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THE ROLE OF THE SCHOOL GOVERNING BODIES IN LESOTHO: A CASE STUDY OF FOUR HIGH SCHOOLS

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A research report submitted to the Faculty of Education, in partial fulfilment of the requirements for the Degree of MASTER OF EDUCATION

At the

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JULY, 2000

DECLARATION

I declare that this research report is my own unaided work. It is being submitted for the degree of Master of Education in the University of Witwatersrand, Johannesburg. It has not been submitted before for any degree or examination in any other university.

_____ _____

SIGNATURE DATE

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I wish to express my appreciation and gratitude to my supervisor Professor Michael Cross who assisted and guided me during the course of this undertaking and whose intellectual input gave me direction.

I am deeply grateful to all those who willingly assisted me in the completion of this research report, the principals, teachers, chiefs, district education officers, district resource teachers, students and proprietors' nominees.

My deepest appreciation and sincerest gratitude goes to my friend Regina Chabisi for her emotional and academic support during stressful days.

I also feel greatly indebted to my daughter Likhapha Matalasi for typing this report at her age.

DEDICATION

This work is dedication to my daughter, Likhapha Jemina Matalasi, and my husband, Gerard Matalasi, for their encouragement and support throughout my studies.

ABBREVIATIONS

BCP Basotuland Congress Party

DEO District Education Officer

DNE Department of National Education

DRT District Resource Teacher

MOE Ministry Of Education

PTA Parents and Teacher-Association

SGBs School Governing Bodies

TSD Teaching Service Department

VIP Ventilated Improved Pit-Latrine

KEY WORDS

DECISION-MAKING
PARENTAL INVOLVEMENT
SCHOOL GOVERNANCE
SCHOOL GOVERNING BODIES
STUDENT INVOLVEMENT

ABSTRACT

The involvement and active participation of stakeholders in school governance through a fair representation creates a sense of accountability, ownership and belonging to a school. This study examined and assessed the roles and functions played by the School Governing Bodies (SGBs) in Lesotho Secondary and high schools. In doing this, the study investigates how the roles and functions are put into practice and find out the stakeholders perceptions about the SGBs.

A case study of four high schools was carried out. To capture the stakeholders' perception about the SGBs, the study used semi-structured interviews and unstructured observations. The opinions were sought from the following stakeholders: parents ,teachers, chiefs, proprietor's, nominees, district education officers (DEOs) and District Resource Teachers(DRTs). In addition, this study was informed by local and international literature on school governance.

The study reveals that even though the Lesotho policy on school governance was established within a short time without adequate preparations, the structure is highly supported by the respondents. However the members of SGBs need regular training for the duties they are expected to perform and to know the powers they have. The findings also indicate that, if there are strong bonds and partnerships between the members of SGBs, teachers, students and the community at large, there will be cooperation and commitment. The study recommends that learners should be included in the SGB because they are future leaders. If you do not take the children forward, the future will remain in the past.

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CHAPTER ONE

INTRODUCTION

1.1 Background of the study

Geographically, the kingdom of Lesotho is divided into three main regions: the highlands, foothills and lowlands. These regions are further divided into ten administrative districts. The lowland districts are densely populated. As a result there are more schools in this region than in the highland and foothill regions. The ownership and control of schools in Lesotho is shared between the church, the private sector, communities and government.

The Lesotho Education Act, Act No.10 of 1995/96 introduced the idea of School Governing Bodies (SGBs) in all the schools in the country, both primary and secondary. The Act stipulates that every school should have an SGB that is democratically elected by the stakeholders. Provision is made for the proprietors of the school to nominate their own representatives to the SGB.

SGBs have been established through an act of parliament, to help regulate the education system. According to the Act, SGBs are "responsible for the management and for efficient running of the schools" (Lesotho Education Act No. 10 of 1995/96:963). Prior to this, the proprietors exercised exclusive control over the schools. Proprietors nominated their representatives who were fully responsible for the daily running of the school. Managers were able to promote teachers into position of power. Parents merely paid school fees and provided a 'helping hand' when necessary. Parents had little say in decision-making concerning their children's education. The members of the school boards and committees were appointed without the concern of other stakeholders. This will be discussed later in the study.

The promulgation of the Act was a move by the government to exercise some control over schools by involving the stakeholders in the running and management of schools. Ideally, this should have been the case. In practice, however, the implementation falls far short.

Elmore (1989) suggests an educational model that he calls 'forward-mapping'. This model focuses on the people at grass-roots level who are considered to be close to the problem and know and understand their own needs. As such, Elmore's model stresses the necessity of involving people on the 'ground,' who are directly affected by the transformation of their institution. This is also important for policy implementation like the introduction of SGBs.

In the early 1980s, government provided grant-in-aid to all schools. This meant that the salaries of teachers, even in church-controlled schools, were paid by the government. The Teaching Service Department (TSD) was set up to regulate and control the employment of teachers, by hiring, transferring, firing, demoting and promoting teachers on the government's payroll. While the TSD assumed responsibility for those teachers whose salaries were paid by the government, the school boards were responsible for a small number of teachers in their respective schools whose salaries were paid by the fee contributions from parents. The school boards were formed to remove church-employed managers who were nominated by the proprietors regardless of their expertise in school management.

Education is regarded as a 'three-legged pot' in Lesotho, meaning that it is a partnership of the community, state and church which owns the highest percentage of schools. For example, government pays teachers' salaries and provides furniture and equipment, the community pays school fees, participates in decision-making and school projects (e.g. constructing toilets, roads), and the church owns land and buildings. The three parties are brought together by concern for the child. However, students have been excluded from school governance even in the present structure of the SGBs. Community stakeholders are given more powers than before in order to encourage them to take an active part in

the administration of schools: they have the largest number on the SGBs; they are elected democratically by other community stakeholders to represent them.

The above discussions show that the SGBs have been introduced to remove managers who are appointed by the schools' proprietors and to encourage the involvement of parents who should take an active part in the education of their children. In the past, the members of the school boards and school committees were appointed by the proprietors, regardless of their expertise. They are now elected on the basis of their expertise though it must be observed that it is not easy to get people with relevant expertise, especially in the rural areas. Members of SGBs are not paid for the duties they perform. Previously, power was kept in the hands of a selected few, such as those who supported the proprietors of different denominational schools.

It is the aim of this research to examine whether the establishment of SGBs will, in practice, bring to an end the monopoly of power exercised by those "few" individuals who are nominated by the proprietors. Even in the new dispensation there is still a provision for proprietors to nominate their representatives in the school governance. The research will also examine the extent to which SGBs will be able to empower parents.

1.2 Aim of the study

The aim of this study is to explore the roles and functions played by the SGBs in Lesotho high schools and to investigate how these are put into practice. The study further aims at finding out the stakeholders' perceptions of SGBs. This study is informed by the following assumptions:

- The involvement and active participation of stakeholders in school governance creates a strong sense of accountability, ownership and belonging to a school.

- The SGBs can link the community and the schools in a cooperative environment. This may translate into support from the community to use available resources and

materials in developing and improving the school. Furthermore, the community stakeholders can contribute to the formulation of school policies to improve and meet the needs of their society.

- The stakeholders, through their representatives in the SGBs, can exercise control in the different aspects of their schools.

- Principles of democracy should feature in all dimensions of education, such as involvement of all stakeholders in decisions that affect them, including their children.

The main argument is that, transfer of power in schools from the church and central government to the stakeholders creates commitment, accountability and democracy in schools. Learners are excluded from school governing structures. This raises the questions about whether learners will be satisfied by decisions taken without their consultation.

1.3 Brief outline of chapters

Chapter one discusses the background, aim, rationale and limitations of the study and provides a brief outline of subsequent chapters.

Chapter two discusses the research design, sample, techniques and methods employed to carry out the study.

Chapter three reviews the relevant and related local and international literature on the concept and approaches to governance and school governing bodies. Emerging from the literature is the argument that the involvement of stakeholders, especially parents, in the management of the schools is vital for the progress and success of the schools.

Chapter four deals with the context of school governance in Lesotho. It also investigates stakeholders' perceptions towards the SGBs. It discusses contextual factors that enhance or hinder the progress of the new concept of school governance.

Chapter five discusses the development and implementation of the school governance policy in Lesotho high schools.

Chapter six explores the actual experience and practices of the SGBs in the schools.

Chapter seven concludes the research findings.

1.4 Rationale

The concept of SGBs is fairly new in Lesotho. There is no formal evaluation of what has been done so far. It is hoped that this study will contribute to the study of the field of policy-making and management of schools. Such a development will hopefully enhance knowledge and understanding, especially for those involved in policy-making and policy-implementation.

The study will also evaluate the impact that SGBs have in education. Some copies of this study can be made available and handed to the Ministry of Education once the study has been completed. This will provide ideas about SGBs which can be used by professionals such as principals, teachers and all those interested or involved in school governance.

1.5 Limitations

This study covers specific areas in the highlands and lowlands. Only four schools were chosen from each of the two districts. Therefore, findings cannot be generalized as being representative of the situation throughout the country. Semi-urban areas such as Maputsoe and Leribe and Maseru urban area as well as schools in the foothills, which the study does not cover, have their own distinct features.

1.6 Style

The report uses the Harvard Referencing style. However, it also uses numbered referencing style for the interviews.

CHAPTER TWO

METHODOLOGY

2.1 Introduction

The purpose of this chapter is to discuss the sample and population used in data collection and the techniques employed. The study used the following instruments and strategies to carry out the task:

- Review of local and international literature on school governance and stakeholder involvement in school activities. (This is discussed more fully in the following chapter);

- Interviews with stakeholders; and

- Informal observations and meetings with relevant stakeholders.

The area of the study involved case studies of four high schools. The researcher randomly selected two high schools owned by the Roman Catholic Church. One school is located in the highlands and the other one in the lowlands. The other two schools are community owned schools. This choice was made in order to enable the researcher to compare and evaluate the actual roles played by the SGBs in these schools and the stakeholders' perceptions about the SGBs. The study concentrated on four high schools' population in order to get different views about the roles played by the SGBs and how this translates into practice. Data about changes in the school governance and the implementation of the SGBs was gathered and analyzed.

2.2 The Case-Study

Case studies of four high schools were carried out. This enabled the researcher to conduct in-depth studies of an individual or a particular group of items and understand the issues affecting them or make some form of generalization. Bell (1993) defines case study as " a research method that gives an opportunity for one aspect of a problem to be studied in some depth within a limited time scale" (Bell, 1993:8). Johnson, in Khalanyane (1995) describes a case study as a "research method which focuses on the individual as a separate entity" (Khalanyane, 1995:45). While Gay (1981) defines it as an "in-depth investigation of an individual, group or institution" (Gay, 1981: 45). Furthermore, Cohen and Manion (1996) posit that the purpose of a case-study is to "probe deeply and analyze intensively the multifarious phenomena that constitute the life cycle of the unit with a view to establishing generalizations about the wider population to which that unit belongs" (Cohen and Manion, 1996: 106).

The researcher considers this method of research useful and appropriate for this study. It has helped and enabled the researcher to gather relevant data for the study of the roles of SGBs and stakeholders' perceptions concerning non-democratic SGBs. The researcher concentrated on a few people rather than learning a little from many people.

On the basis of the above discussion, it is the researcher's contention that what is important in a case study is quality not quantity. To support this view, Bell describes a case study as:

> ... the method that allows the researcher to concentrate on a specific instance or situation and to identify or attempt to identify the various processes at work. (Bell, 1993: 8)

2.3 Sample of Respondents

Since one of the aims of the study is to explore stakeholders' perceptions about the SGB's composition, roles and accountability in Lesotho high schools, the sample of the respondents included members of the SGBs and non-members, that is, people who are served by the SGBs. This means that the people outside the SGBs also formed part of respondents in order to collect relevant and valid data. The sample of respondents was drawn from the four selected high schools. These included:

- parents within the SGB,
- the chiefs and parents who have children at school and those who do not have children at school,
- parents who are not SGB members,
- members of SGB as teacher representative in the SGB and other teachers who are not the members of the SGB,
- the proprietor's nominee,
- students,
- the principal,
- the District Education Officers (DEOs) who co-ordinate between the Ministry of Education (MoE) and the schools in the districts where the schools are located, and
- the chiefs in the study area who also are members of the SGBs.

The interviewees were from varied groupings which held different perceptions.

Members of the SGBs are involved and engaged in school governance more than other stakeholders. A combination of these different views gives a clear picture of what is actually happening with the SGBs. This may generate representative data in this study. The main idea behind the interviews was to elicit more information on stakeholders' representation in the SGBs with regard to the roles and functions, support, constraints and successes achieved by the SGBs as well as their establishment in the schools where the study was carried out.

The students were interviewed in order to find out if they are aware of SGBs in their schools, whether they support them and their views about the stakeholders' representation in SGBs. The students showed that they considered the SGBs to be useful. The teachers and the principals were interviewed with the aim of investigating their views about stakeholders' representation, changes and improvements made by SGBs.

The DEOs and the proprietors' nominees were interviewed to find out how they support established SGBs and whether they regard SGBs as contributing positively towards changes and improvements of the schools. The DEOs and proprietors' nominees were interviewed also to find out their views about stakeholders representation in the SGBs. Finally, the chiefs of the areas where the selected schools are located, were interviewed with the aim of getting their perception on the roles and functions of the SGBs.

2.4 The Interview

According to Cannell and Kahn, the research interview is a:

> Two-person conversation initiated by the interviewer for the specific purpose of obtaining research relevant information, and focused by him/her on content specified by research objectives of systematic description. (Cohen and Manion, 1996: 271)

This indicates that an interview differs from other research techniques in the sense that it helps the researcher to collect information through direct verbal interaction. Borg, in Cohen and Manion (1996) argues that the direct interaction of the interview has both advantages and disadvantages. Its advantage is that it allows for greater depth in data collection and is flexible. As a result, it can be used for various categories of people, for example, those who cannot read and write. On the other hand, the one great disadvantage of interviews as stated by Cohen and Manion (1996: 272) is the possibility of subjectivity and bias on the part of the interviewer. In spite of this and other disadvantages of this research technique, it is still considered a valuable means of data collection. Elaborating

on some other disadvantages and challanges, Isaac and Michael (1983: 132) indicate that interviews are:

- open to overt and subtle bias of the interviewer;
- vulnerable to personality conflicts;
- require skilled and trained interviewers and
- are sometimes difficult to summarize.

For instance, one of the listed challenges, that interviews "require skilled and trained interviewers", was experienced by the researcher during the research exercise even though piloting was carried out. In some schools the researcher spent more time than in other schools though the same category and number of people were interviewed.

This study used semi-structured interviews that allowed open-ended responses. The guiding questions and open-ended questions were asked to elicit more information from the interviewees. The open-ended questions allowed flexibility and enabled the researcher to probe for more information and to clarify misunderstandings (Bell, 1993). Vockell argues that, "the interviewer can clarify ambiguities that the questions may have" (in Matsepe, 1996: 25).

Even though direct individual interviews may consume a lot of time, they were appropriate in this study because most of the interviewees were free to express their views unlike if they were in a group. To cite an example, the students expressed their views about their representation in SGBs. Additional probing was possible. Furthermore, the researcher found this instrument appropriate because one could observe and judge the emotions of the respondents. As a result, a clear understanding of the feelings and perceptions of the respondents on SGBs' role, composition and training support were attained.

The respondents seemed willing and eager to communicate verbally rather than in writing. On the basis of the above discussion, the researcher concludes that verbal communication saves the respondents from paper work. During interviews, the researcher used English and Sesotho, the languages understood by both the researcher and

respondents, but the data was recorded in English purely because data analysis and report writing was done in English.

2.5 Observation

Instead of relying only on responses to questions and statements from the interviews, the observation method as a research technique for gathering information was also employed. Schumacher and McMillan (1993: 257) explain that observation relies on a researcher hearing things and facts, seeing what is actually happening, and recording what she/he observes. Initially, it was the researcher's aim to attend SGB meetings in all the schools included in the sample, but due to unforeseen obstacles, it was not possible to attend every meeting. Therefore, the researcher managed to attend meetings in only two schools. The purpose of attending such meetings was to enable the researcher to observe and get an idea of the relationships amongst SGB members and how the process of decision-making is carried out.

In these meetings, what the researcher observed is that, as far as decision-making was concerned, the members of SGBs are involved in various aspects. For example, in deciding the school's general policy regarding teachers, appointing a deputy head and qualified teachers and staff, but guided by the recommendations of the head-teacher. Some members of SGBs, especially parents and the chiefs, seemed not to be sure of to what extent they are empowered. In the meetings that the researcher attended, the head-teachers and teachers' representatives dominated the 'house' and they were the ones taking final decisions in various issues. Therefore, the researcher concluded that other members of the SGB do not want to air their views and take a final decision because they are not involved in the daily operation of the school. This might hinders the smooth and active participation of stakeholders in school activities.

The observations were not limited to the two meetings attended; they extended to investigations on the school premises. After each interview, the researcher was able to go round the schools' premises, staff-room and offices, observing the school environment in

all schools included in the sample. The researcher focused mainly on the schools' physical environment, particularly the conditions of the buildings and the surroundings. The observation enabled the researcher to evaluate the devotion that members of SGBs show to their respective schools. According to the Lesotho Education Act No. 10 of 1995, observing and evaluating of school buildings and surroundings is one of the SGB's responsibilities. A report resulting from this observation should be sent to the proprietor or the ministry of education who may take action on what is reflected and recommended in the report.

Some of the school buildings and grounds were not in a condition conducive for effective teaching and learning. There were broken windows and doors. At one school the pigsty was located very close to the staff houses and the smell was unbearable. As a result, it is possible to conclude that some members of the SGBs show a lack of responsibility and little commitment because they could have planned and arranged the physical environment more appropriately. The researcher also observed other facilities in these schools, such as the condition of school gardens and the toilets. It was observed that the boys' toilets were not roofed and were not in good condition. Information obtained through observation was discussed with the members of SGBs, including the principal in the particular school to find out whether they had plans to overcome the problems and deal with shortages of equipment in their schools.

Vockell indicates that "With observational techniques, however, an observer watches someone else's behavior, judges that behavior in some way and records this judgement." (1996: 90). The observations helped the researcher to make a judgement on the functions of SGBs on how decisions are made in the meetings as well as a commitment and dedication to their functions. In support of this point, Vockell (19) further asserts that information obtained through observational techniques is evaluated and judged against the commitment and dedication members of SGBs show in schools. For example, in these schools there are a number of projects initiated by SGBs to generate school income, to mention but a few, farming dairy cows and chickens. Telephone installation in one school in the highlands, which is about thirty kilometers from town, was initiated by

the SGB of that particular school. In all the schools that the researcher visited, there were notice-boards. Three out of four schools notice-boards were full of different announcements made by the sports-masters and principals. There were none made by the chairperson of the SGB. This is another forum for communicating with the community that could be appropriate to be used by the SGB.

Data gathered during the observation period was analyzed on the basis of the location of the school, that is, whether the school is situated in the highlands or lowlands. Analysis tested for its validity. The research findings revealed that the schools in the highlands (ie rural areas) are poorly resourced, regardless of who owns them. For example, there was no electricity and the furniture was old and broken; classrooms were not in a good condition compared with schools in the lowlands which is a semi-urban area.

In order to avoid confusion and loss of information and ideas from respondents and observations, the researcher recorded and reviewed the transcripts at the end of every session of interviews.

2.6 Documentation

Some documents were provided by certain respondents, for example, the DEOs. The intention of the supplementary documents was to substantiate the respondents' views and responses. To mention but a few of these documents:

- The Lesotho Education Act No. 10 of 1995,
- The Education (Amendment) Act 1996,
- Explanatory Memorandum to The Education Bill 1995,
- Manuals for training SGBs in primary schools,
- School (Supervision and Management) Regulations, 1988,
- The Education Order No. 12 of 1992 (which preceded the Act of 199[illegible]
- Constitutions of management committees of different denominational post-primary schools, and
- Manual for the heads of secondary and high schools in Lesotho.

The above documents were analyzed because they were relevant to the study, especially the Lesotho Education Act No. 10 of 1995 that introduces the concept of SGBs. The documents were analyzed so as to afford the researcher the opportunity to compare and judge what was actually happening in schools as far as the SGBs were concerned. In other words the researcher attempted to compare policy as text and policy as practice.

2.7 Piloting

Before conducting the actual interviews, the questions were tested in a short pilot study in one of the high schools in Lesotho. The school is very close to the researcher's home. It was chosen for this convenience. The piloting enabled the researcher to estimate the length of time for conducting interviews. Furthermore, the pilot study was done in order to ensure that relevant issues were covered. Commenting on the essentiality of pilot testing in research, Bell says:

> All data gathering instruments should be piloted to test how long it takes recipients to complete them, to check that all questions and instructions are clear and to enable the researcher to remove any items which do not yield usable data .. the purpose of the pilot exercise is to get the bugs out of the instrument. (Bell, 1993: 84)

The researcher was able to clarify and adjust some of the questions.

2.8 Data analysis

This study presented the qualitative data in a descriptive form. The views of all the respondents concerning SGBs are interpreted and to a certain extent presented in the respondents' own words. The researcher also found it possible to interpret the answers to open-ended questions with the assistance and support of the insights gained from the literature reviewed. In order to facilitate the process of analyzing data, the respondents were categorized in terms of their positions they held. The following groups of respondents were formed:

i) Principals and teachers;

ii) Parents;

iii) Chiefs;

iv) District Education Officers (DEOs) and District Resource Teachers (DRTs);

v) Proprietors' nominees; and

vi) Students.

2.9 Triangulation

According to Cohen and Manion, " Methodological triangulation is the use of the same method on different occasions, or different methods on the same object of study" (Cohen and Manion, 1994: 236). In this study, semi-structured interviews and informal and non-participant observation were the research methods used to collect data. The study involved case studies of four high schools, which enabled the methodological triangulation technique to be applied. As indicated by Cohen and Manion (1994), triangulation is an approach that allows the researcher to use two or more methods to collect data. Like other research methods, triangulation has advantages and disadvantages. One of the advantages of this approach is that:

> It can reduce the researcher's bias and distortions which are likely to occur when one method is used and furthermore it overcomes method boundedness. (Cohen and Manion, 1994: 234)

2.10 Conclusion

In order to collect the relevant and valid data needed for this study, a case study was carried out where the researcher conducted interviews in four high schools. Informal observations were carried out and meetings organized by SGBs were attended. This study was furthermore informed by secondary literature on the role of SGBs and stakeholders' involvement in education. Different pieces of legislation and documents provided by the education officers were used. The study designed and made use of methods suitable to the particular circumstances in schools in Lesotho, taking into account time and other constraints.

CHAPTER THREE

LITERATURE REVIEW

3.1 Introduction

The purpose of this literature review is to discuss the concept and approaches to school governance and school governing bodies. Both local and international literature on governance in general and school governance in particular is covered in this task.

The main argument in this chapter is that the involvement of stakeholders, especially parents, is essential for the progress and success of the schools, (Davidoff and Lazarus, 1997; Dimmock, 1995; and Educational Policy Uni, 1998). The literature further provides ideas on formation, roles and responsibilities of SGBs; the structure, composition and powers bestowed on SGBs. Stakeholders' involvement in school development and decision-making as well as arguments on stakeholders' representation in SGBs are also explored. Hence, the debate on the concepts, roles and responsibilities of the SGBs form the main issues of this chapter.

The review is structured around the following themes:

- Arguments on the concept of governance and school governing bodies;
- Stakeholders involvement in school developments, powers and roles of SGB-composition and stakeholders' representations; and
- A conclusion.

3.2 Arguments on the concept of governance, powers and responsibilities of SGBs

Lesotho is a developing country and the SGBs have recently been established through an act of parliament, to help regulating the education system in the country. The SGB is the

legal body that is responsible for the general school policy. For example, they are responsible for drafting a school mission, vision, financial management and raising of funds as well as making recommendations about teachers' appointments to school (South African School Act, 1996; Potgieter et al, 1997; Interim Unit On Education Management Development, 1997; and Lesotho Education Act No. 10 of 1995). Manuals for the Heads of Secondary and High Schools in Lesotho (Davidoff, 1997) indicates that the stakeholders at the annual general meeting democratically elect the SGB.

Netshishive (1999) discusses different models of compositions, powers and functions of the governing bodies from different countries. The researcher in this study will consider only models that are relevant to Lesotho SGBs and those that differ in order to facilitate comparison. For instance, Cordingley and Kogan (1993: 4) and Levacic (1995) state the functions and powers assigned to governing bodies in their model include: allowing the governing bodies to appoint and dismiss staff, suspend and discipline staff and pupils, decide how much staff salaries should be, as well as issues relating to the implementation of the national curriculum. These functions differ from the functions of SGBs in Lesotho, stated in the Lesotho Education Act No.10 of 1995. In Lesotho no limit has been placed on what functions can be included. The SGB can only have a say over the teachers and staff whose salaries are not paid by the government. In most cases, the government pays the majority of teachers, and the schools pay for a small number of teachers and these private teachers are not qualified teachers. This sets a *de facto* limit on the powers, control and functions of SGBs.

According to Sithole (1995), school governance in South Africa refers to the institutional structure that is entrusted with the responsibility and authority to formulate and adopt school policy on a range of issues, such as, mission and development priorities (Sehole, 1995). From Lesotho's historical education background, schools were owned and controlled by the proprietors and their representatives, leaving little or no room for parents. It is essential that the stakeholders work as partners in order to make it easy for SGBs to practice their roles effectively through the support of the community stakeholders because the SBG members are usually elected officials chosen by

communities to represent them in managing and supervising their schools. The SGB is expected to provide support to the teachers and to be a link between school and community stakeholders. Therefore, it is advisable that parents take a sincere interest in the education of their children - physically, morally and spiritually. This can be achieved through greater representation and their active involvement in SGBs.

The literature cited below also reveals a lack of participation by communities in the affairs of education. Hence, it is essential that structures facilitating the participation and involvement of community stakeholders at grassroots level be created. This was the case in Lesotho because the majority of schools were exclusively owned and controlled by missionaries. There was no democratic involvement by community stakeholders whatsoever. Members of the school committees and school boards were appointed by the proprietors (Lesotho Catholic Bishop's Conference, 1987). So, the newly introduced SGBs are elected by the stakeholders to represent their interests; as a result, the beliefs, values and vision of the community for their schools are placed in the SGB's hands with hope and trust. The SGB may share and instill such values in institutional behavior and the community at large.

The development of shared values may result in a common purpose for the school organization (William and Poston, 1994: 10). In support of this point, William and Poston (1994: 1) further point out that research carried out in Britain on school board governance revealed that school boards have been isolated from mainstream community demands and needs. As such, school boards appear to be a prime target of public clamor for a better return on their investment in the education of their children. One may conclude that the public had no, or little interest, in supporting SGB members and yet expect a lot from them.

When arguing on community stakeholders' involvement in education, William and Poston indicate that research carried out in United States, Britain, Europe and Australia revealed that parental involvement in education was accepted by researchers and reformers as a way of improving home-school relations. It was discovered that there is

much that parents know and can do, that could be of great value in their children's education. Such knowledge and skills may remain unrecognized and untapped if parents and community stakeholders are not involved.

It is the researcher's view that the involvement of community stakeholders may increase commitment and accountability of the stakeholders in any decision they make. In support of this view, Nzimande et al, (1993) when considering community involvement in education, point out that the democratic movement regards the community stakeholders' involvement and participation as a necessary condition for convenient, efficient running of schools. Devolving decision-making powers to SGBs is essential because they know the needs of their communities.

Although some critics, such as, Dlamini (1997), Sebakwane (1994) and others argue that the state has adopted policies such as forming SGBs with the purpose of shifting not only the power of managing school to the people, but also the financial responsibilities to the direct users of the school facilities. Stakeholders have to contribute in different ways towards their education. These critics further assert that the state is washing its hands of their financial responsibility for education.

However, the researcher is of the view that the interests and needs of the community stakeholders could be represented more specifically and immediately through SGBs because the members of SGBs are democratically elected by the community stakeholders. SGBs should be expected to be more responsive and accountable to the educational needs of stakeholders, for the community stakeholders elects the SGB.

The SGB has to work for a certain period of time so as to give a chance to others to manage the school. According to Davidoff (1997), leadership is the right of everyone, not the privilege of a selected few. For example, the constitution of management committees of Roman Catholic schools (1987: 5) indicates that parents' representatives must be "*Catholics only, and everybody elected and appointed must be Catholics*", even though they do not serve only Catholics. This left little room for democratic practices. SGBs

should consist of representatives of the relevant stakeholders in the school, (Karlsson et al, 1996).

Strangely, a review of the SGB structure in Lesotho reveals that learners are not represented. However, in a democratic school governance structure, all members of SGBs are equal and there is no advantage in restricting the participation of learners, (Sithole, 1995). Wragg and Partigon (1980: 25) posit that the successful governing body accepts that everybody has a contribution to make.

The SGB representing all stakeholders is held responsible and accountable for its actions, decisions and policies. The purpose of the SGB is to support the improvement of education and to encourage effectiveness and efficiency of the school even though they cannot guarantee improvement in the development of the curriculum because they are not professionals in that field. Therefore, their roles and responsibility have to be clearly stated, because the role they play supports academic staff in doing their work. For example, the SGB is responsible for the maintenance of school infrastructure that may save teachers' time. The strong bonds between the stakeholders and the school are of paramount importance.

In order for SGBs to perform their roles effectively, these roles should be clarified so as to avoid the conflicts that may arise due to lack of training and clarification. Williams and Poston (1994: 5) indicate that the top management must ensure that its executive officers and staff are competent in performing their duties. Since the work of the SGB is to govern and not to manage, training is essential in order to avoid confusion and conflicts between the SGB and teachers.

3.3 Stakeholders' involvement in school development

In order to broaden participation, ownership and accountability of the education process within schools, all members of the school, that is, stakeholders and the school management should be fully and actively involved in decision-making and activities that

affect the school. This may result in commitment and ensuring that the school functions effectively, (Odden and Wohlstetler, 1993). Therefore, schools have to be turned into a model of participatory government, whereby all stakeholders are represented fairly and participate actively.

The stakeholders can play a vital role in addressing the needs of the community and the school as a whole. This may result in the raising and using local resources to improve the school. The people with clear knowledge of the needs and problems of the school are members of the local community. Therefore, it is important that power be returned to the people. SGBs represent all stakeholders because it would be difficult to have everybody directly involved in the governing of the school (Elmore, 1993).

Bringing of power from the national (government and churches) to the local communities empowers them to generate more resources for schools and to support professional educators. Ogawa and Malen (1992) indicate that in a case-study carried out in Salt Lake City, the participants at school level often do not see themselves fully responsible for the school's final decisions. This may be due to lack of understanding of the participant's position in decision-making. The representative stakeholders have to be aware and understand that they are accountable to the stakeholders they represent in the SGB, (Karlsson et al, 1996: 118). Each community knows what it needs. For instance, the needs of the people in the lowlands differ from the needs of people in the highlands in Lesotho.

The formation of SGBs and decentralization may extend participation to those who, previously, did not have a chance to participate in the governance of education. All stakeholders have to be represented on the SGB. This will encourage a sense of ownership and commitment to the development of the school. As a result, this may increase confidence in governing bodies, which some stakeholders previously lacked (Karlsson et al, 1996: 120). This may also result in sharing of ideas, ownership and accountability.

However, sharing of ideas may not necessarily guarantee ownership and accountability if some stakeholders are not fully involved or do not take part in school activities such as hiring and disciplining teachers whose salaries are paid by the government. The schools will significantly improve performance through the joint efforts of the stakeholders from which the SGB is elected. In support of this point, Gutman (1987) argues that in America, Parents and Teacher-Associations (PTAs) and other organizations jointly help shape school activities.

Decision-making is a key issue in any organization. Schoo are no exception. Therefore, the stakeholders who represent others, that is, the SGBs have to ensure that whatever decision they make will be fruitful both to the school and the stakeholders (Davidoff, 1997). The SGBs are accountable to the stakeholders they represent. The decisions should be made on the basis of consultation, collaboration, cooperation, partnership, mutual trust and participation of all parties concerned in the school community because they have a democratic relationship based on equality (Sithole, 1995).

3.4 Composition and stakeholders' representation in SGBs

In Britain, records revealed that the bigger the school, the bigger the SGB. For instance in a school with 99-299 pupils, the SGB consists of three parents, three local education authority nominees, one teacher at the school, the head-teacher of the school, and five co-opted governors. Whereas in schools with 299-599 pupils, their SGBs consist of four parents, four local education authority nominees, two teachers at the school, the head teacher of the school and five co-opted governors (Wragg and Par igton, 1980: 21). This is not the case in Lesotho; no matter how big the school is, the number of SGB members is fixed. There are eight members in all - the head-teacher of the school, three parents' representatives, one teacher representative, the chief and two proprietors' nominees (Lesotho Education Act No.10 of 1996: 196).

The reviewed literature also revealed that, in terms of policy process, the government of Lesotho played an important role in bringing together and involving the stakeholders at school level. To avoid the possibility of the rejection of the policy by other stakeholders, inclusive processes should be put into practice. This opinion is consistent with McGinn and Reimers (1997) who favor an inclusive policy process arguing that it can legitimise it. Elmore (1989) also embraces the idea of involving affected parties when decisions and innovations are made in their domain through his 'forward mapping' approach. In the light of what Elmore, McGinn and Reimers say, the involvement and fair representation of all stakeholders in SGBs can bring new ideas and growth to the school as an organization. William and Poston (1994: 10) argue that schools are dynamic organizations that require changes and flexibility.

Research carried out in America also revealed that schools that have been successful over time have acknowledged that renewal and improvement are on-going processes because "the difference in living and dead creatures is found in whether or not the creature is growing" (William and Poston, 1994: 14). This is true in organizations of which schools are not exceptions. Any institution and organization that accepts changes and improvements will grow. This is a clear indication of LIFE. It is through the involvement of all the stakeholders via their representatives that their voices can be heard.

In Lesotho, education is regarded as a 'three legged pot' as mentioned earlier in this study. The three 'parties' which are the government, community and the church are brought together by a common factor - the child (Motaba, 1998). Students are key stakeholders and may have a say in the decisions that affect them. It would be appropriate if democracy features in every dimension of education and all the stakeholders may take part in decisions that affect them.

The structure of SGBs in Lesotho excludes the learners at all levels, meaning that learners are not represented in SGBs either at primary and high schools (Lesotho Education Act No. 10 of 1995/96). The established SGBs are central governing bodies

and are legally empowered to make effective working decisions within the school. According to Matsepe (1996), SGBs are entrusted with ensuring that schools do their jobs efficiently and effectively. Such goals may be achieved better if all the stakeholders are involved. Good governance is centered on democratic principles and should implement such principles. Students are important actors in the school process. Their involvement would be of great importance in school governance because the power and control of schools has been brought to the people, that is, decentralized.

If decentralization promotes participatory democracy by providing stakeholders with equal rights and opportunities when taking part in decisions that affect them, then students/learners reserve the right to be included in SGBs. This is not the case in Lesotho, despite the fact that schools exist because of students. Williams and Poston (1994: 35), when discussing the board's expectations, indicate that a meaningful unity incorporates them into a common direction and disparate and fragmented activities may be avoided. Hence one may conclude that many of the strikes in Lesotho high schools are result of the exclusion of some parties in their SGB.

Lifton argues that "students need to learn how to put job and self-knowledge together on their own rather than to accept the interpretation of others" (Lifton, 1970: 153). On the basis of Lifton's argument, one may conclude that the notion of involving students in decision-making within schools may result in the sharing of power and responsibility with them in deciding their fate.

Like all other stakeholders, learners may develop a sense of accountability and belonging to the school as well as a spirit of leadership. Schools would not exist if there were no students; hence it is essential for them to take part in decisions made at their schools by the newly established SGBs. In support of the above point Kohl, (in Matsepe, 1996), stresses the fact that it is the right of pupils to participate in decision-making. Motaba also asserts that:

> Students did not view the promotion of education in

> Lesotho as being only the government's responsibility. But rather they felt the government, teachers, **students,** parents and NGOs collectively had an important role to play. (Motaba, 1998: 56)

The participation of **all stakeholders including students** in school activities and determining school governance may give the students a chance to develop leadership skills, which may equip them for future life. In order to encourage input from the stakeholders through SGBs, there should be a two-way communication process, thus empowering and allowing them to air their views. The above discussed literature reveals that the devolution of power may translate into the development of skills when people are exposed to democratic role models, and allow all stakeholders and participants to air their views.

Learners need to be empowered as future leaders who need to develop leadership skills. The student's participation in SGBs will give them greater insight into issues that affect them directly. It is the researcher's assumption that if the school draws up a budget, for example, in a concerted effort, this may enable learners to have an idea how money is spent. The exclusion of some key stakeholders such as learners and a lack of knowledge of budgetary processes are possibly the main causes for violence and strikes in some schools. SGBs should be established with the participation of students' representatives and the student's body may be informed about decisions taken. Their representatives may be able to defend and support the school administration and SGBs if they were part of decisions taken.

In Lesotho the students elect prefects or class-monitors in each class who, in turn, elect the head prefect and assistant for the whole school with the guidance of the class teachers and deputy-head. The prefect system is responsible for the liaison between students and the school administration as part of school governance, but they do not participate in the actual decision-making processes. Furthermore, this system is also meant to promote democracy in schools but the notion of democracy is limited because the SGB structure does not include students. It is in SGBs where the actual decisions of how to run the

school are made. To support this point, Gordon's research findings (in Matsepe, 1996) reveal that students in the prefect system were frustrated with the limitations of the system.

In comparison with other countries, literature and research reveal that the representation of learners in the school governance works in other places. South Africa, a neighbouring country to Lesotho, is an example. In South Africa pupils in the secondary schools serve with adults, such as teachers, parents in SGBs, as decision-makers. The South African government, through the Ministry of Education, has announced that the decision-making authority of schools in the public sector would be shared among parents, teachers, the community and learners in ways that would support the core values of democracy. It seems to be succeeding (White Paper No. 2, 1996: 16).

The SGB structure in South Africa should involve stakeholders in active and responsible roles, encourage tolerance, discussion and collective decision-making (White Paper No. 2, 1996: 16). This means that the Ministry of Education in South Africa has created the opportunity for students) have a say and take part in the matters that concern the school, such as funds. This is in contrast to the situation in Lesotho. Students are often dissatisfied with the way in which funds are handled, as mentioned earlier, and will be elaborated on later in this study. Sehoole (1999) contends that the inclusion of stakeholders in the decision-making process is an important method for increasing information, support and commitment to decisions once made.

3.5 Conclusion

In conclusion, the literature reviewed provides the relevant issues informing this study. Indeed, the study focuses on the role of SGBs in Lesotho high schools, how the SGBs exercise powers in schools owned by different proprietors that is, and whether there is enough room for democratic practices. Since all stakeholders cannot run the school, they should support their representatives, that is, the SGB; and that the powers, roles and

duties devolved on SGBs have to be clearly stated in order to enable them to know the extent to which they are empowered. This way the needs of the society/stakeholders may be met through the fair representation of the stakeholders and accountability.

The involvement of stakeholders in schools' development is vital in the sense that it increases commitment and accountability of the people concerned. This may also result in maximum utilization of available resources and materials. The process of decision-making is the key issue in any organization; therefore, it has to be made on the basis of involving all parties. But this is not the case with the structure of SGBs in Lesotho. Some parties, such as learners and non-academic staff, are not represented. This exclusion might have a negative impact as far as decision-making process is concerned. Even though SGBs are not involved directly with the teaching and learning process, they play an important role by creating a conducive environment for this to happen.

CHAPTER FOUR

CONTEXUAL ISSUES

4.1 Introduction

The purpose of this chapter is to explore the context within which SGBs have been inaugurated in Lesotho secondary and high schools – specifically in the schools that were visited by the researcher. Considering context is essential because it reveals the circumstances in which events and actions take place. In support of this point (Lello, 1993: 133) asserts that context exposes key differences and reveals what makes the process unique. The context in which SGBs operate in these particular schools in Lesotho is unique because they are influenced by the circumstances that surround the schools where the study was carried out. The location and geographical position of the four schools in the lowlands and highlands and the impact this has on the establishment of SGBs will be outlined in the chapter. Furthermore, the economic status, resources and the population found in such areas will also be explored as well as their impact on the role of the SGB. A brief examination of the prior bodies of school governance and their impact on schools will also be explored.

4.2 Contextual issues

It is worth pointing out again that the findings of this research were obtained from interviews and non-participatory observation. The names of the case-study schools and interviewees are withheld for anonymity. The context and discussion of the findings are outlined.

As explained in chapter two, the case studies of four high schools were conducted in the highlands and lowlands in Lesotho. The country is divided into three main regions; the highlands (mountain areas), the foothills and the lowlands. The main regions are further divided into ten administrative districts. The highland is in the northern part of Lesotho

and comprises the following districts: Mokhotlong, Thaba-Tseka, Qacha's Nek. The foothill region encompasses Butha-Buthe, Leribe and Quthing districts and the lowlands are made up of the foothill region districts and Berea, Maseru, Mafeteng and Mohale's Hoek districts.

As indicated earlier, the high schools in the highlands are in the mountain areas (referred to as Maloti), which are normally very cold in winter. There are heavy snowfalls from May to August almost every year. The highlands are distinguished from other areas by long distances between villages and more cattle posts than villages because more people from the lowlands send their animals to this area because of its good pastures. The population in this area is scattered even where there are no developed roads. This is unlike the lowlands areas which is densely populated.

This kind of settlement resulted in schools being located far away from one another, which makes it difficult for schools to be provided with basic services, such as electricity and computer systems. For instance, out of four schools visited in the course of this study, one school has computers while three schools do not have any. The roads are very poor in the highlands. As a result, changes and development in these areas are delayed. A lack of sufficient transport contributed to the lack of essential and primary services in schools. Highly qualified teachers are reluctant to work in these areas.

Economically, people depend on farming and agricultural products for their income because there are no jobs as the area is far from industrial areas. It becomes difficult for most parents to pay fees for their children, so much that " the barter system" - the exchange of goods for services - is commonly practised. When interviewed one head teacher said,

> since many parents depend on domestic animals and agricultural products for their income, we have no alternative, we have to accept whatever they bring along to pay the fees. Sometimes they pay school fees with a sheep

> or goat while waiting for their cheques for wool or mohair that may arrive after ten to twelve months. [1]

Children, especially boys, are sent to school when they are older and leave school before they complete their studies because they became shepherds for their families. Sometimes they are hired as shepherds and their salaries pay fees for other children in the family. This may result in a lack, or no interest by parents in participating fully in school governance if their children are reluctantly sent to schools at the right time. Furthermore, many parents in the highlands as compared to other regions can neither read nor write.

This research reveals that the situation of illiteracy has a negative impact. Parent are not willing to be incorporated in structures of school governance, because they lack knowledge of what they have to do and are not familiar with school affairs. This view has been supported by one of the DEO from the district in the highlands:

> When we visit schools as a follow up on the newly established policy on SGBs parents show less interest in the activities that are to be carried out by the SGBs. I think they need orientation that may equip them with relevant knowledge for such activities. [2]

In this regard, training is necessary. It should be the responsibility of the government, proprietors and the community to organize and arrange orientation and training for all the stakeholders elected onto SGBs. The gap between 'educated' and 'uneducated' parents may be closed and all the parents would be open to each other if they undergo a thorough training and orientation programme. Maybour (1989: 109) argues that parents who are not educated are reluctant to indicate that they do not understand something.

Schools in the highlands find it difficult to get educational materials and resources due to bad roads that go across the rivers with no bridges. During rainfalls when rivers are flooded, it becomes impossible for the DEO and MOE to assist schools with basic needs such as food and books. Furthermore, it is not easy for the members of SGBs to meet

[1] Interviews with head-teacher, school B, in the highlands, 5 June 1999.
[2] Interviews with the DEO, in the highlands, 10 June 1999.

regularly because they have to pay for transport when attending meetings. One parent representative from school D shows that :

> It is a loss for one to loose a day in ones daily obligations to attend the school activities and meeting which we are not paid for. [3]

The MOE could pay members of SGBs especially in the poor communities. Initial training for SGBs, which may need regular evaluation, would be of great importance both for the school governance and the community at large at all levels (that is primary, secondary and high schools).

On the basis of what is stated in the Lesotho Education Act No.4 of 1995/96, SGBs are to plan, manage and resolve disputes in their schools. This development meant that negotiations and agreements are of great importance when discussing sensitive and contested issues. In this regard, governing bodies need skills that will enable them to handle such issues successfully through the support and collaboration with teachers. Unfortunately, as indicated earlier in this study, qualified teachers are reluctant to work in the highland regions (referred to, locally, as Maloti) because of inadequate transportation and a lack of accommodation. Teachers, unlike other civil servants in Lesotho, are denied housing subsidy. As a result teachers are forced to live in nearby towns and commute to schools.

The meetings of SGBs are normally scheduled for weekends, but these are the days that teachers are not at schools. The long distance that teachers and other members of the community have to travel sometimes discourages them from attending meetings or forces them to be late. In schools where there is accommodation for teachers, the conditions are very poor because there are no essential services like twenty-four hour electricity and running water. It is, therefore, vital for proprietors, government and teachers' associations to consider the improvement of teachers' accommodation. From the above discussion, one may conclude that a lack of resources and poor conditions in rural schools is another

[3] Interviews with a parent, school D, in the lowlands, 13 September 1999.

factor that may have a negative impact on the establishment of a school governance policy.

A lack of facilities such as transport and communication services, as well as ignorance on the part of parents, delays and hinders the progress and activities of the school governing bodies in rural areas. Civil servants also regard a transfer to these areas as punishment. A DRT has this to say:

> It is discouraging to find that if an 'officer' is giving the ministry at the head-office headache is transferred to the maloti areas where he may suffer as far as the availability working facilities are concerned. [4]

This implies that there are many factors that impact on school governing bodies. For instance, the District Education Officer operates with only one vehicle which serves all the schools in the district. Many of these schools are far apart. It becomes very difficult for the members of SGBs to meet on time when the need arises or to get help on time from the Ministry of Education because of the poor means of transport and means of communication. In these areas "mission radios" are commonly used but they are easily affected by bad weather.

Previously, the school boards, school committees and standing committees were established in the highlands of Lesotho to govern the schools. The members of these committees were not democratically elected. They were appointed and nominated by the proprietors or a representative. The manual for Roman Catholic School Governance states that, " ...only Catholics are to be in the school board or committee. The school boards and committees were to control and ensure smooth running of the school to which they are appointed" (Lesotho Government Cassette Extra-ordinary, Legal Notice School 1988). Some of the functions of these bodies were to transfer, promote, demote and dismiss teachers other than those whose salaries are paid by the government. Regardless their skill and expertise, people who were nominated reflected the ideas and opinions of the principals and proprietors. This problem is not unique to Lesotho. Hyslop (1990: 287) points out that in South Africa, the school boards and committees were nominated

[4] Interviews with the DRT, in the highland district, 15 June 999.

by the principal or the headman. As a result, school boards and committees did not get any support from the community because they were not elected. This has been the case in the schools that the researcher visited during the course of this study.

The main purpose for the establishment of SGBs was to democratise schools so that all stakeholders are involved through a fair representation (Provincial Constitution of PTAs, 1990: 10). The members of these associations were led and guided by a constitution. In Lesotho, there has never been any significant move to bring parents, teachers and learners together. Such associations could foster cooperation.

Different stakeholders had varying attitudes and responses towards the establishment of SGBs in the area where the study was carried out. Though parents, in general, have been excluded from the running of schools, some felt a need that now is the time that they should elect people who will represent them fairly and consider their suggestions and opinions.

As one parent from school C put it:

> We really feel empowered after being elected in the presence of other stakeholders by the concerned stakeholders. We need their support and hope that taking part in the governance of our school will be satisfaction to other stakeholders that we represent. Therefore, to avoid conflicts with our dear teachers we need training to familiarize us with what we are to do.[5]

Parents need relevant skills and expertise for the role that they have to play in school governance. Some parents find it time-consuming to be involved in school governance, due to lack of skills and expertise. When interviewed, one parent from school B said:

> Some of us are not educated, so we have teacher and principals to work on our behalf. They have been trained for the 'School work,' we cannot tell them what to do. More importantly, they are paid for their work. There are no jobs, so, the time we have should be spent on getting income for the family. [6]

[5] Interviews with the parent , school C, in the lowlands, 13 June 1999.

This implies that lack of training and motivation also may have a negative impact on the involvement of stakeholders in governing bodies.

It is true that the context within which SGBs were established has been influenced positively and negatively by various factors. To mention but a few:

- geographical position of the schools whereby community members are interested in farming and rearing animals with less interest in school activities.
- The weather conditions with lot of snow and cold for a longer period of time in winter.

These conditions tend to discourage parents from sending their children to school and a many students drop out. This also resulted in less parent-participation in school activities and school governance. The fact that schools are located far apart from one another and far from the DEOs, makes it difficult for schools and education officers to meet and share ideas regularly, especially in the secondary and high schools. This problem has been reiterated by the DRT and the DEO. They say that:

> We are busy with the initial training for SGBs at primary schools which are situated far from one another. Such trainings have been organized by government for primary schools. In most cases training and meetings are scheduled for week-ends because members of the SGB have other obligations. These are days, when other members especially teachers are not available It is obvious that for secondary and high schools we shall face the same problem.[7]

They also indicated that long distances and poor transport and communication play a vital role in hindering progress of establishing SGBs. Information reaches the concerned parties late. Sometimes it does not reach them at all.

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[6] *Interviews with a parent, School B, in the highlands, 12 July,1999.*
[7] Interviews with the DRT and DEO, in the highlands, 20 July, 1999.

4.3 Conclusion

On the basis of the above discussion, one can conclude that it has not been an easy task to establish SGBs in the highlands. This is in comparison with other places such as lowlands where areas are densely populated. Here schools are close to one another. Poor transport and communication affected activities and the involvement of the community and of governing bodies both negatively and positively. Many members of the community, mainly parents rely on agricultural products and rear animals as a source of income. This resulted in the continuation of barter system when paying school fees.

Lack of materials and facilities, such as proper housing for teachers discourages qualified teachers from working in the highlands and rural areas. This also affects the quality of educational work as a whole. The long distances between schools and places where teachers stay create problems. Teachers are not able to fully participate in the meetings and activities of the SGBs after working hours and on weekends.

Some parents have no interest in school governance due to lack of time, but most importantly, lack of orientation and understanding of the powers SGBs have in the education of their children. This study reveals that parents' lack of interest is caused by the fact that most of them do not understand matters concerning education.

Looking at the structure of the newly established governing bodies in Lesotho, the number of elected stakeholders has increased, for instance, there are three parents representatives whereas in the past, there was no parental representation in school governance.

CHAPTER FIVE

THE LESOTHO SCHOOL GOVERNANCE POLICY

5.1 Introduction

This chapter deals with the introduction of the policy on school governance and the way it was implemented in Lesotho secondary and high schools. The aim of this chapter is to discuss and analyze the development of the policy on school governance. The relevant documents concerning the policy were reviewed, such as: Education Act No.10 of 1996, Explanatory Memorandum to the Education Bill 1995/96, and the documents aimed at initiating the establishment of SGBs at primary school level. The chapter investigates the Ministry of Education's strategies for the implementation of this policy. It further examines the views of stakeholders on the exclusion of learners in SGBs in the process of developing school governance policy.

Primarily the chapter explores the following issues:

- The development of new school governance policy;
- Implementation of the school governance policy in Lesotho;
- Stakeholders' views on the process of new policy implementation;
- Composition of SGBs and stakeholders' views on exclusion of learners in the SGBs; and
- Conclusion

5.2 The development of new school governance policy.

The issue of decentralizing education and brining power to the people as far as education is concerned in Lesotho has long been a burning one even before the 1990s when the government introduced the Lesotho Education Act No.10 of 1995/96. The government drew up the constitution requiring schools to establish democratic governing bodies.

These bodies should involve all stakeholders through fair representation regardless of individual denomination. The issue of denominational representation was presented by Motaba where he asserts that :

> The churches owned a larger percentage of schools and in most cases continues to give preference to teachers of its own denominations when vacancies appear in schools based on their premises, and even when admitting learners to its schools. (Motaba, 1998: 5)

Since parents pay fees for their children, they must be involved in the education of their children. Motaba further postulates: "parents are providers of school fees for the education of their children but they do not feature prominently in school management." (Motaba, 1998: 6).

The government of Lesotho published Education Order No. 4 of 1992 that preceded the Lesotho Education Act No.10 of 1995, introduced the concept of SGBs. This Order entitled the government to control schools in different ways, such as promoting, transferring and appointing teachers without consulting the proprietors. There was resistance on the part of the proprietors, especially the Roman Catholic Church, which runs the majority of schools in Lesotho. As a result of this resistance the government retreated (Motaba, 1998: 9)

Committees were appointed by the MOE in each district. They consisted of education officers and resource teachers to review the former ways of school governance in all primary, secondary and high schools in their districts. The committees, through consultation, arrived at the structure that was followed in governing the schools. Due to time constraints and poor transport some parties were not involved in this task. Some stakeholders, for example, church leaders, strongly opposed the establishing of SGBs which consisted of an increase of parents. There was a fear that the government was taking power from the proprietors of schools. In relation to the fear of church leaders, Khalanyane indicates that:

> It is a known fact that ... churches own schools. If the government of Lesotho is planning to make changes in schools, the procedure is for the government to sit down with churches to discuss the matter. (Khalanyane, 1995: 80)

It was during this period that the Lesotho Education Bill was released by the government and discussed in the Lesotho parliament. On the basis of the discussions concerning the proposal of the DEOs, DRTs and the other concerned parties about the school governance, the proprietors views and the Lesotho Education Bill were considered and written down as law. It was expected that every Lesotho citizen should accept and respect it.

The proprietors, especially the Roman Catholic Church leaders previously controlled and managed schools. In an attempt to break this control, the ruling party, the Basotuland Congress Party (BCP) passed the Education Act of 1995. Its aim was to decentralize the control of schools and involve all stakeholders. For instance, while parents pay the school fees for their children's education, they are not represented at the national level when educational policies are made. Many parents do not agree with some of the issues concerning such policies, for example, the issue of automatic promotion.

After the Lesotho Education Act No.10 of 1995/6 was passed, the Ministry of Education, through the use of DEOs and DRTs, went out to primary schools with information explaining the concepts entailed in the Lesotho Education Act No.10 of 1995/6. The functions of the governing bodies were clearly illustrated and explained in Sesotho, which is the language that can best be understood by all stakeholders that are represented in SGBs.

Clarification of issues and an explanation of people who qualify for membership in SGBs were outlined. The DEOs and DRTs who acted as coordinators between the government and the schools went to secondary and high school to spread the same message. This was done for half a day or less. This was an inadequate period of time for such an exercise. As a result, one may deduce that the time in which this task was conducted was not

sufficient for people who were to implement such a policy. For secondary and high schools there was written document like the one used at primary schools. As one parent stated:

> There is too much that we are told, we are not even give time to put it into practice, some of the things that we are informed of are difficult to grasp as they need a reasonable time. The only people who easily follow are those who are educated. [8]

It is clear then that the procedures and steps required for the establishment of the democratic school governance were assumed rather than being made explicit. Because of the rushed way in which the policy was formulated, it was opposed by teachers' trades union and the community, especially Roman Catholic and Anglican churches. The proprietor's nominee said:

> The government has to clarify the position and powers of the newly introduced SGBs and to what extent they are empowered lest our schools are taken by the government indirectly. [9]

From the above quotation one may conclude that the bill and the subsequent act were drafted and passed with little consideration for the views of the people at the grass-roots level. From the findings of this study one may conclude that the regulations of the Lesotho Education Act No. 10 of 1995/96 regarding the school governance policy were drafted without enough consultation with all the concerned parties, such as all the church school proprietors, students and teachers' organizations. A parent representative said:

> This establishment of the school governance policy causes a number of strikes, for example, all Roman Catholic schools both primary and secondary and high schools boycott classes for a full month due to misunderstanding of how SGBs, would work lest the government is taking our schools.[10]

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[8] Interviews with the parent, school B, in the highlands, 12 July 1999.
[9] Interviews with the Roman Catholic proprietor's nominee, school C, in the lowlands, 13 September 1999.
[10] Interviews with the parents' representative, School D, in the lowlands, 15 September 1999.

5.3 Implemantation of the school governance policy in Lesotho

In consideration of the past structure of school boards and committees and how they were implemented, the process of implementing the current policy on school governance has been much been more democratic and involved many more stakeholders. The process also avoided discriminating against people on the basis of their denomination. The DEOs and DRTs with the aid of proprietors' nominees tried their best to implement the governing bodies. Workshops were organized for primary schools. Secondary and high schools had to pay all the expenses incurred during the training sessions and not all the schools could afford the costs, especially in the highlands where schools are under-resourced. As a result the implementation of the governing bodies was done in a partially democratic way, because some members of SGBs are still nominated and some stakeholders are not represented in the school governance, such as learners in Lesotho.

The DEOs and DRTs who have other obligations chose certain centres to train teachers from different schools in each district on the implementation of the SGBs. Through the encouragement of the DEOs and DRTs, some of the secondary and high schools sent their representatives to such training even though it was for primary schools. One secondary teacher representative from school C who attended the primary school training when asked about the orientation said:

> The training was very useful as it explained procedures when electing members of the SGB, which is different from the imposition of proprietors nominees. [11]

The people who attended these training sessions were ex-members of SGBs and two teachers from each school. The people who underwent training were expected to disseminate the information. The main focus of training was on:

[11] Interviews with the teachers' representative, school C, in the lowlands, 15 September 1999.

- Identification of people who are eligible to be elected and to vote;
- Openess and honesty during the process of elections;
- The election process; and
- Explanation of duties of SGBs.

This study revealed that all the schools did not use any official forms during the election period. The names were nominated and stakeholders had to raise hands in support of the proposed names The selection of teacher-representatives was done by secret ballot. The names of teachers were written down and handed to the chairperson. The chairperson then announced the name of the person with the most votes. But all stakeholders took part in the election of their school governance. When interviewed on the process of election, one teacher said:

> Parents seem to be happy when taking part in electing their representatives no matter how the procedure used, rather than being given names of people by the proprietors to represent them in school governance without their concern. This may result into high support from the community. [12]

The Lesotho Education Act No10 of 1995/96 does not indicate any special qualifications to be a member of a SGB. That is why different schools employ their own ways of electing stakeholders. The learners and non-academic staff are not included in the SGB structure.

Even though the establishment of SGBs was highly appreciated by all the stakeholders, it has never been an easy task to implement the school governance policy in all the schools that the researcher visited. This is due to lack of resources at schools and less or no training and orientation of the participants. The DEO when interviewed about the problems encountered in the highlands said:

> Elections did not take place at the time that they were expected and the submission of names of members of SGBs arrived very late in their office from

[12] Interviews with the DEO, in the lowlands, 14 September, 1999.

other schools. While some schools fail completely to submit the names. The reason being that, our office was unable to reach all the places. [13]

As mentioned earlier in this study, poor transport and communications acted as one of the obstacles in the implementation of the school governance policy. As a result, information from the district education offices was delayed in reaching the schools and vice versa. Some stakeholders were not committed to the issue of school governance.

This study further reveals that in some places, there has been a problem of poor attendance of stakeholders, especially parents, when invited to participate in the elections of the SGB. When interviewed, the principal pointed out that:

> In most cases when parents are invited to school for something that would involve their participation, they are reluctant to attend. One can conclude that they are not ready to take responsibilities at their schools. [14]

On the basis of the above discussion and the geographical location of the schools, one may conclude that the conditions forced parents to loose interest in actively participating. One of the parents when interviewed about participation in the school governance said:

> Taking active part in the school governance means loosing a lot on the side of my income because it means attending endless meetings when solving problems of the teachers, students and parents. [15]

Besides these problems, SGBs were established and the elections were completed even though it was after the stipulated period i.e. after the 1st February, 1997. Some members in certain schools who were elected, were from the former school boards and committees. When interviewed, the principal said:

> These people have experience in school governance, may be that is why they have been elected again to show other new members the way.

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[13] Interviews with the DEO, lowlands, 14 September 1999.
[14] Interviews with the principal, school B, highlands, 12 July 1999.
[15] Interviews with the parent, school C, 16 September 1999.

In most cases they were elected without being opposed which makes the election process simple. However, they need to face change with dedication. The new change of school governance brings problems and challenges that need people who are prepared, determined, creative and constructive. All these will enable them to handle problematic tasks that may face the newly established school governing bodies.

Even though training was organized for the primary schools, the information was useful for secondary and high schools as well.

The main idea behind SGBs is to support and help the school on behalf of the stakeholders, (Lesotho Education Act No. 10 of 1995 and South African Schools Act, 1996). Since the members of SGBs are not involved directly with teaching and learning activities, they have to set strategic plans for eradicating obstacles and problems that may hinder the process of teaching and learning. The South African Department of Education, indicates that:

> government cannot do everything for the schools. The community stakeholders are in the best position to see what the school really needs and what the problems in the school are. (1997: 9)

The SGBs can play a meaningful role in the schools, especially if they are trained for what they have to do and their roles are clearly defined.

There were no practical guidelines for conducting elections and no forms or documents of any kind to assist in electing members of the newly established SGBs. One can conclude that although SGBs are said to be democratically elected, since stakeholders are not oriented on this new phenomenon, they will still follow some of the 'old' ways of doing things. However, it is the researcher's view that the state's lack of intrusion into the election of SGBs is appropriate and advantageous for those stakeholders who cannot read and write, as they cannot easily be manipulated. In South Africa, a neighbor to Lesotho, there has been a clear preparation process prior to the implementation of the school

governance. When talking about clarification and explanation of the whole process in South Africa, Netshishive indicates that:

> practical guidelines to conduct election to conduct elections were tabled. Different forms, such as nomination forms, ballot papers, voters registration forms were provided in the document. (Netshishive, 1999: 40)

It is essential that the powers, duties and roles devolved to SGBs are clearly stated in order to avoid conflicts amongst the stakeholders (Nzimande, Pampallis, Dlamini and Berger, 1993). In the case where there is lack of resources, the members of SGBs can encourage and make use of any materials and resources available. Many schools in Lesotho are under resourced. However, this must not be taken as an excuse to prevent people from performing their duties. The available resources can be well utilized. For example, when interviewed on the utilization of the available resources, one parent said,

> Even though I have no child at school, this is our school. The ministry of Health forced us to construct ventilated pit-latrines at out schools using available resources. This year, 1999, the community joined hands and collected stones for the construction 0f the VIP latrines. School spent money only for roofing materials.[16]

The SGBs are composed of eight members of which four are democratically elected by the other stakeholders, three parents and one teacher representative. The rest are nominated and some automatically become members such as the chiefs. The composition and structure of SGBs in Lesotho requires members to perform duties, even though they do not have expertise to do so. This raises the question of SGBs' ability to carry out duties effectively and efficiently. For instance, SGBs are expected to make recommendations concerning employment of teachers whose salaries are not paid by the government, advise on curriculum and the direction of the school and finances. A chief said:

[16] Interviews with the parent, School A, in the highlands, 14 July,1999

> As a leader of the community I am always busy but it is easy to perform my duty because I can always delegate some of my men to represent me in school meetings or activities. [17]

The Department of National Education (DNE) in South Africa (1998) indicates that the involvement of parents in schools' management should be encouraged, so that they can have a meaningful say in the school affairs. This view contrasts with that of the ERS which regarded the involvement of stakeholders, especially parents, in governance of schooling as a means to finance schools. This means that the funding responsibilities are shifted to the communities (Nzimande et al, 1993). The involvement of communities in school governance needs clarification and explanation as to what extent they are empowered. A parent said:

> teachers are there at school and paid for their work we should not interfere with the school affairs.[18]

The Lesotho Education Act No.10 of 1995 states the roles and responsibilities of the SGBs as follows:

- supervise the school for which it has been constituted;
- be responsible for the management and for the proper and efficient running of the school;
- recommend to the educational secretary or supervisor as the case may be, the appointment, discipline, transfer, removal from office of a teacher other than a teacher whose salary is paid by the government;
- on the advice of the District Education Officer, recommend to the Educational secretary or supervisor as the case may be, the promotion or demotion of a teacher other than a teacher whose salary is paid by the government.

When asked about the roles and area of responsibilities of SGBs, the head teachers indicate that SGBs assist in the management and the administration of the school. For example, they play an advisory role on the school budget, discipline, the development of school, help in raising funds and are responsible for the implementation of government

[17] Interviews with the chief, school A, highlands, 10 July 1999.
[18] Interviews with parent, school C, lowlands, 11 September, 1999.

policy in schools. As it will be indicated in chapter six of this study, there is a prescribed limit to the role of SGBs. For example, the school budgets, although drawn up by the head-teachers must be approved by SGB members because they are responsible for raising school funds. The question is how do they do that if they lack relevant skills? The community stakeholders' representatives in the SGB indicate that:

> The head-teacher deals directly with the teachers and learners as such he/she knows the needs of the school. Sometimes the other members of SGBs are barely literate and understan little about the school projects and their necessity. [19]

SGB members need training before they resume duties in their respective schools.

The introduction of the new concept, such as SGBs in all the schools requires a lot of time and resources to acquire the relevant skills for their roles. Bush et al (1989: 225) posit that the implementation of SGBs is not cheap as it requires both time and money for training. It is therefore, necessary that the members of SGBs are clear about their powers in order to be fully and actively involved in the school governance without contradicting with the school management team.

As mentioned in chapter four, the government, through the MOE, and the school proprietors organized training for primary schools while in high schools SGBs rely on modeling themselves on former school boards. This is supplemented by training sessions organized by different proprietors. In that way, possible conflict of interests with members of the SGBs may be avoided. The teachers and headteachers, when asked about the roles of SGBs and their contribution to improving schools, gave the following points:

- The members of the SGBs bring constructive suggestions and their involvement is of benefit to school affairs.
- There have been reports on progress of the school to parents and views have been taken into consideration in decision-making process.

[19] Interviews with the parents' representative in the SGB, school C, in the lowlands, 10 September, 1999.

- They are involved in the construction of new buildings such as new classrooms by convincing the government and the donors as a team about the necessity of new classrooms and school projects, such as telephone installation.

- They play an advisory role, as they know the needs of their community.

However, the above responses reveal that there has been a general feeling that training is essential for the SGBs in secondary and high schools to enhance the functions of the members of the SGBs. So, in order to avoid conflicts that might arise within the school community, training and orientation are vital. This will make it easier for the teachers and head-teachers to run the school effectively and efficiently because they work as a team, sharing ideas and responsibilities.

The Districts Education Officers and District Resource Teachers, when asked about the description of different responsibilities and roles of SGBs and the training organized for the SGBs in their entire districts, gave the following answers:

- We are still at a very early and elementary stage since the SGBs have only been instituted legislatively two years ago.
- The regulations that go hand in hand with the new act are still being worked out but the SGBs members are already expected to be elected and to perform their duties within a specified period.

- There has been an initial training. The ministry of Education (Inspectorate) organized this, mainly for primary schools.

- They are expected to draw up rules for the proper conduct of the school.

- Maintain school buildings and school equipment.

- Approve headteachers' estimates of revenue and expenditure.

The above responses confirm what has been discussed and mentioned earlier that there has never been any systematic official training offered by the Ministry of Education since the establishment of SGBs in secondary and high schools in the areas where the study was conducted. The newly elected members of SGBs rely on the example and precedent of the ex-school boards and former school committees. This, despite the fact that

government, through the MOE, is trying to do away with them because members were not democratically elected. As a result, members of SGBs are not be sure about their roles and powers. Training is essential for SGBs in order to equip the members with knowledge and skills for good governance. Netshishive (1999), points out that for effective governance, training should be provided to enable governing bodies to exercise powers bestowed on them efficiently and effectively. The manuals provided in Lesotho by the MOE on implementation of the primary schools' SGBs are very important because procedures and steps to be followed when implementing this policy are explained, and objectives and roles of the SGB are highlighted.

It is essential to train new members of the governing bodies As Mahoney argues (in Netshishive, 1999: 16), all governors should be given the opportunity to be informed on issues of educational theory and practice which may play a central part in their deliberations. Presently, SGBs in secondary and high schools in Lesotho rely on the guidance and advice provided by the schools' management teams, i.e. principals and teachers. This is because training started at primary level as stated by the DEO and DRT who act as coordinators between the MOE and the schools communities and have other obligations.

The Lesotho Education Act No 10.of 1995 that introduced SGBs does not specify the kind of "qualifications" necessary for member of the SGBs. The researcher sees a problem when it comes to the implementation of education policy and the running of schools. For instance, the majority of the stakeholders' such as members of the local community, chiefs, and the representatives of the proprietors, may not be knowledgeable about education matters. This is exemplified by one of the proprietor's nominee who indicated that her role in the SGB is:

> To observe and see that things proposed for the betterment of the school are implemented by the relevant people, that is: teachers and principals as people who are experienced in education. [20]

[20] Interviews with the proprietor's nominee, school B, in the highlands,

This implies that the powers that are brought to the people do not really lead to the increased participation of all the people involved in SGBs, but to certain individuals. This is due to a lack of training about their roles. Empowering people with knowledge of what they are expected to perform may enhance active participation in SGBs.

Netshishive (1999: 17) points out that inadequacy of most existing training opportunities may not bring effective results. The responsibilities shouldered by the governing bodies are so important and complex that a governor may not be expected to discharge such duties without any form of training, for example, on how to draw up a school budget. Contrary to this argument, this study reveals that SGBs in some high schools in Lesotho are expected to discharge the important and complex responsibilities effectively and actively without undergoing any form of training.

The SGBs were effected in all the schools in Lesotho in 1997. However, the training provided to new members was only carried out at the primary school level. Secondary and high schools were excluded.

The Lesotho Education Act No.10 of 1995/96, SGBs establishes and empowers SGBs to be, for example, responsible for "the management and for the proper and efficient running of the school" (Lesotho Education Act No. 10 of 1995/96:963). In fact, the principals and proprietors retain control of certain responsibilities, such as utilization of funds and drawing up of an annual budget for the school. The SGBs have to confirm and approve what the head teachers have done, in other words, SGBs, at times, act as "rubber stamps". To support this point, the two head teachers out of four interviewed say that SGBs play an advisory role on budgets and financial reports.

Mahoney (1988: 16) posits that every school deserves a governing body which is effective, interested and concerned about every school activity. This could only be achieved through clear definition of roles for all SGBs members before they can perform their duties. Training and support of the SGBs either by the government or the proprietors is vital in enhancing the role of the SGBs in schools.

The respondents from the schools covered by this study, where asked about the involvement of the chief in the school governance. They confirmed that it was essential to involve chiefs in SGBs because according to the Basotho culture, the chief is a central figure in the community. The following reasons for involving the chief are:

- His/her prominent role as the patron of the community gives him/her the opportunity to access information concerning the welfare of the school. This may provide essential input for deliberation.
- Being a community leader, he/she should have some influence. As a member of the SGB, the chief can effectively explain the plans of the governing body (school) to the community with the hope of getting support.
- He/she can use his/her position to draw people into developmental activities of the school. If he/she is not involved, he/she might not give out his/her best.
- Extension of schools' sites/fields for self-reliance projects may be granted easily. The chief allocates the land for further development of the school.

The role played by chiefs within SGBs differs from place to place. For instance, where the school is located in a town, the chief may not act as the most important person in the community as is the case in rural areas. As a result, his/ her presence in the SGB may not be crucial. This is not often the case. The involvement of chiefs in school affairs in Lesotho is very important.

Education is regarded as a partnership in Lesotho between churches (proprietors), the community, and government. The opinions and ideas of the parties should be included in decision-making process. The involvement of parents will make it possible for transparency because parents' representatives may report to other community stakeholders about everything concerning the school and the education of the children. As such, it is possible to meet the needs of the community through negotiations. The ideas, suggestions and expectations of parents are vehicles leading to goals to be achieved by the schools.

5.4 Composition of the SGBs and stakeholders' views on exclusion of learners in the SGB

Some writers such as Mohapeloa (1971) point out that the authoritative style of governance in Lesotho has been inherited from past colonial and denominational leaders. The Lesotho Education Act No.10 of 1995/95, which introduces the concept of SGBs through the Ministry of Education (MoE), indicates that SGBs in high schools shall consist of:

- two representatives of the proprietor of whom one shall be the chairperson;
- three members of the community elected by parents of pupils admitted in that particular school, one of whom should be the vice-chairperson;
- one teacher representative, elected by other teachers.
- a chief or his/her representative in the area where the school is situated;
- the principal of the relevant school who becomes the secretary of the governing body.

There are eight members in all and students are not included in the composition of SGBs. The learners' input would obviously be important in the decisions made in the school governance. It was the researcher's intention to explore reasons put forward for the exclusion of learners in the school governance. This will be discussed in the next pages of this study.

As stated by Thembela (1985), democracy should feature in every educational arena, all stakeholders should have a say in decisions that affect them. Since SGBs are said to be responsible for the governance of the school, that is, determining the policy and rules which organise, manage and control the school, it would be appropriate to involve all the relevant stakeholders through fair representation in the SGB. This may enhance the SGB's tasks. The involvement of all the stakeholders in school governance and the encouragement of participative and collective decision-making may result in a shared responsibility and accountability of the stakeholders.

Some of the interviewees believe that students should not be included and consulted whenever decisions are made. Some of the reasons put forward for excluding learners in SGBs were that students are not competent to make judgements and decisions about schooling. Those in authority, that is, teachers and parents should act on their behalf. For example, one principal said:

> Students should form their own body of prefects and reveal their views to the SGBs only when it is necessary. They are children, immature and have no financial stake in the running of the school. Their teachers and parents represent them because they are aware of the needs and problems of the students.[21]

Most of the interviewees, particularly teachers and parents, believed that the school authorities and parents have the right to make the final decision for the students. It would appear that the logic is that since students have no financial stake in the running of the school, they should be debarred from decision-making and parents should act on their behalf. This study holds a different view. Children are future leaders and they need guidance and support from adults at an early stage to improve and refine their reasoning powers and decision-making skills. This study further argues that if students function in isolation from the stakeholders the potential of the school community to act in a united way against any force that may threaten or affect the school negatively, may be jeopardized.

Those who do not wish students to be represented in the SGB say; "the principal represents the students' needs and problems, he/she may refer them to the SGB where necessary" (Interview: 1999). Besides, the SGB is involved mostly with administrative issues, and students should concentrate on their schoolwork. The principal said, "students may be informed about the in-coming and out-going teachers only" [22]

Given this situation, it is evident that students' participation is absent at the grassroots level in the primary, secondary and high schools in Lesotho because students are not

[21] Interviews with principal, school B, 17 July 1999.
[22] Interview with the principal, school D, lowlands, 10 September, 1999.

represented in school governance. As a result, students perceive their situation as powerless. One of the students interviewed said:

> We are only given chance to make dec ons for minor things such as, organizing trips, uniforms, taking books to and from the staff-room ...but where the actual decisions are made we are excluded. [23]

This quotation indicates that learners are given fewer responsibilities in schools. It is the writer's assumption that if learners are included in SGBs and are involved in school governance they may regard decisions made as their own, and support and abide by those decisions. Another student said:

> There is a high possibility of rebellion against the SGBs' suggestions if we are not consulted in the issues that affect us because sometimes teachers do not know what is actually happening amongst us. We know our needs and problems. [24]

Students are stakeholders in their respective schools, therefore if they are included in the school governance, their views will be considered. To emphasize the inclusion of learners in SGBs, Baron (1981) posits that 'democracy' be considered. For him, this term implies that the power and the right to make decisions rest on each of the members of the school governing body. Students are n n the secondary and high schools where they are actively involved in SGB's activ s.

Even though students are not included in SGBs in Lesotho secondary and high schools, one principal interviewed indicated that the students' views were considered by the SGB whenever a problem arose, such as strikes. In order to resolve the problem or stabilize the situation, students are often consulted. The argument that the writer puts forward is that the inclusion of students would help in preventing problems rather than considering

[23] Interviews with the student-prefect, school D, lowlands, 10 September 1999.
[24] Interviews with the student, school D, lowlands, 10 September 1999.

students when problems arise. This may encourage cooperation and increase contributions from all the parties concerned in school governance. As a result, SGBs may perform their duties more easily. Students should be treated as partners not as docile subordinates who accept final decisions and instructions from their authorities without questioning.

The proponents of the student representation in SGBs argue that students have to be included so that their views are made known (Interview: 1999). However, they still maintain that there are issues that students should not be involved in such as the discipline of their teachers so that the respect for such individuals should not be diminished.

The interviewees, both adults and students, indicated that the student body receives decisions that have been made by SGBs during meetings or in the classrooms. This implies that students have to obey and take instructions irrespective of whether they are satisfied or not. Lifton (1970) makes a telling observation by writing that "the fate of young people is largely determined by chance factors and by those who make decision for them". It is true that students lack experience. As such, they need guidance form adults. It can also be argued that their involvement in the school governance may be appropriate. Hence student's participation, creativity and initiatives are to be encouraged both at home and at school.

Parents and teachers may interact and encourage children to feel that their ideas and views are valued because schools are not isolated institutions, operating independently. They function within the context of their society and community (Matsepe, 1996: 17). According to the Basotho culture there are limits on the freedom and powers of children. Such cultural values are carried out in schools and may influence the way students and teachers relate at schools. Rich and Books (1982) point out that the child's first confrontation with authority is in the home. Students' attitudes towards school authorities can be influenced by such a background. For instance, one of the parents interviewed does not see the need for a student to be in SGBs. She said:

> According to our cultural norms, in serious matters concerning teachers and many other issues, there is no way students can be involved or even represented in such meetings, or else, the teachers' reputation would be disrupted. [25]

Children are regarded as future citizen and leaders, who need to be prepared for making sound decisions. However, when involved in SGBs, students should bear in mind that there are limits. All organizations need leadership; so too with schools. The writer maintains that if learners are included in SGBs, the moral authority of adults should not be compromised for the sake of the students.

On the basis of this discussion, it is obvious that the majority of respondents do not consider learners to be a necessary component of governing bodies. However, the learners themselves find it necessary to be considered.

5.5 Conclusion

This chapter illustrates that the implementation of school governance where the research was conducted has not been effective due to lack of sufficient training for stakeholders. Most respondents indicated that the policy was not effectively implemented. The study also reveals that learners, who ar also stakeholders, are excluded from SGBs structure.

The exclusion of learners in the school governance structure is reflective of the cultural values that prevail within Basotho society. The cultural values are highly respected by the communities in which the schools visited, operate. To a certain extent, these cultural values become stumbling blocks when democratic issues are implemented, particularly in the practice of including all the stakeholders in school governance such as learners. This is because learners are not expected to participate in the discipline of their teachers even if they are members of the SGB.

[25] Interviews with parent, school A, in the highlands, 19 June 1999.

The reasons put forward for not including learners in SGBs are that students are immature and not trained, therefore, they cannot make any rationale decisions. Traditionally, learners do not have a financial stake, therefore, their parents and guardians are considered to possess the power to n ake decisions on behalf of their children. In this regard, children are expected to be docile recipients of adults' decisions. This raises a question of what kind of future leaders schools in Lesotho are producing?

CHAPTER SIX

THE ROLE OF SGBs IN SCHOOLS

6.1 Introduction

The Lesotho Education Act No.10 of 1995 provides procedures to be followed in the establishment of SGBs. The main purpose of establishing school governance policy in Lesotho was to democratize schools that were previously controlled by the church (Motaba, 1998). The powers and functions of each governing body in their respective schools are stipulated. The aim of this chapter is to investigate how the new powers bestowed to SGBs and are put into practice.

The chapter argues that the management of schools has been brought to the community stakeholders through the establishment of SGBs by the government. Furthermore, the study postulates that the notion of involving stakeholders effectively and efficiently in school affairs may result in accountability, responsibility and democracy. Finally, this chapter examines and addresses respondents' views and perceptions on the functions of the SGB and the stakeholders' representation in SGBs, especially learners. The main focus is on the following issues:

- Democracy and participation in school governance;
- Areas of responsibilities / roles /functions of the SGBs according to the Lesotho education act No.10 of 1995/96 and Manual for the heads of secondary and high schools in Lesotho;
- Commitment and dedication of some stakeholders;
- Activities and conflicts within the school; and
- Conclusion.

6.2 Democracy and participation in SGBs

In Lesotho, the newly established governing bodies do not consider the size of the school and number of students when determining the number of members on the SGB. The number is fixed at eight members. The proprietor's nominee introduces the elected and nominated members to the stakeholders in the form of an inauguration. It is during this ceremony that the roles and powers are outlined and the members of SGBs are encouraged to keep up the standard of good work and cooperation with teachers and head teachers in their respective schools.

The SGBs have been established with the purpose of encouraging responsibility among school managers and for ensuring the efficient running of schools. Deem et al. (1993: 41) argue that the establishment of SGBs has been considered as a way of encouraging community stakeholders involvement, particularly that of parents. Even in Lesotho, SGBs were expected to perform similar functions. It also provides a means for achieving active participation and accountability on behalf of the community it serves.

Different stakeholders were interviewed and non-participatory observations were conducted by the researcher at the four schools indicated in Chapter Two of this study. The responses from the following people have been carefully recorded. These are:

- government officials (DEOs, DRTs),
- head-teachers,
- teachers,
- parents,
- learners, and
- chiefs

in order to examine the actual activities and the impact of the governing bodies in schools.

SGBs have been established in order to give power to the schools as well as encourage the involvement of the community in education. This is to afford the stakeholders the opportunity to share responsibilities and skills that may lead to a school's success and meet the needs of the community it serves. For example, in the case of South Africa, on the East Rand, Gauteng, Schafer (1998) argues that parents were of the opinion that if they were more involved in school matters, they could ensure that decisions were in the interests of their children and relevant to their context. Lesotho, being a developing country, needs to involve stakeholders in education matters so that they can voice their views. This will meet the needs of the community at large. One parent from said:

> Even though we are not knowledgeable about school matters, if we could be asked about the subjects to be taught to our children, I would suggest that they should be taught what is relevant to their needs. For example, the subjects that may enable them to be self-employed when they leave school. [26]

The election of members of the new school governing body is more transparent than it had been for the old school boards and committees. Previously, members were nominated without the concern for other stakeholders.

From the views expressed by many respondents interviewed, one concluded that the stakeholders are satisfied with the way SGBs have been introduced, even though there has been some problems during the implementation of the school governance policy. For instance, when school meetings were held, parents were invited by letters sent to them via their children. As a result, only parents whose children attend school would get the invitation on time. Some members of the community whose children do not attend such schools, did not get the invitations and information concerning school activities on time. Only the people who live close to schools had the advantage of attending and participating in school activities even if they do not have children at school.

Though there has never been any formal forms used in the election of members of the SGBs, some of the procedures tabled by the DEOs and DRTs in their respective districts

[26] Interviews with the parent, school C, in the lowlands, 16 September 1999.

for primary schools showed elements of democracy. In order to give stakeholders a say in the election of the members of the SGB, each family had one vote, even if they had more than one child attending school. Martin asserts that:

> In Britain, where there is more than one child in the family attending school, each parent still has only one vote. (Martin, 1989:109).

This quote indicates that some of the practices employed in the elections of members of the school governing bodies have also been adopted in other countries, like in Britain.

According to the Lesotho Education Act No. 10 of 1995/6, stakeholders have to be represented in the SGB by democratically elected stakeholders. These members are confirmed by the MOE, that is, government officials at TSD. These members have to share responsibilities by participating in the school's activities. However, this study reveals that not all the members of SGBs participated fully during the decision-making and implementation process of the governing bodies' policy. Community members, especially parents, are less interested in taking part in school activities because they lack the relevant knowledge in educational matters and activities. For instance, planning and formulation of a policy, drawing up of the school budget and many other functions of the members of the SGB require the members to be trained and motivated. One parent said:

> From the day I became the member of the SGB, I felt the need to be trained for all what was said to be our roles, since we do not have sufficient knowledge about school matters, we rely solely on teachers and principals to direct and control us. [27]

Relevant skills and knowledge are required in the implementation of a governance policy. Therefore, stakeholders have to be encouraged to participate and be involved. Most parents are not educated in the highlands. As a result, they are not sure to what extent they have powers and what part to play in school governance.

[27] Interviews with the parent, school C, in the lowlands, 11 September 1999.

6.3 Areas of responsibilities of SGBs

In this section, the researcher will outline the areas of responsibilities and involvement in school governance of SGBs. The interviewees gave the impression that the students are aware of the existence of SGBs in their school and appreciate them. They do support their existence because sometimes the members of the SGB address students on the issues of discipline, for example, the carrying of dangerous weapons such as knives and the abuse of drugs and alcohol are not allowed at school. The students are allowed to discuss school rules and regulations and raise their views through their class teachers. A response from one student said:

> We are aware of the issues addressed by the SGBs and we are allowed to come up with suggestion of not coming to school with weapons. This has decreased the rate of pupils' fighting that was happening very often.[28]

The SGB attends to serious disciplinary problems and this saves time for the head teacher and teachers. However, there are those teachers that feel their teaching time is wasted. Sometimes the learners' parents may be invited to school to look into the learners' case if it is serious. In such cases, the SGB will make the final decision about the type of punishment the student should receive. However, confirmation of the SGB's decision is done by the head-teachers and other teachers.

When interviewed about the final decisions of the SGB the principal said:

> Some members of the SGBs might be naughty and lead you astray with their decisions, and later start laughing at you. So, teachers and principals have to weigh decisions and take what they think is best for the school as they are the ones responsible for the daily running of the school. The final blame is normally put on them if things go wrong. [29]

[28] Interviews with the student, school B, in the highlands, 18 June, 1999.

However, teachers confirm that expelling students from school does not solve problems; instead it creates more problems because that is what lazy students may enjoy. Sometimes students that are expelled become enemies of the school and the teachers. One parent interviewed also talked about how the school used to call the police for problems with students instead of calling parents:

> Now that we have elected our representatives in the school governance, it is high time that parents and teachers have to work hand in hand in moulding the child for the future not to treat them like criminals.[30]

From this point, one concluded that since these are church schools, they followed 'hard iron' mission rules which never gave people a chance to air their views. From the research findings the SGB has been trying to address students regularly on disciplinary issues so as to prevent expulsion of students or problems with the police or the broader community.

Parents from the school in the lowlands who are not members of the SGB are impressed by the way discipline cases are handled. There is no use of corporal punishment. However, one member of the SGB in the highlands suggested that the only way to deal with older male students who were not afraid of other forms of punishment, should be corporal punishment.

The research showed that as far as decision-making is concerned, the SGB is involved in a wide-range of activities though they are not sure the extent to which they are empowered. One parent puts it thus:

> Sometimes when a teacher goes to school drunk, and we want to bring him/ her to order, we are told that we do not have teacher a right to complain about a teacher whose salary is paid by the government. We can only talk about the teachers who are paid by the school.[31]

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[29] Interviews with the principal, school D, lowlands, 13 September, 1999.
[30] Interviews with the parent, school D, in the lowlands, 13 September, 1999.
[31] Interviews with parents' representative in the SGB, school B, in the highlands, 8 July, 1999.

This raises an important issue of the powers of SGBs. They cannot fire, hire or comment on the behaviour of about 90% of teachers because most teacher's salaries are paid by the government. As a result, they feel their power is of diminished. According to the manual for heads of secondary and high schools of Lesotho, one of the functions of the SGB is to make recommendations and give information to parents at the quarterly meetings. This is where the discussion of what can be done to improve the school is held. It has to be stated clearly to the stakeholders the extent to which they have a say in such meetings.

The school, like other organizations, cannot operate without funds. The research revealed that the main source of finance, in the selected schools, are school fees paid by parents. Some parents fail to pay, especially in the highlands where the majority of parents are unemployed. Sometimes donations from stakeholders and interested bodies in education are received. It is the responsibility of the SGB to inform the stakeholders about how their money is utilized.

The donations received and funds raised are kept in the school account. The SGB is responsible for planning how to utilize such money through the guidance of the head-teachers. The financial statement is to be presented by the head-teacher at the parents' meeting which has to be held twice a year. This is to ensure proper use of school funds. But none of the interviewed respondents of the schools covered by this study indicated that such meetings had been held regularly. The education inspectorate auditors visit the schools every year but the respondents in the highlands schools stated that the auditors visit the school only every two to three years.

The budget of schools and financial statements are drawn up by the principals and presented to the SGB to approve. The education inspectorate auditors could visit schools regularly where they could encourage principals to involve and encourage members of SGBs in this aspect. One teacher representative in the SGB suggests that members of SGBs must be involved in the initial drawing of the school budget:

> The annual financial report must be checked by the auditors before presented to the stakeholders so as to give the fair figures. [32]

It is important to bear in mind that there are only a few schools in the highlands and most people are not educated. Therefore, the elected members of SGBs may feel disempowered and isolated from formal participation in the school activities. Because of insufficient training and orientation of the members of SGBs, they are not sure of their decision-making powers or what rights they have in terms of school governance. Therefore, when financial and academic issues are discussed, they do not make much contribution. The members of SGBs rely on teachers and head-teachers who are familiar with school matters. It is essential to elect the members of SGB according to their abilities where possible and for them to be trained further. Training is essential for the members lest they act as "rubber stamps". One teacher of stated that:

> the elections of the SGB is very important and should be done carefully. Members should not be elected because of their possessions but of their skills. [33]

As one parent from the school in the highlands stressed, there are some issues in the roles assigned to parents, such as giving a 'helping hand' in addition to the paying of fees for school projects. Sometimes she felt reluctant to help in raising funds because there is no transparency on how the school funds are utilized. She asserted that:

> Even though the school is well resourced, it is vital that a parent gets a clear statement of how funds that are collected from school are being used. We pay school fees and support in raising funds, we need to know how it
> is used. [34]

Besides taking part in decision-making and the school's financial activities, the researcher discovered that there are a number of projects initiated and carried out by the

[32] Interviews with the teachers' representative, school A, highlands, 30 June 1999.
[33] Interviews with the teacher, school A, highlands, 10 June, 1999.
[34] Interviews with the teacher, school C, in the lowlands, 11 September, 1999.

members of the SGBs. To mention but a few, the ventilated pit-latrines, where local materials were used, construction of furrows to prevent soil erosion especially in the highlands and the use of the community cows and ploughs for turning soil.

6.4 Commitment of stakeholders

The interviewees gave the impression that members of SGBs do not have enough time to participate in the school activities due to other obligations, long distances to be traveled to schools and the lack of transport. One parent representative in the SGB who is working as a clerk in a shop, when asked about attendance of meetings said:

> My boss needs to be informed on time with a formal letter with the signature of the chairman and the secretary of the SGB. Then I can attend and join others in the SGBs' meetings and activities, but I will lose my salary for that period. [35]

This implies that even if the meetings are scheduled for week-ends or at night time, it has not been easy for members of SGBs to meet. Reasons were indicated in chapter four.

The study also revealed that some teachers are positive about SGBs as they will reduce their load of responsibilities, such as school maintenance and learners' discipline. It has been revealed by this study that the members of SGBs in schools A, B and D address the learners regularly on discipline issues and allow some learners' to attend disciplinary cases. Although the other teachers are positive towards the SGB's roles, some complained of the time they spent in meetings that may affect their work. When interviewed about the time spent for meetings, a teacher said:

> It is very unfair for the learners because some times we take their learning time for meetings or sometimes release them earlier. It takes us a long time to reach consensus with some members of

[35] Interviews with parents' representative, school C, in the lowlands, 11 September 1999.

> the governing bodies because of our different ideologies, so much that some members have to compromise. [36]

It is the responsibility of the government to make all stakeholders aware of their responsibilities in their schools so that when they are elected as members of governing bodies, they are dedicated and committed to their duties. As cited by Netshishive in the case of South Africa that:

> one of the goals of introducing democratic governing bodies is to make sure that stakeholders participate in the policy formulation process at local level. (Netshishive, 1999: 62)

It is the researcher's view that if stakeholders in Lesotho are made aware of their responsibilities at school, they will participate in educational matters actively.

The study further reveals that in Lesotho, the schools assume responsibility for paying transport costs for the members of SGBs when they go to meetings. Glatter posits that "to get school often requires time and expenses of travel" (Glatter, 1989: 196). This point is clearly indicated in this study that in Lesotho the schools pay transport and provide lunch for the members of the governing body in order to boost the morale of members of SGBs. But due to lack of resources, schools in the rural areas sometimes can not afford to provide the members of the SGB with food and transport. As a result, the time allocated for school activities by the members is not fully utilized.

Active participation and cooperation of different stakeholders promotes partnership in education. Schools in the rural areas are detrimentally affected by a lack of transport as compared to school in the lowlands where schools are not far from the community residence.

[36] Interviews with teachers, school C, lowlands, 11 September, 1999.

6.5 Conclusion

On the basis of what have been said by the interviewees in regard to the roles and functions of the SGBs and what has been observed being put into practice by the members of the members of the SGBs in the schools covered by the study; it is revealed that there is a contradiction between what is said and what they actually do. There are limitations in what they do due to various obstacles that are discussed in the previous chapters. This hinders active participation and full involvement of the members of the SGBs and other stakeholders in performing their roles.

CHAPTER SEVEN

CONCLUSION AND RECOMMENDATIONS

The government of Lesotho wanted democratic SGBs which involve different stakeholders. They felt that, because they provide schools with equipment and pay the salaries of most teachers, they wanted more community involvement. The objective of the government's move is to bring power to the people in order to encourage participation, cooperation and involvement of stakeholders in school governance. The study explored the development and implementation of SGBs in the highlands and lowlands. The main focus was on the powers and functions of SGBs in schools and the extent to which such powers are implemented. The composition of governing bodies and the exclusion of other stakeholders, such as learners, have been investigated.

The majority of those interviewed believed that the establishment of governing bodies in schools and the involvement of all stakeholders will enhance the participation of the local community especially parents and eliminate discrimination on the basis of religious denominations. As a result, the elected stakeholders will share responsibilities and the tasks of school governance and be accountable to other sectors, especially parents.

The newly established SGBs have increased the number of members who are democratically elected by stakeholders such as parents and teachers from zero to four members. It is clear that communities want to participate in the education of their children. Even though there are obstacles, such as a lack of transport, poor communication and long distances between schools, stakeholders take part in the elections, meetings, as well as school activities. However, it is revealed in this study that it is essential to encourage participation of stakeholders in school governance in order to succeed in democratizing schools. It is the researcher's views that if the community, especially parents, had no say or are denied their views and opinions in education, this will result in failure to meet the needs of the community.

SGBs are expected to deepen and encourage democracy in schools by involving the stakeholders in school governance. The study reveals that students are not included in the structure of the SGB. Students need the support and guidance of adults in developing skills in decision-making. Therefore, it would be of great importance to involve and include them in school governance, despite the reasons put forward for their exclusion.

This study further revealed that the establishment of SGBs by the government was meant to bring school governance to the community. But, certain powers, like control of finance and the school budget are still in the hands of the head teachers. The functions of SGBs are limited to the requirements set out in the manual for secondary and high schools. SGBs' powers over teachers are restricted to the teachers whose salaries are not paid by the government, which is a very small number of teachers in each school. Members of SGBs need training and guidance to attain relevant skills to execute their tasks.

Due to economic constraints and geographical conditions, members of SGBs from the schools that were covered by this study do not participate fully and actively in the school's activities. This study further revealed that the roles played by members of SGBs are limited. The roles and functions of SGBs listed in the Lesotho Education Act No. 10 of 1995/96 and the manual for heads of secondary and high schools of Lesotho differs from the practice.

The government should avoid introducing polices before familiarizing people with them. Familiarity will ensure the smooth implementation of policies. There should not be a rush in the preparation and introduction of any educational policy because this may affect their implementation. People for whom the policy is aimed, may be unable to implement it if they do not know what it is about. A lack of training of members of SGBs hinders active participation and involvement of other stakeholders in school activities.

Recommendations

The study recommends that members of SGBs should be trained for the role they are expected to play. The training may enlighten every member of the SGB to be aware of his/her respective role and as such may avoid interference with the duties and area of responsibilities of others, e.g. school management teams.

There are no clear decision-making guidelines for SGBs especially for secondary and high school in Lesotho. This is one of the weaknesses of the Lesotho Educational Act No.10 1995, which introduces the concept of the SGBs in all the schools in Lesotho. As a result, it is very difficult for the Act to be implemented effectively. Sehoole (1999) argues that *"every navigator needs a compass"*. Therefore, the campaign that was carried out in Lesotho for the training of SGBs at primary schools should be carried out at the same time for the high schools. SGBs are supposed to help and support the principals, teachers and other staff members in school, in the performance of their professional functions.

The study has revealed that adults are less willing to accommodate students in SGBs, especially when dealing with matters that affect the school authorities and teachers. It is the researcher's point of view that learners should be included in SGBs because they are future leaders. As such they need guidance from adults and training at the initial stages of their learning.

Community resources need to be developed and utilized by the schools because schools cannot operate in isolation from the community they serve.

The head-teacher should plan the budget and financial statement with the SGB and the financial records should be checked together so as to avoid discrepancies. There is a need for regular communication between the SGB, parents, teachers and students.

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APPENDIX I

INTERVIEW SCHEDULE FOR PARENTS:

DO NOT WRITE YOUR NAME.

Please supply answers where required.

- Gender? Male or female?

1. Where do you work?

.....

2. How long have you been working?

.....

3. What level of education have you attained?

.....

4. Are you a member of the SGB?

.....

5. If yes, what position do you hold in the SGB?

.....

6. Are you satisfied with the number of parents in the SGB? If yes or no, state your reasons?

.....

.....

7. Should parents be represented in the SGB? State why?

.....

.....

8. How often does the SGB meet? On which days of the week do they meet?

.....

.....

9. What should do you think about the commitment of the members of SGB?

.....

.....

10. Should students be represented in the SGB? State why?

.....

.....

11. In your opinion, are there any issues that students should not be involved? Explain.

.....

.....

12. State some of the activities of the SGBs.

.....

.....

13. Do you think the role-played by the SGBs make them even more committed to the cause of the school? Why?

.....

.....

14. What role has the district education officer play in supporting SGBs?

.....

.....

15. Do the SGBs have say on teachers' employment, suspension and expulsion? State briefly.

.....

16. Who makes the major and final decisions in the meeting of the SGBs? Why?

.....

17. Have there been changes and improvement in your school since the establishment of the SGB? State.

.....

.....

18. Should the chief be the member of the SGB? Explain.

.....

19. Suggest the factors that you think can strengthen and sustain the SGB.

.....

.....

APPENDIX II

INTERVIEW SCHEDULE FOR HEADTEACHERS:

DO NOT WRITE YOUR NAME

Please supply answers where required.

Gender? Male or Female ?

1. For how long have you been in this position, (principal)?
2. What are your qualifications?
3. How old are you?

   20-29

   30-39

   40-49

   50-59

4. What role does the SGB play in your school?

.....

.....

5. do the SGBs have constitution?
6. In what areas is the SGB involved? State.

.....

.....

7. In the past three years, is there any project implemented? In what way was the SGB involved in this venture ?

.....

.....

8.Should students be represented in the SGB? Why?

.....

9. Are there any issues that students should not be involved, in your opinion? Explain.

.....

.....

10. Do you see the SGB being efficient in improving the school? Explain.

.....

.....

11.Should parents be represented in the SGBs? State why?

.....

.....

12. What criteria are used for electing members of the SGBs?

.....

Do you consider?

a) The type of job the person is doing?

b) Educational standards?

c) Financial or management expertise?

13. Can you give the number of males and females in the SGB?

.....

14. Is the number of parents in the SGB enough? If yes/no why?

.....

.....

15. Has the SGB received any training since it was established? If yes, who organized the training? How effective the training has been?

.....

....

16. Do you think the training is essential for the SGB? Why?

.....

17. If any training was provided, how useful has it been in improving the management skills of the SGB?

.....

.....

18. Have there been changes and improvement in your school since the establishment of the SGB? Explain.

19. Is the SGB involved in the process of employing new teachers? Why?

.....

.....

20. Should the chief be the member of the SGB? Explain briefly.

.....

.....

21. How often does the SGB meet? On which days of the week?

.....

.....

22. Are these meetings not contracting with other personal and employment or job commitment of the SGB's members? Explain.

.....

23. Do the SGB's activities have to be reported? To whom? Why?

.....

24. Suggest factors that may strengthen the SGB.

.....

.....

APPENDIX III

INTERVIEW SCHEDULE FOR THE CHIEF:

1. How old are you?

.....

2. What level of education have you attained?

.....

3. What role do you play in SGB?

.....

4. Should parents be represented in the SGB? State why?

.....

.....

5. How often does the SGB meet?

.....

6.On which days of the week do the members of the SGB meet?

.....

7. Are these meetings not contradicting with your other personal and employment or job commitment? Explain.

.....

8. State some of the activities of the SGB.

.....

.....

9. Have there been changes and improvement since the establishment of the SGB? Specify.

.....

!0. Do the SGBs' activities have to be reported? To whom? Why?

.....

11. Should students be represented in the SGB? Why?

.....

.....

12. Are there some issues that students should not be involved? Explain.

.....

.....

13. Suggest the factors that you think can strengthen and sustain the SGB.

APPENDIX IV

INTERVEIW SCHEDULE FOR TEACHERS:

DO NOT WRITE YOUR NAME:

1. Gender? Male or Female ?
2. For how long have you been teaching?

.....

3. What qualifications do you hold?

.....

4. How old are you?

   20-29

   30-39

   40-49

   50-59

   60+

5. Are you a member of SGB?

.....

6. Are teachers represented in the SGB?

.....

7. Should teachers be represented in the SGB? What benefits of being represented in the SGB?

.....

.....

8. State and comment on some of the activities and roles of the SGB.

.....

.....

9. Should the chief be the member of the SGB? Why?

.....

.....

10. How often do the SGB's members meet? On which days of the week?

.....

.....

11. Are these meetings not contradicting with other personal and employment or job commitment of SGB's members? Explain?

.....

.....

12. What support would you think would be useful for the SGB?

.....

....

13.Do you think students ..d be involved in the SGB? If yes/no, why?

.....

.....

14. Are there any issues that students should not be involved? Explain.

.....

.....

15. State the roles played by the SGB's and comment on that.

.....

16. Do you think the SGB brings any change and improvement in your school? If yes, in which areas and in what ways? Give example.

....

.....

17. Do the SGB's activities have to be reported? When? To whom? Why?

....

.....

18. Should parents be represented in the SGB? State why?

.....

.....

19. Suggest the factors that may strengthen the SGB.

.....

....

APPENDIX V

INTERVIEW SCHEDULE FOR STUDENTS:

DO NOT WRITE YOUR NAME.

- GENDER? Male or Female?

1. In which class are you?

.....

2. How old are you?

.....

3. Are the students aware of the existence of the SGB in your school? How do you know?.....

.....

4. Do you support the existence of the SGB in your school?
5. How does the SGB help you as students?

.....

.....

6. Do you think students should be represented in the SGB as stakeholders? If yes/no, Explain briefly why?

.....

.....

.....

7. Are there any issues that students should not be involved in your opinion? Explain?

.....

.....

8. Is the SGB improving your link with the teachers and the community?
   - In what ways?
   - In what areas?

.....

.....

9. Should the chief be a member of the SGB? If yes /no, why?

.....

.....

10. Should parents be involved in the SGB? Why?

.....

.....

11. Suggest factors that may strengthen the SGB.

APPENDIX VI

INTERVEIW SCHEDULE FOR EDUCATION DISTRICT OFFICER AND DISTICT RESOURCE TEACHERS:

DO NOT WRITE YOUR NAME

1. Gender? A) Female B) Male

.....

2. Are students included in the SGB's structures? If yes or no, why?

.....

.....

3. Should students be included in the SGB? Why?

.....

.....

4. In your opinion, are there any issues that students should not be involved? Explain.

.....

.....

5. Do you think the SGB brings changes and improvement in schools? If yes, in which areas and in what ways?

.....

.....

6. What role do you play in supporting the SGBs in the district?

.....

.....

7. Are the SGBs Provided with a clear description of different responsibilities that they have to carry out? Give details.
8. State the programs and activities of the SGBs.

.....

.....

9. What can you say as far as training for the SGBs is concerned? Has there been any training course or workshop organized for the SGBs' members? Who organize it?

.....

.....

10. What a sort of expectations do you have as far as the SGBs are concerned?

.....

.....

11. Who should the SGB be accountable for? Why?

.....

.....

12. What do you expect from the SGB in terms of report?

.....

.....

13. Should parents be represented in the SGB? Please, state why?

.....

.....

14. How many members of the SGBs are appointed and how many are elected? Why?

.....

.....

15. Should the chief be the member of the SGB? Explain why?

.....

16. Suggest factors that may strengthen the SGB.

.....

.....

APPENDIX VII

INTERVIEW SCHEDULE FOR THE PROPORIETOR'S NOMINEE:

DO NOT WRITE YOUR NAME

1. Gender? Male Or Female

2. What level of education have you attained?

.....

3. Where do you work?

.....

4. How long have you been working?

.....

5. What position do you hold in the SGB and what role do you play?

.....

.....

6.Should parents be represented in the SGBs? State why?

.....

.....

7.What can you say about the SGB's involvement in school governance? (i.e how is the SGB involved? In which areas?)

.....

8.Should the students be resented in the SGB? Explain why?

.....

.....

9.In your opinion, are there issues that students should not be involved? Explain.

.....

10.Does the SGB have a constitution?

.....

11.Have there been changes or been improvement in the school since the establishment of the SGB? Explain.

.....

.....

12.What is your role in the SGB as a nominee? Explain.

.....

.....

13.Have you experienced any problem with other members of the SGB? Explain.

.....

.....

14. Suggest factors that may strengthen the SGP

.....

.....

Author Matalasi J M
Name of thesis The Role Of The School Governing Bodies In Lesotho: A Case Study Of Four High Schools Matalasi J M 2000

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