A HISTORICAL INVESTIGATION INTO SCHOOL GOVERNING STRUCTURES IN LIMPOPO PROVINCE OF SOUTH AFRICA

by

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Submitted in accordance to the requirements for the degree
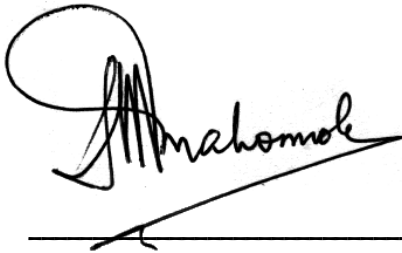MASTER OF EDUCATION

In the subject
HISTORY OF EDUCATION

at the

UNIVERSITY OF SOUTH AFRICA

SUPERVISOR: DR C MEIER

June 2008

DECLARATION

I, MAHLODI JOHANNES MAHOMOLE, declare that this dissertation 'A HISTORICAL INVESTIGATION INTO SCHOOL GOVERNING STRUCTURES IN LIMPOPO PROVINCE OF SOUTH AFRICA' is, to the best of my knowledge and belief, my original work. All the sources that I have consulted or quoted directly have been acknowledged by means of complete references. I further declare that the opinions and conclusions arrived at are my own, and that this research work has not been submitted to any university for obtaining a qualification.

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June 2008

ABSTRACT

The school effectiveness, the school's ability to deliver (produce results), and the improvement of the matriculation (Grade 12) results in the Limpopo Province has been a priority ever since the new democratic government took over in 1994.

The Limpopo Province has always scored lower than all the other nine provinces in the country in the matriculation (Grade 12) results. Among the reasons given as contributing to this state of affairs, was the ineffective way of governing and administering schools. This research investigated the development of the school governing structures in the Limpopo Province. The focus was mainly on revealing the nature of the school governing structures that existed in the province and how those governing structures influenced the overall performance of the schools.

The researcher found that the most suitable school governing structures for the Limpopo Province schools are those that will provide parents with more meaningful participation in the education of their children and will inculcate democracy in the governance of schools.

KEY CONCEPTS

circuit ranking (CR), educators, governing structures, learners, management councils, non-academic achievement ranking (NAAR), overall school performance, Parents-Teachers-Students Association (PTSA) pass percent ranking (PPR), school boards, school committees school governance, school governing body (SGB)

DEDICATION

I dedicate this work to:

1. My wife, Jacobeth, who gave me the necessary support when I struggled with my studies. Without her support I could not have completed this study. I appreciate your support Kolobe!

2. My children, Dikeledi, Thapelo, Tebogo and Kgaogelo, who were deprived of quality time with me. Although I spent most of the time at home, I was so engrossed in my studies that I paid little attention to their needs. To them I say: your sacrifice was not in vain because today I was able to complete the research.

3. All my former colleagues at MASTEC, especially David Mojapelo and Matete Madiba, who kept me on my toes with my studies. Your perpetual reminders and constructive criticism contributed significantly to my success. Thank you!

4. All my colleagues at the Masedibu High School from whom I learnt a great deal about school governance and administration.

5. All the teachers, school principals, students and education officials in the Department of Education in the Limpopo Province, who helped me to conduct my research in their areas and schools.

ACKNOWLEDGEMENTS

LIST OF THE MOST USED ABBREVIATIONS

ANC: African National Congress

AZASM: Azanian Students Movement

COSAS: Congress of South African Students

CR: Circuit Ranking

DEC: Department of Education and Culture

DET: Department of Education and Training

GET: Gazankulu Education Department

HoD: House of Delegates

HoR: House of Representatives

LEA: Local Education Authorities

LED: Lebowa Education Department

NAAR: Non-academic achievements ranking

NECC: National Education Co-ordinating Committee

NP: National Party

OP: Overall performance

PA: Parents Association

PPR: Pass Percent Ranking

PTA: Parents-Teachers Association

PTSA: Parents-Teachers-Students Association

SADTU: South African Democratic Teachers' Union

SASA: South African Schools Act, 1996

SASCO: South African Students Congress

SGB: School Governing Body

SRC: Students Representative Council

TED: Transvaal Education Department

TPA: Transvaal Provincial Administration

VED: Venda Education Department

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CHAPTER 1

INTRODUCTION TO THE STUDY

1.1   INTRODUCTION

Throughout the history of educational debates, protests and resistance in South Africa, irrespective of race or colour, the question of governance was always one of the reasons for protests and resistance. For example, the rejection of British state schooling by the Afrikaners after the Anglo-Boer War (Christie 1991:173), the rejection of the veld schools in the Transvaal Education Department (TED) by some White parents (Christie 1991:187), the resistance by Blacks to the introduction of the segregative schooling system in 1953 (Christie 1991:223–265), the demand for democratically elected students representative councils (SRCs) by students in Black schools in the 1970s and the 1980s (Christie 1991:149), the demand for the meaningful participation of parents and teachers in education matters, as demonstrated by the formation of the National Education Co-ordinating Committee (NECC) in 1985, and the proposal by the South African Democratic Teachers' Union (SADTU) and the NECC to form new governing structures in schools such as parent-teacher-student associations (PTSAs), parent-teacher associations (PTAs), student representative councils (SRCs) and parent associations (PAs) (The New Teacher 1995:13–15). All of these are indicative of the fact that school governing structures have always been a bone of contention whenever the issue of school administration surfaced.

Even after South Africa's democratic election in 1994, governing structures at institutional level remained a burning issue far from being resolved. On 28 March 1995, students in Mankweng, near Polokwane, marched on the local circuit offices demanding that the Makgoka and Marobathota High Schools allow the formation of SRCs and PTSAs in these schools (Northern Times 1995:31). The resentment of many governing structures in schools (such as school committees, governing bodies and management councils) by parents, students, teachers and members of the community at large, irrespective of colour, race or creed, was quite indicative of the extent to which the school governing structures at institutional level were a problem rather than a solution to the schools' administrative affairs. The question that is ever nagging is: what kind of school governing structures at institutional level will be legitimate and relevant and/or appropriate for the schools in the Limpopo Province? The answer is both illusive and hard to find because there is no agreement among educationists

themselves or between educationists and community organisations (including political parties) in the Limpopo Province, as to which structures would be appropriate or relevant. Some thought that such structures must include parents, teachers and students (The New Teacher 1995:3–6), while others argued that the students should not be included in the structures. The third dimension to the whole situation is that only the parents and principals (as *ex-officio* members) should form part of the structures, as was the case with school committees in schools for Blacks.

This research was undertaken with the above in mind, together with the researcher's fervent interest in these differing opinions and conflicting interests regarding the school governing structures, especially at institutional (school) level in South Africa in general, and the Limpopo Province in particular and the desire to unearth and reveal the information, which would help in understanding the school governing structures in the Limpopo Province. This investigation into the school governing structures in the Limpopo Province will be done from a historical-pedagogical (problem-historical) perspective. This will be achieved by describing, analysing and interpreting both the primary and the secondary information sources that will shed light on the legitimacy, relevance or appropriateness of the school governing structures from 1908 to 1996.

1.2   MOTIVATION FOR THE STUDY

In his study, Kani (2000:iv) focused on the school development functions of the school governing body (SGB) in historically disadvantaged secondary schools. This assertion links the school governing structures with the proper functioning (effectiveness) of the schools. Emphasising the importance of governance in the school, Maile (2002:326) states that school governance 'is an act of determining policy and rules by which a school is to be organized and controlled. It includes ensuring that such rules and policies are carried out effectively in terms of the law and budget of the school'. Despite the importance of governance, in 1995 the Congress of South African Students (COSAS) acknowledged in its 'Code of Conduct for Schools' (COSAS 1995:1), that 'the situation in our schools has dropped to an all-time low when it comes to effective learning and teaching' in the country, especially in historically Black schools. The Limpopo Province is no exception. Some education and social analysts attribute this situation to lack of proper, relevant or legitimate school governing structures in schools. Along the same lines, Eunice van den Aardweg, in her article *Possible causes of school violence* (Van den Aardweg 1987:177) states 'effective leadership and governance (in schools) are vital factors in turning a school from a centre of violence and disruptions to a place of safety and learning'.

The issue of school governing structures in South Africa in general and the Limpopo Province in particular, has been and continues to be a centre of debate and controversy in education circles. The debates centre around the school governing structures' legitimacy, relevance and the effect the governing structures have on the proper functioning and performance of schools. The Limpopo Province, with its varied experience of school governing structures owing to the number of education departments that existed in the province prior to the nineties, provides a complex, but very interesting situation to study. It is the complexity and interesting aspects of the situation, especially during the period 1908 to 1996 that motivated the researcher to undertake this study.

1.3   SIGNIFICANCE OF THE STUDY

Ary, Jacobs, Razavieh and Sorensen (2006:579) state that, for a researcher to establish whether his/her work will be of any significance at all, he/she should ask him/herself questions that include the following:

- Will the result of the study change anything in the field of education?
- What will the results of my research mean to theory and information in the specific field of my study?
- To what extent will the results be useful in solving problems and answering questions in the general field?
- How and to what extent will my results help teachers, school councillors, principals or educational planners to improve their work?
- Does my study provide grounds for further research?

The researcher believes that this study will answer the above questions positively. This research will be able to influence policy decisions regarding future school governing structures in the country in general, and the Limpopo Province in particular. The question might be: how will this be achieved? In the conclusion and recommendations section (see chapter 6) of the research is an answer, because it is in this section that the researcher will make recommendations about the types of school governing structures that can be both appropriate/relevant and legitimate for the schools in the province.

Apart from contributing to educational practice, the results of the research will add to the academic study of education as a subject in tertiary institutions (such as universities, technikons and colleges of education) and professional bodies (such as research institutions), thereby contributing to both the theory and practice in the field of education. The research is also an example of the practical application of the principle of 'democratisation' of teaching

and learning institutions, in the sense that it recommends the structures that can be supported and made meaningfully active at an institutional level.

In addition to the contributions the research will make in the field of education in general, the research will also provide a good ground for further research. For example, other educationists can either verify or refute the findings of this study, can research the feasibility of applying the recommended structures, or they can research the structures at other levels that can best link with the structures at institutional level that the researcher is recommending.

1.4   STATEMENT OF THE RESEARCH PROBLEM

As indicated in both the introduction (see section 1.1.) and motivation for the study (see section 1.2) above, school governing structures, especially their legitimacy, relevance or appropriateness, have been and continue to be a controversial and intensely debated issue in the Limpopo Province. Some studies and research findings (Mantshiu 1997) indicate that there are some beliefs that the school governing structures which were in operation before 1996, were a cause for the deterioration of educational standards in schools, because they did not enjoy the support of stakeholders in the schools and the communities at large (Christie 1991:149). On the other hand, there were some arguments to the effect that structurally (organisationally) those structures were all right, but the manner in which they were functioning contributed to their failure or low performance rate. The debate is between whether they should be phased out or kept and rejuvenated. Based on the aforesaid, the following questions arise:

- What constitutes a theoretical foundation of school governing structures?
- How are school governing structures internationally perceived?
- How did school governing structures develop in the former Transvaal Education Department (TED), Department of Education and Training (DET), Department of Education and Culture – House of Delegates (DEC–HoD), and Department of Education and Culture – House of Representatives (DEC–HoR), Gazankulu Education Department (GED), Lebowa Education Department (LED) and Venda Education Department (VED)?
- Did school governing structures have an influence on the performance of schools?
- What recommendations could lead to the enhancement of the performance of schools?

The researcher believes that an academic investigation into these questions is necessary to adequately discern the subject and reveal a body of knowledge that might help guide the decisions towards creating future school governing structures, especially at institutional level.

1.5   AIMS AND OBJECTIVES OF THE STUDY

1.5.1   General aims

The general aims of the research are to:

- investigate and reveal the types of school governing structures that existed prior to 1986 with regard to their legitimacy, relevance and effectiveness
- investigate the types of school governing structures that existed between 1986 and 1996
- analyse the relationship between the performance of schools and the functioning of the school governing structures in the Limpopo Province
- propose the models that can be adopted in future to improve school governance.

The exact ways in which this could be achieved is best expressed in the objectives stated below.

1.5.2   Objectives

Objectives are narrower than aims. The objectives stated below are therefore the attainment of the general aims stated in section 1.5.1. above. In other words, the general aims have been broken down into finer, specific targets in the forms of objectives. Objectives are direct responses to the questions raised in the 'statement of the research problem' (see section 1.4.). The objectives of this research are to:

- determine a theoretical conceptualisation of the school governing structures (see chapter 2)
- give a brief overview of selected school governing structures internationally (see chapter 2)
- give an historical overview of the development of school governing structures in the former TED, DET, DEC-HoD, DEC-HoR, GED, LED, and VED (see chapter 3)
- investigate the influence of school governing structures on the performance of schools in the Limpopo Province (see chapters 4 and 5)
- suggest recommendations, which can lead to the enhancement of the governance and performance of schools (see chapter 6).

1.6   RESEARCH DESIGN AND METHODOLOGY

The methodology of the *History of Education*, as Venter and Van Heerden (1989:29) put it, consists of a basic method and a number of distinct approaches. Both the basic research

method and different approaches are explained in sections that follow so as to give the perspective from which the researcher approached his research and for the purpose of locating the researcher's work within these approaches.

1.6.1   Approaches

A research approach, as Venter and Van Heerden (1989:107) put it, is 'the total view that the researcher has of his investigation of the problem'. The researcher, therefore, tackles the research problem from his/her point of view, which involves adopting certain attitudes, methods, and techniques in investigating the problem. An approach is broader than a method; in fact it includes the method.

In this research, the researcher adopts both the metabletic and phenomenological approaches. The approaches and how the researcher uses them are explained below.

1.6.1.1   Metabletic approach

Metabletic, as explained by Van den Berg (in Venter & Van Heerden 1989:156), has to do with change. It involves the explanation of the change process of a phenomenon (such as education) from its original past to its present state. The metabletic approach is used by the researcher to describe the educational change from its past to the present, taking into account the principles of simultaneity, unique occurrence, and emphasis about the change.

In applying this approach in this research, the researcher describes the change which the school governing structures in the Limpopo Province had undergone from its past up to 1996. In doing so the researcher is not interested only in the consequences and the results of change in the school governing structures in the Limpopo Province, but also in the source of the change (i.e. why they changed), in keeping with the metabletic principle of unique occurrence (Venter & Van Heerden 1989:159).

1.6.1.2   Phenomenological approach

According to Gunter (in Venter & Van Heerden 1989:142), phenomenology is 'the methodical revelation of reality as it is in itself revealed as reality'. In other words, phenomenology as a research approach is an approach by means of which the researcher allows the phenomenon under investigation to reveal itself as it really is.

In applying this approach the researcher will reveal, as it is, the development of school governing structures in the Limpopo Province in the past, *up to and including 1996*. The

researcher applied all the methods of phenomenological approach, which include: negative reduction; positive reduction; forming of ideas; and intuitive understanding.

1.6.2 Research method

A research method is a way or means of revealing knowledge. Venter and Verster (1986:23) explain method as 'a way of doing something: the way one has to go about to reach a goal'. In basic scientific (historical-educational) research there are several approaches used and one basic method, namely: basic scientific research (historical-pedagogical method). The method is explained in the section that follows.

1.6.2.1 Basic scientific research method (historical-pedagogical method)

Ary *et al.* (2006:573) explain research method as 'general strategy followed in gathering and analysing the data necessary for answering the question at hand'. A research method is also a plan of attack for the problem under investigation.

A method is a 'way', a 'road' or a 'means' by which to arrive at a product. In historical-educational research, the basic scientific method, also known as historical-pedagogical method, is very important. Historical-pedagogical method, according to Venter and Van Heerden (1989:107), is a method by which the researcher investigates the phenomenon of education in its temporality or time perspective. In other words the phenomenon is investigated from its past, present, and future perspectives. In using this method, the researcher begins by the present, then get to the past, and then predict, interpret or lay foundations for the future.

In adopting this scientific research method, the researcher investigates the development of the school governing structures in the Limpopo Province in its time perspective. In investigating this topic from its past, schools in former TED, DET, LED, GED, VED, DEC (HoR and HoD) are studied.

1.6.3 Data collection methods

This research was carried out by means of a literature study and empirical investigation.

1.6.3.1 Literature study

Sources of information are media, which the researcher consulted. Sources of information are in many different formats – literature, recorded audiotapes, videotapes, in artefact form, in spoken form (oral) and many other forms. Primary sources contain information that is original (e.g. minutes, books and journals), whereas secondary sources contain information that is retold or recorded from primary and other secondary sources (e.g. newspaper stories and textbooks).

a)   Primary sources

In historical research the most important types of primary sources are published and unpublished written documents (Neuman 2006:432). Primary sources are original documents, relics, remains or artefacts. They are the direct outcomes or records of eyewitnesses, for example, the minutes of a school board meeting; an unedited videotape of an event; or a collection of artwork. These documents can be found in archives, in private collections, in family closets, or in museums. Primary sources have realism and authenticity (Neuman 2006:432). In primary sources, as Van Dalen (1979:454) states, only the mind of the observer intrudes between the original event and the investigator. In other words, primary sources contain 'first-hand' information.

In this research, some of the primary sources the researcher will consult include Education Acts and Ordinances passed by former parliaments (legislative assemblies) of Gazankulu, Lebowa, Venda, South Africa and the Transvaal Provincial Administration; Minutes of Parliament; White Papers (past and present); some newspaper, periodical and journal reports.

b)   Secondary sources

In historical research secondary sources are those sources that provide a 'broader picture on the events of the past contained in the primary sources' (Neuman 2006:432). As the name explains, secondary sources are those sources, which contain 'second-hand' or secondary information. The most important secondary sources are the 'writings of the specialist historians who have spent years studying primary sources' (Neuman 2006:432). Examples of such sources include: history books; research reports; articles in encyclopaedia; or newspaper reports based on information from other sources (Neuman 2006:432).

The secondary sources which the researcher consulted in this research include, among others, books; newspaper reports; research thesis and dissertations; education departmental reports; and reviews of research findings (reports).

1.6.3.2 Empirical investigation

Johnson and Christensen (2000:17-18) distinguish between qualitative research and quantitative research designs. Quantitative research relies primarily on the collection of numerical data, while qualitative research relies primarily on the collection of non-numerical data such as facts presented as words or pictures. In this research, a qualitative as well as a quantitative design were used to investigate the historical development (evolution) of school governing structures in Limpopo province up to 1996. The combination of the above research designs was used to achieve what De Vos, Strydom, Fouché and Delport (2005:361-362) call triangulation.

a)   Sampling and selection of participants

Sampling is the process of selecting a sample from a large group of persons, identified as the population (Johnson & Christensen 2000:180). In this investigation the researcher used purposeful sampling, which is sometimes called judgment sampling. Purposive sampling means that the researcher selects particular elements from the population that will be representative or informative about the topic of interest. Thus the researcher selects information-rich individuals, that is, those are likely to be knowledgeable and informative about the phenomenon under investigation (Johnson & Christensen 2000:180). To investigate the historical evolution of the school governing structures in Limpopo province up to 1996, the researcher selected information-rich directors of educations, inspectors of educations and some principals as participants in this investigation.

b)   Interviews

In interviews, as Creswell (2003:188) puts it, the researcher conducts face-to-face interviews with participants, interviews participants through telephone, or engages in focus group interviews with six to eight interviewees in each group. The interview involves structured or unstructured and generally open-ended questions that are few in number and intended to elicit views and opinions from the participants (Creswell 2003:188). Whether a telephone is used or people talk face-to-face, the bottom line in an interview is that the interviewer and the 'interviewee' are engaged in a verbal interchange (dialogue) where information is elicited, given and collected.

An interview is an important method of collecting data in research. Its advantage lies in the fact that:

- the interviewer is able to redirect the questions to elicit the desired information
- the information/data gathered is 'raw', direct, and from the 'horse's mouth' (Borg & Gall 1989:446). In other words, an interview helps the researcher to gather primary information.

Because not so much is written about school governance and the school governing structures in the Limpopo Province, the researcher used interviews (see appendix 6–11) to gather extra information (in addition to that provided by other sources) from 'resource persons' in the Limpopo Province. The people to be interviewed are called 'resource persons', not because they are experts in the subject, but simply because they provide information.

The researcher used the interview in its varied form – from structured to unstructured, to collect information from a variety of participants. Among other 'interviewees', the researcher interviewed, are:

- former education authorities, including principals of schools, in former DEC (Hor & HoD); DET; GED; LED; TED; and VED;
- former students and students in schools at present;
- some members of former school governing structures
- those people who took part or had interest in school governance in the past, e.g. members of political parties, civic organisations; teacher organisations; and other professional bodies.

c)   Questionnaires

According to Wilson and Sapsford in (Sapsford & Jupp 2006:121), a questionnaire is a structured set of questions, containing all necessary instructions, for respondents to fill in by themselves. Therefore questionnaires are data collection instruments used in survey research designs. A questionnaire is a set of questions on a form, which is to be completed by the respondents in respect of a research project. The basic objective of such a questionnaire is to obtain facts and opinions about a phenomenon from people who are informed on the particular issue (Sapsford & Jupp 2006:121). In this research the researcher administered five different questionnaires (see Appendices 1–5), comprising mainly of open-ended questions, to five different categories of respondents, namely: directors of education, inspector of schools, principals of schools, parents and learners.

d)   Data analysis

Data analysis is the process of bringing order, structure and meaning to the mass of collected data (De Vos *et al.* 2005:333). Qualitative data analysis was adopted in this study and this regard Patton (in De Vos *et al.* 2005:333) states that qualitative analysis transforms data into findings. Data in qualitative research is usually in the form of textual narratives (i.e. transcribed interviews), written descriptions of observations (field notes) and the reflection of ideas and conjectures recorded daily in the researcher's record book (De Vos *et al.,* 2005:333). The researcher read all the questionnaires one by one, studied them and made a summary. The raw data of questionnaires were coded and quantified and percentages were listed in each response category for each item. The researcher transcribed the interview and analysed the text derived from it by reading and rereading the transcripts and the responses to the open-ended questions in the questionnaire and searched for the relationships.

e)   Reliability and validity

Johnson and Christensen (2000:100–122) state that reliability refers to the consistency or stability of the responses obtained from data gathering procedures. Validity inquires whether the responses has determined what the researcher intended to determine.

1.7   CONCEPT CLARIFICATION

This section on concept clarification is meant to provide an operational definition of the concepts used in this research. The main concepts defined are: school; governing structure; school governing structure; institutional level; legitimate; appropriate; relevant; Blacks and Limpopo Province.

1.7.1   School

The concept 'school' is quite broad and its meaning quite diverse. The different meanings attached to this concept depend on the point of view and context, from which it is defined. For example, 'school' may refer to a 'particular thinking pattern' (as in Philosophy, Educational Sociology and/or Psychology); it may refer to a 'large number of fish swimming together' (as in Fishery and Aquatic/Marine Studies); it may, as well, refer to a 'place of teaching and learning' (as in Education) or in some cases it may refer to 'an institution where education takes place, irrespective of the form and/or the manner in which this education is

offered or takes place (as in the United States, where colleges and some universities are regarded as schools).

Oxford Advanced Learner's Dictionary of Current English (1980:759) explains school as 'an institution for educating children'. This can be 'primary schools' or 'secondary schools'. In this research the researcher defines the concept from an educational point of view where the concept means primary school or secondary school.

It is defined not only from an educational point of view, but also from a South African educational point of view. In this context, 'schools' refer to primary schools and secondary schools, as defined by both the previous Education Act of 1984, and the South African Schools Act, no. 84 of 1996. In other words the concept is used to refer to institutions of teaching and learning where learners aged from 6 or 7 to 19 or 20 years are in attendance. This definition covers both public (government or government-aided) schools and independent (private) schools; but emphasis on public schools.

1.7.2 Governing structure

The concept 'governing structure' consists of two terms, 'governing' and 'structure' which, if explained separately, can best depict the meaning of the concept. Governance is a noun derived from the verb 'governs'. To govern, according to the *Oxford Advanced Learner's Dictionary of Current English* (1980:374), is to 'rule, control, or direct the public affairs of a city or country'. Governance therefore, is an act or a manner (way) of ruling, controlling, or directing the affairs of an institution. Governance involves administration and management.

A structure, on the other hand, refers to an organised set-up. It further refers to the way in which 'something is put together' (*Oxford Advanced Learner's Dictionary of Current English*, 1980:858), to make a complete functional whole. For example, the structure of a shopping centre shows how the little parts (shops, toilets, parking areas, etc) are put together (organised) to constitute a shopping centre (which is a complete whole). An organisation is a structure or it is structured, in the sense that individuals or groups of individuals constituting it are organised according to the roles they have to play in the organisation for it to achieve the purpose/function for which it was set-up. For example: an association of librarians; a committee on rural development, a school committee. Therefore, an organised body is a structure.

A governing structure, therefore, is an organised body whose purpose/function is to rule, control, or direct (i.e. to govern) the affairs of the institution for which it is responsible.

There are many different governing structures in different institutions. A school governing structure is one of such structures. What school governing structure is, is explained in the section below.

1.7.3 School governing structures

As indicated above (see section 1.7.2), a school governing structure is a body consisting of individuals/officials set-up to rule, control, or direct the affairs of the school. The fact that it is called a structure indicates that it is organised and well set-up. Governing structures can be set-up at different levels of education structure/system. There are governing structures at central level (head office); regional levels (e.g. regional offices); district level; area level; circuit level; or at institutional level (for a particular school, for example). The school governing structures which this research is paying much attention to are those at institutional level, although structures at other levels are not ignored. What the term institutional level mean and refer to, is explained in the section below (see section 1.7.4).

1.7.4 Institutional level

Institutional level, to put it more succinctly, refers to 'at the level of the institution', in this case a school. The governing structures at institutional level are those structures, which govern (run, rule, control, or direct) the affairs of the school at school level. A regional school board, for example, although it is a school governing structure, but it cannot be regarded as a governing structure at institutional level, because it is not based at a school; as opposed to a school committee at a particular school. Some of the indicators of a school governing structure at institutional level are that such a structure is:

- formed at that school;
- based at that school
- responsible for governing the affairs of that school.

The above three factors define what is meant by a governing structure at institutional level. In the past, examples of such structures included, among others, school boards; school committees; school councils; school management councils; and SGBs (in Model C schools).

1.7.5 Legitimate, appropriate, relevant

The *Oxford Advance Learner's Dictionary of Current English* (1980:482) defines something legitimate as that which is 'lawful', 'reasonable,' and 'can be justified'. For example, a

legitimate reason for being absent refers to a reason that 'can be justified', in other words, an understandable reason. A legitimate governing structure refers to that structure which is lawful, reasonable, and can be justified. In addition to the meaning given above, the term is used to also mean 'being agreed to, known, and supported, by those it concerns or affect'. A legitimate school governing structure, therefore, is a structure that is, in addition to being lawful, reasonable, and justifiable, also agreed to, known, and supported by parents, teachers, learners and members of the broader community (i.e. those it concerns or affect).

The term 'legitimate' is mainly used in this research, to mean 'agreed to and supported by those it concerns or affects'. In other words, by 'legitimate school governing structures', the researcher refers to those structures which were/are 'agreed to, and supported by' the stakeholders at school (parents, teachers, learners and members of the broader community).

'Appropriate', on the other hand, means 'suitable'. A suitable school governing structure is that which is well set-up and is able to perform its roles as defined. The appropriateness of the structure is measured in terms of its ability to deliver its briefs. 'Appropriate' is related to 'relevance'. Something that is 'relevant' is 'appropriate' for a particular level or situation. In this research, the two terms are used interchangeably.

The above three terms, namely, legitimate; appropriate; and relevant, are not necessarily mutually exclusive, but are complementary to one another. It is in this context that the researcher uses them.

1.7.6 Blacks

The term 'Blacks' in South Africa has varied meanings. If it is not defined, its use may create a different meaning from what the user intended. For example, in terms of the 1983 South African Tri-cameral Constitution (Apartheid-based Constitution), there are four groups of races in South Africa, namely: Whites, Blacks, Coloureds, and Indians. While in terms of non-statutory organisations which were opposed to Apartheid (particularly Black organisations), there are two main race groups in South Africa, namely: Whites and Blacks. In this context, the term is used to refer to Blacks, Coloureds and Indians. The term as it is used here, has the same meaning as 'Non-White' (as used in the Apartheid literature and Acts of Parliament).

In this research the term is used to refer to Blacks, Coloureds and Indians collectively or individually, in other words as being synonymous to 'Non-White'. Black schools refer to schools that were historically called Coloured, Indian, and African schools.

1.7.7   Limpopo Province

Limpopo Province is one of the nine provinces of South Africa, together with Gauteng, Mpumalanga, Eastern Cape, Western Cape, Northern Cape, North West, Free State, and KwaZulu-Natal. It is situated on the northern part of the country, as the map indicates (see Map 1).
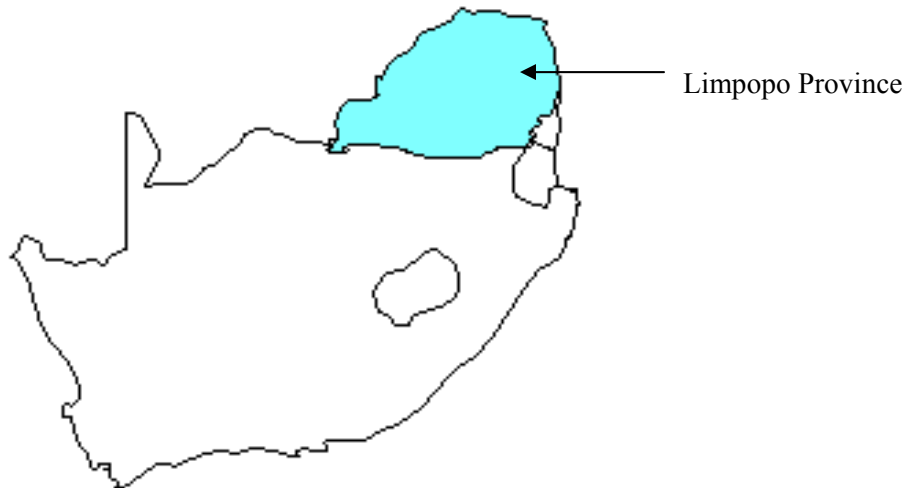
Map 1: South Africa (Showing Limpopo Province)

The province is largely rural. It came into existence in 1994 and includes the former homelands of Lebowa, Gazankulu, Venda and the northern part of what was known as the Transvaal. The education department of the province is an amalgamation of the former Department of Education and Culture: House of Representatives (DEC:HoR) - for Coloureds, Department of Education and Culture: House of Delegates (DEC:HoD) - for Indians, Department of Education and Training (DET) - for Blacks who were not in homelands, Gazankulu Education Department (GED) - for Tsonga/Shangaan speaking Blacks, Lebowa Education Department (LED) - for Northern Sotho (Sepedi) speaking Blacks, Transvaal Education Department (TED) - for Whites, and Venda Education Department (VED) - for Venda speaking Blacks.

1.8   DEMARCATION OF THE STUDY

Demarcation of the study field serves to clarify what period the people and the geographic area are being covered by the study. This clarification is important because it puts the researcher's work in perspective and therefore creates a context for the research results (findings).

- This research focuses on the *period up to 1996*. The researcher chose the period for the following reasons: The researcher wanted to reveal the situation about school

governing structures, which existed before the passing of the South African Schools Act, Act 84 of 1996. This situation is the one that gave rise to the formation of the school governing structures (SGBs) that are in existence currently.

- The period 1986 to 1996 has historical significance. It is the period marked by intense political demonstrations; boycotting of classes by learners demanding quality education and the democratic governance of schools; the unbanning of political parties in 1990 (Kani, 2000:2); engagements of political parties in the creation of the new democratic South Africa, which culminated in the installation of the new government through general elections of 1994. Among the aspects of democracy that were discussed was education – the provision and management thereof. The forming of the new government in 1994 did not immediately change the laws of the country, but 1995 and 1996 saw the passing of legislations, including the SASA Act of 1996, which brought about the changes envisioned during the negotiations of a new South Africa.

- The researcher decided to stop at 1996 so as to cover this important period of development of SGBs. Coupled with the historical significance of 1996, the researcher realised that a turning point was reached in 1996 for implementing the policies of the new government, especially with regard to the democratisation and funding of schools.

- The researcher wanted to focus on those school governing structures that existed prior to 1996 to expose those factors or aspects that can assist in either assessing the current school governing structures or creating new ones.

- The researcher chose not to focus on the post 1996 school governing structures, but to only refer to them, because much is still to be learnt from the current school governing structures (Masheula 2003:8).

- The researcher believes that the result of this research might therefore assist education planners, especially the governance section of education, to evaluate the current SGBs against the original intentions of the new South Africa and to re-plan, if necessary, new structures.

1.8.1　Period

There has always been some or other form of school governing structure as far back as the first school in the country. The same applies to the situation in the Limpopo Province. The first schools had their own forms of school governing structures, which were not the same as those that existed in the 1950s and neither were they the same as those that are in existence today. The development of school governing structures in the Limpopo Province is such a broad subject that it can not be sufficiently investigated, covering 'all periods' in time and history, in a research such as this. With this in mind, the researcher has decided to pay attention to the period from 1908 to 1996, with specific emphasis on the 1954 to 1996 period.

For a systematic study of the period demarcated, the researcher has devised the three time periods as the:

- period before 1976
- period 1976 to 1986
- post 1986 to 1996.

The demarcation of the study period into the above three time frames is not without reason, it is of historical significance in the development of both the education system and the general history of South Africa. For example,

- in 1954 a segregated type of education system, with the introduction of Bantu Education was implemented (Christie 1991)
- 1976 was a turning point in the history of South Africa, where learners (Blacks) went on the rampage in resistance to Bantu Education (the use of Afrikaans as a medium of instruction, to be exact) (Christie 1991)
- after 1986, new and varied structures of educational control in different education departments came into existence (Christie 1991)
- 1996 saw the passing of the SASA Act of 1996. In that sense 1996 is a year that could be referred to as the turning point in the implementation of policies of the new government, especially with regard to the democratisation and funding of schools (Masheula 2003:8) – including the formation of new SGBs.

The researcher also needs to mention that because the period under investigation is mainly before 1996, the sources referred to may seem outdated to a critical reader. The reader needs to keep in mind that this is a historical investigation.

1.8.2   Area

The area covered in the research, in the main, is the Limpopo Province. The Limpopo Province as a unitary area as we have it now, only came into existence in terms of the South African Interim Constitution, and was made possible by the 1994 general elections. Before that time, the area consisted of the homelands of Gazankulu, Venda, and Lebowa; and the then Transvaal Provincial Administration (Northern Part). Each of these had an education department to run. These homelands and the Transvaal Provincial Administration (TPA) were merged in 1994 to form the current Limpopo Province.

In this research, therefore, the school governing structures in the education departments of the former Gazankulu, Venda, Lebowa and Transvaal Provincial Administration, are examined separately, and the research concentrates mainly on the school governing structures at institutional level. While the focus is on the structures at institutional level, other levels, such as regional structures, district structures, area structures and circuit offices, are also considered.

The researcher also describes the school governing structures in selected countries namely Zimbabwe, England, Tanzania, China, USA and Netherlands. These countries serve as exemplars from Western, African and Eastern perspectives to the South African situation (see chapter 2).

1.8.3   People

In analysing the development of the governing structures in schools, the researcher will refer to, *inter alia*, officials of the department of education (e.g. directors, regional directors, area managers and inspectors of schools); the learners in secondary schools (i.e. learners in standards 6 to 10, aged from 14 or 15 to 18 or 19 years); members of political parties; leaders in civic bodies; teachers and principals of schools. All the people referred to above are people of different races (Blacks and Whites), of all sexes (men and women), and of different localities (urban and rural).

1.9   CHAPTER DEMARCATION

Chapter demarcation is in line with both the statement of the research problem (see section 1.4) and the aims and objectives of the study (see section 1.5) as shown in the sections above. This section clearly states how each chapter will deal with ideas or sub-problems that are arranged in the form of topics. The chapters are demarcated as follows:

Chapter 1:   Introduction to the study

1.10   LIMITATIONS OF THIS RESEARCH WORK

The South African Schools Act, Act 84 of 1996 as amended, establishes the school governing bodies (SGBs) in all schools in South Africa. The SGBs are the statutory school governing structures at school level in all public schools. The Act (SASA Act) was passed towards the end of 1996, and the implementation of its provisions, including that of establishing the SGBs, were effectively implemented as from 1997. The SGBs came into existence, although not in all schools, with effect from 1997 and the process of setting them up is still continuing. This research does not primarily cover the SGBs as established in terms of South African Schools Act 1996, although the researcher refers to them. This research focuses on the school governing structures that existed until 1996 when the new ones, in terms of the SASA Act, were introduced. The reason for focusing on the period up to 1996 was for the researcher to reveal those school governing structures that gave rise to the SGBs as established in terms of the South African Schools Act of 1996.

As a student of history of education, the researcher wanted to provide a body of knowledge to both the education practitioners and students of the history of education, which served as a basis on which the new SGBs (as per the South African Schools Act) were formulated. The researcher believes that past school governing structures (that existed until 1996) played a major role in informing the policymakers of the new government on how to compile a form of school governing structures (SGBs) as legislated by the SASA Act. It was against this background that the researcher decided to focus on the development of school governing structures up to 1996.

1.11   CLOSING REMARKS

The purpose of this research is to investigate and reveal the kind of school governing structures that existed in the past (up to 1996) in the Limpopo Province and to analyse their impact in the overall performance (achievements) of the schools in order to propose new models for the future. For this to be systematically achieved, the researcher devised three time periods within which the topic is studied. The periods are before 1976, 1976–1986 and 1986–1996. Although these periods are a focal point for this research, other events outside these periods were not completely ignored.

This chapter serves as an introduction to how the study is conducted and mainly details the researcher's approach to the study and the methods that he adopts as a plan of action to undertake the study. That is why this chapter deals with aspects such as motivation for the study (see section 1.2), statement of the research problem (see section 1.4.), aims and objectives of the study (see section 1.5), research methodology (see section 1.6) and demarcation of the study (see section 1.8), as indicated in the table of contents. In other words, this chapter lays a foundation for the chapters that follows.

In the chapter that follows, an analysis of the concepts raised in the research topic is done as well as a theoretical conceptualisation and international perspective given on school governing structures.

CHAPTER 2

SCHOOL GOVERNING STRUCTURES: A THEORETICAL FOUNDATION AND INTERNATIONAL PERSPECTIVE

2.1 INTRODUCTION

Any system, be it social, political, scientific or religious, is based on a philosophy, or to be precise, a particular philosophy (view of life). Philosophy, according to the *Oxford Advanced Learners' Dictionary of Current English* (1974), refers to the principled views underlying a particular thinking, which is regarded as the truth or true knowledge. Philosophy, therefore, is the cornerstone or foundation on which any system or set of activities is based. It is a way of making sense out of life. Philosophy permeates all kinds of human activities, including education.

In this chapter, the researcher provides both a theoretical foundation of the school governing structures and an international perspective on the philosophies that characterized school governing structures. On the latter, the research focuses on the selected countries as exemplars, as covered by section 2.3 below.

2.2 THEORETICAL CONCEPTUALISATION OF SCHOOL GOVERNING STRUCTURES

Every society or community has its own way of looking at things. In other words, every society has its own philosophy about every aspect of life. For example, South Africa has its own philosophy on education, science, security, etcetera., which is different from that of Russia, Zambia, Togo or the United States. But this does not mean that there may not be similarities in some or most of the elements of philosophies of the different societies. This is so, partly because societies, communities or countries learn from each other.

The philosophical orientation leads to the theoretical definition of concepts and phenomena. Theoretical definition will, in turn, be defined according to situational circumstances. The school governing structure in South Africa is be defined differently from those in Zambia or

Japan, for example. However there seems to be a lot in common, locally and internationally, on the meaning of the concepts, governance and school governance. The local and international literature that was consulted for the period under discussion (1908–1996) seems to agree on what governance has to deal with. For example, Spindler and George (1984) state that, school governance is all about *administering and managing* the schools, the purpose of which is to bring about *maximum success* in school activities. Agreeing with Spindler and George are Partington (in Bastini 1995:5) and Squelch (in Dekker & Lemmer 1993:227) who go further to state that the *parents* are the key members of any structure set up to govern the schools so that success is both ensured and maximised. The South African Schools Act of 1996 (Section 29 [1]) and Limpopo Province's Notice No. 242 of 1997 (Section 1 [2b]), ensures that in the establishment of a SGB, the parents are in the majority. The acts go further to state that the chairmanship of the governing body should go to a parent member.

In defining the concepts, Marwala Rasethaba (1996), an officer in charge of school governance in the Limpopo Province, states that governance includes *management*. He, however, distinguishes between governance and management, for the purposes of applying them. Governance, as he puts it, is the act of determining the direction the organization (school, in this case) should take by formulating policies that must be implemented in the day-to-day operations of the organization. Governance, therefore, is mainly concerned with making policies, reviewing policies, and monitoring their implementation. Management, on the other hand, is concerned with the implementation and administration of school policies on a day-to-day basis. The principal and his/her heads of departments and staff members do *school management*, while the governing body does the *governance*. Rasethaba (1996) emphasises the fact that governance and management are interwoven activities, which are also inseparable. He also agrees with the writers mentioned above that the purpose of school governance is to *maximize the success* of school efforts.

While there is a lot in agreement about the meaning of the concepts internationally there are, however, differences with regard to the actual application (for example: the kind of structures that are there and the intentions for which they were constituted) of the concepts, which may distinguish one country from another.

2.3 AN INTERNATIONAL PERSPECTIVE ON SCHOOL GOVERNING STRUCTURES

Because countries may differ with regard to what constitutes school governance, especially at institutional level, it was against this background that the researcher looks at the concept of school governance and school governing structures from both *theoretical* (why they are there

or needed) and *international* (how other countries view and apply them) perspectives. In looking at the concepts from an international point of view (perspective), the researcher does not want to suggest that there is one common definition of the concepts (school governance and school governance structures) internationally, but that there are some similarities in most aspects that relate to school governance.

However, the researcher recognises the fact that across all nations of the world, the concepts (school governance and school governance structures) do exist and they exist in different forms, and that there are some features that are so common that they seem to be taken as given (obvious). For example, the composition of the governing structures, where parents (who are represented in one form or the other) and the government are main members, seems to be a given aspect about school governance in almost all countries.

In presenting an international perspective on the subject, the researcher selected certain countries and briefly present how they view school governance (why they have the school governing structures they have) and how they apply the concepts (i.e. what kind of structures do they have); especially at the institutional (school) level. The following five points are used as a guide in analysing the selected countries:

- Why school governance and why the kind of structures they have?
- What kind of structure is there at school level (its name)?
- Who constitute the structure (members of the structure)?
- Are learners involved (are they members) in the structures?
- If learners are involved, are they part of the highest decision making part of the structure?

The following countries are studied:
- Zimbabwe
- England
- Tanzania
- China (People's Republic)
- Unites States
- Netherlands

2.4   WHY THE ABOVE COUNTRIES WERE SELECTED

South Africa was once a colony of Britain, as were Zimbabwe, the United States, and Tanzania. The reason why the researcher chose Zimbabwe, the United States, and Tanzania is

mainly because they share a similar political history with South Africa and therefore have a lot in common with regard to school administration and governance.

The Netherlands and the People's Republic of China were chosen because, during the political activism by Black nationalists, both China and the Netherlands supported the move to change the Apartheid education in South Africa. These two countries also 'housed' some political activists. Other than their political connection with South Africa, England, the Netherlands and China were chosen because they are some of the oldest established education systems. Zimbabwe and Tanzania were also chosen to show an African perspective of school governance.

In using the countries above, the researcher does not suggest that these countries represent an ideal world model on school governance; neither does the researcher imply that their governing structures are a representative model of the international community on school governance, but the researcher uses them merely as views and scenarios other than those of South Africa. The presentation on these countries will be brief, *because the main focus of this research is on the governing structures in Limpopo Province and the discussion of the selected countries is only used to indicate that differences and similarities do occur in school governing structures worldwide.* Many sources were published on the school systems of the above-mentioned countries but very few sources provide details of governing structures. The sources used also indicate governing structures up to 1996, which is in line with the demarcated field of study. Furthermore the focus specifically falls on the five points mentioned above.

2.5   BRIEF REVIEW OF THE SELECTED COUNTRIES

Each of the countries selected above is reviewed, taking into account the five points raised in section 2.3 above.

In applying the five points raised above to Zimbabwe, the position is as follows:

- *Why the structures?* School governance, at institutional level, is required to ensure the proper running of the school, and to make sure the government, through the directors of education, is well informed about the affairs of the school (such as how much (financially) is required for the running of the school, whether the school follows the determined goals of the education system, whether teachers and students are following the policy of the government in respect of school organisation and administration), looking at the buildings of the school and organising necessary

measures to remedy anomalies at the school, such as repairing the damaged part of the school and maintaining the school grounds.

- *Structures at school level.* At school level there is a school committee as the main school governance structure.

- *Who constitute the structures?* Parents and the school principal constitute the structure, that is, they are the members.

- *Are learners part of the structures?* Learners are not involved in the structure. In other words, learners are not part of the structure (they are not members) There are, however, learners prefects, representing the learners in matters relating to themselves only when they meet with staff or the principal. Learners are indirectly involved in school governance, but have power to influence major policy decision in the school.

- *Are learners part of the main decision making structure?* Learners are not part of the school decision-making body of the school.

2.5.1 Zimbabwe

2.5.1.1 Introduction

Zimbabwe was a British protectorate up to the early 60s when it gained its independence. Although it has acted as a sovereign state since then, it was still ruled by White British people who perpetuated British ideas. The British ways of organising societal issues, including education, continued to be the norm in Zimbabwe, then called Rhodesia. True independence of Zimbabwe was obtained in 1980 as a result of civil war, which ended in the establishment of Black majority rule and the renaming of the country as Zimbabwe.

Of great interest to the researcher about the Zimbabwean scenario is that, up to today the traces of British (England, to be specific) influence in the field of educational organization and administration still exist (Dekker & Lemmer 1993:73). For instance, schools still use English as a medium of instruction, daily school activities such as starting a school day and closing a school day, are still much the same as those that prevailed during the time of the British rule. There is still very little difference in the way the schools are governed. This discussed in the section below.

2.5.1.2   School governing (organization and administration) structures

According to Mamombe (1997), a secondary school teacher at Entumbani Secondary School in the Bulawayo area in Zimbabwe, very little has changed in respect of organising school administration and governance. The school committee system is still in place, where parents and the school principal are members. Learners are only indirectly involved in the governance of the school through the prefect system, where each class has a prefect representing it. The prefects have no role to play in the activities of the school committees. In other words, they are not part of the school committee. The prefects communicate with the principal and/or teachers in matters relating to their affairs.

Mamombe goes on to say that the slight change which occurred, as far as the prefect system is concerned, is the fact that it is now a prerogative of all kinds of schools to have prefects, while in the past it was a prerogative of boarding schools only, because it was believed that the prefects will help the matrons and the boarding masters to administer student life in the hostels. There is no structure at school level, which is elected by learners, that represents them in the governance of the schools. It is only in the higher institutions of learning, such as the University of Zimbabwe and the teacher training institutions, that there are student-elected structures that take part in the governance of those institutions (Sowetan 1997).

2.5.1.3   Conclusion

When applying the five points raised above to look at Zimbabwe, the position is as follows:

- *Why the structures?* School governance, at institutional level, is required to ensure the proper running of the school, and to make sure the government, through the directors of education, is well informed about the affairs of the school (such as how much is required financially for the running of the school, whether the school follows the determined goals of the education system, whether teachers and students are following the policy of the government in respect of school organisation and administration), looking at the buildings of the school and organising the necessary measures to remedy anomalies at the school, such as repairing the damaged part of the school and maintaining the school grounds.

- *The structure at school level.* At school level there is a school committee as the main school governance structure.

- *Who constitutes the structure?* The parents and the school principal constitute the structure, that is, they are the members.

- *Are learners part of the structures?* Learners are not involved in the structure. In other words, learners are not part of the structure (they are not members). There are, however, learner prefects, representing the learners in matters relating to themselves only when they meet with staff or the principal. Learners are indirectly involved in school governance, but have the power to influence major policy decision in the school.

- *Are learners part of the main decision-making process?* Learners are not part of the school decision-making body of the school.

2.5.2 England

2.5.2.1 Introduction

England is seen as one of the 'old' countries, whose influence on the entire world is of significance (Dekker & Lemmer 1993: 173). Most of the present day countries of the world were former colonies or protectorates of England. It's a country where democracy is entrenched and there is relative stability and tranquillity. England is a developed country constituting what students of geography and sociology regard as first world.

There is some degree of stable schools in the country in terms of disruptions of school activities as a result of 'disobedient' behaviours of either the learners or the teachers and other staff members. Some of the ingredients of this stability in schools are the kind of school structures and the kind of school governance structures that are there. Of great interest to the researcher is the kind of school governance structures that there are in England, especially at institutional (school) level. What structures are there? The section below answers this question.

2.5.2.2 School governing structures

As Goodey (in Dekker & Lemmer 1993: 182) states, the English education system is influenced by a combination of ground motives (philosophical underpinnings), at the top of which is Christianity. Its school governance is largely decentralised as a result of the country's belief in local self-determination. The local community is largely responsible for providing education and determining the way in which it should be provided and how the education institutions should be governed. This does not mean that the central level has no say in the

administration of education. The Secretary of State for Education (the Minister of Education, in the context of South Africa), together with junior ministers, control education at central level by deciding on core policies. Local Education Authorities (LEA) is in place to look after education matters at the local area level.

At each school there is a school governing board, which looks after the education interest of the school (Dekker & Lemmer 1993:188). Parents, teachers, and some members of the LEA can be elected as members of the school governing board. The school principal is automatically a member of the board (Goodey 1993).

Learners are not part of the school governing boards. There is, however, the learner prefect system, which is a vehicle by which the learners can raise the issues regarding their education with the school principal. In other words, the learners are not part of the main school governance structure (the school governing board) at school level.

2.5.2.3 Conclusion

The school governing structures at institutional (school) level in England do not provide for the direct participation of learners. Learners are indirectly and quite peripherally involved through a prefect system.

The real governance of the schools is mainly the domain of the parents, politicians and government (through its employees). In other words, school governance is the arena of adults, not school children.

Applying the five points raised above to England, the position is as follows:

- *Why the structures?* School governance, at institutional level, is required to ensure the proper running of the school, and to make sure the government, through the Secretary of State for Education, is well informed about the affairs of the school (such as how much (financially) is required for the running of the school, whether the school follows the determined goals of the education system, whether teachers and students are following the policy of the government in respect of school organisation and administration), looking at the buildings of the school and organising necessary measures to remedy anomalies at the school, such as repairing the damaged part of the school and maintaining the school grounds.

- *Structures at school level.* At school level, there is a school governing board as the main school governance structure.

- *Who constitute the structures?* Parents, teachers, school principal and some members of the LEA constitute the structure, that is, they are the members.

- *Are learners part of the structure?* Learners are not involved in the structure. In other words, learners are not part of the structure (they are not members). There are, however, learner prefects who represent the learners in matters relating only to the learners themselves, when they meet with staff or the principal.

- *Are learners part of the main decision making structures?* Learners are not part of the school decision-making body of the school.

2.5.3 Tanzania

2.5.3.1 Introduction

Tanzania (an amalgamation of the former Zanzibar and Tanganyika states) was a British colony until its independence in the early 1960s. After independence, the government of Tanzania worked towards reconstituting the country so that it would meet the needs of its people. One of the areas where major changes were made was in the area of education (Vos & Brits 1990:176).

Motivating these changes was mainly the belief by the Tanzanian people that the education that the British was providing was irrelevant and not meeting their needs. The motivation was also based on their philosophical underpins as to what the society should be like, and what relevant education should be provided to the nation. Here are some of these philosophical grounds. The Tanzanian people believe that:

- education should be education for self-reliance, as opposed to the British education, which was aimed at producing local clerks and junior colonial officers (Vos & Brits 1990:176). In fulfilment (attainment) of this principle, education at all levels was designed to be used as a tool for economic, political, and social progress. School projects and activities should involve teachers, learners, and all other workers of the school. The reason (purpose) for this being to build a spirit of working together towards a common goal.

- (socially) the school should constitute a social unit where teachers, learners, and other workers live and work as parents and children (a family concept) characterised by

familial relations of respect, dignity, love, harmony and co-operation, and freedom of expression (Vos & Brits 1990:177).

- (politically) the school should encourage participation in the decision-making processes among all its members (learners, teachers, and school workers). This will help the learners to develop the skill of decision-making. The school should take concrete steps in teaching learners (through training programmes) the techniques of intelligent decision making as well. This is achieved by involving learners in the various committees of the school. For example, learners should be involved, at school level, in planning; implementing; and managing all issues affecting them, and in some instances, those involving teachers as well (Vos & Brits 1990:178).

- (intellectually) the school must teach such skills as inquiry, ability to learn selectively, and ability to manage a process.

Now the question is: what governing structures are in place to ensure that the above are achieved? The section below discusses this question.

2.5.3.2   School governing structures

The control (administration) of education in Tanzania is organised in such a way that the above philosophical objectives are met in that the administration is organised into three main levels, namely, central, middle and local. The governing structures are then organised according to the administration levels. There is a particular type of governing structure at each level, each with a particular objective.

At the central level there is a Ministry of Education (headed by a Minister of Education), assisted by a Council on Education and the United Board of Teaching Services (Vos & Brits 1990:181) with the common purpose of laying down policies for schools in the different regions to follow. In the middle level, there are a number of bodies, mainly formed by government structures such as the regional head of education, which serve as intermediary structures to help the central level to reach the local level.

At the local level, which is at institutional (school) level, there are school committees, which are democratically elected by parents. These school committees function in collaboration with other committees within the school where learners are represented (Vos & Brits 1990:181). The learners are involved in the decision-making bodies of the school. This is done to train the students in the skills required for this area. Other bodies involved in the governance of schools include education councils, school boards, control boards, trustee boards, and school committees. Their main function is to govern schools at the local level.

2.5.3.3 Conclusion

If the five points scale mentioned in the main introduction above is applied to Tanzania, the following picture is revealed:

- *Why the structures?* The reasons and purposes are varied, ranging from assisting the learners to develop the skills required by the nation and developing learners to be self- reliant as citizens, to making sure that the needs of the schools are met by the government, and for control purposes.

- *Structures at school level.* The governance structures at school level include school committees, control boards, school boards, trustee boards, and student committees.

- *Who constitute the structures?* The members of the school governing structures are parents, teachers, workers at school and learners.

- *Are learners part of the structures?* Learners are actively involved, although they do not take profound decisions with regard to running the school.

- *Are learners part of the main decision making structures?* Learners are involved in decision-making, but at appropriate levels of the structure.

2.5.4 People's Republic of China

2.5.4.1 Introduction

China, like England, is one of the 'old' countries in the world. It is one of the oldest in the Far East. Its education system (in the elementary stage) was up and running as far back as 1700 BC, according to Lemmer (in Dekker & Van Schalkwyk 1995:273).

In China, education has been a social institution that has spearheaded social change. The present education system of China is a result of decades of changes. Some were purely ideological, while others were a result of economic and natural causes.

The purpose of education, according to the Chinese, is to develop a citizen morally, intellectually and physically so that he/she becomes a worker within the context of socialist consciousness. To achieve all these, both the administrative structures and the governing institutions of education were structured at different levels. There are central, middle and local levels, each with a particular objective to achieve.

2.5.4.2 School governing structures

As Lemmer (in Dekker & Van Schalkwyk 1995:273–294) puts it, there are basically three main levels as indicated above. Of great interest to the researcher was the kind of structures that existed at school level. At central level there is the ministry of education, assisted at provincial, prefectural, municipal and county levels.

At the local (school) level, the governing structure is made up of the school principal and representatives of the Chinese Communist Party, one of whom is a local party committee secretary. It is the colleges and universities that are given greater autonomy in the area of administration, as opposed to schools. Schools are under the vast surveillance of the Communist Party to ensure that the philosophical objectives set out above are really achieved.

2.5.4.3 Conclusion

The school governing structures of China are very unique. The uniqueness lies in the fact that the representation of parents (if it really is) is through the political party. In other words, parents are not directly represented in the school governing structures, as is the case with the other countries discussed above. Looking at China through the five points guide, the following situation emerges:

- *Why the structures?* The reasons and purposes are varied; top of the list is to prepare students to be future citizens who are moral, intellectually and physically sound, so that they become workers in the context of socialist consciousness. In addition to these, the structures are there for control purposes at school level.

- *Structures at school level.* At school level the school control boards are the main governance structure.

- *Who constitute the structures?* The school principal and representatives of the Chinese Communist Party, which is a political party, are main members of the structure.

- *Are learners part of the structures*? Learners are not involved in the governance structures.

- *Are learners part of the main decision making structures?* Because the learners are not involved in the governance structure, they are therefore not included in the decision-making process.

2.5.5 United States of America (USA)

2.5.5.1 Introduction

Historically, the states that form the USA were colonies of England until their independence in the late nineteenth century. This means that some of the traces of English influence on the social orientation of the Americans will be found. Of all the former colonies and protectorates of England, the USA emerged with a conspicuous identity of their own, which tended to influence some other societies in the world.

The Americans believe in individual freedom and individual rights, rather than in the rights of the group. Their education is based on the philosophy that, if the individual should be empowered, then the nation is empowered in return. That is why they believe that each state should determine the kind of education they require.

The USA is a federation of 50 states. Each state has powers and constitutional responsibilities to provide education to its citizens. The federal government provides the framework within which each state provides its own education. What this means is that the actual provision of education is the supreme responsibility of the state rather than of the federal government, as pointed out by Theron and Van Staden (in Dekker & Van Schalkwyk 1995:552).

The education system of the USA cannot be discussed like that of any other country, mainly because it is truly a fragmented system. This is so because each of the fifty states designs and provides education to its citizens. This does not mean that the federal government has no role to play in American education, nor does it imply that there are no similarities between education systems of these states. In fact there is a lot in common. One common area is the area of school governance.

2.5.5.2 School governing structures

The control, administration and governance of schools in each of the states, has a central and local level. Central, in this case, is from the point of view of a state rather than the federal government. There is a department of education, headed by the Superintendent of Education, which draws up policies that guide schools in drawing up their own local policies.

Local committees, in various forms, actually govern the schools. There are local school authorities (LSA), like those in England, which are responsible for the local control of schools. The local authorities differ from one state to another and from one school area to another (Vos & Brits 1993:151).

At school level, there are school boards, elected by the parents. In some schools there are school councils, instead of school boards. In each case (whether school councils or school boards) members are derived from parents by means of democratic elections. The school principals are automatically members of the structures. Learners are not directly involved in the school governing structures of the school; instead they are indirectly involved through the prefect system.

2.5.5.3 Conclusion

To summarise the position in the USA, using the five-point checklist developed in the main introduction above, the following points come to the fore:

- *Why the structures?* The reasons and purposes are varied, ranging from assisting the learners to develop skills required by the nation, and developing learners to develop the notion of individual freedom and expression, to making sure that the needs of the schools are met by the government, and for control purposes.

- *Structures at school level.* School councils or school boards are the main structures at school level.

- *Who constitute the structures?* Parents and school principals constitute the main members of the governance structures.

- *Are learners part of the structures?* Learners are not directly involved in the governance structures. They have prefects who represent their interests in the school governance.

- *Are learners part of the main decision making structures?* Learners are not directly involved. They are not members of the main school-governing structures.

2.5.6 Netherlands

2.5.6.1 Introduction

The Netherlands, also known as Holland, is regarded as a country with a uniform population and a clearly defined national character. It has twelve provinces, each with its own traditions (with Friesland having its own language) and there is respect for individual freedom (Berkhout 1995).

The above values are also seen in the provision of education. Netherlanders accommodated unity and diversity into the education system. Freedom and justice is reflected in the development of their education system. There are three main purposes, which education should meet according to the Netherlands, namely:

- education should contribute to the education of the learners as individuals
- education should contribute to the learner's social and cultural education as future citizens; and it should help prepare the learners to practice an occupation.

The education system is therefore prepared in such a way that its provision meets the above purposes. The structures of governance that are put in place are also of a nature that will ensure the attainment of the goals set. Now the question is: what school governing structures are there? The section below attempts to answer this question.

2.5.6.2 School governing structures

Berkhout (in Dekker & Van Schalkwyk 1995:146) indicates that schools in the Netherlands are relatively autonomous or are private schools. Almost 70% of the learners, for various ideological and religious reasons, attend these (private) schools. The governance of such schools is largely in the hands of either the parents or the church. The government has limited control over them. This is made possible and encouraged by their (the Netherlands) belief in the freedom of the individual to make his/her own choices, including the choice of education.

The predominance of private or autonomous schools does not mean that there are no public schools where the government is in charge. The government has what is called a 'competent body' for the governance of schools, private and public. A 'competent body' deals with issues such as the admission of learners, dismissal of learners and distribution of learner finance. In the case of private schools 'competent bodies' are school boards, while in public schools municipalities play this role.

The competent body delegates some of its powers to the school principal to execute. In addition to the 'competent body', each school has a Joint Authority Council, which has the power to take decisions on issues affecting the school. The Joint Authority Council is comprised of the representatives of parents, teachers and learners (Berkhout in Dekker & Van Schalkwyk 1995).

In formulating the policy for the schools, the government takes advice from various bodies representative of the main stakeholders. These bodies include:

- parent organisations
- staff organisations
- controlling organisations
- subject or functional associations
- educational organisations
- learners' organisations.

2.5.6.3 Conclusion

The main governance of schools in the Netherlands is largely the responsibility of the parents, the church and the state (public schools). Learners are also involved at the institutional (school) level.

Analysing the Netherlands in terms of the five points scale mentioned in the main introduction above, the following emerge:

- *Why the structures?* The reasons and purposes are varied, ranging from assisting the learners to develop the skills required by the nation and developing learners to be responsible as future citizens, to making sure that the needs of the schools are met by the government and for control purposes.

- *Structures at school level.* School boards, school councils and joint authority councils are structures, which execute the school governing functions.

- *Who constitute the structures?* Parents, teachers, the church, the principal, the government and learners are members of the school-governing structures. They are represented through membership of institutions that take part in the governance of schools.

- *Are learners part of the structures?* Learners are involved. They are actively involved and can participate in the decisions that govern the schools.

- *Are learners part of main decision making structures?* Learners are involved in the form of joint authority councils. It is interesting to realise that the learners, through their organisations, are able to make their input in the formulation of a national policy by the Ministry of Education and Science.

2.6. CLOSING REMARKS

School governance should basically cater for the interest of the 'stakeholders' of the school. Looking at the countries studied above, one realises that the stakeholders differ from one country to another. For example, according to England, the USA, People's Republic of China, and Zimbabwe, the stakeholders in the schools are the parents, teachers, the government and a political party (China), while on the other hand, Tanzania and the Netherlands include learners in their lists of stakeholders in education, especially with regard to governance.

It is also interesting to realise that the above countries, seem to present some kind of similar school governance structures. The similarities lie, greatly, in the aspect of the parents' representation in the structures at school level. As a result, one could say that the parents participation in school governing structures seems to be a universal practice, although each country has a structure with a particular reason or purpose in mind. The purpose may be purely for political ideologies or it may also be determined on religious or traditional grounds. This is where the philosophy comes into the picture. The table below summarises the information on the countries studied above.

Table 1: Five Point Scale used to discuss each of the countries studied

Country	The Five Point Scale used to discuss each of the countries studied				
	1. Why are the structures needed?	2. What are the structures at school level?	3. Who constitute the structure (who are members)?	4. Are learners part of the structure?	5. Are learners part of the main decision-making structure?
Zimbabwe	- To ensure proper running of the school. - To ensure that the government is fully informed about the affairs of the school.	- School Councils - School Boards	- Parents - School principal	- No - Indirectly the prefects represent the learners through principal.	• No

England	• To ensure proper running of the school. • To ensure that the school implements government policy. • To cater for the interest of the parents.	• School Councils • School Boards	• Parents • School principal	• No • Indirectly the prefects represent the learners through principal.	No
Tanzania	• To assist the learners to acquire the skills needed by the nation. • To ensure that the needs of the school are met by the government.	• Control Boards • School Boards • Trustee Boards • Learner Committees	• Parents • Teachers • Workers at school • Learners	• Yes • Learners are actively involved.	• Yes
China	• To prepare learners to be pure citizens who are morally, intellectually and physically sound. • Control school activities.	• School Control Boards	• School principal • Representatives of Chinese Communist Party	• No	• No
United States	• To ensure that the needs of the school are met by the government.	• School Council • School Boards	• Parents • School principal	• No	• No
The Netherlands	• To ensure that the needs of the school are met by the government • Control school activities	• School Boards • School Councils • Joint Authority	• Parents • Teachers • The church • School Principal	• Yes • Actively involved and can make input into the decisions	• Yes

In chapter 3 the development of school governing structures in the former TED, DET, DEC-HoD, DEC-HoR, GED, LED, and VED will be discussed.

CHAPTER 3

THE DEVELOPMENT OF SCHOOL GOVERNING STRUCTURES IN THE FORMER TRANSVAAL EDUCATION DEPARTMENT (TED), DEPARTMENT OF EDUCATION AND TRAINING (DET), DEPARTMENT OF EDUCATION AND CULTURE – HOUSE OF DELEGATES (DEC-HOD), DEPARTMENT OF EDUCATION AND CULTURE – HOUSE OF REPRESENTATIVES (DEC-HOR), GAZANKULU EDUCATION DEPATMENT (GED), LEBOWA EDUCATION DEPARTMENT (LED), AND VENDA EDUCATION DEPARTMENT (VED).

3.1   INTRODUCTION

Before 1994, the provision of education in South Africa was divided and based on race, colour and ethnicity (Republic of South Africa 1961) The taking over of political power by the National Party in 1948 entrenched this idea in the country's constitution in the form of Apartheid. The South Africa Constitution Act, 1961 (Republic of South Africa 1961) and the South Africa Constitution Act, 1983 (Republic of South Africa 1983) consolidated this idea. The 1983 Constitution emphasised the concept of 'own affairs'. In terms of the own affairs concept, each race and ethnic group would organise and run its own education system (and other social issues). The concept was more based on race than any other dividing factor.

The Whites' Education was organised and run under the Department of Education and Culture - House of Assembly, implemented at provincial level according to provincial education departments (Van Schalkwyk 1990:77). In the former Transvaal Province the TED provided education. The Coloureds' and the Indians' education were organised and run under the DEC-HoR and DEC-HoD respectively. The Africans' education was provided by two government institutions: the DET (for Blacks in 'White areas') and the Homelands Education Departments (Van Schalkwyk 1990:76). The Homelands education departments in the

Limpopo Province were the GED, LED and VED. Seven different education departments provided education in the Limpopo Province.

This chapter looks into the development of the school governing structures in seven of the above education departments. The development will be looked into using the three time periods devised in Chapter 1, namely: before 1976; 1976–1986; and 1986–1996.

3.2 DEVELOPMENT OF SCHOOL GOVERNING STRUCTURES

3.2.1 Transvaal Education Department (TED)-organised under the Department of Education and Culture – House of Assembly

Education for Whites is the oldest 'well organised' structure in the history of South Africa (Kallaway 1984). Since the formation of the Union of South Africa in the early 1900's, more attention (on a formal basis) has been paid to the organising and resourcing of education for the Whites. Since then, until its abrogation in 1994, many different school-governing structures evolved (Kallaway 1984). The structures differed according to their points of emphasis, manner of operation, and the main purpose for which they were constituted. The influence of the country's political and constitutional development on the development of these school-governing structures cannot be ignored (Kallaway 1984).

3.2.2 Period before 1976

The influence of the British (English) type of school governing structures made its imprint quite early in South Africa. This was because South Africa was a British colony until it became a Republic in 1961 (Republic of South Africa 1961). The school boards and school committees were the main school governing structures since the early 1930s. Schools were divided into school districts and each school district was under the School Board (Van Schalkwyk 1990:88). Van Schalkwyk states that the School Board was acting like a 'management body at district level' and had 'supervisory, advisory, administrative and managerial task as regards' education in the country.

A school committee, as opposed to a school board, was established at school level. It was made up of parents of learners at the school. The school committees were responsible for the provision and maintenance of the school grounds, school buildings, furniture and equipment (Kallaway 1984). The school committee could make recommendations to either the school board or the education director about the professional activities of the school. Some schools, in the late 1960s and early 1970s, had already established management councils. Management

councils consisted of the school principal; the school committee, and the parents' representatives (those parents who are not on the school committees). The management councils had more powers than the school committees. Among other things, the management councils could raise funds for the school and also disburse the monies collected (Kallaway 1984).

Prior to South Africa becoming a Republic, the establishment and operations of the school governing structures, as explained above, was in terms of the Constitution of the Union of South Africa Act, 1909 and other related laws. But after South Africa became a Republic in 1961, the establishment of all these bodies were governed by the National Education Policy Act, 1967 (Republic of South Africa 1961).

3.2.2.1   Period 1976–1986

During the period 1976–1986, education for the Whites was not directly affected by the 1976 youth riots (also called the Soweto Uprising) as was the case with schools in the nearby Black towns such as Soweto (in Johannesburg), Mamelodi (in Pretoria), Seshego (in Polokwane), Gugulethu (in Cape Town) and other areas for Blacks (Kallaway 1984). Until 1983 very little changes, if any, occurred in respect of education provision, including the area of school governance. The school boards, school committees, and management councils were still the main school governing structures at institutional (school) level.

The South Africa Constitution Act of 1983 (Republic of South Africa 1983), which introduced the concepts of 'own affairs' and 'general affairs', brought some changes in respect of both the provision and the governance of schools (Bot 1990). In respect of the 'own affairs' provisions, education was one of the fields in which each race group would make its 'own' decisions and arrangements on how they would like to provide education. In 1986–1987 debates were already underway on the introduction of model schools (Bot 1990). In terms of these types of schools, the school governing structures (at institutional level) would have wider powers than their predecessors. The real implementation of the idea was in the 1976–1986 period.

3.2.2.2   Period 1986–1996

The differentiation of schools in the Transvaal Education Department into Models A, B, C and D schools brought with it the renewed concept of school governing structures. For example, Model C schools had their school governing structures, known as school governing bodies (not the same as those established by the South African Schools Act, 1997) (Transvaal Education Department in Kallaway 1984), that had more powers on the running of the schools than the

school governing structures of other school Models had. The school governing bodies consisted of parents. In other words, parents only were given greater control on the overall running (governance **not** administration) of the schools. The day-to-day administration of the schools remained in the hands of the principals and teachers.

The development of the school governing structures in the TED can be summarised in the table below.

Table 2: School governing structures in the TED

PERIOD	SCHOOL GOVERNING STRUCTURE	MEMBERS
Before 1976	School Boards (District level)	Teachers, Parents, Government Officials
	School Committees (School level)	Parents, School Principals
	Management Councils	Parents, School Principals
1976 – 1986	School Boards	Teachers, Parents, Government Officials
	School Committees	Parents, School Principals
	Management Councils	Parents, School Principals
1986 – 1996	Management Councils	Parents, School Principals
	SGBs (Model C schools)	Parents, School Principals
	Parents Associations	Parents, School principals

As indicated above, the education for Whites was not affected by the 1976 youth riots, stability in schools prevailed. Stability existed in TED schools. As a result of that stability, little changes occurred in the governing structures at school level.

3.2.3   Department of Education and Training (DET)

Unlike the homeland education departments (such as LED, VED and GED), which catered for Black education in those homelands, the DET was establish to cater for the provision of education to Blacks in the areas which did not fall within the boundaries of 'homelands/Black States'. Those areas were called 'White areas' (such as Soweto, Gugulethu, Mabopane, and Atteridgeville). The DET was established in terms of the Education and Training Act, Act 90 of 1979 (Republic of South Africa 1979) and was headed by a cabinet minister in the central government. The school governing structures in the DET were basically no different from those of the homelands education systems. The main governing structures were school committees, school boards, school management councils, etc. Their development (i.e. when they were formed and for what purpose) is explained in the sections that follow.

3.2.3.1   Period before 1976

Before 1976, the provision of education in the Black sector was governed by the Bantu Education Act of 1954 (Republic of South Africa 1953; Kallaway 1984). The school governing structures, which existed then, included school boards and school committees, which were the main school governing structures since the early 1930s. Like in the White sector education (as shown in section 3.2. above), schools were divided into school districts and each school district was under the school board (Van Schalkwyk 1990:88). The school boards acted like a 'management body at the district level' and had 'supervisory, advisory, administrative and managerial task as regards' education in the country.

The school committees were school governing structures at institutional level and were made up of the parents of the learners at the school. The school committees were responsible for the provision and maintenance of school grounds, school buildings, furniture and equipment. The school committee could make recommendations to either the school board or the education director about the professional activities of the school.

3.2.3.2   Period 1976–1986

The period 1976–1986, was a turning point in both the political and educational sectors of Blacks. Students actively participated in the political activities for the liberation of Blacks from Apartheid rule. Students participated in the 1976 youths' riots (also called the Soweto Uprising).

Maintaining discipline in schools was very difficult (Christie 1991). In some cases, discipline was non-existent, as students would destabilize the schools as and when they wished to. Both the school managers (principals) and the school governing structures (school committees) could not bring the situation under control sufficiently. New measures were required to deal with the situation. One of the measures was to form new school governing structures in schools. As a deviation from the school committee system the school management councils were created in the DET during the period 1984 to 1986. The school management councils consisted of members, parents' representatives (not necessarily those parents whose children were learners at the schools), some prominent educationists and school principals. The main purposes of the school management committees were to try and bring stability in schools (Christie 1991). The school management committees existed alongside the school committees. The school committees and school management committees were the main school governing structures in the DET schools until the new dispensation in 1994.

Very little has changed since the formation of school management councils during the 1984 to 1986 period. The school committees and school management councils were the main school governing structures at school levels until the new government came into power in 1994. In some areas of the DET schools, parents who were more concerned about the running of schools, attempted to form parents-teacher-student associations (PTSAs) in secondary schools and parent-teacher associations (PTAs) in primary schools. The composition of the PTSAs was the parents, teachers and students. The members had equal status in both the PTSAs and PTAs (The New Teacher 1995).

The PTSAs and PTAs were not recognised by law, therefore they could not operate legally. Like in some of the Black schools in the homelands, the education departments (as shown in chapter 4), where the PTSAs and PTAs were in existence alongside the school committees, the school committee members would only serve to legally legitimise the decision taken by the PTSA or the PTA. Such an understanding existed in very few schools. In most schools, tension reined between the PTSAs and PTAs on the one hand and the school committees and school management committees on the other hand (The New Teacher 1995).

The development of the school governing structures in the DET is summarised in the table below.

Table 3. School governing structures in the DET

PERIOD	SCHOOL GOVERNING STRUCTURE	MEMBERS
Before 1976	School Boards	Teachers, Parents, Government Officials
	School Committees	Parents, School Principals
1976 – 1986	School Boards	Teachers, Parents, Government Officials
	School Committees	Parents, School Principals
	School Management Councils	Parents, School Principals
1986 – 1996	School Committees	Parents, School Principals
	School Management Councils	Parents, School Principals
	Parents-Teachers-Students Associations (PTSAs)	Parents, Students, Teachers, School Principals
	Parents-Teachers Associations (PTAs)	Parents, Teachers, School Principals

Most of the changes that occurred during the 1976 period were as a result of political pressure. The PTSAs and PTAs, which were formed in the late 1980s, were not official structures, as

indicated above. They were not official in the sense that they were not established by law. Parents and members of the community formed them in an effort to bring about the democratic governance of schools.

3.2.4 Department of Education and Culture – House of Delegates (DEC-HoD) and House of Representatives (DEC-HoR)

The DEC-HoD and the DEC-HoR were established to cater for the educational needs of the Indian and Coloured communities respectively in South Africa. This arrangement was in accordance with the separate development policy (Apartheid 1954) and Tri-cameral and 'own affairs' arrangements (Republic of South Africa 1983). The DEC-HoD was established through the Indian Education Act, 1965 and the DEC-HoR through the Coloured Persons Education Act, 1963 and later maintained through the Education Affairs Act (Houses of Delegates and Representatives 1988).

The school governing structures in the DEC-HoD and the DEC-HoR were the school boards and school committees. Political changes (constitutional development) also affected the type of school governing structures at school level (Republic of South Africa 1983). The Indians and Coloureds regarded themselves as Blacks, despite their legal classification by the Apartheid laws as Indians and Coloureds. The political riots that affected the Black (African) schools also affected the Indian and Coloured schools. The students, learners and teachers participated in the political activities (e.g. the 1976 uprisings) (Kallaway 1984).

3.2.4.1 Period before 1976

Before the formation of the Republic of South Africa in 1961, most of the schooling for Blacks (Coloureds and Indians included) was under the church missionaries and the provision of education was governed by the Bantu Education Act, 1954. The influence of the British system on the governance of schools at institutional level was evident. Like in the White education sector, the main school governing structures were school boards, which acted like a 'management body at the district level' and had 'supervisory, advisory, administrative and managerial task as regards' education in the country, and the school committees which were responsible for the provision and maintenance of school grounds, school buildings, furniture and equipment (Dekker & Lemmer 1993). The school committee could make recommendations to either the school board or the education director about the professional activities of the school.

3.2.4.2 Period 1976–1986

The Indian and Coloured education was affected by the 1976 youths' riots (Kallaway 1984). The period 1976–1986, was a turning point in the history of Indian and Coloured education, as it was in the Black (African) education (as shown in section 3.2.2. above). Students actively participated in the political activities for the liberation of Blacks from Apartheid rule. Students participated in the 1976 youth riots (also called the Soweto Uprising), which destabilised many schools. Maintaining discipline in schools was very difficult. In some cases discipline was non-existent as students would dictate the terms.

Although the management and governance of schools became a nightmare on the part of the school managers (principals) and the school committees during the 1976–1986 period, the main school governing structures did not change. They remained the school committees. The composition of these school committees was the parents of the learners that attended the schools and the school principals. The students were not accommodated in these committees.

3.2.4.3 Period 1986–1996

The school committees were the main school governing structures at school levels in the DEC-HoD and DEC-HoR until the new government came into power in 1994. Like in Black (African) schools (in DET, VED, GED and LED) some parents, who were more concerned about stability and the democratic governance in schools, pushed for the formation of the PTSAs in secondary schools and the PTAs in primary schools. The Indian and Coloured communities welcomed the move with mixed reaction. Towards the end of 1990, some schools had PTSAs and PTAs as the school governing structures at school level, although unofficially (The New Teacher 1995).

The PTSAs and PTAs were not recognised by law; therefore they could not operate legally. Like in some Black schools in the homelands, education departments (as shown in chapter 4) where the PTSAs and PTAs were in existence alongside the school committees, the school committee members would only serve to legally legitimise the decision taken by the PTSA or the PTA. Such understanding existed in very few schools. In most schools, tension reined between the PTSAs and PTAs on the one hand and the school committees and school management committees on the other hand (The New Teacher 1995).

The development of the school governing structures in the DEC-HoD and DEC-HoR is summarised in the table below.

Table 4: School governing structures in DEC-HoD and DEC-HoR

PERIOD	SCHOOL GOVERNING STRUCTURE	MEMBERS
Before 1976	School Boards	Teachers, Parents, Government Officials
	School Committees	Parents, School Principals
1976 – 1986	School Boards	Teachers, Parents, Government Officials
	School Committees	Parents, School Principals
1986 – 1996	School Committees	Parents, School Principals
	Parents-Teachers-Students Associations (PTSAs)	Parents, Students, Teachers, School Principals
	Parents-Teachers Associations (PTAs)	Parents, Teachers, School Principals

The DEC-HoD and DEC-HoR, like the DET (section 3.3. above) and the VED, GED and LED, were affected by the political uprisings of 1976. The late 1980s saw the formation of PTSAs and PTAs by parents and members of the community who wanted to bring about democratic governance in schools. Although the PTSAs and the PTAs were not official school governing structures, they laid a foundation on which the school governing bodies established by South African Schools Act, 1996, is based.

3.2.5 Venda Education Department (VED)

Venda was one of the four so-called independence states. Before its independence in 1979, Venda was governed like any other ethnic self-governing state in South Africa. The Venda state was established in 1962 by Proclamation R1864 and was given additional 'executive powers' in 1969 by Proclamation R168 of 20 June 1969. In 1971, in terms of the Black States Constitution Act, 1071 (Republic of South Africa 1971), Venda became an established state with legislative powers (Benso & Rau 1979:41).

Venda had a three-life period history.

- It was a territorial ethnic authority, like all other territorial authorities, including becoming a self-governing state with a Legislative Assembly in 1971.
- In 1979 it become an independent state under the presidency of the late Chief Patrick Mphephu and later Chief Ravele.
- In 1989 it became a military state under the leadership of Brigadier Ramushwana, who toppled Chief Ravele.

These time-periods had some influence with respect to how education was organised, and in particular, how the governance of schools at school level was organised (Kallaway 1984).

3.2.5.1   Period before 1976

Venda was part of the greater South Africa before the demarcation of the country into smaller ethnic areas by the National Party government policy way back before 1936. But after the Venda territorial area came into place, the organisation of social activities, including education in the Venda area, was organised by the Venda Territorial Authority, although the Authority did not have any legislative authority. As far as education was concerned, the Bantu Education Act, 1953 was the law.

School boards and school committees existed as the SGBs of the time. But after Venda was constituted as a 'state', with legislative powers in 1971, Venda passed its own laws, which governed its own activities. The Venda Education Act, 1975 came into effect in 1975. In terms of this Act the school governing structures were to be instituted per school. These school governing structures were mainly made up of parents elected or nominated by other parents or by circuit inspectors. The governing structures at school level were called school committees. No students were involved in the school committee activities, nor could they be part of the school committee. The parents who constituted these school committees were mostly illiterate (Christie 1991).

3.2.5.2   Period 1976–1986

The period 1976–1986 was a period of rapid and drastic change characterised by politics of confrontation (Christie 1991). The youth were in the forefront of the struggle for change (Kallaway 1984). Venda, although not as affected as areas such as Soweto in Johannesburg, was not left untouched. The Venda government intensified its governance of schools by implementing stricter rules in the establishment of the school committees. Civil servants were allowed to serve on the school committees in the hope of keeping people who might be politically active from being part of these committees. School committees still consisted of the parents, most of whom were illiterate (largely in rural areas). The Bantu Education Act, 1953 as amended and augmented by the Venda Education Act, 1975, were the main laws as far as the organisation of education was concerned. When Venda became an independent state in 1979, the school committees were still the governing bodies at school level.

The parents and the students in Venda were also politically active, and the thinking in as far as the organisation of education was concerned, was beginning to take a different shape. The

people, as was the case with the rest of the country, began to demand the establishment of democratically elected school governing structures. This demand was part of the campaign for political change in the entire South Africa, and was also a cause for conflict between the Venda government and the people who were leading the campaign. The 1976 students' riots were a culmination of a well-planned episode of events but they still did not change the school committee system in Venda. However, in the mid-1980s, the pressure begun to be too much for the Venda Government to bear, especially after the death of president Mphephu. The 'state' started to be ungovernable. Civil servants were beginning to be resentful about how the government was handling the affairs of the state and change came about when the government was taken over by the military under Ramushwana in 1989.

3.2.5.3 Period 1986–1996

When the military took over the government in former Venda, the demand for democratically elected school governance structures in the form of PTSAs was already at a very advanced stage. As stated by Nemavhola (1997), during the 1988 period there were already schools (high schools) where the 'old' school committees and the 'new' PTSAs were running concurrently, mainly because the school committees were legal (recognised by law) but ineffective, and the PTSAs were illegal (not recognised by law), but effective. The school committee was still needed to legitimise school decisions taken through the PTSA as the school committee could sign the necessary papers, while the PTSA could not.

When the military government took over, the school governing structures also changed. The government issued a decree that the PTSAs and the PTAs would be the SGBs *de jure*. Membership of PTSAs and PTAs, unlike the school committees, was open to everybody, irrespective of their nature of employment. The students (in high schools PTSAs) were also included in these bodies, hence the title PTSA. Some schools still had school committees as their SGBs, even when the PTSAs and the PTAs were 'legalised' by the government (The New Teacher 1995).

As indicated in the introduction (section 4.1) above, Venda had a three-period history. It was a territorial ethnic authority, like all other territorial authorities. In 1979 it become an independent state with its own fully-fledged government and Legislative Assembly under the presidency of the late Chief Mphephu and later Chief Ravele. In 1989 it become a military state under the leadership of Brigadier Ramushwana, who toppled Chief Ravele.

There were three main distinct types of school governing structures during this three-period history of Venda; namely the:

- school boards and school committees before 1976

- school committees established according to the Venda Education Act, 1975, and augmented by the Bantu Education Act, 1953 as amended, during the period 1976–1986

- democratic parents-teacher-students associations (PTSAs) and the parents-teacher associations (PTAs), post 1986, especially during the period of military rule.

The school governing structures that existed in the VED could be summarised in the table below:

Table 5: School governing structures in the VED

PERIOD	SCHOOL GOVERNING STRUCTURE	MEMBERS
Before 1976	School Boards	Teachers, Parents, Government Officials
	School Committees	Parents, School Principals
1976 – 1986	School Boards	Teachers, Parents, Government Officials
	School Committees	Parents, School Principals
1986 – 1996	School Committees	Parents, School Principals
	Parents-Teachers-Students Associations (PTSAs)	Parents, Students, Teachers, School Principals
	Parents-Teachers Associations (PTAs)	Parents, Teachers, School Principals

The school governing structures that existed prior to 1986 all excluded the learners as members. The PTSAs, in high schools, accepted students as members. Another distinguishing factor is that the school boards and school committees, which existed prior to 1986, could not allow civil servants to be members, but the PTSAs and the PTAs could.

3.2.6   Lebowa Education Department (LED)

Lebowa became a self-governing state in 1971 in terms of the Black States Constitution Act, 1971 (Republic of South Africa 1971). As far as the organisation and the administration of education was concerned, the Bantu Education Act, 1953 as amended and the Lebowa Education Act, 1974 Act No. 6 of 1974 (Lebowa Government Service 1974) were the main laws in education. But as the years passed by, there were other rules and regulations that were put in place to regulate the school governing structures. The sections below expand on the topics in terms of the time periods mentioned in the introduction (Chapter 1).

3.2.6.1 Period before 1976

In terms of the Lebowa Education Act, 1974 (Section 21), the school governing structure at school level was termed the school committee. This was further clarified and well structured by the *Government Gazette, No. 257 of 1978*. But before the Lebowa Education Act, 1974 (Lebowa Government Service 1978: Government Gazette, No. 257 of 1978) the school governing structures at institutional level were organised in terms of the Bantu Education Act, 1953 and its later amendments.

The governing structures were called the school boards, and school committees. School boards and school committees were constituted by the parents (in school committees), and in some cases the teachers were part of the committee (in school boards). The school boards and the school committees' main function in schools were, *inter alia*, to maintain school grounds, to make recommendations to the education director about the appointment of the teaching staff, deal with disciplinary cases involving students and those involving the teachers. The school board, in particular, could recommend the dismissal of the teacher. The school board was operating at district level rather than at school (institutional) level. The school committee on the other hand was operating at school level. The school committee was reporting to the school board. As in the Whites section, the school boards had administrative responsibility over the provision of education (Kallaway 1984).

3.2.6.2 Period 1976–1986

The Lebowa Education Act, 1974, amplified by the *Government Gazette No. 257 of 1978* (Lebowa Government Service 1978), phased out the school boards. At institutional level, the school governing structures were the school committees. It terms of the *Gazette Regulations*, the school committees had to be established in each and every community school. A community school is any school that is not a private school and which is mainly supported (financially) by the parents of the learners at the school. In community schools, the government pays the salaries for the teachers and some of the other staff (Lebowa Government Service 1978).

Nine parents served on the school committees. Five of them were elected by the parents at a parents meeting, and the other four were nominated by the circuit inspector (refer Chapter 2, section 35). These school committees had more duties and powers than the school committees had under the 1953 Act. The school committees could:

- bring any matter that they thought retarded the progress of the school to the attention of the inspector. That meant that they had to monitor the efficiency and effectiveness of the school.

- expel any pupil from the school if they were convinced that the pupil had violated the regulations of the school and the pupil was not prepared to be disciplined as the principal of the school prescribed

- investigate any complaint lodged against teaching staff members and report their findings to the inspector. Which meant that they had the power to keep the teaching staff under control.

- advise and recommend to the inspector, which teachers should be appointed

- administer school funds, that is, the collection and the disbursement of the funds;

- administer hostel accommodation for the school, if the school had hostels for the learners

- supervise the maintenance of school buildings, school equipment, and any other accessories of the school.

Another issue the school committees had to deal with, especially during this period (1976–1986), was the teachers' and learners' involvement in political activities. To avoid making the school committee a powerless force to deal with in this regard, the teachers were not allowed to be part of the school committees either as teachers or as parents. In other words, teachers could not be elected onto school committees (Lebowa Government Service 1978). This was well covered in Chapter 2, Section 36 of Gazette No. 257, which explains the 'qualifications for membership on a school committee'. This was necessary, given the politics of resistance and 'ungovernability', which required strict control. The school committees remained the school governing structures in Lebowa, and the situation remained in place and became intensified as time passed by until it was replaced by the 1994 dispensation. During the post 1986 period, only the intensified application of the set-up took place, as explained below.

3.2.6.3 Period 1986–1996

The school committees that were established in terms of the 1974 Act, and reinforced and explicitly implemented by the 1978 *Government Gazette*, remained in place until they were replaced by the 1994 dispensation. No other form of school governing structure was established during this period in Lebowa. The only thing that happened during this period was to intensify the implementation of the rules. The circuit inspectors and other government officials organised some workshops, seminars and meetings to enlighten the schools to act against teachers whom they (circuit inspectors) thought were neglecting their duties. This happened, particularly during the 1990–1993 period when teachers participated in strikes in

Lebowa. The inspectors wanted the school committees to inform them of teachers who were involved in strikes and, consequently neglecting their duties and affecting the welfare and efficient running of the school. This is required by Section 48 (a) and (d) of the 1978 *Government Gazette* (Lebowa Government Service 1978). All these were done to counteract the actions of the teachers.

Lebowa had basically three types of school governing structures, namely:

- the school boards, formed way back before 1976, who had some kind of administrative powers in the administration of schools
- the school committees, established in terms of the Government Notice No. R1755 of 30 September 1968, and functioned alongside the school boards
- the school committees; established in terms of the Lebowa Education Act, 1974 and further modelled through the *Lebowa Government Gazette* of 1978. These school committees functioned in the latter part of the 1970s up to and including early 1994 (Lebowa Government Service 1978).

The school governing structures that existed in the Lebowa Department of Education can be summarised as follows:

Table 6: School governing structures in the Lebowa Education Department

PERIOD	SCHOOL GOVERNING STRUCTURE	MEMBERS
Before 1976	School Boards	Teachers, Parents, Government Officials
	School Committees	Parents, School Principals
1976 – 1986	School Boards	Teachers, Parents, Government Officials
	School Committees	Parents, School Principals
1986 - 1996	School Committees	Parents, School Principals
	Parents-Teachers-Students Associations (PTSAs)	Parents, Students, Teachers, School Principals
	Parents-Teachers Associations (PTAs)	Parents, Teachers, School Principals

All school committees and/or school boards were made up of parents. Neither learners nor teachers were allowed to be members.

3.2.7   Gazankulu Education Department (GED)

Like Lebowa, Gazankulu became a self-governing state in terms of Proclamation No. 15 of 26 January 1973 read with the Black States Constitution Act, 1971 (Republic of South Africa 1971). Prior to this period, Gazankulu, like any other 'Black State', was established in terms of the provisions of both the Black Affairs Act, 1920 and the Black Authorities Act, 1951. It became a Territorial Authority in 1962 (Kriel & Hartman 1991:41). As a state, Gazankulu had both legislative and executive powers over the administration of the affairs of the Tsonga/Shangaan people. As from 1974, the education control of Gazankulu was governed by the Gazankulu Education Act, 1973 as amended. But before this period, the laws of the Republic of South Africa were in force. The main law was the Bantu Education Act, 1953 as amended. Through development, influenced by economic, social and the changes in political administration of the state, the school governing structures in Gazankulu also changed. The extent to which these changes occurred, and the actual organisations (school governing structures) which were formed as time passed by, will be discussed in the sections to follow. The study of these changes will be according to the time-periods stated in chapter one of this research.

3.2.7.1   Period before 1976

Before 1976, the schools in the Gazankulu territory were governed in terms of the provisions of the Bantu Education Act, 1953 as amended. Like all the other tribal territorial authorities, later called black self-governing states, Gazankulu's school governance was under school boards, who were acting as a School District Administrative body, assisting the school inspectors. At the school level, the school committees were responsible for the organising, maintaining of school buildings, school grounds, taking charge of school hostel dwellings, and advising the school boards and school inspectors on the improvements to be done at their respective schools. The school boards and school committees consisted of parents as members. In some cases the school principal would be part of the committee (especially the school committee) in an advisory capacity.

When Gazankulu became a fully-fledged self-governing state with legislative and executive powers in 1973, the Gazankulu Education Act was put in place to organise and run education as the Gazankulu government wanted to. In 1973 the Gazankulu Education Act, Act No. 7 of 1973 was passed. This became the law that governed the education provision in Gazankulu, and included instruction on how the school governing structures should be established. The law effectively repealed the Bantu Education Act, 1953 with all its amendments (Gazankulu Education Statutes 1974:29).

Section 1 (x) of the Gazankulu Education Act, 1973 defines a governing body, in relation to any school, as 'the person or body controlling, managing and maintaining that school' (Gazankulu Government Statutes 1973). In applying this section, the GED established, at each community school, a school committee constituted by parents elected by parents or nominated by the inspector of education. The school principal formed part of the school committee. In the case of farm schools, the farm-owner was/could perform the duties of the 'school committee of his/her school. This model of school governance structures replaced the school boards at all schools. The 1973 Act was amended several times to accommodate new ideas in respect of providing education and in the area of school governance also. Some of the amendments include:

- Education Amendment Act, No. 4 of 1975

- Education Amendment Act, No. 8 of 1986

- Education Amendment Act, No. 14 of 1988.

The contents and the points of emphasis by some of the above amendment laws are referred to in the following section mainly because their applications were during the period covered by the section below (1976–1986) (Kriel & Hartman 1991:41).

3.2.7.2   Period 1976–1986

The country's political state, characterised by resistance and violent rebellions during the 1976–1986 era, did not leave Gazankulu unaffected. Student revolutions, resistance by some parent organisations, disregard for established institutions such as the self-governing states governments, was a great concern for every form of government in the country. The Gazankulu government had to intensify some of its rules by clarifying and further defining some of the concepts such as 'community school', 'private school' and 'governing body'.

The Education Act of 1973 was amended by the Education Amendment Act, No. 8 of 1986 which defines a 'community school' as a 'school that the Minister of Education can establish with a view to providing for the educational needs of a particular community out of the funds that may be allocated by the Legislative Assembly (Section 3A) (Kriel & Hartman 1991:41). The school thus established can be a pre-primary school, a primary school, or a secondary school. The kind of SGBs (school committees, in particular) that were established in terms of the Bantu Education Act, 1953 as amended continued to exist in the period 1976–1986, but with renewed commitment and focus. Part of the focus was to curb the politically influenced infiltration of the school committees by forbidding the teachers, students, spouses of teachers and civil servants to be members of the school committees. The Gazankulu

Education Act, 1973 as amended served well to reinforce and to re-plan the constitution and the focus of action of the school committees.

The school committees continued to be composed of:

- elected parents/nominated people
- the school principal (Gazankulu Government Statutes 1974, as amended).

The continued existence of the school committees as the SGBs was under fire from a lot of quarters of the society. Political parties (those which were not in parliament), social organisations (e.g. NECC), labour unions, etc. were against these bodies for various reasons. One reason was that the school committees were unrepresentative, undemocratic, and representing the interest of the stakeholders of the schools. Whether those school committees had a negative influence (impacted badly) on the overall performance of the school or not is a question to be addressed later.

3.2.7.3 Period 1986–1996

Not much change regarding the school governing structures took place during this period in Gazankulu. The school committees remained the school governing structures in Gazankulu schools until they were replaced by the post 1994 dispensation (that is, the formation of the New South Africa, in particular, of the Limpopo Province in 1994).

Gazankulu, when compared to Venda and Lebowa, had relative political tranquillity and stability. The schools were less disturbed than the schools in the other two self-governing states. This may be the reason why the school governing structures in Gazankulu did not undergo so many changes. In summary, one could say that through its whole history, Gazankulu had basically three types of school governing structures, namely:

- the school boards, before 1976
- the school committees, before 1976; which worked in collaboration with the school boards
- the school committees/SGBs established in terms of the Gazankulu Education Act, 1973 with all its subsequent amendments.

The school governing structures that existed in the Gazankulu Education Department can be summarised in the table below:

Table 7: School governing structures in Gazankulu Education Department

PERIOD	SCHOOL GOVERNING STRUCTURE	MEMBERS
Before 1976	School Boards	Teachers, Parents, Government Officials
	School Committees	Parents, School Principals
1976 – 1986	School Boards	Teachers, Parents, Government Officials
	School Committees	Parents, School Principals
1986 - 1996	School Committees	Parents, School Principals
	Parents-Teachers-Students Associations (PTSAs)	Parents, Students, Teachers, School Principals
	Parents-Teachers Associations (PTAs)	Parents, Teachers, School Principals

The last form of school governing structures that were made up of the parents' representatives and school principals as members; continued to exist until they were replaced by the formation of the Limpopo Province in 1994.

3.3.   CONCLUSION

The development of school governing structures in the TED, DET, DEC-HoD and DEC-HoR schools were largely in accordance with the political and constitutional changes of the country. The TED was less affected by the political instability during the 1976–1986 period. Most changes in the TED were made during the post 1986 period when White schools were opened for other races. The schools were graded into models A, B, C and D. The model C schools, which opened for Blacks (Coloureds and Indians were included), were governed by the school governing bodies. The school governing bodies were established to give parents more powers to decide on the education of their children. These school governing bodies had the power to charge fees, determine admission policies, and school curricular.

The school governing structures that existed in the different education departments until the new political dispensation in 1994 are summarised in the table below:

Table 8: School governing structures prior to 1996

PERIOD	EDUCATION DEPARTMENT	SCHOOL GOVERNING STRUCTURE	MEMBERS
Before 1976	TED	School Boards	Teachers, Parents, Government Officials
		School Committees	Parents, School Principals
		School Management Councils	Parents, School Principals
	DET	School Boards	Teachers, Parents, Government Officials
		School Committees	Parents, School Principals
	GED	School Boards	Teachers, Parents, Government Officials
		School Committees	Parents, School Principals
	LED	School Boards	Teachers, Parents, Government Officials
		School Committees	Parents, School Principals
	VED	School Boards	Teachers, Parents, Government Officials
		School Committees	Parents, School Principals
	DEC-HoD & DEC-HoR	School Boards	Teachers, Parents, Government Officials
		School Committees	Parents, School Principals
1976 – 1986	TED	School Boards	Teachers, Parents, Government Officials
		School Committees	Parents, School Principals
		School Management Councils	Parents, School Principals
	DET	School Boards	Teachers, Parents, Government Officials
		School Committees	Parents, School Principals
		School Management Committees	Parents, School Principals
	GED	School Committees	Parents, School Principals
	LED	School Committees	Parents, School Principals
	VED	School Committees	Parents, School Principals
	DEC-HoD & DEC-HoR	School Boards	Teachers, Parents, Government Officials
		School Committees	Parents, School Principals
		School Management Committees	Parents, School Principals
	TED	School Management Committees	Parents, School Principals
		SGBs (Model C schools)	Parents, School Principals
		Parents Associations	Parents, School principals
		School Committees	Parents, School Principals
		School Management Committees	Parents, School Principals
		Parents-Teachers-Students Associations (PTSAs)	Parents, Students, Teachers, School Principals

1986 - 1996	DET	Parents-Teachers Associations (PTAs)	Parents, Teachers, School Principals
	VED	Parents-Teachers-Students Associations (PTSAs)	Parents, Students, Teachers, School Principals
		Parents-Teachers Associations (PTAs)	Parents, Teachers, School Principals
		School Committees	Parents, School Principals
	LED	School Committees	Parents, School Principals
	GED	School Committees	Parents, School Principals
	DEC-HoD & DEC-HoR	School Committees	Parents, School Principals
		School Management Committees	Parents, School Principals
		Parents-Teachers-Students Associations (PTSAs)	Parents, Students, Teachers, School Principals
		Parents-Teachers Associations (PTAs)	Parents, Teachers, School Principals

Most of the changes occurred after 1976. This was as a result of political pressure (Kallaway 1984). The PTSAs and PTAs, which were formed in the late 1980s, were not official structures (The New Teacher 1995). They were not official in the sense that they were not established through any law. Parents and members of the community formed them in an effort to bring about democratic governance of schools.

The school governing bodies in Model C schools, PTSAs and PTAs laid a basis on which the SGBs as established by the South African Schools Act, 1996 was founded. The SGBs (Model C Schools) gave parents more powers to get involved in the education of their children (Bot 1990) and the PTSAs and the PTAs brought the democratic element of governance into the administration of schools (The New Teacher 1995). The new SGBs (established by the South African Schools Act, 1996) gives parents the power to get involved in the education of their children and brings democracy into the governance of schools. The democratic element is introduced by the fact that all stakeholders (parents, teachers, learners and non-teaching staff) are included in the SGB (Department of Education, Republic of South Africa 1996).

If one compares the South African structures with the structures of the countries studied in chapter two, one can say that the South African structures compare favourably with the school governance structures of the countries studied above. One factor that is very important nationally as well as internationally, is the fact that parents are always a part of the governing structures at school level. There were school committees in Black, Coloured and Indian schools while schools for Whites had different types of structures, ranging from school committees, school management councils, governing councils, school boards, to SGBs, as was the case with model C schools since 1989. All of these structures have parents as main members, and none of them involve learners.

The difference between the South African structures and those of the countries studied above, are the intentions (purposes) of the structures. The purposes for which the governing structures were formed in South Africa were varied – from raising funds for the school to passing school policies that had profound impact on the running of the school.

Now the question is: what role did those school-governing structures play in the overall performance of the schools? Did they influence school activities or developments positively or negatively? This question is answered in chapters four and five to follow.

CHAPTER 4

RESEARCH DESIGN AND METHODOLOGY

4.1   INTRODUCTION

The purpose of this chapter is to investigate, through empirical methods, what teachers, learners, parents, school principals and education officials thought about the contribution of the school governing structures regarding the overall performance of the schools. The data collection methods that are used are interviews as well as a survey. A survey has always been a particular type of empirical social research, which can take many different formats (Sapsford & Jupp 2006:26–38).

Chapter three has shown that different school governing structures existed in different education departments over time in the Limpopo Province. The participants referred to above, namely: learners, teachers, parents, school principals and education officials, have been selected following the non-probability survey. The actual basis of non-probability selection methods is explained in section 4.3 below.

4.2   AIMS OF THE RESEARCH

The aims of the research, as stated in chapter one, are to investigate and reveal the type of school governing structures that existed up to 1996 and to analyse the relationship between the performance of schools and the functioning of those school governing structures in the Limpopo Province.

4.3   RESEARCH DESIGN

This section describes the research design whereby a survey using a questionnaire was chosen and conducted in selected schools in the Limpopo Province.

4.3.1   Permission

The researcher wrote a letter to the education authorities asking their permission to conduct the research before attempting to collect data from the schools (appendix 13). After obtaining

permission from the authorities in the Limpopo Province Department of Education (Appendix 12), the researcher visited the school to distribute the questionnaires and interview the participants.

4.3.2   Selection of participants

The researcher used the non-probability methods in a survey design. The researcher identified the following categories of populations relevant to the study: learners; teachers; school principals; parents and education officials.

By 'education official', the researcher refers to any person not based (by employment) at the school but appointed by the Department of Education to administer any educational activity. This category of population included circuit inspectors, area managers, district officials, regional directors and directors of education.

Because of the busy working schedules of area managers, regional directors and directors of education, these officials were not easily available for research. The non-probability sampling, especially the 'availability of subjects' was a viable option to identify and include them in the sample. The researcher used this method to involve them.

By 'learners', the researcher refers to learners in primary schools and learners in secondary or high schools. The learners included in the survey included learners from those schools that did well academically over the years and those schools that did not do well. Only high school learners were surveyed.

By 'teachers', the researcher refers to teachers who are employed to teach at primary and high schools. Teachers included in the survey were chosen from those high schools, which did well academically over the years, and those high schools that did not do well.

The schools were sampled from the former education districts that are now education circuits in Limpopo. The schools were sampled according to their matriculation results.

To identify the high schools that did well and those that did not do well, the matriculation results of the past years (before 1996) were used. The list of schools according to their matriculation results was obtained from the circuit and area offices. The school's record over five years was used to compute the schools status (doing well or not doing well). The schools that were 'doing well' was not based on the matriculation pass percent only, but also on the school's position in relation to other schools in matriculation results, and the school's

achievements in non-academic activities such as soccer, athletics, rugby and cleanliness. In determining the school's overall performance (whether the school did well or not) three points were used to rate the school, namely: ranking of the school according to the matriculation results in a circuit, referred to as *circuit ranking* (CR); ranking of the school according to the matriculation pass percent, referred to as *pass percent ranking* (PPR); and ranking of the school according to the achievements in non-academic activities, referred to as *non-academic achievements ranking* (NAAR). This is how each of the above three points were determined:

- *Circuit ranking (CR).* This is obtained by using the ranking of schools according to their matriculation pass percentages in a circuit. The circuit offices determine these ranking lists. The researcher uses these ranking lists to allocate CR points to a school according to its position in the ranking list. The CR points are allocated to schools ranked from number 1 to number 20. The points are allocated in the opposite order to positions. Position 1 is allocated 20 points, position 2, 19 points, position 3, 18 points, and so on until position 20 is allocated one point. A school ranked beyond position 20 is allocated 0 points. The table below shows the position and the points allocated.

Table 9: Circuit ranking (CR)

Rank Position	Points allocated
1	20
2	19
3	18
4	17
5	16
6	15
7	14
8	13
9	12
10	11
11	10
12	9
13	8
14	7
15	6
16	5
17	4
18	3
19	2
20	1
21 +	0

- Pass percent ranking (PPR)

This is a ranking of schools according to their pass percent. The pass percentages are grouped into 11 ranges (categories) as follows:

Range (category) 1:	0%
Range (category) 2:	between 0% and 35%
Range (category) 3:	between 35% and 40%
Range (category) 4:	between 40% and 45%
Range (category) 5:	between 45% and 50%
Range (category) 6:	between 50% and 60%
Range (category) 7:	between 60% and 70%
Range (category) 8:	between 70% and 80%
Range (category) 9:	between 80% and 90%
Range (category) 10:	between 90% and 100%
Range (category) 11:	100%

The PPR points are allocated according to the range of pass percent in which the school falls. Range (category) 1 is allocated 0 points, range (category) 2 is allocated 1 point, and so on until range (category) 11 is allocated 10 points.

Table 10: Pass percent ranking (PPR)

Range (Category)	Points allocated
1	0
2	1
3	2
4	3
5	4
6	5
7	6
8	7
9	8
10	9
11	10

The researcher used the matriculation pass rate, although any other level of schooling could be used.

- Non-academic achievements ranking (NAAR)

  This ranking is determined by looking at the achievements of the school in non-academic activities. The non-academic activities include extra-mural activities such as soccer, rugby, music, environment projects, and any other activity that is regarded as academic activity. The researcher designed ranges of achievements according to the number of achievements the school obtained. The following five ranges were designed:

  Range 1:   no achievements

  Range 2:   1 to 3 achievements

  Range 3:   4 to 6 achievements

  Range 4:   7 to 9 achievements

  Range 5:   10 and more achievements

The NAAR points are allocated according to the range of achievements the school falls under. Range 1 is allocated 0 points, range 2 is allocated 1 point, and so on until range 5 is allocated 4 points.

Table 11. Non-academic achievements ranking (NAAR)

Range (category)	Points allocated
1	0
2	1
3	2
4	3
5	4

The school with a lot of achievements will have the highest NAAR points. Having analysed the schools according to the three points (CR, PPR and NAAR) then the overall performance (OP) of the schools was determined. Those with the highest and those with the lowest overall performance were selected. The list below shows the schools, which were selected, and their OPs.

- Overall performance (OP) over a 5-Year period (before 1996)

Table 12: Overall performance (OP)

School	CR (%)	PPR (%)	NAAR (%)	OP (%)
School I	98	92	60	83
School A	92	80	75	82
School C	81	80	65	75
School G	80	68	70	73
School K	81	80	55	72
School E	90	72	30	64
School F	55	40	50	48
School J	51	42	45	46
School D	48	54	35	46
School B	25	50	45	40
School H	18	42	60	40

By 'principals of schools' the researcher refers to the teachers appointed (permanent or acting) as principals of primary, secondary or high schools. In this category the researcher included long-serving and experienced principals. A long-serving and experienced principal is one who had headed a school for five or more years at the time of research.

All participants from the above five categories (learners, teachers, principals, parents, and education officials) were selected from all of the former education departments, namely DET, TED, DEC-HoD, DEC-HoR, LED, VED, and GED.

The participants were further identified (sampled) according to the geographic areas within the Limpopo Province. This is how they were sampled.

- participants representing the TED, DEC-HoD, DEC-HoR, and LED, were from the Polokwane/Seshego, Senwabarwana and Lebowakgomo areas
- GED participants were from Giyani, Malamulele and Nkowankowa/Tzaneen areas
- VED participants were from the Thohoyandou, Senthumule and Nzhelele areas
- DET participants were from the Bela-Bela (Warmbaths), Modimolle (Nylstroom), and Musina areas.

The participants were asked about their experiences and feelings about the then (before 1996) school governing structures. They were also asked to give a comparative view between the old structures (before 1986) and those structures that existed between 1986 and 1996.

In addition to using calculations and figures in analysing the research data, the researcher used words, as the survey design requires. Schulze (1997:31) adds that, in a qualitative research where words rather than calculations are used to analyse data, data is reduced to themes or categories.

4.4   DATA COLLECTION METHODS

Data collection methods that the researcher used were discussed in sections 1.6.2 and 1.6.3 in this study. Data collection methods refer to the tools of research.

In carrying out his research, the researcher paid attention to ethical measures, measures to ensure reliability and measures to ensure validity. These issues are dealt with in the sections that follow.

4.4.1   Ethical measures

Ethical measures refer to the research ethics as a set of principles that guide the researchers in deciding which goals are important and in deciding on the method of reconciling conflicting values (Johnson & Christensen 2000:63–64). Ethical issues also refer to how researchers deal with data collected from participants without infringing on the rights and privileges of the participants. The treatment of the research participants is most important and is fundamental to the way researchers conduct their research.

In doing research, the researchers must be sensitive to the ethical principles that are related to their topic and the collection of data related thereto. The criteria for research design should not only meet how participants are selected, but should also adhere to ethical research requirements. In this research the researcher, who was consistent with the implementation of ethical research principles, ensured that:

- all participants, who participated voluntarily, agreed to participating. No coercion was used to get them to participate
- participants remained anonymous if they did not want their names disclosed and their confidentiality was ensured at all times
- the participants were free to withdraw their participation in the study
- the participants were protected from any form of discomfort, harm or danger that may arise as a result of participating in the research.

4.4.2 Measures to ensure reliability

Reliability in research refers to the extent to which the data collected represents the actual subjective experience of the participants. When referring to the research instrument used in the research, reliability also refers to the fact that whether a particular technique, applied repeatedly to the same object, would yield the same results every time (Ary *et al.* 2006:269 and McMillan & Schumacher 1997:234)

To attain reliability in this research, the researcher created a trustworthy relationship with the participants by assuring them of their confidentiality all the time.

4.4.3 Measures to ensure validity

Validity refers to the extent to which an empirical measure sufficiently reflects the real meaning of the concept under study (Sapsford & Jupp 2006:256–257). In this research, validity was ensured through face validity and content validity. Face validity is a judgment of item relevance while content validity is the test whether the sample items in the questionnaire are representative of the set from which the sample was drawn and about which generalizations are made (McMillan & Schumacher 1997:233). The researcher ensured validity by making sure that the questions in the questionnaire were first looked at by a number of experts, including the supervisor, before finally implementing them.

4.4.4 Data collection and analysis

The researcher aimed at collecting relevant data about the school governing structures, past and present, and their influence on the overall performance of the schools. To collect the data required from the relevant sample, the researcher sampled the participants. Sampling was done as explained below.

4.4.4.1 Sample

Sampling is a way of drawing from a large population, a small number of the subjects from the population to participate in the research study. The researcher chose a small sample from each of the research population categories, namely: learners, teachers, parents and education officials to take part in the research. A sample is selected because studying the entire population is impossible or impracticable. The process of sampling, therefore, makes it possible to draw valid generalizations from the population on the basis of careful observation and analysis of the sample group.

4.4.4.2 Method

Sampling methods or techniques are based on many sampling theories. Central to any type of sampling theory is the question of reliability and accuracy of the results. Sampling may be defined generally as either probability sampling or non-probability sampling (Sapsford & Jupp 2006:29–38).

The researcher chose to use a combination of the probability and non-probability sampling techniques. The probability sampling is done to ensure that precise representativeness of the population is necessary; while non-probability sampling is taken when probability sampling would be expensive and/or when precise representativeness is not necessary. The non-probability survey designs include:

- purposive or judgmental sampling. The selection of the sample is based on the researcher's judgment with respect to the researcher's knowledge of the population, its elements, and the nature of the research objectives

- quota sampling. This method begins with a matrix describing the characteristics of the target population. The researcher then selects the participants that reasonably represent the total population.

- reliance on available subjects. The participants are selected on the basis of their availability. For example, a college of education may use registered students in a particular course because they are more readily available than practicing teachers. The researcher used the 'reliance on available subjects' when selecting the education officials, parents, teachers and principals.

4.5   DATA PROCESSING AND ANALYSIS

Data processing is about how research data was handled while data analysis refers to how the calculations or manipulation of data was handled to generate information from it. In other words, data analysis involves making sense out of text and image data (Creswell 2003:190). The researcher processed the data collected and then applied the analysis methods available to the researcher as shown in the sections below.

4.5.1   Data processing

The goal of research is to investigate relationships between constructs or variables. Since constructs are difficult to measure directly, researchers select or develop indicators that they will use to approximate the constructs as close as possible (Ary *et al.* 2006:406). The

researcher developed indicators by which the variables under investigation, namely: the impact of school governing structures on the overall performance of the schools, are measured. Descriptors such as 'enforce discipline', 'strict', 'keep order', 'fair and unfair', 'directionless', 'encourage', 'motivate', 'inexperienced' 'illiterate', 'democratic', and 'undemocratic' in summarizing the participants' reasons for thinking whether the school governing structures prior to 1986 and those that existed from 1986 up to 1996 could make a contribution to the overall performance of schools. In addition to using the descriptors, the researcher computed percentages representing categories of participants.

After collecting data, the researcher did some data scaling for the purposes of analysis and presentation of the research. Data scaling is the process of assigning numbers or symbols to the various levels of a particular concept that is under investigation (needs to be measured) (Bailey 1994: 350–366). In scaling, the researcher used a combination of nominal scaling where the participants' answers are limited to three answers only and the answers are mutually exclusive (questions 1–4 of questionnaire 1) and ordinal scaling where participants choose from a list of answers given, but from a series of questions (questionnaires 1–5), where the results are presented as percentages.

4.5.1.1   Validity and reliability of data and results

Although the researcher touched on these two concepts in section 4.4 above, the researcher revisits the concepts so as to locate them within the context in which the researcher used them in this study. Reliability and validity are two concepts which are very important for research.

To ensure reliability of the data collected, in measuring the participants' views on whether the school governing structures have any impact on the performance of the school, the researcher administered questionnaires and did some person-to-person (face-to-face) interviews with some of the participants. The researcher did the face-to-face interviews personally and always administered the questionnaires himself and assisted the participants where they required clarification in filling in the questionnaires.

As already explained above, reliability refers to the fact that, whether a particular technique when applied repeatedly to the same object, would yield the same results every time. For example, if the same questionnaires were to be given to the same participants after four or twelve months, the results would either be the same or show some improvement. The improvement shown may be as a result of intervention whereby the participants learn something. Reliability does not ensure accuracy, even though it implies that it does (Sapsford & Jupp 2006:29–8). An instrument may be reliable, but still be inaccurate.

Validity, on the other hand, refers to the extent to which an empirical measure sufficiently reflects the real meaning of the concept under study (Sapsford & Jupp 2006:29–38). In other words, validity, as Ary *et al.* (2006:243) put it, refers to the appropriateness, meaningfulness and usefulness of the specific inferences made from the data (test scores) collected about a concept under investigation.

In trying to validate the fact that there is a relationship (link) between the school governing structures and the overall performance of the school, the researcher collected data about the views of school principals, learners, teachers, parents and education officials about the link between the school's governing structures the performance of schools.

Validity can be criterion-related where the validity of a variable is measured against external criteria; content-related where the degree to which the instrument measures the range of meanings included within the concept or concepts; and construct-related where the validity of a variable is measured against the constructed operational definition or measurement of a variable. The face-to-face interviews that were conducted, added to the validity of the questionnaires and vice versa.

4.5.1.2   Questionnaire questions

The questionnaires were developed by the researcher to collect the data about school governing structures and their impact on the performance of schools in the Limpopo province. The design of the questionnaires is as they appear in appendices 1–5. The data collected through these questionnaires was interpreted by reducing the items to themes and calculating the extent to which participants responded, through percentages.

The questionnaires were self-administered and monitored. The researcher physically and personally administered the questionnaires to the participants. As Bailey (1994:111–118) and Sapsford and Jupp (2006:29–38) point out, some of the pitfalls in constructing a questionnaire include:

- using double-barrelled questions. Double-barrelled questions lead to participants misunderstanding the questions or answering only one of the two questions.
- ambiguous questions. Ambiguous questions lead to misunderstanding and therefore erroneous answers.
- using different words for the same meaning. Consistence in using a term/word is important for eliciting the same kind of response. The level of wording (for example, too many words) affects the response to the questionnaire.

- using abstract questions rather than factual questions. The questions in the questionnaire should deal or refer to concrete and specific matters rather than being abstract.
- biasing the questions by providing leading words.
- sensitive or threatening questions. In dealing with sensitive topics such as murder, suicide, sexuality, questions should be carefully worded so that they do not challenge the participants' immediate feeling.

In constructing the questionnaires used in this study, the researcher tried to eliminate all of the above pitfalls. The researcher mixed both closed-ended questions where the participants had to choose from a list of three options (e.g. yes, no, not sure) and open-ended questions where participants had to provide reasons for their choice (such as 'if yes, why ....') (Questionnaires 1–5) (see Annexures 1–5).

The reasons why five questionnaires were developed, as against only one questionnaire, were because the researcher :
- wanted to focus on those aspects that are relevant to the study
- wanted to collect as much data per question as can be organised and analysed within the given time for the study
- realised that some of the questions were open-ended and, as a result, more data will be given by participants
- wanted to avoid having irrelevant data for the study.

4.5.2 Interviews

An interview is a person-to-person (face-to-face) interaction between two people where they exchange views (Creswell 2003:188). The researcher arranged person-to-person exchange of views with the participants.

Bailey (1994:174) identifies the following as advantages associated with interviews:
- Flexibility – where the interviewer can probe for more answers instead of just asking what he/she originally intended to.
- Control over environment – the interviewer can assure the participants of privacy. In other words, the researcher can always adjust the interview environment to suit the interview.
- The response rate is always high because the researcher is instantaneously recording responses with the interviewee.

- Researchers can use a more complex questionnaire, which could otherwise not be used in administered questionnaires.

- Completeness of the questionnaire. The researcher can always make sure that all the questions are answered, because he/she is filling the questions in himself/herself.

- Interviewing provides the researcher with the chance to find out from the people those things that cannot be directly observed.

Because the questionnaires were self-administered and collected, all the advantages of the interview mentioned above were experienced. In this research, the researcher chose to use the informal interviews where the researcher arranged and met with the interviewees and 'talked' about the subject under investigation. Most of the interviews were in the form of an informal conversation between the researcher and the interviewees.

4.5.2.1 Data analysis

In quantitative research, responses are counted and percentages listed. In this research the raw data of the questionnaires were coded and percentages listed in each response category of each item. Not only did the researcher concentrate on the questionnaires, but also on the results obtained from the interviews that the researcher conducted. Qualitative data analysis in this research involved segmenting, coding, compiling a master list and enumerations (Johnson & Christensen 2000:222).

- *Segmenting* involves dividing the data into meaningful analytical units. This was done by reading the responses in the questionnaires line by line and asking the question: Do I see a segment of the text that is important for research? Is it different from the text coming before or after it? Where does the segment start and end? Such segments (words, sentences) were grouped together into a segment that is analysed as a unit.

- *Coding* refers to the process of diving data according to a classification system (McMillan & Schumacher 1997:607). The identified segments of data were coded by means of category names and symbols.

- *Compiling a master list.* All the category names that were developed were put on a master list followed by the symbolic codes. The master list was expanded as the need arose.

- *Enumeration* refers to the frequency with which a segment appeared. Enumeration is done to help identify important ideas and prominent themes in the research group.

The results of the interviews and those of the questionnaires were collated and organised as primary data sources for analysis.

4.6   TRIANGULATION OF FINDINGS

De Vos *et al.* (2005:35 & 364–365) describe triangulation as a combination of more than one method of research. Triangulation also refers to the crosschecking of information and conclusions with multiple procedures or sources. When more than one procedure is in agreement about research findings, the researcher has correlation. When correlation exists, the reliability of research findings is enhanced. In this research, the researcher used more than one research method, namely: questionnaires, literature study and inter-subjective interviews.

4.7   SUMMARY

This chapter concentrated on how data was collected and analysed so as to reach the generalizations reached in chapter five. The researcher employed survey design by particularly sampling from the larger populations of participants chosen. The next chapter deals with the presentation of the research results.

CHAPTER 5

PRESENTATION AND DISCUSSION OF FINDINGS

5.1 INTRODUCTION

The fundamental purpose of educational research, as Neuman (2006:24) points out, is to develop new knowledge about educational phenomena. This research was meant to reveal or develop some knowledge with respect to one of the aspects of education phenomenon, the historical development of school governing structures that existed in Limpopo Province until 1996; and to reveal the impact those structures had on the overall performance of schools (as stated in the general aims of research in section 1.5). This chapter presents and discusses the findings of the empirical investigation into the impact of the school governing structures had on the overall performance of schools.

5.2 RESEARCH PROBLEMS

The questions asked about the school governing structures were those raised in chapter one, namely:

- which school governing structures operated prior to 1976, from 1976 to 1986; and from 1986 to 1996?
- did the school governing structures have any impact (influence) on the overall performance of the school?

In an attempt to answer the latter question, the researcher conducted an empirical research whereby data were collected using questionnaires and interviews. The findings are presented below. This is then followed by the summary of results in section 5.5.

5.3 FINDINGS

The data collected through the empirical study conducted as described in chapter 4 was analysed and the results are presented in the sections below.

5.3.1 Questionnaires

The questionnaires consisted of closed-ended questions where the participants answered by choosing the applicable response from those given; and open-ended questions, which the participants answered by elaborating. The results are presented questionnaire by questionnaire.

5.3.1.1 Questionnaire 1

This questionnaire was meant to find out whether the parents, teachers, education officials (directors, area managers, circuit inspectors) and learners thought that there was a connection between the school governing structures and the performance of the schools.

Table 13: Participants in Questionnaire 1

Category	Number surveyed
Parents	16
Learners	230
Teachers	84
Directors/Regional Directors	4
Area managers	6
Circuit Inspectors	10
School principals	22
Totals	372

Question 1: Do you think that there is a link/connection between the performance of the school and the activities of school governing structure (e.g. school boards, school, committees, school management councils, etc.)?

Table 14: Link between school performance and activities of school governing structures

Parents			Learners		Teachers		School Principals		Circuit Inspectors		Area Managers		Directors of Education		TOTALS	
No. Surveyed		16	230		84		22		10		6		4		372	
	No	%	No	%	No	%	No	%	No	%	No	%	No	%	No	%
YES	13	81.3	199	86.5	76	90.5	19	86.4	10	100.0	6	100.0	4	100.0	327	87.9
NO	2	12.5	22	9.6	4	4.8	3	13.6	0	0.0	0	0.0	0	0.0	31	8.3
NOT SURE	1	6.3	9	3.9	4	4.8	0	0.0	0	0.0	0	0.0	0	0.0	14	3.8
TO-TALS	16	100	230	100	84	100	22	100	10	100	6	100	4	100	372	100

Summary

- The majority (87.9%) of those surveyed answered YES to the question and thus believing that there is a connection between the performance of the school and the activities of school governing structures.
- The reasons given also indicate that a school governing structure is one of the most important parts of the school. A school governing structure provides the leadership required by the school. It also supports the school staff.

Table 15: Participants in Questionnaire 2

Category	Number surveyed
Directors/Regional Directors	4
Area managers	6
Circuit Inspectors	29
School principals	22
Totals	61

Question 1:   Do you think that the ***old school*** governing structures (e.g. school boards, school, committees and school management councils) were ***effective*** in school management?

Table 16: Effectiveness of old school governing structures

School Principals			Circuit Inspectors		Area Managers		Directors of Education		TOTALS	
Number Surveyed	22		29		6		4		61	
	Number	%	Number	%	Number	%	Number	%	Number	%
YES	10	45.5	14	48.3	4	66.7	3	75.0	31	50.8
NO	11	50.0	13	44.8	2	33.3	1	25.0	27	44.3
Not Sure	1	4.5	2	6.9	0	0.0	0	0.0	3	4.9
TOTALS	22	100	29	100	6	100	4	100	61	100

Summary

- The senior education officials, namely, the directors and area managers believe that the old school governing structures were effective. This is evidenced by 75% of directors (regional & head office) and 66.7% of area managers who say that the structures were effective.

- The most junior members, namely, the circuit inspectors and school principals, are saying something slightly different from what the directors and area managers are saying. Only 45% of school principals and 48% circuit inspectors are saying the old structures were effective.
- Overall (i.e. when the responses of all the participants are combined) the response is that the old school governing structures were effective, although it is only 50.8% of the participants that say so.

Question 2:   Did you think that these structures were capable of bringing order in schools?

Table 17: Government officials' views about school governing structures

School Principals			Circuit Inspectors		Area Managers		Directors of Education		TOTALS	
Number Surveyed	22		29		6		4		61	
	Number	%	Number	%	Number	%	Number	%	Number	%
YES	9	40.9	15	51.7	3	50.0	2	50.0	29	47.5
NO	13	59.1	12	41.4	3	50.0	1	25.0	29	47.5
Not Sure	0	0.0	2	6.9	0	0.0	1	25.0	3	4.9
TOTALS	22	100	29	100	6	100	4	100	61	100

Summary

- There are 47.5% of participants who think the structures could bring order, and another 47.5% who think that they could not bring or keep order.
- Of those who think they could keep order, principals seem to be sceptical about it. Only 40.9% (answered YES) believe they can, as against 51.7% circuit inspectors, 50% directors and area managers.

Question 3:   Did you think that these structures were motivating the staff and students to do their work?

Table 18: Government officials' views on motivation of school governing structures

School Principals			Circuit Inspectors		Area Managers		Directors of Education		TOTALS	
Number Surveyed	22		29		6		4		61	
	Number	%	Number	%	Number	%	Number	%	Number	%
YES	8	36.4	13	44.8	3	50.0	3	75.0	27	44.3
NO	13	59.1	15	51.7	2	33.3	1	25.0	31	50.8
Not Sure	1	4.5	1	3.4	1	16.7	0	0.0	3	4.9
TOTALS	22	100	29	100	6	100	4	100	61	100

Summary

- Although 44.3% of all the participants say they believe these structures motivated staff and students, the principals (only 36.4%) seem less convinced.

Question 4:   Would you say that these structures contributed to the pass rates in schools (especially in the schools' matriculation results)?

Table 19: Contributions by old school governing structures

School Principals			Circuit Inspectors		Area Managers		Directors of Education		TOTALS	
Number Surveyed	22		29		6		4		61	
	Number	%	Number	%	Number	%	Number	%	Number	%
YES	5	22.7	11	37.9	4	66.7	2	50.0	22	36.1
NO	17	77.3	13	44.8	1	16.7	2	50.0	33	54.1
Not Sure	0	0.0	5	17.2	1	16.7	0	0.0	6	9.8
TOTALS	22	100	29	100	6	100	4	100	61	100

Summary

- School principals, circuit managers, area managers and directors of education believe that the old school governing structures did not contribute to the pass rate in schools. This is evidenced by 54.1% of them answering NO to the question.
- 77.3% of principals answered No, and none of them were not sure of the answer.

Question 5:   If you were given a chance to resuscitate these structures would you do so?

Table 20: The need for old school governing structures

School Principals			Circuit Inspectors		Area Managers		Directors of Education		TOTALS	
Number Surveyed	22		29		6		4		61	
	Number	%	Number	%	Number	%	Number	%	Number	%
YES	9	40.9	14	48.3	5	83.3	3	75.0	31	50.8
NO	12	54.5	12	41.4	1	16.7	0	0.0	25	49.9
Not Sure	2	9.1	3	10.3	0	0.0	1	25.0	6	8.3
TOTALS	23	100	29	100	6	100	4	100	62	100

Summary

- Senior officials of the Department of Education, namely, the directors and area managers believe that the old school governing structures were effective. This is shown by 75% of directors (regional and head office) and 88.3% of area managers who say that the structures were effective.
- The junior members, namely, the circuit inspectors and school principals, hold a slightly different view from that of the directors and area managers. Only 40.9% of school principals and 48.3% of circuit inspectors believe that old school governing structures are effective.

Question 6:   Would you regard these structures successful?

Table 21: Views on the successes of old school governing structures

School Principals			Circuit Inspectors		Area Managers		Directors of Education		TOTALS	
Number Surveyed	22		29		6		4		61	
	Number	%	Number	%	Number	%	Number	%	Number	%
YES	10	45.5	12	41.4	4	66.7	2	50.0	28	45.9
NO	12	54.5	13	44.8	1	16.7	2	50.0	28	45.9
Not Sure	0	0.0	4	13.8	1	16.7	0	0.0	5	8.2
TOTALS	22	100	29	100	6	100	4	100	61	100

Summary

Only 50% of directors and 66.7% of area managers believe that the old school governing structures were successful. On the other hand principals (45.5%) and circuit inspectors (41.4%) believe that theses structures were not successful.

Question 7:   Between these structures and the new ones, which ones do you think are effective?

Table 22: Comparison of old and new school governing structures

	School Principals		Circuit Inspectors		Area Managers		Directors of Education		TOTALS	
Number Surveyed	22		29		6		4		61	
	Number	%	Number	%	Number	%	Number	%	Number	%
NEW	10	45.5	13	44.8	2	33.3	2	50.0	27	44.3
OLD	9	40.9	13	44.8	3	50.0	1	25.0	26	42.6
BOTH	1	4.5	0	0.0	1	16.7	1	25.0	3	4.9
NONE	1	4.5	1	3.4	0	0.0	0	0.0	2	3.3
Not Sure	1	4.5	2	6.9	0	0.0	0	0.0	3	4.9
TOTALS	22	100	29	100	6	100	4	100	61	100

Summary

- There is a slight difference between the old and the new school governing structures with regard to which one is better than the other.
- This is shown by 44.3% who answered YES to the new structures as against 42.6% who answered YES to the old structures.
- Of 44.3% of those who think that the new structures are better, the directors of education are the ones that seem to believe more in the new structures. 50% of them (directors) believe that the new ones are better.
- This strong believe by the directors of education in the new structures is inconsistent with the previous responses. One may attribute the belief to the fact that the directors are the ones that are introducing the new governing structures in schools in the Limpopo Province. They are therefore bound to project a positive emerge about the new structures.

Table 23: Participants in Questionnaire 3

Category	Number surveyed
Parents	8
Learners	35
Teachers	21
School principals	6
Totals	70

Question 1:   Do you think that the new school governing structures (e.g. school governing body, PTSA and PTA) can play a role in improving results at your school?

Table 24: Meaningful role that can be played by new school governing structures

	School Principals		Teachers		Learners		Parents		TOTALS	
Number Surveyed	6		21		35		8		70	
	Number	%	Number	%	Number	%	Number	%	Number	%
YES	4	66.7	11	52.4	18	51.4	5	62.5	38	54.3
NO	2	33.3	3	14.3	8	22.9	1	12.5	14	20.0
Not Sure	0	0.0	7	33.3	9	25.7	2	25.0	18	25.7
TOTALS	6	100	21	100	35	100	8	100	70	100

Summary

- 54.3% of all participants think that the new school governing structures can improve results in their schools
- Another 25.7 of the participants are in doubt, because they answered not sure to the question. Of this 25.7%, teachers are in the majority with 33.3%.

Question 2: Do you think that the ***old school*** governing structures (e.g. school boards, school committees and school management councils) could help to improve the results at your school?

Table 25: Old school governing structures and improvement of school results

School Principals			Teachers		Learners		Parents		TOTALS	
Number Surveyed	6		21		35		8		70	
	Number	%	Number	%	Number	%	Number	%	Number	%
YES	2	33.3	5	23.8	7	20.0	3	37.5	17	24.2
NO	3	50.0	12	57.1	19	54.3	3	37.5	37	52.9
Not Sure	1	16.7	4	19.0	9	25.7	2	25.0	16	22.9
TOTALS	6	100	21	100	35	100	8	100	70	100

Summary

- School principals and teachers believe that the old school governing structures could not improve results in their schools. This is shown by 33.3% of school principals and 23.3% of teachers answering NO to the question.
- On the other hand parents and learners are not sure of the situation. This is shown by 25% of parents and 25.7% of learners answering 'Not Sure' to the question.

Table 26: Participants in Questionnaire 4

Category	Number surveyed
Parents	16
Learners	24
Teachers	18
School principals	4
Totals	62

Question 1:   Do you think that the new school governing structures (e.g. SGB, PTSA and PTA) played a role in yielding these results at your school?

Table 27: New school governing structures and school results

	School Principals		Teachers		Learners		Parents		TOTALS	
Number Surveyed	4		18		24		16		62	
	Number	%	Number	%	Number	%	Number	%	Number	%
YES	3	75.0	8	44.4	13	54.2	10	62.5	34	54.8
NO	1	25.0	4	22.2	6	25.0	5	31.3	16	25.8
Not Sure	0	0.0	6	33.3	5	20.8	1	6.3	12	19.4
TOTALS	4	100	18	100	24	100	16	100	62	100

Summary

- Parents and school principals believe that the new school governing structures could yield good results in their schools. This is confirmed by 62.5% of parents and 75% of school principals answering 'Yes' to the question.

- This may be attributed to the fact that parents played an active role in the new school governing structures such as PTSAs and PTAs.

- 33.3% of teachers are not sure whether the new school governing structures could improve results in their schools.

5.3.1.5 Questionnaire 5

Table 28: Participants in Questionnaire 5

Category	Number surveyed
Parents	15
Learners	30
Teachers	10
School principals	5
Totals	60

Question 1: Do you think that the *new school* governing structures (e.g. SGB, PTSA and PTA) can play a role in improving the situation at your school?

Table 29: New school governing structures and improvement of school results

School Principals		Teachers		Learners		Parents		TOTALS	
Number Surveyed	5	10		30		15		60	
	Number	%	Number	%	Number	%	Number	%	Number	%
YES	4	80.0	8	80.0	21	70.0	7	46.7	40	66.7
NO	1	20.0	2	20.0	8	26.7	6	40.0	17	28.3
Not Sure	0	0.0	0	0.0	1	3.3	2	13.3	3	5.0
TOTALS	5	100	10	100	30	100	15	100	60	100

Summary
- 66.7% of all participants answered 'Yes' to the question. This means that they believe that the new school governing structures can play an important role in improving the situation in their schools.
- 3.3% and 13.3% of parents are unsure of the situation

Question 2: Do you think that the old school governing structures (e.g. school boards, school committees and school management councils) could help to improve the situation at your school?

Table 30: Old school governing structures and general school improvement

School Principals			Teachers		Learners		Parents		TOTALS	
Number Surveyed	5		10		30		15		60	
	Number	%	Number	%	Number	%	Number	%	Number	%
YES	2	40.0	1	10.0	2	6.7	2	13.3	7	11.7
NO	3	60.0	9	90.0	26	86.7	10	66.7	48	80.0
Not Sure	0	0.0	0	0.0	2	6.7	3	20.0	5	8.3
TOTALS	5	100	10	100	30	100	15	100	60	100

Summary
- Majority (80%) of all participants do not think that the old school governing structures could help improve the situation in the schools.
- Of the 80%, teachers and learners are in the majority. 90% of teachers and 86.7% of learners do not believe that the old school governing structures could bring about any improvement in the schools.

5.3.2 Interviews

The researcher conducted inter-subjective interviews with some of the personalities in education such as those quoted in the study, namely: Mr. Mehlape; Mr. Mashamaite, Mr. Chauke and Mr. Masebe, all of whom were members of the school governing structure in their various capacities.

Mr. Mashamaite, Mr. Mehlape and Mr. Masebe served on the school governing structures as principals of schools, while Mr. Chauke served as a parent. From their interviews, the

researcher found that all of them (100%) indicated that the SGBS played a role in ensuring that the school performed well both academically and with respect to discipline.

5.4   DISCUSSION OF THE FINDINGS

The results of the survey indicate that 87% of participants believe that there is a connection between the performance of the school and the activities of the school governing structures (Table 1: Questionnaire 1). Those who said there is a connection, indicated that the school governing structure is playing a leadership role in the school. If the governing structure's leadership is bad, the performance of the school will also be bad. The same view about leadership is held by Hoberg (1992: 65), who said this about the school principal: '... what is achieved in the school in terms of the quality of education, will invariably depend on the crucial leadership role of the principal and his ability to foster organisational commitment among staff, learners and parents'. This argument places school leadership in the spotlight as far as school performance is concerned.

Although Hoberg was concentrating on the principal, the same could be said about the school governing structure. This is confirmed by Dr. Joe Phaahla, then MEC for Education in the Limpopo Province, who commented when releasing the 1997 matriculation results that those schools that did well had 'strong school governing structures' which supported the teaching and administrative staff (the principals and vice principals) of the schools (SABC-TV news: 4 January 1998).

In influencing the performance of the school, the kinds of school governing structures seem very important. Some structures look more effective than others. The kinds of school governing structures that could positively or negatively influence the performance of the school seem like a matter of one's level of responsibility, experience and/or of perception. According to the complete survey (tables 2–13), the participants (school principals, area managers, directors, parents and learners) believed that new structures (those that existed between 1986 and 1996) can *positively* influence (enhance) the performance of schools better than the structures that existed prior to 1986 (tables 14–16: Questionnaires 3–5). Some of the reasons provided by the participants in the open ended questions about why they thought the new structures are better than the old structures, were that the new structures had a 'unifying factor'. They are inclusive, meaning that they include the teachers, the parents, the learners and the principal. This unifying factor may lead to co-operation, which may in turn lead to school success (good student academic excellence). Agreeing with the view is Dr. Kgatla, the principal of Makgoka High school, at Boyne near Polokwane in the Limpopo Province. In an interview with *Internews* (*Internews* 1996:6), Dr. Kgatla indicated that the 'co-

operation among teachers and students contributed' to their successful 1995 matriculation results.

He further acknowledged that the changes, which the MEC for Education was initiating 'are encouraging'! Some of these changes included the phasing out of the old school governing structures at schools and replacing them with new structures, called SGBs. SGBs are established in terms of the South African Schools Act, Act 84 of 1996. It is argued that the changes in school governing structures are done in an effort to rebuild the education system and 'bring back' the culture of teaching and learning in schools. This indicates that the school governing structures are linked to the overall performance of schools, the academic excellence (progress) of students included!

The answer to the research question is YES, the school governing structures have had an impact on the overall performance of the schools. The more organised and supportive to the school the governing structure was, the more successful was the school. The opposite was also true (see Tables of Questionnaires).

The Limpopo Province Education Department has introduced new school governing structures, whose structure is defined by both the South African Schools Act, 1996 (for national position) and the Limpopo Province's Notices Nos. 242 and 243 of 1997. These structures that existed towards the beginning of 1996 were received with mixed feelings. Some people believe that the mere inclusion of the learners in these structures is a spoiler (Mehlape, 1996), while others believe that the inclusion of the learners in these structures is an advantage (The New Teacher, 1996).

The old structures are also thought of in the same light. There are those who believe that they should not be abolished, but should instead be revamped; while others believe that they should absolutely go, because they were part of the problem in schools (The New Teacher 1996). Bot (1990:vii) indicates that parents are not keen to be involved in education, although the majority of African (Blacks) parents support joint parents and staff decision-making in schools. Bot (1990) further indicates that 26% of the parents in her study feel that the learners should be involved also.

Now the question is, which school governing structures are suitable for the Limpopo Province schools? This question answered in Chapter 6.

5.5. CONCLUSION

The purpose of chapter 5 was to answer the question: did school governing structures enhance or impact negatively on the overall performance of the schools? According to the data collected it is true that these structures indeed had an influence on the performance of schools by either enhancing or negatively influencing the results of the school.

The empirical study indicates that there is a link between the activities of school governing structures and how the school performs generally. Because the school governing structure represents the highest order of leadership at the school, a strong school governing structure will positively influence the overall performance of the school, while a weak school governing structure will negatively influence the overall performance of the school.

The conclusions and recommendations are discussed in chapter 6.

CHAPTER 6

CONCLUSIONS AND RECOMMENDATIONS

6.1   INTRODUCTION

The purpose of this chapter is to provide a summary on the findings of the research as well as the researcher's conclusions and recommendations. The conclusions (section 6.2) are based on literature research (chapter three) and empirical research (chapters four and five) and the chapter also provides the researcher's interpretation of the research findings.

6.2   CONCLUSIONS

The conclusions reached in this chapter are based on the literature study, empirical research and a combination of the above two factors

6.2.1   Conclusions from the literature study

Emphasising the need to compare the local set-up with international standards, Harkness, Mohler and Van de Vijver (2003:3) argue that 'comparing groups, cultures, nations or continents is an essential means of distinguishing between local conditions and universal regularities'. In chapter two the researcher looked at international exemplars to see if the local South African set-up on school governing structures could be compared to the international world. From the literature study in chapter two, the researcher found that:

- South Africa's school-based school governing structures are similar to those in other countries;
- the difference between South African school governing structures and those of the countries studied was the purpose (intentions) for which the school governing structures were formed
- parents always formed an important part of the school-based school governing structures
- parents played a major role in the governance of the schools
- a particular form of school governance structure existed to take care of the governance of schools.

The above findings therefore indicate that school governing structures are always central to the proper functioning of schools. In other words, school governing structures are inextricably linked to the proper functioning (performance) of the schools. Supporting this view is an incident in Giyani, a town in the north eastern part of the Limpopo Province where the parents, who were concerned about the pass rate at a local high school, threatened to close the school because they believed that the teachers were 'incompetent to perform their tasks'. The parents committee saw it as their responsibility to ensure that the school perform better academically (*Monitor* 26 February 1999). This point illustrates the connection between the school governing structure's role and the overall performance of the school. In the article by Hoberg (1992:65), the school principal's role is highlighted as being crucial to the success of the school.

The South African Schools Act, No. 84 of 1996 gives SGBs the responsibility to govern the schools. Parents, teachers and learners (in schools with grade eight and higher) form part of the SGBs, school-governing structures at institutional (school) level (South African Schools Act, Act 84 of 1996). In the past, before the 1996 era, different school governing structures existed, and each one of them had its powers and functions

The school committees (in the DET, DEC-HoR, DEC-HoD and homelands education departments) had limited powers about running and managing the schools, while the school governing councils in Model A, B and C schools had extensive powers in running the schools. School governing structures have always had powers to run the schools, although in varying degrees of responsibility (See chapter three). The functions of the school governing structures at school level could always be linked to the school's academic performance. In the former White public schools and private schools the role of the school governing structures in influencing the learning environment has always been to the extent to which they were able to:

- raise funds to support school programs
- motivate teachers by paying attractive salaries (private schools)
- make decisions regarding the school curricula (academic and extra-mural)
- encourage parents to support their children to achieve the goals of the school (e.g. by fundraising campaigns, sport participation and promoting a positive image of the school)
- legally defend the school's decisions in case the school was legally challenged.

These and all other roles showed that the SGBs roles are linked to the school's overall performance (academic performance included). The SGB, a school governing structure at school level as set up by the South African Schools Act 1996, contains well defined roles and

functions which link the SGB to the overall performance (academic activities included) of the school.

In summary, the conclusions drawn from the literature research are that:

- different school governing structures existed in the past in the Limpopo Province in the period until 1996
- the structures evolved over a period of time.

The section that follows presents the conclusions drawn from the empirical study between the connection of the school governing structures and the performance of the schools.

6.2.2. Conclusions from the empirical investigation

Chapters four and five sought to find out whether the school governing structures that existed in the schools in the Limpopo Province had impacted on the overall performance of the schools. The answers that emerged from answering these questions contained in the questionnaires 1–5, also helped to determine whether the structures were acceptable and/or supported by the school communities.

The findings, in summary, were that:

- there is a link or connection between the school performance and what the school governing structures do for the school. The more effective/efficient the school governing structure is, the better the school performs. The opposite is also true. Bad school governing structures tend to have their schools perform badly.
- The older structures (e.g. school committees and school governing councils) were less preferred to the new structures (e.g. SGBs).
- The new structures could only be more effective than the old structures if the student element is properly empowered and clear about their rights and responsibilities within the structure.

6.2.3 Conclusions from both the literature study and the empirical investigation

A school governing structure is a key structure of the school. It is an organ that provides leadership and support that can see to it that the school realizes its objectives. The problem with the school governing structures that existed in the past (prior to 1996) was that they could not provide the kind of leadership, vision, and stability that the schools wanted in order to perform well. For example, in Black schools (DET, DEC, LED, GED and VED) the school committees were rejected by the communities. Some of the reasons provided are that these

structures are manned by people who are old and in some cases illiterate (refer to chapters three).

In an effort to restore the culture of learning and teaching, the Limpopo Province Education Department, undertook to hold summits according to the six regions in 1995 and early 1996 (*Internews* 1996:3). The purpose of the summits were to inform the public about the state in which the schools are. The following were identified as key problems:

- Discipline (learners) is non-existent in schools
- The Virtual collapse of authority in these institutions
- Bad management practice (by principals and teachers)
- Demotivated teachers and learners
- Uncooperative and violent learners.
- The general lawlessness in schools.

To eliminate some or all of the above pitfalls, a relevant, strong and visionary school governing structure is required.

The historical development of school governing structures in the Limpopo Province was influenced largely by the legislatively status and, to some degree, by political activism (in Black schools) in the country. The literature review (chapter three) shows that the school governing structures in almost all the past education departments:

- consisted of parents, the government and principals of schools
- did not permit learners to be represented in the statutory school governing structures (e.g. school committees and governing councils).

The structures bore a lot of similarities to structures in countries such as England, the USA, Zimbabwe and Tanzania (refer to chapter two)

The empirical research (chapters four and five), which was set primarily to determine whether there was a connection between the school governing structures and the overall performance of the schools, has shown that the:

- school governing structure has a link with how the school performs. The stronger the leadership provided by the school governing structure, the better the school performance
- school governing structure that consists of all the stakeholders at the school enjoys some degree of legitimacy and therefore creates stability at the school. Stability results in the school achieving its objectives and therefore performing better. This was shown by the response of the participants when asked why they thought the school

governing structure had a role in improving the results obtained by the school (54.8% of participants thought that the new school governing structures helped to improve the results) (Questionnaire 4, question 1).

- school governing structures that consisted of illiterate or semi-illiterate parents, as was the case with most Black schools, could impact negatively on the performance of the school. This was shown by the reasons given by participants when asked why they thought that the old school governing structures (e.g. school committees) could help improve the results at schools that had low matriculation pass rates (80% of the participants answered NO) (Questionnaire 5, question 2).

Chapters two to five have therefore shown that the development of the school governing structures was influenced by the political status at the time and has (the development) impacted on how the schools performed.

6.3 RECOMMENDATIONS

Professor Mwamwenda, when commenting about the Top 100 Schools List published in the *Sunday Times* (14 September 1997), indicated that success at a school 'is a combined effort by school management, teachers, students and parents' (*Sunday Times*, 24 September 1997). This shows that the school governing structures are important to the performance of the school. To achieve or maintain the success of the school, a strong and relevant school governing structure that incorporates all the above sections (stakeholders) of the school community (parents, learners, and teachers) (SA Schools Act, 1996) is necessary.

Mashamaite (1997 & 2003); Chauke (1998) and Masebe (2002) argue that the kind of school governing structures initiated by the South African National Ministry of Education, are good but their members (members of school governing structures) need to commit themselves to:
- hard work
- commitment to work (both learners and teachers)
- exercising fairness and justice
- striving for attaining consensus rather than majoritarianism in decision-making exercises
- avoid bargaining by members of different sectors and stiving instead for unity of the structure.

The school governing structures, as explained above, are almost non-existent in the schools in the Limpopo Province up to 1996, although the SGBs that are composed of the three main stakeholders (parents, educators and learners) are in place in almost all schools. The SGBs do

not seem to meet these requirements, mainly because of lack of capacity to perform some of their responsibilities. The structures (SGBs) seem to achieve little success and support from the stakeholders at the school in this regard.

The researcher's recommendations about the school governing structures, which are suitable for the schools in the Limpopo Province, are as follows:

- The school governing structure should consist of the following sector of members:
  o parents (as leaders);
  o teachers;
  o learners (involved at different levels and for different activities)
  o other members of the school community, who are neither parents, teachers, students, or principal)
  o sponsors (e.g. private companies/people/organizations that invest money with the school, excluding the government, because the government is already represented by the school principals)
  o school principals.

- Why this kind of school governing structure? The reasons are that it will be able to:
  o achieve co-operation between and among the parents, students and teachers
  o provide a unifying element because all stakeholders are represented in the structure; the structure will then enjoy the confidence of all (especially students)
  o enforce and maintain discipline in the school
  o give the school credibility (to attract future financial and other forms of support to meet the school's needs)
  o motivate staff and learners at the school.
- The structure should promote the following ideals among its members and the school community as a whole:
  o Accountability to the school community (parents, learners, teachers and other members of the school who are neither teachers, parents or learners)
  o Acceptance of collective responsibility
  o Respect for one another and one another's opinions, irrespective of the social standing of a member
  o Achieve co-operation among the members.
- For the SGBs to function effectively, the government must build their capacity by doing, among other things, the following:
  o Hold extensive workshops with the SGBs about governance and leadership skills
  o Hold workshops for learners on learner leadership and responsibility

- o Hold workshops and/or seminars for the SGBs on the laws/rules/regulations that govern the school administration. This is necessary because this will help the SGBs to create school constitutions, vision statements, etc. that are not in contradiction with the government laws
- o Clarify the rights, responsibilities and limitations of the learner-members.

Parents should be empowered (through parent's meetings, workshops and seminars) on how they should be involved in school matters.

6.3.1 Recommendations for further study

With regard to further research, the researcher believes that the following questions need to be answered about the school governing structures that are in place now (SGBs) or those that the researcher contemplates in this research:

- Does the presence of a learner member on the SGB retard the proper functioning (effectiveness) of the SGB?
- Should the learner members have the same status on all matters handled by the SGBs as all other members? (e.g. Can a learner member sit and decide on an issue involving a teacher?)
- Is the demand for the return of the old school governing structures (e.g. chool committee, and school boards) an age group (people of a particular age group) demand or is it a race group (people of a particular race) demand?
- Is the academic achievement of the learner members on the SGB negatively affected by being members of the SGB?

6.4   CONCLUDING REMARKS

The aim of this study was to investigate the development of school governing structures and the impact that those structures had on the overall performance of schools in the Limpopo Province until 1996. The study employed qualitative as well as quantitative methods. The study took into account the historical diversity of the Limpopo Province where more than two education administrations existed prior to the installation of a new government in 1994. In researching the topic, the study focussed on the period until 1996. Various school governing structures existed in the Limpopo Province and each had its own way of functioning. For example, the school governing structures of the then TED were different from those of the DET. The DET had, in the late 1980s what was called school management councils, while the TED had the school governing councils as shown in chapter three.

As Mashamaite (2003 & 1997) and Hoberg (1993) indicate, the school governing structure is an important component of the school. Without it the school is likely to go 'astray' because there will be no one giving direction (in terms of policy) to the school.

The school governing structure at the school should, therefore, be a strong and powerful body so that it can provide the kind of leadership and the vision which the school requires to perform well.

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QUESTIONNAIRE 1

(Aimed at parents, learners, teachers, Directors/Regional Directors, Area managers, Circuit Inspectors, School Principals).

Do you think that there is a link/connection between the performance of the school (academic achievements of students) and the activities of the school governing structures (e.g. school committees, School Boards, etc)?

      YES

       NO

        NOT SURE.

    [Mark one option ONLY]

If YES, in what way? ---

If NO, why? --

QUESTIONNAIRE 2

(Aimed at Directors/Regional Directors, Area managers, Circuit Inspectors, School Principals).

1. Did you think that the *old school* governing structures (eg. School Boards, School committees, School Management Councils, etc) were effective in school management?

    YES

    NO

    NOT SURE

    [Mark one option ONLY]

2. Did you think that these structures were capable of bringing order in schools?

    YES

    NO

    NOT SURE

    [Mark one option ONLY]

3. Did you think that these structures were motivating staff and students to do their work?

    YES

    NO

    NOT SURE

    [Mark one option ONLY]

4. Would you say that these structures contributed to the pass rates in schools (especially in the schools Matric results)?

    YES

    NO

    NOT SURE

    [Mark one option ONLY]

If YES, in what way : ---

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5.   If you were given a chance to resuscitate the structures, would you do so?
YES/NO/NOT   SURE
(Mark one option only)

6.   Would you regard these structures successful?

   YES

   NO

   NOT SURE

[Mark one option ONLY]

If YES, in what way? --

If NO, why? --

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7.   Between these structures and the new ones, which ones do you think are effective?

   NEW

   OLD

   BOTH

   NONE

   NOT SURE

   [Mark one option ONLY]

QUESTIONNAIRE 3

(Directed at schools with low matric pass percentage, in 1992 – 1996. Participants are parents, learners, teachers and school principals)

1.   Do you think that the new school governing structures (e.g. SGB, PTSA, PTA, etc) can play a role in improving results at your school?

     YES

     NO

     NOT SURE.

   [Mark one option ONLY]

If YES, in what way? --

If NO, why? ---

If YES, in what way? --

If NO, why? --

----

2.   Do you think that the old governing structures like school committees could help
       to improve the results?

          YES

           NO

           NOT SURE

       [Mark one option ONLY]

If YES, in what way? --

If NO, why? ---

QUESTIONNAIRE 4

(Directed at schools with high matric pass percentage, 1992 – 1996. Participants are parents, learners, teachers and school principals)

1.   Do you think that the new school governing structures (e.g. SGB, PTSA, PTA, etc) played a role in yielding these results at your school?

    YES

     NO

     NOT SURE.

  [Mark one option ONLY]

If YES, in what way? --

If NO, why? --

QUESTIONNAIRE 5

(Directed at schools that have problems with strikes or class disruptions or general indiscipline. Participants are parents, learners, teachers and school principals)

1. Do you think that the ***new school*** governing structures (e.g. SGB, PTSA, PTA, etc) can play a role in improving the situation at your school?

    YES

    NO

    NOT SURE.

    [Mark one option ONLY]

If YES, in what way? ---

If NO, why? --

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2. Do you think that the old school governing structures (e.g. School Boards, school committees, School Management Councils, etc) could help to improve the situation at your school?

    YES

    NO

    NOT SURE

  [Mark one option ONLY]

If YES, in what way? ---

If NO, why? --

INTERVIEW 1

Mr. Mashamaite MC)

Mr. Mashamaite was acting principal and a member of School Committee at a secondary school in the former Bochum Circuit (now called Bahananwa Circuit). At time of this interview Mr. Mashamaite was a principal of a primary school in the Bahlaloga Circuit near Polokwane. He is an experienced school administrator and long serving member of teaching staff. He participated extensively in the school governance matters as he served in the school committees of the various schools in his capacity as either principal or acting principal or parent.

The interview took place on 20 May 1997 at 17h00 at Mr. Mashamaite's place

Legend: **MJM** – Mahlodi Johannes Mahomole; **MC** – Mr. Mashamaite MC

MJM: Good afternoon Mr. Mashamaite. You look very relaxed here at your home. My name is Mahlodi Johannes Mahomole (MJM) a student of UNISA and a researcher in History of Education.

MC: Good afternoon, Mr. Mahomole. You are most welcome here.

MJM: Mr. Mashamaite, I came here to interview you, as per our earlier telephone appointment. As I introduced myself as a student of UNISA and researcher in History of Education, I chose to interview you on this subject because you are an experienced person as a member of School Committee. May we start with our interview?

MC: Yes

MJM: One more thing, Mr. Mashamaite. I wish to indicate to you that this conversation would be transcribed and sent to my promoter as part of research data. Your name will be distinctly identified. Are you comfortable with this?

MC: It is ok with me.

MJM: Mr. Mashamaite, would you say that the school committees played any important role in maintaining order and discipline in the schools?

MC: Yes, they did. Although there were some problems here and there, especially after the 1976 period were students became highly political and the undermining

of school committees, as legitimate governance structures at schools, became a real struggle. But those schools that managed the situation well succeeded.

MJM: Was it the case at the school where you served as a School Committee member? I mean were your School Committee also undermined by students' politics?

MC: Not quite. Maybe it was because we were a rural school. But some incidences happened were we felt that students wanted to take over or force that the School Committee be disbanded in favour of democratically elected structure comprising of all stakeholders in the school. We did not take that demand seriously because we understood it within the broad political demand in the country, especially around 1986 or 1987. We only concentrated on ensuring that the school provided teaching and learning where students academically achieved.

MJM: Speaking of academic achievements of students at schools, would you say that the school committees had any significant role in improving the performance of schools?

MC: Yes, school committees did.

MJM: In which way?

MC: In a number of ways, but as you know, the day-to-day running of the school was in the hands of teachers led by the principal, the role of the school committees was to influence by making regulations that the school had to follow. For example: the School Committee would pass regulations such as the collection of a certain amount of money from each parent to build a classroom to help students learn under conducive conditions; the School Committee would monitor the implementation of the regulations; the School Committee would visit the school and see how school day progressed; and many other ways that kept the students actively taking part in teaching and learning activities. In so doing the students achieved academically. The school committees also played a role by accompanying the students and teachers on school trips. In this way the teachers and students kept focused on their activities, which in the end brought good results. There were many ways in which I can demonstrate to you how important the school committees were in ensuring that the schools performed.

MJM: Now that the government is introducing new SGBs where learners are part of the structures, do you think these new structures would be better that the school committees that you served in?

MC: Well, the introduction of the new SGBs is just a validation of the demand of the 1980's and 90s and the introduction of so-called democracy in schools. On that note I would not compare the two as such, but I would only reflect on the good side of both types of structures. The new structures would give all the stakeholders an opportunity to take part in school affairs. I am not sure whether the new structures would focus on those things that would enhance performance of schools more than just bring about inclusivity of all stakeholders in the governance of schools. I am saying this because when you have learner component in the committee, when matters relating to their unacceptable behaviour are discussed they would defend themselves rather than focus objectively on what must be done. Some teachers who always look up to the favour of the learners may connive with learners on a particular matter. But all of these remain to be seen when the new structures are in operation. On the side of the school committees the focus was on passing regulations that would assist the learners, rather than give an opportunity to learners to state what might be good for them (learners). In my view the two types of structures would both remain important in the governance of schools. That is why I find it difficult to compare them. But if you were to ask me which one I'd vote for if we were to make a choice, I would go with the school committees.

MJM: Mr. Mashamaite, thanks for your time and your responses. I value them greatly as they would continue to help those who may seek clarity on some of these matters. Keep ok. May God bless you.

MC: Thank you for choosing me. God bless you too.

INTERVIEW 2

Mr. P Mehlape

Mr. Mehlape was a former High School Principal in the Mankweng Area near Polokwane. At the time of this interview Mr. Mehlape had just retired as Vice Rector of Lebowa In-Service Training Centre (LITC) near Mokopane (formerly called Potgietersrus) town in Limpopo. Prior to his appointment as Vice Rector at LITC Mr. Mehlape served as Circuit Inspector in the Sekgosese area near Tzaneen town in Limpopo. He was former President of Transvaal United African Teachers Association (TUATA) for a long time. He served in various school committees as a parent and in his capacity as principal of school. As President of TUATA, Mr. Mehlape advised extensively on aspects relating to school governance in general and high school matters in particular.

The interview took place on 16 July 1997 in Mr. Mehlape's home at Mankweng

Legend: **MJM** – Mahlodi Johannes Mahomole; **P** – Mr. P Mehlape

MJM: Good day, Mr. Mehlape. How are you doing, Sir?

P: Good, day Mr. Mahomole and welcome. I am doing well. How about you?

MJM: I am fine. Mr. Mehlape, I have come here to interview you about the school governing structures that existed in schools prior and post 1986. I chose to interview you on this matter because I know that you have served in the school committees both as a principal and as a parent member at various places. I am also doing this interview as part of my research work in History of Education. Are you ready for the interview?

P: Yes I am. For what degree are you now studying, Mr. Mahomole?

MJM: Masters Degree, Sir.

P: Excellent. I am ready to contribute. Please ask me only simple questions!

MJM: All my questions are simple, sir. They are about what you know. I actually need information from you.

P: Well, let's see how far I can help you.

MJM: One more thing, Mr. Mehlape. I wish to indicate to you that this conversation would be transcribed and sent to my promoter as part of research data. Your name will be distinctly identified. Are you comfortable with this?

P: I am fine. Do you think there are any dangers for me identifying myself?

JMM: No. I was just checking whether you'd be comfortable with it. In case you were not, I was going to hide your details completely.

P: Ok. I don't have any problem with it. We can just go ahead.

MJM: Thanks. Mr. Mehlape, would you say that the school committees played any important role in maintaining order and discipline in the schools?

P: Yes. A great deal of it. They actually defined what schools should do. Where the School Committee members were a bit enlightened, like in the Coloured, Indian and White communities, the school committees determined the rules and set the standards for the schools. I remember in the olden days when young teachers used to refuse to join teacher associations, it was school committees that ensured that those teachers cooperated. School committees could even quell political turmoil in schools by refusing either to admit troublesome students or expelling those already within the schools. When the school committees spoke, all followed. They were very powerful. The only downside of it was that in African schools most members of the school committees were not educated, because teachers were not allowed to be part of the school committees. Only in a few school committees were things a bit bad, but generally school committees were great governance structures.

MJM: Some people say that the school committees were rejected or undermined by major stakeholders in the schools, especially politically active students. Was it the case at the schools where you served as a committee member? I mean were your school committees also undermined by major stakeholders in the schools?

P: In some areas yes, but in others no. I am saying this because I worked in Soweto were school committees authority was seriously challenged, while in some rural areas in Limpopo the school committees were respected and obeyed. It depended on where the committees were. In highly political areas such as in the urban areas, the school committees' were not fully supported while in rural areas they were fully supported. This happened mostly after the Soweto uprisings in 1976 and later in the late 80s.

MJM: Mr. Mehlape would you say that the school committees played any significant role in improving the performance of schools?

P: Most definitely, yes.

MJM: In which way?

P: In more ways than one. For example: the school committees ensured that fees were raised to build the required infrastructure; they monitored the implementation of policies at schools; they ensured that there were extra-mural activities, such as sport, music, debate, etc in schools. They did a lot of things.

MJM: Now that the government is introducing new SGBs where learners are part of the structure, do you think these new structures would be better than the school committees that you served in?

P: No. I don't think so. The new structures have a potential for serious conflicts, because the subjects are now becoming part of the rulers. How can you have a student determining laws that they must follow. They'll definitely decide on what bests suits them. Mind you, the children are just children. They know nothing about the future. How can they decide on the future?

MJM: Are you telling me that the type of school governing structure in a school influence the performance of the school?

P: Yes. Every institution has a governance section which deals with policy matters. The school governing structure is a very important organ of the school. Strong school governing structures provide both vision and leadership of the school.

MJM: Mr. Mehalape, thank you for your time and for your responses. May God bless you.

P: Thank you.

INTERVIEW 3

Mr. Masebe

Mr. Masebe is a principal of a high school in the Mankweng area near Polokwane. He once served in the School Committee as a parent, but currently he is a principal of a school and by virtue of being a principal he is a member of the SGB.

The interview took place on 10 June 2003 at Mr. Masebe's place

Legend: **MJM** – Mahlodi Johannes Mahomole; **M** – Mr. Masebe

MJM: Hallo, Mr. Masebe. How are you?

M: Hallo, Joe. I am fine thank you and how are you?

MJM: I am fine thank you. Mr. Masebe I am here for the interview we have agreed about. As I told you, I am a student of UNISA and researcher in History of Education. I am doing this interview as part of my studies and I chose to interview you on this subject because I know that you are an experienced person as a member of School Committee. Are you ready for the interview?

M: Yes, I am.

MJM: One more thing, Mr. Masebe. I wish to indicate to you that this conversation would be transcribed and sent to my promoter as part of research data. Your name will be distinctly identified. Are you comfortable with this?

M: Ok. I am fine..

MJM: Mr. Masebe, would you say that the school committees played any important role in maintaining order and discipline in the schools?

M: Yes, they did. They only differed from one school to another and from one department to another. For example: in the former Transvaal Education Department (TED) (formerly for schools for Whites only) and in the former Department of Education and Training (DET) (formerly for Africans in the White areas) the school committees were well resourced and they functioned relatively well as compared to those school committees in former homelands departments of education. In areas where the population was less educated, the school committees did not play a big role in maintaining order and discipline in schools, but the opposite was also true. My answer is then yes and no!

MJM: Some people say that the school committees were rejected or undermined by major stakeholders in the schools. Was it the case at the school where you served as a committee member? I mean were your School Committee also undermined or rejected by major stakeholders in the school, such as students and teachers?

M: If by rejection you mean that they did not allow the school committees to function, my answer is no, but if by rejection you mean they disturbed the school committees to function, I'll say yes. There were those parents and students who always felt that the school committees were irrelevant and not representative of major stakeholders in the school.

MJM: Do you think the school committees played any significant role in improving the performance of schools?

M: No. I don't see how they did that. In most schools in African population members of school committees were illiterate, because teachers were not allowed to be part of the school committees but yet they (teachers) were in majority as literate members of the communities.

MJM: Now that the government is introducing new SGBs where learners are part of the structures, do you think these new structures would be better that the school committees that served in?

M: I think so. The new SGBs bring into school governance the element which has was always a missing link for a long time – the inclusion of teachers and learners. I believe that the inclusion of teachers and learners in the school governance would enhance quality of the decision of the SGB. It will also introduce true democracy, accountability and transparency required in running schools. The only challenge the SGBs would have to battle with at the beginning is to manage the diversity of members of the SGB.

MJM: Are you telling me that the type of school governing structure in a school influence the performance of the school?

M: Yes. The school governing structure is the face of the school. What the governance does or does not do motivates or demoralises the school. The good the school governance structure is the more performing the school was.

MJM: Mr. Masebe, thank you for your time and your responses. May God bless you.

M: Thank you. God bless you too and you succeed in your studies..

INTERVIEW 4

Mr. Solly Chauke

Mr. Solly Chauke was a member of School Committee of a high school in the Bahananwa Circuit in the North-western part of Limpopo. He served in the School Committee as a parent member of the committee. Mr. Chauke was working for a private company in Polokwane at the time of this interview.

The interview took part on 12 March 1998 at his home in a village located in the Bochum area, the north-western part of the Limpopo province

Legend: **MJM** – Mahlodi Johannes Mahomole; **SC** – Solly Chauke

MJM: Good day, Mr. Chauke. How are you doing?

SC: Good, day Mr. Mahomole and welcome. I am doing well. Thank you. How about you?

MJM: I am fine. Mr. Chauke as we spoke over the phone some time last week, I have come here to interview you about the school governing structures that existed in schools prior and post 1986. I chose to interview you on this matter because I know that you have served in the school committees as a parent member and you are therefore knowledgeable about the subject. I am also doing this interview as part of my research work in History of education. Are you ok with this arrangement?

SC: Yes I am.

MJM: One more thing, Mr. Chauke. I wish to indicate to you that this conversation would be transcribed and sent to my promoter as part of research data. Your name will be distinctly identified. Are you comfortable with this?

SC: I am fine. Why do you ask that question? Are there any serious consequences for my identification?

JMM: No. I was just checking whether you are comfortable with it. In case you were not, I was going to hide your details completely.

SC: I understand. I don't have any problem. You may identify me in your text.

MJM: Thank you. Mr. Chauke, would you say that the school committees played any important role in maintaining order and discipline in the schools?

SC: Yes. They were very strong structures that ensured that there was discipline in schools, not what we see these days.

MJM: Some people say that the school committees were rejected or undermined by major stakeholders in the schools. Was it the case at the school where you served as a committee member? I mean were your School Committee also undermined by major stakeholders in the schools?

SC: Not directly. Our school was situated in a rural area where student politics and general national politics could hardly reach us. As a result of that students generally respected the school committees, although there were some isolated incidents, especially in the late 80s.

MJM: Mr. Chauke would you say that the school committees had any significant role in improving the performance of schools?

SC: Yes.

MJM: In which way?

SC: I can quote a number of ways, but for lack of time I'd only touch on a few, namely: the school committees monitored the implementation of policies at schools; they also supported teachers on their school trips by accompanying them; school committees raised funds to build physical infrastructure required by the the school to help learners achieve academically. All these things helped the schools to perform both academically and in other areas such as sport.

MJM: Now that the government is introducing new SGBs where learners are part of the structure, do you think these new structures would be better that the school committees that you served in?

SC: No. I don't think they will ever match the school committees. I did not read in details the legislation that introduces these new school governance structures, but I learnt that learners and teachers are going to be part of them. If that is the case then, I think we must expect a lot of bargaining to take place before any regulations are passed by the SGB. I have a feeling that students and teachers, especially young teachers, would connive a lot about what is to be debated and passed by SGB; because students' bodies and teachers' bodies seem to be friends these days. That element may erode all the good things that the new SGBs would bring. Give me a few years from now and I would be able to comment authentically. It is still very early to judge what the new school governing structures may bring to the governance of schools. I must also say

some positive elements that the new governing structures may bring to us. These include accountability and greater responsibility on the part of those who lead the new structures. They have to account to their constituency, the government and to their schools. Whether this would improve school performance or not, I cannot tell now.

MJM: Are you telling me that the type of school governing structure in a school influence the performance of the school?

SC: Yes. The authority and the direction the school governing structure gives to the school are very important. The direction the school takes influences everything that follow, including the academic results.

MJM: Mr. Chauke, thank you for your time and for your responses. May God bless you.

SC: Thank you, Mr. Mahomole. God bless you too and good bye.

INTERVIEW 5

Mr. Mashamaite MC (**Interview 2**)

The second interview with Mr. Mashamaite took place in 2003. At the time Mr. Mashamaite was a principal of a primary school in the Bahlaloga Circuit near Polokwane. This was a follow-up interview. The interview took place on 20 May 2003 at 15h00 at my office.

Legend: **MJM** – Mahlodi Johannes Mahomole; **MC** – Mr. Mashamaite MC

MJM: Good afternoon Mr. Mashamaite and welcome to Masedibu High School.

MC: Thank you, Mr. Mahomole and good afternoon.

MJM: Mr. Mashamaite, you'll recall that sometime in 1997 we had an interview at which you shared your views about the new governing structures. Let me replay you the tape before we continue with this interview

TAPE: (*Tape played the part at which Mr. Mashamaite commented on the possibility of the new governing structures not function well where teachers and learners may connive on certain matters*)

Extract from tape: MC:Well, the introduction of the new SGBs is just a validation of the demand of the 1980's and 90s and the introduction of so-called democracy in schools. On that note I would not compare the two as such, but I would only reflect on the good side of both types of structures. The new structures would give all the stakeholders an opportunity to take part in school affairs. I am not sure whether the new structures would focus on those things that would enhance performance of schools more than just bring about inclusivity of all stakeholders in the governance of schools. I am saying this because when you have learner component in the committee, when matters relating to their unacceptable behaviour are discussed they would defend themselves rather than focus objectively on what must be done. Some teachers who always look up to the favour of the learners may connive with learners on a particular matter. But all of these remain to be seen when the new structures are in operation. On the side of the school committees the focus was on passing regulations that would assist the learners, rather than give an opportunity to

learners to state what might be good for them (learners). In my view the two types of structures would both remain important in the governance of schools. That is why I find it difficult to compare them. But if you were to ask me which one I'd vote for if we were to make a choice, I would go with the school committees..

MJM: What are your new comments, now that you have first hand experience of the operations of the new SGBs? Can you now compare the two?

MC: I think my comments were somehow correct. Before I elaborate may I point out one distinct element of the School Committee, which I regarded as a good element, namely: the school committees consisted of the principal (representing teachers and government) and the parents of the learners at school. This element alone made the school committees truly authoritative, because whatever regulations they passed was meant to correct and benefit learners and teachers. Now with the advent of democracy and the formation of new SGBs, the principal and some government officials have lost some degree of authority to govern and direct schools. Teachers and learners bring to the table issues that would never be discussed by school committees. So the school committees were better than the current school governing structures in so far as the authority they had in running schools.

MJM: What issues are you referring to?

MC: Look, issues such as creating smoking areas for learners and pregnant learner continuing to attend schools, are such issues I regard embarrassing for SGB to discuss. Those issues are brought to the table by learner component of the school governing structures.

MJM: In terms of governance activities, would you say the current SGBs are bad or what?

MC: Having brought the element of connivance between some teachers and learners in the SGB, does not mean that I see the current SGB as bad. My experience of the current SGBs is that they have brought a lot of positive things within the school, but also threw away some of the good practices of school committees. For example: teachers and learners feel comfortable that their views are taken into account by SGB whenever it sits to discuss policies; there is broad representation of views in discussing issues; there is a lot of transparency and accountability in the SGB. On the balance of issues I would say that SGBs are

more suitable for the current situation than school committees would, although school committees were more reliable than the current SGBs.

MJM: Thank you for your time Mr. Mashamaite. God less you.

MC: God bless you too. Keep OK and bye-bye.

INTERVIEW 6

Mr. David Mojapelo

Mr. David Mojapelo worked as a teacher in the Matlala area, the western part of Polokwane, before joining MASTEC as lecturer in the Department of English. He later left the Department of Education and worked as communications officer in the Aganang and Polokwane Local Municipalities.

Mr. Mojapelo was in the student governance at MASTEC and once served as a member of School Committee in one of the primary schools in Seshego, near Polokwane, where his children attended school.

The interview took place on 5 October 2005 at 10h00 at Mr. Mojapelo's office

Legend: **MJM** – Mahlodi Johannes Mahomole; **DM** – David Mojapelo

MJM: Good day, Mr. Mojapelo. How are you doing?

DM: Good, day Mr. Mahomole and welcome to this office.

MJM: Mr. Mojapelo as we spoke over the phone, I came here to interview you about the school governing structures that existed in schools prior and post 1986. I chose to interview you on this matter because I know that you have extensive experience about it. By the way, I am also doing this interview as part of my research work in History of education. Are you ok with this arrangement?

DM: Well, I am fine.

MJM: One more thing, Mr. Mojapelo. I wish to indicate to you that this conversation would be transcribed and sent to my promoter as part of research data. Your name will be distinctly identified. Are you comfortable with this?

DM: I am fine. I have nothing wrong to tell. I'll also be happy if my name can appear in your dissertation and UNISA documents!

MJM: You know that in the past, especially prior to 1997, there were different school governing structures in different schools. To refresh your mind, there were school committees, school boards, school councils, etc., each with its own characteristics and points of focus. In your view, would you say that the school committees played any important role in maintaining order and discipline in the schools?

DM: Yes, they did, especially law and order, but as for discipline I doubt.

MJM: Why do you say so?

DM: school committees consisted of principals and parents, majority of whom were elderly and they were concerned with implementing government orders verbatim. They did not take time to be original and creative, they only enforced government regulations! That is why most of them were rejected by key stakeholders in the schools.

MJM: Was it the case at the school where you served as a committee member? I mean were your School Committee also rejected stakeholders?

DM: Yes, it was, especially around 1986 or 1990. This was a general problem in the whole country.

MJM: Would you say that the school committees played any significant role in improving the performance of schools?

DM: No, I don't think so. I can't remember vividly what the school committees did except to force some parents to pay some fees, especially building fees in rural areas, which were the responsibility of the state. Those parents who were forced to pay some fees were themselves poor and unemployed. Those who could not pay these fees their children were excluded from attending schools. This was very cruel of the school committees.

MJM: Now that the government is introducing new SGBs where learners are part of the structures, do you think these new school governing structures would be better that the school committees?

DM: Yes. These new structures will bring about democracy, inclusivity and accountability. The atmosphere that these new structures would introduce in schools would ensure that the rule of law is observed and children's rights are observed, especially the rights to education.

MJM: In your own view, would these aspects of accountability and inclusivity lead to school performance?

DM: Yes. The environment itself will lay a foundation on which performance can be built. For example, when teachers are happy and well informed about what is happening in the school, it is easy for the school management to demand attainment of certain standards. When that demand is placed on those it affects, they'll understand that it is not only needed by and for the principal, but also to assist all of them.

MJM: Are you telling me that the type of school governing structure in a school influence the performance of the school?

DM: Yes. A school governing structure is a very important element of the school. Most of the school committees were very destructive in the past and as such killed the morale of teachers and learners in the schools – hence some dismal performance by some schools.

MJM: What about those schools that still performed well while they were under the governance of school committees?

DM: In my reply to one of your questions, I said some school committees were destructive. I actually meant that not all of them were bad. Those that were composed of people who knew what was required in education did everything in their power to support the teachers and the principals to run schools in such a way that they always excelled. My view is that, in general and as a form of governing structure, school committees were no longer suitable for schools.

MJM: Mr. Mojapelo, thank you for your time and your responses. May God bless you.

DM: Thank you, Joe. God bless you too.

APPENDIX 12

LETTER FROM THE NORTHERN PROVINCE DEPARTMENT OF EDUCATION

Northern Province
DEPARTMENT OF EDUCATION

101 Dorp Street
Private Bag X9489
PIETERSBURG
0700
Tel: (015) 297-0110, 297-0590,
297-0392, 297-0386
Fax: (015) 297-0885, 297-0872

ENQ: T. M. MALATJI

TEL: (015) 297-5085

FAX: (015) 297-4220

12 July 1996

To: MJ Mahomole
PO Box 15145
Flora Park
Pietersburg
0700

Dear Mr. Mahomole

Application to conduct research in institutions in Northern Province Department of Education: Yourself

I acknowledge receipt of your letter dated 17 May 1996

It is with pleasure to inform you that your application to conduct research in our schools has been granted with the proviso that you:

• strictly adhere to research conditions and ethics;

• share your research findings with us; and

• whenever you need particular institution or individuals you make arrangements yourself.

Thank you for choosing us for your research and good luck with your studies.

Thank you

_____   12. 07. 1997
SUPERINTENDENT GENERAL   DATE

LETTER TO THE DEPARTMENT OF EDUCATION AND TRAINING

PO Box 15145
Flora Park
Pietersburg
0699

17 May 1996

The Director
Department of Education & Training
Northern Province
Dorp Street
Pietersburg
0700

Dear Sir/Madam

Re: Permission to conduct research in your schools

I am a student of History of Education at University of South Africa (UNISA) registered for Masters Degree this year. My research topic is 'Historical Investigation into the development of school governing structures in the Northern Province of South Africa'.

I have chosen some of your schools, your officials at Head Office, Regional Offices and Circuit Offices to conduct research at/with. I am therefore requesting your permission to conduct research in the schools and officials I identified above.

It is my belief that the research results would contribute to the practice of education in this province. I therefore promise to share them with you, with the permission of UNISA, whenever I am through with research.

Hope you'll find this request in order.

Thank you

_____
M.J. Mahomole (Mr.)
015-2963238