

AN ANALYTICAL STUDY OF GOVERNANCE STRATEGIES AT SECONDARY SCHOOL LEVEL IN PAKISTAN

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ABSTRACT

This article analyzes and assesses the current status of governance strategies at secondary school level and examines emerging trends. While we commonly accept that the purpose of schools properly focuses on teaching and learning, the focus of control over these functions has traditionally resided far from the school-site level of the professionals.

This study examines the way teachers and principals in a representative sample. The degree of competition among professions is affected by the nature of institutional and occupational differentiation and by particular cultural and historical forces in different societies. Teachers and administrators typically adhere to divergent views of governance. Others argue that conflict between administrators and teachers is not inevitable, and Accountability provides the school with an opportunity to collect information about its performance and enter into a debate with its community about the results of its exercise.

show institutional variation in the degree of conflict between the perceptions and preferences of teachers and principals in secondary school. Governance of schools is becoming an increasingly important issue, as educators begin to realize how crucial it is to empower the participants in any educational process. Schools must use the knowledge, skills and experience of parents to improve or maintain standards through PTA/SMC.. The standards of quality will be determined by the quality of the accountability system...

Good governance, corporate governance, decentralization, accountability, Democratic government, School governance, Monitoring. PTA/SMC, SBM

INTRODUCTION

Good governance symbolizes the paradigm shift of the role in government. (Oxford University Press, (1995,) defines governance as: "the sum of the many ways individuals and institutions: public and private, manage their common affairs". "Good governance is perhaps the single most important factor in eradicating poverty and promoting development." (UN Secretary-General Kofi Annan)says a process, governance may operate in an organization of any size: from a single human being to all of humanity; It may function for any purpose, good or evil, for profit or not. A reasonable or rational purpose of governance might aim to assure, (sometimes on behalf of others) that an organization produces a worthwhile pattern of good results while avoiding an undesirable pattern of bad circumstances. It is the process through which communities make important decisions, set priorities, solve their problems, and render account. (United Way Research Services, 1993.) A clear distinction between the concepts of governance and of politics. Politics involves processes by which a group of people with initially divergent opinions or interests reach collective decisions generally regarded as binding on the group, and enforced as common policy. Governance, on the other hand, conveys the administrative and process-oriented elements of governing rather than its antagonistic ones. Politics provides a means by which the governance process operates. For example, people may choose expectations by way of political activity; they may grant power through political action, and they may judge performance through political behavior.

School governance is a government for the school. The school government is like the government of Pakistan, except it is modified for the school's needs. It includes all the principles, models, and practices that enable a school to be effective and direct the workings of the schools within its boundaries. It should focus on defining the vision and strategic objectives for the District, with actual implementation of those strategies reserved to the Principals of local schools.

School governance is complicated by the fact that under the Brown Act schools boards must operate under the public eye. Parents are rightfully concerned about the direction and operation of the schools where their children attend, and the public is quite uneven in its understanding of the mechanisms of effective governance.

There are five types of governance Global governance, corporate governance, Project governance, Information technology governance, Participatory Governance Participatory Governance focuses on deepening democratic engagement through the participation of citizens in the processes of governance with the state. The idea is that citizens should play a more direct role in public decision-making or at least engage more deeply with political issues. Government officials should also be responsive to this kind of engagement. In practice, Participatory Governance can supplement the roles of citizens as voters or as watchdogs through more direct forms of involvement.

Corporate governance consists of the set of processes, customs, policies, laws and institutions affecting the way people direct administer or control a corporation. Corporate governance also includes the relationships among the many players involved (the stakeholders) and the corporate goals. The principal players include the shareholders, management, and the board of directors. Other stakeholders include employees, suppliers, customers, banks and other lenders, regulators, the environment and the community at large.

The first documented use of the word "corporate governance" is by Richard Eells (1960, p. 108) to denote "the structure and functioning of the corporate polity". The "corporate government" concept itself is older and was already used in finance textbooks at the beginning of the 20th century (Becht, Bolton, and Röell 2004). These origins support a multiple constituency (stakeholder) definition of corporate governance.

Followings are the core characteristics of good governance.

- 1) Participation
- 2) Rule of law
- 3) Transparency
- 4) Responsiveness
- 5) Consensus orientation
- 6) Equity
- 7) Effectiveness and efficiency
- 8) Accountability
- 9) Strategic vision¹²

Core Characteristics of Good Governance

- 1) **Participation** -All men and women should have a voice in decision-making, either

directly or through legitimate intermediate institutions that represents their interests. Such Broad participation is built on freedom of association and speech, as well as capacities to participate constructively

2) **Rule of law** - Legal frameworks should be fair and enforced impartially, particularly the laws on human rights

3) **Transparency** - Transparency is built on the free flow of information. Processes, Institutions and information are directly accessible to those concerned with them, and enough information is provided to understand and monitor them

4) **Responsiveness** - Institutions and processes try to serve all stakeholders

5) **Consensus orientation** - Good governance mediates differing interests to reach a broad consensus on what is in the best interest of the group and, where possible, on policies and procedures

6) **Equity** - All men and women have opportunities to improve or maintain their wellbeing

7) **Effectiveness and efficiency** - Processes and institutions produce results that meet needs while making the best use of resources

8) **Accountability** - Decision-makers in government, the private sector and civil society organisations are accountable to the public, as well as to institutional stakeholders. This accountability differs depending on the organisation and whether the decision is internal or external to an organisation

9) **Strategic vision** - Leaders and the public have a broad and long-term perspective on good governance and human development, along with a sense of what is needed for such development. There is also an understanding of the historical, cultural and social complexities in which that perspective is grounded.

DEMOCRATIC GOVERNMENT AND PROCESSES

A truly democratic government cannot exist unless individuals have guaranteed civil and political rights. This means they can freely express their views without fear of being arrested, tortured or discriminated against.

Effective public sector institutions

These institutions are developed through good government policy but they cannot be administered effectively unless the staff has access to economic human rights, such as adequate pay. Adequate pay enables people to support themselves properly and reduces corruption. This improves governance.

The primacy of the rule of law and an impartial and effective legal system.

The primacy of the rule of law and an impartial legal system protects the civil rights of all people in relation to their property, personal security and liberty. The legal and judicial system should be independent of the government so that it can serve the interests of its citizens rather than a particular political party. In this way it protects the civil rights of its citizens against a predatory state.

A strong civil society

Civil society is about people contributing to the governing of their country through their participation in the community. It is difficult to participate if you are poor, unemployed, hungry, homeless and uneducated. People who live under these conditions are being denied their economic, social and cultural rights. Good governance cannot truly occur until these rights are guaranteed by a government willing to take responsibility for the social security of its people.

A high priority on investing in people

Investing in people means creating a skilled workforce. This cannot occur unless basic economic and social human rights are met including the right to adequate education, health services, food, and shelter.

Careful management of the national economy

A government, which does not manage its economy well, will not have enough resources to guarantee basic human rights. However, if these rights are not met it is difficult to create the accountable and transparent institutions so vital to good governance and to sustainable development.

SCHOOL GOVERNANCE

Governance of schools is becoming an increasingly important issue, as educators begin to realize how crucial it is to empower the participants in any educational process. There are currently many hundreds of schools in the United States and other countries, both private and public,

which operate with varying degrees of student self-government. These take a variety of forms, including democratic vote by students and teachers, a majority vote, or consensus by students and teachers. *By Jerry Mintz*, Potgieter, Visser, Vander Bank, Mothata and Squelch (1997:11) regard school governance as an act of determining policy and rules by which a school is to be organized and controlled. It includes ensuring that such rules and policies are carried out effectively in term of the law and the budget of the school. The Auditor-General (1988:B2) defines governance as the exercising of power of the management of resources. It involves the nature and extent of authority, as well as the control and incentives applied to deploy human and economic resource for the well-being of an organization. Buckland & Hofmeyr (1993:30) define governance as: Not simply the system of administration and control of education in a country, but the whole process by which education policies are formulated, adopted, implemented and monitored.

Governance is an issue not only at the national level, but also at every level of the system down to the individual school. Because it is centrally concerned with the distribution of power, it is often summed up to be the question: who decides Governance is widely agreed to be concerned with the formulation and adoption of policy and management for the day-to-day delivery of education. Generally, stakeholder groupings should be involved when policy matters are decided, while day-to-day decision about administration and organization and activities that support teaching and learning in the school should be in the domain of the professional staff. However, stakeholders should have the right to comment on and make suggestions with regard to such decisions (Department of Education, (1995:32).

ANALYSES OF COMPETITION AMONG ADMINISTRATORS AND TEACHERS AND THEIR PERSPECTIVES ABOUT DECENTRALIZATION IN PAKISTAN

District Governments have been created across urban and rural areas under the devolution plan for addressing governance and service delivery. A key strategy for meeting the goals of EFA and ESR is decentralized approach to decision making, closest to where the problems may emerge. Education up to higher secondary level has been devolved/ decentralized to the districts with

Executive District Officers (EDOs) Education and Literacy to manage comprehensive education planning and implementation at the district level. The ethos of ESR as well as the Local Government Plan is formal institutional links with the community and public private partnerships to meet development needs. Effective decentralization in education requires both macro and micro-level planning to ensure that education facilities work optimally for the benefit of the citizens and to ensure Education For All. Diversity, efficiency, equity and lower costs can only be achieved if people managing the system have the right capabilities. There is a valid concern that localities may not have the skills and technical resources to perform the newly decentralized tasks. However, this is only a short-term problem of the transition phase under devolution. The federal and provincial governments will support the process over a medium to long-term period, at the district level by providing them with opportunities for capacity building to perform the decentralized tasks.

OVERALL OBJECTIVE

To built capacity of districts to undertake governance in education through effective decentralization in planning, management and implementation. Meeting the Learning Needs of All. Whilst the provinces will work out their initial plans for decentralization,

Each district would require technical support for capacity building in a variety of areas to ensure best planning, management and implementation systems for education. Recognizing the urgency of addressing this critical area the Ministry of Education with the support of the Multi-donor Support Unit (MSU) of SAP initiated a series of six workshops at the provincial and federal level to identify future organization structure, administrative arrangements aligned to devolution and ESR/EFA. A key objective was to estimate capacity building needs as well as areas of technical assistance to carry forward

the agenda of establishing the proposed local government which would lead to good governance in education. It was envisaged that once these needs have been identified by the provincial and district teams, innovative ways and means could be adopted to address them. These could be in the form of innovative Block Grants, through Federal Transfers to lead districts who are keen to mobilize additional resources for better people-centered planning.

In the decentralized workshops from February 2001 to June 2001 several key areas were debated by the provincial and district participants with respect to devolution and implications for decentralization in Education. These areas pertained to:

i. Development of Framework for District Based Planning, Management, Supervision and Monitoring in Education Sector. ii. Good Governance. iii. Community Mobilization and Participation. iv. Capacity Building and Technical Assistance Needs. Capacity building needs identified for technical assistance are all related to Human Resource Development. The list is a comprehensive one and includes: In-service training with specific reference to curriculum management, assessment and delivery, needs assessment for district development plans, management/administration, Information Technology for MIS, Geographical Information Systems (GIS) for information based planning, school Clustering, decentralized training mechanisms such as mobile training, financial management, budgeting, resource mobilization, head teachers training for school based management, community mobilization skills and SMC/School Council/PTA training, public accountability and monitoring processes; dealings with Nazism and new district personnel and departments, etc. These needs were categorized under various target groups such as: District Managers/Supervisors, teachers, head teachers and community/elected members/NGOs/social workers. The stakeholders further specified needs as Short term and Long term. In each province, capacity building or potential agencies with technical expertise for extending training as well as agencies for extending resources for undertaking this on-going exercise were listed. Key district level institutions such as PITES, RITES, other training institutes, PTAs/SMCs, DEMIS cells, local CSOs, district governments, elected councils etc. need strengthening of their capacities, and efforts will be initiated in this regard. Ministry of Education has launched a programme in collaboration with UNESCO for Capacity Building of provinces and districts in EFA planning, monitoring and evaluation. Under this programme Executive District Officers Education (EDOs Education) and Executive District Officers Literacy (EDOs Literacy), District Education Officers, NGOs, private sector and other concerned in a district are development especially for EFA and ESR. A series of workshops have been planned for the purpose. The first phase of orientation and training of provincial EFA forums and technical groups has already been completed.

- EFA Units at national, provincial and district levels have been set up and being strengthened with necessary facilities, services and equipment.

- National Reconstruction Bureau (NRB) has also launched an extensive programme of capacity building of districts under the Devolution/Decentralization Plan.

- Ministry of Education will continue to provide both financial and technical support to provinces for capacity building opportunities. The ESR's innovative programmed of Good Governance and Decentralization supporting UPE/ being imparted training to build their planning and management capacity for educational EFA, straddles both access and quality. It relates to issues of governance, systems, procedures and outcomes. This innovative programmed, initially budgeted for five districts per province, may be developed as per needs of the provinces and districts. The main actions planned under the subject programmes are as follows: -

The Provincial Departments of Education would identify lead districts in the devolution/decentralization exercise that have expressed a need for undertaking capacity building initiatives and invite proposals for capacity building. The provincial offices would create mechanisms for extending block grants to the districts for capacity building to implement proposals of the districts. MSU and other agencies would be requested by the MoE to provide Technical Assistance to this exercise for a medium term. An early assessment would be made by the provincial team in collaboration with the district education offices of their plans aimed at implementation of decentralization and bottlenecks. A committee would be set up with provincial (government and professional) and federal MoE representatives to vet proposals received from the districts. Selections will be made and resources transferred to the province for onward disbursement to the districts. Implementation would begin in the districts. A monitoring mechanism would be developed at the district and provincial level to track activities and impact of this grant. Early results from this programme would become a basis for advanced planning and budgeting within the ADP for other districts. Proper pre- and post documentation be undertaken for disseminating results and also influencing policy directions.

This paper argues that discussions of conflicts between school administrators and teachers over governance fail to consider adequately the institutional contexts that affect views on governance. In addition, most current discussions of governance controversies treat teaching and administration as homogeneous professions and overlook important subgroup differences. One of the reasons why current discussion may miss institutional effects and internal occupational divergence is that studies have focused almost exclusively on the American experience. This study examines the way teachers and principals in Pakistan view current and preferred forms of

school governance over school curricula in the wake of a decade-and-a-half of decentralization reforms.

School Based Governance/Management (SBM) aims to devolve more responsibilities to schools and provide them with enhanced flexibility and autonomy in managing their own operation and resources and planning for school development, with increased accountability at the same time. Through SBM, schools will develop a management system to ensure the quality of learning and teaching. Hence, SBM is a management framework which is school-based, student-centered and quality-focused. The underlying principles of SBM are two-fold. Firstly, SBM seeks to provide schools with enhanced flexibility and autonomy in managing their own operation and resources according to the needs of their students. Secondly, it seeks to enhance the transparency and accountability in the use of public funds and school operations by providing a participatory decision-making mechanism where all key stakeholders are involved. . Parents Teacher Associations (PTAs) have been established in almost all schools. The system is yet to get foothold in the rigid socio-cultural environment. In some districts the funds channeled through PTAs are misused, especially primary level, where the land donors/ Chowkidars, become chairmen of the PTAs and misappropriate the PTA funds (in the remote districts. However the situation is quite encouraging in many districts. In some the chairmen are formally elected and the PTAs are quite effective in school management. Reforms are required in the structure, formulation process, working & composition of PTAs. The format is being revised and composition broadened, by including parents (excluding land donors/Chowkidars), elected representatives/Union Nazims, Pesh-Imams and increase in number of teachers. The school budget is considered to be increased commensurate with genuine needs and should be utilized entirely through PTAs; setting priorities for individual schools and should be exempted from pre-audit. . Under the LGO 2001, Education is the devolved function to districts. But salary budget and block provision of budget for centralized purchase of major items like furniture, laboratory equipment etc; is in the control of Provincial Government, which is about 99% of the total allocation for education sector. The non-salary budget as the quality of school education has direct impacts on students' learning outcomes; the quid-pro-quo to additional autonomy is that schools have to be more transparent in their operations and accountable to the community for their performance and the proper use of funds. Hence the government supports a participatory governance framework involving principals, teachers, parents, alumni and independent community members. The direct

participation of these key stakeholders in school decision-making would be proponent to enhance the transparency and accountability of the school governance and the key stakeholders can contribute their views and expertise for the betterment of the school. SBM leads to Change in school working culture, Classroom practices, Student achievements, Sense of responsibility & accountability, Stronger professional community, Increased learning.

Political interference, polarization between provincial and district governments, resource constraints, corruption, weak monitoring system, politically motivated postings against administrative positions, lack of accountability, non-merit based induction, lack of continuous capacity building, lack of scientific human resource management, rigid staffing patterns, rigid resources allocation patterns, lack of administrative & financial skills, joint administrative & teaching cadres, complex accounting and audit procedures, weak examination system, vulnerable to unfair means, illiterate parents, wide ranging poverty are some of the key factors affecting the education system in the Province in general and quality of education in particular. Presently schools management (principal/head teachers) and staff are subjected to many rival factors. Teachers have no say in the school's administrative & financial affairs. Nominal funds are provided through PTA. The rest is centralized. Teachers are not getting any budget for traveling allowance & medical charges. No other incentive. Resultantly they adopt other unfair means, by joining the so called teachers' associations, examination duties & private tuitions etc. Nominal funds are provided for operational budget of a school. The financial and management control is supra centric under the district offices. Teachers suffer at the hands of clerical staff in the district offices. They can't clear their bills without paying many visits to the district and accounts offices. The audit department is a nightmare for teachers. They pay several visits to these offices for their pay fixation in case of revision or change in their salary. They work in un-conducive working environment.

The PTAs established in the schools are confronted with plethora of problems. Nominal amount of funds is provided through the PTAs, subjected to stringent pre-audit procedures and policing through various anti corruption agencies. Funds are provided at uniform rate on per room basis, irrespective of enrollment, in the schools. High Schools are getting Rs. 350 per class room vis-à-vis Rs. 1750 per room by primary schools. In some remote districts, the Chowkidars and their relatives are misusing the PTA funds. Funds are usually released in June, which ought to be utilized under a tight schedule, prone to audit mishaps. The funds could be used for specific

prescribed items, contrary to local priorities/rigid choice of utilization. There is lack of capacity about financial and accounts matters. In some districts, fake enrollment is reported for getting PTA funds and teachers' salary. The monitoring system is very weak.

Implementation of SBM, includes the streamlining of administrative procedures and the devolution of more responsibilities to schools in personnel management, financial matters and the design and delivery of curriculum. All these measures are to create more room for schools to develop quality education with their own characteristics and provide schools with more flexibility in the use of public funds. SBM have the best information about resource availability, financial & human resource management, and teachers & students management. SBM is; More democratic, More relevant, Less bureaucratic, Stronger in accountability, Effective in resource mobilization .

Schools & Literacy Department is actively working on a set of reforms in the financial & budget arena. The reforms are focused on increase in the need based operational budget, empowerment of PTAs/SBM, amendments in the rules governing empowerment of PTAs/SBM, amendments in the rules governing financial utilization through PTAs, transfer of administrative and financial control to districts as per LGO, empowerment of SBM, transparency in use of funds, effective monitoring, improvement in quality of teaching and learning and character building. For the first time school/DDO wise budget is being prepared for all the 1549 male & female high & higher secondary schools for the ensuing financial year 2006-07. It will empower the schools and reduce their dependency on district/provincial offices. Reportedly government of Punjab is also working on the same lines as NWFP and has increased the budget of schools especially operational budget and has placed all the funds at the disposal of PTAs and has exempted PTAs from pre audit. NWFP is planning a step ahead by broadening composition of the PTAs, by making its operations more transparent, expanding scope of procurement through PTAs, allowing re-appropriations, exemption from sales and income taxes, devising a computerized monitoring and surveillance system. The World Bank has also included increase in the non-salary budget during 2006-07 as Trigger for DPC-II.

A mechanism is being devised, allowing schools to arrange substitutes of teachers teaching critical subjects at local level. The Principals are being empowered to make appointments against leave vacancies/vacancies arising due to retirement/transfer of teachers. The Principals would play the role of a leader, supportive and collegial for staff. Staff adjustment is being made

flexible to address local needs. Capacity building would be a continuous process. The role of PITE and RITEs is being strengthened, the work load of district/sub divisional offices will be assessed in the post devolution scenario and positions rationalized as per requirements. Typical clerical positions will be exchanged with computer oriented clerical positions.

Through SBM, schools will have more autonomy and assume greater responsibility to develop an environment that facilitates continuous school improvement and put in place a self-evaluation mechanism to assure the quality of learning and teaching. SBM aims to enhance the standards of teaching and promote reforms in school-based curriculum so as to improve students' learning outcomes. The ultimate aim of SBM is to improve the standards of teaching and students' learning outcomes through the concerted efforts of the key stakeholders, the leadership and commitment of frontline educators and the support of the government. The implementation of SBM will enable the education system to cope with global developments, contribute to the personal growth of students, build a competent workforce to sustain the social, economic and cultural development and further enhance their competitiveness internationally.

The proposed composite set of reforms will empower the school management on the one hand, and bring the performance of the public sector schools network into lime light, realizing the political clout the consequences of their interference. The system will bring behavioral change towards public funds and sense of responsibility. SBM will link empowerment with responsibility and accountability as its by-product.

SBM involves certain risks and reservations. It increases the managerial role of principals' detriment to their role of pedagogical leaders. It is assumed that principals and teachers are always willing to undertake reforms. Principals/leaders should be supportive & collegial, willing to negotiate and bring all teachers on board. By putting the school budget in hands of community gains little sympathy among school staff. It can create conflicts between teachers and principals about use of funds and performance evaluation. It would be a difficult decision for political elements to reduce their interference. Inconsistency in policies, political instability, resource constraints, and weak managerial capacity are contra to the proposed system

ACCOUNTABILITY

Beckmann (2000:8) points out accountability follow the exercise of power, use of resources and implementation of policy. Accountability is inextricably linked to democratic management and other related concepts such as participation, decentralization, empowerment and transparency. The demands of both democracy and efficiency require

Some form of accountability in the school.Schedler (in Schelder, Diamond & Platter, 1999:13-17) unraveled the concept of accountability and finds that it expresses the continuing concern for checks, oversight, surveillance and institutional constraints on the exercise of power. The semantic root of "accountability" implies three ways of controlling the use of political and other powers by managers:

- Enforcement, monitoring; and Answerability.

Accountability carries the connotations of power being exerted over individuals by quality control officers. According to Sagor (1996: viii), accountability is defined as professional work is determined by:

- Knowledge of those principles, theories, and factors that under gird appropriate decisions about which procedures should be employed — and knowledge of the procedures themselves.
- A commitment to do what is best for the client, not what is easiest or most expedient.

It is apparent that accountability involves reporting to other people voluntarily or compulsorily. It includes having a conscience or a moral responsibility about what one is doing. Lello (1993:1) argues that accountability entails being answerable to other stakeholders both junior and senior to one. It implies an interdependence of decisions

According to particular contexts (Fryer & Lovas, 1990:38). These postulations seem to concur with Wagner's (1989:1-12) definition of accountability which is derived from the adjective accountable and implies an obligation to give account. Giving account involves reporting and explaining or justifying the occurrence of education activities. It appears that the element of answerability creeps in and thereby invokes different types and forms of accountability as indicated by Schedler (1999:13) The notion of accountability conjures up power struggles that plague schools. Where decisions were taken by the principal alone in the past, it is no longer possible. Principals may no longer be able to take decisions unilaterally because parents now have more power within the school and especially within the school governing body. Hence the title of the article integrates accountability within the school governance. The problem of power relations is outlined later, and what follows now is the definition of school governance.

MONITORING

It has been mentioned earlier that accountability does not mean policing and that accountability is a process that is inextricably linked to control. Control is a management task which requires information and justification of attempts to shed light on what happens in the decision making process and use of power one has over other stakeholders (Beckmann, 2000:16). Monitoring refers to the exercising of power in a transparent way. Monitoring involves who should be accountable to whom and about what? The answers to this question will reflect the overall management approach in a school. For instance, if the school is democratic — where all stakeholders are seen to be important participants in the governance of the school, then all concerned need to account for their involvement in this process. In this case, it will not be the sole responsibility of the principal nor the school governing body alone, all are accountable. Hence the way in which accountability is executed will indicate what type of management approach is used (Davidoff & Lazarus, 1997:95). A top-down management approach would involve a system of accountability which puts the individual employee at the top on the Receiving-end. A bottom up management approach would also be like the problem of blaming others. Monitoring should be sideways and up-and-down. All role players must account for their actions to the bodies that represent all of these role-players. For example, the principal should be accountable to the Department, to the school governing body, to the teachers, to parents and students. By the same token, the school governing should be accountable to these stakeholders (Lello, 1993:1).

When considering the earlier reference to the South African Schools Act, 1996, it can be stated that professional management and school governance get in accountability. It means that parents should have access to professional management and professional managers should be accountable for their role in the governance of schools. The onus for monitoring should be to recognize the powers and limits of each office. This can be done by defining duties and responsibilities of participating structures for decision-making, policy formation and evaluation. Within the structures, status differentials can be minimized and structures can be encouraged to contribute according to their experience and skill (Day *et al.*, 1987:150). The accrual of harmony depends on whether the parent section of the school governing body is able to function

efficiently and effectively. In addition to the r functions spelt out in the South African Schools Act, 1996, sections 20 and 21 the school governing bodies, as stewards of public resources, should, according to the auditor-general (1998:B2).

- have the knowledge, ability and commitment to fulfill their responsibilities;
- understand their purpose and value the interest of other stakeholders;
- understand the objectives and strategies of the institutions they govern;
- have knowledge of and access to information required to exercise their responsibilities;
- ensure that the institution's objectives are met and that performance is satisfactory; and
- fulfill accountability obligations to those whose interests they represent,

By reporting periodically on their institution's performance. According to the Department of Education (1997:19) monitoring is a joint process of accountability in which all members of the governing body have an equal right to participate and give their opinion. It must be noted that although power plays an important part in organizational activity, not all decisions and actions within an organisation involve power to the same extent, nor are conflicts of power equally common in every organisation. According to Pfeffer (1992:38) power is used more frequently under conditions of moderate interdependence. With little or no interdependence there is little or no need to develop power or exercise influence. By the same token, when the SGB and the management team work together, interdependence is enhanced thereby nurturing the organization's growth through sheer mutualism. It means that one's perceptions of outcomes of management activity are superseded by group interdependence where one actor does not entirely control all of the conditions necessary for the achievement of the goal of education. The essence of interdependence in accountability lies in obtaining the assistance of others in order to accomplish the goal of education. This requires the ability to develop power and capacity to influence those whom will depend on the SGB. The success of joint decision-making requires the understanding of where power comes from. This will build the power of the SGB and thereby increase their capacity to take action. By the same token, school principals should be made aware that no longer can they make decisions in a vacuum. There must be input from all stakeholders the decision will affect. It seems the SGB derives its power from statutory provisions. This is outlined in section 29 of the South African Schools Act, 1996 which contemplates that (1) A governing body must, from amongst its members, elect office-bearers, who must include at least a chairperson, a treasurer and a secretary. (2) Only a parent member of governing body who is

not employed at the public school may serve as the chairperson of the governing body. Therefore, neither the principal nor a teacher can be elected as the chairperson of the school governing body. It appears that this provision seems to be a threat to most school principals because they used to take decisions alone. Now, their powers are taken by the governing body. In the same vein, the duty to account is vested in the governing body (Potgieter *et al.*, 1997:50). Principals' fear of losing power originates in previous management practices where consultation was overlooked. With the advent of democracy representation and participation are fundamental in managing public schools. Representative management refers to the idea that all relevant constituencies need to be represented in the decision-making process. It must be noted that monitoring as an essential of accountability regards conflict as endemic within organisations and that school governance is directed towards behaviour. This statement assumes that accountability in organisation policy and decisions emerge through a process of negotiation and bargaining (Bush, 1995:73). This assumption is derived from the political model of management which regards school governance to be riven with actual or potential conflict between members. The political perspective purports that different stakeholders have different set of values and interests. Therefore, decisions should be reached through a process of consensus or compromise (Open University, 1988:35). School managers (principals) are represented in the decision-making process. In fact, they are part of the entire process because the school governing body is representative of all stakeholders. Each constituency mandated people to represent their interests. Consequently, representatives are *Accountability* then held accountable to those who elected them (Davidoff & Lazarus, 1997:98), and are answerable to them.

CONCLUSION

These findings reflect the institutional differentiation of secondary schools in their functions and forms of organization and internal differentiation of the teaching and administration occupations into sub-groups with different concerns and identities which develop in accordance with structures, traditions, and career paths of the workplace

Accountability is an essential element of school governance. It is an obligation of the school to report to its community about the quality of the services it offers.

Shared decision-making can help schools keep sight of their true goals. In the educational sector the conflicts that arise in collective bargaining disputes can be destructive to the organization. Schools require more than the mere coexistence of labor and management. They require cooperation and strong, supportive relationships. To establish a genuine partnership, the superintendent should establish a cabinet including representatives of employee groups. In each school building, the principal should establish a school council to assist with school governance. Governance is an issue not only at the national level, but also at every level of the system down to the individual school. Because it is centrally concerned with the distribution of power, it is often summed up to be the question: who decides. Governance is widely agreed to be concerned with the formulation and adoption of policy and management for the day-to-day delivery of education. Generally, stakeholder groupings should be involved when policy matters are decided, while day-to-day decision about administration and organization and activities that support teaching and learning in the school should be in the domain of the professional staff. However, stakeholders should have the right to comment on and make suggestions with regard to such decisions

Parent-teacher associations (PTAs) or school management committees (SMCs) are an important way of realising participation via collective action to improve schooling. the status of SMCs/PTAs that have been established by provincial governments and NGOs in Pakistan. My main finding is that to make participation effective in schooling, public-sector reforms need to be carried out to alter the power relations between parents, teachers, and government officials. In general, NGO schools performed only marginally better than government schools in engendering participation.

Accountability provides the school with an opportunity to collect information about its performance and enter into a debate with its community about the results of its exercise. The information from accountability can be used for school development. Therefore, there must be a balance of powers of the school governing body and the principal to accomplish quality education service delivery. It is not enough to simply state that parents are responsible for school governance and principals deal with professional management without clearly demarcating roles and indicating their meeting point.

Every stakeholder or member of the SGB must be prepared to play his/her part activity, and there must be openness to frankly acknowledge the experience, knowledge and skills of each member. Each member has a valuable expertise to offer for the betterment of the school. Schools must use the knowledge, skills and experience of parents to improve or maintain standards. The standards of quality will be determined by the quality of the accountability system.. In experts opinion an effective governance system and structure should:

- ? Ensure accountability and transparency with checks and balances at all levels
- ? Encourage public involvement in decision making
- ? Provide clear lines of communication and responsibility to solve problems
- ? Comply fully with state laws
- ? Support teamwork and collaboration focused on achievement
- ? Ensure the stability and oversight of resources on which schools depend

The gains from the system will offset the risks by bringing definite change in the deteriorating public sector education system. In long run the gains expected from the reforms are listed as follows:- Improves administrative efficiency. Shifts power from central office to school Introduces participatory decision making process. Gives control over staffing, budget, curriculum & instructions. Can tailor resources/decisions according to local needs. Gives autonomy in staff selection & monitoring. Direct cause-and-effect relationship between self management & improved outcome. Changes the pedagogical practices, school calendar and daily timing, students discipline, teachers' incentives (career path), Provides opportunity for assessment of results for improvement of quality. Change in the role of a Principal from a supervisor to a colleague. Provides positive/conducive working conditions. Provides for pre & in-service training & capacity building. Supports innovation and initiatives Accountability. Helps in identifying strengths, weaknesses & priorities. Gives school community a voice in decision making. Changes the Political mind set. Redirects resources to support goals. Leads towards performance based budgeting.

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