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EXTENT OF STUDENT PARTICIPATION IN DECISION MAKING IN SECONDARY SCHOOL MANAGEMENT IN THARAKA-NITHI AND NAIROBI COUNTIES, KENYA

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Abstract:

The recurrent student indiscipline in form of unrests in secondary schools and their incessant desire to destroy school property probably reflects the feeling of alienation rather than of ownership of the schools, they attend. By striking and destroying property, the students may be expressing their demands for involvement in the running of the schools. The objective of the study was to determine the extent to which students participate in decision making in secondary school management. The study employed mixed method design, specifically triangulation method. Stratified random sampling, simple random sampling and purposive sampling were used in drawing the samples. The Krejcie and Morgan's table for determining large sample size was used to determine the sample size of students. The sample consisted of 38 secondary schools, 38 head teachers, 293 teachers, 753 students, 72 student leaders and 3 SCDE. Data collection instruments included questionnaires, interview guides and Focus Group Discussion (FGD) guide. Content validity was determined by seeking expert judgement from educational management. Cronbach's alpha was used to establish the reliability of the instruments. Quantitative data were analyzed using descriptive statistics. Qualitative data were organized into themes and presented using descriptions and quotations. The study found that there were low levels of student participation in decision making, low levels of students' representation in Boards of Management (BOM) and Parents' Association, respectively. The findings further revealed low levels of involvement of students' representatives in staff meetings. The study therefore recommends that secondary school managements should actively involve students in all areas of decision-making in school with particular emphasis on decisions relating to the foregoing decision-making areas.

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1. Introduction

In order to implement the right to education properly, one must clearly and broadly understand the concept of the right to education. According to the United Nations Convention on the Rights of the Child (1989), four core principles should guide the implementation of the right to education. These include non-discrimination, the best interests of the child, the right to life, survival and development of the child to the maximum extent possible, and the right of children to express their views in all matters affecting them and for their views to be given due weight in accordance with their age and maturity (United Nations, 1989). Accordingly then, children need to be effectively involved in their own learning. It is also important that education is designed to promote and respect their rights and needs. They should participate actively in shaping their own lives and learning in schools they attend. The right to education ought to be understood in terms of universality, participation, respect and inclusion. The aspect of participation involves children having greater influence on what happens to their lives. They should be given opportunities to participate fully in decisions affecting them in all spheres of life. This study argues that in Kenya and perhaps many other countries, the aspects of participation, respect and inclusion have not been fully established in secondary schools hence the prevailing indiscipline among students in many schools. It is rife with suspicion and mistrust between the teachers and head teachers on the one hand and students on the other.

Students are represented through democratically elected school boards that include teachers and parents. The school boards deal with discipline, finances, budgets, school fees, staff appointments, and use of school facilities. It is noted that Tanzania was one of the first African countries to provide for student participation in decision-making in the schools through representation in decision-making committees. The schools have Councils whose membership and functions are specified in the National Policy on School Councils (Carr, 2005). Student Council is therefore viewed as a vehicle through which students participate in decision-making at school. Prior to the new constitution 2010, all Kenyan public secondary schools were managed by Board of governors (BOGs) appointed by the minister for Education (Republic of Kenya, 1980; Mutuku, 2011). The BOGs had members drawn from various stakeholders but none from among the students. The Parent Teachers Association (PTA) is another body that participated in the management of the secondary schools but which had no student representative either. Thus students remained unrepresented in the main decision-making bodies in schools. The student leadership was through the prefect system which was widely used in many schools as a control tool for teachers and administrations rather than a student representative body.

Recognising the gaps that existed in the governance and coordination of education, the Task Force on Totally Integrated Quality Education and Training

(TIQET) recommended that structures for the democratic management of all educational institutions involving all stakeholders, students included, be designed and legislated (Republic of Kenya, 1999). In response to that the government enacted the children's Act Cap 586 of the laws of Kenya which came into effect in the year 2002. This domesticated the UNCRC which, among other things, requires children to have the right to express their views on all matters that affect them (Republic of Kenya, 2001a; United Nations, 1989). This was meant to promote student participation in the decision-making process in all spheres of life, including the school. Many researchers have advanced arguments in favour of student participation in decision-making on matters affecting them in the schools they attend (Fletcher, 2005; Griebler & Nowak, 2012; Manefield, *et al.*, 2007).

The governance of schools without structures that provide for student participation in decision making has seen secondary school educators in Kenya contend with student indiscipline for a long period of time (Charles, 1996; Njoroge & Nyabuto, 2014). It is manifested in different forms such as boycotting of classes, sneaking from school, failing to do cleaning duties and assignments, absenteeism, fighting, theft, drug and substance abuse, violent unrests, riots, strikes among others (Gikungu & Karanja, 2014; Ndaita, 2016; Republic of Kenya, 2001b). Unrests are the most noticeable form of indiscipline because in most cases they culminate in the destruction of property, disruption of school curricula, tension amongst students, anxiety and panic among different stakeholders, rape and injuries, and sometimes loss of life. Student unrest in Kenya is an old problem that has refused to go away since the beginning of 20th century when the first case was reported in Maseno high school (Republic of Kenya, 2001b). It has been increasing in frequency and intensity with time.

In a bid to end these unrests, many education stakeholders have been advocating for students involvement in the decision-making process in schools they attend. In the year, 2008, the Ministry of Education (MOE) requested the United Nations International Children's Fund (UNICEF) to help in developing a programme linking participation and peace to prevent violence in schools. A national programme was then developed in partnership with the MOE and the National Association of Head Teachers that led to the establishment of the Kenya Secondary School Student Council (KSSSC) in the year 2009. This was to steer the implementation of Student Councils in secondary schools in Kenya. The Student Councils were to help in promoting student participation in decision-making as well as prevent unrests in schools.

The Ministry of Education further made student participation in the management of the schools they attend a legal requirement. Chapter 8 of Sessional Paper No.14 of 2012 lists several challenges that were facing the governance of the education sector and provides three policies to address the same. In section 8.11 the paper outlines several strategies that the government was to employ in order to implement the three policies listed in sub-section 8.10. Of relevance to this study is number (xiii) of subsection 8.11 which required the government to establish and strengthen Student Councils for educational and training institutions with effective representation (Republic of Kenya, 2012a). Additionally, the Basic Education Act of

2013 provides for student participation in management of school through their Student Council representatives in the Boards of Management (BOM) (Republic of Kenya, 2013).

Whereas there have been many studies on student indiscipline in secondary schools in Kenya, majority have tended to focus on causes, effects and management (Kagendo, 2009; Kiprop, 2012; Malenya; 2014; Mukula, 2005; Mwangi, 1985; Samoei, 2012; Simatwa, 2012; Simatwa, Odhong', Juma, & Choka, 2014). Those that have focused on student participation in decision-making or lack of it in secondary school management have not considered it in relation to student discipline. Student participation in decision making in secondary schools has come under sharp focus after the enactment of the Basic Education Act of 2013 which ushered in a new dispensation in as far as children's right to express their views are concerned. In view of the foregoing, it was of interest to carry out a systematic study to determine the extent to which student participate in decision making in secondary school management.

2. Research Objective

To determine the extent to which students participate in decision-making in secondary school management.

2.1 Research Question

What is the extent of student participation in decision-making in secondary school management?

3. Literature Review

3.1 The Concept of Student Participation

Student participation in decision-making involves creating opportunities for children and young people to increase their influence over what happens to them and around them. It refers to the tasks of student representative bodies such as the school councils, student councils, student governments and the prefect bodies. It must involve participation of students in collective decision-making at school or class level and requires a dialogue between students and other decision-makers and not just consultation or a survey among students (Harber, 1995; Mager & Nowak, 2010). It is also referred to as pupil voice (Whitty & Wisby, 2007).

Genuine student participation in relevant aspects of the decision-making processes at school addresses the issue of democracy which implies the controversial process of challenging the current power imbalances in schools (Simovska, 2004). This will create what Haber, (1995) refers to as democratic schools and requires that they should shift the power and authority away from staff to students in terms of decisions concerning the running of the school and what is learned in the classroom. In participative decision-making, all members of the organization have the right to be heard, to express their views; feelings and offer knowledge and information (Owen & Valesky, 2011). Schools are organizations where students happen to be the main clients

along with their parents, sponsors and guardians. As such, it is imperative that they participate in arriving at decisions taken in the school.

2.2 Student Participation in Decision-making in Management of Schools

Most countries that are signatories to the UN Convention on the Rights of the Child have recognized that children should have the right to express their views on all matters that affect them. Accordingly, they have made statutory provisions for children to participate in decision-making and some have developed structures that represent the views of students at various levels (Flutter, 2007; Hannam, 1998,). Most of these countries have adopted the use of students' elected Councils as a way of decentralizing school management. In Portugal, the law requires that all secondary schools to have a Council with curriculum, financial and disciplinary powers. The president of the school board chairs the Council, which have teachers from all the subjects, student class representatives, and parents as members (Hannam, 1998). A study done in England and wales found that 95% of the schools had Student Councils (Whitty & Wisby, 2007). Norwegian law provides for the formation of the Student Councils in all schools (Critchley, 2003).

In Finland, the law provides for the student participation in decision-making in schools. The constitution of Finland of 2012 provides for the children and young people to participate in decisions affecting their lives among other things. Students are given the right to participate in student associations, student unions and student councils (Shatilova, 2014). In Denmark, it is reported that the government underscored the importance of creating democratic schools (Bahou, 2011). In South Africa, it is a requirement of the law that every public school should establish a governing body which should include learners' representatives from the eighth grade or higher. It makes provision for a representative council of learners in each ordinary public school that offers instruction in the eighth grade or higher (Carr, 2005; Mabovula, 2009). This arrangement, however, presumes that the children of lower grades do not need to be heard or even be represented in the student government.

In Namibia, the role of students in school management is outlined in the User's Guide to the Education Code of Conduct (Government of Namibia, 1993). Students are represented through democratically elected school boards that include teachers and parents. The school boards deal with discipline, finances, budgets, school fees, staff appointments, and use of school facilities. It is noted that Tanzania was one of the first African countries that provided for student participation in decision-making in the schools through representation in decision-making committees. The schools have councils whose membership and functions are specified in the National Policy on School Councils (Carr, 2005).

Provision for Student Councils in schools demonstrates respect for children's rights since they provide opportunity for them to participate in decision-making in schools. The council provides a formal, democratic, transparent, and accountable whole-school policy forum (Alderson, 2000).

In Kenya, the Education Act Cap 211 (revised in 1980) gave the Minister for Education a lot of power in the management of the education sector. The Minister had power to appoint the members of the respective governing and advisory boards. All public secondary schools were managed by Board of Governors (BOGs) appointed by the Minister for Education (Republic of Kenya, 1980). The BOG had members from various stakeholders but non from among the students. Therefore, students were not represented in main decision-making bodies in secondary schools. Following the rise in the number of secondary schools that were experiencing students' strike 1990s, the Task Force on Totally Integrated Quality Education and Training (TIQET) of 1999 recommended that a framework for the democratic governance of educational institutions at all levels involving the incorporation of students and other stakeholders be designed and legislated (Republic of Kenya, 1999). It was felt that by striking, students were demanding for involvement in decision-making process in schools. The recommendation was however, not implemented and student remained unrepresented in the main decision-making body in the school. A decade later, the Task Force on Realignments of Education Sector to the Constitution of Kenya, 2010 also recommended that a system to include effective participation of learners be put in place and pointed out that this could be achieved through student councils (Republic of Kenya, 2012b).

The fact that the task forces relentlessly recommended that the government put structures that allow for student participation in decision-making in school, points that it is an important aspect in management of secondary schools. It is not clear why it took the government too long to have the structures for student participation in decision-making in place.

Under the current Constitution in Kenya, the Cabinet Secretary is responsible for the overall governance and management of basic education. At institutional level, public secondary schools in Kenya are currently managed by Boards of Management (BOM) appointed by County Education Board (CEB) (Republic of Kenya, 2013). The composition of the BOM has representatives from various stakeholders, including one representative of the Student Council who should be an *ex officio* member. The law therefore, recognises the importance of involving students in decision-making in school. The constitution of Kenya (2010) also advocates for participation of citizens in decision-making process.

The other body previously involved in management of the schools in Kenya was the Parents Teachers' Association (PTA), currently referred to as the Parents' Association (PA) in the Basic Education Act of 2013. According to the Sessional paper No.14 of 2012, PTAs were not provided for in the legislation (Republic of Kenya, 2012a). Currently, Parents' Association (PA) is now provided for in the Basic Education Act of 2013, and it consists of every parent with a student in the school and a representative of the teachers in the school. The executive committee of this body has a parent representative from each class and two teachers and none from among the students. This creates a gap where students are not considered as important in participating in making decisions that affect them. Yet, the Task Force on Realignments of Education Sector to the Constitution of Kenya, 2010 recommended for student representation in

the PTA meetings (Republic of Kenya, 2012b). It is not clear why this recommendation was not considered for implementation.

According to the National School Health Policy of 2009, the students should be allowed to actively participate in decision-making in all appropriate fora to express their views in matters affecting their health and education (Republic of Kenya, 2009). This policy emphasizes the importance of involving students in decision-making, simply because they are fond of protesting against the decisions taken without their involvement, and in most cases these protests turn out to be violent and cause a lot of destruction and even sometimes lead to loss of human life. In the 21st century, children are much more informed of their rights and also their participation rights. The violation of participation rights could be the causes of indiscipline and unrest in schools. It was therefore important to determine the extent of student participation in decision-making in secondary school management.

The teachers have their staff meetings where they deliberate on the issues of day to day running of the school. This again has been solely for the teachers and the students are not involved at all. The purpose of the meetings in schools is making decisions, collecting views, giving briefs, discussions among others (Everard, Morris, & Wilson, 2004). With the introduction of Student Councils in secondary school, this study sought to find out whether students were represented in staff meetings to give their views in day-to-day running of the school and participate in decision-making process. Participation in decision-making and listening to briefs is important for the students. Many important matters concerning the students are discussed in these meetings and it is paramount that they are represented, to avoid violation of their rights.

As far as student leadership is concerned, Prefect bodies were previously involved in management of secondary schools in Kenya. They performed various roles delegated by the school administration. The position of prefect is a position of responsibility and one which provides an important connection between students and staff. It was been established that the prefects provide a link between the students and administration (Machogu, 2012; Njue, 2014). If they were truly a link, then the many student strikes that secondary schools have been experiencing should have been averted before they happened. This suggests that they do not adequately represent the students' body.

Currently, the student leadership is in form of the Student Councils in Kenya. In the year 2008, the Ministry of Education organised the first national secondary school student conference that brought together student representatives from all secondary schools in the country. In the year 2009, the Kenya Secondary School Student Council (KSSSC) was established. The membership comprised of two student representatives from each province. The KSSSC now meet every year but it was not clear the extent to which Student Councils had been adopted by schools and it was also not clear the extent to which students participated in making decisions that affected them. Student Council is touted as a promising way of including students in decision-making at school and thus improving students' health (Griebler & Nowak, 2012).

4. Research Methodology

The study employed mixed method design, specifically triangulation method. Stratified random sampling, simple random sampling and purposive sampling were used in drawing the study samples. The table for determining large sample size by Krejcie & Morgan, (1970), was used to determine the sample size of the students. The sample consisted of 38 secondary schools, 38 head teachers, 293 teachers, 753 students, 72 student leaders and 3 SCDE. Data collection instruments included questionnaires, interview guides and Focus Group Discussion (FGD) guide. Cronbach's alpha was used to establish the reliability of the instruments. Quantitative data were analysed using descriptive statistics while qualitative data were organized into themes and presented using descriptions and quotations.

5. Results and Discussion

5.1 The Extent of Student Participation in Decision Making

To achieve this objective, the study sought the views of head teachers, Sub-county Directors of Education (SCDE) and students on representation of the students in school Boards of Management (BOM), Parents' Associations (PA) and staff meetings. The findings are presented and discussed in the sections that follow.

5.3 Student Representation in Boards of Management, Parents' Association and Staff meetings in Secondary Schools

This study sought to determine whether students in public secondary schools were represented in Boards of Management (BOM), Parents' Associations (PA) and staff meetings through a questionnaire for the head teachers in the participating secondary schools. The views of Sub-county Directors of Education and the students were sought through the interviews and Focus group discussions (FGD), respectively. The results from the head teachers are shown in Table 1.

Table 1: Student representation in BOM, PA and staff meetings

	1	,		O		
Representation	BOM		PA		Staff meeting	
	n	%	n	%	n	%
Represented	3	8.1	5	13.5	3	7.9
Not Represented	34	91.9	32	86.5	35	92.1
Total	37	100	37	100	38	100

Table 1 shows that majority, 34 (91.9%) and 32 (86.5%) of the head teachers reported that students were not represented in Boards of Management (BOM) and Parents' Associations, respectively. Similarly majority, 35 (92.1%) of head teachers reported that student representatives were not participating in staff meetings. The foregoing scenarios obtained in secondary schools in both Nairobi and Tharaka-Nithi counties

implies that schools were breaching the law by failing to have student representatives in BOM as provided for in the Basic Education Act of 2013, Section 56 (1g).

Further enquiry revealed that most secondary schools were managed by BOM constituted before the Basic Education Act of 2013, that is, the Board of Governors (BOGs). The latter were not required to have student representatives in their meetings. By the time the current study was conducted the schools were still waiting for the regulations from the Ministry of Education for the operationalization of the Act. In reference to the constitution of BOM, one Sub-county Director of Education observed,

"We are forming the new boards now. They were delayed partly by the regulations from the Ministry of Education that came rather late, but it is a requirement of the law that a democratically elected student be involved as an ex-officio member".

Because of the Ministry of Education delay, most schools were operating with executive boards at the time this study was conducted. The delay was also blamed on the National Parents' Association which had gone to court to stop schools from constituting the BOM. In this regard, another SCDE commented,

"Most schools are operating with executive boards because the National Parents Association went to court and got an injunction to stop the schools from constituting the BOM. This created delays in their formation".

Regarding the Parents' Association, it was noted that most schools had Parent Teachers Associations (PTA) in place and not the Parents' Association (PA) as provided for in the Basic Education Act of 2013. With respect to this, one of the SCDE said,

"Basically what we have in schools is the PTA, and students are not included. Unless the name is changed, then students cannot be included".

The students, through FGDs disagreed with the sub-county directors of education point of view and were of the opinion that they should be represented in PA meetings to express their views too and so that their views can inform the final decisions made. Referring to PA, one student leader gave a comment that was a representative of the group members, she said,

"All parties in school should participate in the Parents' Association meeting. The main reason why the parents meet is to talk about us". Why shouldn't we be involved?"

It is important to note that the Basic Education Act of 2013 does not provide for student representation in PA meetings. In this regard, then one may argue that the schools in Tharaka-Nithi and Nairobi counties were not breaching any law by not having student representatives in the PAs. Researchers have however argued in favour of student representation in the PAs. For example, Njue, (2014), in a study that found

prefects were not involved in mainstream governance of the schools, recommended for their involvement in PA meetings, among other things.

Regarding the staff meetings, the study found that the students were not represented. When asked about the involvement of the students in the staff meetings, one of the SCDE categorically said,

"Look at the name we are calling it, 'staff meeting,' unless we change the name, we cannot have students represented in the staff meetings. They are entirely for staff and not learners."

According to the SCDE, the students do not need to be represented in staff meetings because they are entirely meant for the staff members. However, the purpose for the meetings is mainly to deliberate on matters concerning students' welfare and learning. Therefore, their representation will afford them an opportunity to be heard and to influence the decisions made (Tikoko *et al.*, 2011). There is, however, no law requiring schools to involve students in staff meetings. The current Basic Education Act of 2013 does not provide for the student representation in staff meetings.

These findings that the students in secondary school were not represented in BOM, PA and staff meetings are consistent with the findings of a related study done earlier by Tikoko *et al.*, (2011). These researchers found that students were not represented in major decision-making organs in secondary schools. Similarly, Chemutai & Chumba, (2014) in their study of the Student Council participation in decision-making in public secondary schools in Kericho West sub-county also found that Student Council members were excluded from key decision-making areas of their schools. Given that the decisions made in the management meetings affect the students in one way or another, denying them the opportunity to express their views is not acceptable as far as their rights are concerned.

Failure to involve students in BOM, PA and staff meetings in school confirm the argument of Rudd, Colligan & Naik, (2007) that learners are still seldom consulted or heard despite the changes being witnessed in education system. In support of this view, Fielding (2001) notes that most of the education stakeholders speak too readily and too presumptuously on behalf of young people and yet they often do not understand their views. In most cases, the views of the students will always differ from those of the adults. The adults do not understand what the students are going through in schools and if they purport to understand and make decisions for them, the students develop rejectionist tendencies of decisions made without their involvement.

Fletcher, (2005) affirms that meaningful student involvement in decision making involves students joining committees, boards of education, and advisory boards at all levels. The researcher supports the idea of involving the students in management committees in schools where they get the opportunity to express their views and influence the decisions on matters affecting them. In support of this, Walker and Logan, (2008) argue that student governors can influence policies in schools and also can inspire other students to take part in decision-making process.

5.4 Recommendations

The study recommends the idea of involving the students in management committees in schools where they get the opportunity to express their views and influence the decisions on matters affecting them. Such involvement may positively influence policies in schools and inspire other students to take part in decision-making process.

6. Conclusion

The study concludes that there were low levels of students' representation in Boards of Management (BOM) and Parents' Association, respectively. The findings further revealed low levels of involvement of student representatives in staff meetings. Adequate participation of students in decision-making in school management may promote both top-down and bottom-up communication and help minimise or eliminate the chances of school unrests and other types of indiscipline.

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