

**THE RELATIONSHIP BETWEEN THE SCHOOL PRINCIPAL
AND THE SCHOOL GOVERNING BODY**

by

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DEDICATION

This work is dedicated to my wife Sibongile, my children Mpilo and Ntokozo and my parents who have a special place in my heart.

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ABSTRACT

In some schools in Gauteng the School Governing Bodies operate in such a way that some principals dominate them and impose rules upon teachers and pretend as if the directives are instructions from the SGBs whereas they are not. According to Heystek (in De Groof, Heystek, Malherbe and Squelch, 1997:152), in many cases, the true focus of power and authority remains where it has always been. This simply means that sometimes conflict will arise between the school principal and the School Governing Body (SGB) because some school principals will try by all means to cling to power even if the South African Schools Act tries to decentralise the power of school governance.

The thesis focuses on aspects of the relationship between the school principals and the School Governing Bodies (SGBs), their duties and responsibilities, and the effects of their relationship on the learners, teachers and parents. A proper demarcation of duties and responsibilities of the School Governing Bodies and those of school principals will help them to govern and manage the schools harmoniously and effectively. The irony is that principals must empower and train their SGBs who are supposed to be their partners but who sometimes become their competitors and the contradiction is how can one empower his/her competitor.

Key concepts:

The school principal
The School Governing Body
Relationship
Collaboration
Trust
Decision-making
Communication
Accountability
Motivation
Empowerment
Partnership

ABSTRAK

In sekere skole in Gauteng werk die beheerliggaam op so 'n wyse dat die hoof van die skool die beheerliggaam geheel en al domineer. Dit bring mee dat die hoof reëls op die onderwysers afdwing en dit dan so oordra asof dit 'n opdrag van die beheerliggaam is, waar dit dan net die teenoorgestelde is. Volgens Heystek (in de Groof, Heystek, Malherbe en Squelch, 1997:152) is daar nog baie gevalle waar die punt van mag en seggenskap op dieselfde plek lê. Dit beteken dat daar wel konflik tussen die skoolhoof en die beheerliggaam is as gevolg van die feit dat die hoof nie van sekere magte wil afstand doen nie. Dit is teenstrydig met die Suid-Afrikaanse Skoolwet wat probeer om die magte te desentraliseer.

Die tesis se fokuspunt is aspekte van die verhouding tussen die skoolhoof en die beheerliggaam, hulle pligte en verantwoordelikhede. Dit het ook 'n uitwerking op die verstandhouding tussen die leerlinge, onderwysers en ouers. Sodra daar 'n deeglike verdeling van pligte en verantwoordelikhede in die beheerliggaam en die skoolhoof plaasgevind het, sal dit meebring dat die skool geordend en effektief beheer sal word. Dit is ironies dat prinsipale beheerliggame moet oplei en bemagtig – dit is 'n teenstrydigheid dat mens jou mededinger moet bemagtig.

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CHAPTER 1

INTRODUCTION

1.1 STATEMENT OF PURPOSE

Since the introduction of the South African Schools Act (84 of 1996) reports from school district offices and newspaper reports often refer to relationship problems that exist among school governing body members. Given the recentness of the introduction of the concept of school governance and traditionally held positions of power and authority such initial reaction could be anticipated, but the reasonable expectation is that it would dissipate as the system become part of a new transformed education sector. If such relationship problems continue into the second and third term of school governing bodies, then they may be reflective of deeper lying factors that besiege the system. This study therefore seeks to investigate the scope and nature of the relationship problems among school governing body members in schools. The research will show that contrary to perceptions that the main causes of relationship problems between principals and SGBs are caused by the mixing of roles and functions by principals and SGBs, the high illiteracy rate of SGB members, unethical conduct and struggle for power and seniority among stakeholders, cultural (traditional beliefs), and social and economic (poverty) factors, a high level of absenteeism among educators and learners, and dismissing of classes before time by educators, that the key features of relationships better explain the cause of relationship problems in SGBs.

1.2 BACKGROUND

In the past, schools were governed according to the policies and procedures set by the apartheid government. Under apartheid, education in South Africa was divisive as well as racially and ethnically based. School principals were accountable to the Department of Education only for the events that took place in schools. Parents, educators and learners had little or no influence on the running of their schools except in PTSA's and in Governing Councils.

Apartheid inequalities seriously damaged black schools, and vast disparities remain. Out of the country's fragmented past, the government passed an Act called the South African Schools Act, 1996 (Act No. 84 of 1996). This Act deals with the funding, organisation and governance of public and independent schools. School governance must be understood as part of the democratic process started in 1994 with the Interim Constitution. SASA was little more than the creation of a legal framework within which the ideals spelled out in the

Constitution could be effected.

The new democratic system of school governance means that there is a demarcation of duties and powers relating to the school principal and the School Governing Body (Section 16 of the South African Schools Act, 1996, Act No. 84 of 1996). Considerable powers are allocated to governing bodies in schools. Specific guidelines are given in SASA pertaining to the relationship between the school principal and the SGBs. SASA for example makes it clear that the SGB should act in the best interest of the school and that it stands in the position of trust towards the school. These two aspects are clear indication of what the lawmaker intended the relationship to be like. The power division problem of governance and management that comes from SASA may cause conflict between the school principal and the governing body to exert greater initiative and to tailor instructions to their own needs (Section 16, 20 and 21 of the South African Schools Act, 1996; Act No. 84 of 1996).

According to Heystek (in De Groof *et al.*, 1996:152), in many cases, the true focus of power and authority remains where it has always been. This means that sometimes conflict will arise as part of human interaction between the school principal and the School Governing Body because some school principals will try to cling to power by all means even if the South African Schools Act tries to assign the power of school governance to SGB.

The concept "School Governing Body" is a new concept. Its central principle is to create a new school governance structure where there is a partnership between the government (represented by the school principal) and the parents, educators, learners, non-teaching staff and the communities through the establishment of the governing body (Department of Education, 1997:4).

The new challenges facing our education system and the new method of governance where a great deal of responsibility is placed on the shoulders of the School Governing Body and the school principal need to be acknowledged. The idea of the School Governing Body came as a result of political transformation that led to the present democratic government (De Groof & Bray, 1996:107). The objective is the logical end to a fully devolved system of participatory democracy where decisions affecting people are devolved to the lowest tier of the system.

The purpose of the School Governing Body is to give more responsibility to local schools in order to react immediately to local problems (De Groof & Bray (eds), 1996:129). It should not be forgotten that "black schools" that are in the majority in South Africa did not have

governing bodies *per se* during the apartheid government rule and that SGBs are a new concept to them as they were governed by Governing Councils and not by governing bodies in the past. During the 1990s legislative development resulted in governing bodies gaining more power and responsibilities.

1.3 STATEMENT OF THE PROBLEM

School principals and School Governing Bodies have relationship problems. We are now 10 years into democracy. SGBs are now in their third elections, yet we are still getting reports from principals, educators and parents of dysfunctional relationships in SGBs. This is particularly the case in previously disadvantaged schools that did not have the benefit of being exposed to any form of parental involvement in the governance of schools before 1994. The prominence that these reports often receive in newspapers, they may be blown out of proportion.

It is essential to determine the extent to which relationship problems exist in previously disadvantaged schools and to examine the nature of these problems.

1.4 THE WORKING ASSUMPTION

Relationships problems between the school principal and the School Governing Body are of such magnitude and destructive nature that their impact is manifested in ineffective teaching and learning in schools. This thesis is based on the assumption that the size and scope of the relationship problems between the school principal and the School Governing Body can be identified and quantified.

1.5 THE PURPOSE OF THE RESEARCH

The purpose of the research is to do the following:

- 1.5.1 To determine the size and scope of relationship problems between School principals and SGBs and the effects thereof on quality teaching and learning.
- 1.5.2 To determine the role and task of the school principal in relation to the SGB.
- 1.5.3 To determine the duties and responsibilities of the School Governing Body
- 1.5.4 To investigate the relationship between the school principal and the School Governing Body and its effects on all the stakeholders (parents, educators, learners, non-teaching staff and community).

1.5.5 To investigate specific aspects pertaining to the nature of the relationship between the school principal and the School Governing Body.

1.6 RESEARCH METHODS

Policy makers and educational planners cannot act on anecdotal reports and claims made in newspapers. Policy development should be rooted in sound scientific data regarding the nature and scope of a problem. This fact calls for research of a more quantitative nature where the aim is to measure the extent to which a certain problem or group of problems affect a particular interest group.

1.6.1 Quantitative approach

The quantitative approach is defined as research relying primarily on the collection of quantitative data (that is, numerical data). It focuses on survey research where the aim is to measure the size or scope of the problem. Quantitative research is sometimes said to be "confirmatory" because researchers test or attempt to "confirm" their assumptions (Johnson & Christensen, 2000:17).

In quantitative research, assumptions are typically deduced from a theory or currently available explanations, and the predicted observable outcomes are deduced from the assumptions. Data are then collected to determine whether the assumptions, and as a result the theory or explanation, is supported. However, it is common for unanticipated outcomes to appear in quantitative research findings. When this happens, quantitative researchers commonly enter the inductive mode of generating new or revised assumptions and explanations, which will be tested during a future research study (Johnson & Christensen, 2000:18).

Quantitative research is more deductive. Quantitative researchers sometimes study the influence of context and the dynamic processes of behaviour. This approach often uses a narrow-angle lens in the sense that only one or a few factors are studied at the same time. Quantitative researchers operate under the assumption of objectivity and study behaviour under tightly controlled conditions. They attempt to avoid human bias whenever possible. For example, standardised questionnaires and other quantitative measuring tools are often used to measure carefully what is observed.

The quantitative approach generally reduces measurement to numbers. In survey research, for example, attitudes are usually measured using rating scales. The following five point agreement scale is an example: (1) strongly agree, (2) agree (3) uncertain, (4) disagree, (5) strongly disagree.

1.6.2 RESEARCH METHODS

1.6.2.1 Survey research method

Surveys are a very old research technique (Babbie, 2001:238). In a survey the researcher selects a sample of respondents and administers a standardised questionnaire to them. Surveys may be used for descriptive, explanatory, and exploratory purposes. They are chiefly used in studies that have individual people as the units of analysis.

Survey research is probably the best method for collecting original data for describing a population too large to observe directly. Careful probability sampling provides a group of respondents whose characteristics may be taken to reflect those of the larger population, and carefully constructed standardised questionnaire may provide data in the same form from all respondents (Babbie, 2001:239). According to Moore (1987:12), survey research is conducted to describe what is going on, to collect information that can be analysed to produce conclusions and to obtain all the relevant facts about phenomena.

Surveys include the use of a questionnaire - an instrument specifically designed to elicit information that will be useful for analysis. A questionnaire is a self-report data collection instrument that each research participant fills out as part of a research study. Researchers use questionnaires so that they could obtain information about the thoughts, feelings, attitudes, beliefs, values, perceptions, personality, and behavioural intentions of research participants (Johnson & Christensen, 2000:127). In other words, researchers attempt to measure many different kinds of characteristics using questionnaires.

1.6.2.2 Literature review

A literature review refers to an overview of scholarship in a certain discipline through an analysis of trends and debates (Mouton, 2001: 10). A literature study is undertaken in order to get the views of other scholars and policymakers/lawmakers on the issue being studied. A review of the literature is essentially an exercise in inductive reasoning, where one works from a "sample" of texts that one reads in order to come to a proper understanding of a specific domain of scholarship.

The importance of a literature review is that it accomplishes several purposes, namely that it:

- provides a framework for establishing the importance of the study,
- provides benchmarks for comparing the results of a study with other findings,
- relates a study to the larger, ongoing dialogue in the literature about a topic,
- fills in gaps and extends prior studies, and
- shares with the reader the results of other studies that are closely related to the study being done (Mouton, 2001: 6; Creswell, 1994: 20-21).

The kinds of conflicts that arise in SGBs are numerous. According to the Ministerial Review Committee Report frequent reports were made in the public hearings about educators ridiculing parents for their assumed illiteracy and incompetence (Department of Education, 2004:82). According to the same Report conflict was also reported within groups represented on 8% of the SGBs. In 6% of the schools, conflicts were blamed on the blurring of roles between school governance and school management. In one instance, a respondent indicated that the chairperson tried to exert his power by being domineering and telling the principal and educators how teaching should be done (Department of Education, 2004:82). Ten per cent (10%) of the respondents to the Ministerial Review Committee survey reported that conflict remains unresolved, despite various measures to settle the disputes (Department of Education, 2004:83). Case studies indicated a “lack of trust between educators and parents” and this hampered the establishment of a partnership between the home and the school (Department of Education, 2004:83). Although this report points out a lack of trust, it does not link the lack of trust to activities and processes that cause this distrust.

The distinction between what constitutes governance and what constitutes management is at the heart of many of the difficulties that appear to be plaguing schools. Many educators expressed unease about SGB members “not knowing their place” (Department of Education, 2004:83). SGB members, on the other hand, made regular comments about either having to deal with arrogant educators who disrespected them or with educators who were misbehaving and/or not doing their work and who needed disciplining (Department of Education, 2004:83).

The nature of the tensions varies in different schools. In some schools, SGB chairpersons have been able to assume leadership in the school, at the expense of the principal’s professional authority and obligations. This is particularly the case in schools where SGB

chairpersons are more educated, or are perceived to be of higher social standing, than the educators and the principals at the schools. By contrast, and particularly in poorer schools, principals are driving the agenda of the SGB, including determining how chairpersons should carry out their jobs (Department of Education, 2004:83). A number of school principals (15%) attribute the skills deficit of SGBs to the fact that many of the SGB members, particularly among parents, have high levels of illiteracy, limited proficiency in English or very little formal education. It is therefore not surprising that Mabasa and Themane (2002:111-115) argue that conflict in schools is caused by undemocratic behaviour of principals and the domineering attitude principals and educators adopt when dealing with parents.

Karlsson, McPherson and Pampallis (2001:141-148) suggest that the mixing of roles and functions and the illiteracy rate of SGB members cause conflict in schools. The “Soudien Report” (Ministerial Review Committee on School Governance) (Department of Education, 2004:11-171) concludes that the most important causes of problems between school principals and SGBs are the mixing of roles and functions by principals and SGBs, the illiteracy rate of SGB members, poor governance by SGBs and poor management by principals. Komote (1992:44) believes that the unethical conduct and the struggle for power and seniority among stakeholders causes conflict in schools. Molepo (1999:23-25) says conflict between principals and SGBs is caused by factors such as the illiteracy rate of parents on SGBs, cultural (traditional beliefs), social and economic (poverty) factors. According to Mohlakwana (2002:63-64) conflict in SGBs is also caused by a high level of absenteeism among educators and learners and, educators dismissing classes before time. All these assumptions need to be tested and the link with good relationships explored.

The literature suggests the following causes of conflict between principals and SGBs:

- the mixing of roles and functions by principals and SGBs,
- the high illiteracy rate of SGB members,
- unethical conduct and struggle for power and seniority among stakeholders,
- cultural (traditional beliefs) and social and economic (poverty) factors,
- a high level of absenteeism among educators and learners, and
- educators dismissing classes before time.

The key features of relationships provide a framework that helps us the researchers understand how, and for that reason I will analyse the key features of sound relationships in Chapter 2 so that I can test the assumptions of the various authors about the causes of poor relationships.

Evaluation

If one looks at the literature critically, the following comments can be made:

Historically schools have been divorced from their external environments and parents more often than not merely played the role of an audience in school affairs (Looyen, 2000:23). This led to principals clinging to power even after the South African Schools Act, No. 84 of 1996 which proposes power-sharing between principals and SGBs was passed. The South African Schools Act does not tell us what relationships between principals and SGBs should be like. It simply specifies the functions of principals and SGBs without giving the features of a sound relationship.

Learners in schools in governing bodies do not trust their peers and suspect them of being thieves (Zulu, Urbani, Van der Merwe and van der Walt, 2004: 173). Zulu, et al., also do not say what relationships should be like in schools. They did not research/investigate other stakeholders such as parents, educators, and non-educators. In this research chapter 2 will deal specifically with the relationship issues in schools.

Parental involvement in schools is beset with problems because it is influenced by a number of factors that include the parents' social class. Parental involvement in school matters can be influenced by the socio-economic status of parents (Singh, Mbokodi and Msila, 2004:301). It is very interesting to note that the Department of Education (2004:91) sees parents as having a limited formal education but Singh, Mbokodi and Msila (2004:302) invite parents to play a monitoring role in schools such as ensuring that educational outcomes are of the highest standard. This may lead to conflict in schools. Singh, Mbokodi and Msila (2004) do not say how relationships could be enhanced for effective teaching and learning to occur.

Relationship problems are said to be caused by undemocratic behaviour of principals and the domineering attitude principals and educators adopt when dealing with parents (Mabasa and Themane, 2002: 111-115).

The idea of parental involvement in schools is also embraced by American schools. School boards have included a concept of interdependence with the community and not just control over the community (Dunn, 2001: 153-168). It is said that before organisational empowerment can take place there must be a building of trust with individuals throughout the organisation. It is not clearly stated on what trust should be built. So, this research project

will investigate the key features of relationships (Chapter 2) trust to explore factors or characteristics of relationships which could provide a platform for the building of trust.

In Canadian schools capacity building is seen as a problem. When principals and governors are trained more attention is given to aspects such as quality, openness, staff development, involvement, processes of planning, and leadership (Teddlie and Reynolds, 2000: 221). Features of relationships are unintentionally ignored and not taken into account when capacity building is done. This brings to the fore the question as to whether lack of capacity building is a factor that causes relationship problems between principals and SGBs.

Methodology

Looyen (2000) in his dissertation used the following research methods namely:

- a questionnaire,
- a literature review of books, and journals.

Zulu, Urbani, Van der Merwe, and Van der Walt (2004) included the following:

- a literature review of books, and
- a questionnaire.

Singh, Mbokadi, and Msila (2004) used a research survey in their research.

Mestry (2003) did a literature review of books, newspapers, Acts, and journals.

The Education Department (2004) used the following methods namely:

- surveys,
- written submissions,
- literature review of books,
- case studies,
- meetings, interviews, and
- public hearings.

It is noticeable that all authors (except Mestry) made use of literature reviews and questionnaire. The Department of Education used multiple data-gathering tools which fact seems to suggest that it felt the need to delve deeper into available data. It is nevertheless clear that, like the other authors, the Department did not include all the stakeholders groups in its research. It also did not try to link SGB/principal relationships to the literature on what

constitutes effective relationships. The above therefore suggests a need to test the assumptions of the various authors and to link them to the features/characteristics of sound relationships. This will be done by means of a questionnaire applied in four districts in Gauteng Province. All stakeholders in SGBs (parents, learners, educators, non-educators and principals) will be asked to respond to the questionnaire. After the data has been collected, a factor and item analyses will be done to determine and rank the causes of relationship problems between principals and SGBs.

1.6.2.3 Carrying out the research

1.6.2.3.1 Preparation

A letter was written to the Department of Education via the District D3 senior manager, asking for permission to conduct this research.

The Department of Statistics (University of Pretoria) assisted with the following:

- i) Consultants who assisted in the compilation of the questionnaire
- ii) The capturing and interpretation of data

A letter of confirmation that the researcher was a registered student at the University of Pretoria accompanied all the questionnaires to my respondents.

Personal and telephonic appointments were made with school principals and SGB members.

1.6.2.3.2 Carrying out the research

Research questionnaires were distributed to school principals and SGB members. Two hundred questionnaires were distributed at twenty schools around Gauteng Province. The research was conducted in Soshanguve, Mamelodi, Atteridgeville and Tembisa schools. The schools were chosen randomly and black township schools are my target because these schools before 1994 they did not have parents in decision making.

A pilot project for the study was conducted, whereby a sample of questionnaires was distributed randomly to school principals and SGB members. This was done to ensure that the questionnaire was comprehensive and to the level of the research standard, that is, to the level (that it can be understood) of the respondents - to be able to answer the questionnaire appropriately.

A questionnaire was used in this study because of the following advantages, namely:

- it is useful for researchers with scarce funds as this applied to me as a student researcher;
- it is descriptive, explanatory and exploratory;
- it is the best method when collecting original data for describing a population too large to observe directly as it happened with my research;
- it provided data in the same form from all the respondents;
- it is an excellent vehicle for measuring attitudes in a large population;
- it is a useful tool of social enquiry;
- it makes a large sample feasible;
- it enables one to generalise about the relationship between the school principal and the SGBs (Babbie, 2001:238).

There are also some disadvantages when using questionnaires in a study. Standardised questionnaire items often represent the least common denominator in assessing people's attitudes, circumstances and experiences. By designing questions that will be at least minimally appropriate to all respondents, one might miss what is most appropriate to many respondents. In this sense, questionnaires often appeared superficial in their coverage of complex topics. Although this problem was partly offset by sophisticated analyses, it is inherent in questionnaires.

Questionnaires can seldom deal with the context of social life. They can provide information, but the researcher rarely develops the feel for the total life situation in which respondents are thinking and acting. They cannot measure social action, they can only collect self-reports of recalled past action or of prospective or hypothetical action. They are sometimes artificial in the sense that people's opinions on issues seldom take the form of strongly agree, agree, disagree, or strongly disagree with a specific statement. The artificiality of the questionnaire puts a strain on validity. The questionnaire was also inflexible; it required that an initial study design remain unchanged throughout. In this research study the disadvantages of the questionnaire were partially overcome *inter alia* by repeating the same statements in different form (Babbie, 2001:268).

1.6.2.3.3 Analysis of data

Questionnaires were collected and sent to the research consultants at the University of Pretoria (Department of Statistics) for capturing the data for analysis. The researcher with the help of the consultants analysed and interpreted the data.

1.7 DEFINITION OF CONCEPTS

Here only three terms are defined, that is the school principal, the School Governing Body (SGB) and relationship because the topic centered on the three concepts.

The principal is answerable to the Head of Education on professional matters and accountable to the SGB on other school matters relating to governance.

1.7.1 The school principal

The school principal is the initiator and supporter of innovation (Jones, 1990:27). He or she is the one who initiates projects and sees to it that they are carried out as planned (Datnow & Castellano, 2001:278). The school principal is viewed as the person who has the final say and is accountable for the successes and failures of the school by giving a vision (Pounder & Merrill, 2001:35). He or she has to plan, organise, lead and control all activities including human resources management (Daresh, 2001:105).

He or she is the head of the school, the person responsible for all activities that occur in and around the school. (Saxe, 1980:195). The person who acts as a headmaster and, controls the uncontrollable (James & Vince, 2001:313); (Pearsall, 1999: 1136).

He or she is the manager of his school concerned with the helping of staff members of his school to attain individual, as well as school relationships and objectives (Bryant, 1998:8); (Bush, 1986:2). He or she is the person with the highest authority in a school (Crowther (ed.) 1995:918).

He or she is a controller and organiser of resources (human resources) and the executive officer of the school and shares the responsibility for the whole school (Eden, 2001:97; Gordon, 1986:65).

The school principal is a person who plays all the roles of a prominent figure (person), a referent, expert, rewarder, coercer, legitimate authority, involver, norm setter and a curriculum leader and is responsible for promoting shared leadership (Wallace, 2001:165; Achilles, 1986:111; Glatthorn, 1997:22).

Section 23 of the South African Schools Act makes the principal an *ex officio* member of the SGB:

1) Subject to this Act, the membership of the governing body of an ordinary public school comprises-

- a) elected members (parents to be in the majority);
- b) the principal, in his or her official capacity;
- c) co-opted members. The next paragraph deals with the core duties of the principal as stated in PAM.

1.7.1.1 PAM description of core duties of principal:

The principal as being a member of the SGB does not alter his or her position as an employee and representative of the employer in the school. His or her main duties in this regard are spelled out in the Personnel Administration Measures under the Employment of Educators Act, 1998. Par 4.2 of the PAM states that the purpose of the position of principal is to ensure that the school is managed satisfactorily and in accordance with relevant positions.

The core duties and responsibilities of a principal as described in the PAM include the following:

- Being responsible for the professional management of the school;
- Professional leadership regarding educator staff;
- The development of staff training programmes;
- Liaising with the district office;
- Providing guidelines and instructions for timetables and for the admission and placement of learners;
- Serving on committees as when required;
- Keeping of accounts and records and making the best use of funds to the benefit of the learners;
- Regular inspection of school equipment and ground to ensure that they are properly used and that discipline is maintained;
- Counseling, advice and supervision regarding the work and achievement of staff;
- The fair distribution of the work load among the staff;
- Participating in staff assessment opportunities;
- Being a member of the SGB and providing the necessary support and assistance to the SGB;
- Participating in community educational activities and community development.

The responsibility of the principal is to carry out duties listed in PAM and those listed in SASA.

1.7.2 The School Governing Body (SGB)

The School Governing Body is an organ of state, created by the South African Schools Act. 'Governing body' means a governing body contemplated in section 16 (1) of SASA. The SGB has the power to govern and the school principal has the power to manage. A governing body of a public school must take all reasonable measures within its means to supplement the resources supplied by the State in order to improve the quality of education provided by the school to all learners at the school as intended in section 36 of SASA. According to section 16 of SASA, the governance of every public school is vested in its governing body. A governing body stands in a position of trust towards the school.

The SGB consists of the school principal, parents of learners at the school, educators at the school, staff members who are not educators, such as secretaries and gardeners, as well as the learners at the school who are in grade eight or above (South African Schools Act, 1996 Act no. 84). The idea of the SGB is the result of political transformation that led to the present democratic government. The concept "School Governing Body" is intended to establish a partnership between school communities and the State for the good governance of schools. Schools, families and the community all share responsibility for children's development and learning (Decker, Gregg & Decker, 1994:ix). So, they need to participate on the SGBs so that SGBs can perform their functions better.

1.7.3 Relationship

Relationship is a partnership, one that depends on mutual trust (Houle, 1989:19-20). In a relationship there is an ongoing communication between all the stakeholders involved.

1.8 METHODS OF ANALYSIS

The data collected from different research instruments used was analysed using item and factor analysis techniques. Responses to individual questions were also analysed and compared (where appropriate). The data would allow the relationship between dependent and independent variables to be visible. I tried to arrive at a meaningful synthesis from the data collected.

1.9 LIMITATION

The research was located in secondary schools in the Gauteng Province (Soshanguve, Mamelodi, Atteridgeville and Tembisa), particularly the previously disadvantaged schools. A single instrument was used (a questionnaire) in the collection of data. The use of a single method has some shortcomings because some pronouncements made in this research

might need further research. In a single method there is no provision for revisiting data or for further exploration of data. Standardised questionnaire items often represent the least common denominator in assessing people's attitudes, circumstances and experiences. Questionnaires can provide information, but the researcher rarely develops a feel for the total life situation in which respondents are thinking and acting.

Interviews were not conducted in this study but they could have provided vital information on how principals and SGBs feel about their relationships. In an interview there is a direct verbal interaction between the interviewer and the interviewee, which may provide valuable information.

1.10 STRUCTURE OF THE THESIS

The thesis is divided into the following chapters:

Chapter 1 (Orientation) that contains the statement of the problem, the working assumption formulation, aims of the research, research methods and the definition of the key concepts.

Chapter 2 deals with relationships in schools.

Chapter 3 deals with the functions of the School Governing Body.

Chapter 4 concerns the relationship between the school principal and the School Governing Body and its effects on educators, learners, parents, non-educators and the community.

Chapter 5 deals with data collection and its interpretation.

The last chapter (Chapter 6) contains an overview, the findings, conclusions as well as recommendations.

1.11 CONCLUSION

In conclusion, this chapter deals with the statement of purpose of the research, background, the working assumption, the research methods, literature review, limitation, definition of key concepts, and to outline the structure of the thesis.

Chapter 2 deals with relationships in schools (indicators of good relationships that create conditions to effective teaching and learning).

CHAPTER 2

RELATIONSHIPS IN SCHOOLS

2.1 INTRODUCTION

The purpose of this Chapter is to provide the characteristics/features of a good and sound relationship. Relationships in schools include those between the school and the state, the parents and the school, the educator and the learner, the parent and the educator, the school and the community, the school and the business sector, the school principal and the School Governing Body, the educator and the school principal. In this thesis the focus is the relationship between the school principal and the School Governing Body.

An effective relationship implies trust and acting in good faith. It is only in relation to group membership that we understand the community around us. Relationships are key to understanding both material and human interactions. We cannot understand facts in isolation but only in relation to ourselves and in our relationship with other people. Relationships with others affect our own sense of self. Education that is democratic offers all legitimate stakeholders opportunities to participate and take decisions in the school.

Democratic participation in decision making cannot be accomplished simply by issuing an invitation and holding an open meeting. It often requires teaching people how to participate, making them feel comfortable, and empowering them to feel competent and capable. Effective learning and teaching takes on meaning when embedded in the reality of caring human relationships. Effective leaders strive to perform at their peak levels amidst circumstances of complexity while drawing from areas of strength and weakness (Quirk and Fandt, 2000:61).

Schools that strive for social justice must be concerned with the quality of relationships among all those who constitute 'the school' and the nature of the school circumstances in which educators teach and learners learn. Democratisation of our schools need a more collaborative relationship approach in which all stakeholders are engaged in a tradition of working together in open and collaborative ways. Effective managers must do more to ensure that the organization runs smoothly (Westwood, 2001:30).

The key features of effective relationships provide a framework that will help all stakeholders to clearly understand how they either inhibit or encourage strong relationships in schools. Relationships are the vehicles through which people accomplish the purposes for which they have developed their skills. Collaborations are purposeful institutional relationships.

Institutional relationships are particularly complicated because they work or do not work because they operate through the personalities and egos of the organisation's leaders and they impact on each organisation's individual culture, programmes, identity and relationships (Rubin, 1998:16).

Chapter 2 deals with relationships in schools in which partnerships are formed. Partnerships are key to successful relationships. That is why partnerships are discussed in the next paragraph 2.2 below.

2.2 PARTNERSHIPS

In a relationship there can be expected to be an ongoing communication between all the stakeholders. A partnership is defined as an association between groups or individuals in some activity in which the expenses, profits and losses are proportionately shared (Matlin, 2001:11). Relationships are partnerships that depend on mutual trust.

A partnership is a strategic alliance where relationships are forged for purposes that may have a degree of mutual interest as well as a strong component of self-interest. Not all relationships are strategic alliances, e.g. educator/learner. Partnerships often go through difficult transitions. In some instances these actually lead to the demise of the partnership. A partnership can benefit all stakeholders if there is a clear clarification of roles and responsibilities (Bergquist, Betwee & Meuel, 1995:119-122).

In school governance, community members are expected to act collectively in the interest of the community. One of the collective forms of participation can be found in the work of SGBs. A School Governing Body comprises representatives of different stakeholders (parents, educators, learners, non-teaching staff and community members). The rationale behind parental participation in SGBs is concerned with efficiency and effectiveness of schools, as well as efficient management and democratic decision-making (Suzuki, 2002:247-248).

According to Section 16 of the South African Schools Act 1996 (Act No. 84 of 1996), school principals and the Head of Department are responsible for the professional management of the school, while governance is vested in governing bodies of the schools. Parent and learner participation may be limited to governance only. Changes in the new system of governance in schools have, unfortunately, had to be implemented by school principals who are unprepared for the new role.

Principals, educators, learners and parents may also experience difficulty in adapting to their new roles and new channels of communication which result in role ambiguity (Steyn, 2002:255).

School-based management may also lead to a power struggle since school principals are now required to work with educators, learners, parents and others who may hold different values.

The next sub-paragraphs deal with the relationships between the educator and the learner, the educator and the parent, and the educator and the community only. The relationships between the school principal and the SGBs are not discussed in this chapter because chapter 4 deals with their relationships in details.

2.2.1 Educator-learner relationships

The fundamental purpose of schools is to organise and develop the learning of learners. Educators enter into the equation because they are the school's most important resource, and they also have the most direct impact on learners. No matter how well organised the school is, the vital factor is whether the child learns or not is the educator (Bradley, 1991:64).

When a learner says something, writes something or does something, it is the educator who observes it, thinks about it and reacts to it in a way which either helps the learner to consolidate its knowledge, or extends its thinking or develops its enthusiasm. For the community, it is the reason why they send their children to schools rather than sit them in front of television screens. It is the interaction with educators which matters (Bradley, 1991:64).

If the relationships by learners and educators are not good, the following symptoms may appear between learners and educators, and between the school principal and the SGBs in schools, namely:

- Poor school attendance by learners.
- Educators who do not have the desire to teach.
- Tensions between various stakeholders of the school community.
- Weak leadership, management and governance.
- A general feeling of hopelessness.
- Demotivation and low morale, as well as

- Disrupted authority (Steyn, 2002:252-253).

Effective teaching is essentially concerned with how best to bring about the desired learner learning by some educational activity. Effective teaching focuses on activities in the classroom, in particular on the interaction between the educator and the learner (Kyriacou, 1989:9).

2.2.2 Educator-parent relationships

Parental involvement in the school is very important. It is seen as a mechanism for simultaneously raising education standards, developing new partnerships between schools and parents in the local community and promoting social inclusion (Brain & Reid, 2003:291). Parents are invited to take up a variety of roles as co-educators of their children, governance of schools, take responsibility for their children's attendance, behaviour and to provide practical help to schools. In return, schools are expected to support the involvement of parents through providing the necessary support and opportunities for parents to become involved in schools, and act as a resource in promoting the wider inclusion of families and the local community.

Parental involvement is about linking the school and the community and fostering good relationships. It provides schools with a way of contacting hard to reach parents. It extends the school's capacity to develop its services for parents in the community, as well as extending the school's capacity to provide learner and family support. Parental involvement may be one way of helping to improve attendance and behavioural change, as well as learner and school performance. Schools also need funds for their daily operations.

Parents also play a vital role in this aspect. Government alone cannot fulfill all our educational needs, so the parental component is very important in paying fees so that the schools can function. When the government took power in 1994 there was a backlog left by the apartheid government, so there was a need to bring equity in all spheres. Parents are an important element in addressing the imbalance of the past by assisting the government to bring about equity in schools.

There are key areas where parents can play an important role, namely:

- Fundraising-to supplement the funds provided by government.
- Learner attendance-to help the school by supporting learner attendance.
- Developing resources for the school, for example, learning support material.
- Publicising the school and developing the school image in the community.
- Liaison with agencies that can help the school, such as getting sponsors for the school and other related functions that can support teaching and learning.

(a) Aspects of parental involvement

Parental support helps to offer a sense of security and comfort to learners. When parents show an interest in their child's education by being actively involved, learners are likely to seek challenging tasks, persist through academic challenges, and experience satisfaction in their school work. In the context of a permissive parenting style and a lack of parental involvement, learners can easily turn to their peers for advice of which it can be misleading. The lack of parental control and excessive peer influence may lead to improper social attitudes and behaviours, as well as to a host of negative outcomes (McNeal & Ralph, 2001:171).

Parents probably know more about their children than does any professional in the school system. A healthier learning environment exists for all stakeholders when parents are active partners in the teaching process. Raising parents' awareness of school issues and teaching objectives encourages cooperation with educators. School principals have an important role in promoting parental involvement, making parents aware of conditions in which educators work, and encouraging respect for educators. Parents who are non-responsive or combative increase the stress experienced in the classroom (McNeal & Ralph, 2001:171).

School principals can provide relief by interceding and assisting educators in resolving persistent issues with parents. Support from the school principal is instrumental in reducing role conflict and role ambiguity with the SGBs. Many schools have to establish vehicles to communicate with parents. If parents and schools can communicate effectively, greater trust and understanding can be established.

Parents can contribute to the schools by spreading the word to other parents regarding efforts the school is making to meet the needs of their children, as well as resources that are available to learners and their families.

Parental involvement in schools is complex and multifaceted. According to Epstein (West, 1991:149), parental involvement can be categorised into five types, namely:

1. Basic obligations of parents, such as providing for their children's health and safety and creating a home environment that support learning.
2. Basic obligations of schools, such as communicating with parents about school programmes and their children's progress.
3. Parental involvement at the school site, for example, by attending sports events or by working as volunteers.
4. Parental involvement in learning activities at home, and
5. Parental involvement in school governance and advocacy.

Parents cannot be easily involved by flooding them with information. Conducting participatory projects that may include the entire family and finding out why some parents are not involved may be one way of involving parents in the education of their children.

Without parental involvement, a school's mission may not be possible. The chance of conflict can be minimised when parents approach the tasks assigned to their children in a consistently supportive manner. Fund raising is one obvious function that parents can be of help to the school in order to benefit the learners.

Parental involvement is not the only key to success in school. The community is also essential to them.

2.2.3 Educator-community relationships

Parental involvement means what parents do naturally in the home to socialise their children, and what schools can do to help parents to be more effective in the home environment. Members from the community represent an important part of the school. The development of linkages between the community and the schools assists learners through the exchange of information and the provision of support services not available within the school.

The South African community makes every effort to prepare their youth, such as sheltering the youth from the ills that may befall them. Taking learners into the community and bringing community representatives into the schools can provide learners with excellent learning opportunities. The relevance between school and the working world can be established or reinforced (West, 1991:211).

Strategies that the community can use to make a contribution to the school include the following:

Community representatives can volunteer to serve on advisory committees for specific programmes in the school. Information about valuable community resources can be shared with other members of the school.

Volunteer tutorial services can also be provided by the community (West, 1991:211-212).

Schools can experience problems due to among others the following reasons:

Some people never accept their roles and responsibilities in relation to the school's goals, and they do not want things to change, while others are actively searching for new methods. Some people are intimidated by the team leader(s) and therefore pretend to know things that

they should be asking questions about. Tension or friction among team members makes it difficult for them to work together (West, 1991:213).

I am not going to discuss the relationship between the school principal and the SGBs in this chapter because; their relationship is dealt with in chapter 4. The next section deals with the key features of effective relationships in schools.

2.3 The key features of effective relationships

These key features below provide elements in terms of which we can analyse the relationship problems between the school principal and the SGB.

2.3.1 Collaboration

Collaboration, according to Epstein, involves identifying and integrating appropriate resources and services from the community to support the family, the learner, and the learning process.

The school principal can connect parents with community resources to support their child's learning in many ways, e.g.

- Provide parents with information concerning their child's activities in school and in the community.
- Encourage participation and provide for opportunities outside of the school.
- Help parents connect with the resources of local institutions such as the universities.
- Distribute the announcements of activities in and around the school.
- Arranging for families to attend school activities.
- Provide resources such as reference books, web sites or computer software.
- Advise parents on issues pertaining to their child.
- Guide parents.

Collaboration also means that the school provides services to the community, such as community services and other community projects. Developing meaningful opportunities for the community to learn about what is being taught at school, as well as meaningful opportunities for learners to demonstrate that learning to the community.

Epstein's framework provides a powerful tool to help school principals understand parental involvement and to design activities that are meaningful and comprehensive. With this tool, school principals can analyse and refine their efforts to build strong partnerships with parents and communities on behalf of their learners (Smar, 2002:48).

Collaboration is more than communication and is needed to effectively ensure policy formation and implementation is carried out to everyone's satisfaction and best interest.

Why is collaboration important?

The problems and needs confronting our communities are far too complex for unilateral action and independent actors, no matter how well intentioned. It's become a cliché to note that it takes a whole village to raise a child. In a very real sense, collaboration is democracy's mandate. The government cannot solve our problems by itself. Some school principals never learned how to build, sustain, and direct relationships with the people and organisations with whom they must collaborate. The very structure of the schools (SGBs) demands collaborative skills of the school principals.

The people of South Africa are increasingly pushed toward collaboration by the growing belief that meeting educational, family's and community needs requires a comprehensive and integrated approach that can be accomplished only through cooperative relationships with others. Leaders often fail to achieve their original visions because they fail to recognise the importance of collaboration, due to the fact that collaboration is more time consuming and challenging than is acting on one's own. Collaboration requires skills never taught before and in one way or the other may be in conflict with the traditional structures of doing things strictly according to the manager's way only (Rubin, 1998:12-14).

A culture of collaboration between all the stakeholders will strengthen a sense of common purpose and enable them to interact assertively with external pressures for change-adopting changes that they value, selectively incorporating aspects of them that fit their agreed upon vision and goals, and rejecting those changes that are seen as educationally unsound or irrelevant. All stakeholders should be involved in authority and establishing the mission and purposes of the school.

In my view schools with effective relationships where collaboration is practiced there is more likely to be a clear vision and unity of purpose that is shared by all stakeholders and clearly communicated through the school aims and mission statement. There may be a clearer demarcation of roles with the SGB strictly playing a supportive role and the school principal responsible for the day-to-day management of the school. A collaborative ethos is promoted through joint decision making, effective channels of communication and developing a sense of partnership and encouraging the active participation of SGBs.

2.3.2 Decision making

Involving parents in meaningful decisions, as well as encouraging parental leadership and representation on important issues, is the key in decision making that is in line with the South African Schools Act, No. 84 of 1996. For the school principal this means that he or she must encourage and help parents find ways for their voices to be heard in decision making. Parental involvement in decision-making may promote their active participation in SGBs. Involving parents can also occur indirectly. For example, the school principal could discuss ideas with parents before he or she can make a decision that affect the learners. The school principal can also seek feedback from parents about their child's progress and activities. Involving parents in decision making is not without challenge to the school principals. Effective schools tend to have meaningful partnerships with parents. To build a strong partnership, the school principal needs to include a broad representation of parents in decision making processes (Smar, 2002:48). To be informed, thoughtful participants, parents need appropriate training, information and support. Furthermore, the school principal needs to establish and maintain the focus of parents' participation on what is in the best interest of the school and its learners.

2.3.3 Trust

Getting parents involved in schools means building trust. Parents need to be convinced that schools care about their child and will provide individual attention to meet their child's needs (Bafumo, 2003:12). Welcoming parents to the school and communicating with them, especially good news about their child's efforts can help optimise parent cooperation and trusting in the school. A relationship is a partnership that depends on mutual trust.

According to section 16 (1-2) of SASA, No.84 of 1996, the governance of every public school is vested in its governing body. A governing body stands in a position of trust towards the school. The school principal and the SGB is their responsibility to establish the culture and ethics that ensure the relationships are conducive to effective communication and decision making. In an effective relationship no one should be powerless and to be mistrusted. Trust to me means if one acts in good faith towards me or towards the school that is what I regard as trust. In a trusting environment decision making can be carried out by one person after consultation with other stakeholders.

To build trust among stakeholders in a school there is a need to:

- (a) Cultivate a cooperative rather than a competitive or dominating mind;
- (b) Make involvement with parents understanding and concerned;
- (c) Be open about the school's objectives;
- (d) Subtly demonstrate expertise without being oppressive or signaling superiority.

Building trust cannot be rushed. It is an interactive process, involving the sharing of information, ideas, and feelings. The operative word in trust is reciprocity. It is important to share rather than concealing feelings. Thoughts, however, should be expressed in ways that parents can understand and appreciate.

There are some strategies that can be used in a relationship that can initiate and enhance trust building with parents, namely:

Accept parents as they are and do not try to induce fundamental changes. In conflict situations the less you try to change broad-based philosophical beliefs of people, the greater the chances of influencing them. When trust is high, parents may demonstrate their readiness to change by asking for assistance. Listen carefully and with empathy for the cognitive and emotional content of the parents' message. Give parents your (principal) complete, undivided, uninterrupted attention, and communicate that you understand them.

Help parents to feel comfortable and share information and resources with them when legally permissible. Providing help and requesting legitimate assistance from parents establishes natural trust-building opportunities. Sharing information, resources, and ideas is a powerful process in building trust. On the other hand, if you evade requests for information or obscuring pertinent facts immediately creates the impression that you are hiding something. This may heighten distrust and defensiveness.

Focus on the parents' hopes, aspirations, concerns, and needs. Unilaterally setting agendas for parents, rather than focusing on their concerns, only intensifies distrust and resistance. It is natural to like someone who is interested in you and your concerns. Attending to parents' concerns communicates caring.

Parents are knowledgeable about many aspects of their child's development. To gain trust from parents, allow their expertise to shine. If parents have a legitimate need to see you as the principal or any member of the school management or governance, do everything reasonable to meet them as soon as possible even if it creates a slight inconvenience (West, 1991:165-166).

2.3.4 Communication

Communication can either be verbal or nonverbal (other forms of communication e.g. written) depending on the nature of the relationship. It is important because the relationship problems between the principal and the SGB can be minimised if they are communicated.

When communicating with parents, the school principal and the SGB must choose communication methods that are easy to use and accessible to everyone. For example, some families may not have access to e-mail or other forms of computer technology for communication. The school principal must use multiple methods of communication in order to reach a wider parent community. For example, materials may need to be bilingual. Asking parents what is the best way to communicate with them may be helpful.

Communicating with parents builds a foundation to support learner progress, deal effectively with problems, and avoid problems before they start (Smar, 2002:48). For the relationship to succeed there must be an identification of feelings, who owns a problem in that particular relationship, and the mood in which the people involved are in. In a relationship where communication is good, everyone is involved and anything is open to discussion. There is always support and cooperation between all the stakeholders involved. Sometimes it is good for the people involved to ignore the undesirable behaviour so that the relationship can succeed.

"In communicating with parents, invite the SGBs beforehand for a briefing, involve parents whenever possible in planning school's activities and remind learners when doing announcements" (Bafumo, 2003:9).

Parents might be unsure of the kind of contribution they can make to their child's education. They may avoid communicating with the school due to many reasons such as language and cultural differences as we are now a democratic country where everyone has a freedom of choosing a school of his or her choice. In trying to improve communication, the school principal could include computer training, and the development of communication skills.

The school principal can take the initiative in supporting parental involvement by lightening (make easy) the duties of educators by making communication with parents a priority, so that educator-learner relationships can be enhanced. The school principal can communicate with parents using newsletters, telephone conversations, parent-educator evenings, workshops and many other ways of communication. School principals must communicate with parents on the specific roles and responsibilities parents will have in and outside the school.

Communication on these expectations has to be two-way, because many times school principals appear to dictate to parents what they (principals) expect, which leaves parents with little influence on school matters (Plevyak, 2003:32). Parents may be unable to attend school events because of work obligations. Parents themselves can motivate each other through their own communication and support networks. The partnership should be between all the stakeholders in the school.

2.3.5 Accountability

To be accountable means to be able to justify decisions and actions taken in a relationship environment. School principals are formally accountable to the Education Department and to the parent community while the SGBs have a measure of accountability to the parents, educators, learners and the community.

According to section 20 (1) (a-e) of SASA, No.84 of 1996, the governing body of a public school must-

- (a) Promote the best interest of the school and strive to ensure its development through the provision of quality education for all learners at the school;
- (b) Adopt a constitution;
- (c) Develop the mission statement of the school;
- (d) Adopt a code of conduct for learners at the school; and
- (e) Support the principal, educators and other staff of the school in the performance of their professional functions.

Accountability must be associated with feeling of responsibility. It can be either moral (being answerable to all stakeholders) (parents, educators, state, community, SGB, school principal), professional (being responsible to oneself and colleagues), and contractual (being accountable to the employer) (Goddard & Leask, 1992:156).

Each form of accountability on its own is inadequate in a relationship in schools. There is no lay person who has the specialist knowledge to know whether something has been properly done until it goes wrong. In schools this is even more crucial as outcomes take several years to emerge. In effective relationships there is continuous accountability which aims to maintain the relationship at its desired level.

2.3.6 Volunteering

Parental help is important in teaching and learning activities of the school. The school principal is expected to recruit a variety of volunteers and let all families know that their efforts are welcome. The community is the key for the success of any relationship between the school principal and the SGBs.

Sometimes, volunteers may need training and it may take time to organise activities involving them. Parents can help with fundraising and other governance functions.

According to section 36 of SASA, Act. No.84 of 1996, a governing body of a public school must take all reasonable measures within its means to supplement the resources supplied by

the State in order to improve the quality of education provided by the school to all learners at the school.

School principals must be aware that some parents have skills, talents, or jobs that could support teaching and learning activities within schools (Smar, 2002:48). In terms of section 20 (1) (h) of SASA, Act. No.84 of 1996, the SGB must encourage parents, learners, educators and other staff at the school to render voluntary services to the school.

2.3.7 Primary education

It refers to providing parents with information and ideas to help them support their child's work at home, as well as in other activities that support teaching and learning at school level (Smar, 2002:48). The school principal can guide parents how to be involved in their child's education. According to section 3 (1) of SASA, Act. No. 84 of 1996, and any applicable Provincial law, every parent must cause every learner for whom he or she is responsible to attend a school from the first school day of the year in which such learner reaches the age of seven years until the last school day of the year in which such learner reaches the age of fifteen years or the ninth grade, whichever occurs first.

2.3.8 Empowerment

To empower people in a relationship is when there is encouragement, motivation, supporting, and inspiring of people to think for themselves and to take sound decisions (Moloi, 2002:70-71). When all stakeholders are given the opportunity to make decisions in a school, they will become more responsible for their actions. In all organisations there are rules of power that operate to the inclusion of some and the exclusion of others.

According to section 19 (1) (a-b) of SASA, Act. No.84 of 1996, out of funds appropriated for the enhancement of capacity of governing bodies, the Head of Department must establish a programme to

- (a) Provide introductory training for newly elected governing bodies to enable them to perform their functions; and
- (b) Provide continuing training to governing bodies to promote the effective performance of their functions or to enable them to assume additional functions.

(2) The Head of Department must ensure that principals and other officers of the Education Department render all necessary assistance to governing bodies in the performance of their

functions in terms of this Act. It is those who have little or no power who are most in need of empowerment. It is necessary to provide those stakeholders with less information more empowerment so that they can participate fully in the schools' activities.

2.3.9 Motivation

Motivation is those conditions responsible for variations in the intensity, quality and direction of ongoing behaviour in a relationship. It is a concept that is intended to explain why we do what we do. Motivation is something that can be neither directly observed nor precisely measured (Ginsberg & Wlodkowski, 2000:1). Motivation can be either intrinsic (natural for people to be curious, active, and to initiate thought and behaviour) or extrinsic (external influences such as reward motivate).

2.3.10 Parenting

Parenting, in this context, means helping families establish a home environment that supports teaching and learning (Smar, 2002:48). To benefit from parenting, the school principal should get information to all parents, not just those who might attend meetings.

The type of information that the school principal should give to parents among others includes:

- Providing information to parents that support teaching and learning.
- Conducting workshops for parents.
- Giving parents suggestions about home conditions that support teaching and learning.

The school principal must be in a position to balance the individual and community rights by forging a sound and healthy relationships in schools.

For the school to have sound human relationships, the school principal should be in a position to do among others the following:

- To be able to plan and organise work.
- To be able to work and lead others.
- To be able to analyse problems and make decisions.
- To be able to communicate orally and in writing.
- To be able to perceive the needs and concerns of others.
- To be able to perform under pressure.

2.4 CONCLUSION

Commitment to any endeavour is strengthened greatly when others have the freedom to express their own vision of what should be and are encouraged to contribute to teaching and learning activities (Ubben, Hughes, & Norris, 2001:11-14). A school principal would be considered a leader if he or she identifies problems in relationships and be able to conceptualise new avenues for change. Transformational leadership inspires others toward collaboration and interdependence as they work toward a purpose to which they are all deeply committed.

The school principal cannot neglect leadership activities while performing as a manager. The management part of the school principal's job consists of keeping the school running in an efficient manner. Leadership, on the other hand, is more creative. Leadership can be defined as the force that motivates people to do things they would not ordinarily do (Kimbrough & Burkett, 1990:31). In the case of the school principal, the leadership he or she provides motivates educators to improve the overall teaching and learning environment of the school. To be effective, the school principal must perform well in both functions. Whether the school principal does the work or delegates tasks to other stakeholders, he or she is still accountable.

The school principal is responsible for the division of responsibilities, communication, collaboration and all other related activities that are necessary for effective teaching and learning. The SGBs and the principalship structures must reflect the cultures and aspirations of the communities they serve, and must not be in the best interest of individuals within these structures.

Progress needs to legitimise these structures in such a way that everyone can appreciate democracy and everyone to carry out his or her functions to serve the interest of the school as a whole (Slater, 1996:167).

Decentralisation of power from the central government in the form of SGBs to schools requires all stakeholders to change the way they view their roles. Such a change is likely to be resisted, since many who might be affected by decentralisation and relationship changes might also struggle to maintain their positions and unwilling to surrender their authority and influence easily (Seyfarth, 1996:6). The success of decentralisation and relationship changes in schools depend on the mechanisms that are used to bring about the desired relationship.

Problems that must be expected when there is delegation of authority to SGBs and school principals could be educators, parents, learners, non-educators, and community members who might prefer not to participate in school governance decisions, school principals who might be unwilling to share their power with SGBs.

Relationships can go a long way as far as teaching and learning is concerned. Effective schools have sound and healthy relationships. In schools where there is effective teaching and learning the following are the identifying factors:

- Support of parents is solicited.
- Time is made available for learners to learn.
- All stakeholders have a clear sense of the school's mission and direction.
- Educators believe that all learners can master the basic skills, and they (educators) are capable of providing the necessary instructions to accomplish the school's objectives.
- Someone in the school, usually the school principal, interprets the school's mission to learners and staff and serves to facilitate communication between all stakeholders involved.
- Learners' progress is continually monitored (Seyfarth, 1996:12).

In effective schools, the school principal exerts leadership by supporting and encouraging the staff and by serving as an advocate or agent of change. The school principal accomplishes this by being accessible and responsive to educators, by encouraging educators to try new ideas, financial support, and in-service training to assist educators who are willing to try new ideas. Thus, the school principal is a central figure in bringing about improvements in schools.

Relationships in schools determine the effectiveness of teaching and learning to a great degree. Relationships in schools are about trust, acting in good faith, forming partnerships, communicating, solving problems, decision making, developing cooperative efforts among all stakeholders, sharing responsibilities, involvement, supporting, obligations, responsibilities, collaboration, parenting, motivation, empowerment, volunteering, accountability, and being part of the team.

CHAPTER 3

THE FUNCTIONS OF SCHOOL GOVERNING BODIES

3.1 INTRODUCTION

South Africa is emerging from years of struggle against apartheid. Its people now face the challenge of transforming a society weakened and corrupted by misrule, mismanagement and exploitation into a vibrant and successful democracy. Transformation involves every aspect of South African life (Department of Education (DOE), 1996:11).

The education system is no exception. Far-reaching organisational change is required to address the imbalances in provision and strong bureaucratic controls over the system. The new Department of Education shifted the direction and vision of the education system after the 1994 elections with a series of policy initiatives and new legislation. New provisions on school governance point South Africa firmly towards a school-based system of education (DOE, 1996:11-12).

The school is an integrated part of the community and cannot be separated from it. Therefore parents as members of the School Governing Bodies are integrally linked with the school and the community. Schools must take into account community dynamics and thus have an obligation to help develop the communities, give to the community and include key community players to get their perspectives on running the schools.

The establishment of School Governing Bodies has placed substantial decision-making authority in the schools. Training of managers in schools and governing bodies has continued on a "hit and miss" basis, and the numbers reached thus far have been small in relation to the need. The effective functioning of schools is dependent essentially upon those responsible for managing it. The kind of leadership and guidance provided by those who are in charge determines the effectiveness of the school (Gouden & Dayaram, 1990:310).

The South African Schools Act 84 of 1996 (SASA) has made it a requirement that every public school establish a governing body that represents the community and all stakeholders (parents, educators, learners, community leaders and principals). A governing body is a group of people who govern a school (S. 16 (1)). They are either elected or co-opted (S. 23(1)). Principals are members of governing bodies that represent schools and their communities (S. 23(1)(a-b)). The work (functions) of school governing bodies is to promote the best interests of schools and to ensure that the learners at the schools receive the best

education possible (S. 20(1)(a)). The main task is to help school principals to organise and manage school activities in an effective and efficient way (S. 20(1)(e)). Governing bodies are expected to help and support principals to organise and manage school activities pertaining to policies, development, finances, facilities and other related activities. The purpose of par. 2.2 below is to discuss literature and reports that relate to the origin of democratic school governance and the establishment of SGBs in South Africa. This paragraph is included to highlight how SGBs were established in South Africa.

3.2 THE ORIGIN OF DEMOCRATIC SCHOOL GOVERNANCE AND THE ESTABLISHMENT OF SCHOOL GOVERNING BODIES IN SOUTH AFRICA

Introduction

This section provides information about the origin of democratic school governance and how SGBs were established in South Africa.

In the early 1970s and late 1980s, the National Education Co-ordinating Committee (NECC) tried to bring democracy to schools. The NECC started Parent-Teacher Associations (PTAs) in primary schools and Parent-Teacher-Student Associations (PTSAs) in secondary schools (Gauteng Department of Education, 1997:1). However, the authorities at the time had established school management councils, and the PTSAs were in conflict with these councils.

The government of the time banned many PTSAs and detained many PTSAs members. However, parents and educators worked together in many schools to make their schools better.

The present national Department of Education decided to use the example of the PTSAs and the PTAs when it started preparing a new Act on the governance of public schools. Therefore, the South African Schools Act, Act No. 84 of 1996 (SASA) says that all schools must have democratically elected governing bodies (Gauteng Department of Education, 1997:1). The Act also states that all members of the school, that is, parents, educators, non-teaching staff and learners (in the case of secondary schools) must participate in these bodies.

Since 1976 there has been a consistent call for a single non-racial, democratic system of education. The present South African system of education, although predominantly centralised at the subsystem and regional levels, has always included strong decentralising

components such as the provinces and schools managing themselves through governing bodies (People Dynamics, March 1993:31). The political demands in South Africa call for strong community participation at all levels.

Attempts to reform South Africa's education system and to re-cast it along integrationist and non-racial lines succeeded (MacKenzie, 1993:298) with the introduction of SASA.

Management councils usually regarded the Parent Teacher Associations as threats to their activities. The Parent Teacher Associations were voluntary bodies and every school had to draw up its own constitution and organise and plan both teacher and parents' events and open better lines of communication between the groups (Maake, 1990:111-112).

Public attitudes to education are changing and stakeholders feel that there is a need to question the management of schools by some school principals. During the last ten years there has been a slow but steadily growing recognition that many schools have become too isolated from the communities they were built to serve.

This new awareness is probably the driving force which caused many schools, particularly those located in urban areas, to experiment with more democratic schemes of school management and governance (Bacon, 1978:1-2). These initiatives have involved the establishment of individual bodies for each school with wide ranging responsibilities in such fields as teacher appointments and promotions, premises and lettings, finance, the curriculum, internal school organisation, and so on. At the same time a concerted attempt was made to democratise these new bodies and closely involve representatives of parents, educators, non-teaching staff, learners and people from the surrounding community in the running of their own local school affairs (Bacon, 1978:2).

In April 1994 South Africa became a democratic country with a democratic Constitution. The Constitution is the highest law in the country and all other laws must be based on the democratic values and principles in our Constitution. This includes the new education system and how the system is run. Changes in education must be in accordance with the values and principles of our Constitution (Gauteng Department of Education, 1997:5).

Part of transforming the education system is making it democratic. The democratisation of education includes the idea that all stakeholders like parents, educators, learners and members of the community should be able to participate in the activities of schools.

The right to education and the duty to transform education mean that all stakeholders have new rights and responsibilities. They have rights and responsibilities relating to the way in

which schools are run and the way in which education takes place. Their most important duty is to provide the best possible education for all learners. This is the responsibility of the state and the parents, learners, educators and others. The government cannot provide everything and do everything for schools. The reason is that in a democracy a partnership and sharing is what matters most.

Parents and members of school communities are often in the best position to know what their schools really need and what problems there are in these schools. This is why they can play a meaningful role in the school.

Therefore there must be a partnership between all stakeholders who have an interest in education (Gauteng Department of Education, 1997:5-6; SASA: Preamble).

The Schools Act has made it a requirement that every public school establish a governing body that represents the school community. Democratic school governance is aimed at establishing a culture of learning and teaching in schools. According to Mr Themba Maseko, former Head of Department, Gauteng Department of Education, governing bodies are a precondition for the restoration of a culture of learning and teaching in schools, and this is the vision for democratic governance in government schools (DOE, 1996:17).

Democratic governance is not an end in itself. The key objective of education transformation is to transform the quality of learning and teaching that takes place in the classroom. Teachers must teach better and the learning process needs to be developed and reorganised and made more creative (DOE, 1996:17).

There is a long history behind the issue of democratic school governance. Its origin lies in resistance to apartheid education that was spearheaded by student organisations under the National Education Co-ordinating Committee that rejected unequal, undemocratic education (DOE, 1996:17). It is not possible for education officials to monitor schools daily. The people on the ground at schools are in a better position to ensure that schools are run properly and this can be achieved by cooperation between all stakeholders who serve on the governing body. In the former black communities, some stakeholders were denied the opportunity to be involved in governance or chose not to use opportunities they viewed as illegitimate.

SASA envisages that governing bodies should have chairpersons drawn from the ranks of parent representatives. This could pose problems, especially among black office bearers if their employers are inflexible about occasionally allowing them to attend to school business during office hours. The difference in the white community is that chairpersons are usually at a senior management level and are more flexible in terms of their hours. So it will be a

challenge to get the private sector to encourage parents to get involved (DOE, 1996:17).

According to Ms Mary Metcalfe, former MEC for Education in Gauteng, the advent of democratic school governance in Gauteng provides a basis for cooperative governance between education authorities on the one hand and members of the school community on the other (DOE, 1996:17). It is the responsibility of the department to provide the basic teaching and learning materials, but the community also has a role to play in ensuring that schools are turned into places where effective teaching and learning can take place.

The democratic school governing bodies are to rekindle the community's ownership of the education process and ensure that the interest of the community as a whole is represented and catered for. Changing South Africa's education is only possible if there is harmony between the vision for transformation and the day-to-day realities of those working in the system (DOE, 1996:17).

However, the situation at present is that, while the vision for the transformed education system has been set out in the policy frameworks and new legislation, the system is still shaped by the ethos, systems and procedures inherited from the apartheid past. Consequently, the harmony required for transformation is absent. Past education management and education management development practices are still hampering the desired transformation process (DOE, 1996:17).

The crisis in schools was attributed to the lack of legitimacy of the education system as a whole. In the majority of schools this led to poor management and to the collapse of teaching and learning activities. In many schools, decades of resistance to apartheid discredited many conventional education practices such as punctuality, preparation for lessons, etc. Some school principals were discredited as being "part of the system" (DOE, 1996:17).

Recent changes to the system of education governance have resulted in many school principals being unprepared for their new roles as "chief executives". Furthermore, the virtual collapse of the culture of teaching and learning in many urban schools has eroded the confidence of some school principals (DOE, 1996:17-19).

Principals and teachers have consistently been at the receiving end of top-down management structures. They have worked in a regulated environment and have become accustomed to receiving direct instructions from departmental officials. Circuits and lower level structures have tended to function as administrative units only and have been unable to respond to community needs (DOE, 1996:19).

In many schools, all personnel from education departments, especially inspectors, were rejected. This was partly the result of the bureaucratic and authoritarian management system that these inspectors were required to implement and "police". A consequence of this was that, for many schools, there was no clear and acceptable link between the school and the district or circuit office, and this greatly hampered communication and efficiency in schools (DOE, 1996:20).

Parents form the majority in governing bodies (S. 23 (9), SASA). An important idea behind this policy (SASA) is to ensure that parents get involved in the education of their children. Previously, parents who served on governing bodies in school boards were often regarded as "puppets" of the principals. Most parents did not want to participate in school matters, as they perceived these were issues for those who were educated. The challenge is to change people's attitudes and build parents' confidence. The aim of the new system of school governance is to encourage all parents, not just those serving on governing bodies, to get involved in their children's schools (Gauteng Department of Education, 1996:2-3).

Parents have a role in the education of their children, such as making sure the environment at home, at school and also in the community is conducive to learning. The moment children see that parents show some interest in their education, they start to take their studies more seriously.

The purpose of paragraph 3.3 is to discuss the reasons why SGBs were established.

3.3 THE AIM OF ESTABLISHING SCHOOL GOVERNING BODIES

The aim of establishing an SGB is to strengthen social democracy attained since April 1994 because all people have a democratic right to elect leaders to represent them in any structure. Schools must reflect society. Democracy must be practised in schools by electing representatives to make decisions for and with children.

The rationale for the establishment of SGBs is essentially to ensure that all stakeholders will actively participate in the governance of their schools with a view to providing better teaching and learning environments.

To broaden participation and ownership of the education process, it is important to involve all members of the school in making decisions that affect the school. People become committed to making sure that schools function effectively when they accept ownership of the schools.

According to the Gauteng Department of Education (1997:2), the following are the aims of establishing SGBs:

- 1 To make sure that schools provide quality education.
- 2 To help transform education.
- 3 To help develop a culture of learning and teaching in all schools.
- 4 To encourage educators, learners and parents to be responsible for the schools providing education for them.
- 5 To ensure that the needs of their school community are met as parents, learners and educators are often in the best position to see what their school's needs are.

Prior to 1994 there was no joint responsibility to recreate the culture of teaching and learning (COLTS) in schools. There was an absence of a clear and coherent strategy to restore the culture of learning and teaching in schools. The tendency was to lay the blame on teachers in isolation from other stakeholders. However, for education transformation to succeed, problems are to be dealt with by all parties involved, including the government, educators, student groupings and local communities (South African Democratic Teachers' Union, 1998:5). The stakeholders must feel that they have a role to play.

Relationship problems that exist in schools must be overcome and conflicts resolved so that schools can make progress. Democratic school governance is aimed at establishing a culture of learning and teaching in schools (Gauteng Department of Education, 1997:1). The governance of public schools now requires the active participation of all stakeholders in the form of a governing body.

A governing body stands in a position of trust towards the school (S. 16 (2) of SASA). Its general purpose is to perform efficiently its functions in terms of SASA on behalf of the school and for the benefit of the school community. It is therefore placed in a position of trust towards a school (S. 16 (2)). In other words, it is expected to act in good faith, to carry out all its duties and functions on behalf of a school and be accountable for its actions (Gauteng Department of Education, 1997:23; Bertelsmann in De Groof, Heystek, Malherbe & Squelch (eds) 2000:65).

The primary aim of having a school governing body is to enable parents to have a greater say in the education of their children and to bring democracy to the local level. Parents and communities are deeply concerned about the education of their children. They are indispensable cornerstones of a successful education system (*Educamus*, October 1998:5). Paragraph 3.4 below will discuss the difference between school governance and school management.

3.4 THE DIFFERENCE BETWEEN SCHOOL GOVERNANCE AND SCHOOL MANAGEMENT

The following paragraphs will deal with the definitions of governance and management because the SGBs and the school principal are their functions.

3.4.1 Governance

- 1 Governance is when parents as required by law support the principal by providing him or her with guidance (Beckett, Bell & Rhodes, 1991:31).
- 2 It is the devolution of responsibilities from local education authorities to individual school governing bodies with the aim of putting them under the pressure of public accountability (Farrell & Law, 1999:5).
- 3 It is determining which resources will be made available for the production of which goods and services (Peddle, 2000:59). In addition, the allocator determines to whom goods and services will be made available once they are produced.
- 4 It is the establishment of overall policy for the school (Poston, 1994:96). It is the use of imagination, knowledge and energy to support effective teaching and learning in the school (Wragg & Partington, 1995:3). It is also the formulation of policy for the schools by parents and they act as policy-makers (Crozier, 2000:50).
- 5 Governance is structuring the events that must take place in a school through the use of policy and in a mutually agreed way.
- 6 Governance refers to conducting the policy and affairs of the school in order to control and influence people (Concise Oxford Dictionary, 1999:614), and the SGBs are responsible for this. The SGBs are responsible for school governance (S. 16 (1)).

Our definition: Governance refers to supporting the activities of the school principal through policy formulation by the SGBs and trying to guide the whole school towards intended outcome. The aim is to bring democracy to the lowest level of society.

3.4.2 Management

In general terms, school management refers to the day-to-day organisation of teaching and learning activities. The principals and the educators are responsible for those aspects. In other words, the principal and his/her staff are responsible for the professional management of the school, under the authority of the Head of Department (Gauteng Department of Education, 1997:6-7).

- 1 Management means to control and to give direction to a group of people who manage an organisation (Reader's Digest English-Afrikaans Dictionary, 1993: 982).
- 2 Management deals with co-ordinating, organising, maintaining, stabilising, realising, structuring, handling and setting of boundaries in an organisation (school) (Sterling & Davidoff, 2000:13). Functions like staff meetings, and administering of textbooks fall under the banner of management.
- 3 Management refers to the executive function of carrying out agreed policy (Bush, Bell, Bolam, Glatter & Ribbins, 1999:194). Principals have management responsibilities and must take due account of their School Governing Bodies (SGBs) when managing the schools.
- 4 Management relates to the workings or the activities of a specific programme or organisational unit such as a school (Poston, 1994:84) that deals with duties in specific units. It also refers to routine maintenance of present operations (Dimmock, 1996:150).
- 5 Management is the carrying out of responsibility together with accountability (Prichard, 2001:83). Management is the fostering of positive job-related attitudes by helping to create and sustain work contexts that are conducive to high morale, job satisfaction and motivation (Wright, 2001:303).
- 6 Management involves activities that are people-intensive, expressed through interaction between individuals and groups located within an intricate network of relationships (Ribbins (ed.), 2001:29).
- 7 According to McFarland (in Maake, 1990:6), "management is defined for conceptual, theoretical and analytical purposes as that process by which managers create, direct, maintain and operate purposive organisations through systematic, co-ordinated, co-operative human effort."
- 8 De Wet (in Maake, 1990:7) defines school management as the social process where the manager through planning, organising, leading and control coordinates the activities of the people to achieve a specific goal.
- 9 *Management* is defined as the structures for and processes of planning, co-ordinating and directing the activities of people, departments or organisations (Beckmann, 2000).

Our definition: Management refers to the principal directing and steering the activities, people, and resources towards a desired outcome.

3.4.3 Comparison of governance and management

Here a comparison is made about what governance and management is all about

Governance	Management
<ul style="list-style-type: none"> - Set, improve and develop rules - Oversee and keep overall control of the school - Develop and maintain infrastructure and property of the school - Develop partnership - Parents required by law to support the principal - SGB accountable to the school community - Structure events in a school - Establishment of policy - Offer support - Promote the best interest of the school - Ensure the development of the school by providing quality education for all learners - Adopt a constitution - Develop the mission statement of the school - Adopt a code of conduct for learners - Decide on school times taking into account the employment provisions of staff members - Recommend to the HOD the appointment of educators - Decide on the extra-mural curriculum - Decide on choice of subjects according to provincial curriculum policy - Supplement funds supplied by the State - Start and administer school fund - Open and maintain a bank account for the school 	<ul style="list-style-type: none"> - Implement rules - Busy with day-to-day running of the school - Give information about the status of the school property - Maintain partnership - Carry out agreed policy - Accountable to the Education Department as the employer - Direct events in a school - Co-ordinate, organise, plan, realise and set boundaries - Routine maintenance of present operations - Perform and carry out professional (management) functions - Perform the departmental responsibilities prescribed by law - Organise all activities which support teaching and learning - Manage personnel and finances - Decide on the intra-mural curriculum - Decide on textbooks, educational materials and equipment to be bought - Produce a degree of predictability and order - Produce key expected results by various stakeholders (SGB and the Department of education) - Control and problem solving

Pertaining to school governance, the SGBs will have to develop the mission statements of their schools that decide on activities after school hours.

It has the power to interview new staff members and make recommendations to the Head of Department for their appointments, support the staff in their professional work.

Working together with the Representative Council of Learners (RCLs) in secondary schools, the SGBs have the right to adopt a code of conduct for learners. They can also suspend (but not expel) a learner for a week or less if he/she has committed a serious offence (Gauteng Department of Education, 1997:7; S. 9 (1)(a-b); S. 9 (2)(a-b) SASA).

The preparation of an annual budget, the raising of school funds, the keeping of financial records, the opening and maintaining of a bank account, the starting and administering of a school fund as well as ensuring that school fees are collected in accordance with decisions made by all stakeholders fall under school governance which is part of the work of SGBs. On the contrary, school management will have to administer and organise the teaching and learning activities at the school in accordance with the mission statement developed by the SGB. It has to decide on teaching and learning activities during school hours, and to manage and supervise the work of the staff members and to deal with their complaints. The school management is empowered to make sure that the code of conduct is respected in the school, to maintain law and order and good behaviour among staff and learners. It is also mandated to manage school finances in accordance with decisions made by the SGBs (Gauteng Department of Education, 1997:7).

However, the areas of management and governance sometimes overlap. The difference in roles between the principal and the staff members and the SGBs can sometimes be very difficult and complex to determine but the SGBs and principals are to work together as partners. All the governors must know their roles and duties and how their duties relate to the duties of principals. The following section deals with the principles underpinning governance of schools.

3.5 THE PRINCIPLES UNDERPINNING GOVERNANCE OF SCHOOLS

According to the School Education Act (Gauteng), 1995 (Act No. 6 of 1995) and Beckmann and Van der Bank (2001:2-3), the following principles underpin governance:

- 1 No learner or educator will be unfairly discriminated against by the school on the grounds of race, colour, sex, sexual orientation, gender, class, disability, belief, conscience, religion, culture or language.

- 2 All learners and educators will be protected from all forms of physical and mental violence at schools.
- 3 Every learner and educator will have the right to freedom of conscience, religion, thought, belief, opinion, speech and expression and the education process shall promote a culture of tolerance.
- 4 The department will respect the rights and duties of parents to provide direction to their children regarding their rights.
- 5 Every learner and educator will have the right to freedom of association and to assemble, demonstrate and present petitions, peacefully and unarmed without infringing on the rights of others.
- 6 Every person will have the right to access all information held by the governing body of a school in so far as such information is required for the exercise or protection of his/her rights.
- 7 In setting up school governing structures, consideration will be given to addressing the imbalances of the past by the election of school governing bodies whose racial and gender mix reflects that of the school community.
- 8 State involvement in school governance will be limited to the minimum level required for legal accountability.
- 9 The powers of governing bodies will reflect their capacity to render effective service. The professional administration of a school falls within the ambit of the principal and his/her staff (Gauteng Department of Education, 28 February 1997:3-4).

The next section will deal with the composition of SGBs.

3.6 THE COMPOSITION OF GOVERNING BODIES

Section 23 of SASA prescribes the composition of governing bodies. The Schools Act further stipulates that the parents must form the majority on the SGBs.

A governing body must include the following:

- 1 parents of learners at the school;

- 2 educators at the school;
- 3 members of staff who are not educators;
- 4 the principal of the school;
- 5 in the case of a secondary school, learners at the school nominated by the students' representative council of the school; and
- 6 members of the community co-opted by the governing body (Verhoeven in De Groof & Bray (eds), 1996:129; Gauteng Department of Education, 28 February 1997:4; SASA, 1996 S. 23 (1-2)).

Strong co-operative governance is essentially characterised by active participation of all stakeholders, genuine shared decision-making and a real shift in the way in which schools are governed. In spite of the enabling legal basis for co-operative governance in Gauteng schools, it does not necessarily mean that co-operative governance will be achieved in practice, given current educational realities. In the past, the locus of control and decision-making powers resided mainly in the school principals, with minimal participation from teachers, parents or learners (Squelch in De Groof, Bray, Mothatha & Malherbe (eds), 1998:102). So, there must be an involvement of all stakeholders in the affairs of the school.

The next section deals with school governance as a joint venture.

3.7 SCHOOL GOVERNANCE AS A JOINT VENTURE

A joint venture such as school governance is aimed at creating more effective school management, ensuring democratic decision making and providing quality education. Co-operative school governance enables schools to respond more quickly and efficiently to local educational needs and demands by involving all stakeholders. Governing bodies are relatively new and need to co-operate with all stakeholders to make them function properly (Squelch in De Groof *et al.* (eds), 1998:110).

Co-operative school governance is there to reduce bureaucratic control to enhance shared decision making at local school level. Parents are placed in a strong position and have the power to influence decisions on very fundamental issues such as the school budget, language policy and discipline (Squelch in De Groof *et al.*, 1998:111).

Management is a joint venture (Mahlangu, 1998:130). From a legal perspective, school principals no longer occupy the role of primary decision maker concerning school governance. They now find themselves as members of school governing bodies of which

parents are the majority. This sometimes creates problems for some school principals who feel threatened if they are to change and follow the trend of democratic school governance. Some substantial issues, such as curriculum matters and personnel evaluation that have a direct bearing on learner performance, are left to the principals and educators. This is largely because the law makers believe that some parents are not well equipped to participate in such matters and should not interfere in the professional and academic side of school life (Squelch in De Groof *et al.*, 1998:111). However, SASA empowers parents (SGBs) and makes special provision for parents to participate in substantive issues, which principals and educators cannot wish away. For example, section 8 of SASA requires the SGBs to adopt a code of conduct after consulting with parents, educators, learners, non-teaching staff and community members.

Section 39 also stipulates that school fees at public schools may be charged only if the majority of parents voting on a resolution decide to do so. In other words, SASA confers certain responsibilities on the SGBs, who are obliged to consult with parents on matters that require their full participation in the decision-making process. Sometimes the SGBs merely act as a rubber stamp for school principals (Roos in Fleisch, 2002:183). Some principals dominate in schools and make educators believe that their decisions are decisions taken by SGBs.

Reflecting on the functioning of governing bodies in South Africa, Roos observes that he detects the emergence of four types of governing bodies:

- i. Most governing bodies act as a rubber stamp on principals' decisions.
- ii. A small number of school governing bodies has taken on the challenge posed by legislative provisions by developing genuine partnerships with a free and open exchange of ideas with school managers.
- iii. In former Model C schools, two new types of governance models have surfaced. Corporate governance discourse has permeated schools, with many governing bodies perceiving themselves as 'boards of directors' that set the direction of the school as an enterprise, with principals taking on the role of CEO, responsible for day-to-day operations.
- iv. Another emerging type is schools with overbearing governing bodies that micro-manage schools. Roos likens this to 'boards of control', with principals merely carrying out the instructions.

Fleisch comments that Roos partly attributes the variation in types of school governance to the ambiguity in the legislation association with what is considered to be the SGB's responsibility versus the principal's professional responsibility (Roos in Fleisch, 2002:183).

As professionals, principals are expected to make every endeavour to acknowledge the indispensable role parents can play in schools. After all, they are primary educators. It is the duty of principals to engage parents actively in the education of their children and at all times to accord them due dignity. This can make the principals' tasks so much easier (*Educamus*, October 1998:5).

Parental involvement in schools must be made a priority for principals. The involvement of parents via the school governing body's structures will make it easier for principals to assist parents to play their full partnership role.

Some school principals are often unable to accede to or satisfy the demands of some school governing bodies if most of the demands fall outside of their jurisdiction and power and *vice versa*. Sometimes, as a matter of principle, the school principal or the school governing bodies refuse to accede to demands.

The consequent stalemate situation between governing bodies and principals leads to conflict in schools. Frequent complaints by both parties also increase the intensity of the conflict situations in schools (Maidment, 1987:27).

Of the types of conflicts (interpersonal) identified by Erikson (1985:290), two seem to be appropriate in this situation, namely, the hidden agenda and power play:

- **The hidden agenda** is characterised by a lack of communication between the people involved, with the less powerful persons tending to feel anger, fear, frustration and insecurity. This precipitates the spiralling of conflict with more demands being added and more people becoming involved. This is an eye opener as some principals or governing bodies may hold the school at ransom in order to push their own secret agendas and fail to lead the school in the right direction.
- **Power play** is a challenge to authority. The authority of principals or the governing bodies is challenged particularly concerning educational policies. Individuals act to enhance their own positions, regardless of the cost to the organisations (schools) or to others, and the acquisition of power is the central aim (Wilson (ed.), 2001:70). Rami

néé Shani and Lau (2000:105) maintain that an organisation operates in an environment of multiple interest groups that place conflicting demands on the organisation.

These conflicting demands converge sharply on school principals who operate in a boundary-spanning role, that is, between the schools and the local communities and between the education departments and the local communities. In this way, community conflicts are, in effect, school conflicts.

The above type of role conflict results in educational and non-educational issues precipitating conflict in schools. For example, any call for a work stay-away by a labour union, though not related to educational matters, becomes a school stay-away as well. This results in a role conflict where the focal person, in this instance, the principal, has to confront seemingly incompatible demands or expectations from the persons in his/her role set (education department and the local community).

If the school principal heeds the stay-away call, he contravenes the departmental regulations, yet if he/she does not heed the call, he/she (and the school) faces the wrath of the local community because some governing body members may seize the opportunity to push their own agendas.

The school principal often finds himself/herself having to defend the policies of his/her employer against criticism from parents. As a visible executor of the policies of SGBs and being at the contact point with the community, the principal may become the target of community abuse, his/her life and property thereby endangered. In a host of other matters he/she also appears to compromise important professional issues or to carry out departmental policy inadequately due to pressure from the governing body (Orlosky, 1984:32). Research shows that most conflict situations call for a leadership style which includes negotiating, compromising and "giving a little to get a little" (Zeigler, 1983:157; Isherwood, 1985:215). Frequent meetings between the principal and the governing body lessen tension and enhance trust and cooperation in a school experiencing frequent.

The school principals should develop working alliances with the governing bodies (parents groups, community leaders, learners, and educators) to avoid conflict in schools and to foster a joint venture in managing and governing schools (Cheek & Lindsey, 1986:281).

3.7.1 Partnership with learners

Section 11(1) of SASA provides for the establishment of a Representative Council of Learners at every public school enrolling learners in the eighth grade and higher. Section 23(4) of SASA provides that the RCLs must elect a learner in the eighth grade or higher to the governing bodies. Although the term of office of a learner may not exceed one year compared to the office term of other members of three years, such a member may be re-elected after the expiry of his/her term.

Section 8 of SASA supports the right to basic education provided for in section 29 of the Constitution of the Republic of South Africa of 1996. It provides for a Code of Conduct aimed at establishing a disciplined school environment conducive to learning and teaching. Subject to any applicable provincial law, a governing body of a public school must adopt a code of conduct for the learners after consultation with the learners, parents and educators of the school. The stipulation that the three main stakeholders of the school must be involved in drafting the Code of Conduct is important, because this document represents important guidelines for the regulation of interpersonal relationships in the school. Educationally this practice can be supported because the three parties directly involved in the maintenance of discipline are also responsible for the design of the disciplinary system. Furthermore, the fact that learners participated in the formulation of the Code of Conduct, will give them reason to obey the stipulations of the code.

The only restriction on the participation of the learners in the activities of the SGBs is provided in section 32 with the aim of protecting the interests of a member who is a minor:

32(1) a member of a governing body who is a minor may not contract on behalf of a public school.

32(2) ... may not vote on resolutions of a governing body which impose liabilities on third parties or on the school.

32(3) ... incur no personal liability for any consequence of his/her membership of the governing body.

The right to participate in school management implies the duty of learners to respect decisions of the governing body. This will influence the culture of teaching and learning positively (Conradie in De Groof *et al.*, 1998:81-82).

3.7.1.1 Learner responsibilities

According to the Research Institute for Education Planning (1998:10), the following are some of the responsibilities of learners in a school.

- 1 To be involved in the formulation of school and classroom rules and to conform to such rules. Classroom rules should be posted in the classrooms.
- 2 To know what their rights and responsibilities are, such as to be represented on the governing bodies via the Representative Council of Learners and to behave in a responsible way and guarantee that all resources will be protected.
- 3 To learn effectively and to be involved in school activities.
- 4 To be informed about the processes that will be followed should they act against the Code of Conduct for learners.
- 5 The right to basic education places the obligation on learners to attend school regularly during school hours. If absent, the school must be notified and the absence of the learner has to be explained (Research Institute for Education Planning, 1998:10).

3.7.1.2 Rights of the learner

SASA requires that learners be included in SGBs and learners have other rights, such as the right:

- 1 to parental care, or to appropriate alternative care when removed from the family environment;
- 2 to basic nutrition, shelter, basic health care and social services;
- 3 to be protected from maltreatment, neglect, abuse or degradation;
- 4 to be protected from exploitative labour practices;
- 5 not to be required or permitted to perform work or provide services that are inappropriate for the learner's age, or place at risk the learner's well-being, education, physical or mental health or spiritual, moral or social development (Research Institute for Education Planning, 1998:10; Constitution of RSA Act 108 of 1996 (section 28(1) and section 29(1) and (2)).

3.7.2 Functions of governing bodies

School governing bodies have to participate in school activities and be willing to learn more concerning their governance tasks through a process of capacity building (SASA, 1996). They have to establish ways of keeping their interest groups informed about the school's activities and their decisions.

Members of the governing bodies must not only take notice of the Constitution (Act No. 108 of 1996), but must have knowledge of the stipulations regarding governance of schools as stated in:

- 1 The South African Schools Act (No. 84 of 1996);
- 2 The Employment of Educators Act (No. 76 of 1998);
- 3 Circulars from the provincial education authorities;
- 4 The Labour Relations Act (Act No. 66 of 1995); and
- 5 The provincial Education Act that applies specifically to their institution.

The following are functions of all governing bodies as stated in section 20(1-11) of SASA and can be categorised as follows (Beckmann, 2002). All functions should be carried out in terms of the broader legal framework within which SGBs operate.

3.7.2.1 Compulsory functions

The SGB must:

- 1 Govern the public school (section 16(1))
- 2 Determine the admission policy of the public school (section 5(5))
- 3 Accept a code of conduct for learners (section 8(1) and 20(1)(d))
- 4 Adopt and function in terms of a constitution (sections 20(1)(b) and 18(1))
- 5 Promote the best interests of the school and strive to ensure its development through the provision of quality education to all learners in the school (section 20(1)(a)). (This provision could open up the way for an SGB to claim that nothing in a public school is put beyond their reach in SASA and that they could feel free to interfere in the professional management in the school. However, such an interpretation of this specific provision flies in the face of section 20(1)(e) which provides that the SGB must support the principal and other staff in the execution of their professional duties).
- 6 Develop the mission statement of the school (section 20(1)(c))

- 7 Determine times of the school day (section 20(1)(f))
- 8 Encourage parents, learners, educators and other staff members to render voluntary services to the school (section 20(1)(h))
- 9 Recommend to the principal head of department the appointment of educators and non-educators (section 20(1)(l-j))
- 10 At the request of the provincial head of education, allow the reasonable use under fair conditions of the facilities of the school for educational programmes that are not offered by the school (section 20(1)(k))
- 11 Take all reasonable measures within its means to supplement the resources provided by the state in order to improve the quality of education provided to all learners at the school (section 36)
- 12 Establish a school fund and administer it in terms of the directions issued by the provincial head of department (section 37(1))
- 13 Open and maintain a banking account (section 37(3))
- 14 Annually and in accordance with guidelines determined by the Member of the Executive Council of the province, prepare a budget which sets out the estimated income and expenses of the school for the following financial year (section 38(1)) and submit it to a meeting of parents (section 38(2))
- 15 Implement a parental decision on school fees (section 39(3))
- 16 Keep records of funds received and expended by the public school as well as of its assets, liabilities and financial transactions and prepare annual financial statements as soon as possible (section 42)
- 17 Appoint an auditor to audit the records and financial statements (section 43)

3.7.2.2 Discretionary (optional) functions

The SGB may:

- 1 Determine the language policy of the public school (section 6(2))
- 2 Suspend a learner (section 9(1))
- 3 Permit the reasonable use of the school's facilities for community, social and fund-raising purposes (section 20(2))
- 4 Join a voluntary association which represents SGBs of public schools (section 20(3))
- 5 Appoint educators and non-educators in addition to the official post establishment of the school (sections 20(4-5))
- 6 Issue rules for religious observance at the school (section 7)
- 7 Enforce payment of school fees through legal processes by parents who are liable for payment in terms of section 49 (Beckmann, 2002:7-8).

In addition to the functions that all SGBs have, there are also allocated functions which will be discussed in par 3.7.2.3.

3.7.2.3 Allocated functions of governing bodies

According to section 21(1-6) of SASA, 1996 (Act No. 84 of 1996), the following are the allocated functions of governing bodies. SGBs may apply to the HOD in writing to be allocated any of these functions.

- 1 To maintain and improve the school's property, and buildings and grounds occupied by the school, including school hostels, if applicable;
- 2 To determine the extra-mural curriculum of the school and the choice of subject options in terms of provincial curriculum policy;
- 3 To purchase textbooks, educational materials or equipment for the school;
- 4 To pay for services to the school; or
- 5 Other functions consistent with SASA and any applicable provincial law may also be given.

3.7.2.3.1 Relationship between the SGB and the principal

The Schools Act places obligations on the principal and other departmental employees regarding SGBs. For instance, the principal must co-operate with the school governing body with regard to all aspects as specified in the SA Schools Act, 1996 (see PAM, par 4.2). Section 19(2) of the Schools Act provides that the Head of Department must ensure that principals and other officers of the education department render all necessary assistance to governing bodies in the performance of their functions in terms of this Act.

The principal thus functions in two capacities: as SGB member and as principal or departmental employee. In practice the principal has to watch over the interests of the PED when operating as SGB member and also over the interests of the SGB when dealing with the PED. As professional leader, the principal has to do everything that can reasonably be expected of him/her to ensure that what the SGB and PED do is legal, fair, reasonable, permissible, etc. Bertelsmann (2000) says that the principal, like all other SGB members, must not be guilty of "gross negligence, recklessness or fraud in the execution of his or her functions."

The relationship between the principal and the SGB is to a certain degree defined by the fact that the principal is an *ex officio* member of the SGB (in terms of section 23(1) (b) of SASA).

The above seems to suggest that, in so far as the principal is a member of the SGB and has to provide it with the necessary support and assistance, he could be regarded as the SGB's representative or executive officer at the school (Conradie, 2000). This would only apply to matters falling within the competence of the SGB. It does not take away the fact that he is also a government employee and is delegated by the Provincial Head of Education to perform certain functions. Quite clearly, these comments do not contribute significantly to the definition and separation of the concepts "professional management" and "governance". They do, however, emphasise that the relationship between the SGB and the SG is extremely complex and needs to be addressed purposely by both parties to optimise the chances of harmonious SGB-SMT relationships. Of course the flip side to the coin is that the SGB must take all reasonable measures within its means to supplement the resources provided by the state in order to improve the quality of education provided to all learners at the school (section 36) (Beckmann, 2002:8-9).

3.7.3 Partnership with parents

In order to comply with the Constitution of South Africa, Act No. 108 of 1996 in terms of the right of everyone to basic education, SASA (Section 3(1)) stipulates that every parent must cause every learner for whom he or she is responsible to attend a school from the first school day of the year in which such learner reaches the age of seven years until the last school day of the year in which such learner reaches the age of fifteen years or the ninth grade, whichever comes first. This encourages parents to support the SGBs and to have an active interest in their children's work through active involvement in the school. If they are expected to help the SGBs to govern schools properly, parents should:

- 1 Attend meetings that the governing body convenes for them;
- 2 Ensure that children go to school. The Schools Act (section 3(1)) states that a parent must cause every learner for whom he/she is responsible to attend a school from the first day of the year in which such learner reaches the age of seven years until the last school day of the year in which such learner reaches the age of fifteen years or the ninth grade, whichever occurs first. Any parent, who, without just cause and after a written notice from the HOD, fails to comply with the above stipulation, is guilty of an offence and liable on conviction to a fine or to imprisonment for a period not exceeding six months;
- 3 Nurture a healthy school environment. Parents are to require their children to obey all school rules and accept responsibility for any misbehaviour of their children. They have to take an active interest in their children's work and extra-mural activities;

- 4 Create a supportive home environment to make it possible for their children to complete assigned homework and to establish a disciplined lifestyle for their children;
- 5 Pay school fees. Section 40 of SASA states that a parent is liable to pay the school fees determined in terms of section 39 unless or to the extent that he/she has been exempted from payment in terms of this Act;
- 6 See to it that they serve the SGBs as elected members
- 7 See to it that the school provides a high standard of education.

3.7.4 Partnership with non-educators

Non-educators must serve on the SGBs as representatives of their interest groups (section 23(2)). All stakeholders must participate in the activities of the school. The stakeholders have a say in the governance of the schools through their representatives on the SGBs.

3.7.5 Partnership with the community

A governing body stands in a position of trust towards the school (section 16(2)). The school is an integral part of the community and cannot be separated from it. Therefore all the problems faced by the school are integrally linked with the community. Parents and members of the community are often in the best position to know what their schools really need and what problems there are in these schools (Department of Education, 1997:5-6).

The following section deals with certain task areas regarding which the SGB must make sure the SGB is involved.

3.7.6 Certain task areas

3.7.6.1 Financial matters

Section 5(3) of SASA states that no learner may be refused admission to a public school on the grounds that his/her parent is unable to pay or has not paid the school fees determined by the SGBs under section 39. There is a need for SGBs to supplement resources, to enhance the quality of education within the schools. The South African Schools Act of 1996

gives unprecedented responsibility to SGBs by treating all schools equally and making parents primarily responsible for the education of their children through democratically elected structures (Business Day, 5 May 1998). To supplement the resources supplied by the State (section 36 of SASA) parental involvement could improve school conditions.

Subject to section 39(1) of SASA, school fees may be determined and charged at public schools only if a resolution to do so has been adopted by a majority of parents attending a meeting referred to in section 38(2) – a meeting called especially to consider the school's budget.

Section 39(2) stipulates that a resolution contemplated in subsection (1) must provide for:

- (a) The amount of fees to be charged; and
- (b) Equitable criteria and procedures for the total, partial or conditional exemption of parents who are unable to pay school fees.

Section 40(1) asserts that a parent is liable to pay the school fees determined in terms of section 39 unless or to the extent that he/she has been exempted from payment in terms of SASA. A parent may also appeal to the HOD against a decision of the SGBs regarding the exemption of such parents from payment of school fees. In terms of section 41 of SASA, SGBs may by process of law enforce the payment of school fees by parents who are liable to pay in terms of section 40.

According to section 42-43 of SASA, SGBs must do the following:

- 1 Keep records of funds received and spent by the schools and of their assets, liabilities and financial transactions;
- 2 As soon as possible and practicable, but not later than three months after the end of each financial year, draw up annual financial statements in accordance with guidelines determined by the MEC.
- 3 In terms of section 43(1), the SGBs of public schools must appoint a person registered as an accountant and auditor in terms of the Public Accountants and Auditors Act, 1991, to audit the records and financial statements referred to in section 42 (section 43:(1)).
- 4 The SGBs, as stated in section 43(5), must submit to the HOD, within six months after the end of each financial year, a copy of the annual financial statements, audited or examined in terms of this section.

3.7.6.2 Policies

With regard to the functions of the SGBs, members of these bodies have as a collective to determine and establish policies by which the schools are to be organised and controlled (Research Institute for Education Planning, 1998:1).

1 Admission policy

SASA directs that a public school must admit learners and serve their educational requirements without unfairly discriminating in any way (section 5(1)); Beckmann, Foster & Smith, 1997). The SGBs must adopt admission policies in line with the Constitution, SASA and Gauteng Department of Education policies.

2 Language policy

The SGBs of public schools are entitled but not compelled to determine language policies of the schools, provided that in implementing such policies they are not practising a form of racial discrimination (section 6 (1) and (3); Beckmann *et al.*, 1997).

3 Religious and conscience policy

Religious observances may be conducted at public schools under rules issued by the SGBs if such observances are conducted on an equitable basis and attendance at them by learners and members of staff is free and voluntary (section 7).

4 Code of conduct

The SGBs must, according to SASA section 8(1), adopt a code of conduct that sets out the responsibilities of the parents, learners and educators after consultation with other stakeholders of the school.

5 Curriculum

According to SASA section 21(1)(b) a governing body may apply to the Head of Department to determine the extra-mural curriculum of the school and the choice of subject options in terms of Provincial curriculum policy. The SGBs are to determine the curriculum choices for their schools within the framework of the Gauteng Department of Education. They may

determine curricula for extra-mural activities, times and timetables for their schools in accordance with the guidelines of the Gauteng Department of Education.

3.7.7 The SGB's responsibilities in summary: school attendance, code of conduct, admission, religious observances, age requirements and discipline of learners

According to section 3(1) of SASA, every parent must see to it that every learner for whom he/she is responsible to attend school from the first school day of the year until the last school day of the year when the child turns 15 years. This is the responsibility of each and every parent or guardian. In terms of common law and the Constitution Section 28 parents must provide their children with basic needs and SASA instructs them (parents) to pay school fees. The pitfall or weakness is that some parents do not have the time and capacity to supervise and monitor their children. Some parents come home at the weekends, fortnightly, monthly, quarterly, and some at awkward times. Family members, at times extended families, are responsible for the maintenance of children in the absence of their biological parents.

SASA does not say how parents must force learners to attend school from day one of the school calendar until the last day of the school year. Parents have parental power to force learners to attend school.

Section 10(1) of SASA asserts that no person may administer corporal punishment at a school to a learner. The Government has abolished corporal punishment and it no longer applies to public and independent schools. If the SGBs or even the combination of all stakeholders in consultation with each other agree to apply corporal punishment, they violate the learner's right as stated in section 10 of the Constitution. If they apply it, contravening the Act, that would be punishable by a court of law. The SGBs must know, in working with learners, that learners have the right not to be punished in a cruel manner as stated in section 12(1) of the Constitution (1996). The learner has the right to bodily and psychological integrity (section 12 (2)).

A governing body of a public school must adopt a code of conduct for the learners after consultation with the learners, parents and educators of the school (section 8(1) SASA). SGBs have to ensure that schools have a code of conduct, so that the schools can be effective in teaching and learning activities. The code of conduct deals with set rules and regulations as to what is to happen if learners violate the rights of fellow learners. The SGBs

are to make it clear to learners that a right carries with it an obligation. Failing to comply with such obligation carries punishment (section 8 (4-5)).

No learner may be refused admission to a public school on the basis that his/her parents are unable to pay or has not paid the school fees determined by the SGBs under section 39 of SASA or does not subscribe to the mission statement of the school or has refused to enter into a contract in terms of which the parent waives any claim for damages arising out of the education of the learners. The school's admission policy must not be in conflict/contrast with the Constitution because the Constitution and SASA state it clearly that no unfair discrimination may take place against any learner on the grounds that he/she failed to pay the school fees (SASA, Section 6). Only parents may be punished by process of law (section 41) (SASA) section 3(6) SASA

The SGBs may not administer any test related to the admission of learners to a public school or direct or authorise the principals of the schools or any other persons to administer such tests (section 5(2) SASA).

Religious observances may be conducted at a public school under rules issued by the SGBs if such observances are conducted on an equitable basis and attendance at them by learners and members of staff is free and voluntary (section 7). Section 15 of the Constitution (1996) guarantees the right to conduct religious observances at public schools provided such observances are not compulsory and are conducted on an equitable basis.

Any parent or any person who without just cause prevents a learner who is subject to compulsory attendance from attending a school is guilty of an offence and is liable to a fine or imprisonment (section 3(6) of SASA). The Act provides for education to be compulsory for learners from the year in which such learners reach the age of seven years until the last day of the school year in which such a learner turns 15 years or reaches the ninth grade, whichever comes first. The right of a learner to education cannot be taken away when the learner is expelled from school. In case of expulsion, the Head of Department must find an alternative place for an expelled learner who is of school-going age (Section 9 of SASA).

Section 4(1) of SASA asserts that a Head of Department may exempt a learner entirely, partially or conditionally from compulsory school attendance if it is in the best interest of the learner. This is fair discrimination.

The Minister of Education has the right to determine age requirements for the school entry of

learners or to different grades. The SGBs do not have the right to determine age requirements for learners in schools that they govern.

In disciplining the learners, the SGBs must follow the *audi alteram partem* principle (listen to the other side of the story) before arriving at a final verdict pertaining to the learner's wayward behaviour. In the code of conduct the SGBs are to make provision for due processes to safeguard the interests of the learners and any other party involved in disciplining proceedings (section 8(5) of SASA).

SGB members handling cases of learners involved in misconduct ought to be fair and unbiased in the matter in dispute. Before any disciplinary action is taken against any learner because of alleged misconduct or transgression of the school rules, there must be enough and concrete evidence that can justify disciplinary proceedings.

The information or allegations made against the accused learner are to be made available to the learner (section 32(1)(b)) as the learner has the right of access to such information to protect himself/herself. Sometimes it happens that, because of attitude, stereotype, bias or favour, SGBs may overlook the due process involved in disciplinary proceedings and undermine the rules of natural justice and act outside the limitations of their authority by acting beyond their powers.

3.8 CONCLUSION

One of the most important aspects of SASA is the involvement of parents in the SGBs. This gives expression to the partnership principle mentioned in the preamble to the Act. In terms of section 19(2) of the Act, principals must render all the necessary assistance to SGBs in the performance of their statutory functions.

Participative school management and governance that involves all stakeholders (parents, learners, educators, non-teaching staff, community leaders) has the best chance of success because everyone is seen as an important participant. The fact that parents must be the majority in the SGBs underlines the importance attached to the role of parents in SGBs.

The South African Schools Act reflects a meaningful and ambitious attempt to involve parents in public school governance on a scale not previously known in the majority of South

African schools. It would in any event be unreasonable to expect parents to make a meaningful contribution to the running of schools without awarding them a reasonable measure of control over their children. In some schools with parental involvement in school governance, the lack of understanding of their (governing bodies') do's and don'ts concerning their functions has provided grounds for dissatisfaction. The rationale for the establishment of SGBs was essentially to ensure that all stakeholders would actively participate in the governance and management of their schools with a view to providing better teaching and learning environments.

This chapter provides information about the origin of democratic school governance and how the SGBs are established in South Africa, the aims of establishing SGBs, the difference between school governance and school management, the principles underpinning governance of schools, the composition of governing bodies, school governance as a joint venture as well as their compulsory functions and allocated functions are outlined.

Chapter 4 deals with the relationship between the school principal and the School Governing Body and its effects on educators, learners, parents, non-educators and the community.

CHAPTER 4

THE RELATIONSHIP BETWEEN THE SCHOOL PRINCIPAL AND THE SCHOOL GOVERNING BODY (SGB) AND ITS EFFECT ON EDUCATORS, LEARNERS, PARENTS, NON-EDUCATORS AND THE COMMUNITY

4.1 INTRODUCTION

Educators, learners, parents, non-educators and the community are all interested in the way the school is governed and managed on a daily basis. The principal and the School Governing Body (SGB) have to communicate with them because each of these groups (educators, learners, parents, non-educators and the community) has different areas of interest. So, the relationship between the principal and the School Governing Body (SGB) is very important in order to ensure a smooth working relationship between all the above-mentioned stakeholders in a school.

4.2 THE POSITION OF THE PRINCIPAL

The South African Schools Act (1996) has radically changed the relationships between the principal and the School Governing Body. They have now been given regulated freedom and their areas of operation are now defined although there are grey areas. One may ask the following question: "What is the purpose of having a principal?" A principal is needed in a school in order to account to the public for better standards and quality teaching and learning (Farrell & Law, 1999:5). The assumption I have in this thesis is that a proper demarcation of duties and responsibilities between the principal and the SGB will help the principal to manage the school effectively and the SGB to govern the school properly.

Any organisation that has a particular purpose has to be managed and a school is no exception. In order to achieve its aims and objectives various people with responsibilities in the school have to plan, organise, lead and control. Leadership and management are part of the role of all principals. Leadership implies identifying direction, and sharing goals and persuading other people to work towards them. The principal as a leader is responsible for the overall direction and goals of the school (Canada South Africa Education Management Project (CSAEMP), 1999:56).

The term *manager* comes from the word *manage*. Management refers to the carrying out of responsibility together with accountability (Pritchard, 2001:83). It is the fostering of positive job-related attitudes by helping to create and sustain work contexts that are conducive to

high morale, job satisfaction and motivation (Wright, 2001:303). Management deals with co-ordinating, organising, maintaining, stabilising, realising, structuring, handling and setting of boundaries in an organisation (Sterling & Davidoff, 2000:13). Management can be defined as carrying out traditional management functions, namely, planning, budgeting, organising, staffing, problem solving and control (Rami née Shani and Lau, 2000:45). The principal as a manager is there to do the following:

- 1 getting things done through people, with the most effective use of all available resources;
- 2 setting of overall objectives, formulating policy and plans designed to achieve the objectives and establishing standards for measuring the activity that puts people and money to work in the production of goals and services;
- 3 planning the activities of the school in relation to its goals, procedures and the task of the personnel; and
- 4 planning, leading, co-ordination and evaluation (CSAEMP, 1999:56).
- 5 managing school finances in accordance with decisions made by the SGB;
- 6 making sure that the code of conduct is respected in the school, to maintain order and good behaviour;
- 7 dealing with complaints about individual staff members;
- 8 managing and supervising the work of staff;
- 9 deciding on teaching and learning activities during school hours; and
- 10 administering and organising the teaching and learning activities at the mission statement of the school as developed by the SGB (Gauteng Department of Education, 1997:7).

The principal and his/her staff are responsible for the professional management of the school, under the authority of the Head of Department (Joubert & Prinsloo, 1999:7). This means that there are matters that the SGB decides on, and other matters that the principal and the professional staff decide on. In general terms, management of the school refers to the day-to-day organisation of teaching and learning activities.

The principal and the educators are responsible for this. However, the areas of management and governance sometimes overlap. The difference in roles between principals and their staff and the SGB can sometimes be very difficult to decide on. The principal and the SGB must work as partners because the success of the school depends on their relationship. SGBs must know their functions and how they relate to the principal's functions (Gauteng Department of Education, 1997:6-7).

The main aim of having a principal in a school is to ensure that the school is managed satisfactorily and in compliance with applicable legislation and regulations as prescribed by SASA (1996). It is also to ensure that the education of learners is promoted in a proper manner.

One may also pose another question as follows: "What is the aim of having a school governing body in a school?" The next section will deal with the question why schools should have SGBs.

4.3 THE POSITION OF THE SCHOOL GOVERNING BODY

According to Squelch (in De Groof, Bray, Mothatha and Malherbe (1998:102), prior to 1994 governance (policy determination) and management (the day-to-day operation of a school) resided mainly in the principal, with minimal participation of other stakeholders (parents, educators, learners, non-teaching personnel, community leaders). The school principal has generally viewed the school as his or her domain, and has organised and managed the school according to his or her particular frame of reference and leadership style. The role of the SGB has largely been of a supportive nature with limited decision making powers.

In keeping with international trends, South African schools have also moved towards decentralisation of power. According to Squelch (in De Groof *et al.*, 1998:107) the South African Schools Act of 1996 brought about the School Governing Body (SGB) in schools. The purpose of having a School Governing Body amongst others was to increase the autonomy of schools, to curtail the principal's role of primary decision maker and to make parents and the community responsible and accountable to their schools, to reduce bureaucratic control and enhance shared decision making at local school level, to allow parent involvement on substantive issues that extend beyond the traditional fundraising activities and tuck-shop duties (De Groof *et al.*, 1998:107-111). The devolution of responsibility from education authorities to individual SGBs would be better in order to manage and govern the schools better so that the SGBs and the school principal could be held accountable (Farrell & Law, 1999:5).

SASA has now placed parents in a very strong position and SGBs have the power to influence decisions on fundamental issues, for example the religious policy, language policy, school budget, admission policy and discipline of learners. In terms of SASA, principals no longer occupy the role of primary decision maker. They (principals) are now members of SGBs, which are dominated by parents. The school reform legislation (SASA) challenged parents, educators, non-teaching personnel and community leaders to come forward through SGBs to help deal with problems affecting their children and their schools. When more collaborative forms of decision making are operative, all stakeholders contribute knowledge and gain deeper understanding about the reasons for decisions and their implied actions

(Bizar & Bar, 2001:238). According to Section 23(9) of SASA, the number of parent members must comprise one more than the combined total of other members of a governing body who have voting rights.

The SGB is there to make parents aware of their role of supporting their children's education pertaining to facilities and opportunities that they must provide at home (Conradie in De Groof *et al.*, 1998:86). Before the implementation of SASA in schools, parents often lacked information about their school activities and operations, had unclear understanding of their power, and were unwilling to express their preferences. According to Goldring and Sullivan (in Leithwood, Chapman, Corson, Hallinger and Hart, 1996:201), parents are often uncomfortable questioning professionals and the SGB may create opportunities for parental involvement and participation in school affairs. The introduction of SASA changed the political context for parental participation in schools. Schools can no longer meet the needs of learners in isolation from their communities.

4.4 FUNCTIONS OF PRINCIPALS AND SCHOOL GOVERNING BODIES

The principal serves as an ex-officio member of the SGB. Other members are parents, non-educators, educators, and, in secondary schools, learners. The SGB is a statutory body, and public schools are therefore obliged to establish (SGBs) for effective school governance. The subsection that follows deals with the principal's different roles compared to the SGB.

The democratisation of education includes the idea that all stakeholders like parents, educators, non-educators, learners and members of the community should be able to participate in the activities of the school. The right to education and the duty to transform education mean that all the above-mentioned stakeholders have new rights and responsibilities regarding the way schools are run.

According to Section 20(1) (a) of SASA, the governing body of a public school must promote the best interests of the school and strive to ensure its development through the provision of quality education for all learners at the school. The first and foremost duty of the principal and the SGB is to provide the best possible education for all learners irrespective of race, colour, creed, religion, age and gender. Parents as members of the SGB are often in a better position to know what their schools really need and what problems there are in those schools (SASA, 1996, section 20(1)). This is why parents in the SGB can play a meaningful role in the school. So, there must be a partnership between the principal and the SGB. The South African Schools Act, 1996 has made it a requirement that every public school must establish an SGB.

The principal should put into practice policies agreed by the SGB. The SGB is not supposed to take over the functions of the principal, but should support the principal. Instead, the SGB formulates policy that the principal must implement. This is necessary because in terms of SASA, Act No. 84 of 1996, section 16(1-3), the governance of every public school is vested in its governing body. A governing body stands in a position of trust towards the school (this means that the SGB must act in good faith towards the school). The professional management of a public school must be undertaken by the principal under the authority of the Head of Department. The principal must help the SGBs in carrying out their functions. When the SGBs formulate policies as well as when they are put into practice, the principal must help them (SGBs). It is necessary for the principal to help the SGBs because, in order for a school to run smoothly, there must be co-operation. The principal is there in a school to manage and the SGB is there to govern. Since all stakeholders (educators, learners, parents, community, non-educators) are represented on the SGB, all these groups have a direct voice in the formulation of policy (GDE, 1999:13).

The SGB members must know that the organisation and coordination of teaching and learning activities in the school is the direct responsibility of the principal. In turn, the principal must manage the school in accordance with the vision, mission and policies developed by the SGB. If both groups have a clear idea of this division of tasks, the two should work hand-in-hand effectively (GDE, 1999:13). The SGB has to know that all the stakeholders have a right to know what is happening in the school and should be consulted before policies are developed by the SGB. SGB members have two functions. They are full members of the SGB, and must work to achieve the goals decided on by the SGB.

They are also representatives of their respective groups, and are expected to communicate fully with the SGB on issues raised by their groups and to keep the SGB fully informed about the ideas and views of these groups. They must also report back to, and keep their groups informed of, the work of the SGB (GDE, 1999:13).

Members of the SGB have a difficult task because they are representatives of particular interest groups and official members of the SGB, for example, a school principal might be expected to serve the interests of educators and the Education Department at the same time. They must represent their groups effectively and still work as SGB members, even if the SGB makes decisions that do not suit one group or another. This double role can be difficult to maintain (GDE, 1999:13).

In the past, schools operated according to the policies and procedures laid down by the government. Principals were only responsible to the Department of Education for the things that happened in the school. Other stakeholders like parents, learners, non-educators, educators and the community had little or no say in the policies of the school. The new

system of school management and governance has allocated the functions of running the school to both the principal and the SGB (GDE, 1999:3).

This places a great deal of responsibility on the principal and the SGB. This means that there is a new pressure on both sides. For the SGB and the principal to work well together, they need to understand the functions which each have, so that conflict between the structures can be minimised. Each of these bodies must also make sure that it is performing its own tasks efficiently and promptly, according to the vision, mission and policies for the school developed by the SGB. The SGB must operate properly for the school to be successful (GDE, 1999:3-4).

The SGB must make sure that it sets an excellent example of commitment and efficiency to the principal. This is partly because the SGB makes the policy which governs the school, and partly because the school as a whole cannot function or develop properly if the SGB does not do its job properly. Any relationship problems between the principal and the SGB must be overcome and any conflicts should be resolved so that the school can make progress. It is the function of the SGB to make sure that the school and its welfare is more important than any other factor (GDE, 1999:4).

Now that each school is responsible for its own development and progress and the standard it sets, the function of the SGB is vital for the development of the school. It is also vital that the SGB work together with the principal to formulate policy together and ensure that the school runs well (GDE, 1999:3).

The principal cannot be the chairperson of an SGB because in terms of Section 23(1)(b), the principal is in the SGB in his/her official capacity (Department of Education, 1997:20). However, the easiest and quickest ways of finding out about a school is to ask the principal. The principal could give a report at each meeting of the SGB. In the report the following aspects could be included:

- 1 changes in learner numbers;
- 2 immediate problems and needs of the school;
- 3 issues being considered by the educators;
- 4 the school's achievements;
- 5 issues outside the school that affect it, for example, a noisy shebeen nearby during school hours and many aspects that have a direct influence on teaching and learning in the school (Interim Unit on Education Management Development, 1997:5-41).

The functional areas of the principal and the governance of the SGB sometimes overlap. The difference in roles between the principal and the SGB can sometimes be very difficult to decide on, but the principal and the SGB must work as partners. The SGB must know its functions and how the functions relate to the functions of the principal.

The following subsection will deal with examples where principals and SGBs work together on different aspects of the same matter (South African Schools Act, No. 84 of 1996, sections 16(1-3), 19(2), 20 and 21; Employment of Educators Act, No. 76 of 1998; Interim Unit on Education Management Development; GDE Manual for School Organisation; Personnel Administration Measures (PAM).

4.5 SUMMARISED FUNCTIONS OF THE PRINCIPALS AND THE SGBs

The following are the functions of the principal in a summary form:

4.5.1 Principal

The professional duties of the principal include:

- 1 professional management
- 2 controlling all correspondence
- 3 supervising staff and learner activities
- 4 notifying staff members about circulars (information)
- 5 inspection of buildings
- 6 record keeping of school activities
- 7 providing professional leadership
- 8 guiding, supervising and offering professional advice to staff members
- 9 ensuring equity of workload among staff
- 10 development of staff
- 11 teacher appraisal
- 12 class teaching
- 13 class teacher if required
- 14 supervising the assessment of learners
- 15 recruitment of staff
- 16 planning school functions
- 17 promoting extra and co-curricular activities
- 18 supporting and assisting the SGB
- 19 serving on the SGB

- 20 participating in community activities
- 21 co-operating and communicating with all stakeholders
- 22 liaising with the district/regional office, supplies section, personnel section, finance section, etc.
- 23 meeting parents
- 24 co-operating and communicating with universities, colleges and technikons
- 25 participating in departmental and professional committees, seminars, courses, meetings
- 26 contact with sports, social, cultural and community organisations
- 27 maintaining relationships with teacher unions or organisations
- 28 keeping under review the work and organisation of the school
- 29 evaluating the standards of teaching and learning in the school
- 30 ensuring the monitoring of learners' progress
- 31 maintaining good order and discipline (South African Schools Act, No. 84 of 1996, sections 16(1-3), 19(2), 20 and 21; Employment of Educators Act, No. 76 of 1998; Interim Unit on Education Management Development, 1997, Manual for School Organisation; Personnel Administration Measures (PAM).

The following section will deal with the functions of SGBs in a summary form.

4.5.2 School Governing Bodies (SGBs)

A governing body is elected to govern a school and it has powers and functions to perform. The following are functions of SGBs:

- 1 governing
- 2 developing the vision and mission statements of the school
- 3 supporting the principal, educators and other staff in performing their professional duties
- 4 recommending appointments of educators and non-educators
- 5 determining the time-table for the school day
- 6 developing policies, particularly religious, language and admission policies
- 7 promoting the interests of the school
- 8 supplementing resources supplied by the state
- 9 establishing a school fund and administering it
- 10 opening and maintaining a banking account
- 11 preparing a budget each year
- 12 determining school fees to be charged
- 13 implementing resolutions adopted at meetings especially if a resolution has been adopted by a majority of parents attending the meeting
- 14 enforcing the payment of school fees by parents who are liable to pay
- 15 keeping records of funds received and spent and its assets, liabilities and financial

- transactions
- 16 drawing up annual financial statements
 - 17 appointing a person registered as an accountant to audit the records and financial statements
 - 18 submitting to the Head of Department within six months after the end of each financial year audited annual financial statements
 - 19 making audited financial statements available for inspection by an interested person
 - 20 adopting a code of conduct for learners at the school
 - 21 encouraging all stakeholders (parents, non-educators, community, educators) to offer voluntary service
 - 22 carrying out all other functions given it by SASA or the Head of Department (HOD)
 - 23 convening meetings and keeping minutes of such meetings
 - 24 standing in a position of trust towards the school
 - 25 drawing up its own constitution
 - 26 appointing of educators and non-educators not on the official post establishment
 - 27 drawing up and amending a school development plan (South African Schools Act, No. 84 of 1996, sections 16(1-3), 19(2), 20 and 21; Employment of Educators Act, No. 76 of 1998; Interim Unit on Education Management Development, 1997, Manual for School Organisation; Personnel Administration Measures (PAM); South African Schools Act 84 of 1996 as amended by Education Laws Amendment Act 100 of 1997; Education Laws Amendment Act 48 of 1999 and Education Laws Amendment Act 53 of 2000 Section 20(1)(1-10)).

The Department of Education has now published a code of conduct with which SGB members must comply, and this code is meant among others to prevent SGB from interfering in the activities of other stakeholders.

4.6 SUPPORT ROLE OF THE PRINCIPAL CONCERNING ACTIVITIES AND OTHER TASK AREAS OF STAKEHOLDERS

From PAM it is clear that the principal must support other stakeholders in performing their functions.

4.6.1 Parents and the community

Principals can no longer simply wait for instructions or decisions from government. The pace of change and the need to be adaptable and responsive to local circumstances require that principals develop new skills and styles of working. They must be capable of providing leadership, and be able to interact with parents and the communities. They must be able to manage and support democratic school governance (DOE, 1996:14).

Support has to be built from the school up. In the majority of black township schools the lack of support by the principal or parents and community has led to a deterioration of teaching and learning. The 1996 changes to the system of school governance have resulted in school principals being unprepared for their new roles of involving parents and the community in their plans. In a large number of schools, communication between principals and parents have broken down as a result of the new roles principals must play of bringing parents on board and supporting them (DOE, 1996:18-19).

Furthermore, the virtual collapse of the culture of teaching and learning in many urban (township) schools has eroded the confidence of some principals. The following are some of the ways the principal has to deal with the parents and the community.

- 1 Establishing and maintaining the relationships with parents and the community.
- 2 Ensuring that each learner experiences continuity between the stages of education.
- 3 Representing the school to the outside world.
- 4 Seeing to it that parents are given necessary information and consulted when necessary (Gauteng Department of Education, 1998:61).
- 5 Helping parents and ensuring that their children attend school every day of the term, and helping them play an active role in supporting a positive learning environment at their child(ren)'s school.
- 6 Helping parents to promote the school (Research Institute for Education Planning, 1998:9).
- 7 Persuading parents to share power with him/her, rather than enforcing policies made elsewhere upon them.
- 8 Enlightening parents with regard to their roles and responsibilities (DOE, 1996:20).

The role of the principal is to encourage parents regarding the following:

- 1 Contributing to the development of a healthy, co-operative educational environment at home, in the community and at school.
- 2 Participating as individuals and as a collective in governance structures, especially in areas such as subject and career choices and the progress of their children at different stages of the education cycle.
- 3 Creating a home environment conducive to study.
- 4 Communicating with educators, learners and the school.
- 5 Acquainting themselves with their children's educators and cultivating a healthy, open and co-operative relationship with them.
- 6 Attending and calling for regular class and school meetings in order to keep them informed and updated about the school and its environment.

- 7 Having discussions with their children about general school matters in order to be informed about conditions in the school as well as to be informed about the views and concerns of their children (SADTU Journal, 1998:7).

An important idea behind SASA is to ensure that parents get involved in the education of their children, and democracy is brought to the local level. Previously, parents who served on governing bodies in school boards were often regarded as "puppets" of the principals. Most parents also did not want to participate in school matters, as they thought these issues were for those who were educated. In helping the parents, the principal will have to be sensitive to their educational levels and training will have to take place in languages they understand (Gauteng Department of Education, 1998:5).

The aim of the new system (SGB system) is to encourage all parents, not just those serving on governing bodies, to get involved in their children's schools. It is a constitutional right of all children to receive basic education, and by getting parents involved in their schools, they will develop a greater understanding of these rights (Gauteng Department of Education, 1998:5). According to Mr Themba Maseko, former Head of Department of Education (Gauteng), the involvement of parents and the community in schools is a precondition for the restoration of the culture of learning and teaching (Gauteng Department of Education, 1998:2).

The HOD must provide the newly elected members of the SGB with appropriate training and guidance and familiarity with democratic practice. He/she must impart to the SGB members skills of negotiation, consultation and accountability. He must ensure that the SGB is increasingly empowered to take major policy decisions for the school. He must supply the SGB with proposals, reports and position papers that will enable it to take decisions that create the best possible learning and teaching environment in the school

He/she must keep the SGB fully informed of national, provincial and local educational development and their implications. He/she must also involve the school's community in the process of change by focusing on active whole school development. He/she must be open, honest and accessible so that he/she can offer parents advice and criticise them without causing offence or discomfort.

The principal is looked on by the community to play a leadership role in many of the school's activities. He/she must encourage strong links between the school and the community. He/she must participate and assist with organising meetings of the school community, and make himself/herself available to parents in the afternoon).

In all the dealings with parents and the community, the principal must always try to play a

facilitating role, ensuring that his/her leadership empowers all participants.

The following subsection will deal with the role of the principal when dealing with educators.

4.6.2 Educators

The principal is both a manager and a professional leader. As manager of all school activities he or she has power to delegate tasks within the broad guidelines of education policy to educators to ensure effective task execution. The principal can contribute much towards the professionalism (to display only the best intentions towards members of the profession and the profession in general) of educators (Joubert & Prinsloo, 1999:7 and 11). The educator in turn, has a responsibility towards all the stakeholders (parents, learners, non-teaching personnel, community) in particular, to be prepared to accept the professional guidance of the principal, and to co-operate with him or her.

The role of the principal concerning the educators is, among others, as follows:

- 1 to create a programme of development for all educators by searching for the most effective and appropriate methods of teaching and learning
- 2 to organise and assist with their appointments
- 3 to plan for individual development and to lead educators
- 4 to maintain their records and to provide any necessary reports on their work
- 5 to assess educators' achievements and to organise systems of assessment of learner performance
- 6 to ensure that information is provided to educators on all aspects of the school
- 7 to deploy educators effectively in their fields of specialisation and make them experience and assume ownership of the school (GDE, 1997:2)
- 8 to ensure that all educators have access to advice and training appropriate to their needs, supervise them and participate in the educator appraisal system
- 9 to create a conducive learning and teaching environment and to interact cooperatively with educators
- 10 to help educators to develop competency in their fields and to be responsible for the school to provide effective education (Roos in De Groof, Mothatha and Malherbe (eds), 1998:132)
- 11 to encourage educators participate in professional bodies.

The principal's role concerning educators is challenging and demanding. He/she should also play a role in assisting educators to develop the following traits:

- 1 mutual respect
- 2 active participation in departmental and union forums
- 3 protecting and respecting the educational resources in their care
- 4 being open to constructive advice and criticism
- 5 developing respect for their jobs and therefore being punctual, of sober mind and body, enthusiastic and well-prepared
- 6 developing consultative structures in which the tension between educators' labour rights and their obligation to teach can be sensitively dealt with by all affected parties (SADTU, 1998:6-7).

Educators have to teach and they have to teach in a manner that respects the dignity and rights of all persons without prejudice to race, religious belief, colour, sex, physical characteristics, age, language, ancestry, sexual inclination or place of origin (SADTU 1998:6).

The following subsection will deal with the role of the principal when dealing with the non-educators.

4.6.3 Non-educators

According to Section 23(2) of SASA, elected members of the governing body shall comprise a member or members of each of the following categories:

- a) parents of learners at the school;
- b) educators at the school;
- c) members of staff at the school who are not educators; and
- d) learners in the eighth grade or higher at the school. According to me if non-educators are not actively involved in SGBs then the principal and the SGB may experience relationship problems as non-educators may be expecting the same treatment from the principal and the SGB.

The principal must play his/her role in assisting non-educators to serve on the governing bodies as representatives of their interest groups. He/she must also train them in their new roles as members of the SGB to participate in the activities of the school (Research Institute for Education Planning, 1998:5).

The following section will deal with the role of the principal concerning learners.

4.6.4 Learners

The principal's first job is to manage the education of the learners. The principal must play his/her role to assist learners to develop as individuals, as well as members of the community and society at large. Learning must involve the development of learners' all-around potential. Learners must strive to become active, independent and critical thinkers driven by self-discipline and motivation.

The principal must assist the learners to do the following (Research Institute for Education Planning, 1998:10-11):

- 1 to participate in decision making related to curriculum development, self, peer and educator evaluation and school performance
- 2 to form their own democratically-elected Representative Council of Learners (RCL)
- 3 to develop mutual respect between learners and educators, among learners themselves, among learners and their parents and members of the community
- 4 to attend school regularly and punctually
- 5 to undertake all work assigned by educators conscientiously and diligently
- 6 to avoid anti-social behaviour such as drunkenness, the use of drugs, assault, the carrying of dangerous weapons, vandalism to school property, the non-return of school textbooks, etc.
- 7 to adhere to the rules and regulations of the school, including grievance procedures
- 8 to tolerate different views relating to academic, social, cultural and political issues in the classroom, within the school and within the community (SADTU, 1998:5-6).
- 9 to be dedicated to their work
- 10 to be committed to their school work.

The principal must ensure that the needs, interests, abilities and stage of development of the learners are brought together with the curriculum and that learning takes place. He/she must provide for the most and least able learners in the school. There must be mechanisms in place to monitor the personal development of each learner (Ministry of Education, 1999:60). The principal must establish a philosophy of care for learners and maintain acceptable behaviour patterns.

The following section deals with how the principal must help the SGB in carrying out its functions/activities.

4.7 SUPPORTING THE SGB IN CARRYING OUT ITS FUNCTIONS

The principal must serve on the governing body of the school and render all necessary assistance to the governing body in the performance of its functions in terms of the South

African Schools Act, 1996 S. 19(2). He/she must co-operate with the SGB in maintaining the efficient and smooth running of the school (PAM: 3C-10). He/she must help the SGB to get information about its functions and how it can be of help to the school (Department of Education, 1997:17).

The principal must help the SGB to know the school, to understand its role, to participate in the work assigned to it, to improve its abilities, to promote the interest of the school (SASA, 1996 (s. 20(1) (a-m)), and not to use its position to get something for its own benefit (Department of Education, 1997:19). He/she has to see to it that decisions of the SGB are properly carried out in the school (Department of Education, 1997:44).

Neither the principals nor SGBs exist in a vacuum, and their interaction is crucial. The principal is responsible for school management that is, looking after the day-to-day running of the school but the SGB can function effectively only if the principal supports it in carrying out its functions. The principal can be of help to the SGB when drawing up its policies such as school policy, policy related to finance, policy related to school development and policy related to school management.

A brief explanation of what each of the above-mentioned policies entails follows below:

4.7.1 School policy

Principals need to craft school cultures that help set the foundation for change, and the role of the principal as an active and ongoing supporter of reform is critical to the success of SGBs (Datnow & Castellano, 2001:221). For principals to be effective at guiding change, they need to do many things, including to move from being managers of the past education system to facilitators of reform.

Here the principal must support and help the SGB with the following aspects:

- 1 drawing up a pregnancy policy to deal with pregnant school girls (the issue of pregnancies at school)
- 2 drawing up a constitution
- 3 determining language policy
- 4 determining religious policy
- 5 drawing up school rules
- 6 adopting a code of conduct for learners
- 7 adopting a code of rights and responsibilities for all
- 8 drawing up an admission policy
- 9 drawing up an HIV/Aids policy

- 10 developing the mission statement of the school
- 11 establishing committees (S. 30 (1)(a))
- 12 budgeting
- 13 drawing up a financial policy
- 14 establishing a school fund

(Gauteng Department of Education, 1997:3).

4.7.2 Finance policy

The financing of schools brings us face to face with fundamental questions about the nature of democracy and the society in which we live. The principal should help the SGB to consider whether or not the available money is being used effectively. The role of the principal can be the following in helping the SGB pertaining to finance policy, namely:

- 1 preparing a budget for the school
- 2 determining school fees
- 3 raising funds
- 4 opening a bank account
- 5 keeping records of income and expenditure
- 6 drawing up financial statements

(Gauteng Department of Education, 1997:3).

In a landmark judgement in regarding the Hoërskool Ermelo case (*SCHOONBEE AND OTHERS v MEC FOR EDUCATION, MPUMALANGA AND ANOTHER 2002 (4) SA 877 (T)*) (upheld on appeal), Judge Dikgang Moseneke treated the relationship between the SGB and principal in a way that could give direction to the way we think about their relationship (Beckmann, 2002). In terms of section 23(1) (b) of SASA, the principal is an *ex officio* member of the SGB. According to section 36 of SASA, the SGB must take all reasonable measures within its means to supplement the resources provided by the state in order to improve the quality of education.

Judge Moseneke wrestled, as he suspected Mr Ellis (Counsel for the Mpumalanga Department of Education) did in his submissions, with the notion that the principal has no executive role in relation to the SGB, on proprietary and financial matters of a public school. A careful look at the provisions of the Act, which are by no means replete or comprehensive, is enough to reveal that no specific duties relating to assets, liabilities, property, financial management are entrusted to or vested in the principal. The proper interpretation is to regard the principal as having a duty to facilitate, support and assist the SGB in the execution of its

statutory functions relating to assets, liabilities, property, financial management of the public school and also as a person upon whom specified parts of the SGB's duties can properly be delegated. On any of these interpretations the principal would be accountable to the SGB. It is the SGB that would hold the principal accountable for financial and property matters which are not specifically entrusted upon the principal by the statute (SASA).

The SGB is responsible for its own financial management. The principal has a duty to facilitate, support and assist the SGB in the execution of its statutory functions relating to financial management of the school and also as a person to whom specified parts of the SGBs duties can be properly delegated. It is the duty of both the principal and the SGB to have good relationship so that they can communicate at all times concerning school matters and their different roles and functions.

4.7.3 School development policy

The primary role of the principal is to see to it that teaching and learning takes place. Together with the SGB, the principal is to regulate the mode of living together within the school. The principal, together with the SGB should try to identify what is required for the school jointly. In drafting the school development policy, the principal has to help the SGB in doing the following:

- 1 developing the mission statement
- 2 drawing up the development plan
- 3 supporting and developing the staff members
- 4 seeking voluntary helpers when needed
- 5 establishing partnership with the community
- 6 interacting with other schools

(Gauteng Department of Education, 1997:3).

4.7.4 School management policy

The SMT is responsible for the management of the day-to-day administrative and instructional functions of the school by ensuring effective teaching and learning, and the efficient use of the school's human and material resources (Education Policy Unit (Natal), 1998:106).

Whatever management policy is put in place, it should carry the support of all the stakeholders (parents, educators, learners, and non-academic staff, and community). The

principal should be aware that school governance and school management are interrelated, interdependent concepts in the following ways:

- 1 School management reports on its activities to the school governing body in terms of the operationalisation and implementation of school policy, and the latter has to provide maximum support for the former to perform with maximum effect.
- 2 Poor school governance has negative implications for the school and the education of its learners as a whole, and the converse is also true in respect of poor school management. In other words, it is in the best interests of all the members of the school community to have a school that is well managed and well governed.
- 3 The key interest that is in the forefront of the decisions made by both the school governance body and school management is the betterment of the learners' education. Whatever school policies are formulated, adopted and implemented, the test for their relevance is whether, in the final analysis, they will:
 - i) create an environment conducive to learning;
 - ii) ensure the adequate supply and efficient utilisation of learning resources;
 - iii) lead to the improvement of qualitative educational outcomes so that the learners can derive maximum benefit (Education Policy Unit (Natal), 1998:106-107).

The role of the principal is to help the SGB in performing the following activities, namely:

- 1 looking after the school's property
 - 2 determining school hours
 - 3 deciding on the use of school property for other purposes
 - 4 interviewing staff members
 - 5 reporting to the school community
- (Gauteng Department of Education, 1997:3).

For education transformation to succeed, problems in schools must be dealt with by all parties involved (parents, educators, learners, non-educators, community) with the support of the principal (SADTU, 1998:5).

4.7.5 Helping the SGBs to understand aspects of their functions

The principal, in terms of Section 19(2) of SASA, has to render all necessary assistance to governing bodies in the performance of their functions helping SGBs to understand the following aspects:

- 1 the function of the SGBs will be to enhance the quality of education for all learners
- 2 the professional management of the schools falls within the ambit of the principal and his/her staff and school governance falls within the ambit of the SGBs
- 3 in setting up SGB structures, consideration must be given to addressing the imbalances of the past
- 4 every person must have the right to access all information held by the SGB of the school if such information is required for the exercise or protection of his/her rights
- 5 every learner and every educator has the right to freedom of association
- 6 every learner and each educator has the right to freedom of religion, belief, thought, speech, opinion and that education must promote a culture of tolerance
- 7 all learners must be protected from all forms of physical and psychological violence
- 8 no learner or educator must be unfairly discriminated against by the SGB on the grounds of race, colour, sex, gender, religion, culture, belief, language, class, conscience or disability, and
- 9 every person has the right to basic education and to equal access to schools (Gauteng Department of Education, 1997:14).

The next section deals with the effects of relationships of the principal and the SGBs on all the stakeholders.

4.8 EFFECTS OF THE RELATIONSHIP BETWEEN THE PRINCIPAL AND THE SGBs ON EDUCATORS, PARENTS, NON-EDUCATORS, LEARNERS AND THE COMMUNITY

The following table reflects the possible positive effects of a sound relationship between the principal and the SGB. It also reflects the possible negative effects of a poor relationship.

Table 4.1 Negative and positive effects of the relationship between the principal and the SGB on educators, parents, non-educators, learners and the community

Negative effects	Positive effects
- loss of enthusiasm by stakeholders	- increased enthusiasm
- poor working relationship between stakeholders	- good working relationships
- dysfunctional schools	- functional schools
- lack of communication between stakeholders	- good communication
- unregulated freedoms of operation	- regulated freedoms
- neglect of duty by stakeholders	- commitment to duty
- unacceptable behaviour by stakeholders	- acceptable behaviour
- ambiguous rules of operation	- unambiguous rules
- poor teaching and learning	- good teaching and learning
- licence for chaos	- order
- racial separation	- racial integration
- under-resourced	- well-resourced
- inadequate resources	- adequate resources
- unequal treatment of stakeholders	- equal treatment
- disregard of the law by stakeholders	- respect for the law
- lawlessness by stakeholders	- law and order
- lack of transformation	- transformation
- poor personnel allocation	- good personnel allocation
- unreasonable school fees	- affordable school fees
- buildings not well cared for	- buildings well cared for
- centralised power in schools	- decentralised power
- abuse of power by principal/SGB	- power well used
- unequal access to resources/school	- equal access
- poor governance	- good governance
- no joint decision- making	- joint decision- making
- poor management	- good management
- discrimination against stakeholders	- no discrimination
- protection of rights is absent	- protection is present
- disharmony between stakeholders	- harmony
- isolation of stakeholders	- integration
- lack of progress of stakeholders	- progress
- no consultation between stakeholders	- consultation
- undemocratic decisions taken	- democratic decisions
- individuality encouraged	- collectivity encouraged
- lack of capacity building of stakeholders	- capacity building present

- | | |
|--|--|
| - poorly attended meetings and workshops | - meetings and workshops well attended |
| - no leadership by principal/SGB | - visible leadership |
| - no management by principal | - visible management |
| - autocratic leadership | - democratic leadership |
| - hardliner by principal/SGB | - permissive |
| - lack of self-confidence by stakeholders | - self-confidence present |
| - lack of charisma by stakeholders | - full of charisma |
| - conflict rules between principal and SGB | - no conflict |
| - weak leadership by stakeholders | - strong leadership |
| - inappropriate rules | - appropriate rules |
| - neutral decisions | - decisions reflect considered views |
| - norms not adhered to | - normative |
| - dictatorship by principal/SGB on stakeholders | - participation |
| - demotivated | - motivated |
| - no communication skills by stakeholders | - communication skills present |
| - no role taking by stakeholders | - there is role taking |
| - no emulation of good behaviour by stakeholders | - emulation present |
| - no practical accomplishment by stakeholders | - practical accomplishment |
| - unfairness by principal/SGB/stakeholders | - fairness |
| - no mutual trust between stakeholders | - mutual trust |
| - fear of the unknown | - absence of fear |

(Greenberg & Baron, 1997:433-463; Gordon, 1991:54-103; Roy, 1983:70; Bush, Kogan & Lenny, 1989:69; South African Schools Act, Act No. 84 of 1996).

4.9 CONCLUSION

Schools are complex, unpredictable social organisations that are extremely vulnerable to a host of powerful external and internal influence. They exist in a vortex of government mandates, and pressures resulting from conflicting ideologies associated with school principals and the School Governing Bodies (SGBs) can harm their functionality.

SASA and other policy documents have given some assistance in understanding the interrelationship of functions of both the principal and the School Governing Bodies (SGBs) and their effects on all the stakeholders (educators, parents, non-educators, learners, community). Although there appear to be differences between the working areas of the principal and the SGBs, in reality they cannot carry out their functions in isolation. As a matter of fact, they have the same aims, goals and objectives for the school, namely effective teaching and learning. Therefore, they must work together as equal partners in carrying out

their functions. The principal forms the link between the school and the SGB and the success of the school will depend largely on the relationship he/she forms with the SGBs. The relationship between the principal and SGBs must be based on a shared vision, mission and goals. The principal must be aware that SGBs do not form part of the day to day running of the school, but it deals with governance. On the other hand, the principal must know that his/her duty is the organisation on a daily basis of teaching and learning activities and all the related functions that will support teaching and learning.

In some schools there appears to be a blurring of boundaries between the roles and responsibilities of principals and SGBs and this often leads to some tension at some schools. However, SASA compels all the stakeholders who have a vested interest in education to participate in shared decision making to improve teaching and learning.

In order to ensure effective teaching and learning in a school, there must be a sharing of power and responsibilities between the principal and the SGBs. The principal must ensure that planning and the professional management of the school occur. On the other hand, the SGBs must ensure that school policies are determined and carried out accordingly.

Principals and SGBs must support each other. Whether their relationship is cordial or not could have different effects on educators, parents, non-educators, learners and the community. Where the principal and the SGBs have a good relationship, the effects on all the stakeholders could be positive.

Where the relationship is not cordial, the opposite of positive effects could prevail, that is negative effects could result.

Chapter 5 will deal with data collection and interpretation.

CHAPTER 5

DATA COLLECTION AND INTERPRETATION

5.1 INTRODUCTION

The purpose of this chapter is to describe the methods and instruments used to collect, analyse and interpret data. The questionnaire (Annexure 2) consists of two sections. Section one deals with the biographical data of respondents. Section two contains statements about the management and governance of schools, of which the South African Schools Act of 1996 (SASA) forms the basis. Some of the statements describe the activities of both the principal and the School Governing Bodies' (SGBs) in the school. Some of the statements also deal with the relationship of the principal with all the stakeholders (parents, educators, learners, and non-teaching staff and community members).

In order to gather information on matters concerning the size and scope of the relationship problem between the school principal and the School Governing Body and views on management and governance, the activities of the principal and the SGBs, as well as the relationship of the principal with all the stakeholders (parents, educators, learners, non-teaching staff and community members), a questionnaire was sent to Gauteng secondary schools. A pilot questionnaire was undertaken at 2 schools in order to make the questionnaire more understandable. The pilot survey was aimed at determining whether the respondents were able to understand the questions on the questionnaire.

A literature study of education and labour law journals, books, government gazettes, circulars and newspapers was undertaken. In everyday language some concepts are not precisely explained and are clearly defined in literature. Empirical methods (survey and questionnaire) were also used to obtain more facts to enable the researcher to justify them scientifically.

The main aim of the data collection is to gather information regarding the working assumption that the size and scope of the relationship problem between school principals and School Governing Bodies can be determined.

5.2 DATA COLLECTION AND INTERPRETATION

Questionnaires

In line with the permission received in writing from the Education District of Education of Gauteng (Annexure 1), research questionnaires were distributed to twenty schools, principals, parents, learners, non-teaching staff, educators and community members who are members of the School Governing Bodies (SGBs) in Gauteng secondary schools (Soshanguve, Mamelodi, Atteridgeville and Tembisa).

A quantitative approach was used because it relies primarily on the collection of numerical data and it attempts to “test” my assumptions. It reduces measurement to numbers and attempts to avoid human bias whenever possible, by means of standardised questionnaires (see Annexure 2).

A questionnaire was used in this thesis because I wanted to obtain information about the thoughts, feelings, attitudes, beliefs, values, perceptions, personality, and behavioural intentions of the research respondents. The questionnaire was divided into two sections. Section 1 concerns biographical data. Section 2 deals with responses to statements regarding the management and the governance of schools.

A pilot survey was undertaken in order to make sure that the questionnaire is understandable. The data obtained from the pilot survey was not included in the research report because the main aim of the pilot survey was to test whether the respondents were able to complete the questionnaire correctly. The way the respondents answered the pilot survey questionnaire convinced me that the respondents understood the contents of the questions.

The questionnaires were collected and sent to the research consultants at the University of Pretoria (Department of Statistics) for capturing the data on the mainframe computer for analysis. The consultants assisted me with data capturing, analysis and interpretation.

A problem the respondents seemed to encounter was the meaning of the word “misappropriated”. 26% of the respondents are uncertain as to whether the school funds are misappropriated for non-educational purposes or not. In spite of what I did to make the questionnaire understandable, it became clear that the respondents did not understand the word “misappropriate”.

Validity and reliability

Validity is a judgement of the appropriateness of the interpretations and actions made on the basis of a test score or scores obtained from an assessment procedure. On the other hand, reliability refers to consistency or stability of data (Johnson & Christensen, 2000:100-107). Data integrity, that is, the condition of being whole and not divided, the quality of being honest and having strong moral principles was ensured by involving all the stakeholders in my data samples, the services of professional consultants from the Department of Statistics (University of Pretoria) and the use of a standardised questionnaire. I repeated certain questions and varied the wording to see if the responses would match. The basic aims of the Schools Act are to make education, especially schools better, more efficient and more just. The idea is to involve parents much more fully in school governance, enabling them to actively support schools. Because of the pressure put upon principals and educators to perform in schools, some of them were unwilling to assist and were suspicious of the real aim of the research questionnaire. Some viewed the research questionnaire as a witch-hunt which was about to reveal their weaknesses in management of the schools.

Return rate

76,5% of the distributed questionnaires were returned and usable, that is, 200 questionnaires were distributed and 153 were returned. The rest were destroyed, misplaced or not completed at all. As stated above, some of the principals appeared to be unwilling to complete the questionnaire because they were suspicious of the aim of the questionnaire. The distribution process was time-consuming and expensive. It took the researcher a very long time as he had to conduct negotiations before he could deliver the questionnaires. He also had to make appointments with the School Governing Bodies (SGBs) through the principal and at times directly with the SGB members before he could deliver the questionnaires. Some schools were far apart. Nevertheless, the return percentage (76,5%) can be regarded as a very good response. Responses are discussed in the rest of the chapter. The headings below follow the headings of the questionnaire.

5.3 Data

5.3.1 Roles played in SGBs

Table 5.1 depicts the role that principals, educators, parents, learners, non-teaching staff and co-opted members play in SGBs.

Apart from principals who are *ex officio* members of SGBs, the overwhelming majority of non-teaching members (100%) and co-opted members (100%) are simply members of the SGBs. 39% of educators are secretaries, 10% vice-secretaries and another 29% are treasurers. Those parents who are members in the SGBs form 43% and about 34% are chairpersons, 11% vice-chairpersons, 6% secretaries and another 6% as vice-secretaries. The overwhelming majority of learners (94%) act as members in the SGBs and it is strange to find that 6% of the learners act as vice-chairpersons. This is contrary to SASA, 1996, Act No. 84 of 1996 and the Gauteng School Education Act No.5 of 1996.

Table 5.1 The role that principals, educators, parents, learners, non-teaching staff and co-opted members play in SGBs

	Principal	Educator	Parent	Learner	Non-teaching staff	Co-opted members
Member	0%	20%	43%	94%	100%	100%
Principal	100%	2%	0%	0%	0%	0%
Chairperson	0%	0%	34%	0%	0%	0%
Vice-chairperson	0%	0%	11%	6%	0%	0%
Secretary	0%	39%	6%	0%	0%	0%
Vice secretary	0%	10%	6%	0%	0%	0%
Treasurer	0%	29%	0%	0%	0%	0%

Governing bodies are made up of individuals who have different levels of expertise and experience, and who have different reasons for being in the SGB. Schools that can draw on parents and community members as co-opted members with particular expert knowledge (e.g. accountants and lawyers) have a distinct advantage over schools that do not have these resources (De Groof *et al.*, 1998:111). It is significant that learners, non-teaching staff and co-opted members are not utilized effectively within SGBs. 6% of learners are utilised as vice-chairpersons and this is unacceptable and it can lead to learners, non-teaching staff and co-opted members to be demotivated.

5.3.2 Biographical data (all figures represent percentages) (Section 1 of the questionnaire)

5.3.2.1 Male or female (Item 5.3.1.1)

Figure 5.1 Gender

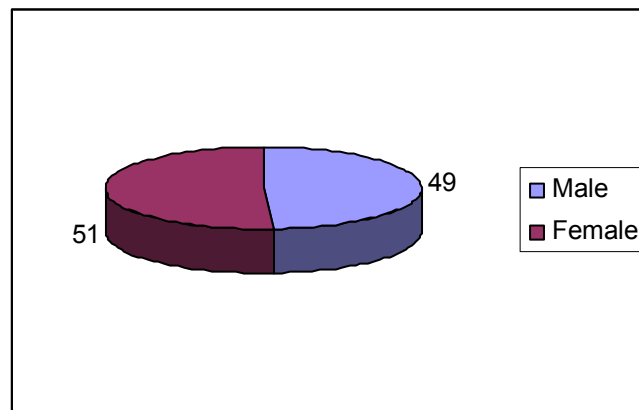


Figure 5.1 shows the gender of the respondents. The respondents consisted of more or less the same number of males (49%) and females (51%). The respondents included all the members of the School Governing Bodies (SGBs) who responded to the questionnaire, namely the principals, educators, learners, parents, non-teaching staff as well as the community members.

Table 5.2 Gender and position within the SGB

	Principal	Chairperson Vice - chairperson	Secretary Vice-secretary Treasurer	Total
Male	13 (33%)	10 (26%)	16 (41%)	39
Female	4 (9%)	11 (24%)	30 (67%)	45

Statistically there is a significant difference between the two groups, males and females. Males are still predominant in higher positions of authority. It appears as if male principals still dominate in schools as they did during the past regime, and women take up the subordinate positions. The number of male incumbents of vice-chairperson posts is 26% and that of females is 24%. In the case of secretaries or vice-secretaries the number of females (67%) exceeds the number of males (41%) significantly.

5.3.2.2 Experience in the SGB in years (Item 5.3.1.3)

Figure 5.2 Experience in the SGB in years

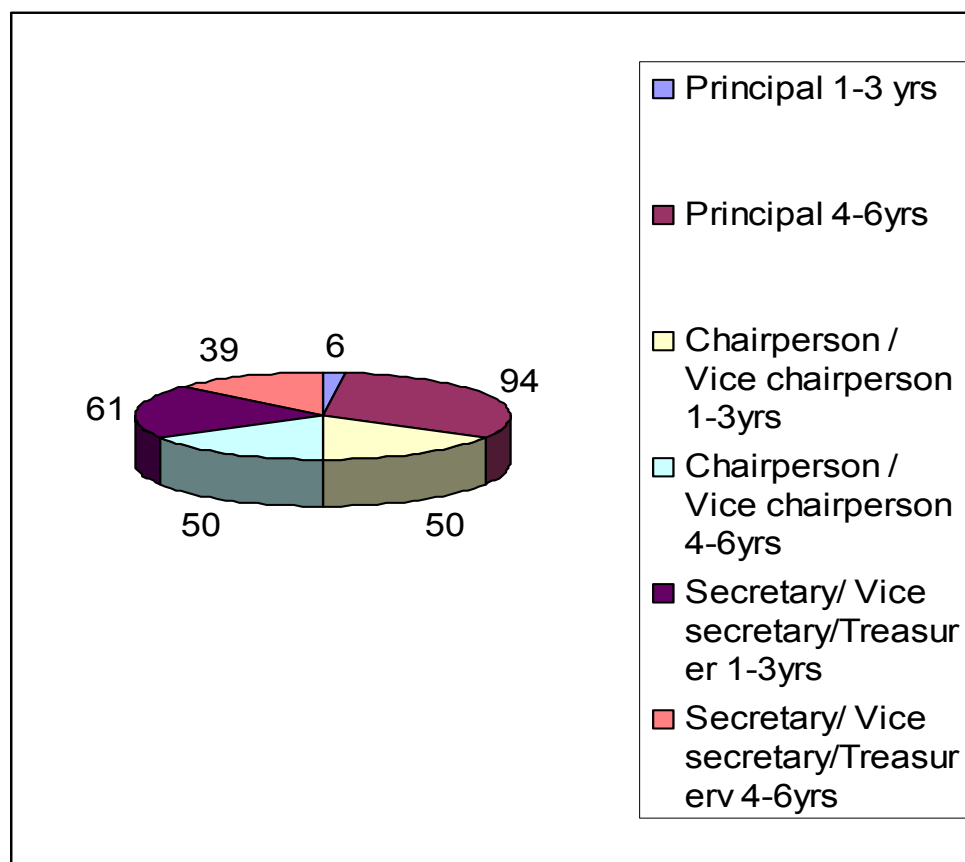


Figure 5.2 shows the experience of the respondents in the SGB. One respondent who is a principal had 1-3 years experience which makes up 6% of the principal respondents and those who had 4-6 years were 16 which makes up 94% of the principal respondents.

Chairpersons and vice-chairpersons who had between 1-3 years were 11 which makes 50%, and those who had experience of between 4-6 were also 11 which is also 50%. Those respondents who were secretaries, vice-secretaries and treasurers who had experience of between 1-3 years were 28 which make up 61%. Those who had experience of 4-6 years were 18 and makes up 39%. The total of the respondents which included those principals, chairpersons and vice-chairperson, secretaries, vice-secretaries and treasurers who had between 1-3 years is 40 makes up 50%. On the other hand, 45 had 4-6 years experience which makes up 50%.

The majority of the respondents appear to have had three years (30,00%) of experience in the SGBs. Those who have had less than 1 and 2 years experience were between 18.00 - 18,67% when the questionnaire was applied in 2001. SASA was implemented in 1997 and this implies that the respondents had enough experience of serving on SGBs to provide information that would help answer the research questions.

5.3.2.3 Membership of the SGBs (Item 5.3.1.4)

Figure 5.3 The membership of the SGBs

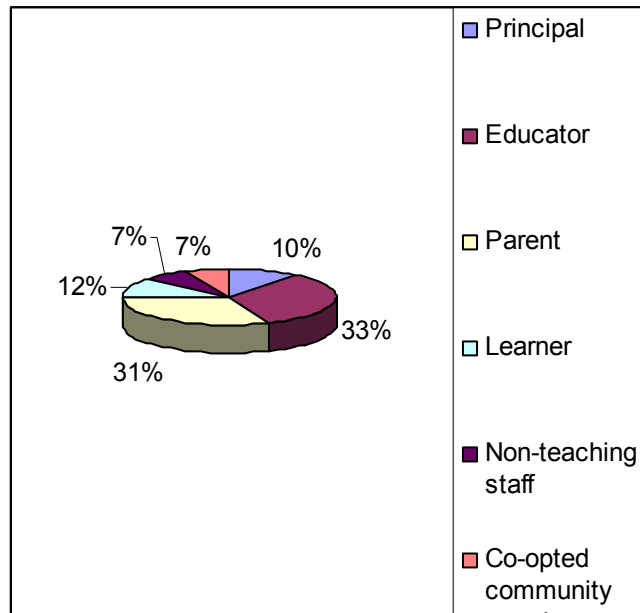


Figure 5.3 shows the opinions of the respondents about the membership of the SGBs. The majority of 64,05% of the respondents are parents and educators, respectively. This percentage correlates well with the idea of involving parents much more fully in school governance, enabling them to support principals actively in schools. The Schools Act is based on co-operative governance and partnership between all the stakeholders of which the parents are in the majority.

5.3.2.4 Qualifications (Item 5.3.1.5)

Table 5.3 Qualifications of members of SGBs

Qualifications	
Std 1 – Std 6	4.58%
Std 6 – Std 8	9.80%
Std 8 – Std 10	25.94%
M + 1	1.31%
M + 2	3.27%
M + 3	18.30%
M + 4	20.26%
M + 5	9.80%
M + 6	4.58%
M + 7	1.31%

Table 5.3 shows the qualifications of members of SGBs. M+1 refers to Matric plus one year training. The majority of the respondents have qualifications of between Std 8 - Std 10. This shows the qualifications of the respondents. Those people with higher education (above Std 10) are more than those with lower education (Std 10 and below). It seems to be fallacious to assume that SGB members are illiterate. SGB members are generally literate

The level of participation in the SGBs may be affected by the level of education and the skills the respondents may have. A chairperson who has fewer qualifications will have problems in conducting formal meetings. This may lead to conflict between the principal and the SGB in general and the chairperson in particular. In general, the members seem to have enough skills and training to serve their SGBs provided they receive the support to which they are entitled.

5.3.2.5 Training for the role and functions of SGBs (Item 5.3.1.6)

Figure 5.4 Training for the role and functions of SGBs

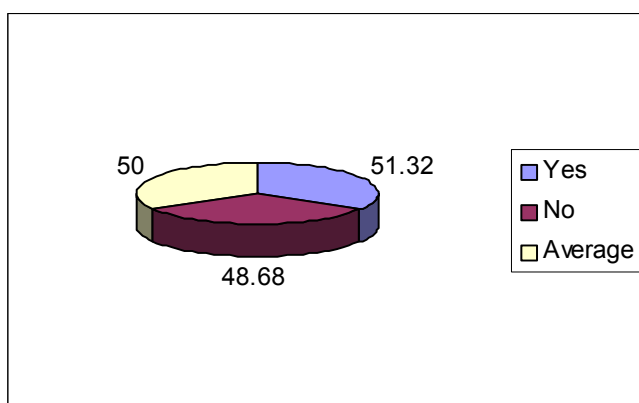


Figure 5.4 shows training respondents have had for the role and functions of SGBs. The number of respondents who had training for the role and functions of SGBs and those who do not, appear to be more or less the same. 51.32% are trained and about 48.68% are not. Fifty percent of the respondents being without training about the role and functions of SGBs, are a serious concern. According to SASA, Act No. 84 of 1996, Section 19(2) the Head of Department must ensure that principals and other officers of the education department render all necessary assistance to governing bodies in the performance of their functions. The HOD must also provide capacity building opportunities to all SGB members, when they are newly elected and on an ongoing basis. They are, however, not compelled to use such opportunities.

A study conducted by Hoberg (1993:160-161) found that the majority of principals, especially in black schools, lacked effective interpersonal communication, leadership and negotiation skills and thus were not only unable to effectively motivate parents to become involved in school affairs, but also unable to handle conflict in schools. It is therefore incumbent upon the education department to ensure that all school governance stakeholders are empowered with the necessary skills to ensure that schools are governed and managed effectively and efficiently. Democratic school governance becomes a reality through an inclusive and dynamic interaction of all stakeholders involved in the learning process.

5.3.2.6 Training for the role of learners in SGBs (Item 5.3.1.7)

Figure 5.5 Training for the role of learners in SGBs

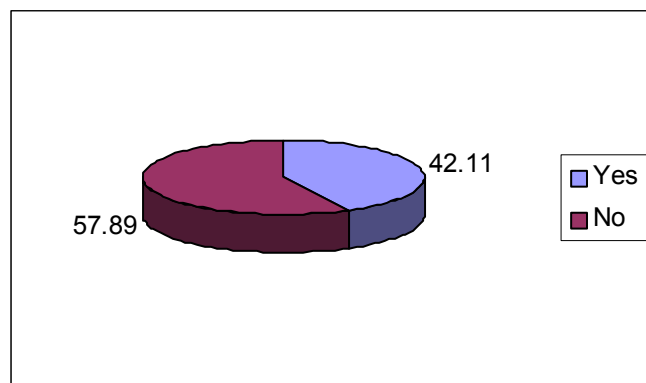


Figure 5.5 shows the training respondents have had for the role of learners in SGBs. The majority of the respondents (57.89%) appear to have had no training for the role of learners in SGBs. This may lead to the exclusion of learners in decision-making within the SGBs and justifies the researcher's suspicion of principals not involving learners in critical decisions of the SGBs.

In a school where there is a democratic SGB, all parties are equal and there is no reason to restrict the participation of learners. They are there, not as junior partners, but to deliberate on all policy decisions of school governance without any condition attached to their participation, except in cases which involve liabilities and contracts. 33,34% of the respondents who are SGB members are of the opinion that learners play no role in their schools.

The involvement of learners in SGBs could ensure that they are afforded an opportunity to participate collectively with parents and educators in the process of transforming the schools from instruments of oppression and exploitation to instruments of democracy, peace and justice. Active participation of learners could also remove suspicion and unnecessary

antagonism among the different stakeholders, thus improving the credibility and legitimacy of the SGBs and their decisions, by fostering greater cooperation and mutual respect among parents, educators, learners, principals and the community. The experience that learners gain through their participation in the SGBs can lead to schools becoming a fertile ground for training and building future leaders that could also serve the larger community. If a school involves learners in all its affairs, this can bring about an environment conducive to teaching and learning, which will have a direct and positive impact on the behaviour of learners and learning outcomes.

5.3.2.7 Training for the role of educators in SGBs (Item 5.3.1.8)

Figure 5.6 Training for the role of educators in SGBs

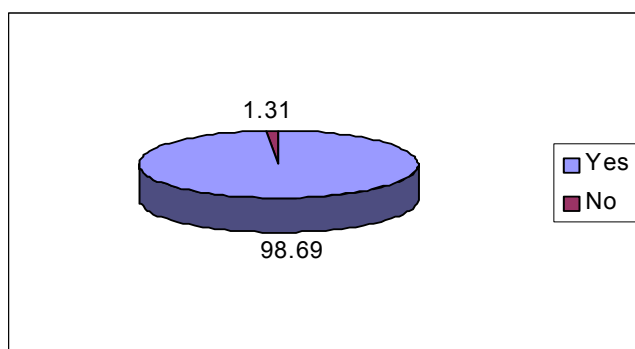


Figure 5.6 shows the training respondents have had for their role as educators in SGBs. The number of respondents who received training for the role of educators in SGBs is about 50.33% and those who did not is about 49.67%. On average, those respondents who are trained and those who are not trained for the role of educators in the SGBs are more or less the same (50%).

Educators can be of help within the SGBs because they know things about the school that parents and learners may not. They have different knowledge of the school because of their experiences. They can discuss the difficulties that they may face with the SGBs and develop a whole-school approach to support individual educators with pupils in their classes who experience difficulties. If the schools want to transform into learning organisations, their SGBs will encourage and support aspects that are important and meaningful to educators.

SGBs represent various stakeholders and as such need to be accountable to them and need to report to them on the status and condition of the school.

5.3.2.8 Is it important to have a principal in a school? (Item 5.3.1.9)

Figure 5.7 The importance of a principal in a school

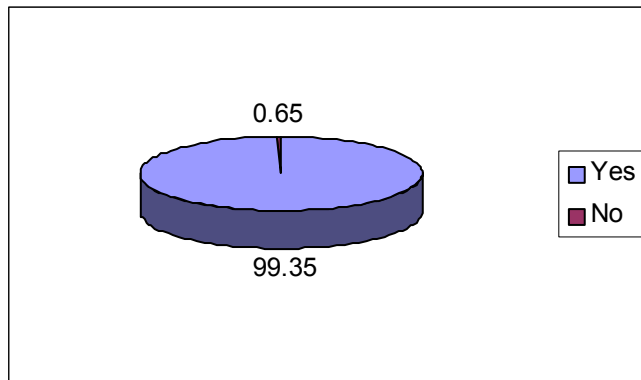


Figure 5.7 shows the opinions of the respondents about the importance of a principal in a school. In any organisation there must be someone to take the lead. The overwhelming majority (99.35%) of the respondents think it is important to have a principal in a school. As officers of provincial education departments, they must ensure that schools are managed in accordance with all applicable laws and financial regulations, as well as proper personnel and labour relations practices. It is therefore of vital importance that principals form an integral part of SGBs as they may have the necessary education to help parents in the SGBs to carry out their functions.

The principal is expected to work hand in hand with the SGB as part of the body. The teaching and learning activities are the responsibility of the principal. He/she should act in good faith (stand in a position of trust) towards the school (s 16(2) of SASA). In terms of sections 19(1) and 19(2) of SASA the principal must apply capacity building to SGBs in order for them to perform their duties properly. The duties and responsibilities of the principal may sometimes be individual and varied, depending on the approaches and needs of the school concerned. For example: it may be general administrative work, personnel management, teaching, extra and co-curricular, interaction with stakeholders and communication. According to section 20(1) (e) of SASA, Act No. 84 of 1996, the governing body must support the principal, educators and other staff of the school in the performance of their professional functions.

5.3.2.9 It is important to have a SGB in a school? (Item 5.3.1.10)

Figure 5.8 The importance of an SGB in a school

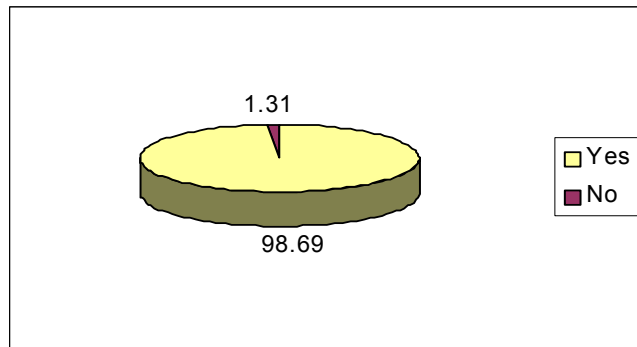


Figure 5.8 shows the opinions of the respondents about the importance of an SGB in a school. The overwhelming majority of the respondents (98.69%) are of the opinion that it is important to have an SGB in a school. The fact that parents must be in the majority in a governing body underlines the importance attached to their role.

It would in any event be unreasonable to expect parents to make financial contributions to the running of schools without awarding them a reasonable measure of control over how the money is spent as well as over other aspects of the education of their children.

Considerable powers are allocated to SGBs. Among other things, they decide on admission, religious and language policies, a code of conduct for learners and school times within the national and provincial frameworks. They are expected to control the schools' properties and buildings, and to support the work of the principals and educators in schools. Also, SGBs are expected to supplement the government funding of schools by raising money or charging fees with the aim of improving the quality of education at schools. The relationship between the SGB and the principal should be friendly so that the SGB can encourage parents, learners, educators and other staff at the school to render voluntary services to the school (Section 20(1) (h) of SASA, Act No. 84 of 1996). The overwhelming support for SGBs shows approval of the intentions of government regarding governance.

5.3.2.10 Is the SGB a democratically-elected structure? (Item 5.3.1.11)

Figure 5.9 Is the SGB a democratically elected structure?

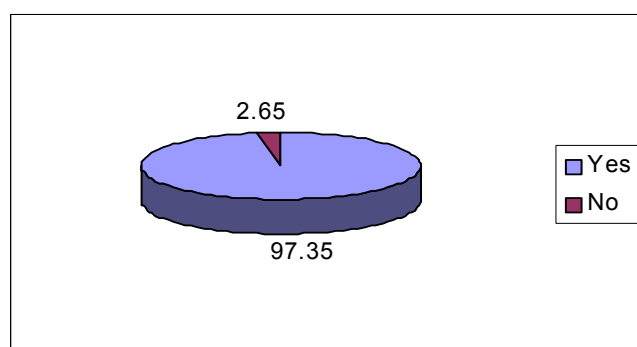


Figure 5.9 shows the opinions of the respondents on whether the SGB was democratically elected or not. In most schools, according to the respondents (97.35%), the SGBs are democratically elected by all the stakeholders, especially the parent component. It is of vital importance that the framework provided by the Schools Act is adhered to where SGBs are democratically elected, unlike in the past where the PTSA's were simply chosen by principals. The SGBs are now the regulated structures that operate within schools. Other parents who are not directly in the SGBs could then trust those parents who are chosen to represent them in the SGBs. Also refer to Figure 5.11 below (item 5.3.1.13) which refers to SGB members' knowledge of SASA.

5.3.2.11 The establishment of the SGB (Item 5.3.1.12)

Figure 5.10 The establishment of the SGB

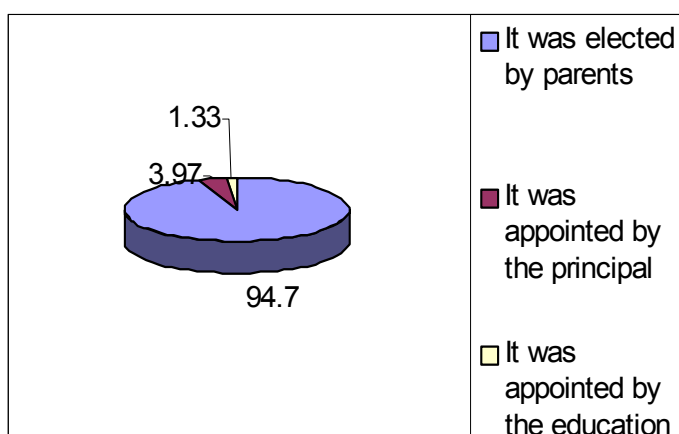


Figure 5.10 shows the opinions of the respondents about the establishment of the SGB. The democratisation of schools includes the idea that all the stakeholders (parents, educators, non-teaching staff, learners and community members) should be involved in the activities of the school. In most of the schools in Gauteng the SGBs are elected by parents. The fact that parents must be the majority in the SGBs, underlines the importance attached to their role. School governance in Gauteng schools has been transformed. It is no longer the prerogative of the principals to see to it that structures of governance are in place, but parents themselves are actively involved. The 3.97% of the respondents who are of the opinion that the SGBs in their respective schools were appointed by the principal have probably had situations where principals influenced some parents to elect members whom the principal wanted.

5.3.2.12 Knowledge of the SA Schools Act (Item 4.3.1.13)

Figure 5.11 Knowledge of the respondents of SASA

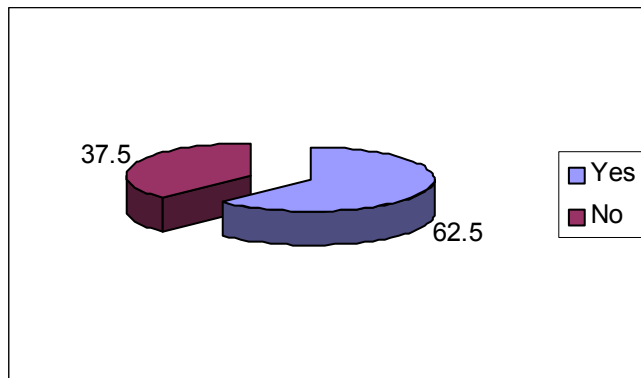


Figure 5.11 shows the knowledge of the respondents of SASA. The majority (62.50%) of the respondents do have knowledge of the SA Schools Act. It appears that one of the weaknesses of the SGBs is the lack of knowledge of the SA Schools Act. It will be difficult for the SGBs to make sure that the schools are run in the best interest of all the stakeholders (parents, educators, learners, non-teaching staff and community members) with a lack of knowledge of the SA Schools Act. If the existing SGB members do not have knowledge of the SA Schools Act when new members join or are co-opted, it is going to be more difficult for them to function because they will be joining a group of people who are not sure of their functions. The relationship between the principals and the SGBs is going to be a conflicting one throughout because of the lack of knowledge of SA Schools Act. The Act stipulates in no uncertain terms the work of the principals and the SGBs.

5.3.2.13 On what basis did you become a member of the SGB? (Item 5.3.1.14)

Figure 5.12 The basis on which respondents became members of the SGB

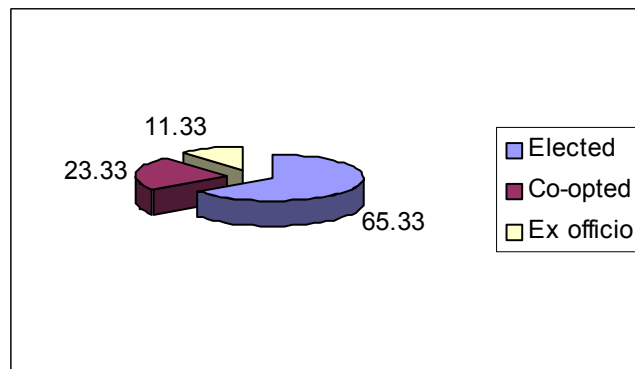


Figure 5.12 shows the basis on which respondents became members of the SGB. About 65.33% of the respondents were elected to be members of the SGBs, 23,33% were co-opted and 11,33% were ex-officio members in the SGBs. It appears that the number of members

who have been co-opted is a serious concern. If schools continue in this manner new members may be in the majority at the end of the term of the SGBs. Their lack of knowledge about SASA (Item 5.3.1.13) is a stumbling block to the effective functioning of the SGBs because of the lack of continuity.

5.3.3 Responses to statements regarding the management and governance of schools (Section 2 of the questionnaire)

This section contains statements regarding the management and governance of schools. Some of the statements also contain views regarding the relationship between the principals and the SGBs as well as the effects of the relationships. All figures represent percentages of respondents' responses. The responses to the statements will be classified under the key features of effective relationships, namely:

1. Collaboration;
2. Decision-making;
3. Trust;
4. Accountability
5. Empowerment

The items from the questionnaire will not be in sequence in which they appear on the questionnaire (see annexure 2). All the key features will not be discussed as they did not all produce significant data.

1. COLLABORATION

In a school where there is collaboration the principal and the SGB share information and decision making. They work together and their relationship is interdependent (Pounder, 1998:29). Interdependency creates the potential for conflict because people's intentions, goals, means and ideologies vary. All the items analysed below have been classified under collaboration for the purposes of this study.

5.3.3.1 The school has poor management (Item 5.3.2.10)

Figure 5.13 The school has poor management

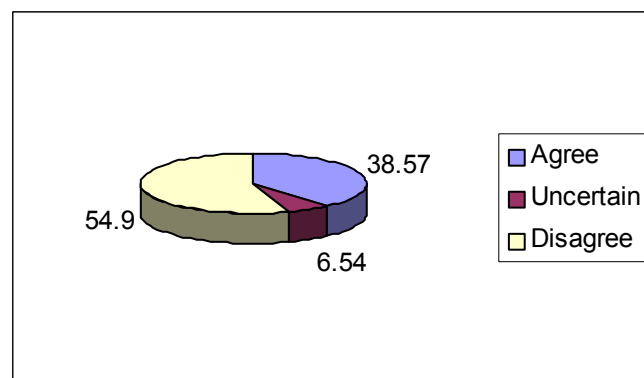


Figure 5.13 shows whether respondents believe the school has poor management or not. According to 38.57% of the respondents there is poor management in schools whereas 54.90% of the respondents are of the opinion that schools do not have poor management. More than 40% are uncertain whether schools have poor management. This suggests that some of the respondents do not understand what management is all about. According to 47% of parents schools have poor management, whereas 94% of principals disagree with them. The views of parents do not agree with those of principals and this can lead to conflict and relationship problems. It may be that principals are defending themselves about criticisms.

5.3.3.2 The SGB must help the principal, educators and other members to perform their functions (Item 5.3.2.25)

Figure 5.14 The SGB must help the principal, educators and other members to perform their functions

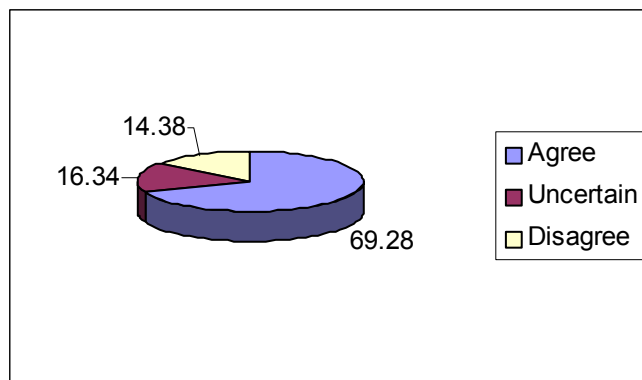


Figure 5.14 shows the opinion of the respondents whether the SGB must help the principal, educators and other members to perform their functions or not.

The overwhelming majority of the respondents (69.28%) are of the opinion that the SGBs must help the principals, educators and other members to perform their functions. About 16.34% of the respondents are uncertain concerning the above statement and only 14.38% of the respondents do not think that the SGBs must help the principals, educators and other members to perform their functions. The task of the SGBs is to help the school to maintain and to perform its task as efficiently and effectively as possible. There is a high uncertainty rate (16,34%) which suggests that some of the respondents do not understand the work of the SGB.

5.3.3.3 Educators play no role in school management (Item 5.3.2.27)

Figure 5.15 Educators play no role in school management

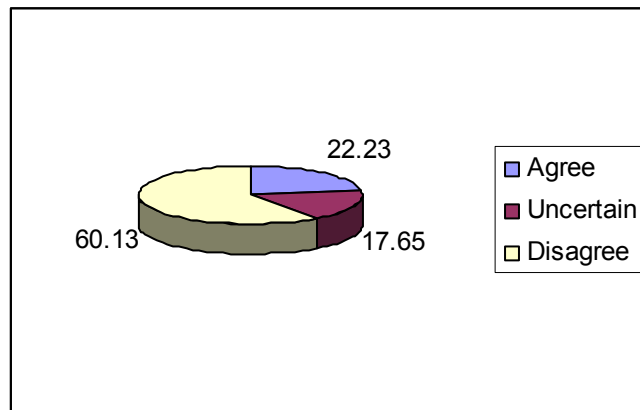


Figure 5.15 shows the opinions of the respondents whether educators play a role or not in the school management. 22.23% of the respondents are of the opinion that educators play no role in the schools' management, but the majority of the respondents (60.13%) do believe that educators play a major role in the schools' management. 17.65% of the respondents are uncertain of the role of educators in the schools' management. This is an indication that some of the respondents do not know that the SGB's composition also involves educators. There is a need for the stakeholders (parents, educators, learners, non-teaching staff, and community members) to be made aware of the provisions of the SA Schools Act, 1996 (Section 23 (1-12)).

5.3.3.4 The principal treats parents badly (Item 5.3.2.28)

Figure 5.16 The principal treats parents badly

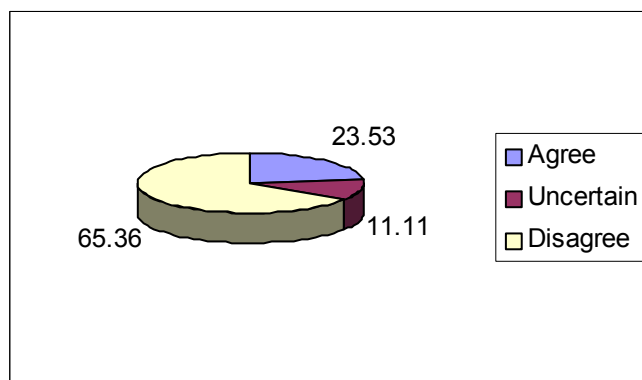


Figure 5.16 shows the opinions of the respondents on how the principal treats parents. According to 23.53% of the respondents some of the principals in Gauteng schools treat parents badly. This may be the result of some principals not attending to parents who come to schools or who treat them indifferently during parent meetings. About 65,36% of the respondents are of the opinion that principals do not treat parents badly as is alleged by

some of the 23.53% of the respondents. Those of the respondents who do not want to agree or disagree with the above statement comprise 11.11%. This is an indication that in some schools the relationship between the principal and the SGBs is poor due to the fact that some principals (23.53%) treat parents badly. According to 31,3% of the parent respondents principals treat parents badly in their schools, whereas 100% of the principals disagree with them. The views of parents and principals differ significantly. Principals may either not know that they are treating parents badly or they may refuse to accept blame for problems.

5.3.3.5 The SGB must support the principal in performing his/her professional functions (Item 5.3.2.30)

Figure 5.17 The SGB must support the principal in performing his/her professional functions

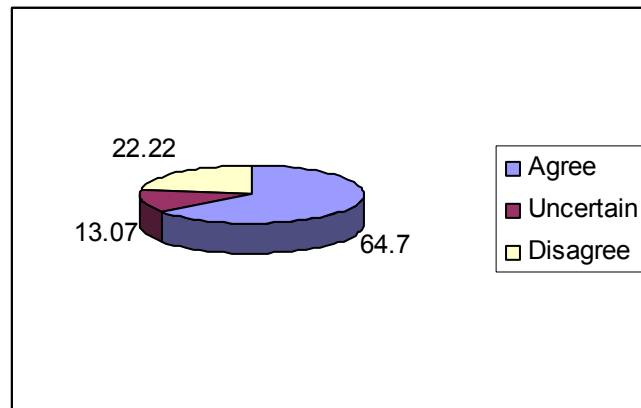


Figure 5.17 shows the opinions of the respondents on whether the SGB must support the principal or not in performing his/her professional functions. About 64.70% of the respondents concur with section 20(1) (e) of SASA where it says the SGBs must support the principal, educators and other staff of the school in the performance of their professional functions. Those respondents who do not concur with the above statement are 22.22% and those who are uncertain, 13.07%. The SGB can discuss the matter with the principal and give him/her support and advice (Gauteng Department of Education 1997:8). The SGB can only provide ideas and opinions to help the principal with school management.

65.8% of educator respondents, 100% of principal respondents, 91% of parent respondents, 37,5% of learner respondents, 42,8% of non-teaching staff respondents, and 100% of co-opted community members are of the view that SGBs must support the principals in performing their professional functions. Those of the respondents who are of the view that SGBs must not support the principals in performing their professional functions are 34,2% of educators, 9% of parents, 62,5% of learners, 57,2% of non-teaching staff and 0% of co-opted community members. The opinions suggest that there is a sound basis for co-operation between principals and SGBs.

It is of concern that 35,29% of the respondents do not know or are uncertain about this crucial function of SGBs. It is, however, noticeable that 100% of the principal members and 91% of parent members (the majority) understand this vital function.

5.3.3.6 The SGB need not promote the interest of the school because that function belongs to the Education Department (Item 5.3.2.36)

Figure 5.18 The SGB need not promote the interest of the school because that function belongs to the Education Department

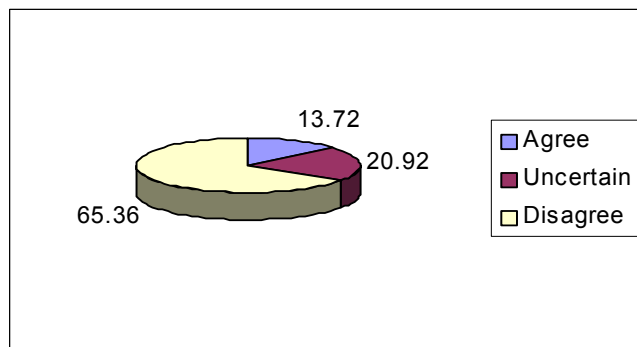


Figure 5.18 shows the opinions of the respondents on whether the SGB need to promote the interest of the school or not. According to 65.36% of the respondents there is a need for the SGBs to promote the interest of the schools. Those who are uncertain about the above statement (item 4.3.2.36) comprise 20.92% of the respondents. Section 20(1) (a), SASA, the SGBs must promote the best interests of the schools and strive to ensure the development through the provision of quality education for all learners at the school. The fact that 65,35% of the respondents disagree with the statement suggests comprehension of and support for the basic tenet of SASA that schools belong to the community that needs to accept co-responsibility among others for funding schools.

5.3.3.7 Ambiguous rules are found where the SGB and the principal oppose one another (Item 5.3.2.47)

Figure 5.19 Ambiguous rules are found where the SGB and the principal oppose one another

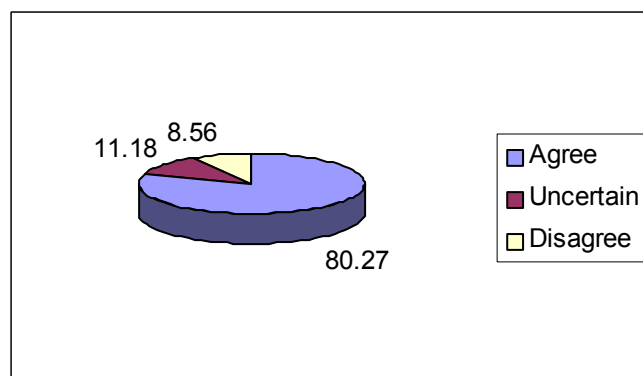


Figure 5.19 shows the opinions of the respondents on what type of rules are found where the SGB and the principal oppose one another. According to the overwhelming majority (80.27%) of the respondents, ambiguous rules are found where the SGBs and the principals oppose one another. Ambiguous rules can ultimately lead to unnecessary conflicts in schools.

5.3.3.8 Parents play no role in the school (Item 5.3.2.52)

Figure 5.20 The role parents play in the school

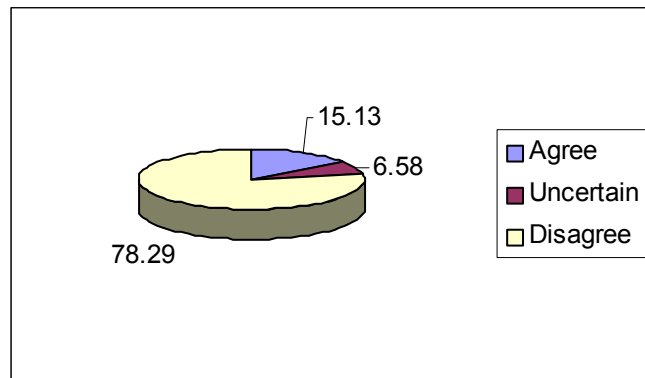


Figure 5.20 shows the opinions of the respondents about the role played by parents in the school. The overwhelming majority of the respondents (78.29%) do not concur with the above statement (item 5.3.2.52) which says parents play no role in the schools. Parents form the core of any SGB structures in any public school in Gauteng. Also see section 24(1) (a) and section 23(1-12) and section 24(1) (a) of SASA. The opinions are in line with the government’s philosophy of parent involvement in, and contributions to, school governance.

2. DECISION-MAKING

Decision-making is closely interwoven with all management activities. It cannot be limited to a particular stage or phase of planning since decisions are made when determining goals, fixing policy and during problem solving Decision-making is the identification, the evaluation and choosing of alternatives in terms of goals sought.

5.3.3.9 The SGB must always dictate terms to the principal

Figure 5.21 The SGB must always dictate terms to the principal

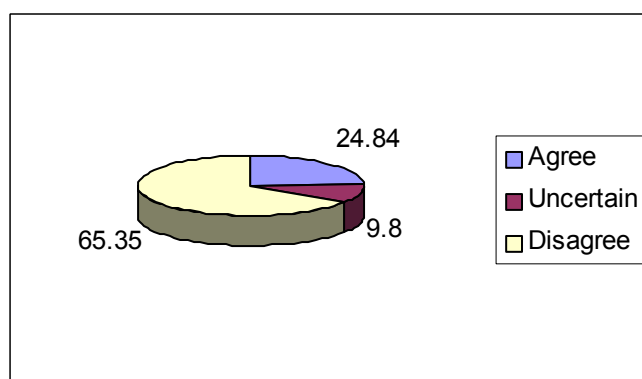


Figure 5.21 shows the opinion of the respondents on whether SGBs must always dictate terms to the principal or not. 65.35% of the respondents do not concur with the statement that the SGB must always dictate terms to the principals. In terms of Section 20(1) (e) of SASA the SGBs must not dictate terms to the principals but must support them in the performance of their professional functions. Those respondents who think the SGB must dictate terms to the principal comprise 24.84%. This percentage appears insignificant, but it is nevertheless one in four governors and this assumption may cause conflict in the relationship between the principal and the SGB. The SGB must not dictate terms to the principal but must decide what to do about problems which may make teaching and learning in schools difficult. Because schools are different and unique, SGBs will be dealing with different problems, but every SGB must perform the functions and duties stipulated by law (SASA). The powers of SGBs should reflect their capacity to render effective and meaningful service. The SGBs must be made aware that the professional management of schools falls within the ambit of the principals. 96,4% of parent respondents are of the opinion that SGBs must always dictate terms to principals, and 100% of principal respondents do not agree.

5.3.3.10 The principal always dictates terms to the SGB (Item 5.3.2.8)

Figure 5.22 The principal always dictates terms to the SGB

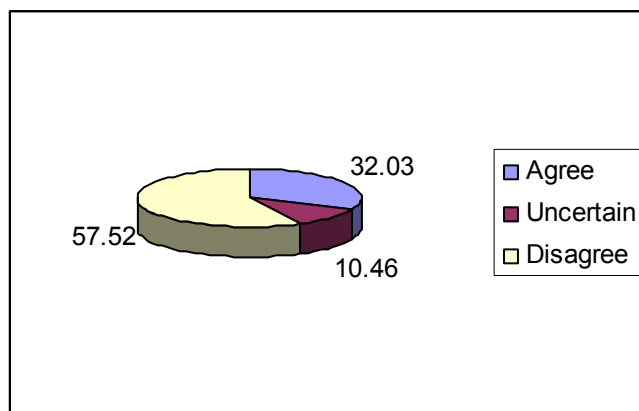


Figure 5.22 shows the opinion of the respondents on whether the principal always dictates terms to the SGB or not. Those respondents who say the principals do not always dictate terms to the SGBs constitute about 57.52% and those who say the principals always dictate terms to the SGBs 32.03%. Members of SGBs have to know their schools and work jointly with the principals. The percentage of respondents who are of the opinion that principals always dictate terms to the SGBs is a point of concern. There must be mutual agreement and consensus between the principals and the SGBs. The principal and the SGB must sometimes compromise for the sake of teaching and learning to occur at schools. All the stakeholders (parents, educators, learners, non-teaching staff and community members) must all accept their responsibilities to make the schools work. The relationship between the

principals and the SGBs is not going to be healthy if principals dominate the SGBs in all affairs.

39, 87% of the respondents are of the opinion that principals dominate SGBs in all affairs. 100% of the principal respondents disagree that principals always dictate terms to the SGBs. 41% of educator respondents are of the opinion that principals do not always dictate terms to the SGBs. On the contrary, 59% of the same educator respondents are of the opinion that principals do always dictate terms to the SGBs. 79% of the parent respondents and 71% of the non-teaching staff respondents are of the opinion that principals always dictate terms to the SGBs. Only the parent components (11%) and the learner components (19%) are uncertain whether principals always dictate terms to the SGBs or not. The principals do not think that they dominate the SGBs but the other respondents think so. All other stakeholders believe that principals dictate terms to SGBs and the principals do not believe this. This difference of opinion may lead to conflict.

5.3.3.11 The principal displays weak leadership (Item 5.3.2.4)

Figure 5.23 The principal displays weak leadership

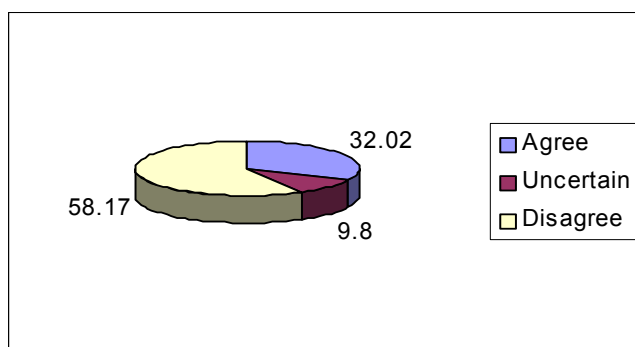


Figure 5.23 shows whether the respondents are of the opinion that the principal displays weak leadership or not. 58.17% of the respondents are of the opinion that the principals do not display weak leadership in the schools in which they are responsible. 32.02% of the respondents feel the principals display weak leadership. The 32.02% is a concern, as weak leadership by principals will impact negatively on the role principals should play regarding SGBs. 87,8% of educator respondents, and 83,5% of parents are of the view that principals display weak leadership. 100% of principal respondents do not believe that they display weak leadership. This difference of opinion may lead to conflict. It is part of a pattern that principals and parents have diametrically opposed views regarding aspects of the functioning of SGBs, which fact may explain an apparent inability on the parts of SGBs to meet their objectives (also see figure 5.31).

5.3.3.12 Poor management by the principal is the cause of a dysfunctional school (Item 5.3.2.35)

Figure 5.24 Poor management by the principal is the cause of a dysfunctional school

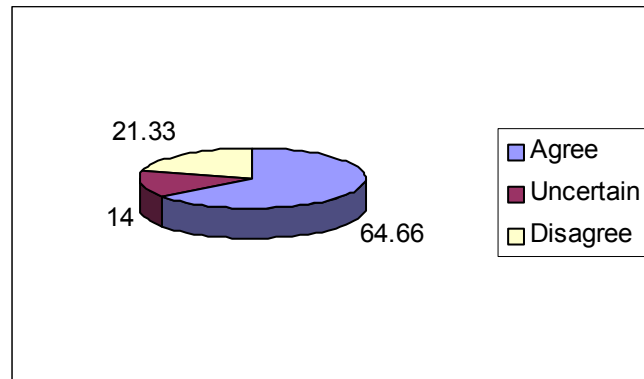


Figure 5.24 shows the opinions of the respondents on whether a dysfunctional school is caused by poor management by the principal or not. 64.66% of the respondents concur with item 4.2.2.35 that poor management by principals is the cause of dysfunctional schools in Gauteng. Dysfunctional schools cannot function properly. There is always tension between the SGBs and the principals as far as their relationship is concerned. The SGBs may find themselves at loggerheads with the principals when trying to give him or her the best possible solution to a problem. The struggle between the principals and the SGBs will ultimately lead to dysfunctional schools.

12% of principals, 95% of educators, 43,7% of learners, 86% of non-teaching staff, and 100% of co-opted community members are of the opinion that poor management by the principal is the cause of a dysfunctional school. On the other hand, 88% of principals, 5% of educators, 56,3% of learners, 14% of non-teaching staff and 0% of co-opted community members are of the opinion that poor management by the principal is not the cause of a dysfunctional school. We can infer that $\pm 80\%$ of the respondents are of the opinion that poor management by the principals is the cause of dysfunctional schools in Gauteng. Principals always see themselves as good managers whereas other stakeholders think principals are managing schools poorly. This difference of opinion may lead to conflict.

5.3.3.13 Poor governance is the cause of a dysfunctional school (Item 5.3.2.43)

Figure 5.25 Poor governance is the cause of a dysfunctional school

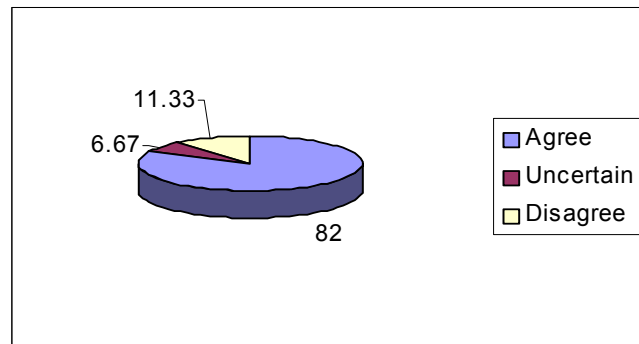


Figure 5.25 shows the opinions of the respondents on whether poor governance is the cause of a dysfunctional school or not. Also refer to figure 5.24 which deals with the management of schools by principals. According to the overwhelming majority of the respondents (82.00%) poor governance is the cause of dysfunctional schools. Poor governance can easily lead to a situation where teaching and learning cannot take place. The SGB has overall responsibility for the school because it has to make sure that everything in the SA Schools Act is carried out and that school policies are properly drawn up (Department of Education 1997:44).

94,1% of principals, 92,6% of educators, 56,2% of learners, 85,7% of non-teaching staff, and 100% of co-opted community members are of the opinion that poor governance is the cause of a dysfunctional school. Parents appear to be concerned about poor governance. On the other hand, 5,9% of principals, 7,4% of educators, 43,8% of learners, 14,3% of non-teaching staff and 0% of co-opted community members are of the opinion that poor governance does not cause dysfunctional schools. We can infer that $\pm 90\%$ of the respondents view poor governance as the cause of a dysfunctional school. Poor management and poor governance are seen as causes of dysfunctional schools. 88% of principal respondents do not view poor management as a cause of dysfunctional schools instead they (94,1% of principal respondents) view poor governance as a problem. On the other hand, 100% of parent respondents view poor management as a cause of dysfunctional schools. The different views of parents and principals concerning the cause of dysfunctional schools can lead to conflict and effectively cripple the functioning of SGBs.

5.3.3.14 Good management occurs where the relationship between the SGB and the principal is cordial (Item 5.3.2.50)

Figure 5.26 Good management occurs where the relationship between the SGB and the principal is cordial

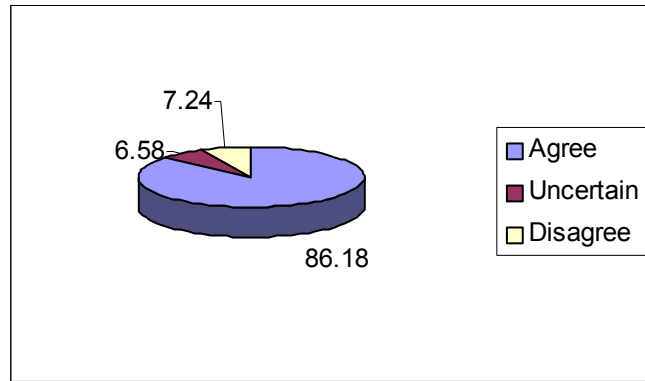


Figure 5.26 shows the opinions of the respondents about the level of management where the relationship between the SGB and the principal is cordial. According to 86.18% of the respondents good management occurs where the relationship between the SGBs and the principals is cordial.

5.3.3.15 Parents play no role in the school (Item 5.3.2.52)

Figure 5.27 The role parents play in the school

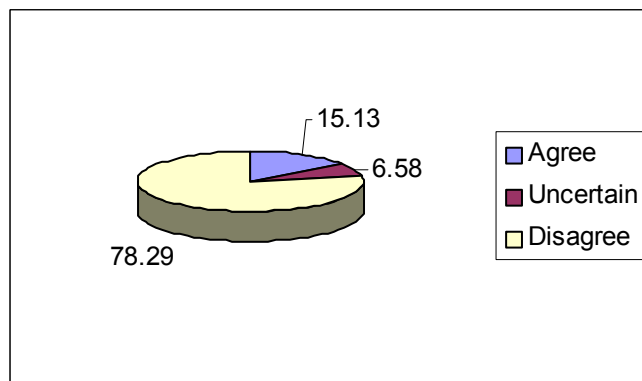


Figure 5.27 shows the opinions of the respondents about the role played by parents in the school. The overwhelming majority of the respondents (78.29%) do not concur with the above statement (figure 5.27)) which says parents play no role in the schools. Parents form the core of any SGB structures in any public school in Gauteng. Also see section 24(1) (a) and section 23(1-12) and section 24(1) (a) of SASA. 92, 8% of parent respondents view parents as playing no role in the schools, whereas 100% of principal respondents view parents as playing a role in their schools. The different views of parents and principals

concerning the role parents play in the schools can lead to conflict and form part of a pattern identified in figure 5.20 above.

5.3.3.16 Learners play no role in the school (Item 5.3.2.54)

Figure 5.28 Learners play no role in the school

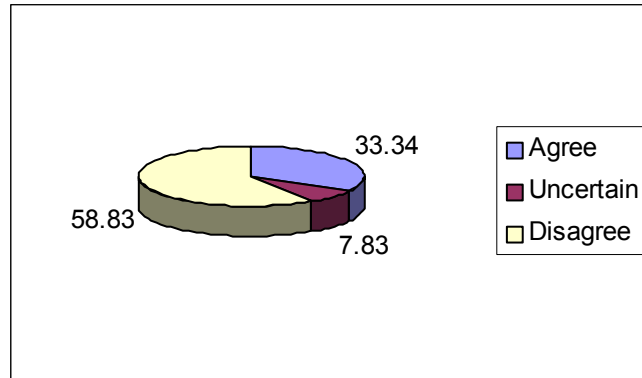


Figure 5.28 shows the opinions of the respondents whether learners play a role or not in the school. In some schools learners play no role and in some schools they do play a role. According to 58.83% of the respondents learners do play a role in schools, whereas 33,34% of the respondents say learners do not play a role in schools. This is a problematic issue because according to SASA (Section 23(1-2) learners form part of the SGB. Where learners are excluded or not utilised as expected, it is a violation of the Act. In most schools learners are not consulted when decisions are taken within the SGB structures.

94,1% of principals, 26,8% of educators, 41 % of parents and 31,2% of learners are of the opinion that learners do play a role in the schools. On the contrary, 73,2% of educators, 58,3% of parents and 30% of learners are of the opinion that learners do not play a role in the schools. Principals' opinion is not shared by educators, parents and learners. Principals do see learners as playing a role in the schools.

5.3.3.17 The school has an HIV/Aids policy (Item 5.3.2.55)

Figure 5.29 The school has an HIV/Aids policy

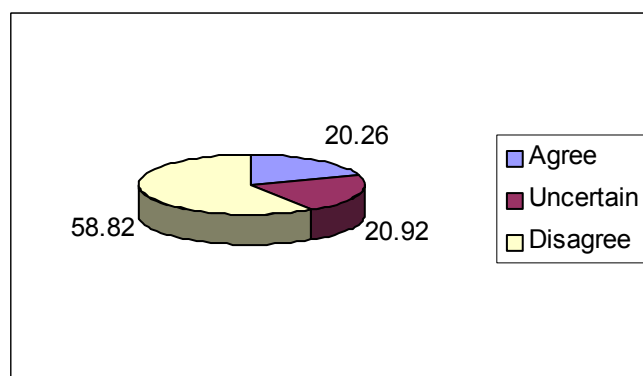


Figure 5.29 shows the opinions of the respondents on whether the school has an HIV/Aids policy or not. Some of the schools in Gauteng do not have HIV/Aids policies. This has been agreed by some respondents (58.82%). If the relationship between the principal and the SGBs is not good then quality teaching and learning is not easy to achieve nor is dealing with HIV/Aids in the schools.

5.3.3.18 Non-educators play no role in the school (Item 5.3.2.56)

Figure 5.30 Non-educators play no role in the school

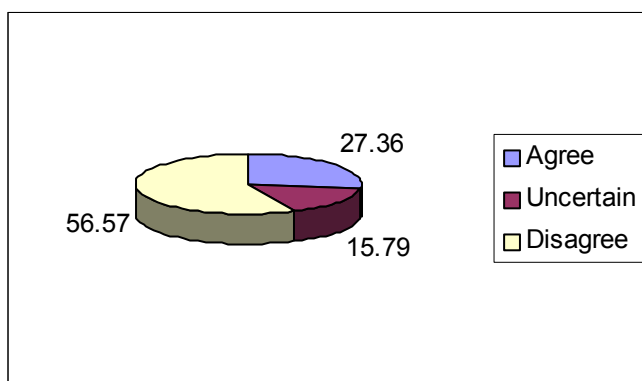


Figure 5.30 shows the opinions of the respondents about the role played by non-educators in the school. In some schools non-educators play no role. This is agreed by 27.63% of the respondents. But in some schools they do play a role and this is supported by 56.57% of the respondents. Non-educators must be actively involved in the SGB (see section 23 (1-2) SASA). No clear and distinct role seems to be played by non-educators.

94,1% of principals, 85, 3% of educators, 91% of parents and 57% of non-teaching staff are of the opinion that non-educators do play a role in the schools. On the other hand, 5, 9% of principals, 14, 7% of educators, 0, 13% of learners and 28, 5% of non-teaching staff are of the opinion that non-educators play no role in the schools. Those respondents who are uncertain comprise of 6% parents, 18, 7% of learners and 0, 6% of co-opted community members. More non-educators than educators deduce that they play no role.

3. TRUST

Trust means acting in good faith toward someone or toward the school. In a trusting environment decision-making can be carried out by one person after consultation with other stakeholders. In an effective relationship no one should be powerless or be mistrusted. The items mentioned below have been classified under trust as a key feature in terms of which the relationship problems between the school principal and the SGB can be analysed.

5.3.3.19 There is always conflict between the principal and the SGB (Item 5.3.2.7)

Figure 5.31 There is always conflict between the principal and the SGB

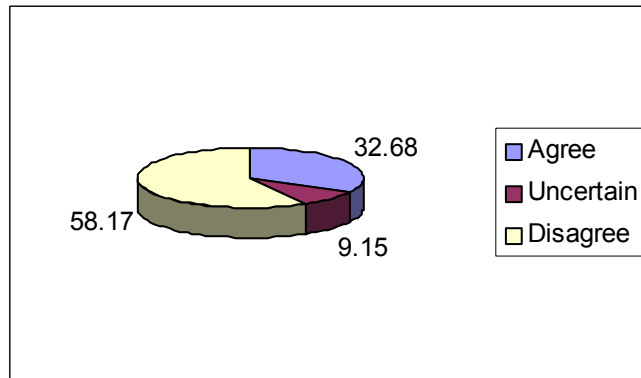


Figure 5.31 shows whether the respondents are of the opinion that there is always conflict between the principal and the SGB or not. 58.17% of the respondents are of the opinion that it is not true that there is always conflict between the principals and the SGBs, but 32.68% of the respondents say there is always conflict between the principals and the SGBs. This suggests troubled relationships between principals and SGBs.

5.3.3.20 The principal confuses his/her work with the work of the SGB (Item 5.3.2.9)

Figure 5.32 The principal confuses his/her work with the work of the SGB

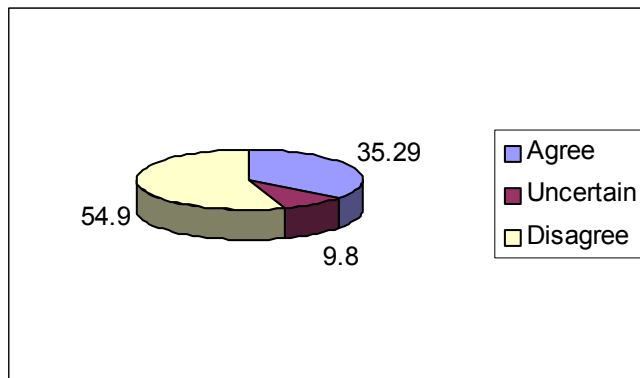


Figure 5.32 shows whether the respondents are of the opinion that the principal confuses his or her work with the work of the SGB or not. According to 35.29% of the respondents principals confuse their work with the work of the SGBs, but 55% of the respondents do not align themselves with the statement. Some of the respondents do not want to commit themselves to a view (9.8%) as they indicate that they are uncertain. The 35.29% is an indication that some of the principals do confuse their work with that of the SGBs. It is important that the principals and the SGBs recognise this fact of not knowing their area of operation. According to Section 19(1) and 19(2) (a-b) of SASA, the Head of Department (HOD) is expected to establish a programme to provide introductory training as well as

continuing training to the SGBs. Principals, on the other hand, are expected to deal with professional management which includes aspects of educators, teaching and learning activities as well as managing, in accordance with the decisions made by the SGBs. The principal and the SGB will be in constant conflict if the principal confuses his/her work with the work of the SGB and that will impact negatively on their relationship.

The following respondents are of the opinion that the principal confuses his/her work with the work of the SGB, namely 11,7% of principals, 87,8% of educators, 95,5% of parents, 85,7% of non-teaching staff, 80% of co-opted community members, and 62,5% of the learner component. Those respondents who are uncertain whether the principals and the SGBs confuse their work or not are 25% learners, 0,02% parents, 0,07% educators. It is noticeable that the principals are the only group not believing that the principal confuses his or her work with that of the SGB.

Those respondents who are of the opinion that principals do not confuse their work, comprises 88,3% principals, 4,48% parents, 11,13% educators, 14,28% non-teaching staff, and 12,5% learner components. Principals do confuse their work with that of the SGB. Those respondents who disagree with the statement that principals confuse their work with that of the SGBs are the principal respondents themselves. They may either be defending themselves or they may be trying to paint a good picture about the way they (principals) relate to the SGBs. This item 5.3.2.9 as well as many other items (e.g. 5.3.2.7; 5.3.2.35; 5.3.2.8) suggests that principals contribute to problems because they refuse or fail to acknowledge their own ineffectiveness.

5.3.3.21 The school has harmony regarding working relations (Item 5.3.2.11)

Figure 5.33 The school has harmony regarding working relations

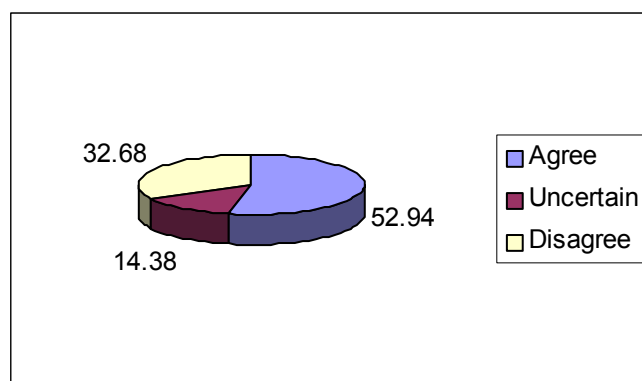


Figure 5.33 shows, in the opinions of the respondents, whether the school has harmony or not. The respondents who are of the opinion that schools have harmony concerning working relations constitute 52.94% when compared to 32.68% of those respondents who do not agree. The principals and the SGBs are expected to work as partners, although they will be working on different aspects of the same cause because it says in item 5.3.2.5 about the dominance of principals as compared to harmony regarding working relations. This reflects a less than ideal situation.

5.3.3.22 School funds are misused (Item 5.3.2.12)

Figure 5.34 School funds are misused

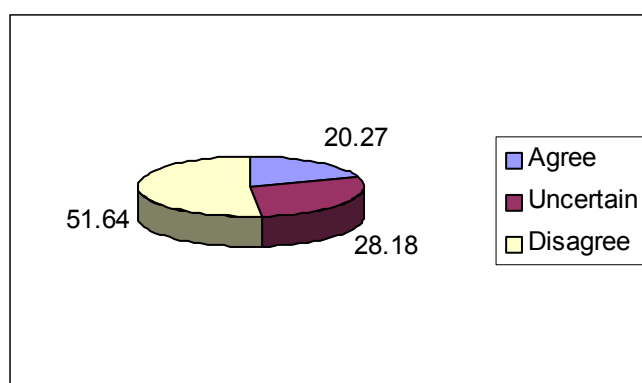


Figure 5.34 shows the opinion of the respondents on whether school funds are misused or not. The respondents who are of the opinion that school funds are misused constitute 20.27% and in real numerical terms comprise 31 out of 153 respondents. In the majority of the schools, according to 51.64% of the respondents, school funds are not misused. This may be as a result of Section 43(1-6) of SASA where the SGBs are now expected to be accountable for all the funds collected and utilised by the schools (see Annexure 6, 7, 8 and 9 which describes cases of misuse of funds). The ideal must be 0%, so it appears that school funds are misused in some of the schools. There is a lack of transparency on how funds are used, because it appears that some of the respondents are uncertain (28, 10%) whether school funds are misused or not. This may suggest that the relationship between the principal and the SGB is not good.

95,5% of parent respondents are of the view that school funds are misused and 98,9% of principal respondents disagree. This different view of opinion can lead to conflict. It also suggests that the basis of trust necessary for a partnership between parents and educators to work effectively does not exist.

5.3.3.23 The principal misuses school funds (Item 5.3.2.15)

Figure 5.35 The principal misuses school funds

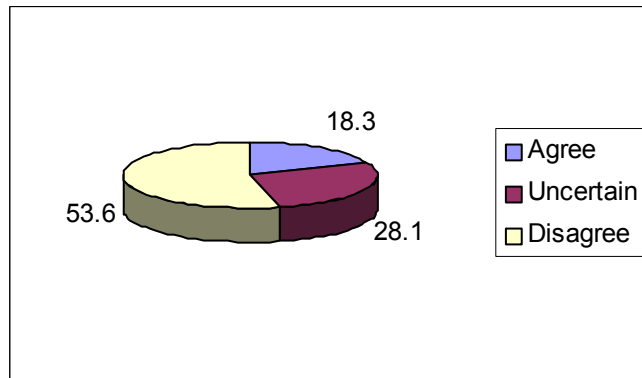


Figure 5.35 shows, in the opinions of the respondents, whether the principal misuses school funds or not. Also refer to items 5.3.2.12 above. Those respondents who feel that principals misuse school funds constitute 18.30% and those who are uncertain are 28.10%, while those who are against the statement that principals misuse school funds constitute 53.60%. This suggests lack of transparency and communication, which makes it difficult for SGB members to respond to this and similar questions. There appears to be a small percentage of principals who are still misusing school funds, but the majority of the school principals seem to manage their school funds with integrity (see Annexure 6, 7, 8 and 9 which describes cases of misuse of funds). 100% of principal respondents are of the view that principals do not misuse school funds. 90, 6% of parent respondents are of the view that principals do misuse school funds. The different views can lead to conflict (this refers to parent and principal responses done separately).

5.3.3.24 The SGB and the principal fight over issues during parents' meetings (Item 5.3.2.22)

Figure 5.36 The SGB and the principal fight over issues during parents' meetings

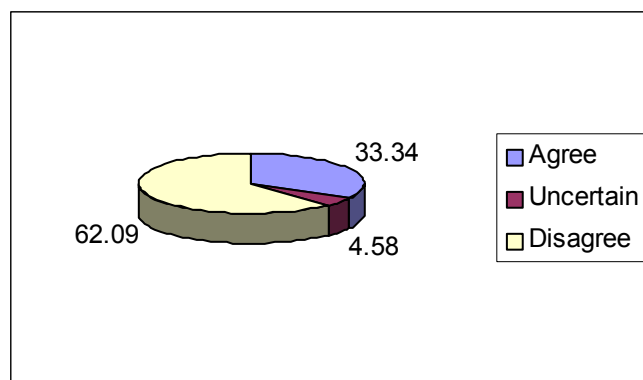
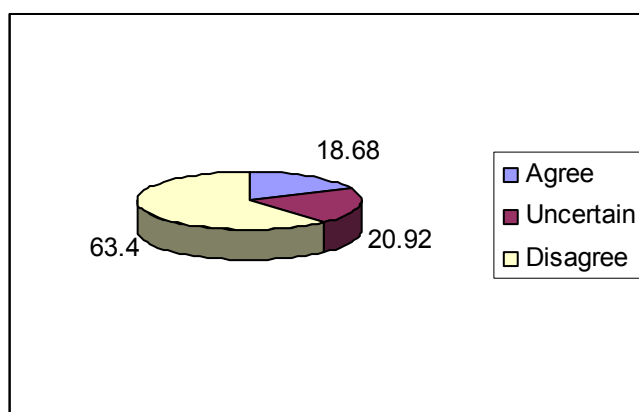


Figure 5.36 shows the opinions of the respondents on whether the SGB and the principal fight over issues during parents' meetings or not. About 33.34% of the respondents are of the opinion that some SGBs and principals fight over issues during parents meetings, whereas 63.09% respondents do not agree with the above statement. A substantial percentage of the respondents (33,34%) affirm that there are public conflicts between the principals and the SGBs in Gauteng schools. This impact negatively on the relationship between the principals and the SGBs. This says that their relationship is hostile and not healthy for working together as partners.

5.3.3.25 The principal uses the school fees for his/her own gain (Item 5.3.2.29)

Figure 5.37 The principal uses the school fees for his/her own gain



63,40% of the respondents do not agree with the statement that principals use school fees for their own gain. This is also supported by 53.60% of the respondents who are of the opinion that principals do not misuse school funds (see item 5.2.2.15 above). 18.68% of the respondents are of the opinion that some of the principals do sometimes use the school fees for their own gain. About 40% of the respondents agree or are uncertain, and say that in some Gauteng schools principals use the school fees for their own gain. This suspicion may be a reason for poor relationships in some schools.

The following are views of different categories of the respondents as to whether the principals use the school fees for their own gain or not. 14% of parent respondents, 11,2% of educator respondents, 6,1% of learner respondents, 5,1% of non-teaching staff respondents and 3,2% of the co-opted community member respondents are of the opinion that principals do use the school fees for their own gain. On the contrary, 100% of the principals, 6,5% of parents, 6% of educators, 5% of learners, 2,5% of non-teaching staff, and 1,3% of co-opted community members are of the view that principals do not use the school fees for their own gain. The different views of stakeholders can lead to conflict.

5.3.3.26 The principal may open a bank account for the school (Item 5.3.2.32)

Figure 5.38 The principal may open a bank account for the school

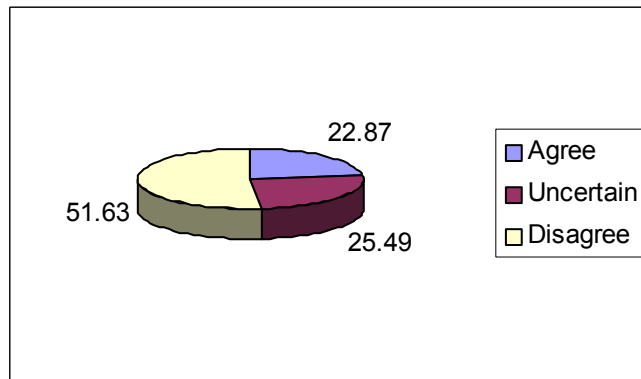


Figure 5.38 shows the opinions of the respondents on whether the principal may open a bank account for the school or not. 51.63% of the respondents do not concur with the fact that the principal may open a bank account for the school while 25.49% of the respondents are uncertain and the remaining 22.87% of the respondents concur with the above-mentioned statement (item 5.2.2.32). The factual situation is that the principal may open a bank account for the school on behalf of the SGB. The SGB must open a bank account for the school and may ask the principal to do it. Too few respondents know which person may open a bank account. This suggests that some SGB members do not understand or know SASA.

5.3.3.27 Abuse of power is found in a school where the SGB and the principal are not on good terms (Item 5.3.2.48)

Figure 5.39 Abuse of power is found in a school where the SGB and the principal are not on good terms

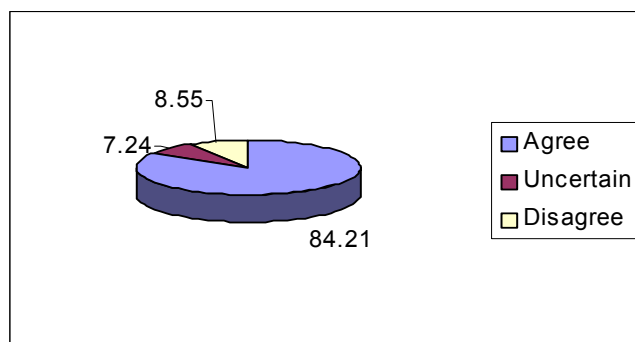


Figure 5.39 shows the opinions of the respondents about the level of power used where the SGB and the principal are not on good terms. In those schools where the relationship between the principals and the SGBs is not good, there is an abuse of power. This has been confirmed by 84.21% of the respondents who took part in the research questionnaire.

5.3.2.28 When the principal and the SGB are on good terms there are regulated freedoms (Item 5.3.2.49)

Figure 5.40 When the principal and the SGB are on good terms there are regulated freedoms

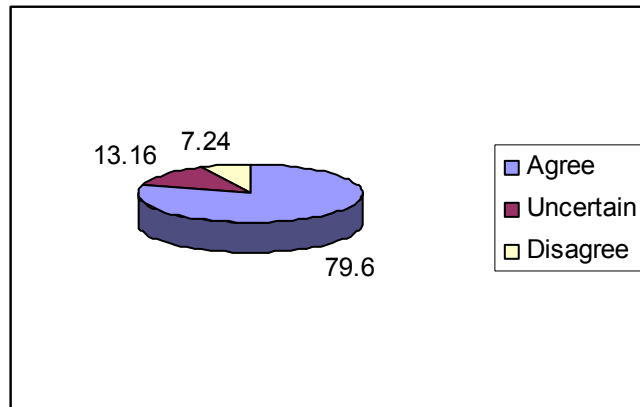


Figure 5.40 shows the opinions of the respondents as to what types of freedoms are there when the principal and the SGB are on good terms. According to the overwhelming majority of the respondents (79.60%), when the principals and the SGBs are on good terms, there are regulated freedoms. People will be able to work freely without fear. All SGB members have equal rights to participate and give their opinions, but they must also respect the views of other members.

5.3.3.29 The principal must always consult the SGB about all school matters (Item 5.3.2.1)

Figure 5.41 The principal must always consult the SGB

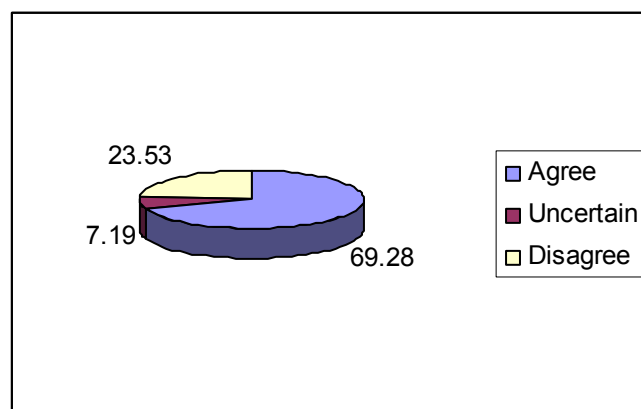


Figure 5.41 shows the opinion of the respondents on whether principals must always consult the SGBs. The overwhelming majority of respondents (69.28%) are of the opinion that the principal must always consult the SGBs about all school matters. This may cause problems in schools as this may be a bone of contention between the principals and the SGBs. Lack of knowledge about the SA Schools Act comes to the fore here. In item 5.2.1.13 the respondents claim to have knowledge of the SA Schools Act, but item 5.2.2.1 does not support this. They claim to have knowledge about the SA Schools Act, but they fail to understand the fact that it is not always necessary for the principals to consult the SGBs about all school matters.

For the principal to consult the SGB on all school matters is impossible. The SGBs are not supposed to be involved in the day-to-day running of the schools. That is the work of the principals. However, the SGB's functions entail the following, namely the drafting and adoption of school policies, school development, looking after school property, and school finance. The SA Schools Act recognises the rights and duties of all stakeholders (parents, educators, learners, non-teaching staff, and community members). So, principals are not expected to consult SGBs on all school matters, only on some issues. This suggests that in some Gauteng secondary schools there is conflict between the SGB and the principal because of the lack of understanding of stipulations in SASA. Their relationship needs to be friendly for them to work together.

5.3.3.30 There is poor communication between the principal and the SGB (Item 5.3.2.3)

Figure 5.42 The communication level between the principal and the SGB

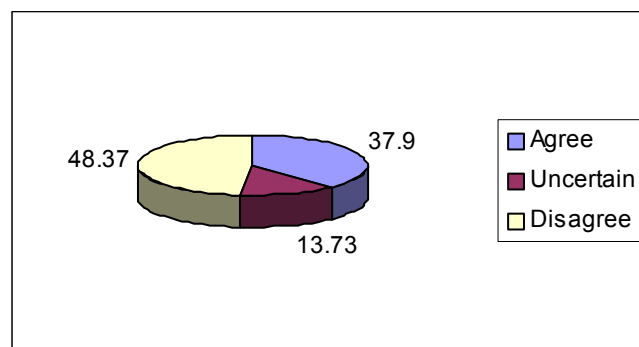


Figure 5.42 shows the opinion of the respondents about the communication level between the principals and the SGBs. 48.37% of the respondents are of the opinion that communication between the principals and the SGBs is not poor, but if one adds the percentages of those respondents who concur with the above statement to those who are uncertain; this may suggest that there is poor communication between the principals and the

SGBs in some schools because of relationship problems. Poor communication between the principals and the SGBs may cause some instability in schools. This may threaten what section 20 of SASA stands for, for instance the SGBs are not going to be able to promote the best interests of the schools if they do not communicate properly with the principals. Participation in the schools by some members of the SGBs may be minimal because of poor communication. It is important to involve all members of the SGBs in making decisions that affect the schools. People may be committed if issues are communicated to them clearly. Poor communication between the SGBs and the principals may provide grounds for dissatisfaction among all the stakeholders (parents, educators, learners, non-teaching staff and community members). Principals and the SGBs in partnership, must put learning and teaching first in those schools they are responsible for, irrespective of their differences.

5.3.3.31 The principal calls meetings without informing the SGB (Item 5.3.2.17)

Figure 5.43 The principal calls meetings without informing the SGB

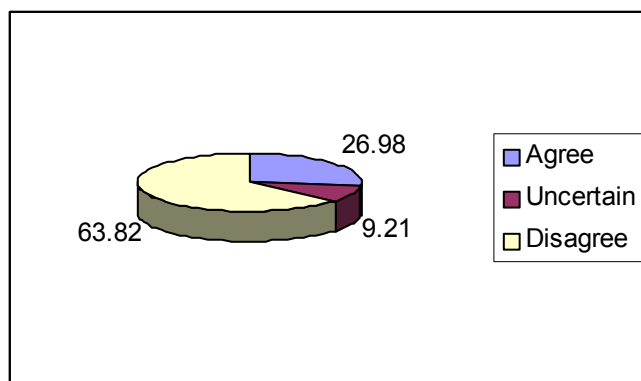


Figure 5.43 shows, in the opinion of the respondents, whether the principal calls meetings without informing the SGB or not. The respondents who feel that principals call meetings without informing the SGBs constitute 26.98%. Those respondents who disagree with the statement represent 63.82%, and those respondents who are uncertain, 9.21%. It appears that the majority of the principals do inform the SGBs before calling meetings, but some principals call meetings without the knowledge of the SGBs. They fail to understand that their relationship is based on working together for the benefit of the school as a whole. The relationship between such a principal and the SGB is going to be tense because of lack of communication.

5.3.3.32 The SGB charges unreasonable school fees (Item 5.3.2.18)

Figure 5.44 The SGB charges unreasonable school fees

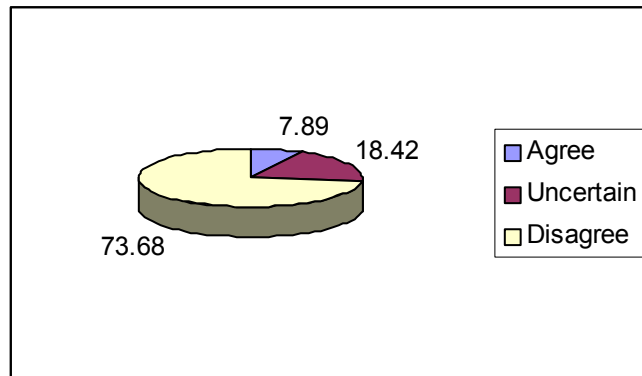


Figure 5.44 shows the opinion of the respondents as to whether the SGB charges unreasonable school fees or not. According to the overwhelming majority of the respondents (73.68%), SGBs appear to be charging reasonable school fees, and only 7.89% of the respondents tend to affirm that at times SGBs do charge unreasonable school fees. The 18.42% of the respondents, who say they are uncertain about the statement, appear to be uninformed because they are part of the SGBs and they are uncertain whether the school fees are unreasonable or not.

5.3.3.33 The SGB calls meetings without consulting the principal (Item 5.3.2.20)

Figure 5.45 The SGB calls meetings without consulting the principal

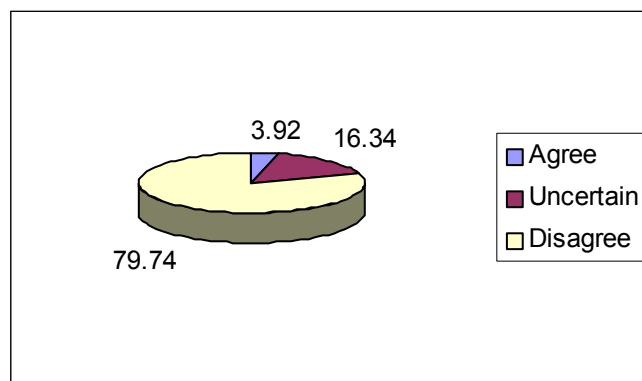


Figure 5.45 shows the opinion of the respondents on whether the SGB calls meetings without informing the principal or not. The overwhelming majority of the respondents (79.74%) say the SGBs do not call meetings without consulting the principals. This is a clear indication that the SGBs do cooperate with the principals when calling meetings. That is why

16.34% of the respondents are not aware of a situation where the SGBs call meetings without consulting the principals. Here it appears that the SGBs and the principals often work harmoniously. However, a significant number of respondents (26,98%) believe that principals do call meetings without informing the SGBs.

5.3.3.34 There is always conflict between the principal and the SGB (Item 5.3.2.23)

Figure 5.46 There is always conflict between the principal and the SGB

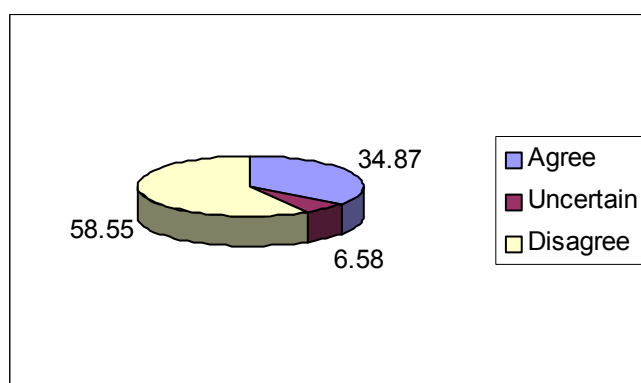


Figure 5.46 shows the opinions of the respondents whether there is always conflict between the principal and the SGB or not. The overwhelming majority of the respondents (58.55%) do not believe there is always conflict between the principals and the SGBs. Some of the respondents (34.87%) are of the opinion that there is always conflict between the principals and the SGBs, about 6,58% of the respondents are uncertain about the conflict that may exist between the principals and the SGBs. The 34.87% of the respondents who are of the opinion that there is always conflict between the principals and the SGBs may shed some light on the fact that something may be wrong in the Gauteng schools (see Annexure 6, 7, 8 and 9). The annexure 6, 7, 8 and 9 support the respondents' opinion that there is always conflict between the principal and the SGB. The relationship between the principal and the SGB appears to be unhealthy in some Gauteng schools. The fact that the figures are similar suggests that the data is reliable and valid in the sense that the respondents gave more or less the same response to the statements given. The size and scope of the relationship problem between principals and SGBs is of such a nature that it probably prevents SGBs from functioning in a way that would contribute to the effectiveness of teaching and learning.

5.3.3.35 The SGB misuses school funds (Item 5.3.2.26)

Figure 5.47 The SGB misuses school funds

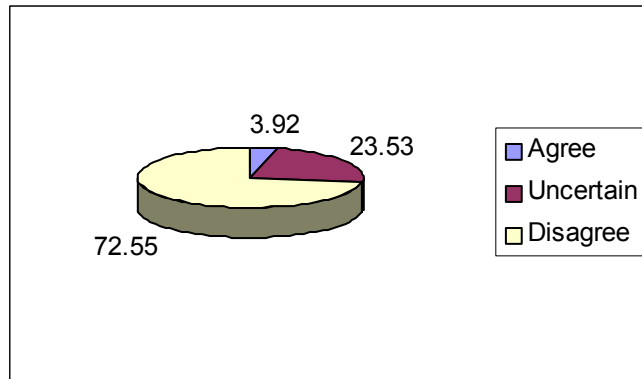


Figure 5.47 shows the opinions of the respondents as to whether the SGB misuses school funds or not. According to the overwhelming majority of the respondents (72.55%) the SGBs do not misuse school funds in Gauteng schools. Only 3.91% of the respondents believe that some of the SGBs do misuse school funds. 23.53% of the respondents are uncertain about the SGBs who misuse school funds. 100% of parent respondents are of the view that SGBs do not misuse school funds. On the other hand, 70,8% of principal respondents are of the view that SGBs do misuse school funds (this refers to parent and principal responses done separately). This suggests lack of transparency that it is difficult for SGB members to know whether school funds are misused or not.

5.3.3.36 When the relationship between the principal and the SGB is cordial there is no conflict in the school (Item 5.3.2.42)

Figure 5.48 When the relationship between the principal and the SGB is cordial there is no conflict in the school

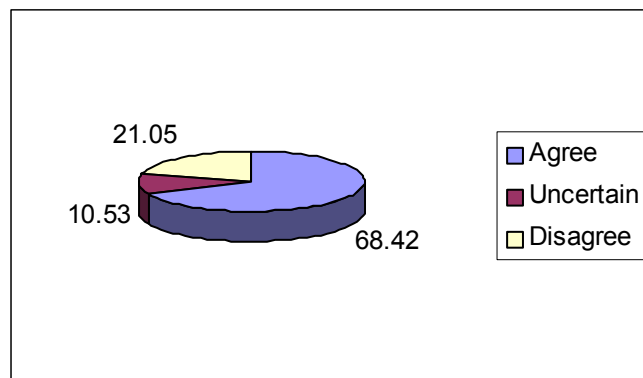


Figure 5.48 shows the opinions of the respondents about the relationship between the principal and the SGB when their relationship is cordial. According to 68.42% of the

respondents, there is no conflict in the schools when the relationship between the principals and the SGBs is cordial. Also see item 4.3.2.41 above because it shows that when the relationship between the principal and the SGB is not cordial there will be poor working relations and thus indicates reliable responses.

5.3.3.37 When the principal and the SGB are on good terms there is mutual trust
(Item 5.3.2.44)

Figure 5.49 When the principal and the SGB are on good terms there is mutual trust

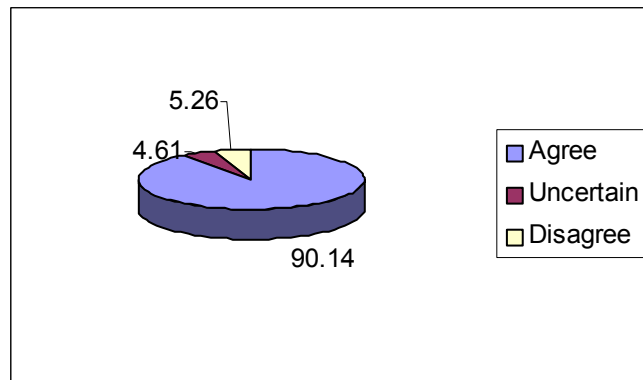


Figure 5.49 shows the opinions of the respondents on whether there is mutual trust or not when the principal and the SGB are on good terms. According to 90.14% of the respondents, when the principals and the SGBs are on good terms, there is mutual trust.

5.3.3.38 Lack of transformation in a school is a result of a poor relationship between the principal and the SGB (Item 5.3.2.45)

Figure 5.50 Lack of transformation in a school is a result of a poor relationship between the principal and the SGB

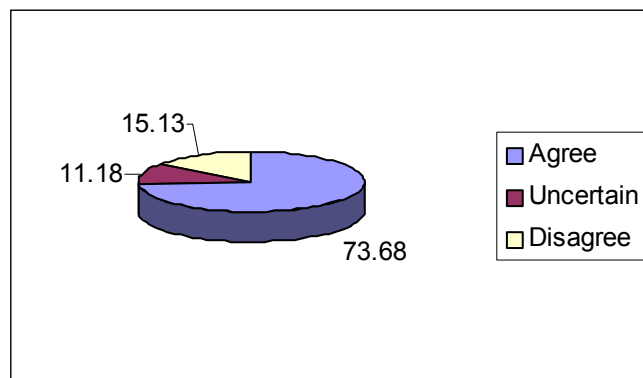


Figure 5.50 shows the opinions of the respondents on whether lack of transformation in a school is a result of a poor relationship or not between the principal and the SGB. Changes can be disruptive unless schools have a clear direction and everyone has a shared idea about what the schools are trying to achieve. The size and scope of the relationship problems in schools is considerable and contribute to ineffective teaching and learning. 73.68% of the respondents are of the opinion that a lack of transformation in schools is a result of a poor relationship between the principals and the SGBs. This means that conflict will prevail in those schools with poor relations between the principal and the SGBs. Poor working relations cause conflict between principals and SGBs in schools.

5.3.3.39 In a school where the principal and the SGB are not on good terms there is always fear (Item 5.3.2.46)

Figure 5.51 In a school where the principal and the SGB are not on good terms there is always fear

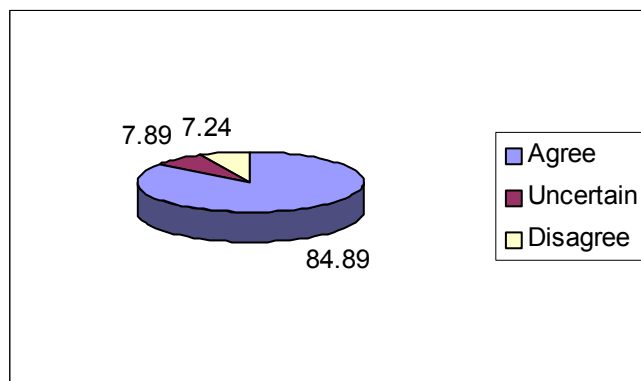


Figure 5.51 shows the opinions of the respondents on whether there is always fear (people are afraid to initiate ventures/projects) or not in a school where the principal and the SGB are not on good terms. The SGBs are made up of different people. Unfortunately, these people may be in conflict with one another. The SGBs need to trust and respect one another because where the principals and the SGBs are not on good terms there is always fear. This has been confirmed by 84.89% of the respondents in Gauteng schools. When the principal and the SGBs are not on good terms, conflicting instructions from either the principal or the SGB may bring uncertainty to other stakeholders, especially to educators.

4. ACCOUNTABILITY

To be accountable means to be able to justify decisions and actions taken in a relationship environment. Principals are formally accountable to the Education Department and to the parent community, while the SGBs have a measure of accountability to the parents,

educators, learners and the community. All the items mentioned below have been classified under accountability as a key feature in terms of which the relationship problems between the school principal and the SGB can be analysed.

5.3.3.40 The SGB displays weak leadership (Item 5.3.2.6)

Figure 5.52 The SGB displays weak leadership

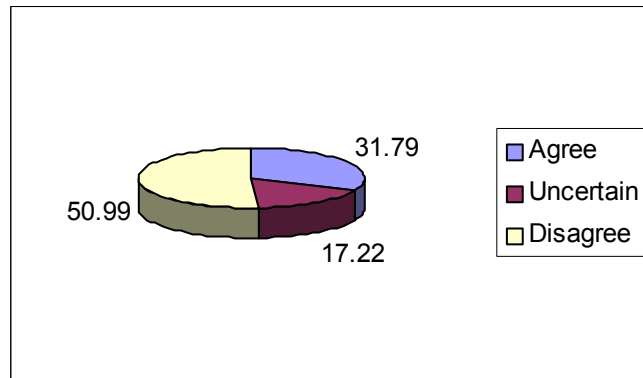


Figure 5.52 shows whether the respondents are of the opinion that the SGB displays weak leadership or not. The percentage of respondents who are of the opinion that the SGBs displays weak leadership is about 31.79% and those who are not, is about 50.99%. But the percentage (17.22%) of those respondents who are uncertain indicates that some of the SGB members do not know what the SGB must look like. If they had some knowledge of the Schools Act, they could be in a position to see when the SGBs display weak leadership. However, it is clear that there is no consensus that SGBs display strong and influential leadership. The responses appear to suggest that principals do not comply with their task of providing leadership because 49,01% of the respondents are not sure that they display, or believe that they do not display, good leadership.

5.3.3.41 The school funds are misappropriated for non-educational purposes (Item 5.2.2.13)

Figure 5.53 The school funds are misappropriated for non-educational purposes

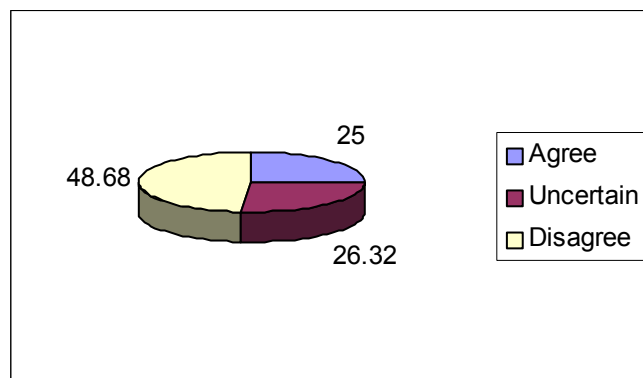


Figure 5.53 shows the opinions of the respondents on whether school funds are misappropriated for non-educational purposes or not. The respondents are uncertain as to whether school funds are utilised properly or not. The fact that so many SGB members (51,32%) are not sure that funds are not misappropriated, suggests that accountability mechanisms within SGBs do not function well. It also suggests a lack of internal transparency in SGBs.

Annexure 6, 7, 8 and 9 suggest that school funds are sometimes misappropriated for non-educational purposes in some schools.

5.3.3.42 The SGB decides on school fees (Item 5.3.2.16)

Figure 5.54 The SGB decides on school fees

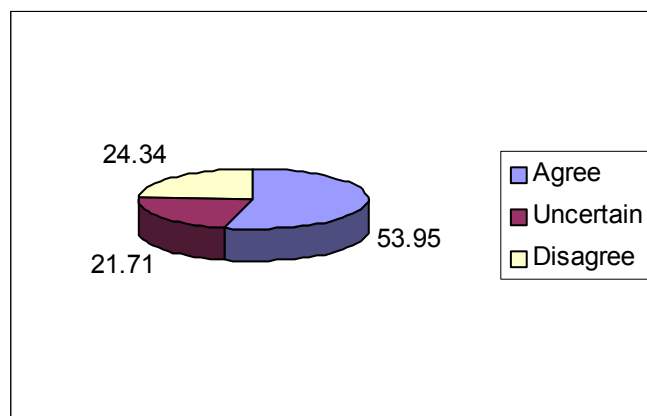


Figure 5.54 shows the opinions of the respondents on whether the SGBs decide on school fees or not. About 53.95% of the respondents are of the opinion that the SGBs decide on school fees whereas 24.34% of the respondents disagree. Those who are uncertain comprise about 21.71%. This is a serious issue because it concerns the relationship between the principals and the SGBs. It is logical to conclude that some of the SGB members do not know the stipulations of the Schools Act whereby the SGBs are given powers to determine the school fees (Section 37 (1-6) of SASA, 1996).

21,71% of the respondents appear to be unsure of the responsibilities of the SGBs concerning school fees. The fact that nearly half the respondents are uncertain about who decides on school fees gives an indication of the inability of SGBs to communicate their functions internally.

5.3.3.43 The principal must decide on school fees (Item 5.3.2.21)

Figure 5.55 The principal must decide on school fees

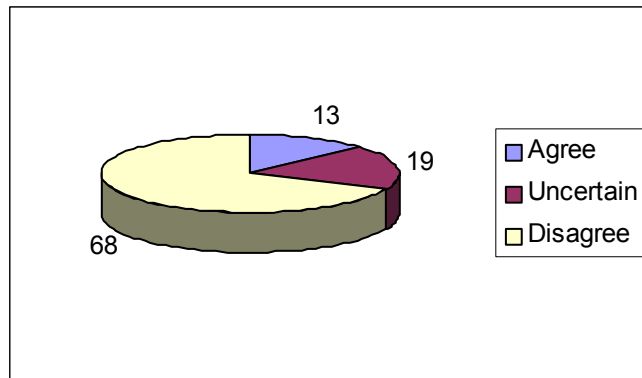


Figure 5.55 shows the opinion of the respondents on whether the principal must decide on school fees or not. The majority of the respondents (68%) do not agree with the above statement. The other respondents (13%) are of the opinion that principals must decide on school fees and about 19% of the respondents are unsure whether principals must decide on school fees or not. The SA Schools Act gives SGBs the power to decide on school fees, but not the principal *per se*. The SGB decides on school fees (see item 4.3.2.16). 68% of the respondents have a sound knowledge of this issue. This may minimise the conflict in schools as principals will be able to relate better to their SGBs. It is noticeable that many more respondents know that the principals must not decide on fees than those who know that SGBs must decide on school fees. This emphasises the presence of inadequate communication and capacity building.

5.3.3.44 The SGB must determine times of the school day (Item 5.3.2.31)

Figure 5.56 The SGB must determine times of the school day

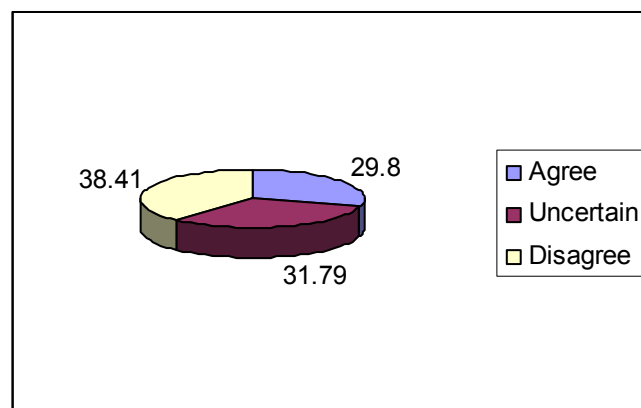


Figure 5.56 shows the opinions of the respondents whether the SGB must determine times of the school day or not. Some of the respondents as members in the SGBs are uncertain (31.79%) as to whether the SGBs must determine times of the school day or not. 29.80% of some of the respondents agree with the fact that the SGBs must determine times of the school day whereas the other 38.41% of the respondents disagree. Section 20(1) (f) SASA, says the SGB must determine times of the school day. This suggests that a significant number of respondents (38.41%) definitely do not know SASA. This is a concern that 31.79% of the respondents are uncertain as to whether the SGB must determine times of the school day or not. It is a concern because this suggests that some SGB members do not know their functions. It is noticeable that accountability is a problem in some schools. This can lead to relationship problems and conflict.

5.3.3.45 The SGB must manage the day-to-day running of the school (Item 5.3.2.33)

Figure 5.57 The SGB must manage the day-to-day running of the school

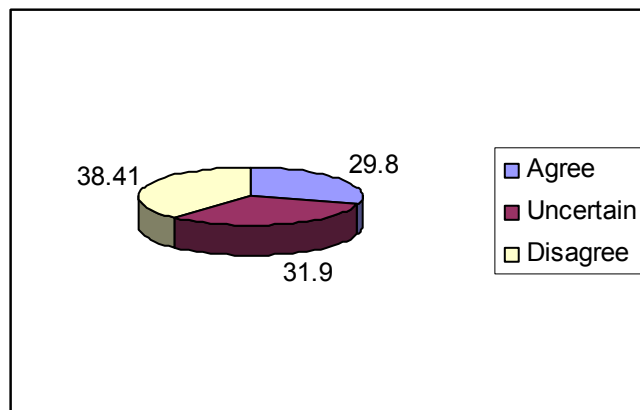


Figure 5.57 shows the opinions of the respondents on whether the SGB must manage the day-to-day running of the school or not. 38,41% of the respondents do not concur with the abovementioned statement (item 5.2.2.33) that SGBs must manage the day-to-day running of the school. 31,9% of the respondents are uncertain about the function of the SGBs concerning the day-to-day running of the schools. The day-to-day running of the schools falls within the ambit of the principals. When combining those respondents who are in favour of the above statement (item 5.2.2.33) and those who are uncertain, (61,7% of the respondents) do not seem to understand SASA. This is a serious problem as the respondents form part of the structures of SGBs in some Gauteng schools. The lack of knowledge of SASA may cause relationship problems in schools. This may also lead to SGB members interfering in the work of the principals. Consequently, the possibility that SGBs will operate smoothly and effectively is probably reduced significantly.

5.3.3.46 Educators must determine times of the school day (Item 5.3.2.37)

Figure 5.58 Educators must determine times of the school day

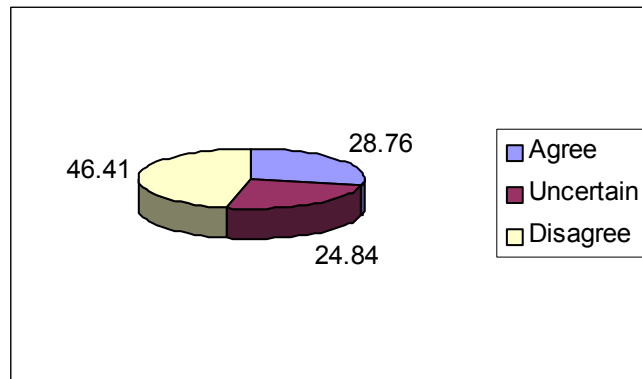


Figure 5.58 shows the opinions of the respondents whether educators must determine times of the school day or not. 46.41% of the respondents say educators must not determine times of the school day because that function belongs to the SGBs (see Section 20(1) (f), SA Schools Act). The respondents who are uncertain about the above statement (item 5.2.2.37) are 24.84%. Some respondents (28.76%), also as members of the SGBs, do not know that educators are not supposed to determine times of the school day. The SGB must determine times of the school day (see item 5.3.2.31), and not educators. The relationship between the educators and the SGBs may be in conflict due to lack of clarity about who must determine times of the school day. 38,41% of the respondents (see figure 4.56) do not know that times of the school day must be determined by the SGB. 28,76% of the same respondents are of the view that educators must determine times of the school day. This difference of opinion can lead to conflict.

5.3.3.47 The SGB may purchase textbooks, educational materials or equipment for the school (Item 5.3.2.40)

Figure 5.59 The SGB may purchase textbooks, educational materials or equipment for the school

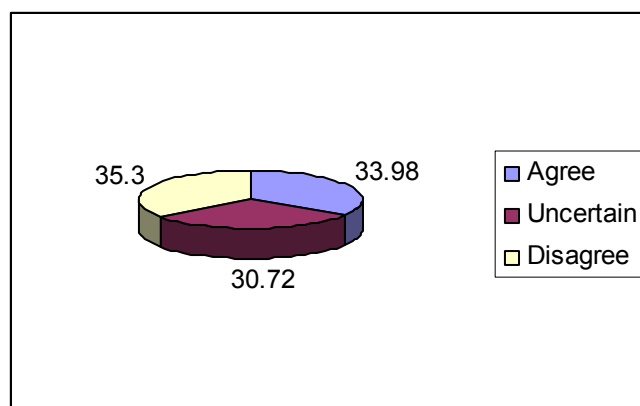


Figure 5.59 shows the opinions of the respondents on whether the SGB may purchase textbooks, educational materials or equipment for the school or not. The statement above is included in order to ascertain whether the SGBs know some of their allocated functions or not. The respondents give an unclear picture and this may suggest that the majority of the SGB members do not know the South African Schools Act, 1996 well. 30,72% of the respondents are uncertain, 35,30% disagree and 33,98% agree with the above statement. The 30,72% of uncertain respondents members are uncertain of what they must do. It is going to be difficult for SGB members to account to the broader parent community because they do not know that they should purchase textbooks, educational materials or equipment for their schools. This difference of opinion can lead to conflict.

5. EMPOWERMENT

Empowering people in a relationship entails encouragement, motivation, support, and inspiring people to think for themselves and to take sound decisions (Moloi, 2002:70-71). It is necessary to provide those stakeholders with less information with more empowerment so that they can participate fully in the schools' activities. For purposes of this study, the items mentioned below have been classified under empowerment as a key feature in terms of which the relationship problems between the school principal and the SGB can be analysed.

5.3.3.48 The principal dominates the SGB in all affairs (Item 5.3.2.5)

Figure 5.60 The principal dominates the SGB in all affairs

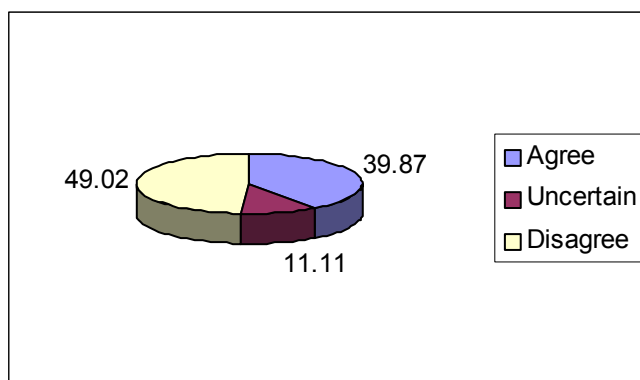


Figure 5.60 shows whether the respondents are of the opinion that principals dominate the SGBs in all affairs or not. Those respondents who feel that the principals dominate the SGBs in all affairs are 39.87% and those who feel they do not constitute 49.02% while those who are uncertain are 11.11%. This suggests that a significant number of principals still dominate the SGBs in all affairs as it used to happen while the PTAs were in place. This may prove that some principals do not know the SA Schools Act, because the Act

demarcates the functions of the principals and those of the SGBs. The SGBs cannot carry out all other functions given to them by SASA (Section 20) if the principals dominate them in all affairs. There is a need for people to be empowered so that principals do not dominate.

5.3.3.49 The principal helps the SGB to carry out its functions (Item 5.3.2.19)

Figure 5.61 The principal helps the SGB to carry out its functions

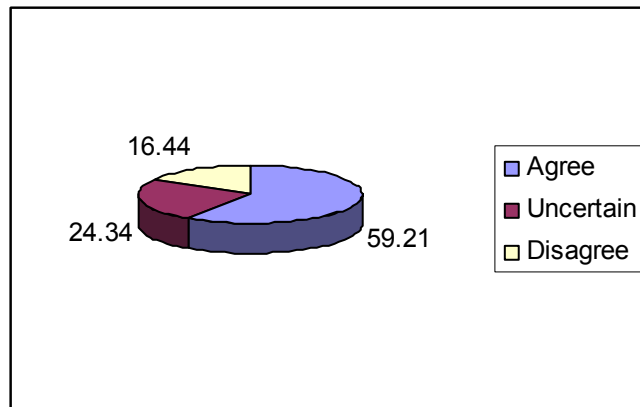


Figure 5.61 shows the opinion of the respondents as to whether the principal helps the SGB to carry out its functions or not. Also refer to figure 5.32 and figure 5.43 above because at times the principal confuses his or her work with that of the SGBs. 59.21% of the respondents are of the opinion that principals do help the SGBs to carry out their functions whereas 24.34% of the respondents are uncertain. This may indicate they (24.34%) have not seen or are unaware of the principals helping the SGBs in those schools in which they are SGB members. The respondents who are of the opinion that principals do not help SGBs comprise 16.44%. Empowerment by principals is not enough to enable SGBs to function effectively. This can lead to conflict between principals and SGBs.

5.3.3.50 The principal must support the SGB in carrying out its functions (Item 5.3.2.39)

Figure 5.62 The principal must support the SGB in carrying out its functions

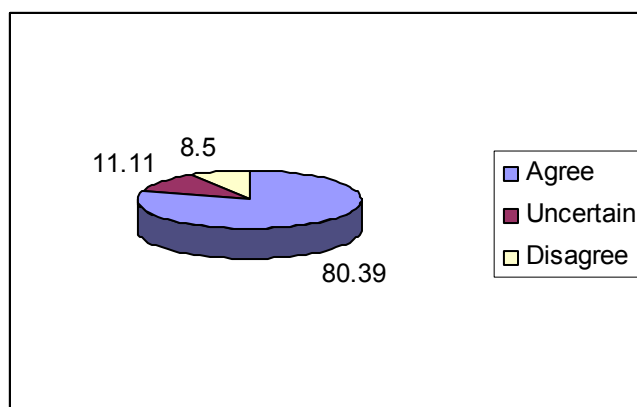


Figure 5.62 shows the opinions of the respondents on whether the principal must support the SGB or not in carrying out its functions. About 80.39% of the respondents say the principals must support the SGB in carrying out their functions (see item 4.3.2.39). This is in accordance with section 19(2) of SASA and suggests that the overwhelming majority (80.39%) of the respondents are aware that the principals must support the SGBs in carrying out their functions. This lays the basis for establishing sound relationships.

5.3 Factor and item analysis

The data was analysed using factor and item analysis technique. All those items which are similar were classified under one group, and then either parental or principal responses were used to interpret the data in order to get the most prominent features of relationships. The findings were such that parent and principal respondents came up with more or less the same critical features of relationships that are seen as cornerstone to any effective relationship, namely: trust, decision-making, accountability, collaboration and empowerment. A summary of the key features of effective relationships in relation to the size and scope of the relationship problem between principals and SGBs in Gauteng secondary schools is shown below. These key features are going to indicate the size and scope of the relationship problem schools are experiencing.

Key: the higher the %, the more conflict it creates

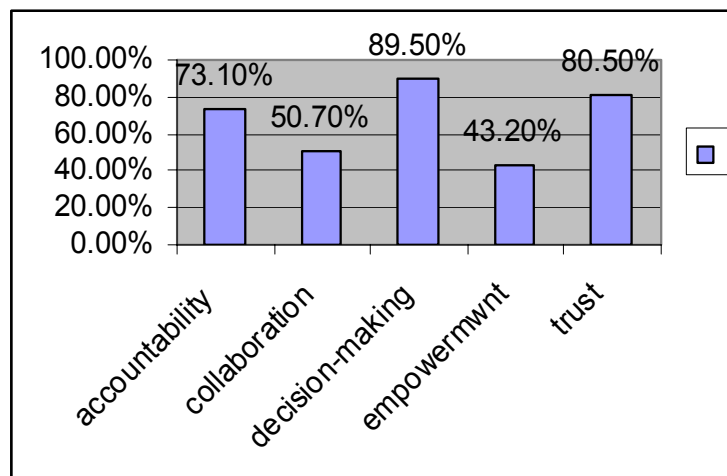


Figure 5.63 PARENTAL OPINION ON CAUSES OF CONFLICT

According to parent respondents, the key features of their relationship with the principal that cause conflict between parents and principals are the following:

- decision-making (89, 5%)
- trust (80, 5%)

- accountability (73, 1%)
- collaboration (50, 7%) and
- empowerment (43, 2%).

According to parental responses, the three main critical features of relationships that cause conflict in schools are decision-making, trust and accountability. The size and scope of the relationship problems between SGBs and principals is considerable in Gauteng secondary schools.

Key: the higher the %, the more conflict it creates

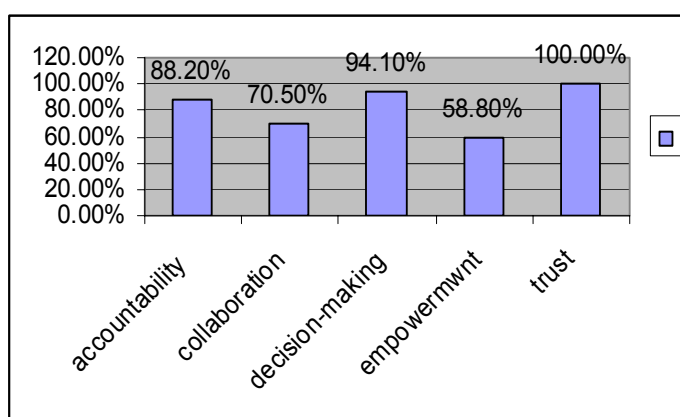


Figure 5.64 PRINCIPALS' OPINION ON CAUSES OF CONFLICT

According to principal respondents, the key features of their relationships with the SGBs that cause conflict between principals and parents are as follows:

- trust (100%)
 - decision-making (94, 1%)
 - accountability (88, 2%)
 - collaboration (70, 5%) and
 - empowerment (58, 8%).
- In terms of the principal respondents, the main causes of relationship problems in schools are features of relationship related to trust, decision-making, accountability, collaboration, and empowerment. Principals view four main critical key features of relationship that cause conflict as trust, decision-making, accountability, and collaboration. These features of relationships are critical in a sense that they are the ones that cause conflict between principals and SGBs.

Principals view trust as the first key feature of relationships that cause conflict between principals and the SGBs, whereas parents view decision-making as the first feature of relationships that cause conflict between SGBs and principals.

Table 5.4 Comparison of principals' and parents' opinion on causes of conflict

Principals' opinion	Parents' opinion
Trust (100%)	Decision-making (89,5%)
Decision-making (94,1%)	Trust (80,5%)
Accountability (88,2%)	Accountability (73,1%)
Collaboration (70,5%)	Collaboration (50,7%)
Empowerment (58,8%)	Empowerment (43,2%)

There is a lack of trust between the principals and the SGBs. There is always conflict between them because; principals and SGBs mistrust each other concerning accountability, and in decision-making.

5.4 CONCLUSION

The aim of this chapter was to analyse and interpret the data collected. The questionnaire consists of two sections. Section one deals with biographical data of respondents and section two contains statements about the management and the governance of schools where the SA Schools Act, Act No 84 of 1996 as amended by Education Laws Amendment Act 100 of 1997, Education Laws Amendment Act 48 of 1999 and Education Laws Amendment Act 53 of 2000, forms the basis. The size and scope of the relationship problem between principals and SGBs in Gauteng secondary schools is so considerable that 88,2% of principals and 73,1% of parents view accountability as a cause of conflict in schools. 94,1% of principals and 89,5% of parents view decision-making as a cause of conflict in schools. Again, 100% of principals and 80,5% of parents view trust as another feature of relationship that causes conflict in schools. So, both the principals and the SGBs view trust, decision-making and accountability as the main causes of conflict in schools.

When the relationships are not harmonious, people expect conflict, ambiguous rules, unacceptable behaviour, lack of communication, poor governance, abuse of power and many negative effects that lead to dysfunctional schools. When relationships are harmonious people expect the school to have discipline, staff development, safety, harmonious community-school relations and regular communication among all stakeholders. The fact that different stakeholders have different perceptions of some issues and there is no unanimity in SGBs, suggests that the size and scope of the relationship problem between the principal and the SGBs is considerable. There is conflict concerning certain issues.

Chapter 6 deals with synthesis and implications for further research.

CHAPTER 6

SYNTHESIS AND IMPLICATIONS FOR FURTHER RESEARCH

6.1 INTRODUCTION

The purpose of this chapter is to provide a broad overview of the thesis and the findings of the research conducted in the Gauteng secondary schools in question. Before 1994, policy with respect to school governance in South Africa essentially took its character from the centralised nature of the apartheid state. While the apartheid government operated within a federal type structure where power was devolved, the nature of this devolution was essentially racial. The political system was structured around racialised subsystems, each with its own legislature and administrative mechanisms and procedures. Within these, little delegation of authority was permitted and decision-making remained highly centralised (Department of Education, 2004:9).

When the new government came into power in 1994, it sought to institute policies and practices that were inclusive. Critically important, and distinguishing it philosophically and ideologically from the apartheid government, it cultivated the ideal of an engaged citizenry (Department of Education, 2004). It adopted a Constitution that devolved powers in important areas of public life to provinces and local authorities. In keeping with this approach, it passed the South African Schools Act, No. 84 of 1996, reflecting the status of education as a concurrent competence of both the national and the provincial government.

The South African Schools Act is the legal cornerstone of the new education system. It specifies the rights and responsibilities of all the most important role players in education. It lays out what the position of the learner is in a school, what the responsibilities of educators are and, critically, how parents might become involved in the school (Department of Education, 2004:9).

For the first time, the country has a law that has the interest of all South Africans and its children at heart. It is premised on the principle that parents have a fundamental right to participate in decisions taken about their children's educational futures. Despite legislation, most SGBs conform to the traditional perceptions of SGBs. These SGBs have little authority and act as a rubber stamp for the principal (Department of Education, 2004:98).

6.2 SYNTHESIS

A key issue in the relationship between principals and SGBs is the direction in which power is shifting – towards or away from central authority (Karlsson, McPherson and Pampallis, 2001:141). South Africa's school reforms since 1994 have entailed a major redistribution of power to the new provinces and schools. The motives for governments undertaking decentralisation or centralisation are many and varied and it is not possible to say that a particular circumstance will always lead to a particular reaction. Decisions with regard to centralisation or decentralisation of the education system are generally dependent on the larger political dispensation and are not driven solely by educational motives.

Despite the complexities underlying the issue of motivation, certain motives do more commonly give rise to decentralisation. These include attempts to:

- use resources more efficiently,
- increase democratic control by allowing community participation in decision-making,
- reduce hostility to national governments and their policies,
- undermine one group by promoting another (e.g. the promotion of parental power in order to undermine local authorities under Margaret Thatcher's government in the UK), and
- reduce the financial burden of central government by sharing with local authorities or parents (Karlsson *et al.*, 2001:142-143).

Common motives for centralisation, on the other hand, include the desire of a ruling group to:

- maintain control when it is being threatened,
- promote greater equity in an unequal society,
- lower costs and speed up policy implementation,
- compensate for a shortage of skilled or experienced managers at lower levels, and
- avoid or monitor corruption (Karlsson *et al.*, 2001: 143).

In South Africa, three of the most commonly stated goals of the post-1994 reforms in educational governance have been those of increasing democratic participation in decision-making, creating an equitable system of education and improving the quality of educational provision. However,

decentralisation of power does not necessarily lead to greater popular participation in decision-making.

One could also argue that authority devolved to the school level could be wielded in an authoritarian manner by a school principal. A decentralised system that gives a great deal of power to local communities or schools may promote democratic participation at particular schools but simultaneously undermine the overall majority by allowing minority groups to maintain privileges at the expense of greater equity (Karlsson *et al.*, 2001:143).

At the local level, a school community given power by legislation could have that power rendered useless by a lack of skills necessary for exercising it. This is a real danger in the newly decentralised South African system, where SGBs have been given considerable powers but in many schools lack the skills necessary to exercise them effectively. The South African Schools Act obliges provincial education departments to provide capacity building in order to overcome this problem, but the programmes are threatened by an insufficient budgetary allocation. Decentralisation is no guarantee of democracy, so centralised systems do not necessarily preclude democratic participation. It is quite possible to have widespread participation in making centralised decisions. The principles on which the transformation of the entire education and training system was to be based were set out in the first White Paper on Education and Training (Department of Education, 1995d: 21-23).

The principles included:

- The system must increasingly open access to education and training opportunities of good quality to all children, youth and adults;
- There must be redress of educational inequalities inherited from the past by those who were disadvantaged and those who are most vulnerable;
- The state's resources must be deployed according to the principles of equity, so that they are used to provide essentially the same quality of learning opportunities to all citizens;
- The improvement of the quality of education and training services is essential;
- The physical rehabilitation of educational institutions must go hand in hand with the restoration of the ownership of these institutions to their communities through the establishment and empowerment of legitimate, representative governance bodies;
- The principle of democratic governance should be reflected at every level of the education and training system;

- The culture of learning, teaching, governance and management involves the creation of a culture of accountability. This implies the development of a common purpose or mission among learners, teachers, principals and SGBs, with clear, mutually agreed and understood responsibilities, and lines of co-operation and accountability; and
- Education and training must be financially sustainable (Karlsson *et al.*, 2001:147-148).

Since the establishment of SGBs, one of the key problems confronting provincial departments has been building the capacity of SGB members, especially among previously marginalised and disadvantaged school communities. Without the necessary skills for members to participate fully in governance, these structures cannot claim to be democratic because either the principal or the SGB will be domineering. Many parent members still depend on the principal to make important decisions.

Section 19 of SASA anticipates the problem of lack of capacity and makes provision for capacity building to take place. Provincial departments are required to facilitate the training of SGBs and Heads of Departments are mandated to establish a programme to provide both introductory and on-going training to enable newly elected and other SGBs to effectively perform their functions and to assume additional functions (Karlsson *et al.*, 2001:168).

The extent and depth of the governance capacity deficit is recognised by the state. One solution that is proposed in a number of government documents such as the White Paper on Reconstruction and Development (Republic of South Africa: 1994), the first and second White Paper on Education and Training (Department of Education, 1995d, 1996d), the Hunter Committee Report (Department of Education, 1995c), the South African Schools Act (1996) and the Norms and Standards for School Funding (Department of Education, 1998c) - is the notion of partnership. This notion involves collaboration between the state and civil society and sometimes also the private sector. At school level, the SGB represents a partnership of various constituencies from the school community (Karlsson *et al.*, 2001:174).

The assumption derived from the literature consulted (see paragraph 1.6.4.2) is that the causes of relationship problems between principals and SGBs are numerous. Mabasa and Themane (2002:111-115) are of the opinion that conflict in schools is caused by undemocratic behavior of principals, the behaviour of learners in meetings, the lack of participation by parents and some SGB members who find it difficult to accept learners as part of SGBs. Relationship problems are compounded by the illiteracy rate of parent members of the SGBs.

Mabasa and Themane (2002) believe that decisions at SGB meetings are undemocratic and that this may lead to conflict between principals and SGBs. Some groups, especially principals and educators are more domineering than parents in decision-making. For example, if principals and educators raise an issue, it is accepted no matter how other members of SGB feel about it.

The kinds of conflicts that arise in the SGBs are about educators ridiculing parents for their assumed illiteracy and incompetence, SGB chairpersons trying to exert their power by being domineering and telling the principals and educators how teaching should be done and principals dominating SGBs (Department of Education, 2004:82). Many SGB members (particularly parent members) have high levels of illiteracy, limited proficiency in English or very little formal education. Hence, while there is a willingness on the part of parents to serve on SGBs, they are hampered by capacity problems (Department of Education, 2004:91).

Many conflicts between principals and parent members of the SGB are caused by the difficulty in differentiating between professional and governance matters (Mestry, 2003:139). School fees collected by educators sometimes become a thorny issue. The money can be misplaced and conflict may arise between principals and SGBs as a result of the mismanagement of school fees. It should be noted that the SGB is responsible and accountable for the funds of the school and the principal is expected to facilitate, support and assist the SGB in the execution of its statutory functions relating to assets, liabilities, property and financial management of the school and of a person to whom specified parts of the SGB's duties may be properly delegated (Mestry, 2003:142).

According to the literature the main causes of relationship problems between principals and SGBs are the following:

- the mixing of roles and functions by principals and SGBs,
- the high illiteracy rate of SGB members,
- unethical conduct and struggle for power and seniority among stakeholders,
- cultural (traditional beliefs), and social and economic (poverty) factors,
- a high level of absenteeism among educators and learners, and
- dismissing of classes before time by educators.

Contrary to the above assumptions, this study found that relationship problems between school principals and SGBs are related to a lack of trust, sound decision-making, accountability,

collaboration and empowerment. These five concepts constitute the key features of sound relationships.

In terms of the data collected in the thesis the main argument is that relationship problems between principals and SGBs are related to a lack of trust when decisions are taken. Illiteracy of parents, power struggles between principals and SGBs, parents' inability to differentiate between professional matters and governance, and the misuse of funds are not the main or most prominent causes of relationship problems in schools. Although they are not the main causes of conflict, they may create more conflict because of the lack of trust between principals and SGBs.

The opinions of parents and principals concerning the causes of conflict between them may be classified in tabular form and put in rank order as follows:

Table 6.1: The causes of conflict between principals and SGBs

Principals	Parents
1. trust	1. decision-making
2. decision-making	2. trust
3. accountability	3. accountability
4. collaboration	4. collaboration
5. empowerment	5. empowerment

It is interesting to note that, apart from items 1 and 2, principals and SGBs rank the characteristics of relationships that impact on the quality of their relationship the same. A possible reason why principals appear to have a problem trusting SGBs is that SGBs are new creations of the law and most principals have no experience of working with bodies legally constituted to have a say in how their schools are run. The lack of trust is exacerbated by the many questions parents are now allowed to make regarding school management and governance.

According to the principal and parent respondents, the main causes of relationship problems in schools are features of relationships related to trust, decision-making, accountability, collaboration and empowerment. Principal respondents view lack of trust as the most important

cause of conflict between principals and the SGBs, whereas parents view decision-making as the most important cause of conflict between the principals and the SGBs.

6.3 THE EDUCATION LAW THEORY CONTRIBUTION OF THIS RESEARCH

Educators and parents on SGBs hardly ever regard learners as rightful members of SGBs who can participate in planning, problem solving and the implementation of change (Dalín, 1998:174-175; Heystek in De Groof, Heystek, Malherbe, & Squelch, 2000: 96-101).

The research emphasises that, in the context of participative democracy theory, trust between the stakeholders is fundamental. The issue of trust was overlooked or under - emphasised when the South African Schools Act was drafted and this led a serious mismatch between legal intentions and practical realities.

6.4 SHORTCOMINGS OF A SINGLE METHOD INVESTIGATION

The use of a single method has some shortcomings because some pronouncements made in this research might need further research. In a single method there is no provision for revisiting data or for further exploration of data. Standardised questionnaire items often represent the least common denominator in assessing people's attitudes, circumstances and experiences.

Questionnaires can provide information, but the researcher rarely develops a feel for the total life situation in which respondents are thinking and acting.

Interviews were not conducted in this study but they could have provided vital information on how principals and SGBs feel about their relationships. In an interview there is a direct verbal interaction between the interviewer and the interviewee, which may provide valuable information.

The fact that decision-making ranks highest among parent responses is not unexpected. It can probably be attributed to the indications in the data that the parent members of SGBs experience problems regarding transparency of decision-making and access to information. Questions such as the following could have been explored subsequent to the questionnaire:

- why are learners not involved in decision-making;
- why do parents not trust principals in decision-making;

- why do parents feel there is no transparency when decisions are taken;
- why relationships between principals and SGBs lack trust; and
- why are learners not accorded the status to which they are entitled in SASA?

6.5 IMPLICATIONS FOR FURTHER RESEARCH

In light of the research findings, the following are recommended for further research:

- Research should be done on how the key features of relationships namely trust, decision-making, accountability, collaboration and empowerment are reflected in SGBs. These issues appear to have received inadequate attention when new laws and policies were developed.
- Research should be done in other parts of the country in order to be able to generalise about the relationship problems between principals and SGBs in schools and also to assess the size and scope of the relationship problem between principals and SGBs in South Africa in general.
- Research should be done on why learners are excluded in important decision-making processes in SGBs because in terms of SASA (Act No. 84 of 1996) learners form a very important component of SGBs.
- Research should be done on the reasons why the relationships between principals and SGBs appear to be hostile. Conflict in schools has a negative effect on quality teaching and learning.

6.6 RECOMMENDATIONS

The following two recommendations focus on areas where interventions in the relationships between SGBs and principals can probably be most effective.

6.6.1 Focused training

In order to advance quality in any organisation, training is a must. This is not limited to awareness and skills training, but it includes ongoing training that will enable SGBs to continuously improve the quality of teaching and learning within the schools. Training should

form an integral part of managing quality and in training all involved (stakeholders), and be specific to the needs of the school (Lukhwareni, 2002:89-90).

There should be continual principal and SGB training and development. The training should focus specifically on the key features of relationships such as trust, decision-making, accountability, collaboration and empowerment. The aim of training should not only be to ensure the success of SGBs but also to empower principals and SGBs to develop shared values.

Developing collaborative work cultures between SGBs and principals may encourage both self-initiative and ownership of the decisions they take. Constant communication and joint work will provide the continuous pressure and support necessary to get things done (Van Heerden, 2002:82).

6.6.2 Monitoring of SGB activities and performance

Monitoring makes information available to all stakeholders (thereby reducing the isolation of other stakeholders). The crux of the matter is getting the right people talking together on a regular basis with the right information at their disposal for decision-making (Van Heerden, 2002:82).

There should be a continual monitoring of SGBs activities. This kind of quality control could help reveal aspects that need attention before damage is done. Monitoring can help discover flaws while work is being carried out. An example of a technique that may be used is the so-called score - card technique. Filling in questions after training is not enough. A score-card could contain information about SASA, for example, who is responsible for capacity building; governance and management functions; and generally must assess SMT and SGBs performances. The use of a score - card is to provide information to all stakeholders about how well the organisation as a whole and the stakeholders individually are performing so that the team can evaluate and plan their activities better (Haladyna, 2002:191-192). The score – card is like a student report card and should indicate the performance of SGBs on a regular basis.

The score – card should be designed in a manner that takes into account various stages in which SGBs may be:

- Beginning stage (e.g. in this stage SGBs should have basic knowledge about how SGBs are constituted and the difference between management and governance);
- Developing stage (e.g. in this stage SGBs should know their compulsory functions and be able among others to budget in a manner that will benefit the school); and
- Mature stage (e.g. in this stage SGBs should know their compulsory, discretionary and allocated functions and be able to design and successfully implement a school development plan).

6.7 CONCLUSION

This study therefore challenged the dominant view of the assumed causes of conflict between principals and SGBs by including chapter 2 which dealt specifically with the relationships in schools. The purpose of chapter 2 was to indicate the key features of effective relationships that might lead to effective and sound relationships. An effective relationship implied trust and acting in good faith.

The research has shown that the size and scope of the relationship problem between principals and SGBs can be identified and quantified. The problem is considerable and has a negative impact on the quality of teaching and learning in the schools. The key causes of problems between principals and SGBs in schools are lack of trust, sound decision-making procedures, accountability, collaboration, and empowerment.

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ANNEXURES

ANNEXURE 1

ANNEXURE 2

RESEARCH QUESTIONNAIRE

This research questionnaire is part of a PhD degree thesis with the University of Pretoria in the Department of Education Management and Policy Studies.

The topic is *The relationship between the school principal and the School Governing Bodies*.

NB: You are requested to respond honestly to the questions and all information given will be treated confidentially. Your co-operation in this regard will be highly appreciated.

SECTION 1: BIOGRAPHICAL DATA

OFFICE USE ONLY

Answer each question by encircling the number in the appropriate block which corresponds with your answer

V1

--	--	--

 01-03

1.1 State whether male or female

M	F
1	2

V2

--

 04

1.2 Your position in the School Governing Body

Principal	1
Chairperson	2
Vice-chairperson	3
Secretary	4
Vice-secretary	5
Treasurer	6

V3

--

 05

1.3 Experience in the SGB in years

Years	
Less than 1	1
1	2
2	3
3	4
4	5
5	6

V4

--

 06

1.4 You are a member of the SGB as:

Principal	1
Educator	2
Parent	3
Learner	4
Non-teaching staff	5
Co-opted community member	6

V5

--

 07

1.5 Highest qualification

OFFICE USE ONLY

No formal education	1
Std 1 - Std 6	2
Std 6 - Std 8	3
Std 8 - Std 10	4
M+1	5
M+2	6
M+3	7
M+4	8
M+5	9
M+6	10
M+7	11

V6			8-9
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1.6 Did you receive training about the role and functions of SGBs?

Yes	1
No	2

	10
--	----

1.7 Did you receive training about the role of learners in SGBs?

Yes	1
No	2

	11
--	----

1.8 Did you receive training about the role of educators in SGBs?

Yes	1
No	2

	12
--	----

1.9 Do you think it is important to have a principal in a school?

Yes	1
No	2

	13
--	----

OFFICE USE ONLY

1.10 Do you think it is important to have a SGB in a school?

Yes	1
No	2

14

1.11 Does your school have a democratically-elected SGB?

Yes	1
No	2

15

1.12 How was the SGB established?

It was elected by parents	1
It was appointed by the principal	2
It was appointed by the education department	3

16

1.13 Do you have knowledge about the SA Schools Act?

Yes	1
No	2

17

1.14 On what basis did you become a member of the SGB?

Elected	1
Co-opted	2
Ex officio	3

18

SECTION 2

This section contains statements regarding the management and governance of schools.

Indicate your answer by encircling the number in the block which best represents your response to the statement in question. For example, if you encircle 1, it means you strongly agree; if you encircle 5, it means you strongly disagree, etc.

		Strongly agree	Agree	Un-certain	Dis-agree	Strongly disagree	
2.1	The principal must always consult the SGB on all school matters	1	2	3	4	5	<input type="checkbox"/> 19
2.2		1	2	3	4	5	<input type="checkbox"/> 20
2.3		1	2	3	4	5	<input type="checkbox"/> 21
2.4		1	2	3	4	5	<input type="checkbox"/> 22
2.5		1	2	3	4	5	<input type="checkbox"/> 23
2.6		1	2	3	4	5	<input type="checkbox"/> 24
2.7		1	2	3	4	5	<input type="checkbox"/> 25
2.8		1	2	3	4	5	<input type="checkbox"/> 26
2.9		1	2	3	4	5	<input type="checkbox"/> 27
2.10		1	2	3	4	5	<input type="checkbox"/> 28
2.11		1	2	3	4	5	<input type="checkbox"/> 29
2.12		1	2	3	4	5	<input type="checkbox"/> 30

2.13	The school funds are misappropriated for non-educational purpose	1	2	3	4	5
2.14		1	2	3	4	5
2.15		1	2	3	4	5
2.16		1	2	3	4	5
2.17		1	2	3	4	5
2.18		1	2	3	4	5
2.19		1	2	3	4	5
2.20		1	2	3	4	5
2.21		1	2	3	4	5
2.22		1	2	3	4	5
2.23		1	2	3	4	5
2.24		1	2	3	4	5
2.25		1	2	3	4	5
2.26		1	2	3	4	5
2.27		1	2	3	4	5

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2.28	The principal treats parents badly	1	2	3	4	5
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University of Pretoria etd – Mahlangu, V P (2005)

2.29	1	2	3	4	5
2.30	1	2	3	4	5
2.31	1	2	3	4	5
2.32	1	2	3	4	5
2.33	1	2	3	4	5
2.34	1	2	3	4	5
2.35	1	2	3	4	5
2.36	1	2	3	4	5
2.37	1	2	3	4	5
2.38	1	2	3	4	5
2.39	1	2	3	4	5
2.40	1	2	3	4	5

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OFFICE USE ONLY

2.41	When the relationship between the principal and the SGB is not cordial there will be poor working conditions	1	2	3	4	5
2.42		1	2	3	4	5

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University of Pretoria etd – Mahlangu, V P (2005)

2.43	1	2	3	4	5
2.44	1	2	3	4	5
2.45	1	2	3	4	5
2.46	1	2	3	4	5
2.47	1	2	3	4	5
2.48	1	2	3	4	5
2.49	1	2	3	4	5
2.50	1	2	3	4	5
2.51	1	2	3	4	5
2.52	1	2	3	4	5
2.53	1	2	3	4	5

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OFFICE USE ONLY

2.54	Learners play no role in the school	1	2	3	4	5
2.55		1	2	3	4	5
2.56		1	2	3	4	5
2.57		1	2	3	4	5

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Any comments:

.....	V73	<table border="1"><tr><td></td><td></td></tr></table>			76-77
.....	V74	<table border="1"><tr><td></td><td></td></tr></table>			78-79
.....	V75	<table border="1"><tr><td></td><td></td></tr></table>			80-81

**ANNEXURE 3
LETTER TO RESPONDENTS**

ANNEXURE 4

THE PRINCIPAL, THE FUNDS AND MIRACLE 2000 (PAPER CUTTING)

ANNEXURE 5

PRINCIPAL ABUSES FUNDS - TEACHERS (PAPER CUTTING)

ANNEXURE 6

PARENTS WITHHOLD FEES AT SCHOOL (PAPER CUTTING)

ANNEXURE 7

PARENTS MUST BE TAUGHT TO TAKE CHARGE AT SCHOOLS (PAPER CUTTING)

ANNEXURE 8

ACKNOWLEDGEMENT LETTERS