

**INVESTIGATION OF DEMOCRATIC PRACTICES IN SCHOOL GOVERNANCE  
IN SELECTED SECONDARY SCHOOLS IN LUSAKA DISTRICT, ZAMBIA**

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**INVESTIGATION OF DEMOCRATIC PRACTICES IN SCHOOL GOVERNANCE IN  
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## **DEDICATION**

This work is dedicated to my family: Thanks go to my dear husband Frank Simwanza who gave me timely advice. I equally appreciate my mother Saliya Kayungwa and my children Namakau, Joseph, David, Suwilanji, Zuwazuwa and Kundanji Simwanza whose positive contribution cannot go unnoticed. I salute you all. My little son Iwvanji Simwanza you were too young when I started this work. I gave you little attention when you needed me most and you stayed calm throughout the day and night. I appreciate you all my sons.

## DECLARATION

I, Moonga Sepoh, declare that **INVESTIGATION OF DEMOCRATIC PRACTICES IN SCHOOL GOVERNANCE IN SELECTED SECONDARY SCHOOLS IN LUSAKA** is my own work. Where other sources have been used or quoted, acknowledgement has been used by complete reference.

Signature of the Author.....

Date.....

Signature of the Supervisor.....

Date.....

## **CERTIFICATE OF APPROVAL**

The University of Zambia approved this dissertation by Moonga Sepoh as partial fulfillment of the requirement for the award of the degree of Masters in education in Civic Education. It is submitted with approval by the examiners and with full consent from the supervisor.

Examiners	Signatures	Date
Examiner 1 .....	.....	.....
Examiner 2 .....	.....	.....
Examiner 3 .....	.....	.....
Supervisor.....	.....	.....

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## **ABSTRACT**

The purpose of this study was to find out if there were democratic practices in secondary school governance following the introduction of Civic Education as a subject in the sampled secondary schools. The study sampled head teachers, teachers and pupils' experiences of democracy and their participation in relation to everyday school life. The study assessed democratic practices as exhibited by school management and administration, determined democratic structures present and operating in secondary schools and examined the flexibility of school management and administration in creating an enabling environment for stakeholders' participation in secondary school governance. The research was conducted in Lusaka district Zambia. This was a qualitative study that used interviews and focus group discussion, and employed a descriptive survey study research design. Six secondary schools were randomly selected. Using purposive sampling techniques, 6 head teachers were purposively sampled from the selected schools for interviews, 18 teachers and 36 pupils from the 6 schools were sampled for focus group discussions.

The study revealed that democratic practices in the management and administration of secondary schools in Zambia existed. The study further revealed that various stakeholders participated in making decisions concerning school governance. The democratic structures and practices that were found in the schools included; staff meetings, PTA committee meetings, Management Board meetings, Prefects body and class monitors. Teachers and pupils agreed that since the introduction of Civic Education in their school, stakeholder participation improved. The study, however, also revealed that some stakeholders believed that there was room for improvement in participation of pupils and teachers in school governance. Where participation was low, it was mainly attributed to individual school managers, factors such as lower academic qualification of the head teacher compared to qualifications of teachers.

The study recommends clear policies from Ministry of General Education to reinforce increased pupil and teacher participation in school governance. The other recommendation was that the Ministry of General Education should monitor the existence and functioning of democratic structures in schools.

The Ministry of General Education and its cooperating partners should aid and encourage further studies on democratic governance in schools. Studies on how democratic governance could be integrated in the curriculum at primary school level and the possibility of making the head teacher position elective could greatly enhance democratic governance in secondary schools.

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## **LIST OF ACRONYMS AND ABBREVIATIONS**

<b>DEC-</b>	Democratic Education Consortium
<b>SSMDP-</b>	Secondary Schools Management Development Project
<b>EUNEC-</b>	European Network of Education Councils
<b>SASA-</b>	South African Schools Act
<b>SGBs-</b>	School Governing Bodies
<b>RCL-</b>	Representative Council for Learners
<b>DOE-</b>	Department of Education
<b>DEECD-</b>	Department of Education and Early Childhood Development
<b>MMD-</b>	Movement for Multi-Party Democracy -
<b>PSRP-</b>	Public Service Reform Programme
<b>MP-</b>	Member of Parliament
<b>UN-</b>	United Nations
<b>AfriMAP-</b>	Africa Governance, Monitoring and Advocacy Project
<b>OSISA-</b>	Open Society Initiative for Southern Africa
<b>DEBS-</b>	District Education Board Secretary
<b>CDC-</b>	Curriculum Development Centre
<b>FGD-</b>	Focus Group Discussion
<b>CD-</b>	Compact Disc
<b>P.T.A-</b>	Parents and Teachers' Association
<b>H.O.D-</b>	Head of Department
<b>DIP-</b>	Decentralisation Implementation Plan
<b>LDE-</b>	Learning Democracy in Europe.

## **CHAPTER 1: INTRODUCTION**

### **1.1 Overview**

This chapter provides a ‘road-map’ of the research study. It gives the start of the study, the way through to the end of the study. It starts with the background, problem statement, purpose of the study, objectives, research questions, significance of the study, delimitations, limitations, operational definition of terms, theoretical framework as well as the summary of the chapter.

### **1.2 Background**

With the advent of democracy in the world, all sectors of life have been affected. Zambia is not an exception. This has also resulted in the increasing complexity in education systems which have led to a greater degree of freedom in decision making for many local authorities and schools. (Hooge, Burns and Wilkoszewski, 2012). For democracy to flourish, it is desirable that it starts with learning institutions which provide future leaders in all nations. Schools provide training to the future citizens in democratic living, by inculcating in the pupils democratic skills and dispositions, for critical thinking. Eventually, well meaningful citizens are produced (Sihdu, 1996). By so doing democracy would be promoted in schools and life thereafter. It is imperative that interactive forums among pupils, teachers, parents and school administrators are created to allow pupils to discuss issues affecting their school life, where they would articulate their needs and grievances clearly. Besides, learners are actually the major stakeholders in the education system and that any education system that fails to incorporate their input risks collapsing, hence the need for democratic governance in secondary schools.

In today’s world there is a considerable amount of international and comparative literature on the involvement of pupils and other stakeholders, in matters affecting the pupils’ education. The available literature encourages the involvement of the learners in all aspects affecting them. It improves the management of the schools and eventually results in excellent performance of pupils (Mncube, 2012). Education worldwide is increasingly becoming accountable to the public. Stakeholders’ participation in school governance plays an important role. The ways and means of incorporating pupils in school matters are

employed globally (Mncube, 2008). In terms of arguments about the structures and processes of education for democracy, it is increasingly evident that pupils should play a role in more democratic forms of distributed leadership, decision-making and policy implementation, as they constitute a major stakeholder group”(Mncube, 2012).

On the contrary, school administrators do not consider pupils as the major stakeholders in schools but simply as beneficiaries of change without their involvement in the whole process of the change (Fullan and Stiegelbauer, 1991). According to an ethnographic research conducted by Devine (2000, 2002) in Ireland, it was found out that pupils usually have neither any say nor are they consulted regarding rules or other aspects of their school lives. Pupils in schools are treated as the receiving objects and have no chance and capacity to make any positive contribution to their teaching and learning processes. School administrators rarely think of pupils as participants in school governance to form powerful partnerships to improve school management and pupil performance (Fullan, 1991). Despite the emphasis on democracy in the modern world, school administrators have remained autocratic in the way they manage their institutions (Monyatsi, 2005:355) observes.” Traditionally, in pursuant of efficiency and effectiveness, schools have been, and are still structurally organised along bureaucratic lines; with the common feature of tight control, a somewhat rigid and inflexible dependence on top-down authoritarianism”. Pupils hardly have the opportunity to express themselves. Consequently, they are always looking for ways of releasing stress generated through continuous oppression in schools that dislike dialogue institutions (IPAR 2008).

It is important for Civic Education to provide opportunities for pupils to learn and master civic qualities that include attitudes, skills and knowledge so that they can be active participators in all aspects of life. Transforming these qualities into civic action is the key aspect of citizenship education. The implementation of school civic mission through pupil participation in school governance has been found that pupils are rarely allowed to engage in important school matters, such as the formulation of school rules, presentation of their grievances concerning their learning process and development plan. Generally, schools are more inclined to informing pupils rather than conferring real participation and powers on them (Westheimer & Kahne, 1998).



Additionally, it should be pointed out that there are some disadvantages that come along with this top-down authoritarianism type of management that result into inefficiency and effectiveness of school activities. It is observed that, school heads end up being overworked, stressed and frustrated with a lot of backlogs of important and crucial work (Monyatsi, 2005). Practices that nurture conditions for learner involvement and inclusion in order to encourage multiple perspectives, teacher modeling democratic practices that foster more open discussion, voting on certain issues, are not promote (Darling-Hammond, 1998).

In the context of secondary school, governance should be based on democratic practices that bring about broad positive effects on education. This would create a new school governance landscape based on citizen participation, partnerships between the parents, learners, school staff and communities, as well as the administrators. It would enable school stakeholders to have a say in decision-making by devolving power to stakeholders who participate in "democratic governance" of schools (Lewis and Naidoo, 2004)

### **School Governance**

The policy of decentralization of education in line with the principle of democratisation has become a key aspect of educational restructuring in the international arena. "Over the last three decades, many governments around the globe have progressively decentralized their education policy. While primarily aimed at improving the quality of education, decentralisation has also been perceived as a way of increasing efficiency, encouraging innovation, and combating social inequality and segregation in education" (Waslander *et al.*, 2010) in (Hooge, Burns and Wilkoszewski, 2012:7) Stakeholders in education institutions have the notion of participation and deliberation which have emerged as a fundamental tenet in the promotion of democratic practices in school governance.

School governance, reflects the dynamics of social change in modern society. Schools need to interact with different partners and stakeholders within and outside school, and to answer problems and challenges that cannot be foreseen. Therefore, all members of the school community, that include first and foremost the pupils, have an important role to play. The pupils interact, negotiate and bargain, exercise pressure and make decisions together. No partner must have complete control over the other. Learners should experience democratic

participation in schools, while schools remain institutions for education (Gollob, etal 2010). It is indeed obvious that people need a certain level of formal education to participate effectively in modern democratic societies.

If democracy in education was to be achieved, people should have sufficient and relevant information to make wise decisions that should be respected. This should be left to all stakeholders who include,” the community and parents, professional workers in education, and the pupils themselves” (Republic of Botswana 1977). This decision calls, first, for the establishment of democratic structures such as school Boards , Parents Teachers ‘Associations, Senior Management Teams, prefect Boards, school councils and many others, as well as full participation of teachers in all school activities,Consultative meetings should be held whenever necessary at all levels by all stakeholders (Monyatsi,2005).

Pupil involvement in school governance offers structured opportunities for learners to get involved actively in the important affairs of school life. The establishment of school councils is the best means of achieving this. The formation of pupil representative bodies involved in the critical school discussions, are relevant to pupils’ improved performance. This initiative builds upon accumulated real experiences of growing capacities for learners participating in democratic procedures (Rowe, 2001). It is believed that if students are part of governing bodies, they would be part of decisions made to run the schools; hence they would have ownership of such decisions. Involvement in the process of working through elected representatives can teach pupils about the working of democratic or consultative structures.” School Councils are means “for pupils to express views and make suggestions in the light of their daily experiences within the school” (Rowe, 2001:2).

Research has it that, public primary schooling in developing countries increases the chances of democracy taking hold, while secondary education does not (Kamens, 1988). At the moment, however, the evidence from other countries in Europe and America is that, although democratic schools do exist and there is increasing interest in them, the majority of secondary schools are still predominantly organized along authoritarian system of education, which operates on hierarchical and bureaucratic lines (Harber, 1995). It is from these

findings that this research had to be undertaken in order to find out if there were democratic practices in the governance of secondary schools in Lusaka District, Zambia.

### **1.3 Problem Statement:**

The concept of democracy is taught under Civic Education in secondary schools. The subject was introduced in Zambian senior secondary classes in 2007 and it is expected that schools have begun to involve pupils and other stakeholders in their school systems of governance. Teachers have been trained at university level in Civic Education and the subject syllabus has been put in place for use in secondary schools. However, it is not known whether democratic practices are being experienced in the selected schools' governance system following the introduction of Civic Education.

### **1.4 Purpose of the study:**

The purpose of this study was to investigate democratic practices in school governance in selected secondary schools in Lusaka district, following the introduction of Civic Education in the secondary schools.

### **1.5 Objectives of the Study**

The study was guided by the following objectives:

#### **1.5.1 Specific Objectives**

1. To determine the existence of democratic practices in the management and administration of secondary schools in Lusaka district.
2. To assess democratic structures present and operating in secondary schools in Lusaka district.
3. To examine the flexibility of school management and administration in creating an enabling environment for stakeholders' participation in secondary school governance in Lusaka district.

## **1.6 Research Questions**

The research addressed the following questions:

### **1.6.1 The Main Research Question**

What democratic practices exist in school governance in selected secondary schools in Lusaka district of Zambia?

### **1.6.2 Sub research Questions**

1. What democratic practices exist in the management and administration of secondary schools in Lusaka district?
2. What democratic structures are operational in secondary schools in Lusaka district?
3. How flexible is school management and administration in creating an enabling environment for stakeholders' participation in the governance of secondary schools in Lusaka district?

## **1.7 Significance of the Study**

Finding out if there are democratic practices in secondary schools in Lusaka may be of great importance to the pupils, teachers, administrators, Ministry of General Education and the nation at large. The researcher may provide necessary information pertaining to democratic governance of secondary schools in Zambia that may have positive contribution to policy makers at the Ministry of General Education Head Quarters, Provincial, District and school levels. The study may also raise issues for further research.

## **1.8 Delimitation of the study**

This study was conducted in six secondary schools in Lusaka district of Zambia. These schools were easily accessible.

## **1.9 Limitations**

The sample for this study was only six secondary schools from Lusaka district which has a total secondary school population of over thirty. The limitation, therefore, is that the sample

is rather small and cannot be generalized to all the schools in Lusaka. However, findings from the study can still be very useful in the management of other schools not only in Lusaka but in the whole country where Civic Education has been introduced as a school subject.

### **1.10 Operational Definitions**

**Democracy:** The involvement of all stake holders in running of schools.

**Practices:** The carrying out of school activities.

**Governance:** The management and administration of school activities.

**Democratic practices:** The involvement of stakeholders in the management and administration of secondary schools.

**Stakeholders:** The controlling bodies in all school affairs.

**Democratic structures:** The organisations of school bodies that are formed to help in the management and administration of secondary schools.

**Management:** The planning and controlling of secondary school activities.

**Administration:** The implementation of school activities or the art of getting things done according to the school policies and programmes.

**Flexibility:** The willingness to create an enabling environment for participation of all stakeholders in the affairs of the secondary school.

**Participation:** The involvement of all stakeholders in the management and administration of secondary schools.

### **1.11 Theoretical Framework**

This study was based on theoretical perspective of Dewey 1916 on democracy in education. He stated that theories of knowing and moral development which were formulated in earlier social conditions were essential components in the progressive movement of democratic education (Dewey, 1916).

It was also based on Carole Pateman's theory of Participatory Democracy. The primary justification for this theory is a structural-psychological claim, dating back to Rousseau, which states that institutional structures have an impact on individuals and vice versa, and that increased space for Stakeholders' participation will both empower and educate individuals to be effective. This means that a participatory management and administration of secondary schools is necessary for an individual to be a thoughtful and eventually becomes a selfless public citizen. Pateman, drawing on the work of earlier theorists, evidences a deep concern for individual education and development. It is in fact the justification driving the entire theory.

Democracy from this viewpoint involves collective action on the part of groups and individuals through formally representative structures, collective action designed to achieve ends that are of the common good. Democracy is thus an exhibition of collective decision-making, involving a variety of stakeholders within and between relatively self-governing agents or representatives. According to Pateman, full participation only occurs when individual stakeholders in a decision-making body have "equal power to determine the outcome of decisions" (Pateman, 1970:42-43).

### **1.12 Summary of Chapter 1**

The chapter provided the background to this study on democratic practices in secondary school governance. It has also presented the problem statement; objectives, research questions, the purpose and the significance of the study were considered. It also looked at the delimitation and limitation of the study, the operational definition of terms as well as the theoretical frame work which guided the study. The next chapter reviewed the related and relevant literature to the study which was done by other scholars and writers on democratic practices in school governance.

## **CHAPTER 2: LITERATURE REVIEW**

### **2.1 Overview**

The essence of this chapter was to provide an overview of the literature relating to democratic practices in the management and administration of secondary schools. Literature related to democratic structures and those in line with the creation of an enabling environment for stakeholders' participation in the governance of secondary schools were equally reviewed.

Literature review which is relevant to the research topic would act as the basis for fuller understanding in which the researcher conducts the study. It would provide a framework to proceed further with the investigation by clarifying the research problem and identifying variables. Additionally, it identifies what the researcher has found to be considered important and hence provides a basis to the researcher in which to work from (Davies et al, 1989). The importance of the study could also be easily conveyed by the researcher (Creswell, 1994).

### **2.2 Democratic Practices in Secondary School Governance.**

Ball (2013) in his policy paper, entitled, "Education, justice and democracy", reported that the history of English education is very much a history of social class. The 1944 Education Act, which was the wartime, government's response to the great evil of ignorant, did little to interrupt that history. The relationships between opportunity achievement and social class were being reproduced by policy. The response to that English Education has been connected to democracy and work towards an educative relationship between schools and their communities. He further reported that education has been re-organized as large projects of democracy and community building. He argued that schools have a responsibility to develop the capabilities of parents, learners, teachers and other local stakeholders to participate, to discuss, to challenge and critique. He further indicated that it is time to get to basics; to think seriously about what education is, its purpose and what it means to be educated and who should decide these things.

Loflin (2008) carried out a research on a history of democratic education in American Public Schools. His research looked at schools in a democracy and democracy in schools. He found out that Democratic Education Consortium (DEC), formed in 2004 in Indianapolis, an independent group of adults and youth was dedicated to promoting democratic practices in public education. This was done through a forum for public voice on education which sought to encourage future civic engagement by learners through encouraging school and classroom shared governance that empowers teachers and learners.

Research evidence from the United States proposes that a democratic school Environment nurture democratic values, dispositions, skills and behaviours. Hepburn (1984:261) argues “Collectively, the five research studies reviewed here provide evidence that democratic schooling is more than just a philosopher’s dream. Carried out in different conceptual frameworks with differing methods, these studies indicate that democratic education is not only possible but that it is feasible, even within the bureaucratic structure of American schools and in the shifting attitudes of society. Moreover, the five studies add to the evidence, collected in other democratic countries that democratic experiences in the school and the classroom do contribute to the participatory awareness, skills and attitudes fundamental to life in democratic societies”

The Center for Multicultural Education at the University of Washington convened with support from the Spencer Foundation, a Diversity, Citizenship, and Global Education Consensus Panel. It was reported that the Panel’s goal was to develop a set of principles, concepts, and guidelines that school practitioners can use to build or renew citizenship education programmes. These programmes would balance diversity and unity. Moreover, learners have been prepared to become effective citizens in a global context. Therefore, the developed principles and concepts were to be reflected in schools (Banks et al, 2005).

In United States the publication was meant to be used by educators to promote democratic and multicultural knowledge and practice in schools and nation states of the world (Banks, 2005) Learners were to be taught knowledge about democracy and democratic institutions and provided opportunities to practice democracy.



This meant that pupils were to participate in democracy in schools. This implied the pupil that they would deliberate regularly in decision making about the problems and controversies of school life in school governance and policy making (Parker, 2003).

In both elementary and secondary schools learners should be involved regularly in meetings in which they deliberate and resolve their concerns and grievances and advise their representatives of the school council (Angell, 1998; Paley, 1992; Power, Higgins, & Kohlberg, 1989). It is reported that Educators in Denmark, Australia, and England have done much to revitalize learner councils and classroom meetings by involving all the learners. Opportunities should be provided for frequent meeting of learners with their representative for them to discuss matters that affect their school life. Administrators, teachers, pupils and the community at large should learn to co-exist.

A research carried out in Britain which compared two secondary schools, showed that, the one which was traditional and authoritative instilled less civic attitudes among learners while the democratic one scored higher democratic values and attitudes in their learners. It was revealed that a democratic school encouraged pupils to express themselves freely including the promotion of equality as compared to a traditional school (John and Osborn, 1992).

Myers (2008) in his research that investigated teachers' experiences with a unique democratic school reform (democratizing school authority) in Porto Alegre, Brazil, suggests that the idea of collective decision making in schools has been a popular democratic educational reform model. His findings were that participation in school decision making empowers teachers and improves teaching. Results showed that in Brazil, the election of principals by teachers, learners, parents, and staff reshaped the school authority relations, resulting in greater freedom for teachers to introduce democratic teaching methods, while articulating the school as a democratic institution and teachers as citizens.

Additionally, he indicated that collective decision making in schools, in which teachers, learners, and community members collaborate with administrators, to set school policies and to determine the curriculum, have been a popular democratic reform model in North America since the 1980s. This participation in school decision making empowers and

professionalizes teachers which in turn produces better teaching and learning. This type of participation recognizes teachers and learners as key actors in the process of educational change as they are given more freedom, thereby changing the power relationships in schools among stakeholders (Myers, 2008).

The authors conducted a quantitative survey on learners' participation in school governance and their citizenship development in 2013, in Hong Kong. They explored learners' conception of "good citizens"; the level and scope of pupil participation in school governance; and the facilitating and hindering factors influencing learner participation. The findings of the research conducted revealed that the civic mission of schools in nurturing political literature, critical thinking and participatory citizens has always been played down in Hong Kong schools. The idea of teaching civic education has never been ranked high on the education agenda. Besides, because of the conservative nature of schools, pupils are rarely encouraged to participate in school governance for the enhancement of their citizenship development. The paper concluded that the current practice of learner participation in school governance does not facilitate the nurturing of active participation of citizens, hence the urgent need for the democratic development in Hong Kong (Yuen & Leung, 2014)

In line with the theoretical perspective of Dewey, educators have argued that the school, as a microcosm of society, should have some of the characteristics of a democratic community (Dewey, 1915). Some scholars believe that democracy is learnt by practicing it in all areas of life (Gutmann, 1987).

(Harber,1995) in his study argued that there is increasing evidence from studies of school effectiveness that democratically organized schools are more successful in terms of conventional indicators of effectiveness than traditional schools. However, democratic practices are viewed differently in different circles. What, therefore, might a democratic school look like? , it is important to remember that democracy is not just about participating but, more importantly, about. How participation takes place Harber (1995:3) noted, For example, "Participation rates were high in Nazi Germany and the Soviet Union but this did not make them democracies. There are important procedural values underlying democracy which education must foster

and encourage such as tolerance of diversity and mutual respect between individuals and groups, “respect for evidence in forming opinions, a willingness to be open to the possibility of changing one’s mind in the light of such evidence and regarding all people as having equal social and political rights as human beings. However, if schools are to educate for democracy then they must practice what they preach. They must be organized in such a way as to develop democratic skills and values through experience. The participation in school governance must be meaningful but not only be on paper. Every participant must make a positive contribution in the governance of schools.

Winkler (2002) in his research on identifying the impact of education decentralization on the quality of education indicated that Delegation, in its most common form of empowering elected local governing boards, school councils periodically meet with parents giving voice to participating parents. School councils also work directly with school directors on planning and budget issues. This creates a strong link between the two entities. While delegation increases the orientation of schools to their clients, important decisions remain at the higher levels. He further indicated that consensus and cohesion are the core business of decentralization where teachers, parents, and administrators are required to jointly prepare school improvement plans together. The joint preparation of school improvement plans can create a shared commitment to raise quality as well as incentives to work together. In addition, the increased power given to head teachers under decentralization gives them the opportunity and obligation, to develop a vision and mission for the school that is shared by both the faculty and the community. Formally, parents participate in meetings to select their representatives on the school management committee. Involving parents more directly in the education of their children may also lead to changed behavior of their children. Moreover, teachers may be pressured by parents to reduce their absenteeism from the classroom and parents may play a role in monitoring teacher attendance. Therefore, participation of all stake holders increase parental participation strengthens the leadership role of school administration and increase teamwork among all the interested parties.

According to the research conducted on democracy and pupil participation in schools showed that pupils participation was still rare, for example in Sweden, when pupils are supposed to be treated as the democratic agents in school matters they are instead strongly

restricted from school participation. Aspin found in her ethnographic study that teachers were preoccupied with directing and morally and socially rearing the pupils rather than creating pedagogical conditions that promote pupils' critical and reflective thinking, and that also support communication that involves the pupils' own perspectives and interests" ((Thornberg and Elvstrand2012:3). School administrators rarely think of pupils as participants in school governance to improve school management and pupil performance (Fullan, 1991).

Additionally, with the introduction of Civic education in secondary schools as a subject, it has been idealized and assigned the mission of preparing critical thinking, responsible, participating, multidimensional citizens, who will demand for democratic governance in all areas of lives. Secondary schools are not exceptional. By learning Civic Education pupils will acquire higher levels of civic knowledge and are more likely to expect to participate in political, social and economic activities as adults. Schools have an important role to play in shaping pupils' future participation by teaching about topics that enhance participation. Schools should promote democratic values and practices, through encouraging learners to discuss issues in the classroom and take an active role in the life of the school. So in teaching democratic citizenship, schools need to look beyond the content of their curricula to the opportunities they can provide for the experience of democracy in action (Frank. and Huddleston, 2009:16).

Democratic participation should be promoted and this means 'being involved in the decisions that affect your life, the life of the community and the larger society in which you live. (Hart, 1992).Schools need to interact with different partners and stakeholders in all school activities so that unforeseen problems and challenges can be well attended to. Therefore, all members of the school community, that include more importantly the pupils, have an important role to play. Pupils, teachers, parents and the administrators should interact, negotiate, bargain and make decisions together. No partner must have complete control over the other (Bäckman and Trafford). All should experience democratic participation in schools, while schools remain institutions for education (Gollob, etal, 2010).

Stakeholder engagement is critical to any education system. Schools should come into daily contact with their stakeholders. To achieve a high-quality, coherent learning and development system, secondary schools must work collaboratively and form and maintain inclusive relationships with its stakeholders. Engaging stakeholders with diverse experience, knowledge and opinions delivers strong outcomes for all secondary schools and education in totality that extends beyond what schools can achieve in isolation (Bolt, 2011). The secondary school management and administration should realize that they cannot single handedly deliver their ambitious programmes; therefore, they should work in partnership with parents, local communities, as well as pupils and teachers. In their daily management collaborative relationships with a clear and shared sense of purpose that involve key stakeholders should be considered at all costs. An effective partnership provides opportunities to achieve improved teaching and learning process and the wellbeing of learners (Bolt, 2011).

Democratic practices in the management and administration of secondary schools in practice, means “developing a ‘whole school’ approach to democratic education, combining formal teaching with opportunities for democratic experience in the classroom, in the school in general, and in the school’s links with its wider community” (Frank. and Huddleston, 2009: 17). These kinds of opportunities for active experience of democracy that can be promoted through schools fall, roughly, into three categories, the community in the classroom, the community in the school as a whole, and the wider community of which the school is a part. ” (Frank and Huddleston, 2009). “ The concept is also concerned with enhancing democracy in and around schools by establishing councils and committees that actively involve teachers, parents and pupils, and other members of the community. Research on participative democracy seems to show a positive impact on schooling and/or greater effectiveness or efficiency in education” (Hooge, etal, 2012:7-8)

Moreover, administrators, teachers ,education support staff in partnership with family and community stakeholders are the decision makers that select the changes in the school, implement them, and adjust them based on evaluation feedback. Therefore, if administrators make unilateral decisions they will cut themselves off from the teachers, education support professionals, and stakeholders whose efforts and support determine whether the changes

will be positive or not. In successful school changes, stakeholders share a clear vision of the improvements to come and become part of the change rather than watching it from a distance (Learning Point Associates, 2010). Trujillo and Renee (2012) cite the importance of “public” (i.e. stakeholders) input in the running and restructuring process of schools. “It is extremely important to engage those most impacted by turnaround: families, community members, and teachers in targeted schools. These groups are our biggest assets in improving education. They can help plan and implement turnaround strategies that are tailored to each school and community and they have roots in the community to ensure a reform lasts overtime” (Roeke, 2013:2).

In Africa there is evidence that there are schools which are traditionally and authoritarian organized while others are democratically organized. Research evidence from Lesotho (Matsepe, 2011) on democratic involvement of students in high school governance suggests that learners were not involved in the governing of high schools and the reasons of not involving them did not sound robust enough to deny them their right to contribute in decision making.

Extent of student participation in decision making in secondary schools in Kenya was a study carried out by Kiprop in 2011. This study was prompted by the recurrent learner unrest that had rocked Kenya. It was reported that though there were attempts to include views of the learners in school policy, such attempts were mainly tokenistic and did not extend to management issues. The findings further revealed that learners were only allowed to participate in learner welfare issues. It was concluded that learner participation in secondary schools was still wanting and needed to be expanded to include issues beyond learner welfare issues (Kiprop, 2011). Learner participation in school decision making leads to better decisions because learners know better what type of education they want. Besides they know better what goes on in the classrooms during the teaching and learning process than the administrators do. Therefore, it is imperative that they should be involved in decision making.

Another research from Kenya which investigated the hindrances to learner participation in decision making in secondary schools in Kenya, which was prompted by changes in

secondary school administration by Ministry of Education that allowed the formation of learner councils in the schools to facilitate the participation of learners in administration reviewed a numbers of challenges that were faced by learners. It was found out that there was reluctance by adults to allow learners to participate in decision making and when they participated their views were not taken seriously. It further indicated that the school authorities intimidated learners and worse still they delayed in effecting the suggestions of learners. It also indicated that there was lack of forum by learners to express their, meaning that learners were left out from key decision making bodies (Kiprop,2012).Society nowadays is becoming a liberal democracy in the modem world. This means that its schools must aim at promoting the cooperation, understanding and inclusion needed by a democracy. This calls for learner participation and other stakeholders in school governance.

Research evident in South Africa (Mncube, 2012) in his study of democratization of education in South Africa, issues of social justice and the voice of the learner showed that learners were participating according to the general intentions of the South Africa Schools Act in some school governance issues. However, he indicated that learners were not given full chance to participate in crucial decisions affecting their school life. They were sometimes denied this opportunity because learners were regarded as inexperienced to deal with crucial matters.

The South Africa Schools Act number 84 of 1996 mandates that secondary school learner who are members of the Representative Council for Learners should be part of the school governance through participation in school governing bodies, but they are not often accorded the opportunity to participate, especially in key decision making issues (Mncube,2012).

Mncube (2012:89) argued that “learners and teachers ought to act justly in order to break with the South Africa’s Apartheid legacy in which inequalities were the order of the day and learner participation has to be vociferously encouraged if social justice is to prevail. Space should be created for learners to exercise their sense of responsibility, demonstrate their readiness and practice deliberation, which would enable education system to produce responsible, responsive and democratic citizens.” This shows that democratic practices in

secondary school governance could not be achieved with the exception of teacher and learner participation. School administrators should foster the spirit of stakeholders' participation in education provision.

It was reported that parents are the first-line client of the school. The report was made after carrying a research that explored the principals' views on parent participation in governance of rural school. The involvement of the parents in school governance is essential in running a successful school because they are empowered to participate in decision making process and parents ensure that their children attend school. The findings are that parents in school governance are a critical component of education in South Africa. It further revealed that, principals would like parents to have a significant role in the school governance (Duma, 2010).

On the other hand, in Africa there is also evidence that there are more democratically organized schools. The research findings obtained from the interviews carried out by the writer in two schools in Tanzania with active student councils, showed that both learners and teachers indicated their participation in school governance. It was noted that both staff and learners were given an enabling environment in which they participated fully. They indicated that they were involved in all matters that affected school life through discussions (Harber, 1993). In 1976, during the Eritrean war of independence against Ethiopia, the 'Zero School' was opened by the Eritrean People's Liberation Front to provide education for young Eritreans who had fled from the Ethiopian occupation. Later on in 1980s the school became organized along increasingly democratic lines. It is argued that the director of the school indicated that the Zero School tried as much as possible to make decisions collectively and encouraged students to participate actively and trained them to be good citizens who were free to give their own suggestions and views. This was evident when the 500 learners were moved to another at Decamare. They continued practicing their democratic rights and among them learner council used to meet as regular as possible according to the need that arose (Tesfamariam, 1993).

Research done in Botswana which evaluated the extent to which the Secondary Schools Management Development Project (SSMDP) was effective in transforming the management



of secondary schools in Botswana since 1993, which was meant to raise standards in secondary schools through the democratization of the structures which had hitherto been authoritarian, indicated positive results. The findings were that the programme promoted democratic practices in secondary school governance. It introduced democratic structures, values and principles in secondary schools. Team work became the guiding principle in the management of the schools (Monyatsi, 2005).

Harber (1997) contends that schools were organised bureaucratically to teach the impersonal, contractual values and relationships. The values reinforced in schools aimed at the functioning of the bureaucracy and the maintenance of social order such as obedience, abiding by the rules, loyalty, respect for authority, punctuality, regular attendance, quietness, orderly work in large groups, response to orders, bells and timetables and tolerance of monotony (Monyatsi, 2005). In the past it has been argued that bureaucracy serves a vital function in society because it is believed to be the most efficient and rational form for organisations with goals of high productivity and efficiency. Traditionally, in pursuit of efficiency and effectiveness, schools have been, and are still structurally organized along bureaucratic lines; with the common feature of tight control, rigid and inflexible type of management and administration based on authoritarianism (Monyatsi, 2005). This kind of governance overloads the top management because all decisions drift from top to bottom. Pupils, teachers and other stakeholders are freed from performing school duties, apart from learning, teaching and taking pupils to school, respectively. School administrators consider learners as potential beneficiaries of change (Fullan and Stiegelbauer, 1991).

However it should be pointed out that there are a number of demerits that come along with authoritarianism type of school governance. For example, school head teachers end up being overworked, and get frustrated (Monyatsi, 2005).

However, with the advent of democracy in government of the world nations, Education worldwide is increasingly becoming accountable to the public. Parents, teachers and pupil participation in school governance play an important role. The ways and means of incorporating pupils, teachers and other stakeholders in school matters are employed globally (Mncube, 2008).

### **2.3 Democratic Structures present and operating in secondary schools.**

In education, stakeholders want to have their say. In European countries, education councils are platforms for the participation of education stakeholders and consultation. Secondary schools in particular are not exceptional in creating such structures, that involve the stakeholders desire to have their voices heard (EUNEC secretariat, 2010).

A research examined the influence of different social contexts of schooling on the effectiveness of schools, and the study was based on the premise that higher organizational levels influence all that takes place in the levels below them. The paper focused on the influence of the governance structure on the effectiveness of public and private schools in The Netherlands. The research depicted the core levels of administrative and school governance, school community, classroom culture, and their impact on learning. Furthermore, the findings showed that coherence between school governors, school leaders, teachers and the school community (parents) produces a sense of community that, in turn, shapes conditions in schools that have a positive effect on pupil achievement (Hofman, etal,2002).

Where democratic structures exist there are a number of benefits obtained from the diverse information and knowledge and such structures allow every stakeholder to get involved. Effective stakeholder engagement enables better planned and more informed projects, programs and services. Stakeholder engagement can be mutually beneficial for secondary schools and the education as a whole. The benefits of engaging stakeholders include the opportunity to contribute as experts in their field to school program development, have their issues heard and participate in the decision-making process. Additionally, it helps the school to have improved information flows by tapping into pupils, teachers and local knowledge as well as having an opportunity to ‘road-test’ proposals with stakeholders (Bolt, 2011, Buffenbarger, 2012) cites of Local Dayton Education Association President David Romick who meets with the district superintendent weekly to keep up to date on all the issues surrounding education developments. His relationship with the principal of Belmont High School remains collaborative, and they cooperate to keep the work of school improving.

Participation Works enables organisations to effectively involve children and young people in the development, delivery and evaluation of services, which affect their lives.

The Participation Works are a series of booklets that provide practical useful information and case studies of good participation practice. The booklet found that Isambard Brunel Junior School has implemented initiatives that create an inclusive and listening culture, situated in a deprived area of Portsmouth. The booklet further reported that the school has become a central point for the community, offering support services and forums for both pupils and parents. The findings were that children and young people have the right to be involved in the governance of their school and involving them can bring positive outcomes for the pupils, school and the wider community. When involving pupils, both teachers and the school need to give their full commitment and support to the participation process (Participation Works, 2011)

It pointed out that “Pupil participation in practice means opening up opportunities for decision-making with children and young people as partners engaging in dialogue, conflict resolution, negotiation and compromise – all important life skills. Children and young people’s personal development and our democracy will benefit from their learning about sharing power, as well as taking responsibility.” Participation in school governance supports children socially and emotionally and it builds their knowledge, personal and social skills as well as a positive attitude towards citizenship and decision-making Participation Works (2011:3).

In school governance, it is important to consider pupil participation for democracy to thrive, Pupil involvement in school governance offers structured opportunities for learners to get involved actively in the important affairs of school life. Cockburn (2006) states that, the learners’ voices are effective when they attend meetings that concern their school life. It is further said that, their voices are more effective when learners actively participate in these meetings than being figure heads. The formation of pupil representative bodies involved in the critical school discussions, are relevant to pupils’ improved performance. This initiative will build upon accumulated real experiences of growing capacities for learners’ participating in democratic procedures (Rowe, 2001). It is believed that if learners are part

of governing bodies, they would be part of decisions made to run the school; hence they would have ownership of such decisions. Involvement in the process of working through elected representatives can teach pupils about the working of democratic or consultative structures.”

School Councils are means “for pupils to express views and make suggestions in the light of their daily experience within the school” (Rowe2001: 2). “First, we need to create and further develop democratic structures and procedures in our political and social institutions – especially schools. If schools are to meet the needs of both their students and their communities in a dynamic, constantly changing environment, they will need to be able to provide opportunities for participation for all their stakeholders – old as well as young” (Frank and Huddleston, 2009:9). These bodies provide structured opportunities for learners to get involved actively in the important affairs of school life. The establishment of school councils and formation of pupil representative bodies involved in the critical school discussions, which are relevant to pupils’ positive performance, would build upon accumulated real experiences of growing capacities for learners participating in democratic procedures (Rowe, 2001). When schools work democratically academic achievement is enhanced and school violence decreases (Cohen, 2006). These findings are evidence that interactive education benefits democracy, which promotes self-governance and peaceful cooperation. Young people who are engaged in civic and voluntary activities within schools remain engaged in civil society even decades later (Youngish, et al, 1997).

School councils work well in both primary and secondary schools” (Citizenship for Foundation, 2001:3). If school councils are put in place, greater ownership of norms and values could be achieved in schools as well as harnessing considerable response to anti-social behaviour among pupils. Besides, pupils would be fed with expert knowledge which includes learners’ welfare in general; speaking out on issues of education concerns and teaches pupils about the workings of democratic and consultative school structure and in life as a whole (Citizenship for Foundation, 2001). Pupils’ involvement would give them a chance to express their views and make suggestions in the light of their daily experiences within the school. An educational system that embraces a rights-based approach will be

better positioned to fulfill its fundamental mission to secure high-quality and democratic education for all.

In line with the creation of democratic structures, selection of appropriate teaching methods that involve learners enhances this and gives pupils an opportunity to participate actively in the management and administration of the secondary schools. Some teaching methods are more effective than others. Therefore, "there is a direct link between learning based on discussion and debate, critical thinking, group and project work, and the basic skills that go with citizenship of a democratic society. Democracy depends for its existence on people who are articulate, can think critically, and respect and stand up for others regardless of their background. Teaching methods that give young people opportunities to take responsibility – for choosing a project, selecting an issue or evaluating an assignment, for example – are particularly effective at developing these capacities. When it comes to democratic learning, formal teaching is only one half of the story. The other is the opportunities the classroom can provide for the practical experience of democracy, for students to be able to take more responsibility for their learning and behaviour" (Frank and Huddleston, 2009; 19)

If democracy in education was to be achieved, people should have sufficient and relevant information to make wise decisions that should be respected. The teaching of Civic Education in secondary schools can be of much help in providing much needed knowledge and information. In achieving democratic governance in secondary schools all stakeholders which include," the community and parents, professional workers in education, and the pupils themselves" must be involved (Republic of Botswana 1977). This achievement requires the establishment of democratic structures such as school Boards , Parents Teachers' Associations, Senior Management Teams, prefect Boards, school councils and many others, as well as full participation of teachers in all school activities. Consultative meetings should be held whenever necessary at all levels by all stakeholders (Monyatsi, 2005).The interests of all should be taken on board.

South Africa's White Paper on organisation governance and funding of schools of 1996 emanated from the South African Schools Act (SASA), No. 84 of 1996. This Act states that" all public state schools in South Africa must have democratically elected school governing

bodies (SGBs) composed of teachers, on-teaching staff, parents and learners (in secondary schools). Parents are supposed to be the majority in the SGBs and the chair of the governing should come from the parent component” (Mncube, 2012; 136). This is meant to redress the past exclusion of South African secondary school children in matters of school governance and help in transforming this into the inclusion of all stakeholders (Karlsen 1999). Further, The SASA mandates that “secondary school learners, who are members of the Representative Council for Learners (RCL), should be part of school governance through participation in school governing bodies” (Mncube, 2012:136). This is meant to provide learners with the necessary space for them to articulate school issues, acquire democratic capability and leadership skills (DOE, 1996).

For instance, in South Africa, education law provides for children to participate in school governance in three ways, that is, the Representative Council of Learners, the School Governing Body, and through participation in developing and adopting a school code of conduct. Through these structures learners have realised that the art of decision-making depends on considering multiple perspectives. They have learnt that when decisions are taken they are made in consideration of other views that are important (Phaswana, 2010).

For learners’ greater inclusion in decision making to democratic practice in Kenya, the Ministry of Education responded to calls for creation of Student Council in secondary schools (Kiprop, et al, 2012).

## **2.4 Creation of an Enabling Environment for Stakeholders’ Participation**

Creating an enabling environment for stakeholders’ participation in the governance of secondary schools is a corner stone of democratic governance. The Department of Education and Early Childhood Development (DEECD), states “In 2010 the Department’s leadership team identified the need for a more strategic and systematic approach to stakeholder engagement and management across the Department, and sought the development of a Stakeholder Engagement Framework. The Framework responds to findings from the 2010 DEECD Staff Survey, which recommended actions to enhance the Department’s stakeholder engagement strategies, systems and processes. The Stakeholder Engagement Framework represents the Department’s ongoing commitment to work effectively with its stakeholders,

learn from past stakeholder engagement experiences and continue to improve performance. The tools and resources provided in the Framework will enable the Department to meet the Government's commitment to increase stakeholder engagement and form genuine partnerships with families, communities, businesses and non-government organisations" (Bolt, 2011:2).

Democratic practices in school governance in secondary schools will bring about broad positive effects on education. This can be done by creating a new school governance landscape based on citizen participation, partnerships between the parents, learners, school staff and communities, as well as the administrators. By so doing, school stakeholders will have a say in decision-making, meaning devolving power to stakeholders who will participate in "democratic governance" of schools (Lewis and Naidoo, 2004). Participation in school democratic life is considered as a fundamental right to all stakeholders in today's world. Mechanisms to involve learners specifically in the governance of schools have been employed in some contexts as a form of improving decision-making and democratising education, so as to create an enabling environment for stakeholders. This has been done in accordance with Article 12 of the United Nations Convention on the Rights of the Child of 1989, which talks about consideration of a child's views that affect its life (Beane and Apple 1999; Davies' and Kirkpatrick 2000; Mncube and Harber 2010). Such environments should be provided at all costs. Ensuring full participation of all stakeholders is cardinal in pupils' excellent performance. Democracy and participation are essential for learners, sustained excellence, so as part of a new reform agenda. This means creating, trusting, reciprocal relationships between parents, children, employees and the community. There should be opportunities for all stakeholders to participate in the life of the school' (Tinker R 2015). This can be achieved through the creation of enabling environment by school management.

For democratic governance to be realized in secondary schools, the top management should recognise that stakeholder engagement must be embedded within the culture and core functions of the secondary schools. They should seek to integrate stakeholder engagement principles into all school activities and their day-to-day operations. This commitment and integration will lead to better school outcomes for all the affected groups (Bolt, 2011). The management should work towards providing a holistic approach, that enables better joint

planning and participation that actively engages and supports community leaders and all stakeholders at all levels. Additionally, they should select the appropriate level of participation required for different stakeholder groups. It should be recognised that different school programmes require different approaches and stakeholders may also be engaged in different ways depending on the issues that have been identified.

Schools need to find new ways of generating and fostering democratic attitudes and dispositions in pupils, teachers and the community at large. Secondary schools, in particular, can play a crucial role in creating the framework and the conditions in which this can be promoted. Learning institutions need to develop and cultivate democracy not simply as a formal process but as a form of association – as a ‘way of life’ (Dewey, 1950). By so doing a democratic culture in schools will be created, making the voices of children and young people heard as well as those of adults. ‘Such an approach implies a participatory and multi-dimensional form of democracy that builds on the ability and willingness of citizens to take responsibility for their community, be it the school, the neighborhood, the city, the nation, Europe or even the world’ (Frank and Huddleston, 2009). It emphasizes the active involvement of all stakeholders.

Secondary schools can promote democracy by being democratic in their management and administration of school activities, by providing opportunities for their different stakeholders, young and old, to play a part in the way the school is run. In this sense democratic governance means a way of relating to and working with others. Therefore democratic practices can be seen from the way the school relates to and works with its stakeholders (Dewey, 1950). ‘It involves, among other things, developing a school culture, or ‘ethos’, in which everyone involved has a say in matters that affect them; responsibilities’ (Frank and Huddleston, 2009:20).

At the school level, it is necessary to develop a representative oversight body that can solicit pupils, teachers’ professional judgments and the community’s ideas, concerns, and shared values and vision about what they want their schools to look like. This can be done by engaging all stakeholders in the decision-making process, so as to create a conducive learning environment that promote participation. In promoting democratic governance of



schools, Nation Education Association leaders and members work every day to make sure that students have access to a quality education, and they and other stakeholders—community members, learners, and parents should be included in the conversations, decision-making, and planning activities that lead to school improvements. Selecting the appropriate ways of involving everyone is a critical decision that demands input from stakeholders with a front row view of what is going on in the school and with useful knowledge of what is needed to create the right environment to achieve academic success. Therefore, multiple meetings with the all the concerned must be held whenever necessary (Roeke, 2013).

Democratic practices in school governance entails increasing participation of community members in the implementation of school programmes at the local level. Mechanisms for enabling parents, teachers, pupils and community groups to express their views concerning school needs in order to meet the learning needs of individuals and groups must be put in place. “The rationale for the involvement of community members is that they deal with experience and knowledge in a diverse and relatively more open-minded way than do professionals, local officials and bureaucrats” (Fung and Wright, 2001) in (Hooge, Burns and Wilkoszewski,2012:7-8)

Research has it that, public primary schooling in developing countries increases the chances of democracy taking hold, while secondary education does not (Kamens, 1988). At the moment, however, the evidence is that, although democratic schools do exist and there is increasing interest in them, majority of secondary schools are still predominantly organized along authoritarian system of education, which operate on hierarchical and bureaucratic lines (Harber,1995). This entails that, the case for schools opening themselves up to the wider community has not yet been known, particularly in Lusaka district. Therefore, it is not known whether secondary schools are democratic in their governance or are there any secondary schools in Lusaka district that are democratic, hence the study being undertaken.

A research conducted on Challenges faced by head teachers in the management of students’ indiscipline in public secondary schools in Lamu County in Kenya. The findings were that there is need to impress on leadership in schools to appreciate the importance of dialogue

and democratic approaches in solving students' indiscipline.” He indicated that there was an emphasis on school administration and teachers to create a conducive environment for learning (Kolonzo, 2013)

## **2.5 Background to Democratic Practices in Learning Institutions in Zambia.**

Democratic practices in learning institutions in Zambia existed to some extent, and were further strengthened with the coming of Movement for Multi-Party Democracy (MMD) in 1991. It was in 1993 when Zambian Government launched the Public Service Reform Programme (PSRP). The Government of Zambia committed itself to undertake a broad based long term reform with the overall goal of enhancing capacity and the performance of the public service to meet the expectations and obligations of the government, anchored on democratic dispensation. In the pursuit of the government's objectives, The Zambian Government developed the Public service Reform Programme in order to achieve the set objectives. Among the four objectives was to democratize decision--making through a wider use of consultative process (Chituwo, 2010). According to this policy, the vision of the government was “ to achieve a fully decentralized and democratically elected system of governance characterized by open, predictable and transparent policy making and implementation processes, effective community participation in decision making, development and administration of their local affairs while maintaining sufficient linkages between the centre and the periphery” (Chituwo,2010:2). In line with the PSRP the Ministry of Education organized a seminar and it was at this seminar where it was agreed that the Ministry of Education should be restructured and be decentralized. Among the things agreed upon was the formation of the permanent committee that was to be put in place. It was in charge of reform implementation. The Ministry of Education Restructuring Committee was formed. The committee comprises the following officers from the Ministry of Education:

Manaseh Nkamba who was the Assistant Director of Planning Unit, he became the chairperson. Daniel S. Bowasi, the Senior Inspector of Art and Design became the secretary of that committee. Simon Chilufya Nkamba Senior Inspector of Music, Annael E. Simwawa Senior Inspector of Mathematics as well as Signni Wallen the SIDA Advisor became members of the committee.

The committee reported to Doctor Kasanda Sichalwe M. who was the Permanent Secretary for Ministry of Education. The Permanent Secretary reported to the Minister of Education who was by that time Honorable Hambayi Alfeyo, Member of Parliament (MP).

Later in 1996 the National Educational Policy called 'Educating Our Future' was published. This document contains all the education issues and among many are liberalization, decentralization, equality, equity, partnership and accountability. School organisation, administration and management were to be decentralized (Ministry of education, 1996). This saw the establishment of the democratic structures which were the education boards,

In the quest to promote decentralized education, in 1995, the Ministry of Education started implementing the Education Boards on the Copperbelt on the pilot basis. Thereafter in 2001, the Education boards were established in Lusaka, Northern, Southern and western provinces. This was called phase two. Implementation of phase three was done in 2002 in Central, eastern, Luapula and North- western provinces. The last phase was implemented in 2003 and this saw the establishment of Education Boards for continuing education schools. Bowasi (2007:18) argued that "through decentralization which led to the creation of Education Boards, various stakeholders were provided with an opportunity to share in decision making and take up responsibility for education at the local level. This was intended to foster a sense of local ownership and promote better management of schools, colleges and districts.

To achieve education effectiveness and efficiency, the Ministry of Education implemented the decentralization programme by using mainly the two forms of decentralization, namely delegation and deconcentration of responsibility to the Education Boards.

These governance bodies comprised different members. Among them there were those who were appointed by the Minister of education, Ministry of Education representatives which included the District Education Board secretaries, College Principals and the Heads of High schools. Pupils were equally represented ( Bowasi, 2007). In addition to the background to democratic practices in Zambian schools, it was observed in the study of education system in Zambia that the partnership principle as indicated by the 1990 Jomtien conference which spoke of an "expanded vision and a renewed commitment" to providing education for all, stated that partnership principle in educational provision recognizes the special rights of

parents, teachers, local community and other stakeholders. This calls for their greater involvement in the conception, design and implementation of educational programmes. He indicated that the partnership principle "means instituting a contractual relationship among the various agents of development" (Mweetwa, 2007).

The participation of various stakeholders in educational provision makes it easier to ensure that they all exercise their right to choose the kind of education that will be given to pupils (UN Declaration of human rights). At the start of the 21st century, Zambia became a liberal democracy. This means that its schools must aim at promoting the cooperation, understanding and tolerance needed by a democracy (Mweetwa, 2007).

Further, the research process that started in 2012 in Zambia by local researchers, which forms part of governance assessment activities by the Africa Governance, Monitoring and Advocacy Project (AfriMAP) and the Open Society Initiative for Southern Africa (OSISA) to ascertain the level of governments' compliance with governance commitments. The assessments focused on three themes: justice and the rule of law; democracy and political participation and effective public service delivery with a specific focus on education. The objective of the research was to examine how education is governed. It largely focused on processes and bodies that need to be put in place in order for the right to education to be realized. Zambia, like many other countries, is party to a number of regional and international treaties that gratify governments to put in place processes and institutions that will improve the delivery of education. It was reported by AfriMAP that the research report could help in promoting meaningful dialogue between different stakeholders. It was found out that if the right bodies are put in place dialogue can be achieved for effective delivery of education as a public service in Zambia (Beyani 2013)

The study carried out in two District Education Board Secretaries (DEBS), Chongwe and Solwezi, which were studied and compared, showed that the adoption of educational decentralization has, in certain instances, led to positive changes, especially in participation and transparency both at the district and school level. This research project analysed how institutional capacity, accountability and local autonomy affect the implementation of the decentralization policy in Zambia's education sector (Sikayile, 2011).

As reflected in the Zambia Education Curriculum Framework of 2012, it is indicated that any type of leadership in place has an influence on the social, economic and Political development. And therefore it is important that learning institutions expose learners to good governance by upholding democratic tendencies. It is, therefore, important that learning institutions include activities and practices in programmes that promote involvement of all stakeholders (Ministry of Education, 2012).

It further states that teachers and teacher---educators should as much as possible, use methods that promote active learners' participation and interaction. In addition, they should use. Such methods would encourage learners to reflect, think and participate in the learning process. "In this regard, teachers and teacher---educators are strongly advised to use the learner-centred approach in the teaching and learning process" (Ministry of Education, 2012:57)

Following the re-introduction of democratic system of governance in Zambia in 1991, the Ministry of Education together with Southern University Democratic Governance Project (USAID/Zambia) commissioned a Need Assessment on the introduction of Civic Education in Zambian secondary schools.

In view of the above, Curriculum Development Centre (CDC) produced the Civic Education Curriculum in November, 2003, and implemented it in 2007. This was meant to impart in learners civic knowledge, and acquire skills that would enable them understand and practice their civic values, rights and obligations, as responsible citizens. This re-introduction of democratic system in Zambia affects all sectors which include political, economic and social. Therefore, governance of secondary schools is also expected to be democratic. To achieve democratic practices in these schools all stakeholders are to be involved in decision making (Ministry of Education, 2003). In Zambia if we are to realize great democratic transformations that have swept the globe, there is need for school administrators to remove the dictatorial tendencies and uphold democratic practices in school governing and more importantly encourage participation of all stakeholders in all school decision making bodies. However, there has been no research conducted to find out if there are democratic practices

following the introduction of Civic Education in secondary schools in Zambia, hence this study.

## **2.6 Summary of Chapter 2**

This chapter has reviewed some literature related to democratic practices in school governance based on global society, African countries and Zambia in particular. Literature related to democratic practices in the management and administration of secondary schools, democratic structures and those in line with the creation of an enabling environment for stakeholders' participation in the governance of secondary schools were reviewed. The next chapter which is chapter three looked at the methodology used in data collection and data analysis.

## **CHAPTER 3: METHODOLOGY**

### **3.1 Overview**

This chapter presents the methodology used in the study. The term methodology refers to the way in which the researcher approaches identified problems and seeks answers. It is defined as “how one conducts research” (Cohen and Marrion, 1994:14). In this study the methodology has been sub-divided into, the research design, research population, sampling size and sampling techniques, data collection procedure, data collection instruments, data analysis procedure and ethical considerations. The chapter closes with the summary.

### **3.2 Research Design:**

A research design is an action plan for getting needed data. It describes when, where and how the data is to be collected in order to answer the research questions (Yin, 1994). The study used qualitative method, and employed a descriptive survey research design. A qualitative research method means that the researcher would study the participants in their natural settings; hence it was used in this study. A qualitative research depends on a research approach that is flexible and interactive (Kombo and Tromp, 2006).

A qualitative research design was chosen in order to gain an insight into democratic practices in the sampled secondary schools. The researcher adopted a descriptive survey study in order to produce qualitative data and to describe it in detail. A descriptive study research design was considered appropriate because it uses various data to investigate the issue. The method was appropriate because the study sought to find out if there were democratic practices in secondary schools. Moreover, it was used because of its capacity to yield in- depth and holistic insights in the issue being investigated (Yin, 2003). However, quantitative methods of data display were used to enhance qualitative methods such as tables, figures and graphs were used. The researcher has done so because the two approaches are complimentary and could be used whenever necessary and appropriate to maximize the strengths and minimize the limitations of each method (Kombo and Tromp, 2006)

### 3.3 Study population

The research targeted all secondary school administrators, teachers and pupils in Lusaka district of Zambia.

### 3.4 Sampling Size and Sampling Techniques:

According to Borg and Gall (1979) sampling is the selection of some units to represent the whole set from which the units (population) was drawn. The selection of the sample size was done in such a way that it represented the large group of people (Cohen and Marrion, 1994), which in this case it presented all the secondary schools in Zambia. The sample consisted of six secondary schools and a total of 60 respondents in Lusaka district. From the six schools, 18 teachers and 6 head teachers were sampled for interviews as respondents. A total number of 36 pupils from the 6 schools were sampled.

Simple random sampling was used to come up with the six schools and 36 pupils. Purposive sampling was used to come up with 18 teachers who have served more than ten years at the same school and head teachers from the selected schools. The target sample was randomly selected to give the study a variety of views to enrich the study with much needed information. The other informants were specifically selected because they could give importance, relevant and reliable data to the study (Kombo and Tromp, 2006) .The sample size is shown in Table 1 below.

<b>Respondents</b>	<b>Target sample size</b>
Head teachers	6
Teachers	18
Pupils	36
Total	60

**Table 1: Sample size**

### 3.5 Data Collection Procedures:

Data collection procedure refers to the way how the required information aimed at proving some facts concerning the identified problem would be gathered (Kombo and Tromp, 2006).This study applied individual interviews with head teachers and focus group



discussion (FGDs) with teachers and pupils. Individual interview method entails asking respondent's direct questions (Coolican, 2009). The responses to the research questions were recorded manually or using a recorder. Interviews were used for all the head teachers because the researcher aimed at obtaining in-depth information about democratic practices in secondary school governance.

Focus group discussions were employed. This is a research strategy for understanding audience attitude and behavior where the moderator interviews the informants in a relatively free discussion of the specific research questions (Wimmer and Dominic, (1987) Focus group Discussions were used with both teachers and pupils because they all share a defined area of interest which was 'good learner performance'. This helped the researcher to get the much needed information.

### **3.6 Data collection Instruments:**

The data collection instruments used were, interview guide and focus Group Discussion Guide. A recorder was used for both interviews and focus group discussions in all the visited secondary schools.

### **3.7 Data analysis:**

Data analysis takes different ways depending on the instruments used to collect the data and how the researcher wants the information to be presented (Lewis and Micheal, 1995). Qualitative approach of data analysis was used. Interviews and focus group discussions data were put on a compact disc (CD). Then the data on a CD was transcribed. The information collected was put into identified themes and categories after which, interpretations and discussions were made. This was done in line with research questions.

### **3.8 Ethical Considerations:**

When a researcher is carrying out a study and whose subjects are people or animals ought to consider the conduct of the research. He or she should give a particular attention to ethical issues associated with carrying out the research (Kombo and Tromp, 2006).

Therefore, in this study permission was first sought from the University of Zambia Directorate of Research and Graduate Studies through the School of Education. A full ethical clearance was given by Humanities and Social Science Research Ethics Committee. Secondly, Permission was sought and granted by the head teachers of the visited secondary schools.

A verbal Consent was also sought from all respondents before interviews as well as focus group discussions. Participation in the study was voluntary. Respondents were assured of confidentiality. Codes were used to name schools and respondents as A, B, C, D, E and F.

### **3.9 Summary of Chapter 3**

The chapter discussed the details of methodology used in the study. The discussion included the research design, research population, sampling size and sampling techniques. The chapter also discussed data collection procedure, data collection instruments and data analysis procedure which were used to collect and analyze data. The data was thematically analysed and presented in line with research questions. Issues of ethical considerations were also elucidated.

The following chapter presents the field research findings of the study on democratic practices in school governance in secondary schools.

## CHAPTER 4: PRESENTATION OF RESEARCH FINDINGS

### 4.0 Overview

This chapter presents the findings of the study on democratic practices in school governance in the selected secondary schools. The data in this chapter has been presented according to each research objective. It has been analysed in line with each pertinent research question and according to responses from the head teachers, teachers and pupils. The research findings are illustrated by tables and figures as appropriate.

### 4.1 General Information on Respondents

Respondents	Target sample size	Actual response	Response rate
Head teachers	6	6	100%
Teachers	18	17	94%
Pupils	36	36	100%
Total	60	59	98.3%

**Table 2: Response rate of all categories of respondents.**

The study targeted 60 respondents. 59 out of 60 responded as indicated in Table 2. Among the respondents were head teachers, teachers and pupils in six secondary schools in Lusaka District. All the headteachers and pupils responded, as well as 17 teachers. Only one teacher did not respond. Table 2 above shows the response rate of all categories of respondents.

The sixty respondents of all categories (100%) said that Civic education as a subject was received well. The following were some of their expressions:

*School A head teacher "Ah ah, the syllabus or the curriculum for Civic Education has been well received.*

*School B head teacher-The subject was well received by the general populous*

*School C teacher-Civic Education was well embraced and everyone wanted, had wanted to take Civic Education as a subject.*

*School D pupil-Well, oh and I think it has been received quiet well because ultimately it has turned out as a passing subject, so you can see that surely it shows that the reception has been good.”*

## **4.2 Democratic Practices in the Management and Administration of Secondary Schools.**

The first objective was to find out what democratic practices were used in school management and administration in the selected schools. The following were the responses from the head teachers, teachers and pupils.

### **4.2.1 Responses from six head teachers**

The study was carried out on six secondary schools. All six head teachers responded very well to their individual interviews. The following were the findings from the head teachers:

Responses	Number of head teachers	Percentage
Yes	6	100%
No	0	0
Total	6	100%

**Table 3: Do teachers have an opportunity to suggest, advise, or comment on school management issues?**

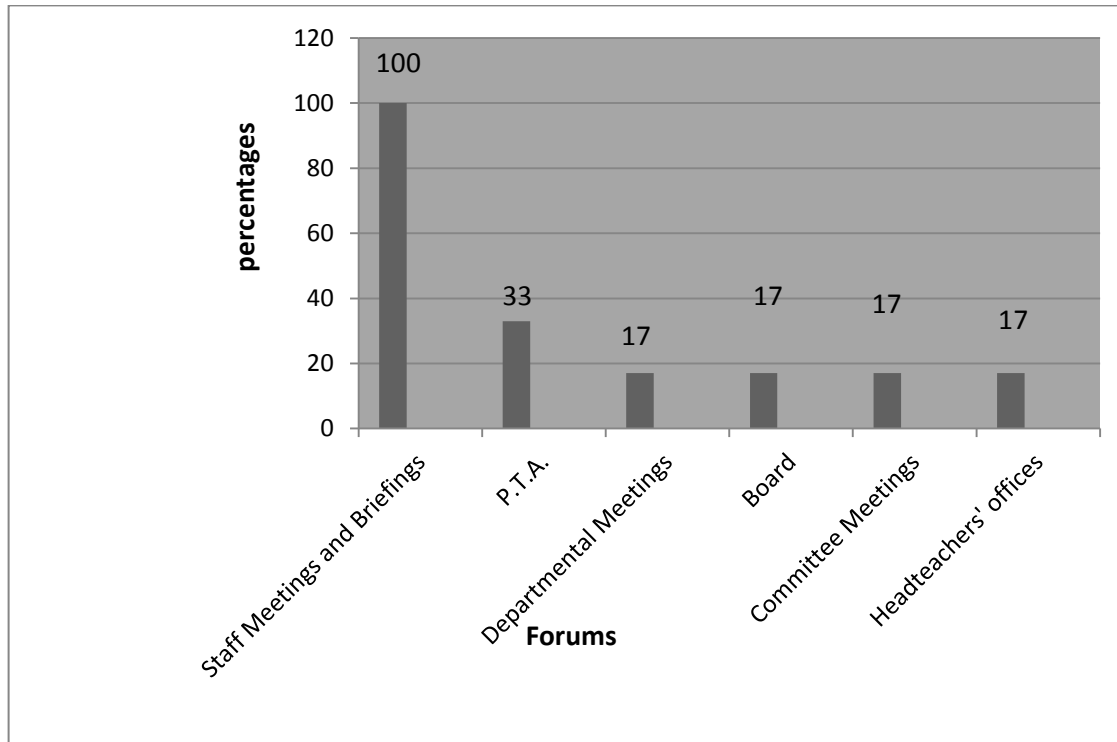
The responses from all the six head teachers as shown in Table 3 when asked whether democratic practices existed in secondary school governance in Lusaka district indicated that all the stakeholders were involved in the management and administration of secondary schools. When asked whether teachers had an opportunity to suggest, advise, or comment on school management issues, the head teachers had this to say:

*School C head teacher- “The pupils, teachers and other stakeholders including P.T. Executive members are very free to suggest to the management*

*about what they feel the school should run and that's why they meet once in a month. These people meet in order come up with, to look at the grievances coming from various interest groups in the school and chart the way forward. School E head teacher-A great deal. If you came to our staff meetings, it is like parliament. There is a lot of debate, there is a lot of shooting down, and things they think are not of the interest of the situation. Ultimately they must be some direction given by administration. School F head teacher-Definitely teachers have a role to play and because teachers are part of the stakeholders of the school system and democratic system of the school that exist at the moment. They are always taken on board, so as I said earlier on that, actually there are teacher unions, teacher representative, those are the people who air grievances on behalf of the teachers having after met teachers”.*

The data suggest that teacher participation in school governance in all the visited schools was at hundred percent. All the head teachers indicated that teachers had greater opportunities to suggest and recommend to the school management. Teachers presented their views, suggestions and recommendations through various forums. They further said that, teachers were part of the school democratic systems; therefore, their views were always taken into account.

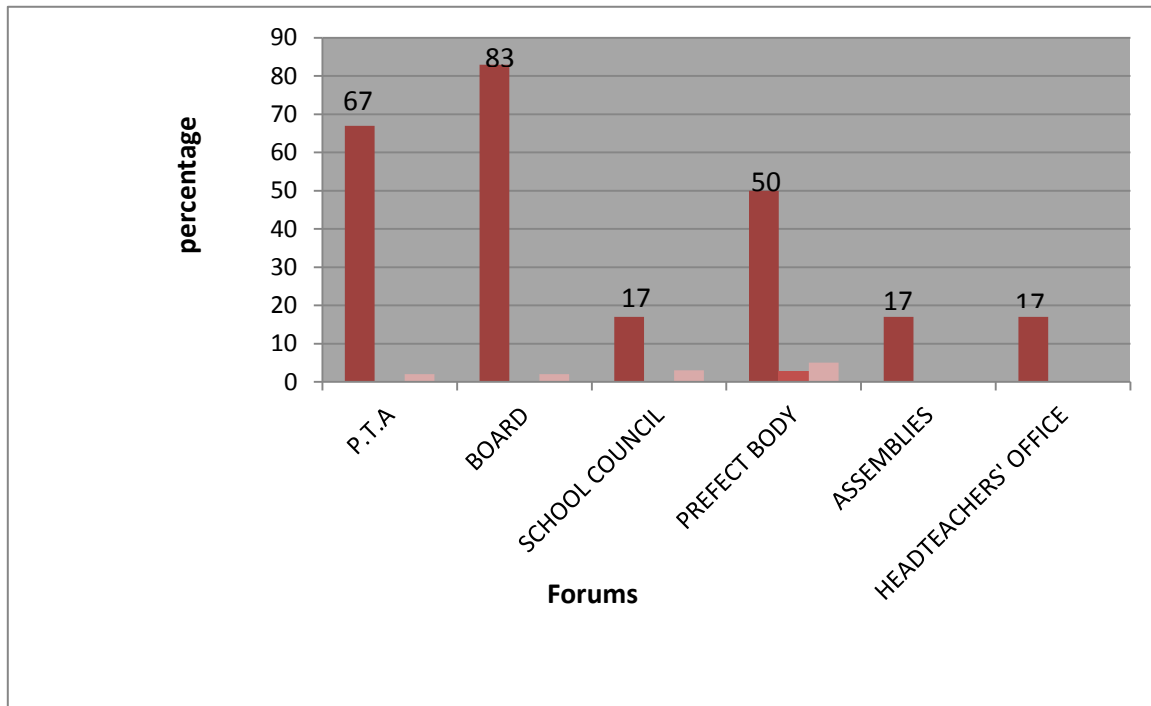
**Figure 1: In which forum do teachers have an opportunity to suggest or comment on school issues?**



The research in six secondary schools as per Figure 1 revealed that the common forums in which teachers have opportunities to suggest and advise were generally staff briefings and meetings. One of the respondent said, “The forums in which teachers are able to do that are forums like staff meetings which are held twice in a term and the staff briefings which are held every Monday, and the committee meetings where committees meet and look at what is required and make suggestions and recommendations”. Others are P.T.A, Board, Departmental and committee meetings”. It was further said that school head teachers basically encouraged teachers not to wait for the staff meetings, but go directly to the head teachers’ office to make suggestions. The findings showed that all the 6 (100%) secondary schools held staff briefings and meetings. 2 head teachers (33%) said that teachers were enabled an opportunity to suggest and comment on school issues in P.T.A meetings, 1 head teacher (17%) said that teachers did so in departmental meetings, 1 head teacher (17%) said that teachers did so in board, 1 head teacher (17%) said that teachers did so in Committee meetings, 1 head teacher (17%) said that teachers did so in head teachers’ office. The figures

above show the forums in which teachers have opportunities to suggest and recommend to the school administration and management.

**Figure 2: Do pupils have an opportunity to suggest, advise, comment or contribute to school management?**



The responses from all six head teachers when asked whether pupils have an opportunity to suggest, comment or contribute to school management as in Figure 2 revealed that they did have opportunity through different forums depending on the practice of individual schools. Findings as shown in Figure 2 showed that they do so in the following forums, P.T.A (67%), representing response from 4 head teachers, Board 83% representing 5 head teachers, School Council 17%, representing 1 head teacher, Prefect body 50%, representing 3 head teachers, Assemblies 17% representing 1 head teacher, headteachers' office 17% representing 1 head teacher and through teachers 17% representing 1 head teacher.

Responses	Number of head teachers	Percentage
Management	3	50%
Prefects	2	33%
Patrons, matrons and teachers	1	17%
Total	6	100%

**Table 4: How free are pupils in presenting their concerns and grievances to management?**

When head teachers were asked about how free the pupils were in presenting their concerns and grievances to the school management and administration, all the six head teachers said pupils were very free as shown in Table 4. However pupils presented their issues through different channels. This is evidenced by a number of responses from them. For example, the head teachers said the following:

*School A head teacher-“The pupils of nowadays are different from the way we grew up from the past. The pupils of nowadays are very open, they speak their minds out.*

*School B head teacher- Well in terms of how free are they, like I have already said it, there is a lot of freedom of information and freedom of speech.*

*School C head teacher- The pupils, teachers and other stakeholders including P.T.A members, executive members are very free to suggest to the management about what they feel the school should run and that’s why they meet once in a month these people meet in order come up with, to look at the grievances coming from various interest groups in the school and chart the way forward.*



*School D head teacher- With pupils I would say, prefects is more free with their patrons and matrons and their class teachers. For pupils in class are able to make recommendations to their class teachers ,which teachers can even bring to the staff meeting which can be discussed and agreed.*

*School F head teacher- Actually, it is during the meetings with the prefects, they are very free. They are told to be very much free”.*

The findings showed that, 3 head teachers (50%) indicated that pupils were free with the management. 2 (33%) of head teachers said that pupils were only free during their meetings with prefects. 1 (17%) of head teachers, revealed that they were free with their patrons and matrons as well their class teachers.

Responses	Number of head teachers	Percentage
Management, P.T.A, Board ,teachers and pupils	1	17%
Management, P.T.A, Board and teachers	4	67%
Disciplinary committee	1	16
Total	6	100%

**Table 5: How are the schools rules formulated and enforced in the school?**

The study in six secondary schools as shown in Table 5 revealed that only 17% representing 1 head teacher involved all the stakeholders who include the management, P.T.A, the Board, teachers and pupils in the formulation and implementation of school rules. 67% which is representing 4 head teacher involved the rest except the pupils and 16% representing 1 head teacher said only the disciplinary committee was doing it. As some respondents had put it, it was their tradition to involve only teachers, the management and at least one or two parents in the formulation of school rules. Once the formulation had been completed then the enforcement was done by the school management.

#### 4.2.2 Responses from seventeen teachers

Response	Number of teachers	Percentage
Yes we participate	17	100%
No we do not participate	0	0%
Total	17	100%

**Table 6: Do you actively participate in the affairs of the school besides teaching?**

Teachers were asked if they participated in the affairs of the school besides teaching. In response the respondents unanimously said yes they did as indicated in Table 6. Therefore, besides teaching, the results indicated that teachers participated in other co-curricular activities. These activities included sports, drama, debate and being in charge of school committees. All the respondents (100%) representing 17 teachers reported that their administrators encouraged and allowed them to get involved in these activities in the same way as in teaching.

Response	Number of	Percentage
They are very free	17	100%
They are not free	0	0%
Total		100%

**Table 7: How free are the pupils in presenting their concerns and grievances to you teachers or school managers?**

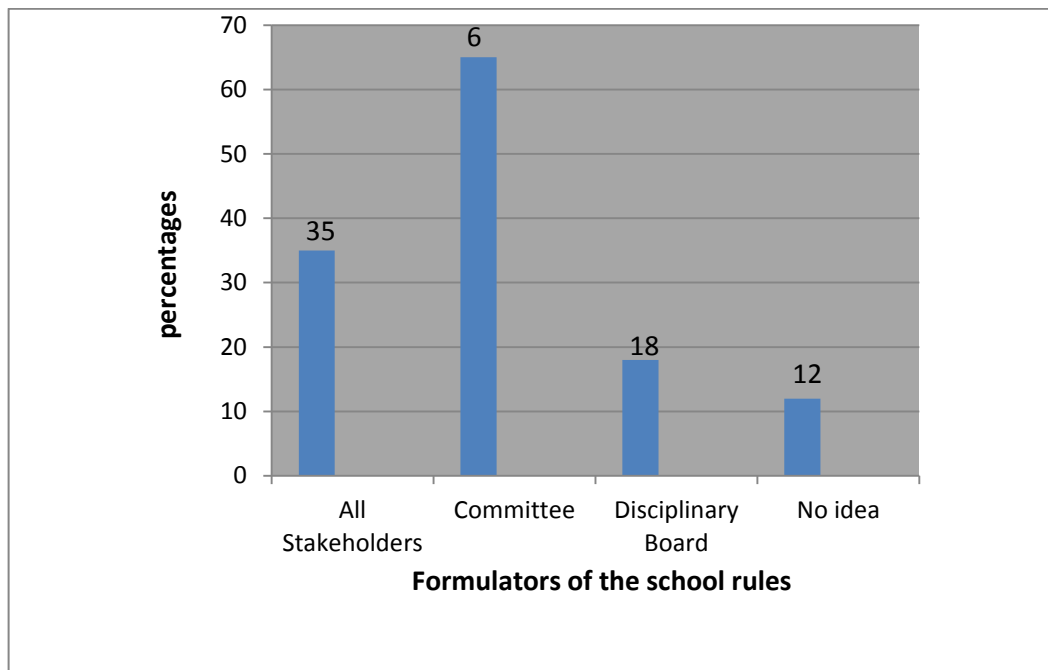
Teachers' views on how free pupils were in presenting their concerns and grievances to them as teachers or school managers were that pupils were very free as shown in Table 7. They revealed that pupils presented their concerns and grievances to their grades teachers, subject teachers, heads of departments or they would approach the top management whenever they felt like doing so. All the respondents (100%) in this case 17 teachers said the same. This implied that pupils were very free in presenting their concerns and grievances to both the teachers and school management.

Response	Number of teachers	Percentage
We are very free	16	94%
We are not free	1	6%
Total	17	100%

**Table 8: How free are you as teachers in presenting your concerns and grievances to management?**

The respondents were asked whether they were free in presenting their concerns and grievances to school management. In response a number of them said, “We are very free as teachers. We are leaving in a democratic world so sometimes when we have meetings we are free to ask what we are not clear about concerning the school, concerning the school fees, the running of the school, on that we cannot complain we are very free teachers” as shown in Table 8. The research found out that 16 teachers which are represented by 94% of teachers said that as teachers they were very free. 6% meaning 1 teacher said that teachers were not as they cited that freedom of expression depended on an individual’s personal relationship with the management.

**Figure 3: How are the school rules formulated and enforced in this school?**



The responses from 6 teachers indicated that 35% of secondary schools involved all the stakeholders in the formulation and enforcement of school rules. The other 11 teachers (65%) said that secondary schools did not involve all stakeholders. 6 teachers indicated that schools only involved the committee and this was represented by 35%, the disciplinary board was at 18% representing 3 teachers and those that had no idea was only 2 teachers represented by 12%. This implied that the majority of secondary schools did not involve stakeholders in the formulation and enforcement of school rules.

#### **4.2.3 Responses from thirty six pupils**

Response	Number of pupils	Percentage
Yes	18	50%
No	18	50%
Total	36	100%

**Table 9: Are you happy with the way the school is being run? If your answer is no, suggest the best way of running it. If your answer is yes, what pleases you most?**

When asked the above question, 18 (50%) of the pupils as shown in Table 9 agreed that they were happy with the way their secondary schools were being run. They cited examples of teachers being open with them when it came to issues of teaching and learning. The management was also cited as being receptive to their concerns whenever they were approached by the pupils at any given time. In support of what they felt and experienced pupils said, "I think as at now we are happy but last term as pupils we were not happy because human rights were being violated by the school authorities such as prefects and cadets. The headmaster has tried to look at the issue so that issue was implemented. So as at now I think, everything is just okay because most of the things which were not good they sorted them out".

However, the other 18 pupils (50%) revealed that they were not happy. The respondents indicated that the school managers and administrators were running the schools according to the way they wanted. They further reported that pupils were not given any chance to suggest the best way of running the schools.

Response	Number of pupils	Percentage
Yes we do	18	50%
No we do not	12	33%
No idea	6	17%
Total	36	100%

**Table 10:Are you allowed to suggest or participate in school management? If Yes, How?**

Pupils were asked to state whether the school management and administration allowed them to participate in school management as shown in Table 10. In response pupils said the following:

*“Yes like for example. When you are not happy about the certain teacher, we can complain to our grade teacher and who is going take this to the head teacher or the deputy and they can do something about it.*

*Yes we do, I think last year they introduced that you have to choose someone in your class that can represent you when the school management is having a meeting so I think we are being allowed.*

*No we are not allowed because it has never been a chance given.  
We are not allowed to participate in the school management.*

*I cannot certainly say we are or not. We are not sure whether we have the right to participate, we have never been told, so we do not know whether we a right or not.”*

The study indicated that pupils were allowed to participate in the management meetings through the representation of other pupils chosen by the fellow pupils. This was indicated by 18 pupils, represented by 50%. 12 pupils (33%) reported that they had never been given a chance to do so. The other 6 pupils (17%) had no idea whether they had a right or not to participate in the management of the school. The views expressed by the respondents were that they were not sensitized by the management. See the table above.

Response	Number of pupils	Percentage
Very free	9	25%
Not free	27	75%
Total	36	100%

**Table 11: How free are you in presenting your suggestions or concerns to the administrators?**

9 pupils (25%) of the respondents said that they were very free. They said that the schools administrators have made it clear to the pupils to present their concerns freely. 27 pupils (75%) said that they were not free in presenting their suggestions and concerns to the administrators. They indicated that some administrators instilled fear in them such that no pupil could approach them to present his or her concerns. The findings are illustrated in the table above.

Response	Number of pupils	Percentage
Teachers	18	50%
Teachers and parents	6	17%
No idea	12	33%
Total	36	100%

**Table 12: How are the schools rules formulated and enforced in the school?**

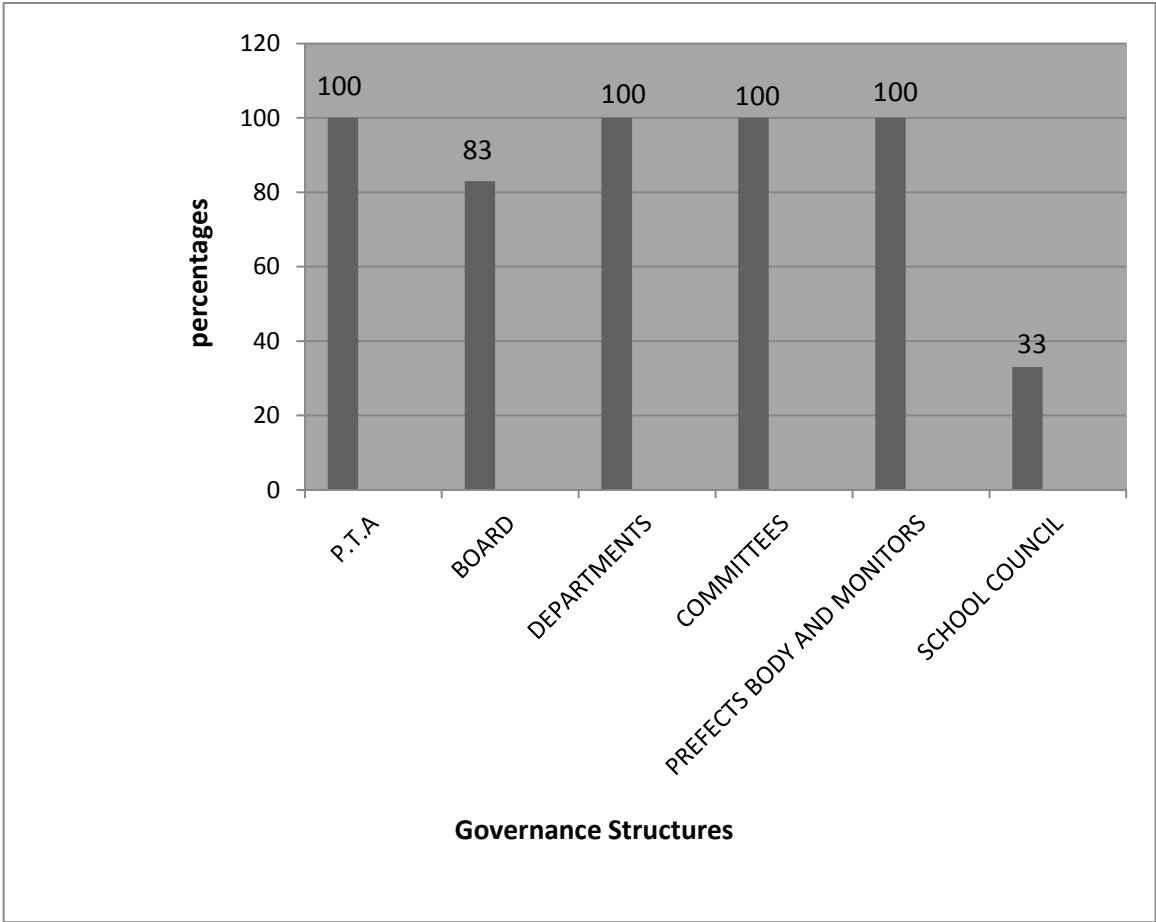
In this study 18 of the respondents (50% pupils) as indicated in Table 12, said that school rules were formulated by teachers and enforced by teachers and prefects by means of punishment. 6 of respondents (17%) said that they were formulated by teachers and their parents and implementation involved the prefects as well, while 12 pupils (33%) indicated that they had no idea.

**4.3 Democratic Structures present and operating in secondary schools.**

The second objective was to determine democratic structures present and operating in secondary schools in Lusaka district. The following were the responses from the head teachers, teachers and pupils.

**4.3.1 Responses from six head teachers**

**Figure 4: What management or governance structures do you have in the school which assists you in managing the school?**



The head teachers were asked if they had any democratic structures in the school which assisted them in the management of the schools. In response all the 6 respondents (100%) reported that they had the P.T.A, departments, committees, prefect body and monitors. 4 head teachers (83%) said that they had school boards. In addition to the said existing democratic structures, one head teacher reported that a school council existed at his school which enabled pupils to meet and discuss their concerns. See Figure 4.

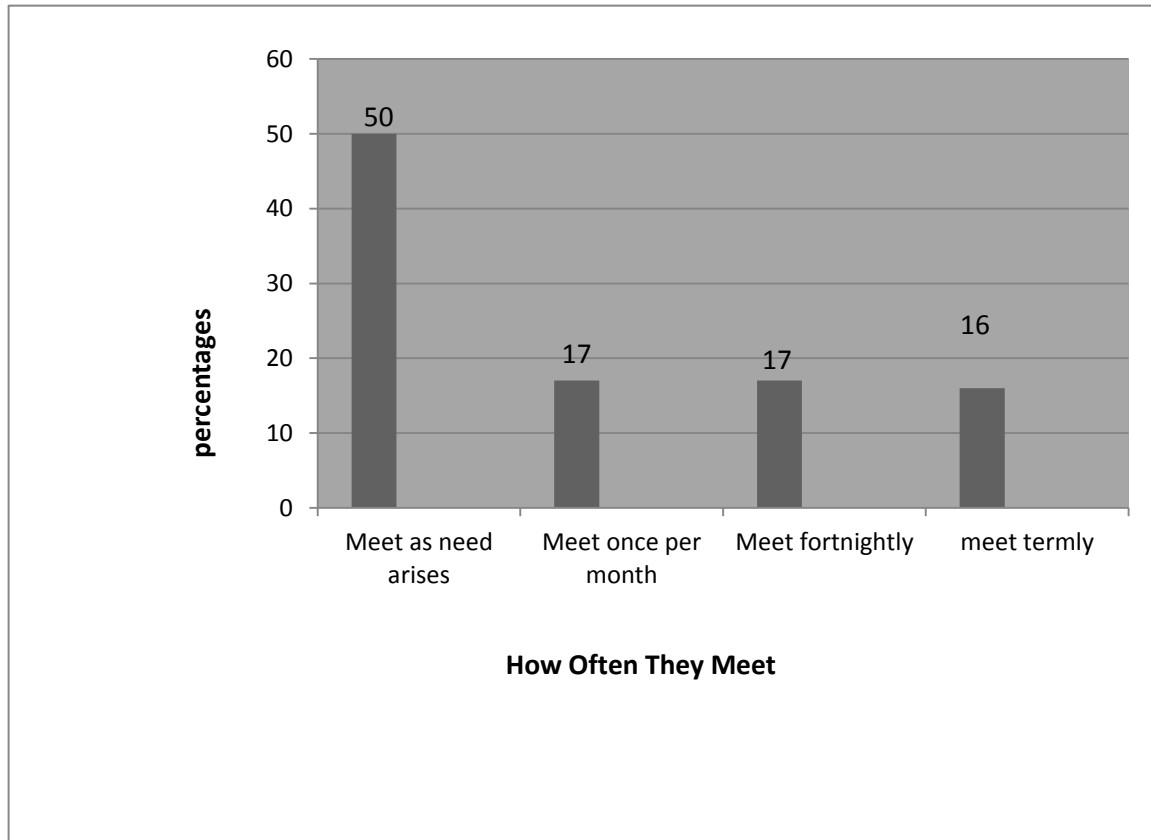
**Table 13: How do these governance structures help you and in what areas do they help you.**

Response	Frequency	Percentage
Identify different needs in different areas and recommend	6	100%
Do not help in anyway	0	0%
Total	6	100%

The responses in the table above indicate that all (100%) of the head teachers pointed out that these governance structures helped in identifying different types of needs of the school, brought to the floor for discussion. They further reported that this had helped in the realization of the school goals.



**Figure 5: How often do these structures or bodies meet to present their concerns to the school administration?**



The study revealed that these structures met as need arose. This was indicated by 3 head teachers (50%). 1 head teacher (17%) said they met once per month, the other 1 head teacher (17%) said they met fortnightly, while another 1 head teacher (16%) indicated that they met termly, as shown in Figure 5. The findings indicated that other democratic structures met more often than others because of the nature of the cases they dealt with. This was evidenced by the responses they gave, “Some structures meet more frequently than others, structures such as committees that deal with pupils’ discipline they may meet more frequently in terms of the number of discipline issues in the school”

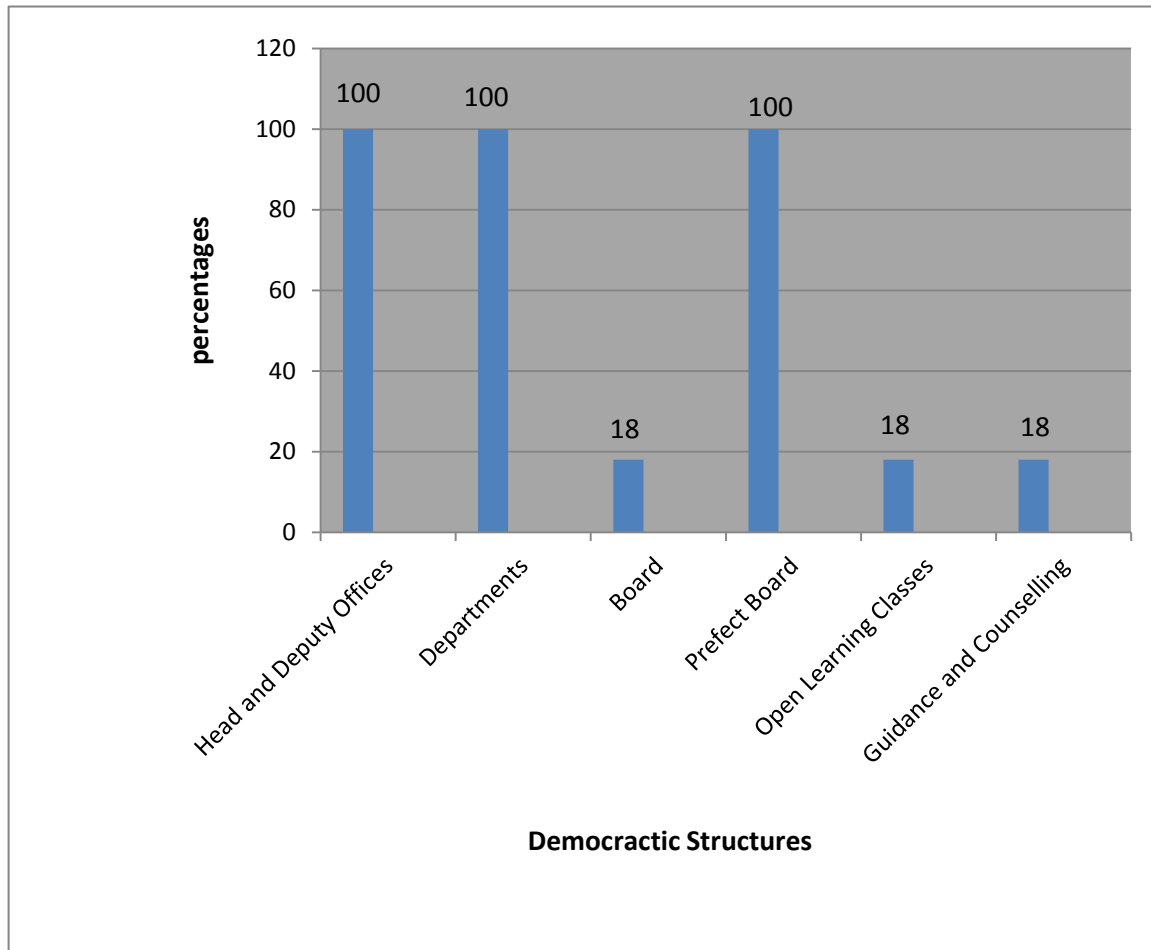
Response	Number of head teachers	Percentage
All groups are represented (Top management, middle management, teachers, parents and pupils.)	6	100%
Few are represented	0	0%
None are represented	0	0%

**Table 14: Which groups of your school population are represented on each of these structures?**

When the head teachers were asked to state the groups of the school population represented on each of the democratic structures, in response all the 6 respondents (100%) reported that all groups of stakeholders were represented as indicated in Table 14, which included top management, middle management, (H.O.Ds), teachers, parents and pupils. They said that on the administrative committee there was representation of the teachers, the middle management and also the top management of the school, represented by the deputy and the head teacher. The prefect body, pupils, patrons, matrons and parents are equally represented.

#### 4.3.2 Responses from seventeen teachers

**Figure 6: What democratic structures exist in the school?**



The democratic structures stated by teachers were the head teacher and deputy head teacher's offices, departments, board, prefect body, open learning class's office, guidance and counseling office. As shown in the figure above the Head teacher and deputy head teacher's offices were represented by 100%, departments 100%, board 18%, prefect body 100%, as indicated by all 17 teachers open learning classes 18% and guidance and counseling office 18% represented by 3 teachers.

Response	Number of teachers	Percentage
Meet as need arises	11	65%
Meet every week	3	18%
Meet twice in a term	3	17%
Total	17	100%

**Table 15: How often do these bodies meet to present their suggestions or concerns to the school administration?**

The study in six secondary schools revealed that the existing democratic structures met to present their suggestions and concerns to the school management and administration. 65% of the respondents, that was 11 teachers, reported that they met as need arose, 3 teachers (18%) reported that they met every week and 17% representing another 3 teachers said they met twice in a term, as shown in the table above.

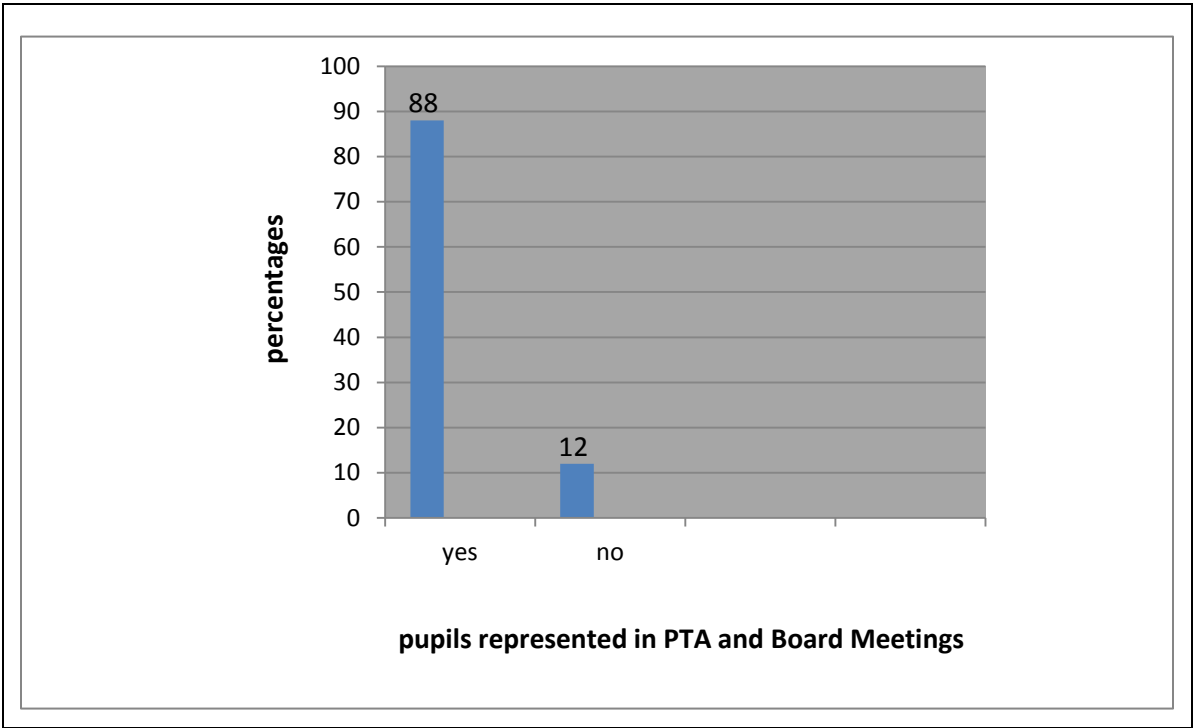
Response	Number of teachers	Percentage
Five teachers, yes is adequate	3	18%
Two teachers, yes is adequate	9	53%
Not certain of the number	3	17%
Not yet a board, no teacher sits	2	12%
Total	17	100%

**Table 16: Teachers' response on teacher representation on democratic structures**

Teachers were asked if there were any teachers who sat on the school board. They were further asked to explain whether the number that sat on the board was adequate. In response as shown in Table 16, 3 teachers (18%) informed the study that five teachers sat on the board and were adequate, 9 teachers (53%) said that two teachers sat and the number was adequate. However the other 3 teachers (17%) of teachers were not certain of the number

that sat on the board. 2 teachers (12%) said that their school was not yet a board hence, no teacher sat on the board.

**Figure 7: Are pupils represented in P.T.A and board executive meetings?**



All the respondents were aware that pupils were supposed to be represented on both P.T.A and board meetings. This awareness included even the school which was not yet a board. The study found out that 15 teachers (88%) indicated that pupils were represented. In most cases this representation was done by the school head boy and head girl. 2 teachers (12%) said that none of pupils attended the meetings as the board was not yet put in place. See the figure 7 above.

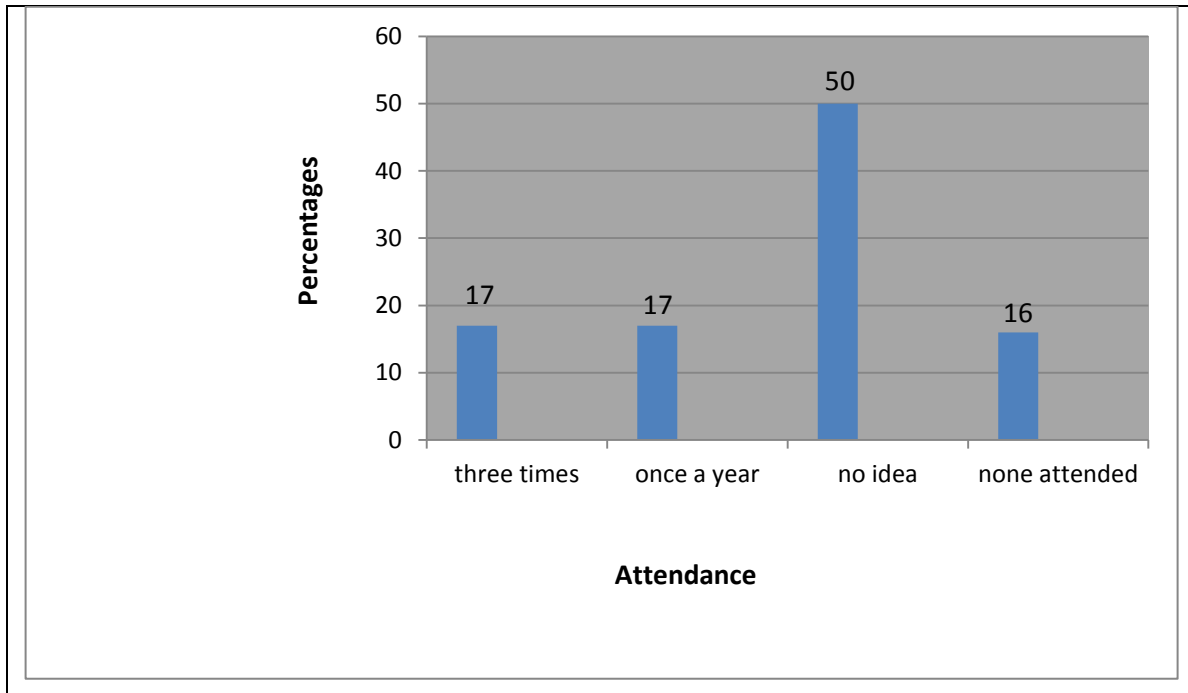
#### 4.3.3 Responses from thirty six pupils

Response	Number of pupils	Percentage	Response	Number of pupils	Percentage
Yes	24	67%	Head teacher	12	33%
No	12	33%	Pupils	24	67%
Total	36	100%	Total	36	100%

**Table 17: Are pupils represented on the School Board or PTA committee? Who selects these representatives?**

The study in six secondary schools indicated that pupils were represented on the board and P.T.A. committees. However others said they were not represented. They said that the selection of pupil representatives was done by the head teachers. Others revealed that it was done by fellow pupils. 24 pupils (67%) indicated that they were represented, while 12 pupils (33%) said they were not represented on both committees. On the selection part, 12 pupils (33%) reported that it was done by the head teacher and the majority 24 pupils (67%) revealed that it was done by the pupils themselves. The table above indicates both responses.

**Figure 8: How many times do your representatives attend P.T.A and Board Executive Meetings?**



It must be noted that P.T.A and board meetings should be at least held once per term, which brings the total number of meetings to three per year. When respondents were asked how many times their representatives did attend P.T.A and board meetings, the following were their responses as shown in Figure 8: 6 pupils (17%) reported that they were held three times per year and the other 6 pupils (17%) indicated that they were held once per year. 18 pupils (50%) expressed ignorance on the number of times their representatives attended P.T.A and board meetings. The other 6 pupils which was represented by 16% reported that none of their representatives attended the meetings; reason being that these structures were not yet put in place.

### **Creation of an Enabling Environment for Stakeholders' Participation in the Governance of Secondary Schools.**

The third objective was to examine the flexibility of school management and administration in creating an enabling environment for stakeholders' participation in secondary school governance in Lusaka district. The following were the responses from the head teachers, teachers and pupils.

#### 4.4.1 Responses from six head teachers

Response	Number of head teachers	Percentage
We have done it in so many ways	6	100%
We have not done anything	0	0%
Total	6	100%

**Table 18: What steps has the management taken in the past to create an enabling environment for the full participation of stakeholders in the management and administration of the school?**

The responses from all six head teachers as shown in Table 18 indicated that an enabling environment had been created to allow the full participation of every school stakeholder. This is evidenced by the responses that were given by the some of the respondents. They said the following:

*“The steps we have taken as a school is to involve everyone, we have revived and maintained an active Parents Teachers Association and we also have increased the rate at which we meet, and discuss with the teachers in weekly staff briefing ,which were not there before. Those are issues that we think are going to help, in bringing everyone closer to the management and the other partners in the administration and management of the school.*

*We have done a lot. Our doors are ever open to receive their suggestions.*

*They are so many steps. One is to strengthen meetings, we have also encouraged P.T.A executive meetings at least twice in a term in order to look at those grievances and air some of the grievances that come from other stakeholders.”*



The above findings revealed that 100% of the management as indicated by all the 6 head teachers had taken tremendous steps to involve everyone in secondary school governance. See the table above.

Response	Number of head teachers	Percentage
Yes it does	3	50%
No it does not	3	50%
Total	6	100%

**Table 19: Does a volunteer culture exist among teachers and pupils to individually approach management with suggestions or to perform a function?**

From the findings it was clearly indicated by the head teachers as shown in the Table above that a volunteer culture was a fifty-fifty issue. 6 of the respondents (50%) said that a volunteer culture existed in secondary schools. However, the other 6 head teachers (50%) indicated that, it did not exist unless the issue under discussion was unanimously agreed upon and there was an incentive attached to it.

**4.4.2 Responses from seventeen teachers**

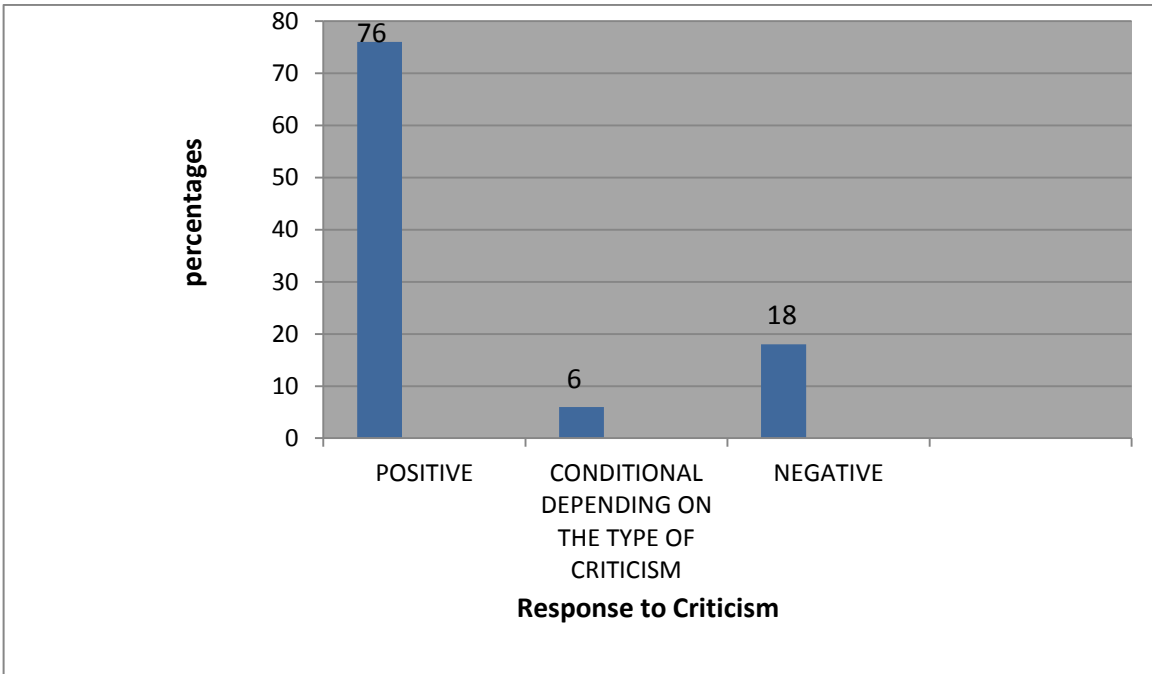
Response	Number of teachers	Percentage
It has done it in so many ways	17	100%
It has not done it in anyway	0	0%
	17	100%

Table 20: What steps has the management taken in the past to create an enabling environment for the full participation of stakeholders in the management and administration of school?

All the 17 respondents (100%) unanimously indicated that secondary school management had created an enabling environment for the full participation of all stakeholders in so many ways. Among them were, formation of different committees which were encouraged to meet

and discuss whenever necessary. This, therefore, encouraged dialogue among management, teachers, parents and pupils. See table 20 above.

**Figure 9: How does the school management respond to criticism from pupils, teachers and the community?**



According to the respondents in this study as shown in Figure 9, the majority (13) of the teachers (76%) said that the management responded positively to criticism. However, 1 of the teachers (6%) indicated that the management's response depended on the type of criticism while 3 teachers (18%) said it was received with negativity. When asked how management responded to criticism, the teachers said the following:

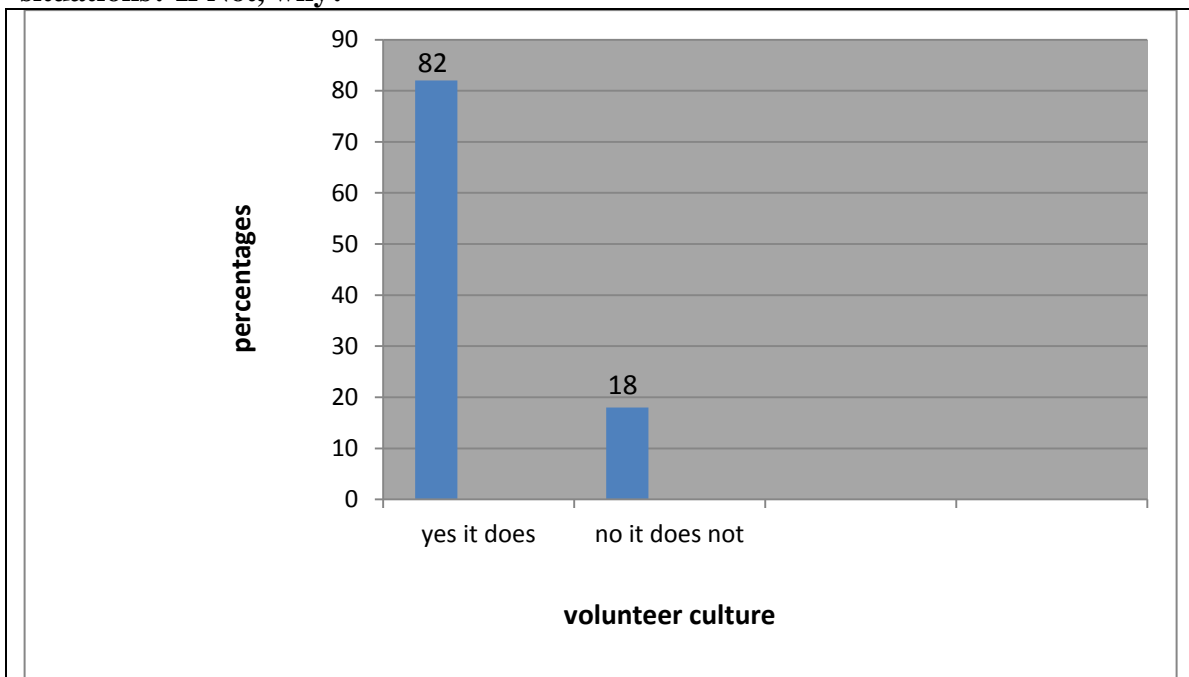
*So generally I think criticism is accepted and a way is looked into.*

*From teachers they respond, from every angle they respond very well, positively. They actually take criticism as a stepping stone and learning point and that has helped. I think our management is humble enough to apologize when they have done wrong and to accept mistakes and also move forward as a term.*

*Their response is positive depending on the type of criticism they take at times, they would take whatever criticism is there.*

*Criticism being criticism is never well received and the school managers I think are not exceptional. Usually they receive it with negativity.*

**Figure 10: Does a volunteer culture exist among teachers and pupils? If Yes, in what situations? If Not, why?**



Almost all the respondents said “yes it does”, while very few said no. This was represented by 14 teachers (82%) and 3 teachers (18%), respectively See Figure 10 above. Those who said yes cited examples of teachers volunteering to be in charge of different committees. 18% of those who said no could not cite any situation where teachers or pupils volunteered to do some work for the school.

#### 4.4.3 Responses from thirty six pupils

Response	Number of pupils	Percentage
No chance has been given	36	100%
Yes a chance has been given	0	0%
total	36	100%

**Table 21: Given a chance, which school rules would you want to remove or add? Why have you not suggested these before to school managers?**

All the pupils as shown in Table 21 said that, if they were given an opportunity they could remove and add a number of school rules. 36 pupils (100%) reported that they have never been given such a chance to make suggestions concerning the removal and additional of school rules. The following were some of the views from the pupils:

*I haven't been given the opportunity to do so. I don't think the management allow that to suggest anything about that.*

*They can't allow it.*

*If you go that side they will say no what can you say we have already made school rules and rules are rules, and you are just a chap to us so you can never tell us anything so that has really hindered us as students. We are living under a dictatorship and whatever we say is parallel to them, whether it is making sense or not, we are under dictatorship. .*

*Not given a chance yet.*

#### 4.6 Summary of Chapter 4

Conclusively, this chapter has presented the research findings in relation with research questions of the study. From the data collected, it showed that most respondents indicated that democratic practices in secondary school governance exist, but there was need for more space to be provided for pupil inclusion. The next chapter discusses the research findings of the study.

## **CHAPTER 5 DISCUSSION OF FINDINGS**

### **5.1 Overview**

This chapter discusses the findings of the study on democratic practices in school governance: a case of selected secondary schools in Lusaka district. The objectives of the study were as follows:

1. To assess democratic practices in the management and administration of secondary schools in Lusaka district.
2. To determine democratic structures present and operating in secondary schools in Lusaka district.
3. To examine the flexibility of school management and administration in creating an enabling environment for stakeholders' participation in secondary school governance in Lusaka district.

The findings were discussed according to the themes in relation to the objectives of the study. The main findings of the study were that systematic and strategically entrenched democratic practices in school governance results in improved performance by learners. When all stakeholders are taken on board on issues concerning school governance no one stakeholder assumes total control over the other. The result is that there is cohesion and collaboration in the way the secondary schools are being managed and administered thereby enhancing democratic governance (Gollob, et al, 2010).

### **5.2 Democratic Practices in secondary school governance**

#### **5.2.1 Opportunity for Participation**

The study attempted to establish whether democratic practices existed in secondary schools or not. The respondents said that the stakeholders were accorded an opportunity to suggest, advice and comment on the way their schools were being managed.

Among other things, the respondents ably stated that as could be attested, for example, from their staff meetings where issues were heavily debated by teachers who in certain cases

would negate the whole idea floated by the management of the school in preference for a complete opposite of the idea. The respondents further remarked that teachers had a role to play as stakeholders in the democratic dispensation in a school setting.

In addition the respondent said the pupils were also an important stakeholder group that was equally taken on board on matters involving the running of secondary schools. This meant that pupils were allowed to actively take part in advancing the ideals of democratic governance in secondary schools.

As Ball (2013) argued that true democratic governance in schools could only be realized through collaborated approach of all the stakeholders, notably teachers, pupils and the local community. Therefore, in his resolve to involve all stakeholders in the running of schools supports this study's findings that teachers, pupils and parents are given an opportunity to participate in making decisions on how the schools ought to be run.

It would be wrong for teachers to be preoccupied with directing and morally and socially rearing the pupils rather than creating pedagogical conditions that promote pupils' critical and reflective thinking. In a situation where administrators rarely think of pupils as participants in school governance to form powerful partnerships to improve school management and pupil performance, then pupils would end up receiving objects and have no chance and capacity to make positive contribution to their learning and teaching processes (Fullan,1991)

It is worth noting that availing stakeholders an opportunity to participate in the school decision making is a key principle of democratic education. This idea originates from a scholarly argument that democracy is learnt most completely by practicing it in all areas of life (Gutman, 1989).

### **5.2.2 Forum for Stakeholders' participation**

The study further depicted the different forums in which stakeholders were able to suggest and advise the management on the best way to manage secondary schools in order to enhance democratic governance. In addition to staff meetings, committee, departmental, board and P.T.A meetings including direct approach of the head teachers by individual

teachers on issues affecting the democratic governance, were some of the ways through which teachers contributed to the democratization of the secondary schools. The following are some of the forum in which the different stakeholders participated in the democratic governance of schools:

Teachers participated in the democratic governance of the secondary schools through staff meeting, P T A meetings, departmental meetings, board meetings, committee meetings, and direct approach of head teachers by individual teachers.

On the other continuum, the study revealed that pupils contributed to the process of democratic governance in secondary schools through P.T.A meetings, board meetings, school councils, prefect bodies, assemblies, head teachers direct approach by individual pupils and teachers' direct approach by individual pupils.

The participation of all stakeholders in the democratic governance of secondary schools was amplified by Munyatsi (2015) who carried out the study by evaluating the extent to which the Secondary School Management Development Project (SSMDP) in Botswana was effective in transforming the management of secondary schools from autocratic rule to more acceptable inclusive management. In order to achieve this end he proposed the involvement of all stakeholders in the running of secondary schools. Among them, teachers, pupils and parents and he said that this must be done through various forums, such as school councils, prefect bodies, school boards and P.T.A meetings.

This resonates with the findings of this study that teachers and pupils including other stakeholders like parents were to participate in the management of secondary schools through various forums. These forums included P.T.A, board, prefects' body, school council and staff meetings.

Pupils as major stakeholders are ably represented through the formation of the pupil representative bodies involved in the critical school discussions. These representative bodies such as school councils are means for pupils to express views and make suggestions in the light of their daily experiences within the school. If schools are to meet the needs of both

their pupils and their communities in a dynamic, constantly changing environment, they would need to provide opportunities for participation of all stakeholders (Rowe, 2001).

The creation of space for pupils to exercise their sense of responsibility, demonstrate their readiness and practice deliberation which would enable the education system to produce responsible, responsive and democratic citizens is of prime importance. In this way pupils would be regarded as equals (Mncube, 2012).

### **5.2.3 Concerns and grievances**

The respondents said that stakeholders such as teachers, pupils and parents were free in presenting their grievances and concerns to the management in different forums.

In according the freedom for the stakeholders to participate in the management of secondary schools it was of paramount importance that a system was put in place for every stakeholder to freely participate in suggesting, advising and commenting on matters affecting secondary schools (Frank and Huddleston, 2009). Frank and Huddleston's advocacy was also echoed in this study by the respondents that stakeholders were freely participating in the management of secondary schools.

The study revealed that stakeholders fully participated in the management and administration of schools. It is along these lines that the new school governance landscape based on citizen participation was established. These partnerships between the parents, learners, school staff and communities, as well as the administrators would enable school stakeholders to have a say in decision-making by devolving power to stakeholders who participate in "democratic governance" of schools. (Lewis and Naidoo, 2004).

(Frank and Huddleston 2009) point out that there was need to come up with democratic structures in our social institutions such as schools where teachers and other stakeholders would fully participate in decision making at school level. This would enable teachers and pupils alike to have a sense of belonging and part of the decisions so made.



#### **5.2.4 Teachers and pupils' participation in secondary school governance**

The findings of the study were that teachers and pupils fully participated in secondary school governance in Zambia.

This finding for teachers and pupils to be partners in secondary school governance is supported by Bolt (2011). He perceives stakeholder engagement as critical in any education system. School should come into daily contact with their stakeholders. This would result in achieving high quality, coherent learning and the development of a system that would enable secondary schools to work collaboratively, form and maintain inclusive relationships with its stakeholders. This assertion fosters the fact that in the daily management of secondary schools, collaborative relationships with a clear and shared sense of purpose that involve stakeholders should be nurtured at all costs.

#### **5.2.5 Formation and enforcement of school rules**

The study revealed that to some extent there was inclusiveness in the way the school rules were formulated and enforced in secondary schools. The ideal situation could be where all head teachers had school rules and regulations reviewed in consultation with head teachers from other secondary schools, members of staff and pupils themselves. This would be done to incorporate the needs of the pupils. In order to embrace the spirit of consultation head teachers meet prefect bodies on regular basis for the purpose of reviewing and implementation of school rules, Kolonzo, 2013).

Carole Pateman's theory of participatory democracy was used in this study as it gives the general overview of democratic practices and governance in any ideal society. Further Dewey's theory was used in this study because it narrows down to democracy in education which was the centre of this study.

### **5.3 Democratic Structures**

#### **5.3.1 Existing Democratic Structures**

In secondary schools in Zambia there are management or governance structures. This is all in attempt to enhance democratization of secondary schools. The head teachers enumerated

a number of administrative and democratic structures. These were P.T.A, boards, departments, committees, prefects' body and monitors as well as school councils.

This is also true in South Africa. The South African White Paper on organisations, governance and funding of schools as espoused by the South School Act says all public state schools must have democratic elected school governing bodies (SGBs) composed of teachers, non-teaching staffs, parents and learners.

In Botswana the government sought to establish democratic structures such as school boards, parents Teachers' Association (P.T.A.), senior management teachers, prefect bodies, school councils and others including teachers. This was in the government's desire to enhance democratic governance in secondary schools in order to cater for the needs of all interest groups, consultative meetings were encouraged (Monyatsi, 2005)

It is well settled that in school governance it is key to consider pupil participation for democracy to thrive. Pupil inclusion in the school governance affords structured opportunities for learners to get involved actively in the important affairs of school life. (Cockburn, 2006) concludes that pupils' sentiments become effective when they attend meetings and actively participate rather than being observers. Take for instance in South Africa, education law provides for pupils to participate in school governance in three ways, thus the Representative Councils of learners, the School Governing Body and through participation in developing and adopting a school code of conduct. It is through the aforesaid structures that learners have realized that the art of decision making depends on considering many perspectives. They have also learnt that when decisions are made they are done in consideration of various views that are important (Phaswana, 2010).

It is ably stated that the formation of pupil representative bodies involved in the critical school discussion are directly linked to pupils' improved performance. This scenario would build upon accumulated real experiences of growing capacities for learners participating in democratic procedures (Rowe, 2001).

It is argued that if pupils are part of the governing bodies, they would be part of the decision made to run schools, resulting in pupils having ownership of the decisions made.

Involvement in the process of working through elected representatives could teach pupils about the working of the democratic or consultative structures. If schools were to meet the needs of both their pupils and their communities in a dynamic, constantly changing environment, they would need to be able to provide opportunities for participation for their stakeholders. The establishment of school councils and formation of pupil representative bodies involved in the critical school discussions, which were relevant to pupils' positive performance, would build upon accumulated real experiences of growing capacities for learners' participation in democratic procedures (Rowe, 2001).

### **5.3.2 The Importance of Democratic Structures**

The study revealed that these democratic governance structures established in secondary schools were important in identifying different needs. Pupil participation in practice means opening up opportunities for decision making with children and young people. Pupils as stakeholders would then be engaged in dialogue, conflict resolution, negotiation and compromise which were all important life skills. Children and young people's individual development and our democracy would benefit from their learning about sharing power as well as taking responsibility. Participation in school governance supports pupils socially and emotionally and builds their knowledge and social skills as well as a positive attitude towards citizenship and decision making (Kiprop, etal, 2012).

Schools needed to interact with different partners and stakeholders in all school activities so that unforeseen problems and challenges could be attended to. Therefore, all members of the school community, that include the pupils, had an important role to play. Pupils teachers, parents and the administrators should interact, negotiate, bargain and make decisions together. No partner must have complete control over the other. All should experience democratic participation in school while remaining institutions for education (Gollob, etal, 2010).

### **5.3.3 Meetings of Democratic Structures or Bodies**

Study revealed that above 50% of the respondents were of the view that the democratic structures or bodies in secondary schools met as often as need arose to discuss issues affecting the school life. As Monyatsi, (2005) prostrates that consultative meetings should be

held whenever necessary by stakeholders. This enables a number of benefits to be derived from the diverse information and knowledge generated from stakeholder inputs. Among others this resulted into accumulated school program development and improved information flow from different stakeholders.

The emphasis of the study was that democratic structures in secondary schools needed not only to exist on paper, but be seen in action by meeting as regularly as necessary. For example (Kolonzo, 2013) supports the idea of school democratic structures meeting as often as possible. In the spirit of embracing consultation head teachers met prefect bodies frequently in order to prevent new pupils from being influenced by undisciplined pupils.

#### **5.3.4 Democratic Structures Representation**

The study indicated that all interest groups in a secondary school setting were represented in these democratic structures or bodies. Pupils who were major stakeholders were represented on the school board and Parents Teachers Association (P.T. A.) executive meetings.

As a way of strengthening these democratic structures the pupil representatives were chosen by pupils themselves and not hand-picked by head teachers. From the respondents, it was revealed that 67% said that pupil representatives were chosen by pupils themselves.

These democratic practices in the management and administration of secondary schools yield positive results in delivering the ambitious plans. It is not in dispute that an effective partnership provided opportunities for the achievement of improved teaching and learning process for the benefit of the learners (Hooge, Burns and Wilkoszewski, 2012)

The inclusive management and administration of secondary schools arising from wider representation drawn from the pool of stakeholders serves as an engine to the accelerated holistic approach to democratic education. This notion is supported by (Frank and Huddleston, 2009) as they propounded on the need to enhance the concept of democracy by establishing school councils and committees and active involvement of teachers, pupils and parents and other members of the community

## **5.4 Stakeholders' Participation in School governance**

### **5.4.1 Enabling Environment**

The study showed that secondary school management had taken strides in the past in order to create an enabling environment for the participation of all stakeholders in the management and administration of schools.

Creating a conducive environment for learning requires that stakeholders namely pupils, teachers, parents and the community as a whole were on the same side, working together to achieve something worthwhile (Kolonzo, 2013).

The need for a more systematic and strategic approach to stakeholder involvement required the robust development of engagement framework. This in turn would result in an improved learner performance (Bolt, 2011). For example, (Mncube, 2012) amplified the South Africa's Apartheid era where learners were not given the opportunity to participate in the decision making involving their school lives as having been retrogressive and ultimately retarded learner performance. Mncube instead advocated for the engagement of learners so that they could exercise their sense of responsibility which could result into producing responsive and democratic citizens.

### **5.4.2 Response to criticism**

The study showed that school management responded positively to criticism from pupils, teachers and the community at large. If the school management's perception towards criticism is that of tolerance, then it could be impliedly said that there was democratic governance in secondary schools.

There is an emphasis on school administration and teachers to create a conducive environment for learning. School governance should be seen drifting away from autocratic leadership which demanded for unquestionable obedience from all within an organization, where members have little or no say in the matters that affect their welfare. Any head teacher who dictated to teachers and pupils is seen as an autocratic leader, who creates fear, kills initiative and creativity (Kolonzo, 2013).

### **5.4.3 Voluntary Work**

The respondents in the study stated that the school management democratic strategies and systems enabled stakeholders to suggest to management to perform a function as long as it was for the benefit of the school. Pupils and teachers for example, might approach the school management to engage themselves in a fundraising venture in order to raise funds of the rehabilitation of school laboratories. Pupils who engage themselves in voluntary activities would have the same spirit embedded in them through to adulthood. This meant that as grown up citizens they would continuously participate in voluntary work, (Youniss, Mclellan & Yates, 1997)

### **5.4.4 Summary of Chapter 5**

This chapter has discussed the findings as presented in the previous chapter. A close analysis of the findings of this study brings to light issues of democratic governance is being prevalent in secondary schools in Zambia. In order to maintain democratic governance in secondary schools, democratic institutions must be strengthened and entrenched in governance systems of the secondary schools (Kolonzo, 2013). When stakeholders are consulted on issues affecting the school, they feel the sense of belonging and part of the decision made. This in turn improves pupil performance. The next chapter presents the conclusion, recommendations and summary of the study.

## **CHAPTER 6: CONCLUSION AND RECOMMENDATIONS**

### **6.0 Overview**

This chapter presents the conclusion and recommendations of the study based on the findings and discussions of democratic practices in secondary school governance in Lusaka district.

### **6.1 Conclusion**

Democratic practices in the management and administration of secondary schools in Zambia exist. Stakeholder participation in the making of decisions concerning school governance is a step towards an inclusive governance system which brings its own advantages in the management and administration of secondary schools.

When democratic practices are well entrenched in the school governance system every stakeholder recognizes and appreciates being part of the whole school system responsible for decision making and ultimately the running of the school.

However, it must be noted that with concern that democratic practices in the management and administration of secondary schools in Zambia have not been fully realized as revealed by the study. The major stakeholders, especially pupils felt that more is needed to be done in order for them to be more involved in issues affecting them as pupils than what is prevailing currently.

The democratic structures such as prefect body, pupil council, P.T.A and school board are put in place in secondary schools in Zambia. To some extent this has contributed to the democratic governance in secondary schools. Nevertheless, these structures are either nonoperational or do not exist in some schools, a situation which requires urgent corrective attention by the relevant stakeholders.

The existence and functional democratic structures are the key basis for well-founded democratic governance that would harmonise relationships among stakeholders, thereby

creating a good learning and teaching environment. This in turn would result in improved pupil performance.

The extent of the flexibility of school management and administration in creating an enabling environment for the participation of stakeholders in school governance has a direct bearing on the level of democratic governance prevailing at any given school. The school management and administration in secondary schools in Zambia have created forums in which pupils, parents, teachers and the community are enabled to participate in the school governance. This has been made possible by creation of democratic structures such as pupil council, P.T.A. and school boards. It is through these structures that stakeholders directly or through their representatives that they participate in the governance of the schools.

Nevertheless, school management and administration in secondary schools must be more flexible in creating an enabling environment for the participation of stakeholders in the school governance than they are currently. This could be done by strengthening institutional structures and sensitization of stakeholders on the need to develop a positive attitude towards the governance of secondary schools. This because there are direct benefits arising from robust governance system of schools, stakeholders develop a sense of belonging looking at the school as theirs and pupil performance improves tremendously.

## **6.2 Recommendations**

Based on the findings of the study, the researcher recommends to the Government of the Republic of Zambia through the Ministry of General Education and other stakeholders, to do the following:

Enhance democratic practices in the management and administration of secondary schools by building capacities in all stakeholders. There should be a deliberate effort to sensitize the P.T.A, Board, School Management, Teachers and Pupils on the need to be involved in the running of the schools. For example, the P.T.A, board, school management, teachers and pupils must all be involved in the formulation and implementation of school rules. This could be done by organizing and conducting workshops in order to sensitise all the head teachers of secondary schools on the need to involve all the stakeholders in the school



governance. As it has been seen from this study, there is need for secondary schools to be more open to the wider community for the improvement of pupils' performance.

Compel the school management and administration to be more flexible in creating an enabling environment for stakeholder participation in secondary school governance. Structures that enable stakeholder participation such as pupil council, prefect body and school board must be strengthened.

Put in place policies that would support and enhance the existence of democratic structures operating in secondary schools. Such policies would serve as a safeguard against manipulation of stakeholders by few privileged individuals wanting to advance their own interests at the expense of other major stakeholders.

Seriously consider the inclusion of democratic governance as a topic in compulsory teacher training courses in order to equip all the teachers with civic depositions and skills as this would make them know from the outset that, they have a right to make positive contributions to the governing of the secondary schools. Teachers would be democratically educated, informed and encouraged to exercise their rights more than it is obtaining currently. Democratic practices in school governance are a binding force that sustains and holds a democratic system together in all sectors of life.

Consider making Civic Education a compulsory subject in secondary schools. This would result in more enlightened and informed pupil populace that would critically and reflectively contribute to democratic governance of secondary schools. Furthermore, the inclusion of Civic education as a compulsory subject taught at secondary school level would not only enhance democratic governance but also prepare pupils for citizenship roles in their adulthood.

Make head teachers in secondary schools more responsive and accountable by subjecting them to elections. The stakeholders such pupils, P.T.A. school board and teachers must make up an electoral college who would vote head teachers in and out of office.

The practice of voting head teachers in secondary schools would bring about visible and tangible democracy in secondary school governance.

Streamline education standards portfolio to include the inspection of democratic governance levels in secondary schools. The current scenario is that Education Standards Officers are more focused on the curriculum delivery and not on democratic governance.

If Education Standard Officers were to include the enforcement of democratic governance in schools there would be more pupil participation and other stakeholders in the running of schools and ultimately improving pupil performance in examinations at both grades nine (9) and Twelve (12) levels.

Partner with non-governmental organizations in publishing materials on school governance and making such materials available in school libraries. These materials would enrich pupils in the area of democratic governance and consequently demand enhanced democratic governance in their schools. This would also make pupils more responsible.

Aid and encourage further studies on democratic governance in schools on the following:

- i. How democratic governance could be integrated in the existing subjects at primary school level. This would inculcate the spirit of participation in the democratic governance in pupils at an early stage.
- ii. The feasibility of making key school management positions (head teacher, deputy and heads of department) elective in an effort to enhance transparency and accountability.

### **6.3 The Summary of Chapter 6**

This chapter has given the conclusion of the study and its recommendations to the concerned stakeholders. It has concluded that democratic practices in the management and administration of secondary schools in Zambia exist. Stakeholder participation in the making of decisions concerning school governance is a step towards an inclusive governance system. On the other hand, the chapter concluded that democratic practices in the management and administration of secondary schools in Zambia have not been fully realized as revealed by the study.

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## **APPENDICES**

### **APPENDIX 1: INTERVIEW GUIDE FOR HEADTEACHERS**

Following the re-introduction of democratic system of governance in Zambia in 1991, the Ministry of Education in conjunction with Southern University Democratic Governance Project (USAID/Zambia) commissioned a Need Assessment on the introduction of Civic Education in Zambian secondary schools.

In view of the above, Curriculum Development Centre produced the Civic Education Curriculum in November, 2003, and implemented it in 2007. This was meant to impart in learners civic knowledge, and acquire skills that would enable them understand and practice their civic values, rights and obligations, as responsible citizens.

Generally, how was the subject received by different head teachers, teachers, pupils and the community at large?

Undoubtedly, Zambia's secondary school curriculum is over-stretched with a number of subjects. How are you managing to fit Civic Education on the timetable?

Do you have enough qualified staff to teach Civic Education?

From your experience, have pupils acquired the necessary knowledge and skills after learning civic education? How has this helped you in the management and administration of this school?

What management or governance structures do you have in the school which assists you in managing the school?

How do these governance structures help you and what in areas do they help you.

How frequently do these structures or bodies meet to present their concerns to the school administration?

Which groups of your school population are represented on each of these structures?

Do teachers have opportunity to suggest, advise, or comment on school management issues?

If the answer to question 8 is Yes, how do they do it? If the answer is NO, what reasons are there for their not participating in school governance?

In which forum do teachers have opportunity to suggest or comment on school issues?

Do pupils have opportunity to suggest, advise, comment or contribute to school management?

If the answer to question 10 is Yes, How do they do so? If the answer is NO, what are the reasons for not participating in school management?

How free are they in presenting their concerns and grievances?

What steps has the management taken in the past to create an enabling environment for the full participation of stakeholders in the management and administration of school?

Does a volunteer culture exist among teachers and pupils to individually approach management with suggestions or to perform a function?

Do the pupils respect the school programmes such as Assembly and pupil council meetings?

How are the schools rules formulated and enforced in the school?

If someone suggested removing Civic Education from the curriculum what would you say?

## APPENDIX 2: FOCUS GROUP DISCUSSION GUIDE FOR TEACHERS

Following the re-introduction of democratic system of governance in Zambia in 1991, the Ministry of Education in conjunction with Southern University Democratic Governance Project (USAID/Zambia) commissioned a Need Assessment on the introduction of Civic Education in Zambian secondary schools.

In view of the above, Curriculum Development Centre produced the Civic Education Curriculum in November, 2003, and implemented it in 2007. This was meant to enable the learners with civic knowledge and acquire skills that would enable them understand and practice their civic values, rights and obligations, as responsible citizens.

Generally, how was the subject received by different head teachers, teachers, pupils and the community at large?

Undoubtedly, Zambia's secondary school curriculum is over-stretched with a number of subjects. How are you managing to fit Civic Education on the timetable?

Do you have enough qualified staff to teach Civic Education?

Governance and democracy are among the topics taught under Civic Education. Do you think learning of these topics have any positive impact in the management and administration of your school?

From your experience, have pupils acquired the necessary knowledge and skills after learning civic education? How has this helped in the management and administration of this school?

Do you actively participate in the affairs of the school besides teaching?

If the answer was YES, how do you participate and if NO, why?

How is your participation received by the school managers?

How many teachers sit on the school board meeting? Is this number adequate? Give reasons for the answer.

How does the school management respond to criticism from the pupils, teachers and the community?

What steps has the management taken in the past to create an enabling environment for the full participation of stakeholders in the management and administration of school?

How free are the pupils in presenting their concerns and grievances to you or school managers? If the answer is positive, give some examples to illustrate the point.

Are pupils represented in P.T.A and board executive meetings?

What democratic structures exist in the school?

How frequently do these bodies meet to present their suggestions or concerns to the school administration?

How free are you in presenting your concerns and grievances to management?

Does a volunteer culture exist among teachers and pupils? If Yes, in what situations? If Not, why?

Do the pupils respect the school programmes such as Assembly and pupil council meetings?

How are the schools rules formulated and enforced in this school?

Are existing school rules effective and adequate in your school? Explain your answer.

If someone suggested removing Civic Education from the curriculum what would you say?

### APPENDIX 3: FOCUS GROUP DISCUSSION GUIDE FOR PUPILS

Following the re-introduction of democratic system of governance in Zambia in 1991, the Ministry of Education in conjunction with Southern University Democratic Governance Project (USAID/Zambia) commissioned a Need Assessment on the introduction of Civic Education in Zambian secondary schools.

In view of the above, Curriculum Development Centre produced the Civic Education Curriculum in November, 2003, and implemented it in 2007. This was meant to enable the learners with civic knowledge and acquire skills that would enable them understand and practice their civic values, rights and obligations, as responsible citizens.

Do you learn Civic Education in this school?

How interesting is Civic education to you?

Generally, how was the subject received by different head teachers, teachers, pupils and the community at large?

How useful do you think is Civic Education as a subject?

What topics do you recall having learnt on the subject?

Which topics do you think can help in the management of the school?

Are the things you learn in Civic Education being applied also in the school management?

1. How does the school Management and Administration allow you to participate in school activities?
2. Are you happy with the way the school is run? If your answer is no, suggest the best way of running it. If your answer is yes, what pleases you most?
3. Are you allowed to suggest or participate in school management? If Yes, How?
4. Are pupils represented on the School Board or PTA committee? Who selects these representatives?
5. How many times do your representatives attend P.T.A and Board Executive Meetings?
6. How free are you in presenting your suggestions or concerns to the administrators?
7. How are the school rules formulated and enforced in the school?
8. Do you respect the school rules? Why?
9. Are existing school rules effective and adequate in your school?
10. Given a chance, which school rules would you want to remove or add? Why have you not suggested these before to school managers?
11. If someone suggested to remove Civic Education from the curriculum what would you say?

**THANK YOU FOR YOUR CO-OPERATION**



#### APPENDIX 4: TIME PLAN

RESEARCH ACTIVITY	June 2015		July 2015		August 2015		Sept- Oct 2015		Nov,2015- Feb 2016		Mar 2016		April 2016		May 2016		Jun 2016	
Preparation of project proposal	X	X	X															
Presentation of project proposals				X														
Completion of the background of the study					X													
Completion of write up on literature review						X	X											
Data collection and compilation								X	X									
Data analysis and write up										X	X							
Final write up												X						
Seminar presentation													X					
Submission of final thesis to HOD														X				
Project defence																	X	X

## APPENDIX 5: BUDGET

ACTIVITY	BUDGET(ZMWK)
Preparation of project proposal	400.00
Presentation of project proposals	300.00
Completion of the background of the study	600.00
Completion of write up on literature review	1000.00
Data collection and compilation	3000.00
Data analysis and write up	3000.00
Final write up	1000.00
Seminar presentation	500.00
Submission of final thesis to HOD	3000.00
Project defence	300.00
Total	13'100.00

APPENDIX 6 INTRODUCTION LETTER FROM THE UNIVERSITY OF ZAMBIA  
SCHOOL OF EDUCATION



**THE UNIVERSITY OF ZAMBIA**  
**SCHOOL OF EDUCATION**

Telephone: 291381  
Telegram: UNZA, LUSAKA  
Telex: UNZALU ZA 44370

PO Box 32379  
Lusaka, Zambia  
Fax: +260-1-292702

=====

Date: 09-11-2015

**TO WHOM IT MAY CONCERN**

Dear Sir/Madam

**RE: FIELD WORK FOR MASTERS / PhD STUDENTS**

The bearer of this letter Mr./Ms. MOONGA SEPOT Computer  
number 514706601 is a duly registered student at the University of  
Zambia, School of Education.

He/She is taking a Masters/PhD programme in Education. The programme has a  
fieldwork component which he/she has to complete.

We shall greatly appreciate if the necessary assistance is rendered to him/her/

Yours faithfully

*[Signature]*  
for

Daniel Ndhlovu (Dr)  
**ASSISTANT DEAN POSTGRADUATE STUDIES- SCHOOL OF EDUCATION**

cc. Director, DRGS  
Dean, Education

## APPENDIX 7 ETHICAL CLEARANCE



**THE UNIVERSITY OF ZAMBIA**  
**DIRECTORATE OF RESEARCH AND GRADUATE STUDIES**

Telephone: +260 -1- 290258/291777 Ext. 2208  
Fax: +260-1-290258/253952  
E-mail: [drgrs@unza.zm](mailto:drgrs@unza.zm)

P O Box 32379  
Lusaka, Zambia

17<sup>th</sup> June, 2016

Ms. Moonga Sepoh  
Olympia Secondary School  
P.O Box 32918  
**LUSAKA**

Dear Ms. Moonga,

**RE: ETHICAL CLEARANCE**

With reference to your research proposal entitled: "**Democratic Practices in School Governance: A Case of Selected Secondary Schools in Lusaka District,**" you are hereby advised to inform the undersigned by 24<sup>th</sup> June, 2016 on the following concerns that were raised before ethical clearance can be granted: -

- 1) The design: the study should be a descriptive survey and not case study as highlighted. Consequently, the title should change to "**Investigation of Democratic Practices in School Governance in Selected Secondary Schools in Lusaka.**"
- 2) Sample size and Sampling Techniques: the number of Focus Group Discussions for teachers and for pupils should be known.
- 3) It is not clear whether there will be written or verbal consent for the participants. You should provide to us the consent form designed in the case of written consent.
- 4) Clearly state how school managers would be convinced to welcome this research in their schools.
- 5) Edit your research proposal by also working on your references which are not properly written, as book and journal titles are written in italics.

Yours sincerely,

Prof. C. M. Namafe  
**ACTING CHAIRPERSON**  
**HUMANITIES AND SOCIAL SCIENCES RESEARCH ETHICS COMMITTEE**

cc: Director, Directorate of Research and Graduate Studies  
Assistant Director (Research), Directorate of Research and Graduate Studies  
Acting Assistant Registrar (Research), Directorate of Research and Graduate Studies