal SGB meeting this draft policy should be presented. Inputs from the relevant constituents would be included in the policy. After the policy has been ratified all parties should be made aware of the contents of this policy.

The policy should include issues on health such as immunisation, dental hygiene, eating habits, etc. HIV/AIDS are health problems with broad social, cultural, economic, political, ethical, educational and legal implications. The school, which is part of the community, will be both directly and indirectly affected by the disease. Thereafter the SGBs, in consultation with parents and other external stakeholders such as Health/Social Services, NGOs should ensure that HIV/AIDS form a major part of the policy.

The policy should include aspects on first-aid training as well as the availability of first-aid equipment and kits. These aspects should be elaborated on such as to who would be trained and by whom, what items are in the kits, how often the equipment is serviced, etc.

The principal, educators and SGB are responsible to monitor the implementation of the policy. This policy should be reviewed on a quarterly basis.

3.10. SUMMARY

According to Van Wyk (2004:54), SGBs in South Africa have a clear statutory responsibility to execute critical functions within schools. In order to fulfill these functions, SGBs involve external stakeholders.

This chapter presented the support and assistance rendered by external stakeholders to SGBs in functions such as formulation of policies, appointment of staff, general and administrative duties, new appointments of staff, school finances, safety and security.

The next chapter focuses on the empirical design for this particular research study as well as the methodology used in the development of this research.

CHAPTER FOUR

EMPIRICAL RESEARCH DESIGN ON DATA COLLECTION OF STAKEHOLDER PARTICIPATION

OVERVIEW



4.1. INTRODUCTION

In the previous chapters a literature study on external stakeholder participation in school governance was undertaken. Chapter two provided a theoretical background of participation by external stakeholders in school governance. It indicated that participation by all stakeholders needs to be investigated. The chapter outlined the different stakeholders and their roles and responsibilities in SGBs.

In chapter three the extent and patterns of participation by external stakeholders in school governance is investigated. This chapter looks at the various ways in which external stakeholders participate in SGBs. The various aspects discussed in these two chapters are considered to be important, as they have guided the researcher in compiling the interview protocol.

Thus, the literature study covered in chapters two and three identified important issues related to the title of this research which indicated gaps in the participation of external stakeholders in school governance. The research, therefore, addresses some of these questions through observations and in-depth interviews with the different stakeholders in SGBs at township and urban schools.

This chapter will strategise the methodology used in the development of the research. In this research the methodology involves a selection of appropriate research approaches, research methods, sampling procedures, participants and instruments for collecting and analysing data. Hence this chapter begins with a description of the research design. This chapter describes the qualitative research design of this study, including data collection techniques, data analysis, research instrument and interpretation of data.

4.2. RESEARCH DESIGN

As the researcher unravelled the phenomena, she needed to decide upon a research design to be undertaken. According to Lankshear and Knobel (2004:21), a research design is a broad strategic or logic approach for conducting the research. Therefore it must match the kind of research questions being discussed. Berg (2004:31) regards the research design as a plan of study that will be conducted. The design stage of research is concerned with a series of important decisions having to do with the research question/s (Berg, 2004:31). Leedy and Ormrod (2005:85) contend that a research design provides the overall structure for the procedures that the researcher follows, which is the collection and analysis of data conducted by the researcher. As a result Leedy and Ormrod (2005:85) are of the opinion that for a research study to be successful, the overall design should be carefully planned. However, the researcher has to decide upon which design and methods that are most appropriate and useful in a given situation (Patton, 2002:255). Therefore this study requires a research design that is carefully tailored to meet the exact needs of the researcher as well as the problem outlined in Chapter One.

Any research design as Dunne, Pryor and Yates (2005:29) explain is constructed to explore certain questions about the social world through specified research methods. The research design for this study was based on qualitative research. According to White (2001:11) one of the major distinguishing characteristics of qualitative research is the fact that the researcher would understand people in terms of their own definition of their world.

The qualitative research design was used by the researcher in order to gain an in-depth understanding of the compulsory functions stipulated by SASA (SA: 1996a) to SGBs and their role in involving external stakeholders in the participation of school governance.

4.2.1. Qualitative research

Quantitative and qualitative researches are distinguished by different views of human behaviour (Johnson & Christensen, 2004:32). Since the aim of this research is to obtain the perceptions and thoughts of the participants regarding the research topic, the researcher felt that a qualitative methodology is most appropriate. Qualitative research is often exploratory, that is, it is often used when little is known about a certain topic or when an inductive approach is deemed more appropriate to learn more about a topic (Johnson & Christensen, 2004:30). Since not much has been written about this research topic or the population being studied, the researcher sought to listen to the participants and build an understanding based on their ideas (Creswell, 2003:30).

Bogdan and Biklen (2003:2) regard qualitative research as an umbrella term that is used to refer to several research strategies that share certain characteristics. The data collected have been termed “soft”, that is rich in description of people, places and conversations and not easily handled by statistical procedures. Schulze (2003:13) contends that qualitative research is inductive due to the following reasons:

- * Research design is flexible and develops as the research progresses
- * The data collected are in the form of words and analysed by extracting themes
- * It develops concepts from patterns in data
- * Researcher finds meaning during contact with data
- * Concepts are in the form of themes and categories
- * Researcher sees reality as subjective and wants to understand the phenomena

- * Researcher wants to understand the meaning people attach to their everyday life

- * The unit of analysis is holistic

The purpose of this research was to discover answers to the research questions through the application of systematic procedures. Thus, qualitative research properly seeks answers to research questions by examining various social settings and the individuals who inhabit these settings.

According to Berg (2004:7), qualitative researchers are most interested in how humans arrange themselves and their settings and how inhabitants of these settings make sense of their surroundings through symbols, rituals, social structures, social roles and so forth. Likewise, Hoberg (1999:22) contends that research questions that are formulated are aimed at an investigation of topics in all their complexity and especially in context. Therefore the researcher adopted a naturalistic approach whereby the research was conducted in the real world settings and the researcher did not attempt to manipulate the phenomenon of interest, for example the participants, events, programmes, relationship and interaction (Patton, 2002:39). This enabled the researcher to develop a level of detail about the individuals and also be highly involved in the actual experiences of the participants (Creswell, 2003:181).

According to Burns and Grove (2003:19) qualitative research is conducted in many researches because it promotes the understanding of human experiences and situations, thus assisting in developing theories that describe these experiences and situations. Bodgan and Biklen (2003:2) maintain that in education qualitative research takes on various forms and is conducted in various settings. As Denzin and Lincoln (2003:2) state that the term “qualitative research” is surrounded by a complex, interconnected family of terms, concepts and assumptions. Berg (2004:3) is of the opinion that qualitative research refers to the meanings,

concepts, definitions, characteristics, metaphors, symbols and descriptions of things which suited this research study perfectly.

Qualitative research uses several approaches such as narrative, ethnography, case study, grounded theory or phenomena. Leedy and Ormrod (2005:135) argue that although these approaches are quite different from one another, they all have two things in common. Firstly they focus on phenomena that occur in natural settings, that is, in the real world. Secondly, they involve studying those phenomena in all their complexities. This means that in qualitative research a study is conducted in its natural settings, attempting to make sense of or to interpret phenomena in terms of the meanings people bring to them (Mertens, 2005:229).

In this regard qualitative research relies on the researchers' ability to interpret and make sense of what is seen and which are critical in understanding social phenomena. According to McMillan and Schumacher (2001:395) in a qualitative inquiry researchers collect data in face-to-face situations by interacting with selected persons in their settings. This results in describing and analysing their social activities, beliefs, thoughts and perceptions.

In order to gain optimum results concerning this research study, a qualitative inquiry with a phenomenological approach was followed to explore and describe the participation of external stakeholders in the activities of school governance. According to Fouche (2002:272), the phenomenological approach allows the researcher to understand and interpret the meaning that people give to the experiences in their everyday lives. Bodgan and Biklen (2003:7) maintain that qualitative researchers are interested in how different people make sense of their lives. Thus, the qualitative approach allowed the researcher to describe the experiences of various SGB members in their involvement of school governance by observing and interviewing them in the context of their own world.

4.2.2. Advantages of Qualitative Research

The qualitative research method has the following advantages:

- * Qualitative research is a description in nature where researchers are interested in the processes, meanings and understanding gained during the research.
- * Qualitative research involves fieldwork. The researchers go out to the participants to observe and study things in their natural settings.
- * Qualitative research is interested in the participants' meaning of a topic, which includes their feelings, beliefs, ideas, thoughts and actions. The researcher gets information regarding the assumptions that people make about their lives in education.
- * Qualitative research is the primary instrument for data collection and analysis. Researchers interact with the respondents.
- * Qualitative researchers are concerned about the processes rather than outcomes.
- * The process of qualitative research is inductive. Researchers use concepts, theories, themes, categories.

In this study the researcher interviewed, observed and assessed what participants thought, how they felt and what they believed about their particular roles.

4.2.3. Disadvantages of Qualitative Research

The qualitative approach has the following disadvantages:

- * It is time-consuming and demanding as the data obtained is voluminous.
- * It is more expensive because of costs incurred in travelling, purchasing of audio and video tapes, recorder, camera.
- * There are chances of human bias and error because the researcher becomes immersed in the phenomena being studied.

Despite the above disadvantages, the researcher used this method to understand the behaviour of the participants within the context of their own world. In this way data was gathered directly from participants in their natural environment. This promoted self-understanding and increased insight into human experiences.

4.2.4. Selection of Participants

McMillan (2007:1-2) defines the term participants “as a group of individuals from whom research data is collected”. In this research study the participants that were selected comprised of SGB members from three primary and three secondary schools situated in township and urban areas in Gauteng West District of the Gauteng Department of Education.

According to Monteith (2007:1-2), the selection of participants is a vital step in the research process, whereby a choice can be made between probability and non-probability sampling techniques. The use of probability or non-probability techniques depends on the type of

research method selected by the researcher, as well as the purpose for which the participants are selected in a research project (McMillan, 2007:1).

In qualitative research non-probability techniques are used to select participants from the population who give information with regard to the research topic. Participants in this research study consisted of the SGB members, that is, principals, chairpersons, co-opted members, educator representatives and parent members.

4.2.5. Population and Sampling

McMillan (2007:1-2) clearly distinguishes between the concepts population, target population and sample. The concept “population” refers to a large group of people of whom the research results can be generalised. A target population refers to the group of people of whom the research results are intended to be generalised. A sample is a collective group of participants from whom data is collected in a research process.

Population:

Population in this research study refers to the entire group of people of whom the research results are applicable (Kgadima, 2003:66). However, the target population of this study are SGB members of three primary and three secondary schools in township and urban areas in the Gauteng West District situated in the Gauteng Province. To conduct the research of all the schools in the Gauteng West District would have been a difficult and expensive venture as they are situated far and wide. Cohen, Manion and Morrison (2000:87) believe that it is often not practical or possible to study an entire population. Therefore six schools in the Gauteng West District were chosen as this was deemed a convenient sample size. From this population a sample was drawn.

Sampling:

Purposive sampling as described by White (2005:120), is based entirely on the judgment of the researcher, in that a sample is composed of elements that contain the most characteristic, representative or typical attributes of the population.

This study employed purposive sampling taken from members of the SGBs consisting of six principals, six SGB chairpersons, six parent component members, six educators and three co-opted members. There was a total of twenty-seven participants, because three of the six schools had not appointed co-opted members on the SGB.

The research study was conducted in the Gauteng West District where the researcher works and is known among participants. These six schools were selected due to their diversity and proximity to the researcher's place of residence.

4.3. RESEARCH INSTRUMENT

Cohen, Manion and Morrison (2000:61) assert that researchers have to measure data somehow, and that any device utilised for measurement is called an instrument. The researcher, bearing in mind the aims of the study, decided that interviews would be best suited to accomplish the goals of the research. Interviews would assist the researcher to understand the world from the subjects' point of view, to unfold the meaning of peoples' experiences in order to uncover their lived world prior to scientific explanations. The interviews in this study were used to access data from the SGB members to gain a detailed picture of their beliefs about and perceptions of external stakeholders participation in school governance.

4.3.1. Interviews

Bogdan and Biklen (2003:94) describe an interview as “a purposeful conversation, usually between two people but sometimes involving more, that is, directed by one in order to get information from the other.” In qualitative research interviews are used to obtain data in the subject’s own words. These interviews provide a way of generating empirical data about the social world by asking people to talk about their lives (Holstein and Gubrium, 2002:112). Thus the purpose is to gather information so that the researcher can develop insights into how the subjects interpret the situation being observed. According to Bogdan and Biklen (2003:95) and Hatch (2002:91) in qualitative research, interviews maybe used in two ways: as the dominant strategy for data collection, or in conjunction with participant observation, document analysis or other techniques.

In this research study individual semi-structured interviews in conjunction with participant observation were used as data collection methods. The interviews were the primary source of data and extremely important in the context of a study that focuses on understanding the participation of external stakeholders in the activities of school governance.

According to Yin (2003:89) and Leedy and Ormrod (2002:146), interviews as a data collection method is one of the most important sources of gathering information. Thus the interviewer was able to follow up on ideas, probe responses and investigate motives and feelings which questionnaires cannot do.

The normal procedure for conducting interviews was followed. The data was recorded by getting permission from the interviewees. The interviews were conducted in an atmosphere of mutual respect after school hours and in the evenings due to work commitments of SGB members.

4.3.1.1. What is an interview protocol?

An interview protocol comprises of questions that are planned in great detail. It is used as a tool for data collection. By using this tool, past experiences are unfolded and present events are revealed. This interview protocol was utilised during the interviews.

4.3.1.2. Why an interview protocol?

Interviewing for purposes of research should be related to the objectives the researcher wishes to achieve through the process of data collection. By meeting people and indulging in casual conversations or informal chats would not be sufficient enough to achieve the goals of this research study.

Therefore the interview protocol has the built in capacity to address issues of process. It allowed the interviewer to clarify any questions that were obscure and asked the respondent to expand on answers that were important. Furthermore, the interviewer could explain the purpose of the investigation and evaluate the insight and sincerity of the subjects. During the interviews the accuracy of the information was verified through further questioning. Some of the interviewees had not presented information clearly, due to language limitations. This was clarified at the end of the interview.

The interview protocol assisted the researcher greatly in view of the fact that parent and co-opted members of the SGBs were interviewed. They were more willing to talk rather than to write, especially as some were not very literate. Due to the fact that the researcher had control over the interviews distortion and bias during the interviews were avoided. This of course was to a large extent interviewer dependent. The agenda was set by the interviewer. The main concern of the interviewer was the views and opinions of the interviewees" on past and present events.

4.3.1.3. How the interview protocol was compiled

The following sub-headings were used as a guideline in the compilation of the interview protocol:

- * Determination of the general research question/s

- * Determination of the specific research question/s

- * Drafting the interview questions

- * Sequencing the questions

- * Considering the process needs

- * Preparation of the introduction and closing

- * Preparation for the recording of responses

The interviews were conducted with individual participants.

4.3.1.4. Why individual interviews?

There are various types of interviews. However, for the purpose of this study, the researcher conducted one-on-one interviews.

In educational research, the one-on-one interview is a popular approach in the data collection process. According to Creswell (2005:215), one-on-one interviews are ideal for interviewing participants who are not hesitant to speak, are articulate and who can share ideas comfortably.

The researcher used this approach to gain a detailed picture of each participant's beliefs and perceptions of the participation of external stakeholders in the activities of school governance. This allowed the researcher and participants more flexibility (Greeff, 2002:302). The participants were able to reveal more information about the topic, as they were not threatened by the presence of others. Through the participants' incidental comments, facial and bodily expressions and tone of voice the interviewer acquired information that would not have been conveyed in written replies. The participants were allowed to express themselves in their own unique way in order for the interviewer to elicit more authentic responses. Thus in qualitative research the participants' perspective on the phenomenon of interest should unfold as the participant views it, not as the researcher views it. Therefore the researcher, felt that individual interviews are an appropriate data collection strategy for eliciting data from SGB members.

4.3.2. Construction of questions for interviews

According to Johnson and Christensen (2004:183), the interviewer enters the interview session with a plan to explore specific topics and to ask specific open-ended questions of the interviewee. Patton (2002:383) regards an interview guide as a list of questions or issues that are to be explored in the course of an interview. Greeff (2002:302) is of the opinion that the interview schedule provides the researcher with a set of predetermined questions that might be used as an appropriate instrument to engage the participant/s and designate the narrative terrain.

Based on the above views, the researcher constructed an interview schedule. Cohen *et al* (2005:275) identify three kinds of items used in the construction of schedules that are used in research interviews:

- * Fixed – alternative items which allow participants during the interview to choose from two or more alternatives. Through these items greater uniformity of measurement and greater reliability are achieved by the interviewer.
- * Open-ended items during the interview supplies a frame of reference for the participant's answers. There is no restriction on the content or the interviewee's reply. Open-ended questions allow flexibility whereby the interviewer can probe deeper into the responses. The interviewer is able to test the limits of the participant's knowledge.
- * The scale is a set of verbal items to which the interviewee responds by indicating degrees of agreement or disagreement. Thereafter the participant's response is thus located on a scale of fixed alternatives.

In this study, open-ended questions were used in the construction of the interview schedule. The reason being it allowed flexibility so that the researcher and the interviewee could go into more depth if needed. The researcher could also establish, through these questions, what the participants really believed concerning the participation of external stakeholders in school governance.

An interview schedule is advantageous because it enables the interviewer to focus on core questions. Patton (2002:343-344) lists the following as the advantages of an interview schedule:

- * It ensures that the interviewer has carefully decided how best to use the limited time in an interview session.

- * It makes sure that interviewing regarding a number of different people was systematic and comprehensive, by determining in advance the issues to be explored.

The above advantages assisted the researcher in the construction of the interview schedule.

When constructing the interview schedule the literature study was used as a basis. In this research study, important themes and topics identified in the literature study formed part of the interview schedule. The interview schedule in this study focused on core questions concerning external stakeholder participation in school governance.

4.3.3. Procedure for asking questions

The questions were outlined in the interview schedule. A brief introduction preceded the interview process. This introduction served the purpose of breaking any monotony or rigid formality that could be prevalent and more importantly, providing a flowing transition from one area of questioning to another. This resulted in the interviews being uninterrupted and continued in a smooth manner. It also made the interview more conversational and less interrogating, thereby putting the participants under less pressure and at ease. The introduction was carefully designed so that no leading statements or direction was given to the participants that could bias or prejudice input. The question in each case was designed to gather as much information as possible related to the area under discussion. Each question was in keeping with the aims and objectives of this study.

The interviewer read the questions from the interview schedule, rather than paraphrasing to avoid disturbing the interviewees. Reading the questions from the interview schedule was far more effective than formulating questions on the spur of the moment. All interviews were recorded by audio recording which the participants were made aware of during the introduction.

4.3.4. Advantages and disadvantages of interviews

Creswell (2005:215) provides the following advantages and disadvantages of interviews:

Advantages of interviews:

- * Interviews provide useful information when the researcher cannot directly observe participants.
- * They permit participants to describe detailed personal information, attitude, perceptions or beliefs. Inconsistent and vague replies can be questioned.
- * The interviewer also has better control over the type of information received as the interviewer can ask specific questions to elicit the information.
- * The interviewer can record the exact time, date and place of the interview.
- * The interviewer can ensure that all questions are answered.
- * It provides motivation and openness. A rapport develops between the interviewer and interviewee allowing the interview to be open and frank. This openness adds to the validity of the interview.
- * In an interview, respondents are unable to “cheat” by receiving prompting answers from others.

- * The interviewer has control over the order of questions by ensuring that the respondents answer in a structured manner.

Disadvantages of interviews:

- * Interviews can provide information filtered through the views of the interviewer.
- * Interview data may be deceptive and provide the perspective the interviewee wants the researcher to hear.
- * Interviewee responses may not be articulate, perceptive or clear.

4.3.5. Ethical Aspects

In any research study ethical issues are considered very important, particularly with regard to research involving humans. According to Carpenter, (2003:311), researchers have a professional responsibility to ensure that ethical principles are maintained and human rights are protected. It was therefore imperative that the researcher followed the ethical principles as outlined by Durrheim and Wassenaar (2001:66). These principles are autonomy, non malefic (non-hurtful) and beneficence (doing good).

Bertram, Fotheringham & Haley (2003:72) advise that researchers should respect the autonomy of all participants in research studies. The researcher assured participants of anonymity and confidentiality. The researcher avoided sites where informants would feel coerced to participate in the research. As Carpenter (2003:314) contends, participants should not be harmed, thereby supporting the principle of beneficence. The researcher therefore used the schools as sites to interview the participants which were familiar ground to them.

The researcher sought the consent of every participant and explained that their voluntary participation in the study implied their freedom to withdraw at any time from the interviews if they so desired. They were also guaranteed that their responses were for research purposes only and would not be used for any other purposes. The participants were also informed that they were not obliged to answer questions that they felt uncomfortable with. The participants were requested to sign the informed consent form (Annexure 1) before the interviews, which ensured that participation was free and voluntary. Thus, Cohen *et al* (2002:123), contend that researchers need to reflect attitudes, compassion, respect and gratitude without being too evasive. The researcher requested permission from the Gauteng Department of Education to conduct the research in Gauteng (Annexure 2). Gauteng Department of Education granted permission to conduct the research (Annexure 3). The research requested permission from Gauteng West District to conduct the research at the selected school (Annexure 4) Approval was granted by the District Director of Gauteng West District (Annexure 5). Approval of the research methods was also obtained from the North-West University Ethics Committee and a certificate of approval was granted (Annexure 6).

4.4. DATA COLLECTION TECHNIQUES

In qualitative research according to Greeff (2002:292) interviewing is the predominant mode of data collection. Cohen *et al*. (2002:267) mention that by using interviews in research, human subjects are not simply seen as manipulatable and data as somehow external to individuals, but knowledge is generated between humans - often through conversations. Data collection represents the process by which data are collected (Leedy & Ormrod, 2005:104). Grove (2003:375) regard observing participants, interviewing participants and examining written text as the most common data collection methods used in qualitative research. However, in this research study interviews and observations were not used as data collection techniques. Interviews were used because they have a high response rate. Both verbal and non-verbal behaviour could be observed and lastly the participants' responses could be probed into, in

order to achieve accurate responses. The interviews also assisted the researcher to reach the aim of the study which in turn addressed the main research problem addressed in Chapter One.

4.4.1. Compilation of Interview schedules

In this study the researcher entered the research field with an interview schedule (Annexure 7) which was used primarily to gather comparable data across sites (Hatch, 2002:101).

According to White (2005:153) open-ended questions permit the participants to take whatever directions and use whatever words that want to, in order to present their views. Data collection was conducted through face-to-face interviews. There were open-ended questions to which principals, educators and SGB members responded. The participants also had the opportunity to discuss any other relevant matters pertaining to school governance via the last question: "In conclusion would you like to elaborate or raise more issues with regard to school governance?"

4.4.2. Individual Interviews

In most qualitative research studies interviews are semi-structured or open-ended which allows for flexibility and the incorporation of probing questions. In this study face-to-face interviews were conducted (Greeff, 2002c:299; Leedy & Ormrod, 2005:146). The use of semi-structured interviews recommended by De Vos, Strydom, Fouche & Delpont, (2005:296) allowed the researcher to gain a detailed picture and insight of each participant's belief of and perceptions on the participation of external stakeholders in school governance.

The interviews as a technique for gathering data were well planned and organised, because the researcher followed the steps below:

- * The interviews with the dates and times were set up well in advance.

- * The dates and times were confirmed in writing to the participants.
- * A reminder was sent before the actual interviews were conducted.
- * The researcher was prompt and punctual.
- * The informed consent form was completed by the interviewee.
- * The interview schedule was available.
- * The audio-recording equipment was in good working condition.
- * The venues were prepared at the various schools.

The above steps were followed by the researcher to acquire a wealth of information during the interviews.

The interviews were conducted at the various schools of the participants. After permission had been obtained from the interviewees, each interview was audio recorded and later transcribed. In addition, brief notes were made during the interviews.

The researcher informed the interviewees about the following:

- * The purpose of the study
- * The strict confidentiality of information given

- * The use of the tape recorder

- * The informed consent form

- * The procedure to be followed during the interview.

The researcher convened the interview by making the interviewees feel at ease. An interview schedule was used to ensure that the most important topics were covered and the same basic information was obtained from each participant. It also guided the interview process.

The researcher listened attentively. At times where clarification was required, the researcher probed to obtain in-depth and rich information data. The interviews were conducted in a flexible manner to allow interviewees to respond in their own words. Good interviews according to Bogdan and Biklen (2003:96), are those where the participants are at ease and express their views freely. This type of approach was used in this study.

According to Schulze (2003:60), the researcher has to guard against biasing factors in the interviews, such as his or her own personal characteristics or biases. The researcher guarded against being subjective and biased. This was done by following the correct procedure for conducting interviews, such as allowing interviewees to give information and in their own words.

All interviews were recorded with the permission of the participants. This ensured completeness of the verbal interaction and provided material for reliability checks. The use of the audio recorder provided the most accurate record of collecting data from the interviews. The audio tapes were later transcribed. The researcher also made notes during the interviews in order to supplement the tape recordings. The tapes were labelled per school after the interviews. No follow-ups were required as sufficient data was collected.

The participants were acknowledged and appreciated for the time spent on the interviews. They were thanked thereby ending on a positive note.

4.4.3. Observations

Research studies based on direct interviews according to Agrosine and Mays de Perey (in Denzin & Lincoln, 2000:673) utilise observational techniques to note body language and gestures that could lend meaning to the words of the participants. Leedy and Ormrod (2005:145) describe observations as unintentional, unstructured and free flowing, where the researcher observes phenomena in their natural settings. In this research study data was collected through observing participants in their natural surroundings which was the school environment. The data consisted of descriptions of participants' behaviour and human interactions that were observed in their natural settings chosen for this study.

The researcher attended three SGB meetings in each of the selected schools to observe patterns of participation, issues discussed and especially to explore the role of co-opted members. From the literature study the researcher developed an observation schedule. (Annexure 8). This schedule guided the process of observations, as well as ensuring that there was consistency regarding the activities/issues observed.

Through the observations the researcher was able to understand and capture the context within which the participants interacted with each other. The extent and patterns of participation, as well as the reaction of stakeholders on issues discussed at the SGB meetings were observed.

These observations were recorded as field notes. After the observations, these field notes were checked and edited immediately. This was in accordance with what Johnson and Christensen (2004:18) suggest that it is a good idea to correct and edit any notes that the researcher has made during an observation as soon as possible after they are taken, because that is when the researcher's memory is best. As Burns and Grove (2003:375) put it, in most cases the activities

being observed are routine for the participants. As a result they should form part of the data being collected.

In essence, the qualitative aspect in this research involved the description and empirical data collection processes through interviews and observations of SGBs, which highlighted the participation of external stakeholders in school governance.

4.4.4. Administration Aspects

In research administration involves obtaining permission from various role players who are key to the research study. The administration tasks in this research study included the following aspects:

- * Completion of the Informed Consent Form by participants (Annexure 1).
- * Request to conduct research in institutions and/or offices of the Gauteng Department of Education (Annexure 2)
- * Approval in respect of request to conduct research Gauteng Department of Education (Annexure 3)
- * Request to conduct research in Gauteng West District (Annexure 4)
- * Approval in respect of request to conduct research in Gauteng West District (Annexure 5)
- * Ethics committee (Annexure 6)
- * Interview schedule (Annexure 7)
- * Observation schedule (Annexure 8)

- * Appointments were scheduled with Principals of the schools that were to be met.
- * At these meetings the research study was outlined and a management plan for the Observations of Meetings and Interviews were drawn up.
- * A suitable venue at each school was organised and reserved for conducting the interviews.
- * All appointments were confirmed with the Principal and participants in advance.
- * The observation schedule was prepared and utilised during the SGB meetings.
- * The semi-structured interview schedule was prepared and used as a guiding measure during the interviews.

The researcher developed a well organised administration system for the safekeeping of documentations. A filing system was created for each school whereby the observations, interviews, transcriptions, findings, results and audio-tapes were filed.

4.4.5. Trustworthiness of data collected

According to Coleman (2001:629) and De Vos (2005:345), in qualitative research reliability refers to the results which are dependable, trustworthy, stable, consistent, accurate, predictable, repeatable and generalisable. In qualitative research trustworthiness (reliability and validity) depends on truth value, applicability, consistency and neutrality of the research (De Vos , 2005b:345) as discussed below:

- * Truth value according to De Vos *et al.* (2005:350) refers to the confidence that the researcher established in the time the findings of the results in which the research was conducted.
- * Applicability as defined by De Vos *et al.* (2005:349) is the degree to which the findings can be applied to other contexts and situations.
- * Neutrality of the results of the research refers to freedom from bias in the procedures and results.

To ensure the trustworthiness of the qualitative research process, the researcher ensured there was confidentiality, questions were asked in simple understandable language and the analysis and interpretation was fair.

4.5. DATA ANALYSIS

According to Niewenhuis (2007b:98) qualitative data analysis tries to establish how participants make meaning of a specific phenomenon by analysing their perceptions, attitudes, understanding, knowledge, values, feelings and experiences. In this research study the content analysis method was used to analyse the data gathered from the responses of the participants.

Several computer software programmes exist today to assist qualitative researchers. However, Weitzman (2000:805) notes an important fact regarding these programmes, viz. they can help to analyse data but cannot do the analysis for the researcher. According to Henning (2004:137) their real strength lies in ordering, structuring, retrieving and visualising tasks.

In this research study solid descriptive data is presented to allow the researcher to lead the reader to an understanding of the meaning of the experience or phenomenon studied (De Vos,

2002:339). De Vos (2002:339) views data analysis as a process of bringing order, structure and meaning to the mass of collected data.

Thus the researcher describes the various steps that were followed to analyse the data collected.

4.5.1. Transcribing the data

Johnson and Christensen (2004:502) describe transcription as a process of transforming qualitative research data such as audio-recordings of interviews or field notes written from observations into typed text. Bodgen and Biklen (2003:121) state that transcripts are the main data of many interview studies. Thus in order for data to be effectively analysed all taped interviews should be transcribed first.

Patton (2002:380) maintains that if the interviewer fails to capture the actual words of the interviewee, no matter what style is adopted or how the questions are phrased the interview becomes fruitless. Therefore in this research study after each interview session the researcher transcribed the interviews verbatim. The researcher listened to the audio recording of each participant's responses and wrote them down word by word. The transcripts were filed per participant per selected schools. This process was followed until all the interviews were transcribed. For purposes of reliability and validity of analysing the data collected, the researcher appointed an independent source to assist with the transcribing of data. Thereafter the transcripts were compared. Where differences occurred, the researcher and the independent source listened to the audio recordings again and together adjusted the transcripts. The independent source typed all the transcripts, which were filed into the participants files per selected schools.

4.5.2. Analysis of Data

Bogdan and Biklen (2003:147) regard data analysis as the process of systematically searching and arranging the interview transcripts, filed notes and other material accumulated by the researcher to come up with the findings for the research study. During this process order, structure and interpretation to the collected data takes place. Thus, data collected should be analysed, interpreted and the findings presented.

In this research study the data consisted of the transcripts and notes taken during the interviews, as well as notes taken during the observation periods. When analysing the data the researcher initially read the transcripts and notes repeatedly to understand and grasp the data collected. While reading these transcripts the researcher listened to the recordings of the interview once again, thus checking the accuracy of the typed text. Streubert Speziale (2003:36) warns that qualitative researchers should listen carefully to what they have seen, heard and experienced to discover the meanings.

According to Burns and Grove (2003:46), data analysis is conducted to reduce, organise and give meaning to the data. This dynamic and creative analysis process allows researchers to gain a deeper understanding of what they have studied and how to refine their interpretations.

Leedy and Ormrod (2005:150) maintain that in qualitative research there is no simple right way to analyse data. Bogden and Biklen (2003:148) concur that there are a variety of ways of handling and analysing data. In this research study the data was analysed by organising the data, coding of data and presentation of the data which are discussed below.

4.5.3. Organising the Data

In qualitative research the data collected through notes from observations, interviews and/or other documents is voluminous. Thus, for the researcher to be able to analyse the data effectively the collected data needed to be well organised. Therefore the use of audiotapes, field notes, transcribing and filing were important aspects in organising the data. The researcher used files to organise the information gathered from the participants. Each participant had a file which contained their contact details, required for making arrangements, as well as the data provided by the particular participant during the interviews.

According to McMillan and Schumacher (2001:466) for data to be interpreted, one has to organise the collected information systematically. McMillan and Schumacher (2001:466) also maintain that qualitative researchers integrate the operations of organising, analysing and interpreting data which as an entire process is called data analysis. Organisation of data could be a daunting task, but due to the researcher's exceptional organisational skills, it did not pose a challenge. Data collected was immediately organised. Thus the researcher did not spend long hours organising the data.

4.5.4. Coding of Data

McMillan and Schumacher (2001:467) regard coding of data as a process whereby data is divided into parts by a classifications system. Burns and Grove (2003:381) define coding as a method of indexing or identifying categories in the data. A code is a symbol or abbreviation to classify words or phrases in data. In the coding process the data are brought together and analysed on major themes, ideas, concepts, interpretations and propositions.

The researcher read through the transcribed data very carefully and divided the information into meaningful segments and assigned codes (descriptive words) to the particular segments. The

coding process enabled the researcher to retrieve and collect all the data. This process is called open coding, because the researcher read through the text and identified themes that recurred in the data (Taylor-Powell & Renner, 2003:3). This process was continued by the researcher until all the transcripts were read.

After the coding process, the researcher grouped related codes into themes and each theme was given a descriptive label. This process continued until all coded data were grouped under relevant themes.

4.5.5. Presentation of Data

Lankshear and Knobel (2004:172) state that data is natural items of information. Data are constructed by means of the collection process and shaped by what is collected and what is not. In this study the collected data are organised into readable descriptions with major themes and categories extracted through content analysis. Each issue, each inference and each tentative conclusion is supported by reference to one or more extracts from a participant's discourse. When selecting quotes, the researcher balanced the selection so that no participant is over quoted or omitted.

4.6. INTERPRETATION OF DATA

The empirical section of this research consists of qualitative individual interviews. The analysis of the interviews was done by applying the content analysis process as described in par. 4.5.3. The analysis was followed by a coding process that resulted in eight themes. The data is presented and interpreted according to the eight themes as follows:

1. The nature of external stakeholders participation in school governance
2. The role of external stakeholders in school governance
3. The strategies employed by SGB members involving external stakeholders in its activities

4. The participation of co-opted members in school governance
5. The interaction between the school and the community in the activities of school governance
6. The formulation of school policies
7. The participation of external stakeholders in sub-committees
8. The perceptions and experiences of SGB members involving external stakeholders in school governance.

The analysis and interpretation of the data from the interviews and observations will now be presented.

4.6.1. The nature of external stakeholder participation in school governance

The responses received from the participants in regard to their understanding of external stakeholder participation in the context of school governance showed that the participants understood the term “external stakeholder” in the context of school governance. Schools cannot perform or operate successfully if they work in isolation. Therefore, SGBs involve different stakeholders such as NGOs, community leaders, religious organisations, business forums and Government Departments (SAP, Justice, Health services, Social services) to participate in the activities of school governance. As one interviewee responded *“external stakeholder participation, I think it’s the participation of people not directly involved with the school but people from the outside.”* SGBs recognised the value and important role that these stakeholders play in the development of the school, thus encouraging their participation. By establishing and developing partnerships between the school and external stakeholders, the quality of education would be enhanced and improved. As mentioned in the responses, external stakeholders assist with issues of school governance and not management issues. An example of a response to this regard was: *“External stakeholder participation refers to the involvement of third parties in the governance of the school.”*

According to my observations participation by stakeholders took on various forms, such as directly, through others and through correspondence. Although RCLs have acquired

stakeholder status, their involvement and participation in SGBs are limited. At one secondary school the learner representatives did not attend SGB meetings, while at other schools their participation was minimal. Some of these learners felt intimidated by SGB members so their participation took the form of corresponding through their Teacher Liaison Officer.

4.6.2. The Role of External Stakeholder in School Governance

Responses captured in this theme are the participants' views on the role played by external stakeholders in the governance of schools.

As one interviewee responded: *"The challenge that education faces currently are far more than that faced by society on a larger or broader context, therefore stakeholder participation is of utmost necessity for the efficient running of the school."* The interviewee further added that: *"The necessity of the role players being incumbent upon the schools as a microcosm of society due to the socio-economic background of learners which impact on teaching and learning itself."* Therefore, these external stakeholders would play a supportive role in addressing the needs of the school in activities such as maintenance of school buildings/infra-structure, fundraising activities, providing resources such as finances, feeding schemes, physical and human safety and security, discipline (activities such as drug abuse, vandalising, gangsterism), implementation of policies, appointment of staff, annual general meetings of parents, school development plans and members of sub-committees within the SGB.

The roles played by external stakeholders are not professionally related, but governance related. As one interviewee responded: *"Ah these do not have voting powers, they are there on advisory capacity for example a lawyer may assist the school with the interpretation of legislation."* These external stakeholders are not elected onto the SGB by the parents of the school community. They are identified for their expertise and willingness to assist in taking the school forward in terms of development.

Figure 4.1: Infra-Structure



The above pictures show the role played by external stakeholders in building the school hall at one of the selected schools.

4.6.3. The strategies employed by SGB members involving external stakeholders in its activities

The participants responded to how SGB members involved external stakeholders in matters of school governance. The responses are evident that SGBs have employed various strategies to involve external stakeholders in matters of school governance. Examples of such responses received from the participants were:

- *“.... Also where we (are) utilising social networking for example facebook and twitter where we (are) advertising the needs of the school.”*

- *“.....very informal basis where different members of the SGB have informal meetings with community members.”*
- *“....is letter writing, at present we wrote a letter to Standard Bank for us just to meet first and identify the objectives in the school.”*
- *“Various forms of fundraising initiatives and drives incorporate members of the community e.g. gala dinners, matric farewell.”*

From the above responses it is clear that the SGB is the liaison between the school and external stakeholders. The SGB has to establish partnerships with these external stakeholders in order to involve them in issues of school governance.

4.6.4. The participation of co-opted members in school governance

The responses presented were received from three of the selected six schools indicated the method used for co-opting members and their role in school governance. The remaining three schools had no co-opted members serving on the SGB. The reason being that the members of the current SGB's were competent and possessed the necessary skills and expertise to govern the schools.

The responses of the participants reveal that co-opted members were appointed with the consensus of all members to serve on the SGB. These co-opted members were appointed on criteria such as their expertise on governance issues, availability, skills, background, knowledge in education, previous experience as a member of the SGB in advisory and supportive capacity and requirements of the SGB. The following statements are supported by these responses:

- *“...The attorney to assist in legal issues, accountant to oversee finances and educational mentor to assist in appointments.”*

- *“...the education field that means education background and serve the community and school in various ways in terms of education was a lecturer and Professor from Wits.”*
- *“...with legal background a magistrate also gives us legal guidance when we have problems.”*
- *“...his accounting background assists the treasurer in his function.”*

Co-opted members are involved in governance issues to assist the SGB. These issues include the maintenance of the school buildings, fundraising activities, outreach programmes, shortlisting and interviewing processes for the appointment of staff, serving on sub-committees, legal advice in financial matters and disciplinary hearings. To verify the involvement of co-opted members in issues of school governance this is the response of one participant: *“Ah the support from the co-opted members is very very good whenever finance meetings the co-opted members do come when there are ever discipline related issues and we need to sort disciplinary problems out the co-opted members are there.”* Co-opted members participate exceptionally well in the activities of school governance. They attend meetings, disciplinary hearings, assist other members and serve on sub-committees.

To confirm the above view of the participant this is the response: *„They attend meetings when their services are required and their input eh greatly assists other members who are not aufare (aware of) with certain issues.”*

From my observations, the SGBs had established a system whereby provision for regular reporting of sub-committees took place at the general meetings held once a month. The co-opted members that served on these sub-committees provided the date, time and a summary of what transpired at these meetings. Discussions and decisions were taken around recommendations made by these members. The co-opted members in some schools participated actively in these sub-committees, despite having no voting rights.

Figure 4.2: Multi-Purpose Court for Sports



The above pictures in figure 4.2 show the result of external stakeholders involvement in school governance.

4.6.5. The interaction between the school and the community in the activities of school governance

The relationship between the school and community is important in the governance of schools. In this theme the participants expressed their views on how the community participates in school activities. The responses showed that schools interact with the community in various forms through newsletters, posters, placards, letters, flyers, invitations, meetings, SMS, E-mail,

Websites (parents download documents) monthly meetings and local newspaper, as responded by participants:

- *“Okay we usually communicate through letters, we’ve got newsletters that comes out quarterly we have got an SMS system which is very effective ah we constantly send out SMSs to parents informing them of any meetings or anything that we want to get their ah their attention and we’ve also got our own website where parents can go to the website and... ah... download documents and things like that, that are essential... ah... you know to the running of the school so there is a very strong communication with parents.”*
- *“Ahm I would say that we interact with the community like if there’s something we have to do we will send out some flyers or letters to inform them what they are going to do.”*
- *“...we also send letters to the community; making use of posters and placards... ahm... we also use the Herald newspaper to indicate key activities.”*

By interacting very closely through these various forms the community readily assists the schools through its various structures as mentioned. With regards to safety and security measures, a direct liaison is established with the South African Police (SAP which is Adopt-a-Cop). The local Clinic addresses health issues such as TB, HIV/AIDS. Drug Abuse and gang related issues are taken care of by AHAWA. Adult education programmes to support literacy in the community. Examples of responses by participants:

- *“Right ehm here we have Adult Education Programmes where we use people from the community to assist these who are not literate right so that they can be an asset to the community right. Exemption from school fees those parents who cannot afford to pay school fees, parents assist in the school maintenance programmes.”*
- *“Well the SGB liaises with the Ward Councillor... eh... is the... eh... SGB chairperson who will usually communicate with the Ward Councilor who subsequently conveys the message to the broader community and the SGB convenes parents’ meetings by inviting them through notices.”*

In most of the schools" activities the community is very supportive and co-operative resulting in good participation. This statement can be justified by the responses received from participants:

- *"I'd say 90% we've got 90% from the community they stand together with the school because 100% of our children or of our community members have children in our school."*
- *"Like I said the community is start to realise now it's not the the prerogative of the responsibility of the school to get everybody involved but in the school activities."*
- *"The community fairs excellently in fundraising activities, outreach programmes example disaster in Somalia you find that the learners and community right have really indulged themselves forcefully fundraising activities at the school which assist in the outreach programmes."*

One of the strategies employed by SGBs to involve the community and external stakeholders in its activities is by convening meetings. These meetings would normally be devoted to problem-solving decision-making and information sharing.

In my observation of the meetings I attended, SGB members ensured that the meetings achieved its agreed purpose. This was accomplished by ensuring that the meeting process was efficient and effective. A notice of meetings was forwarded to the relevant participants which included the following information:

- Time, date and venue of meeting
- A list of representative organisations
- The purpose agenda
- An invitation to participants to add items to the agenda

- Any information and/or documents that participants may need to read in order to participate meaningfully in the meeting

The chairperson ensured that the meetings were conducted according to agreed procedural matters as set out in The Constitution of the SGB. The secretary was responsible for the administrative tasks. The medium of language at majority of the meetings was English, however, at one meeting, Zulu as a medium of language was used to accommodate the parents of the community. Fortunately, the researcher understands the language and could interpret the discussions. Introductions were made by chairpersons to clearly state the purpose and presence of the researcher at the meetings.

Although some of the debates were robust, the participants conducted themselves in a constructive manner. Thus all meetings were conducted in a structured and professional way.

Hence the school should be the hub and nerve centre of the community and its activities.

Figure 4.3: Environmental Project



The pictures in Figure 4.3 depict the role played by internal and external stakeholders in fundraising and the building of the above structures at the school.

4.6.6. The formulation of school policies

Responses in this theme represent the participants' views on the role played by the community in formulating school policies. In most of the schools the formulation and implementation of policies takes place over time with new policies being introduced and current policies being reviewed in response to problems or events. The responses confirm that the SGB must determine policies such as the language, religious and discipline policies. These policies should meet the requirements as set out in SASA (SA: 1996a). The SGB should ensure that these policies comply in terms of SASA (SA: 1996a) by following these steps:

- Convene parent/community meetings to discuss policy related issues
- Involve all stakeholders
- Establish a small committee which includes stakeholder representation to collate ideas and formulate a draft policy
- Committee circulates draft policy for comments or inputs
- Questionnaires utilised for inputs
- Amend draft policy as per comments or inputs received
- Policy ratified
- Implementation date is agreed upon
- Copies made available via school principal
- Monitoring of implementation of policies is crucial to check effectiveness
- Existing policies are reviewed on a quarterly basis to make amendments

The SGB, with the community, plays a vital role in school policies. This was confirmed by the following responses of the participants:

- *“They do play a very very active role, they make sure that the policy complies within term of regulation(s), they ensure that the policies are updated, they attend all meetings that*

(are) conducted by... ah... the District office. For example, the religious policy they ensure that...ah...ah... like religious days are all observed and parents are aware of these policies.”

- *“Example the language policy SGB is in the process of...eh...conducting a survey whereby they want to introduce an African Language at school.”*
- *“...questionnaires and meetings held with parents for inputs.”*
- *“Ah...on on discipline policy eh observations by the community on the behaviour of learners help on the formulation of school policy based on the behaviour...eh when the SGB would seek inputs from the community on what should be included in the policy that talks to discipline.”*

4.6.7. The participation of external stakeholders in sub-committees

The responses presented by the participants relate to the various sub-committees that are established at schools and the role played by external stakeholders in these committees. To verify the responses, some examples received from the participants:

- *“The sub-committee that I understand is the fin committee finance committee is one of the sub-committees of the SGB and it looks at the budget and how the funds...eh allocated for different activities and how they are spent or utilized.”*
- *“Ah we’ve got discipline committee assisting with learner discipline ahm then we have or I’d rather say it’s a fundraising committee not a finance committee ah they assist with finance raising funds and donations for the school and wellness committee that looks at the overall wellness of the personnel.”*
- *“Maintenance committee general maintenance of the school, education committee appointment of educators, safety committee deals with safety matters at schools.”*

By establishing these various sub-committees at schools SGB used the different talents of the members, thus working together as a team. These sub-committees performed certain duties as responded by participants:

TABLE 4.1: DUTIES OF SUB-COMMITTEES

COMMITTEES	DUTIES
Finance	<ul style="list-style-type: none"> • Monitor finances/budget/income and expenditure • Work with auditor/supply information • Expertise (draw up budget)
Fundraising	<ul style="list-style-type: none"> • Raise funds according to needs • Catering/donation assist
Disciplinary	<ul style="list-style-type: none"> • Hearings/enquiries into misconduct/COC • Work with Adopt-a-Cop/SAP
LTSM	<ul style="list-style-type: none"> • Procurement/ensures learners receive all material
Maintenance	<ul style="list-style-type: none"> • General maintenance of school buildings
Safety and Security	<ul style="list-style-type: none"> • Security service
Wellness	<ul style="list-style-type: none"> • Overall wellness programmes
Projects e.g. school hall	<ul style="list-style-type: none"> • Liaise with architect/.builders • Supply needs to school for building etc • Assist with maintenance
Drug abuse	Liaise with AHAWA

The number of sub-committees established by SGBs should be determined by the school's needs. However, it would be unwise to have too many sub-committees that would be difficult to manage. Once these sub-committees have been established, the participation of external stakeholders play a major role in the sustainability of these committees. According to the responses of the participants external stakeholders participate in various ways, for example, a golf tournament used to raise funds, expertise in golf would co-ordinate the entire event including the venue, players, gifts, catering, etc, the local hardware store would assist with materials for construction or maintenance of school buildings, the SAP attended to discipline

issues while AHAWA dealt with drug related issues and the auditor in the finance sub-committee dealt with issues of finance. The above are substantiated by these responses:

- *“Ah they play a very important role and we find that most of the time we get a 100% from them.”*
- *“I would say very committed all stakeholders are with their own expertise and also to function effectively.”*

The fact that external stakeholders are participating in these sub-committees shows that they are prepared to take charge of the welfare of the schools.

Figure 4.4: Lighting of School



The pictures in Figure 5 show how SGB members involved external stakeholders in fulfilling the need of flood lights and extra lighting at the school.

4.6.8. The perceptions and experiences of SGB members involving external stakeholders in school governance

Although much has been done to improve the standard of education, there are, however, a number of factors that hamper SGB members in involving external stakeholders to fully and effectively participate in the activities of school governance. These factors were:

- Lack of commitment
- Lack of interest
- Time factor
- Personality clashes in community
- Transport challenges
- Financial (Unemployment of parents. Fund-raising in community is a challenge)
- Illiterate parents
- Attendance at parents meetings

Some examples of the responses:

- *“... transforming issues and communication.”*
- *“Ahm you know we the main problem as the SGB is the...ah...ah...commitment, illiterate people and unemployed.”*
- *“Ah first of all is lack of commitment and...eh...unavailability and they are not serious in you know participating in the...eh...programmes of the school you know, that aims in improving the quality of education. Sometimes you know they are not available, that’s the most difficult situation you see – lack of commitment is the problem.”*

Many people received very little education during the apartheid era which led to illiteracy. Therefore, today’s parents lack self-confidence to participate in issues of school governance.

The non-availability of stakeholders due to work commitments contributes to their lack of commitment and interest in the welfare of the schools. Challenges such as transport, lack of communication skills and transformation contributed widely to the lack of participation of stakeholders.

Thus the lack of full participation in school matters could hamper the development of schools and deprive them of much needed support.

4.7. SUMMARY OF MAJOR FINDINGS

From the analysis of data major findings of the study were derived. These findings were consistent with the aims of the research study as discussed below:

- Although stakeholders are endowed with powers in regards to school governing, they are still excluded in certain schools from participating in crucial decisions affecting the education of the learners.
- In some schools there were issues that excluded these stakeholders from participating in school governance, namely: the lack of confidence from parents; lack of time and transport challenges which resulted in non-attendance of SGB meetings.
- Communication is key for stakeholders to participate in the activities of school governance. However, poor communication of information to stakeholders in some schools hindered this participation, while other schools used various strategies such as flyers, quarterly newsletters, etc. to involve stakeholder participation.
- Sub-committees were formed in all the schools, however the lack of participation by stakeholders was evident. There were very few meetings held and minimal report back was given.
- Co-option of members lacked in some schools as SGBs confirmed that their members possessed the necessary knowledge and expertise required in governing their schools.

- Illiteracy amongst parents was a major stumbling block in their participation in school governance due to language barriers.

From the above findings a model would be developed to facilitate external stakeholder participation in school governance.

4.8. SUMMARY

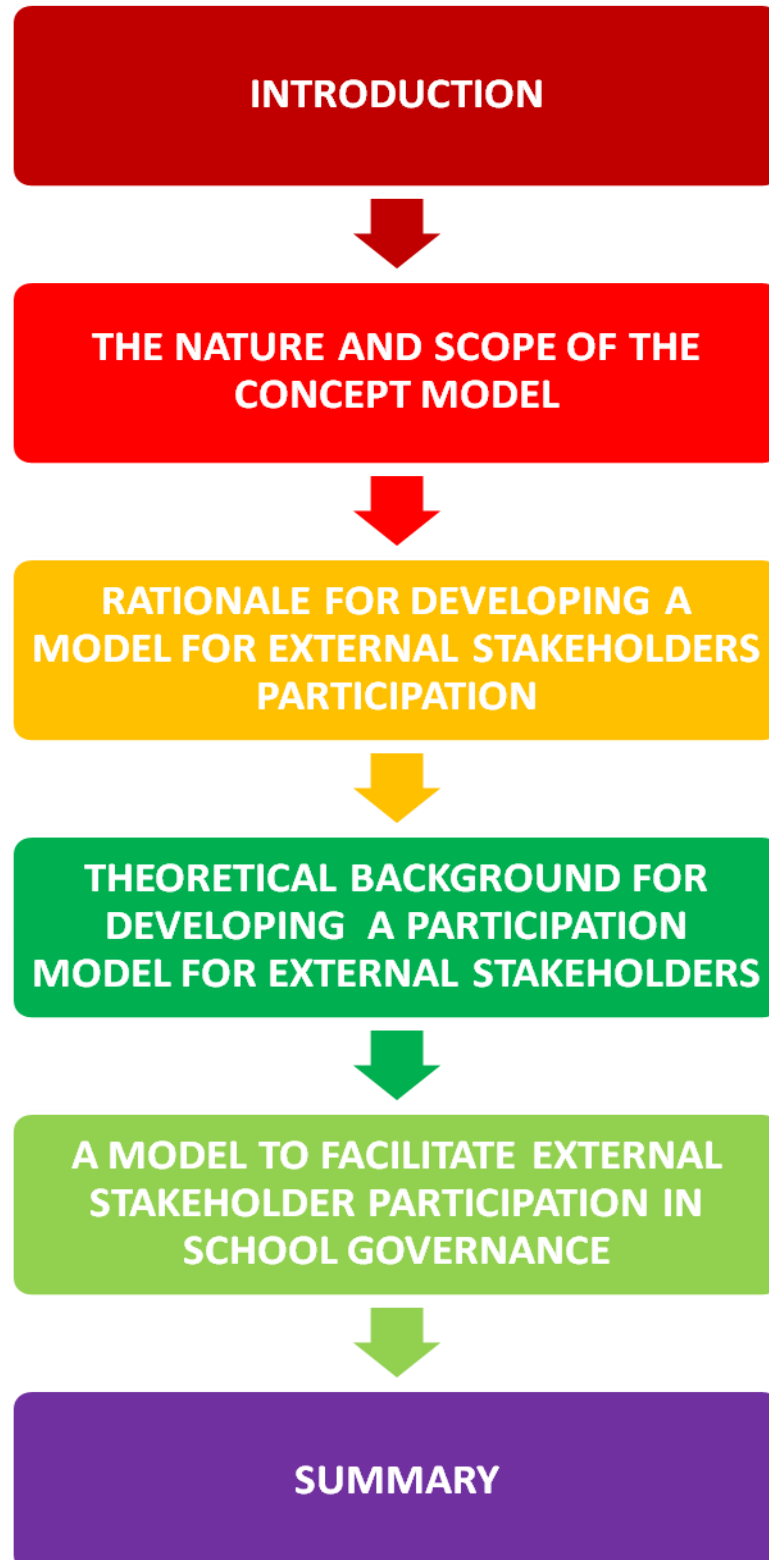
The research design and methodology was presented in this chapter. A detailed description of the research design provided a clear framework for the researcher to conduct the empirical process of the research study. In this regard observations and interviews as qualitative research strategies were utilised. It also provided details of the research method in terms of data collection and analysis, which included aspects such as participants and their selection, issues of trustworthiness of data collected, reliability and validity and ethical aspects. Finally the data was interpreted according to the eight themes identified during the analysis process.

The next chapter presents the development of a model to facilitate stakeholder participation.

CHAPTER FIVE

DEVELOPMENT OF A MODEL TO FACILITATE STAKEHOLDER PARTICIPATION IN SCHOOL GOVERNANCE

OVERVIEW



5.1. INTRODUCTION

Based on the analysis of data in Chapter 4 and the background of the literature study in Chapter 2 and Chapter 3, it can be concluded that the participation of stakeholders in the activities of school governance is a matter of great concern among schools.

In 1994 the advent of political freedom in South Africa ushered in a dispensation in which democratic structures such as SGBs had to govern schools. The democratisation of education included the participation of stakeholders in the activities of school governance. SASA (SA: 1996a) recognises SGBs as a group of people designed to govern a school. SGBs are to promote the best interest of the school and to ensure that the learners receive the best education possible. According to SASA (SA: 1996a) it is the task of the SGB to help the school principal to organise and manage the school activities in an effective and efficient manner. According to Mathonsi (2001:20), while policy requires governors and managers to work in democratic and participatory ways to build relationships and ensure efficient and effective delivery of educational goals, translation of policies into practice remains a mammoth challenge. This can be contributed to the fact that SGBs experience a number of problems in involving stakeholders in the activities of school governance.

It is therefore necessary to suggest a model that could be used by SGBs to facilitate stakeholder participation. The proposed model for stakeholder participation in the Gauteng Department of Education intends to provide institutions with a tool to use in school governance.

This chapter focuses on the final research question posed in Chapter 1 (cf. par. 3.5.):

- To propose a model for the optimal participation of external stakeholders in school governance

A model is presented in this chapter that could assist SGBs to overcome challenges of stakeholder participation in school governance. The literature study and empirical research was taken into consideration when the researcher developed the model. The data of the empirical research have contributed to the fact that stakeholder participation is important for operating schools in an effective and efficient manner.

Thus, this chapter proposes a model for the use by SGBs at schools in the Gauteng Department of Education.

5.2. THE NATURE AND SCOPE OF THE CONCEPT MODEL

Although the concept “model” is used synonymously with the concept “theory” in some cases, Fourie (2000:249) states that these two are conceptually different. Theory is judged by its truthfulness in portraying reality, while a model is judged by its usefulness in explaining reality.

5.2.1. Definition of the term model

According to the Concise Oxford English Dictionary (Soanes & Stevenson, 2008:918) a model is a thing used as an example to follow which refers to a small scale copy of something. A model is therefore described as a representative of reality, whereby a function is executed or performed. According to Fourie (2000:250) a model becomes a mode of representation whereby attention is drawn to specific themes, relations and dimensions. Refer to the concept “model” in the research context as an invariable component of research, as is the case with concepts, definitions and theories.

5.2.2. Characteristics of models

Although models and theories portray many similarities, models are quasi-frameworks that play an important role in the development of new theories. Models have certain characteristics which are summarised as follows.

- Models identify central problems or questions regarding the phenomenon to be investigated.
- Models limit, isolate, simplify and systematise the domain of research.
- Models provide a new language within which the phenomenon can be discussed.
- Models provide explanations, sketches and resources for making predications.

Thus a model assists the user to understand the complex process (Smit, 2009:39).

5.2.3. Advantages of models

Models visualise concepts which are complex and difficult to understand, thus reducing these concepts to interdependent units. Therefore models could be regarded as constructions aiding research. They have specific advantages for the user as considered by researchers:

- Research results can be presented in text form within a specific framework.
- The meaningfulness of the research results can be presented and evaluated within a specific framework.

- The problem that has been researched can be presented in a reduced and summarised form.
- The gap between the theory and the empirical research can be closed.
- What is known through research and observation can be integrated.
- Observation can be guided.

In this chapter the model aims specifically at presenting the problem that had been investigated, and the literature study presented in chapters 2 and 3, as well as the empirical research discussed in chapter 4.

5.2.4. Disadvantages of models

Models also have limitations or disadvantages. These are discussed below as considered by the researcher:

- Models can only represent reality and should thus not be confused with reality.
- In reducing a complex process to one dimensional representation, information can be lost.
- The utility of models depends on the user's own understanding of reality.
- Feedback in an open model is not automatic.
- The closed model presents few options for the user's own interpretation.

The researcher has noted these disadvantages. Therefore the proposed model is only a possible solution to the participation of external stakeholders in the activities of school governance.

5.2.5. Types of models

There are many types of models which could be classified according to Libarkin (2003:121) as:

- *Graphic models* which are abstract lines, symbols and forms such as blueprints of a building.
- *Linear models* which are representations that consist of various steps or chronological sequences.
- *Verbal models* as they are oral or written descriptions of reality.
- *Mathematical models* contain reality in one or more mathematical equations or formulae.
- *Physical models* are three dimensional representations of reality, such as model aeroplanes or architectural models.
- *Conceptual models* which give a general indication of how something should function, what it should consist of or how it should be organised.

Libarkin (2003:122) define conceptual models as precise and stable representations of the world developed and used by expert groups to explain phenomena. For purposes of this research, based on the above definition a conceptual model of external stakeholder participation in school governance as discussed in chapters 2 and 3 and empirically investigated in chapter 4 will be developed. The model will be presented by means of diagrams accompanied by written descriptions.

5.3. RATIONALE FOR DEVELOPING A MODEL

The following steps in the development of a model:

- Identify the problem.
- Make assumptions through identifying and classifying variable and through determining the inter-dependence of variable and sub-models.
- Design the model.
- Verify the model by ensuring that the model addresses the problem is meaningful and can be applied in practice.
- Implement the model.
- Maintain the model.

The anticipated model developed in par 5.5 aims at presenting a participation strategy for external stakeholders by applying the first three steps as identified above, namely:

- Identify the problem.
- Make assumptions.
- Design the model.

The problem was identified in chapter one. In chapters two and three the assumptions and determinations of variables were discussed. Thus, the design of the model would be developed in this chapter. The aim of this research study is to focus on designing a model to facilitate the participation of external stakeholders in the activities of school governance. The final three steps of verification, implementation and maintenance of the model in practice will not be possible due to the restraints in time and the extent of this research study.

5.4. THEORETICAL BACKGROUND FOR DEVELOPING A MODEL

In South Africa the participation of stakeholders in disadvantaged communities surfaced from the battle against the apartheid government in the pre-1994 era. After the general elections in 1994 a non-culture shaping the nature of governance was established (Naidu, *et al* 2008:131). According to Fleisch (2002:65-66) this was crucial considering that complex institutions and complex societies are composed of competing groups, each with their own set of interests that need to be in collective decisions. This approach allowed all voices including those of minority groups to be heard.

Many theories on stakeholders were developed and presented. However, stakeholders who would influence the quality of education in schools were not mentioned in these theories. Therefore this model was developed to accommodate stakeholder participation in school governance.

According to Naidu, *et al* (2008:131), Parent Teacher Student Association (PTSAs) were established through the stakeholder participation model. This ensured the participation of groups that were interested in school governance. SASA (SA: 1996a) reflected this model which not only included the participation of internal stakeholders such as managers, educators, learners, non-support staff, parents but also extended participation to the community members, who were co-opted onto the SGB. External stakeholders namely NGOs, HEIs, Government Departments, Unions, Association of SGBs and Private Sectors were not included in the model. Their participation is of paramount importance for providing quality education in schools. Very little attention was given to provide a model to guide external stakeholder participation in school governance.

Therefore on this premise a proposed model, to facilitate the participation of external stakeholders in school governance, has been developed.

5.5. A MODEL TO FACILITATE EXTERNAL STAKEHOLDER PARTICIPATION IN SCHOOL GOVERNANCE

5.5.1. Overview

This model is based on the view that schools interact with the broader world within which they exist. To accomplish this interaction with the outside world the SGB as the highest decision-making structure in the school is that link. Therefore the SGB is the starting point in this model. The emphasis is on school support from SGBs to make schools function effectively and efficiently. This can be attained by a well-functioning, supportive SGB, an effective principal and SMTs and educators who do their job.

Figure 5.1. Portrays an overview of the proposed model to facilitate external stakeholder participation in school governance. This model is designed to ensure effective participation by external stakeholders which would bring about several benefits for the learners, educators, support staff and school communities. The sequences, interrelationships and interwoveness of the components in the model are indicated by means of arrows which emphasise their interdependence on each other. For schools to function effectively in school governance each component in the model will depend upon all other components. In each step the communication between the components unravels the impact of internal and external stakeholder participation in school governance.

The components of the model are categorised into internal and external structures as follows:

- Internal Structures:

School Governing Body: It consists of all stakeholders in schools – parents, educators, non-teaching staff, learners and principals (cf.par.2.3.1.1)

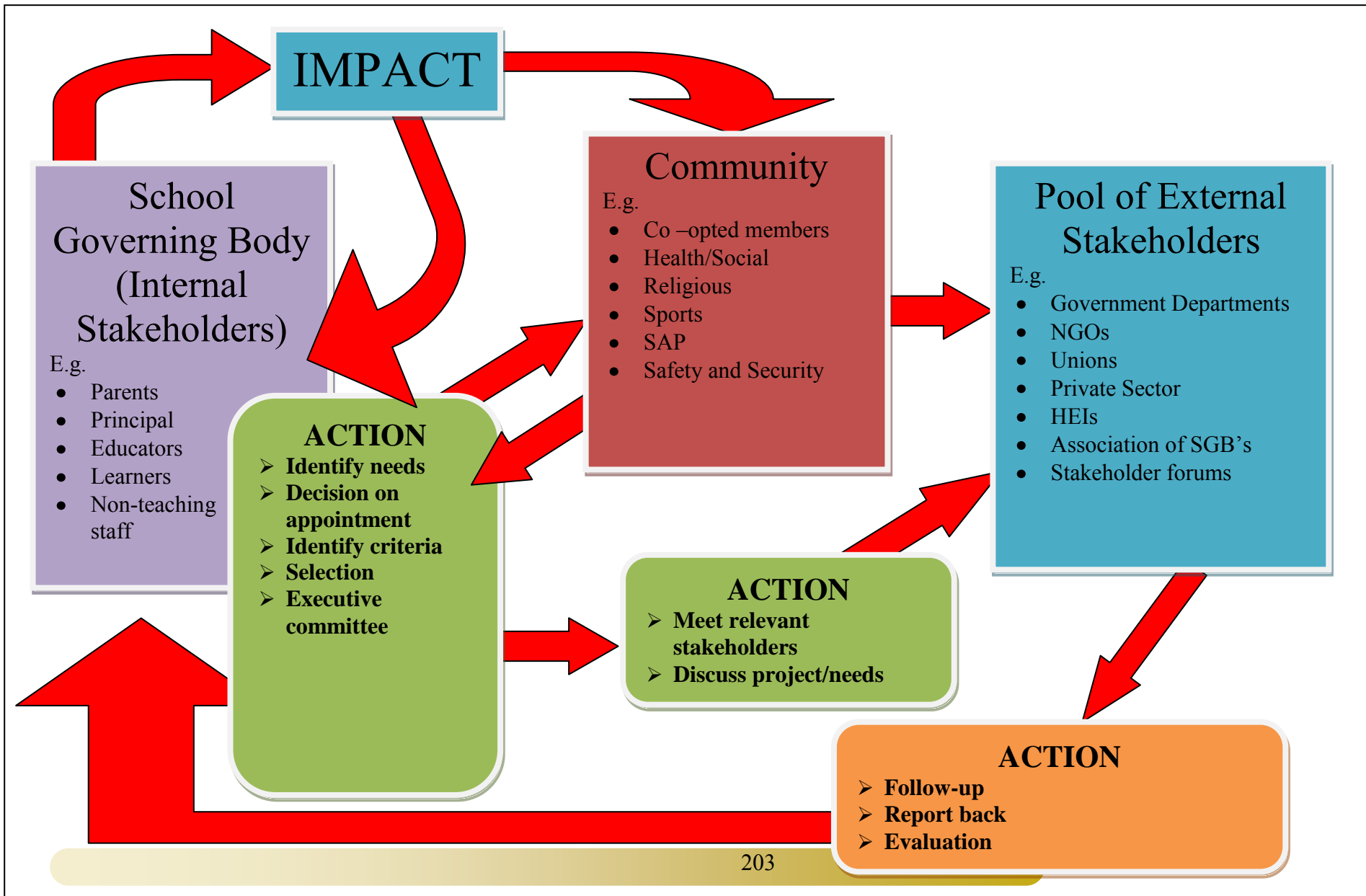
- External Structures

Community: This structure reflects the local community. SASA (SA: 1996a) makes provision for SGBs to co-opt people on the basis of their knowledge and expertise (cf.par.2.3.1.2)

- *Pool of external stakeholders:* This group in school governance refers to people and organisations outside the school who have a legislative interest in the continuing effectiveness and success of institutions (cf.par.2.2.4.1;2.2.4.2)

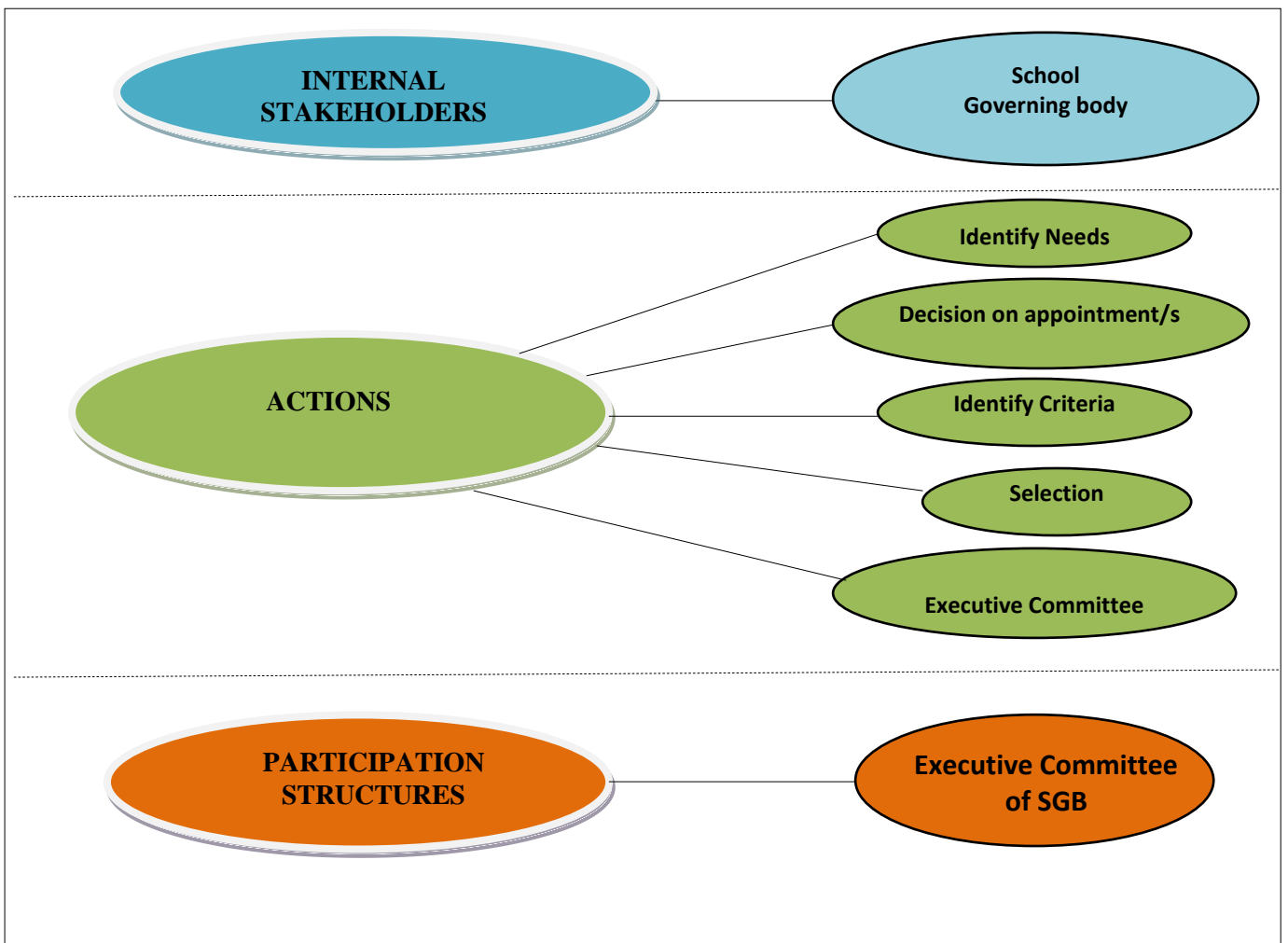
The above structures are those groups that are interested in participating in school governance. These interested groups are extended to the participation of external stakeholders (cf.par.2.2.4.3).

FIGURE 5.1. A PROPOSED MODEL TO FACILITATE EXTERNAL STAKEHOLDER PARTICIPATION IN SCHOOL GOVERNANCE



The main characteristics of the model are reflected in figure 5.1. In the model the internal and external stakeholders are referred to as the participation structures. Discussions in greater detail through sub-diagrams and written descriptions follow to show how participation occurs at each level.

FIGURE 5.2. PARTICIPATION OF INTERNAL STAKEHOLDERS



A detailed discussion on the above aspects (Fig. 5.2.) follows:

5.5.2. Participation of Internal Stakeholders

5.5.2.1. Internal Stakeholders

The **SGBs** which were put into place through democratic elections in 1997, ushered a new era of governance in South African schools. This move to set up SGBs was about placing schools as centres and pillars of change, as well as laying the foundation for the democratisation of South Africa (cf.par.2.1).

South African schools through this process experienced a change in structures. They are now placed in the hands of the school community. This is based on the understanding that decisions on school matters should be undertaken by those who best understand the needs of the learners and community. Thus SGBs as the highest decision-making structure in schools play a pivotal role in this regard. The above statements are guided by the principles of access, redress, equity and democratic governance emphasised by SASA (SA: 1996a) (cf.par.2.3.3).

Among the various stakeholders the **learners** are the most important, because they are receiving the type of education which the Department of Education provides. Therefore this department should strive to satisfy the needs and expectations of these learners, which is to receive quality education. Providing high quality education, however, requires a number of ingredients, one of them are well-qualified and competent educators with a passion for teaching. Therefore educators as internal stakeholders make an important contribution towards the provision of education. Learners serve on SGBs, however when it comes to decision-making, their participation is invisible. Although they are represented on the SGB, they are excluded from discussions on substantive issues. SGB members tend to underestimate the competence of learner representatives. Their contributions, involvement and participation in decision-making on most matters could be very meaningful in school governance (cf.par.2.3.3.1.4).

Parents as internal stakeholders have a keen interest in the type of education provided for their children. Therefore, they play a pivotal role in supporting the learners and the department. This would result in a good working relationship between the parents and the schools. To facilitate this good working relationship and to ensure that parents are well informed of what is happening at schools, SGBs should employ various strategies for effective communication with parents (cf.par.2.3.3.1.1).

Principals are the key participants in school governance, due to their position as head of the institution. On the SGB the school principal functions in two capacities: as an ex-officio governing body member and a departmental employee. When the principal operates as a SGB member he/she has to watch over the interests of the Provincial Education Department (PED) and over the interests of the SGB when dealing with the PED. The relationship between the principal and SGB should therefore be properly and purposefully managed which would result in a partnership to the benefit of the school and the learners. The principal and SGB should commit themselves to co-operation, collegial relations and mutual support, because of their dependence on each other. Both the principal and SGB should view themselves as being in a position of trust towards the school and towards each other (par.3.2.2.3).

Educators through their representation are given an opportunity by the SGB to discuss fundamental matters in school management. It is the duty of the SGB to ensure that the concerns of the educators are addressed (Mosoge, 1996:122). It is the duty of educator governors to give regular feed-back on governance matters to their colleagues (cf.par.2.3.3.1.2).

SASA (SA:1996), delegates authority over specific functions and decision-making to an elected body that includes **non-teaching staff** from within the school. The non-teaching staff are required to elect one representative to serve on the SGB (cf.par.2.3.3.1.3).

5.5.2.2. Actions

Within the SGB, the talents of the various stakeholders could be combined to make the best decisions for their schools. This would increase community participation in school level decision-making and advance the cause of democracy. In order to accomplish this, the members of the SGB are required to interact with the actions outlined in Figure 5.2. These actions would be followed by the SGBs to involve the participation of external stakeholders.

For SGBs to maintain focus on its goals, to function efficiently and achieve its goals the appointment of external stakeholders is important. By involving external stakeholders in the early stages, their interests could be accommodated without losing focus on the SGB's goals and outcomes for the school. Firstly the SGB **identifies the needs** of the school through the projects which are prioritised in the School Improvement Plan. Thereafter, discussions amongst the members of the SGB are taken around the **appointment of external stakeholders**. These discussions should focus on the needs/projects of the school. Through these discussions a decision can be reached through a consensus of all SGB members on appointment of external stakeholders. The SGB members would **identify criteria** to guide them in these appointments.

These criteria would comprise of expertise on governance issues, skills, availability, background, knowledge in education, previous experience as a member of the SGB, in an advisory and supportive capacity and requirements of the SGB (cf.par.4.6.4). Once the **selection** process has been completed the **executive committee** of the SGB communicates with the relevant stakeholders.

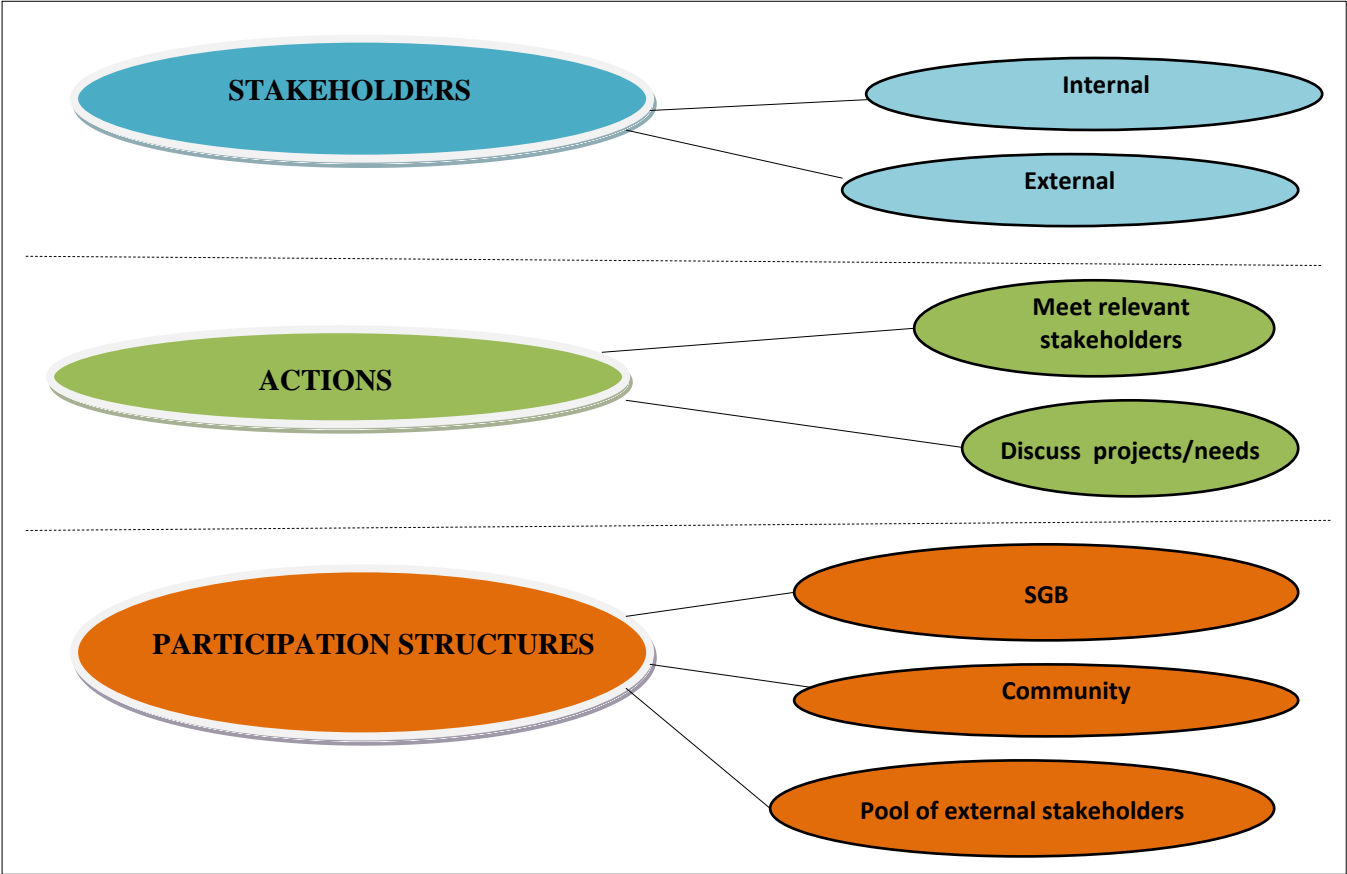
The participation of these prospective members in the activities of school governance lies with the SGBs. SGBs would lay a foundation for democracy in which issues such as freedom of expression and the right to participate in decision making processes would be discussed. This

would result in parents spreading democracy to the wider community thus encouraging participation of these external stakeholders.

5.5.2.3. Participation Structures

The **SGB** participates effectively and efficiently by appointing external stakeholders who have sufficient motivation, expertise, knowledge and interest in education. During the communication process, the **executive committee** facilitates, negotiates and encourages these appointed stakeholders to participate in school governance.

FIGURE 5.3. PARTICIPATION OF INTERNAL AND EXTERNAL STAKEHOLDERS



Each of the above aspects are discussed below:

5.5.3. Participation of Internal and External Structures

5.5.3.1. Stakeholders

The internal and external stakeholders work in collaboration to accomplish the actions outlined in figure 5.3.

5.5.3.2. Actions

Once all the stakeholders have been identified, then the importance of their support or involvement should be assessed. Therefore, Figure 5.3 outlines the role of the executive committee of the SGB. This committee meets with the **relevant stakeholders** to determine if they are supportive of the needs/projects of the school and whether the SGB has sufficient support to successfully implement their goals in this regard. During their **discussions** around the **projects/needs** of the school continuous effort on the path of the SGB to recruit key stakeholders is vital, because developmental efforts could be hampered which would result in limitations in the support needed.

The executive committee develops various strategies to involve these new key stakeholders (cf.par.4.6.3). Their involvement is crucial for the SGB to accomplish its goals. These key stakeholders would include NGOs, Unions, Government Departments, Private sectors, HEIs, Association of SGBs, Stakeholder Forums (cf.par.4.6.1).

These external stakeholders are empowered in regard to their participation in the activities of school governance. Delegation of duties and responsibilities in the participation of activities are outlined by the SGBs. The SGBs would consult regularly with the external stakeholders in order to share ideas on how to work together to achieve their goals and objectives.

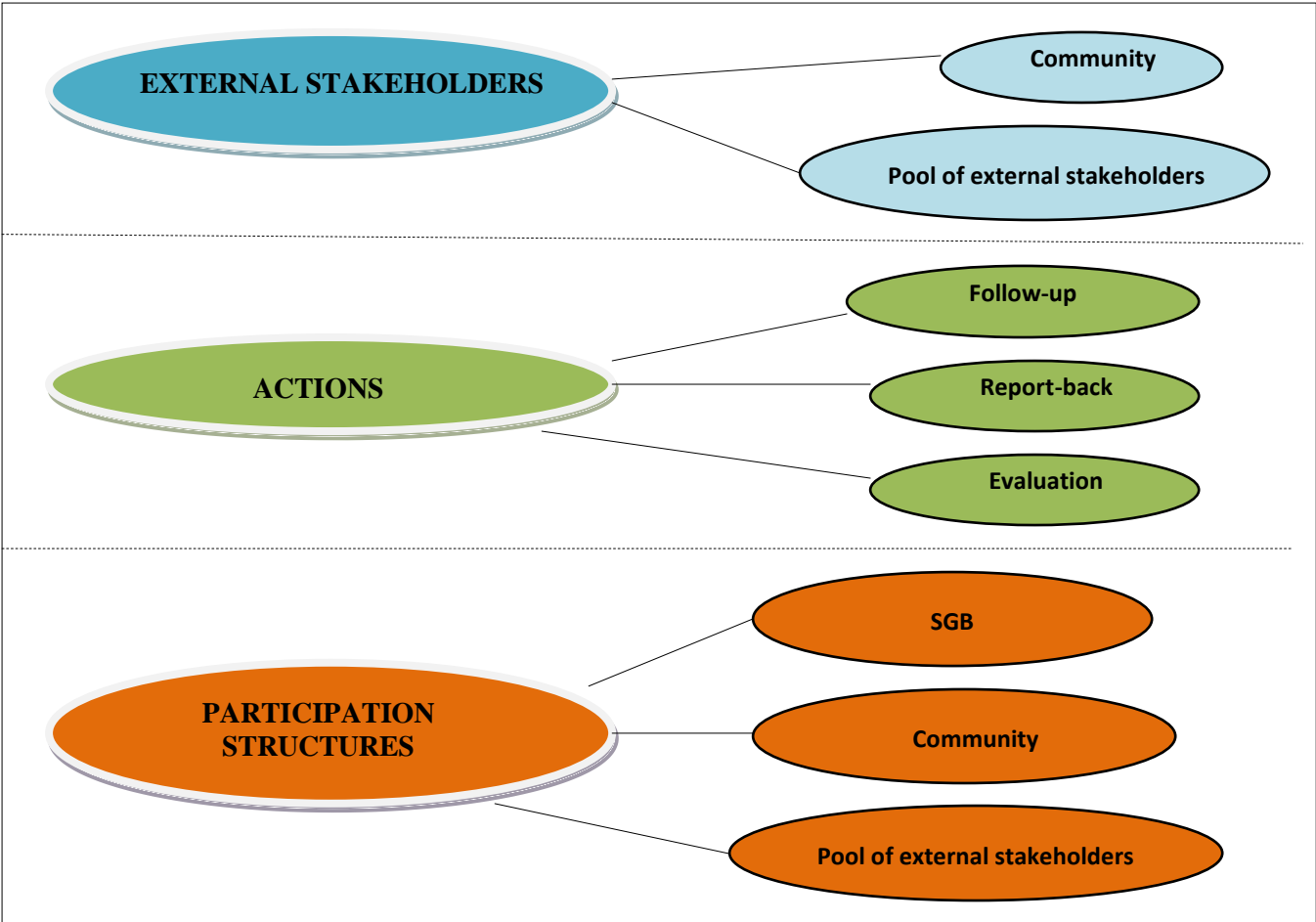
During the **discussions** a management plan would be compiled to clearly define their roles and responsibilities for the planning, development and implementation of tasks and performance

expectations. Their continued involvement would ensure that schools do not perform or operate in isolation. By establishing and developing this partnership between the school and external stakeholders, the quality of education would be enhanced and improved (cf.par.4.6.1).

5.5.3.3. Participation Structures

SGBs would establish working relationships with all stakeholders for efficient functionality of their schools. For this relationship to succeed, effective collaboration and co-operation between schools and communities is crucial. SGBs would explore and identify **community** agencies and organisations that would assist them in achieving their goals (cf.par.4.6.4). Such organisations are mentioned in the model. The **pool of external stakeholders** selected by the SGB would participate in the various projects through the sub-committees of the SGB (cf.par.4.6.7). Some of these external stakeholders are indicated in the model.

FIGURE 5.4. PARTICIPATION OF EXTERNAL STAKEHOLDERS



The above components are discussed below:

5.5.4. Participation of External Stakeholders

5.5.4.1. External Stakeholders

In Figure 5.4. above the external stakeholders involve the **community** and **pool of external stakeholders** as outlined in the model. Their joint efforts in participating through the different sub-committees (cf.par.4.6.7) allows for them to play a greater role in governance and development of their schools. They accept responsibility and are accountable to the school. This will promote the interests of the school thus ensuring efficiency and equity (cf.par.2.3.3).

5.5.4.2. Actions

This phase reflects the services delivered to the school by the external stakeholders. It is the responsibility of these stakeholders to continuously **follow-up** on the status of the undertaken projects. During scheduled meetings these follow-ups would assist the stakeholders to **report-back** to the SGB. It is vital for communication to take place regularly, which would help to enhance the understanding of the various projects. Evaluation is an on-going process which should be implemented at every stage of participation in school governance (cf.par.4.6.5).

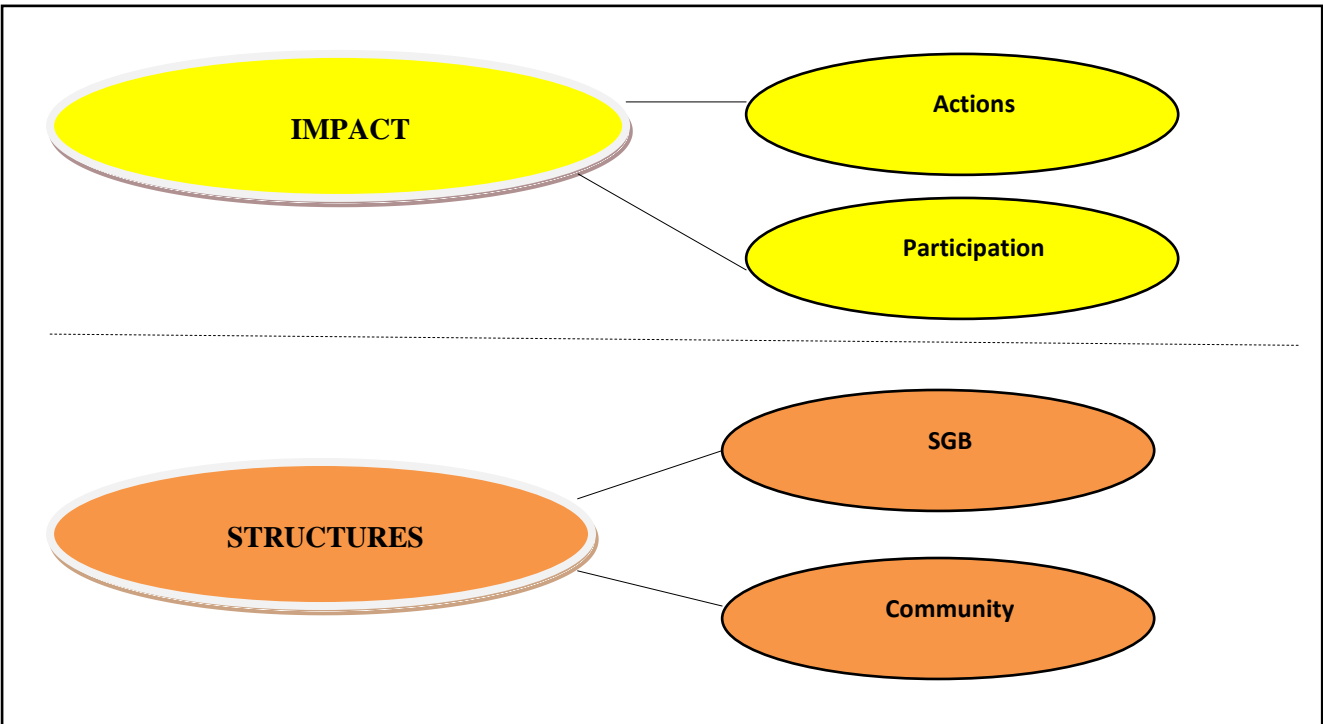
The school and community benefit greatly through co-operation of the internal and external stakeholders in the activities of school governance. This mutual co-operation results in improved learner attendance. A positive attitude is developed and adapted by learners towards the school. Communication and job satisfaction among all are improved. Through this mutual co-operation the financial support in schools are improved resulting in resources being supplied and the infra-structure being maintained.

5.5.4.3. Participation Structures

The members of the participation structures, that is, the **SGB, community** and **pool of external stakeholders** need to maintain a cordial relationship when the above actions in Figure 5.4 are undertaken. During the report-back sessions at meetings, members should acknowledge each others' contributions, by showing honesty, respect, developing trust and displaying openness (cf.par.3.2.1.3).

The structures of participation mentioned in Figure 5.4 would monitor the various projects through observations, note-keeping and record-keeping. This would lead to a monthly report on the progress and challenges experienced. This in turn would be reported at SGB meetings. Surveys and action research could also be used by these structures as a means of evaluating community collaboration and decision-making at school level. At the end of the year an audit should be conducted by the SGB to review the participation of external stakeholders in school governance. Thereafter an annual report should be compiled and presented to the parents and community (cf.par.3.2.3.1).

FIGURE 5.5. IMPACT OF PARTICIPATION



The final discussion of the model follows in the ensuing paragraphs.

5.5.5. Impact of participation

5.5.5.1. Impact

The **actions** at different stages of the model serve as a potent tool. It provides activities to facilitate the participation of external stakeholders in school governance. The actions contain identified activities for collaboration and the relevant participation structure responsible for each activity. This eliminates overlapping and duplication of tasks. It also assists in setting timelines for the identified projects. This tool would also guide stakeholders in determining the benchmark for monitoring and evaluating of service delivery (cf.par.3.2.2., 3.2.2.3.).

For a country's education system to be successful it depends extensively on the mutual trust and collaboration that exist between all partners. The transformation of the education system in South Africa has influenced all parties involved, including the Department of Education (DoE), SGBs, the principal, staff, learners and the community in which the school is situated (cf.par.2.2.4., 2.2.4.1., 2.2.4.2, 2.2.4.3., 2.2.4.4.).

The **participation** of external stakeholders within and outside the community in the model indicates their interest in education and their involvement in the schools. The role of the principal would be to balance the interests of the various groups to the benefit of the school (cf.par.3.2.1., 3.2.1.1.).

5.5.5.2. Structures

The **participation structures** in the model by means of the actions indicate that by working together all stakeholders could provide effective, transparent, accountable governance by supporting one another, co-ordinating each other's action, keeping on agreed procedures and informing on another of matters of common interest (cf.par.3.2.)

All the stakeholders mentioned in the model accept responsibility for the governance of their schools. SASA (SA:1996a) creates ample opportunities for the involvement of the SGB and community members in the activities of school governance.

A partnership between the school, SGB, community and external stakeholders are formed to work together to achieve the specific needs identified. By working together in a structured way stakeholders deliver on promises and undertakings, manage joint interests and report to one another. Various strategies are employed by the SGB to involve external stakeholders which would impact greatly on the school and community (cf.par.4.6.3.).

5.6. SUMMARY

This chapter set out to propose a model to facilitate the participation of external stakeholders in school governance. The nature and scope of the concept model were discussed (cf 5.2). Various types of models were discussed (cf. 5.2.5) with a view to using some of their ideas in describing a model for participation of external stakeholders in school governance. Thus, this chapter presented guidelines for the implementation of participation by external stakeholders by way of a model. The model should serve as a point of departure in the implementation of participation. The components of participation that were identified in the literature and empirical research were utilised to develop the model. The model used the sequential steps of the management process as well as diagrams with written descriptions to enhance clarity.

In the final chapter the research is summarised, findings are given and recommendations are presented.

CHAPTER SIX

FINDINGS, RECOMMENDATIONS AND CONCLUSION

OVERVIEW



6.1 INTRODUCTION

In the previous chapter a model was developed to assist SGBs in facilitating the participation of external stakeholders in school governance. Hence, this model would serve as a tool to overcome the challenges experienced in the involvement of external stakeholders in school governance.

This chapter provides a summary of the research study. In addition to the summary the main findings and recommendations of the study according to the stated research aims are presented. Lastly, this chapter proposes recommendations for further research and is rounded off with concluding remarks.

6.2 SUMMARY

Chapter 1 provided an introductory orientation to the research by presenting the background and rationale for the study. This chapter motivated the importance of investigating the specific research problem. The research methods to be applied in the study were introduced. The research aims which are based on the statement problem are clearly indicated in this chapter.

Chapter 2 presented a literature review of the nature of school governance. A clarification and conceptualisation of concepts were provided to indicate their relevance in the research study. This assisted readers to understand the problem being studied. Theories and models of participation by stakeholders, which are relevant to this study were discussed. Various stakeholder participation structures are outlined as well. Since the introduction of SGBs in 1997 many benefits and challenges have been experienced in the participation of external stakeholders. These benefits and challenges were presented. International trends in school governance compared to South African school governance was outlined.

Chapter 3 explored the extent and patterns of participation by external stakeholders in school governance. This chapter described how SGBs involved external stakeholders to participate in the functions outlined in section 20 of SASA (SA: 1996a). These stakeholders participate through the SGBs according to their experience, knowledge and capacity. The SGBs were supported by the participation of these external stakeholders in fulfilling their functions at schools. These functions entailed the formulation of policies, appointment of staff, supporting principals in their tasks, participating in sub-committees, participating in the safety and security of schools and to offer their expertise in school finances.

Chapter 4 focused on the empirical research design for this particular study. This chapter presented the methodology used in the development of the research. In this study the methodology involved a selection of appropriate research approaches, methods, sampling procedures, participants and instruments for collecting and analysing data. The chapter began with a description of the research design. A qualitative research design was used which included data collection techniques, data analysis, research instrument and interpretation of data. Interviews and observations were used as techniques to collect the data. Thereafter various steps were followed to analyse the collected data. From the analysis the data was categorised into eight themes. The data was presented and interpreted according to the eight themes.

Chapter 5 proposed a model to facilitate the participation of external stakeholders in school governance. In this chapter the nature and scope of the concept model was discussed. This entailed the characteristics of models, advantages and disadvantages of models, types of models, rationale and theoretical background for developing a model. Many stakeholder theories that were developed excluded stakeholders that could be involved in school activities. Therefore, this model was developed to assist SGBs in facilitating external stakeholder participation in school governance. The model is presented in the form of a main diagram, sub-diagrams and written descriptions.

In this chapter a summary of the research study is followed by a discussion to determine the findings of the research. Recommendations on each of the findings with regard to the research aims are provided. In conclusion, this chapter establishes whether the research questions had been answered.

6.3 FINDINGS

This section deals with the findings of the research, in accordance with the research aims in chapter 1(cf.par.3).

6.3.1. *Findings on Research Aim 1: To explore the nature of stakeholder participation in school governance*

With regard to research aim 1 to explore the nature of stakeholder participation in school governance, these were the findings:

- Stakeholder participation in school governance refers to those individuals who have a legitimate interest in the effectiveness and success of the school. They take part or share in the activities of school governance. Through participation the needs and expectations of the school are identified. In stakeholder participation there are internal and external structures (cf.par.2.4.1).
- Internal structures refer to the SGB which consists of all stakeholders in schools – parents, educators, non-educator staff, learners (secondary schools grade 8 to 12) and principals in their official capacity. These stakeholders have full voting powers. With the exception of the principal, the other stakeholders are elected onto the SGB (cf*par.2.3.1).
- External structures refer to stakeholders outside the SGB known as third parties (table 4.1). These external stakeholders are appointed by the SGB for their knowledge to assist them in fulfilling their functions. They do not have voting rights (cf.par.2.3.1.2).

- The internal and external stakeholders participate in governance related issues as outlined in chapters 2 and 3. By actively participating in the governance of schools, a better teaching and learning environment is created (cf.par.2.2.4.4).
- SGBs encourage stakeholders to be active participants in all school activities as it promotes a sense of unity. It helps to break down barriers and build healthy relationships (cf.par.4.6.3).
- By increasing participation in school governance democracy in education will be boosted and equality amongst schools ensured (cf.par.2.6.3).
- Parent participation in schools is governed by national policies, The Constitution of Republic of South Africa (CRSA, 1996) and SASA (SA: 1996a). These policies mandate the participation of parent governors in the education process (cf.par.2.3.3.1.1).
- Stakeholder participation has become an important part of school governance. It is the responsibility of the principal, as accountability officer, to manage this process of participation effectively and efficiently. The principal ensures that the participation of stakeholders promotes quality education to all learners (cf.par.3.2.1.1).
- Educators need to develop a partnership with the parents in order for them to perform their educational tasks. Educators and parents are responsible for the same child, resulting in them accepting responsibility for the child as partners. This indicates their participation in promoting quality education in schools (cf.par.2.3.3.1.2).
- Legislation has made it possible for learners to participate in school governance through Representative Councils of Learners (RCLs), thus obtaining stakeholder status. Learner representatives are elected by the RCL. Through the RCLs their participation in school governance is in keeping with the democratic principles of participation, transparency and recognition of stakeholders (cf.par.2.3.3.1.4).
- Schools are surrounded by various organisations in the community. These community based organisations assists schools in achieving their goals. They collaborate and deliver services to the school (cf.par.4.6.5).

- Religious organisations, such as churches, temples, mosques and charitable organisations play an important role in schools. They equip learners with acceptable behaviour, strengthen the morale and values of the community and help to reduce discipline problems (cf.par.4.6.1).
- Government Departments such as health, social, police and safety services participate in school activities to cater for the needs of learners. Health services assist in health related problems among learners as well as delivering lessons on health issues. Social services provide life-skills, self-help and support programmes to learners. SAPA participate through programmes such as Adopt-a-cop and Safe-Schools. This would assist in changing criminal behaviour and preventing crime (cf.par.4.6.1).
- NGOs participate by running training programmes, providing feeding schemes, sponsoring items to raise funds or acting as mentors and tutors (cf.par.2.4.2.1).
- HEIs participate in school activities by offering workshops for educators and career guidance to learners. Schools identify capable learners for further training (cf.par.4.6.1).
- Private sectors as external stakeholders refer to business and industry. They have realised that the success or failure of schools affect their property, values, stability, employee base, etc. Their participation is through offering bursaries and financial assistance to promising learners, providing job opportunities and recruiting potential employees (cf.par.4.6.1).

6.3.2. ***Findings on Research Aim 2: To understand the role of external stakeholders in school governance***

With regard to research aim 2, the role of external stakeholders in the governance of schools, the following findings are applicable:

- External stakeholders would be able to perform their tasks in a responsible and accountable manner when they have a clear conception of their role in school

governance. Although their role is broad and extensive there are duties and functions applicable to them (cf.par.3.2.2., 3.3.1., 3.3.2., 3.3.3., 3.4).

- Their functions are in governance related issues, namely policy matters, day-to-day matters and financial matters as outlined in chapter 3 (cf.par. 3.2., 3.3., 3.4., 3.5., 3.6., 3.7., 3.8., 3.9.).
- One of the functions of SGBs is the maintenance and improvement of the school's property, buildings and grounds occupied by the school. In order to do this, SGBs establish partnerships with external stakeholders such as private companies, NGOs, safety and security organisation (cf.par.2.2.4.4). SASA (SA: 1996a) encourages SGBs to raise money privately through fundraising efforts. SGBs draw up proposals to external stakeholders with a clear motivation on how the funds would be utilised (cf.par.3.3.3.2).
- SGBs are to develop a mission statement with a vision that directs the activities of the school. In addition they have to formulate a constitution for the school. SGB members are to be aware with the various legislations. External stakeholders are appointed to assist in interpreting these legislations (cf. par. 3.3.2., 3.3.2.1., 3.3.2.2., 3.3.2.3.).
- In their advisory and supportive capacity, the needs of the school are addressed. These stakeholders are honest, transparent, accountable and open in their participation (cf.par.3.2.).
- The role played by external stakeholders in regard to formulation of policies is difficult to determine. Most policies are compiled and brought to the SGB for ratification (cf.par.3.4).
- The participation of external stakeholders in sub-committees is a necessity for effective and efficient school governance. These committees are aware of their purpose, limits of authority and report back to the SGB in the forum of recommendations (table 4.2., 4.7.).
- SGBs have been mandated by SASA (SA: 1996a) to perform the following financial responsibilities – school funds and assets, school budget, financial records and statements and an annual financial audit. Most SGBs lack capacity and experience in school finances (cf.par.3.8., 3.8.1.1., 3.8.1.2., 3.8.1.3.).

- SGBs are to adopt a code of conduct after consultation with learners, parents and educators in the school. The majority of disciplinary matters are dealt with by the principal and staff. Serious misconduct is handled by SGBs due to their authority to suspend or recommend expulsion of a learner from school. External stakeholders with expertise and knowledge of disciplinary issues are appointed to assist SGBs (cf.par.3.6., 3.6.1., 3.6.1.3.).

6.3.3. ***Findings on Research Aim 3: To find out strategies that may be employed by SGBs to involve external stakeholders in its activities***

With regard to research aim 3, the findings related to the strategies that were employed by SGBs to involve external stakeholders in its activities are as follows:

- SGBs involve external stakeholders meaningfully in school governance by making them feel welcome and appreciated. This enhances their participation in school activities (cf.par.2.6.3).
- SGBs interact with external stakeholders by utilising various forms of strategies. These strategies are outlined in chapter 4(table 4.3).
- By liaising through these strategies SGBs involve external stakeholders in school governance. For example the executive committee meets with these stakeholders to outline the needs of the school (cf.par.5.5.3.2).
- Through modern technology such as facebook, sms, twitter, etc, SGBs establish a link between schools and communities. Schools become the centre of cultural, artistic and educational activities for the community (cf.par.4.6.3).
- SGBs as the link between the school and external stakeholders need to facilitate aspects such as communication that would affect service delivery. Two-way communication and collaboration are important. It is vital to communicate using a variety of methods and media, telephone calls, newsletters, letters, business plans, flyers, etc. (cf.par.4.6.3).

- SGBs and external stakeholders need to maintain cordial relationships. This is maintained by acknowledging contributions from organisations and individuals. Honesty, developing trust and displaying openness is vital (cf.par.2.6.3).
- Inclusivity should be used by SGBs to involve external stakeholders. No member is excluded from participating in discussions on issues of school governance and relevant information is not omitted. Hence these stakeholders feel part and parcel of the SGBs.
- SGBs should allow coercion-free, discussions. This would enable external stakeholders to engage in arguments freely without feeling dominated or intimidated.
- SGBs should be open and transparent. Each participant is given an opportunity to discuss topics relevant to school governance such as formulation of policies, etc.

6.3.4. ***Findings on Research Aim 4: To explore the perceptions and experiences of SGB members with regard to the involvement of external stakeholders in school governance***

With regard to research aim 4, the perceptions and experiences of SGB members in the involvement of external stakeholders in school governance yielded the following:

- SGBs experience many challenges in involving external stakeholders in the governance of schools. Some of these challenges include issues of accountability, lack of shared vision and clear defined goals and lack of communication in other languages (cf.par.2.7).
- Schools have appointed SGBs. However, some principals are still applying traditional models of school management. These principals have resisted the changes mandated by education act and policies.
- Many parents are illiterate or have very little self-confidence. This impacts negatively on the effectiveness of SGBs because they are reluctant to participate in school governance. They feel inadequate and lack confidence in professional expertise (cf.par.4.6.8.).

- External stakeholders who agree to serve on the SGB and do not avail themselves when the need arises does the school a disservice. This leads to difficulty in developing the school and implement change if these vital stakeholders do not participate fully. The lack of full participation by external stakeholders can hamper the development of the school and deprive it of much needed support (cf.pa.2.7.4).
- Some external stakeholders serve on the SGBs for personal reasons. These are power hungry members without the necessary skills and knowledge for governance. Members who accept the position for prestige, are ignorant of the needs of the school. They do not care for empowerment and growth.
- Training is important to guide the positive involvement of stakeholders. It would assist them in performing their functions successfully in school governance (cf.par.2.7.3).
- Complexity of functions deter external stakeholders to participate in the governance of schools. These stakeholders do not have the necessary knowledge and skills to undertake these responsibilities (cf.par.2.5.2).
- Stakeholders felt that principals dominate meetings and ignore suggestions from other members. This impacted on school governance as governance and management functions were blurred.

6.3.5. ***Findings on Research Aim 5: To propose a model for the optimal participation of external stakeholders in school governance***

With regard to research aim 5, which is to propose a model for the optimal participation of external stakeholders in school governance the following was found:

- Participation of external stakeholders in school governance is a matter of great concern. Social and economic conditions impact on a community's ability to participate in democratic structures (cf.par.2.7).
- The model was developed to assist SGBs in facilitating external stakeholder participation in school governance. By working as a team, establishing good relationships amongst

members, effective time management and delegation, effective meetings and a clear knowledge of the school would enable SGBs to involve external stakeholders in school activities (cf.par.5.1).

- This model forms an integral part in school governance. Its components are interwoven to show the link between the different structures (cf.par.5.1).
- Actions in the model are used to implement the participation between the different structures. SGBs are the structures through which internal and external stakeholders participate to govern schools (cf.par.5.5.2.1., 5.5.2.2.).
- Through participation SGBs develop and maintain sound communication and relationships with external stakeholders. SGBs and external stakeholders ensure that meaningful education takes place at the schools where they serve as member (cf.par.5.5.4.3).
- SGBs are given extensive powers on a wide range of matters in order to improve the quality of teaching and learning at schools. However, there should be a balance of power between SGBs and external stakeholders in accomplishing this quality education service delivery (cf.par.5.5.2.2).
- Through this model SGBs ensure that learners gain a better understanding of their role in facilitating external stakeholder participation. They are to report to RCLs on decisions taken by SGBs regarding external stakeholders.
- Communication between the participation structures is effective by ensuring flow of information, delegation, guiding and functioning of organisation through clear instructions. Various forms of communication are used to strengthen these structures in achieving the SGB's goals (cf.par.5.5.2.3).

6.4 RECOMMENDATIONS

In the light of the literature and empirical study, the following recommendations are offered to assist SGBs in facilitating external stakeholder participation:

Recommendation 1

Internal and external stakeholders should study legislation to understand the extent and nature of their participation in school governance.

Motivation

It is through legislation that stakeholders participate in school governance. Therefore, they should study legislation to clarify their duties and functions when participating in school governance. This would avoid conflict and establish a cordial working relationship amongst them.

Recommendation 2

Partnerships should be developed through schools to increase participation.

Motivation

SASA (SA:1996), sections 16, 20 and 21, create the impression that SGBs are totally responsible for promoting partnerships. In fact all role-players should be entrusted with this responsibility. SASA (SA:1996) could be amended to include, schools must promote partnerships that would increase stakeholder involvement and participation in promoting shared vision and goals for the children in South Africa.

Recommendation 3

Working relationships between principals and stakeholders should be developed, based on participation in school governance.

Motivation

It should be acknowledged that this relationship will take time and cannot be achieved overnight. Relationship building could start with small-scale activities where the principal involves these stakeholders and makes their involvement a success. This is the starting point for stakeholders to participate in bigger projects of school governance.

Recommendation 4

Training programmes should focus on developing participation skills.

Motivation

Well co-ordinated training programmes should be developed and implemented so as to provide stakeholders with the knowledge they need to govern their schools effectively. Stakeholders should be provided with training and development in participative decision-making to enable full and meaningful involvement in governance issues. These training programmes should be accredited towards a formal academic qualification to encourage stakeholders to attend.

Recommendation 5

Participation of stakeholders in sub-committees.

Motivation

For governance to be effective at schools, the establishment of sub-committees through SGBs is a necessity. The biggest advantage of these committees is that they can include stakeholders with expertise who are not members of the SGB or school community. These committees are to give regular feed-back to the SGB. Their decisions would take the form of recommendations to the SGB who makes the final decision.

Recommendation 6

Participation of co-opted members with full membership status.

Motivation

Presently co-opted members have no voting powers on the governance structure. If a parent with valuable skills and expertise whose children are no longer at school, but who is willing to serve on the SGB, provided there is no other parent available to fill the vacant post, then such a parent should be given full membership status. However, this should be done only after consultation and negotiation at the full SGB level. For example, the co-option of a local councillor would not only bring leadership skills but also assist with issues such as health and safety.

Recommendation 7

Strategies should be created to actively involve stakeholders.

Motivation

An office that is dedicated to facilitate parent and community involvement programmes in schools should be established. This office should liaise with community leaders, form inter-departmental links with health, social and Aids workers, play a “support structure” role and link between the school and the community, as well as facilitate and provide training and capacity building where necessary.

Recommendation 8

External stakeholders should participate in the transformation of schools.

Motivation

External stakeholders through the SGBs play a significant role in transforming schools into a productive and effective learning institution. Through their participation in transforming schools, decision-making processes become more transparent regarding governance issues, there is stakeholder support for principals and educators in the performance of their professional duties and formation of partnerships is promoted.

Recommendation 9

Participation of all stakeholders through their actions should impact on the school and community.

Motivation

Unions, as one of the external stakeholders, are important partners in the educational context. The Department of Education should draw Unions into the limelight with a view to advance democratisation and transformation of education. They could convene motivational and morale boosting workshops for educators and establish governance workshops for educating governors in capacity-building. The various organisations in the community should be brought forward, therefore by participating in inculcating and entrenching human values, uplifting moral standards and accelerating a culture of learning and teaching.

Recommendation 10

Participation should be a collaboration of all stakeholders.

Motivation

For participation to be effective in school governance, it is the responsibility of all stakeholders to collaborate as closely as possible. This would strengthen their relationship and participation in the achievement of democracy and accountability in schools, the building of capacity among parents, teachers and learners, helping to establish partnerships and creating good relationships between school and community.

6.5 RECOMMENDATIONS FOR FURTHER RESEARCH

The information provided by the literature review and empirical study revealed some themes for further research, which are:

- The establishment and development of partnerships between the school and external stakeholders to encourage participation in school governance.

- The inclusion of women in SGBs to serve as a link between the school and external stakeholders regarding governance issues.
- An investigation into how SGBs could overcome the factors experienced in involving external stakeholders in school governance.
- The extent and nature of participation in school governance by co-opted members in areas of high parental illiteracy.
- To explore the role of learners in the participation of decision-making in school governance issues.

It is recommended that further research be undertaken with the aim of improving external stakeholder participation in school governance. This would strengthen the possibility of creating progressive schools where both the individuals and institutions stand to benefit.

6.6 CONCLUSION

A short overview on each chapter was presented. In this chapter the findings and recommendations of the research study were formulated and outlined. Recommendations for further research were given, which were based on the findings of the research. Findings and recommendations were conducted in the research study to bring about positive contributions to the participation of external stakeholders in school governance.

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ANNEXURE 1

INFORMED CONSENT FORM

INFORMED CONSENT FORM

RESEARCHER: Deenanath, G.D..

TITLE OF RESEARCH PROJECT: A management model to facilitate stakeholder participation in school governance

PURPOSE OF THE RESEARCH is to investigate the experiences and perceptions of participants in facilitating stakeholder participation in school governance and to develop a model that will assist school governing bodies in achieving this aim.

DURATION: The duration of each interview session will be approximately 20–30 minutes.

PROCEDURES: Interviews will be one-to-one and observations after school hours.

POSSIBLE RISKS: No possible risks to participants are envisaged. However, in the event of questions that may be perceived as threatening or causing discomfort, you may decline to answer such questions without providing any reason for doing so.

BENEFITS: No direct benefits or compensation will be due to any participant.

VOLUNTARY PARTICIPATION: Participation in this research is completely voluntary. You may at any stage, refuse to participate and or withdraw at any time.

CONFIDENTIALITY: Data in this study will be confidential. As such all data collected will be kept at the North West University and no parties will be allowed access to the data. No names of individuals and schools will be used. Audio tapes will be kept confidential until they are erased after a period of seven years.

CONTACT: The research is conducted by a Ph.D student, G.D Deenanath under the supervision of Prof M.J. Mosoge from the School of Educational Sciences: North-West University – Potchefstroom Campus. Prof Mosoge can be reached at 018 299 4752 (o/h) for questions regarding this research project.

This research has been ethically approved by the North West University Ethics Committee.

CONSENT:

I have read and understand the nature of my participation in this research project and agree to participate.

Name

Signature

Date

ANNEXURE 2

REQUEST TO CONDUCT RESEARCH IN INSTITUTIONS AND/OR OFFICES OF THE GAUTENG DEPARTMENT OF EDUCATION

GAUTENG DEPARTMENT OF EDUCATION



RESEARCH REQUEST FORM

REQUEST TO CONDUCT RESEARCH IN INSTITUTIONS AND/OR OFFICES OF THE GAUTENG DEPARTMENT OF EDUCATION

1. PARTICULARS OF THE RESEARCHER

1.1	Details of the Researcher	
	<i>Surname and Initials:</i>	DEENANATH GD
	<i>First Name/s:</i>	GEETHA DEVI
	<i>Title (Prof / Dr / Mr / Mrs / Ms):</i>	MRS
	<i>Student Number (if relevant):</i>	21327025
	<i>ID Number:</i>	5910020017088

1.2	Private Contact Details	
	<i>Home Address</i>	<i>Postal Address (if different)</i>
	17 Gulshan Street	PO Box 9007
	Azaadville	Azaadville
	<i>Postal Code:1750</i>	<i>Postal Code: 1750</i>
	<i>Tel: (011) 953 3417</i>	
	<i>Cell: 083 454 0873</i>	
	<i>Fax: 086 622 8122</i>	
	<i>E-mail:Geetha.Deevanath@gauteng.gov.za</i>	

2. PURPOSE & DETAILS OF THE PROPOSED RESEARCH

2.1	Purpose of the Research (Place cross where appropriate)
	<i>Undergraduate Study - Self</i>
	<i>Postgraduate Study - Self</i> x
	<i>Private Company/Agency – Commissioned by Provincial Government or Department</i>
	<i>Private Research by Independent Researcher</i>
	<i>Non-Governmental Organisation</i>
	<i>National Department of Education</i>
	<i>Commissions and Committees</i>
	<i>Independent Research Agencies</i>
	<i>Statutory Research Agencies</i>
	<i>Higher Education Institutions</i>

2.2	Full title of Thesis / Dissertation / Research Project
	A MANAGEMENT MODEL TO FACILITATE EXTERNAL STAKEHOLDER PARTICIPATION OF SCHOOL GOVERNANCE

2.3	Value of the Research to Education (Attach Research Proposal)
	RESEARCH PROPOSAL ATTACHED

2.5	Student and Postgraduate Enrolment Particulars (if applicable)
<i>Name of institution where enrolled:</i>	NORTH-WEST UNIVERSITY
<i>Degree / Qualification:</i>	PHD
<i>Faculty and Discipline / Area of Study:</i>	EDUCATIONAL MANAGEMENT
<i>Name of Supervisor / Promoter:</i>	PROF M.J MOSOGE

2.6	Employer (where applicable)
<i>Name of Organisation:</i>	GDE- GAUTENG WEST (D2)
<i>Position in Organisation:</i>	DISTRICT DIRECTOR
<i>Head of Organisation:</i>	MS EE FRONEMAN
<i>Street Address:</i>	CNR OF BOSHOFF AND HUMAN STREET, KRUGERSDORP
<i>Postal Code:</i>	1740
<i>Telephone Number (Code + Ext):</i>	011 660 4581/011 953 1313
<i>Fax Number:</i>	011 953 4324
<i>E-mail:</i>	Elize.Froneman@gauteng.gov.za

2.7	PERSAL Number (where applicable)
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1	0	9	8	6	7	7	4
---	---	---	---	---	---	---	---

3. PROPOSED RESEARCH METHOD/S

(Please indicate by placing a cross in the appropriate block whether the following modes would be adopted)

3.1 Questionnaire/s (If Yes, supply copies of each to be used)

YES		NO	X
-----	--	----	---

3.2 Interview/s (If Yes, provide copies of each schedule)

YES	X	NO	
-----	---	----	--

3.3 Use of official documents

YES		NO	X
<i>If Yes, please specify the document/s:</i>			

3.4 Workshop/s / Group Discussions (If Yes, Supply details)

YES		NO	X

3.5 Standardised Tests (e.g. Psychometric Tests)

YES		NO	X
<i>If Yes, please specify the test/s to be used and provide a copy/ies</i>			

3.6 Observations

YES	X		NO	
-----	---	--	----	--

4. INSTITUTIONS TO BE INVOLVED IN THE RESEARCH

4.1 Type of Institutions (Please indicate by placing a cross alongside all types of institutions to be researched)

INSTITUTIONS	Mark with X here
<i>Primary Schools</i>	X
<i>Secondary Schools</i>	X
<i>ABET Centres</i>	
<i>ECD Sites</i>	
<i>LSEN Schools</i>	

<i>Further Education & Training Institutions</i>	
<i>Other</i>	

4.2 *Number of institution/s involved in the study (Kindly place a sum and the total in the spaces provided)*

Type of Institution	Total
<i>Primary Schools</i>	3
<i>Secondary Schools</i>	3
<i>ABET Centres</i>	
<i>ECD Sites</i>	
<i>LSEN Schools</i>	
<i>Further Education & Training Institutions</i>	
<i>Other</i>	
GRAND TOTAL	6

4.3 *Name/s of institutions to be researched (Please complete on a separate sheet if space is found to be insufficient)*

Name/s of Institution/s
1. <i>MANDISA SHICEKA SECONDARY</i>
2. <i>AHMED TIMOL SECONDARY</i>
3. <i>RANDFONTEIN SEKONDÊR</i>
4. <i>DR YUSUF DADOO PRIMARY</i>
5. <i>KHASELIHLE PRIMARY</i>
6. <i>TOEKOMSRUS PRIMARY</i>

4.4 District/s where the study is to be conducted. (Please indicate by placing a cross alongside the relevant district/s)

District	
<i>Gauteng North</i>	
<i>Gauteng West</i>	X
<i>Gauteng East</i>	
<i>Tshwane South</i>	
<i>Tshwane West</i>	
<i>Tshwane North</i>	
<i>Ekurhuleni South</i>	
<i>Ekurhuleni North</i>	
<i>Sedibeng East</i>	
<i>Sedibeng West</i>	
<i>Johannesburg East</i>	
<i>Johannesburg North</i>	
<i>Johannesburg Central</i>	
<i>Johannesburg South</i>	
<i>Johannesburg West</i>	

If Head Office/s (Please indicate Directorate/s)

NOTE:

If you have not as yet identified your sample/s, a list of the names and addresses of all the institutions and districts under the jurisdiction of the GDE is available from the department at a small fee.

4.5 Number of learners to be involved per school (Please indicate the number by gender)

Grade	1		2		3		4		5		6	
Gender	B	G	B	G	B	G	B	G	B	G	B	G
Number												

Grade	7		8		9		10		11		12	
Gender	B	G	B	G	B	G	B	G	B	G	B	G
Number											1	2

4.6 Number of educators/officials involved in the study (Please indicate the number in the relevant column)

Type of staff	Educators	HODs	Deputy Principals	Principal	Lecturers	Office Based Officials
Number	6	-	-	6	-	-

4.7 Are the participants to be involved in groups or individually?

Participation	
Groups	
Individually	X

4.8 *Average period of time each participant will be involved in the test or other research activities (Please indicate time in minutes)*

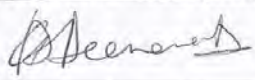
Participant/s	Activity	Time
PRINCIPALS	INTERVIEW	±20 MINUTES
EDUCATORS	INTERVIEW	±20 MINUTES
LEARNERS	INTERVIEW	±20 MINUTES
SGB MEMBERS	INTERVIEW	±20 MINUTES
CO-OPTED MEMBERS	INTERVIEW	±20 MINUTES
NON-TEACHING STAFF	INTERVIEW	±20 MINUTES

4.9 *Time of day that you propose to conduct your research.*

School Hours	During Break	After School Hours
	X	X

4.10 *School term/s during which the research would be undertaken*

First Term	Second Term	Third Term	Fourth Term
		X	X

DECLARATION BY THE RESEARCHER	
1. I declare that all statements made by myself in this application are true and accurate.	
2. I have taken note of all the conditions associated with the granting of approval to conduct research and undertake to abide by them.	
Signature:	
Date:	20/7/2011

DECLARATION BY SUPERVISOR / PROMOTER / LECTURER	
<i>I declare that: -</i>	
1. The applicant is enrolled at the institution / employed by the organisation to which the undersigned is attached.	
2. The questionnaires / structured interviews / tests meet the criteria of:	
<ul style="list-style-type: none"> • Educational Accountability • Proper Research Design • Sensitivity towards Participants • Correct Content and Terminology • Acceptable Grammar • Absence of Non-essential / Superfluous items 	
Surname:	MOSOGE
First Name/s:	M.J
Institution / Organisation:	NORTH-WEST UNIVERSITY
Faculty / Department (where relevant):	EDUCATIONAL SCIENCES
Telephone:	018 299 4752
Fax:	
E-mail:	joe.mosoge@nwu.ac.za
Signature:	
Date:	20/7/2011

N.B. This form (and all other relevant documentation where available) may be completed and forwarded electronically to Nomvula Ubisi (nomvulau@gpg.gov.za). The last 2 pages of this document must however contain the original signatures of both the researcher and his/her supervisor or promoter. These pages may therefore be faxed or hand delivered. Please mark fax - For Attention: Nomvula 011 355 0516 (fax) or hand deliver (in closed envelope) to Nomvula Ubisi (Room 525), 111 Commissioner Street, Johannesburg.

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ANNEXURE 3

**APPROVAL IN RESPECT OF
REQUEST TO CONDUCT
RESEARCH
GAUTENG DEPARTMENT OF
EDUCATION**



education

Department: Education
GAUTENG PROVINCE

Enquiries: Nomvula Ubisi (011)3550488

Date:	01 August 2011
Name of Researcher:	Deevanath Geetha Devi
Address of Researcher:	17 Gulshan Street
	Azaadville
	1750
Telephone Number:	0119533417/0834540873
Fax Number:	0866228122
Research Topic:	A Management Model to Facilitate External Stakeholder Participation of School Governance
Number and type of schools:	3 Primary and 3 Secondary Schools
District/s/HO	Gauteng West

Re: Approval in Respect of Request to Conduct Research

This letter serves to indicate that approval is hereby granted to the above-mentioned researcher to proceed with research in respect of the study indicated above. The onus rests with the researcher to negotiate appropriate and relevant time schedules with the school/s and/or offices involved to conduct the research. A separate copy of this letter must be presented to both the School (both Principal and SGB) and the District/Head Office Senior Manager confirming that permission has been granted for the research to be conducted.

Permission has been granted to proceed with the above study subject to the conditions listed below being met, and may be withdrawn should any of these conditions be flouted:

1. *The District/Head Office Senior Manager/s concerned must be presented with a copy of this letter that would indicate that the said researcher/s has/have been granted permission from the Gauteng Department of Education to conduct the research study.*
2. *The District/Head Office Senior Manager/s must be approached separately, and in writing, for permission to involve District/Head Office Officials in the project.*
3. *A copy of this letter must be forwarded to the school principal and the chairperson of the School Governing Body (SGB) that would indicate that the researcher/s have been granted permission from the Gauteng Department of Education to conduct the research study.*


Office of the Chief Director: Information and Knowledge Management
Room 501, 111 Commissioner Street, Johannesburg, 2000 P.O.Box 7710, Johannesburg, 2000
Tel: (011) 355-0809 Fax: (011) 355-0734

4. A letter / document that outlines the purpose of the research and the anticipated outcomes of such research must be made available to the principals, SGBs and District/Head Office Senior Managers of the schools and districts/offices concerned, respectively.
5. The Researcher will make every effort obtain the goodwill and co-operation of all the GDE officials, principals, and chairpersons of the SGBs, teachers and learners involved. Persons who offer their co-operation will not receive additional remuneration from the Department while those that opt not to participate will not be penalised in any way.
6. Research may only be conducted after school hours so that the normal school programme is not interrupted. The Principal (if at a school) and/or Director (if at a district/head office) must be consulted about an appropriate time when the researcher/s may carry out their research at the sites that they manage.
7. Research may only commence from the second week of February and must be concluded before the beginning of the last quarter of the academic year.
8. Items 6 and 7 will not apply to any research effort being undertaken on behalf of the GDE. Such research will have been commissioned and be paid for by the Gauteng Department of Education.
9. It is the researcher's responsibility to obtain written parental consent of all learners that are expected to participate in the study.
10. The researcher is responsible for supplying and utilising his/her own research resources, such as stationery, photocopies, transport, faxes and telephones and should not depend on the goodwill of the institutions and/or the offices visited for supplying such resources.
11. The names of the GDE officials, schools, principals, parents, teachers and learners that participate in the study may not appear in the research report without the written consent of each of these individuals and/or organisations.
12. On completion of the study the researcher must supply the Director: Knowledge Management & Research with one Hard Cover bound and one Ring bound copy of the final, approved research report. The researcher would also provide the said manager with an electronic copy of the research abstract/summary and/or annotation.
13. The researcher may be expected to provide short presentations on the purpose, findings and recommendations of his/her research to both GDE officials and the schools concerned.
14. Should the researcher have been involved with research at a school and/or a district/head office level, the Director concerned must also be supplied with a brief summary of the purpose, findings and recommendations of the research study.

The Gauteng Department of Education wishes you well in this important undertaking and looks forward to examining the findings of your research study.

Kind regards

Nomvula Ubisi
DEPUTY CHIEF EDUCATION SPECIALIST: RESEARCH

The contents of this letter has been read and understood by the researcher.	
Signature of Researcher:	
Date:	1 AUGUST 2011

ANNEXURE 4

REQUEST TO CONDUCT RESEARCH IN GAUTENG WEST DISTRICT



education
Department: Education
GAUTENG PROVINCE

Enq: Geetha Deenanath

**TO : EE FRONEMAN
DISTRICT DIRECTOR**

**FROM : GEETHA DEVI DEENANATH
DCES: HRD**

DATE : 21 JULY 2011

SUBJECT : CONDUCT RESEARCH

I am currently studying for a PHD in Educational Management. The title is, "A Management Model To Facilitate External Stakeholder Participation of School Governance."

In my research I would be using purposeful sampling in order to obtain information from participants. As the researcher I would have to collect data from SGBs of three primary and three secondary schools in Gauteng West District. The sample will be stratified into two township schools and one urban school in each category to make comparisons possible. The aim would not be to generalize data but to obtain deeper insights into the problem of the research.

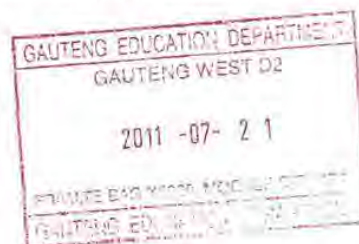
I, therefore request permission to conduct the research in the following schools:

- Mandisa Shiceka Secondary School
- Ahmed Timol Secondary School
- Randfontein Sekondêr
- Dr Yusuf Dadoo Primary School
- Khaselihle Primary
- Toekomsrus Primary

This research would contribute to a deeper and better understanding of the nature of participation, clarify the role of external stakeholders in school governance and reveal ways in which external stakeholders may be involved in activities of the SGB. The proposed model to facilitate the participation of external stakeholders would assist SGBs in accessing the talent that can be offered by the community in developing and improving the quality of education at schools in Gauteng West District.

Yours faithfully

GD Deenanath



Making education a societal priority

Office of the Human Resource Management & Development: Gauteng West

Room 12, Cnr Human and Boshoff Streets, Krugersdorp, 1740
Private Bag X2020, Krugersdorp, 1740, Tel: (011) 953 – 3417/4320 Fax: (011) 660-7676
Email: NyntikaS@gpg.gov.za
Website: www.education.gpg.gov.za

ANNEXURE 5

APPROVAL IN RESPECT OF REQUEST TO CONDUCT RESEARCH IN GAUTENG WEST DISTRICT



education
Department: Education
GAUTENG PROVINCE

Enq: Liz Brooks
Tel: 011 953 1646
Ref: 316

**TO: MS GD DEENANATH
DCES: HRD
GAUTENG WEST DISTRICT**

**FROM: EE FRONEMAN
DISTRICT DIRECTOR**

DATE: 8 AUGUST 2011

SUBJECT: CONDUCT RESEARCH

Please be advised that permission is hereby granted for you to conduct your research at Gauteng West District schools

We wish you well in your endeavours.

Yours faithfully

**EE FRONEMAN
DISTRICT DIRECTOR
DATE: 8-8-2011**

Making education a societal priority

Office of the District Director: Gauteng West

Room 12, Cnr Human and Boshoff Streets, Krugersdorp, 1740
Private Bag X2020, Krugersdorp, 1740, Tel: (011) 953 – 1646/1313 Fax: (0 11) 953 - 4324
Email: Mottlagomang.Matlomabe@gauteng.gov.za
Website: www.education.gpg.gov.za

ANNEXURE 6

ETHICS COMMITTEE



NORTH-WEST UNIVERSITY
YUNIBESITHI YA BOKONE-BOPHIRIMA
NOORDWES-UNIVERSITEIT
POTCHEFSTROOM CAMPUS
Fakulteit Opvoedingswetenskappe
Faculty of Education Sciences

Verwysingsnr: / Reference nr:

FAKULTEIT OPVOEDINGSWETENSKAPPE / FACULTY EDUCATION SCIENCES

Notule

Vergadering

Fakulteit Opvoedingswetenskappe

Navorsingsetiëkkomitee

Datum: Donderdag, 24 November 2011, 14:15

Plek: Seminaarkamer 299E, C6

ITEM		Bladsy/ Page
1.1.1 Projekhoof Studente/Span Etiëknommer Titel Werkverdeling Besluit	Prof J Mosoge (Notule van 20 Oktober 2011) GD Deenanath NWU-00116-11-S2 A management model to facilitate participation of co-opted members in the school governing body Dr Julialet Rens Me S Yssel Dr J Kruger Magtiging, maar gee terugvoering aan prof Meyer oor die volgende punte: <ul style="list-style-type: none"> • 2.3 nie ingevul nie • Toestemming van departement nie aangeheg • Ingeligte toestemmingsbrief is nie op NWU-briefhoof nie 	

ANNEXURE 7

INTERVIEW SCHEDULE

INTERVIEW SCHEDULE

1. What do you understand by external stakeholder participation in the context of School Governance?
2. What role do external stakeholders play in School Governance?
3. How were co-opted members chosen to serve on the SGB? E.g. elected, appointed?
4. On what criteria were co-opted members chosen?
5. In what issues of school governance are co-opted members involved?
6. How well do co-opted members participate in the activities of the SGB?
7. Explain the strategies employed by the SGB to involve external stakeholders in matters of school governance
8. How does the school interact with the community, mention activities and structures?
9. How well does the community participate in activities of the school?
10. What challenges face the SGB in involving members of the community in its activities
11. What role does the community play in the formulation of school policies such as religious policy, discipline policy, language policy, etc.
12. What sub-committees of the SGB were established at this school and what duties do these sub-committees perform?
13. How do external stakeholders participate in these sub-committees?
14. In conclusion would you like to elaborate or raise more issues with regard to school governance?

ANNEXURE 8

OBSERVATION SCHEDULE

OBSERVATION SCHEDULE

OBSERVATION ISSUE/S (ACTIVITY/ISSUES-AS PER AGENDA)

1. Introducer (How, language, gesticulations emotions)
2. Reaction of members
3. Extent of participation by stakeholders (e.g. learners, parents, co-opted members)
4. How resolution is reached (e.g. chairperson declares, consensus reached)
5. Pattern of participation (e.g. dominance of participant/s)
6. Other observations